



Planning & Urban Design Rationale

Elfrida Lands
City of Hamilton

Prepared For
Elfrida Community
Builders Group Inc.

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We are pleased to submit this Planning Rationale Report in support of an application for amendments to the Rural Hamilton Official Plan and the Urban Hamilton Official Plan to remove the lands from the RHOP, and to expand the City's Urban Boundary to include Elfrida to allow for the future development of a new, complete urban community that incorporates a wide range of uses to serve the everyday needs of existing and future residents, respectively.



1

Introduction

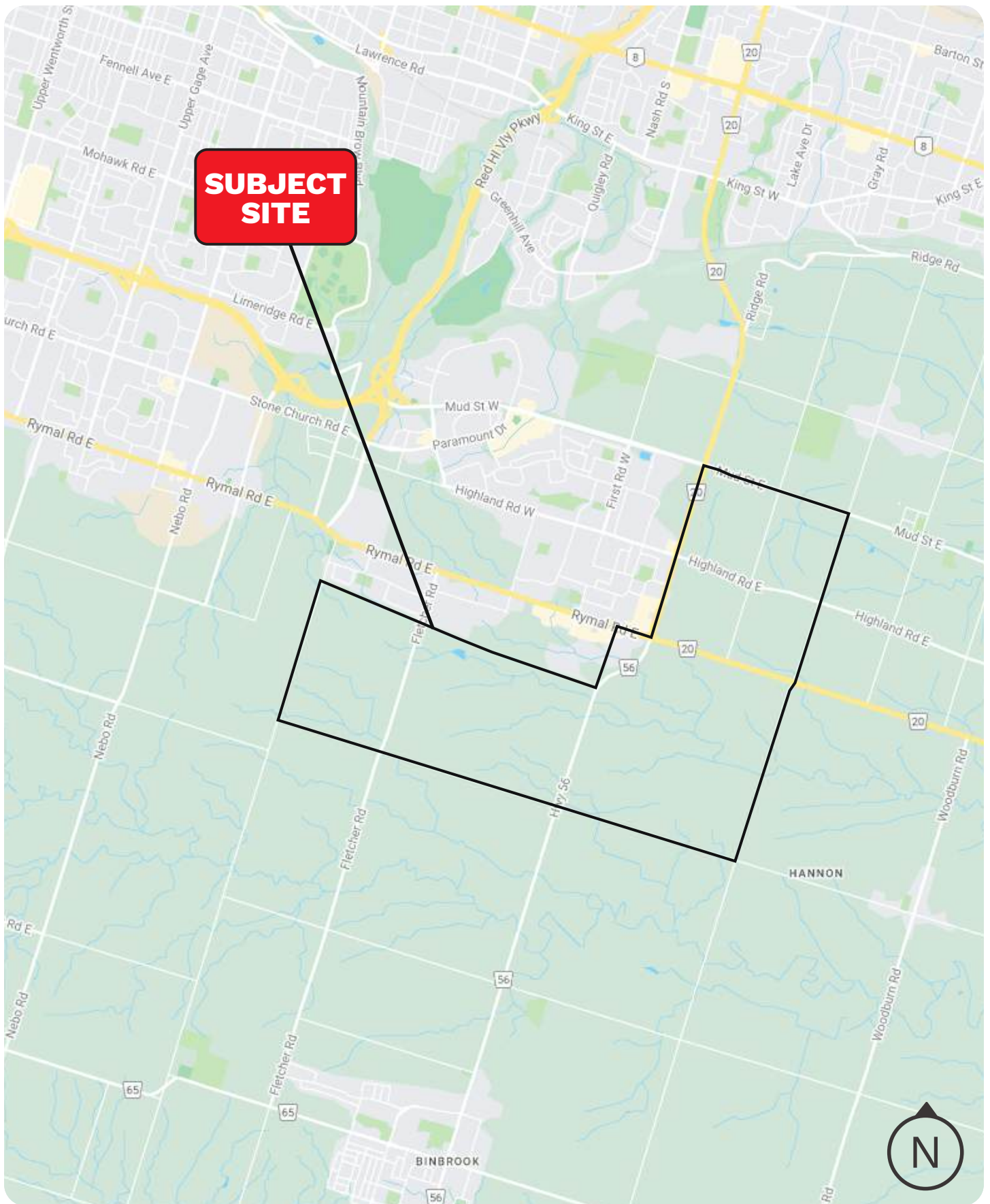


Figure 1 - Location Map

We are pleased to submit this Planning Rationale Report in support of an application for amendments to the Rural Hamilton Official Plan (the "**RHOP**") and the Urban Hamilton Official Plan (the "**UHOP**") to remove the lands from the RHOP, and to expand the City's Urban Boundary to include Elfrida to allow for the future development of a new, complete urban community that incorporates a wide range of uses to serve the everyday needs of existing and future residents, respectively.

The Elfrida Lands, also referred to as the "**subject site**", "**site**", or "**Elfrida**", are approximately 1,209 hectares in area and are generally bound by Upper Centennial Parkway, Mud Street East, Second Road East and Hendershot Road, Golf Club Road, Trinity Church Road, and a hydro corridor in the City of Hamilton (the "**City**"). Elfrida consists of multiple individual properties that vary considerably in size, shape and land use.

Elfrida aligns with the historic concession road grid and lots established by the original plans of survey for the Geographic Townships of Binbrook and Saltfleet, located south and north of former Highway 20 respectively. Specifically, Elfrida consists of seven (7) such 'lots' and generally forms an inverse "L" shaped site.

Elfrida, as shown on **Figure 1**, is located immediately adjacent to the City of Hamilton's Urban Boundary, including neighbourhoods that provide availability in infrastructure and public service facilities.

The purpose of the proposed application is to add Elfrida to the City's Urban Area in order to accommodate some of the City's significant projected growth. The proposed Official Plan Amendment Application (the "**OPA**") will add the subject site to the Urban Boundary as a designated *greenfield area* and require the preparation of a secondary plan prior to any development in order to ensure it is developed as a transit oriented, urban, and complete community.

To address the proposed OPA, this report provides an assessment of the subject site and surrounding context, reviews the applicable planning policy context including the policy basis for the proposed OPA, discusses the purpose and intent of the application, and provides a planning justification.

Ultimately, this report concludes that the proposed OPA is consistent with the Provincial Planning Statement (the "**PPS**") and conforms to the general intent of the UHOP and RHOP.

The expansion of the City's Urban Boundary to include Elfrida is appropriate and desirable given that it provides a unique opportunity to allow lands immediately adjacent to the City's existing Urban Boundary to accommodate urban uses that can absorb a portion of the City's population and employment growth in a location that is within the City's *whitebelt lands*, can optimize the use of existing and planned infrastructure, is along a future higher order transit route, and is at a location that has historically been identified as a Future Urban Growth District by City Council, as discussed in more detail in this report. In addition, the proposed OPA establishes a policy framework that requires a comprehensive secondary plan that ensures the future development of the Elfrida urban boundary expansion lands is consistent with provincial policy and conforms to the intent of the UHOP and RHOP.



Site & Surroundings

2.1 Subject Site

The subject site is generally "L" shaped, wrapping around the southeast corner of the City of Hamilton's existing urban area in upper Stoney Creek. The site consists of a total land area of approximately 1,209 hectares. It is approximately 5.3 kilometres wide in an east-west direction and 4 kilometres long in a north-south direction, at its deepest. The site aligns with the historic concession road grid established by the original plans of surveys for the Geographic Townships of Binbrook and Saltfleet, which are located south and north of former Highway 20, respectively. The site specifically consists of 7 such 'lots', with 3 larger 'lots' along the southern half of the site within the geographic Township of Binbrook and the northern portion of the site, within the Geographic Township of Saltfleet, having four smaller 'lots' (see **Figure 2**).

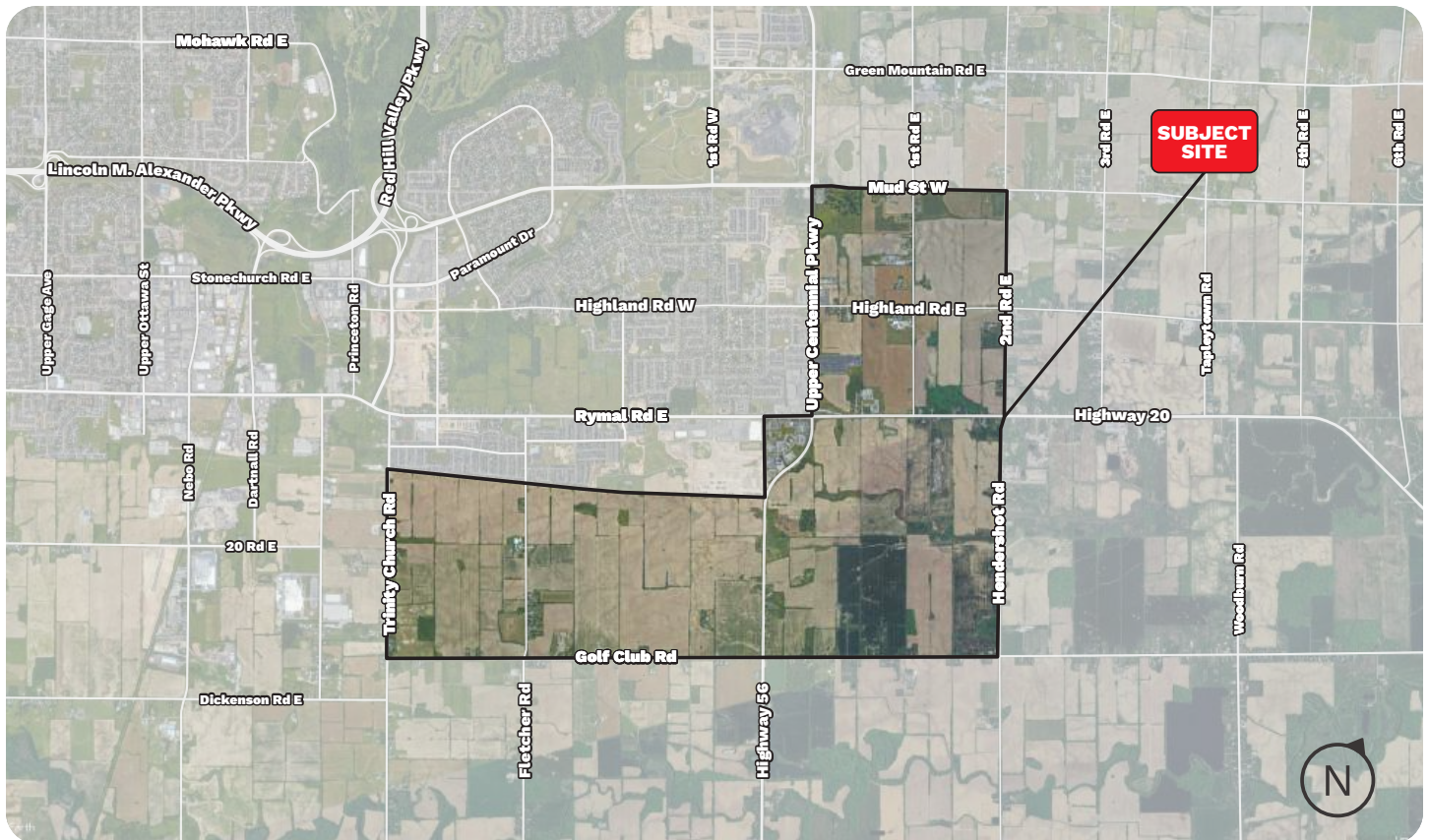


Figure 2 - Aerial Photo - Site Context

The site is generally bounded by, in a counter-clockwise direction from the northeast corner of the site, Second Road and Henderson Road to the east, Golf Club Road to the South, Trinity Church Road to the west of the southern half of the site, an east-west hydro corridor to the north on the western portion of the site, the Swayze Road and Upper Centennial Parkway to the west along the northern portion of the site, and Mud Street to the north along the eastern portion of the site, forming the generally inverse "L" shaped site.








The subject site is generally flat across its extent, with small variations in topography and a generally gentle slope northwards towards Lake Ontario. This topography is punctuated by various small streams and wetlands as identified below.

The site, being over 1,200 hectares in area, contains a wide variety of existing uses and features. Key features and uses which define the existing structure of the subject site are identified in **Figure 3**.

Key Features Legend

- 1. RV Self Storage
- 2. U-Haul Self Storage
- 3. Co-op Equipment Rental
- 4. Stanmore Golf Carts
- 5. Tim Hortons & Burger King
- 6. Bill's Mushroom Farm
- 7. Dorr Foods
- 8. CR Mechanix
- 9. Open Storage Yard
- 10. Swayze Cemetery
- 11. Our Lady of the Assumption Parish
- 12. Former Catholic Elementary School

Land Use Legend

-  National Heritage Feature - Core Area
-  Hydro Corridor
-  Commercial
-  Parks & Open Spaces
-  Industrial
-  Institutional
-  Agriculture / Rural

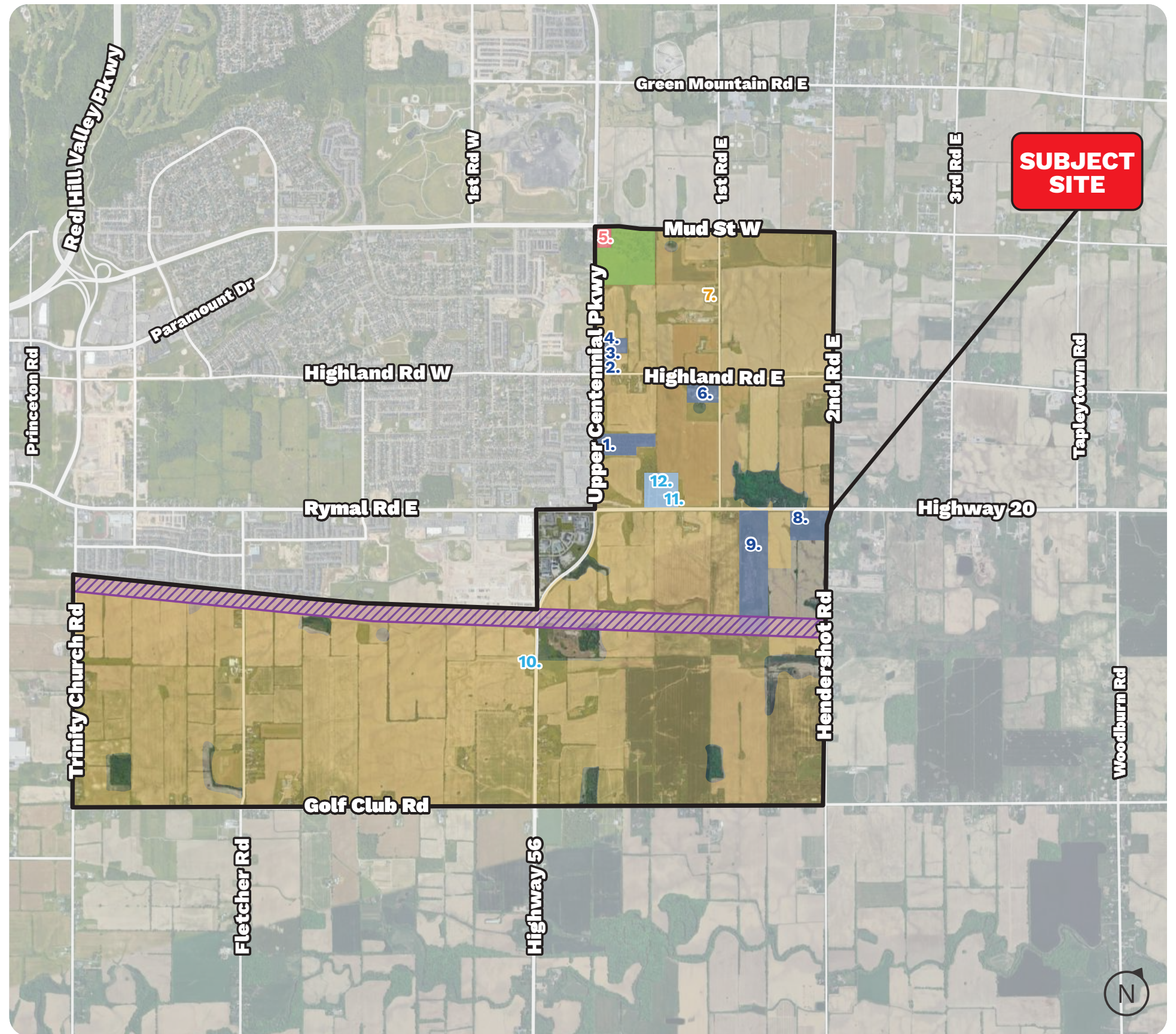


Figure 3 - Aerial Photo - Key Site Features

These key features are summarized below:

Hydro Corridor

An east-west hydro corridor separates part of the southern part of the subject site from the existing urban area to the north. This hydro corridor is generally in the eastern portion of the site. The corridor, approximately 120 metres in width, is one of the defining features of the area today and creates unique opportunities for active transportation connections which have been reflected in the City's Cycling Master Plan (see Section 2.5 of this report).

Natural Heritage Features

A variety of natural heritage features run through the subject site, including woodlots, wetlands, and streams. The largest such natural heritage feature is located in the approximate centre of the site and is bisected by the hydro corridor, creating a large natural heritage corridor between Henderson Road in the east and approaching Fletcher Road in the west.



Hydro Corridor, looking northwest from the Former Highway 56



Existing wetland on the east side of the former Highway 56



Existing wetland on the east side of Hendershot Road



Existing woodlot along golf club road, east of Trinity Church Road

Existing Streets

A variety of existing rural roads bisect the site in various locations throughout. Moving from west to east, Fletcher Road runs in a north-south direction approximately 1.2 kilometres east of Trinity Church Road. Midway through the subject site, Upper Centennial Parkway becomes the former Highway 56 as it travels southward and bisects the site, providing a key connection from Stoney Creek to Binbrook to the south of the site. Rymal Road East, which becomes Highway 20 east of Upper Centennial Parkway, also bisects the site, extending eastward as a rural highway towards Smithville in Niagara Region. Both Highways 56 and 20 are former provincial highways which were downloaded to the City of Hamilton in the late 1990's, and have operated as municipal roads since, though generally maintaining their character as high-speed rural highways. North of the former Highway 20, Heritage Road East bisects the site as it travels eastwards. Finally, between Upper Centennial Parkway and Second Road East, First Road East bisects the site in a north-south direction between Mud Street and the former Highway 20, where it terminates.



The intersection of Mud Street East and Second Road East at the northeast corner of the subject site is an example of a typical rural road within the subject site



Centennial Parkway is a 4-lane arterial



The former Highway 20 looking east towards the village of Elfrida



Looking west along Golf Club Road towards the intersection with the former Highway 56 along the southern boundary of the subject site

Existing Commercial and Employment Uses

A variety of commercial and employment uses currently exist on part of the subject site in a variety of locations. These uses are summarized in **Table 1** below, and approximate locations have been identified in **Figure 2**.

Table 1 - Existing Commercial and Employment Uses

Use	Location	Description
RV Self Storage	54-66 Upper Centennial Parkway – West side of Centennial Parkway between the former Highway 20 and Highland Road East	Existing large, paved storage yard with shipping containers serving as a visual screening barrier. Historically operated as an auto wrecking yard.
U-Haul Self Storage	130-134 Upper Centennial Parkway – Northeast corner of Upper Centennial Parkway and Highland Road East	Large self-storage facility with two 3-storey self-storage buildings and five single-storey drive-up self-storage buildings, as well as an open storage yard and van rental facility.
Coop Equipment Rental	146 Upper Centennial Parkway – North of Highland Road East	Single-storey industrial building operating as a construction equipment rental office, including open storage.
Stanmore Golf Carts	154 Upper Centennial Parkway – North of Highland Road East	Retailer of golf carts and utility vehicles.
Tim Hortons and Burger King	244 Upper Centennial Parkway - Southeast corner of Upper Centennial Parkway and Mud Street East	Existing restaurant uses with two drive-throughs and surface parking.
Bill's Mushroom Farm	167-171 First Road East – west side of First Road East, south of Mud Street East	Single-story industrial building with open storage operating as a mushroom farm.
Dorr Foods	92 Highland Road East – southwest corner of First Road East and Highland Road East	Meat Packing plant operating out of a single-storey industrial building
CR Mechanix	156 former Highway 20 – south side of Highway 20 west of Hendershot Road	Automotive Repair business with an associated residential dwelling.
Open Storage Yard	140 former Highway 20 - South side of the former Highway 20 between the former Highway 56 and Hendershot Road	Unspecified open storage yard with trailers, vehicles, and other items.



RV self storage



Strathmore golf carts



U-HAUL self storage



Tim Hortons and Burger King



CO-OP equipment rental



Dorr Foods

Dry Industrial / Commercial Area

At the intersection of Rymal Road East and Swayze Road, north of the former Highway 56, is a generally triangular area of dry industrial and commercial lands that are located outside of the City's Urban Boundary. These lands are developed for urban purposes, however, they are "dry" and not fully connected to municipal servicing infrastructure, although some lands are partially connected.

Along Rymal Road, the parcel is occupied by Gateway Plaza, a low-rise commercial plaza containing a variety of retail and service commercial uses, multiple fast-food restaurants including Tim Hortons and A&W, a bank, and car dealership (Queenston Chevrolet Buick GMC Dealer), at the intersection of Rymal Road East and Highway 56. To the rear of the parcel in proximity to Highway 56 are industrial, automotive service and warehousing uses along both Swayze Road and Portside Street.



Dry industrial / commercial area at the intersection of Rymal Road East and Swayze Road



Dry industrial / commercial area on Swayze Road

Existing Institutional Uses

A variety of institutional uses currently exist on the subject site in a variety of locations. These uses are summarized in **Table 2** below:

Table 2 - Existing Institutional Uses

Use	Location	Description
Swayze Cemetery	370 former Highway 56 – west side of the former Highway 56 between Dagleish Trail and Golf Club Road	Small private cemetery.
Our Lady of the Assumption Parish	63 former Highway 20 – north side of the former Highway 20, east of Upper Centennial Parkway	Large catholic church
Former Catholic Elementary School	55 former Highway 20 – north side of the former Highway 20, east of Upper Centennial Parkway	2-storey catholic elementary school which was closed and relocated in 2018. Original building remains behind the Our Lady of Assumption Parish.



Our Lady of the Assumption Parish



Former Catholic Elementary School

Existing Residential Uses

In addition to the commercial, employment, and institutional uses across the subject site, there are currently approximately 148 residential dwellings lining the various existing rural roads, primarily focused on the southwest portion of the site. A single small residential street exists, Harbringer Drive, accessed from the former Highway 20 to the east of Upper Centennial Parkway. The 148 dwellings and their properties vary significantly in size and character, varying from modest 1-storey dwellings to large estate homes and homes with small home businesses operating on what are often large, rural residential properties.

Existing Agricultural Uses

The remaining lands within the subject site are generally operated as agricultural uses. The majority of these lands operate as agricultural fields, with various supporting structures (barns, silos, etc.).



Existing rural residential uses like this home along Trinity Church Road are common within the subject site



Harbringer Drive is a small residential street off of the former Highway 20



The majority of the land on the subject site currently operates as an agricultural use such as this field off of Golf Club Road



Various agricultural structures are located throughout the subject site such as this barn

Land Ownership

Elfrida consists of many individual parcels of land under private ownership, as well as lands under public ownership including the aforementioned hydro corridor that extends east to west from Trinity Church Road to Hendershot Road (see **Figure 4**).

ELFRIDA COMMUNITY OWNERSHIP INDEX		
#	LEGAL NAME	~GROSS AREA (ha)
1	PALETTA INTERNATIONAL CORPORATION;	28.69
2	546636 ONTARIO LIMITED;	40.78
3	TRIBUTE(HAMILTON) LIMITED	38.95
4	2084696 ONTARIO INC.	14.61
5	TRIBUTE(HAMILTON) LIMITED	19.64
6	2362302 ONTARIO INC.	20.34
7	DICENZO (GOLF CLUB ROAD) HOLDINGS INC.	21.58
8	P & L LIVESTOCK LIMITED	45.87
9	DISABATINO, CORRADO; DISABATINO, LAURA	63.31
10	CORPVEIL HOLDINGS LIMITED	54.60
11	MEL (ELFRIDA) INC.	20.29
12	MEL (ELFRIDA 2) INC.	19.27
13	LOSANI HOMES (1998) LTD.	19.95
14	VALERY HOMES GOLF CLUB ROAD LIMITED	42.33
15A	HAMILTON COUNTRY PROPERTIES LTD.	25.10
15B	HAMILTON COUNTRY PROPERTIES LTD.	2.42
16	FRESCO, MANUEL DORINDO; FRESCO, ZENALIA MARIA	18.42
17	WILSON, IRENE MARION; BULLARD, CARRIE & THEODORE	6.01
18	MARZ HOMES (ELFRIDA) INC.;	6.83
19	RYMAL CENTENNIAL LIMITED	8.23
20	1340858 ONTARIO INC.	9.10
21	BROWNE, FAYE; MARTIN, JOHN & SARA JANE	3.95
22	1507565 ONTARIO INC	14.56
23	1507565 ONTARIO INC	28.61
24	A. DESANTIS DEVELOPMENTS LTD	8.87
25	MULTI-AREA DEVELOPMENTS INC	21.36
26	THE HYDRO-ELECTRIC PC OF ONTARIO;	39.54
27	MULTI-AREA DEVELOPMENTS INC.	31.51
28	2188410 ONTARIO INC.;	18.04
29A	SEYLI, AYSE	0.89
29B	MILOVANOVIC, VLADETA & ROKSANDA	0.82
30	CHERUBIN, BARBRA	5.31
31	1356715 ONTARIO INC.	25.37
32	WILSON, IRENE MARION; BULLARD, CARRIE & THEODORE	15.04
33	1356715 ONTARIO INC.	14.53
34	MARZ HOMES (ELFRIDA) INC.	28.63
35	RYMAL CENTENNIAL LIMITED; RYMAL CENTENNIAL LIMITED	28.48
36	SALIS, RAFFAELE;	10.18
37	MARZ HOMES (BROFRIDA) INC.	19.05
38A	1356715 ONTARIO INC.	17.48
38B	1749560 ONTARIO LIMITED	1.14
39	PERESSINI, RITA;	4.47
40	DORR BROTHERS LIMITED;	12.42
41	KUCEMBA, LESZEK; KUCEMBA, TERESA	11.58
42	2410002 ONTARIO INC.;	14.59
43	1356715 ONTARIO INC.	22.12
44	HOWDEN, VALERIE JUNE;	20.99
45	MUDD & FIRST INC.	20.31
46	KRAJNOVICH, MIROSLAV; KRAJNOVICH, LIUBICA;	4.18
47	70 MUD STREET EAST INC.	8.90
48	FIRST ROAD EAST INC.	9.44
49	FUTURE HOMES CONSTRUCTION LIMITED;	15.87
50	RAPTIS, STANLEY; LALOS, STEVE;	21.02
51	197 FIRST ROAD EAST INC.	2.70
52	1784198 ONTARIO INC.;	4.35
53	DHALIWAL, DARSHAN; DHALIWAL, BALINDER;	4.07
54	2765961 ONTARIO INC.	4.06
55	HIGHLAND ROAD (ELFRIDA) HOLDINGS INC.;	4.00
56	RESTIVO, JACK; RESTIVO, SHARON	4.08
57	A. LOCOCO WHOLESALÉ LTD	5.82
58	1356715 ONTARIO INC.;	29.59
59	CEDAR CITY UPPER CENTENNIAL INC.	5.95
60	CEDAR CITY UPPER CENTENNIAL INC.	6.83
61	713758 ONTARIO LIMITED;	3.98
62	BARRY HUMPHREY ENTERPRISES LIMITED;	1.63
63	HUMPHREY, CAROL ANN;	1.03
64	CROSSROADS (RYMAL AND UPPER CENTENNIAL) HOLDINGS INC.	8.03
64.1	PUBLIC AUTHORITY HAVING JURISDICTION;	3.21
65	HAMILTON-WENTWORTH CATHOLIC SCHOOL BOARD	2.42
65.1	THE ROMAN CATHOLIC EPISCOPAL CORPORATION	1.15
66	BULLARD, JOHN; BULLARD, ANNE;	3.86
67	1820435 ONTARIO CORPORATION	1.63
68	ABICHT, KIM; HABICHT, BERND GUENTHER;	1.03
69	KHAN, ASIF	0.87
70	BEHL, PREM LATA	0.69
71	GREER, HELEN RUTH; GREER, MICHAEL PETER	2.09
72	MARQUES, DOLORES DA COSTA 7LUIS DE ALMEIDA;	0.80
73	GARCEA, GLORIA	1.13
74	1000344371 ONTARIO INC.	0.97
75	1169862 ONTARIO INC.	0.97
76	FOUR SAC SELF-STORAGE CORPORATION	0.83
77	FOUR SAC SELF-STORAGE CORPORATION	1.69
78	SAMMANI 786 INC.	1.87
79	Various	15.06
TOTAL LAND AREA (ha) PARTICIPATING AND COOPERATING OWNERS		881.77
TOTAL PRIVATE/NON-DEVELOPERS/PUBLIC		270.23
TOTAL LAND AREA (ha)		1152.00

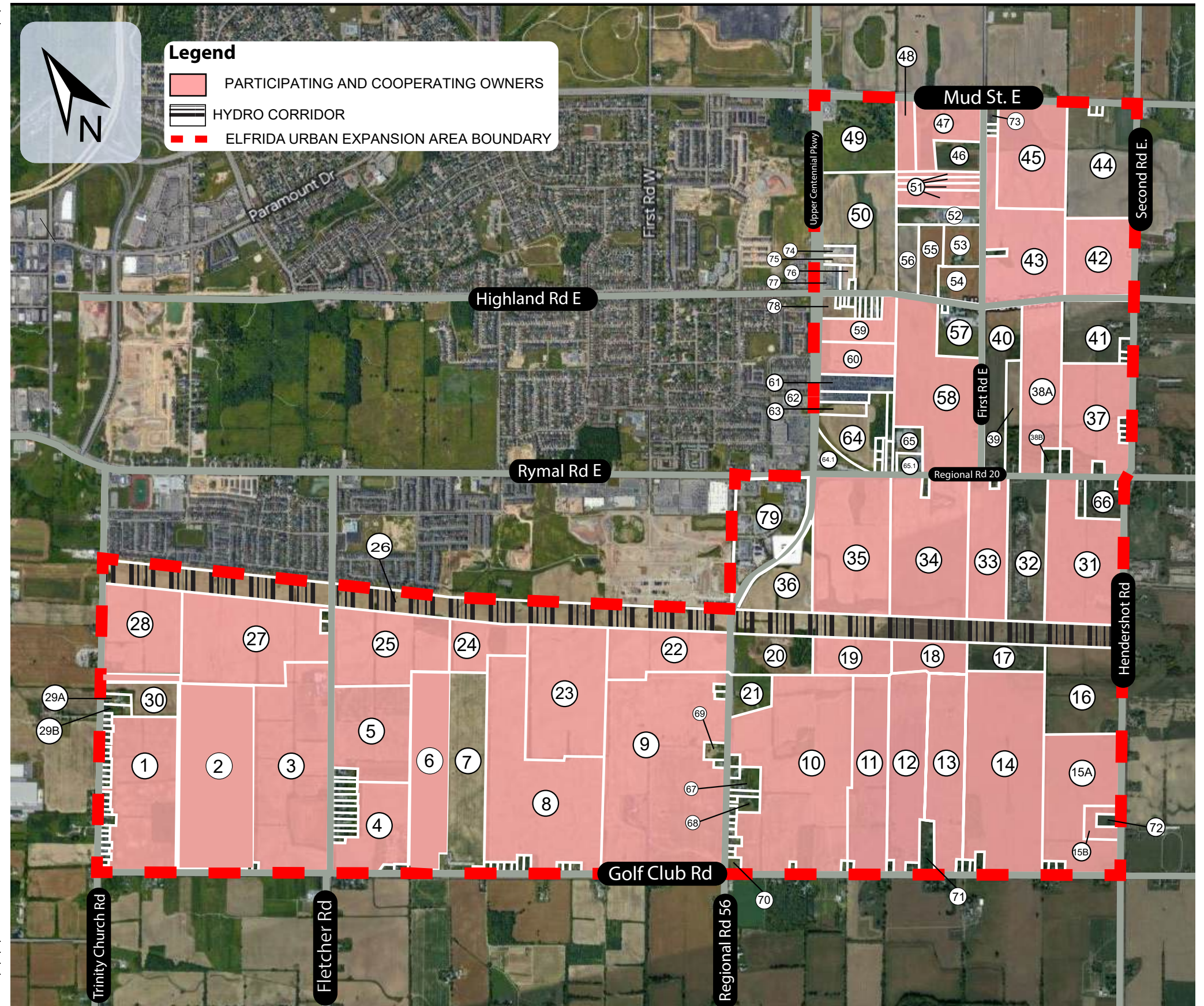


Figure 4 - Map of Landowners in Elfrida

2.2 Area Context

Elfrida is located within the former City of Stoney Creek and former Township of Glanbrook, now a part of the City of Hamilton. Generally located adjacent to the southeast corner of the City of Hamilton's Urban Area, the subject site, which is generally "L" shaped, wrap around this corner of the Urban Area along its east and south sides, with the corner itself being the location of the historic settlement of "Elfrida" (see **Figure 2**). Elfrida was historically a small settlement focused around what is now the corner of Rymal Road East and Swayze Road. The village historically acted as an important centre of transportation, serving as the meeting points of three former provincial highways, Highways 20, 53, and 56, which are now Upper Centennial Parkway, Rymal Road East, and Swayze Road, respectively. This village can be seen in aerial photography from 1960 as shown in **Figure 5**.



Figure 5 - The Village of Elfrida, located at the intersection of what was then Highways 20, 53, and 56, as seen in aerial imagery from September of 1960.¹

¹ Retrieved from the McMaster University Library Historical Hamilton Portal. Image source identified as Canadian Aero Service Ltd. [Wentworth County, excluding most of the City of Hamilton, 1960-05-21] : [60134-Photo 114]. Scale [1:4,800]. 60134. [Place of publication unknown]: [Canadian Aero Service Ltd.], 1960.

Over time, the village of Elfrida evolved as the nearby City of Hamilton grew. Beginning in the 1980's, the area to the northwest of Elfrida began to be developed with suburban residential areas. This growth slowly moved to the southeast towards the village of Elfrida, which subsequently evolved as a part of the growth in the immediate area. Today, little of the original village remains beyond a handful of residential properties along Harbringer Drive and a church on the north side of Rymal Road East which has been converted into a restaurant. The highways themselves which bisected the community have been realigned and downgraded to Major Arterial roads, and the area has evolved from one of a rural village character to one which is highly urbanized to the north and west, while the portions of the subject site that directly interface with the urban area have evolved as rural lands that include intensive uses including automotive wrecking yard (now a RV Self Storage facility), golf courses, restaurants, tool and machine rental facility, UHaul self-storage, landscaping nursery, and dry industrial uses.

To the west and northwest of the subject site are the existing urban areas of Glanbrook (generally described as the "**Rymal Road Secondary Plan**") and Stoney Creek (generally described as "**Heritage Green**"). The Rymal Road Secondary Plan area is generally located east of Trinity Church Road, south of Rymal Road East, north of the hydro corridor, and west of Swayze Road. This area has evolved since the mid- to late 1990's when it was added to the urban area and has generally developed from the west to east. This is a mixed-use suburban area with low-rise residential and supporting public service facilities to the south and commercial and residential uses along Rymal Road.



Village of Elfrida roadside sign along the former Highway 20



Today, the village of Elfrida largely consists of a number of commercial buildings and an original church building operating as a restaurant

Key features within these neighbourhoods include the Eramosa Karst Conservation Area, Heritage Green Sports Park, Heritage Greene Shopping Area, and the Red Hill Valley Business Park. As development has progressed in the Rymal Road Secondary Plan area, more intensive buildings forms have emerged, deviating from single detached dwellings to street townhouses. The last phases of development in the Rymal Road Secondary Plan are under construction, generally located west of the subject site.

The Heritage Green area is larger and generally located north of Rymal Road, west of Upper Centennial Road, south of Mud Street, and east of the Upper Redhill Parkway. Similar to the Rymal Road Secondary Plan area, stable low-rise residential areas are located in the interior of the neighbourhood with higher intensity building forms such as street townhouses at the periphery. In addition, there are two commercial nodes located at Mud Street/Upper Redhill Parkway and Upper Centennial/Rymal Road. Collectively, the aforementioned areas have strong vehicular connections to the City through Centennial Road, Rymal Road, and Mud Street, which connect to the City's parkway systems (Redhill and Lincoln Alexander) as well as the QEW highway to the north.

These areas have been a focus of new greenfield urban development for the City for the past 30 years and have experienced rapid growth with the spread of new commercial amenities, residential areas, and employment uses across the area. The area is now maturing, with the last greenfield areas in the final stages of development, which has shifted to higher density forms. Specifically, mid-rise apartment buildings are being constructed in multiple locations within these neighbourhoods, with more applications currently being processed by the City.



Midrise development is occurring along Rymal Road north of the subject site



Residential development continues north of the subject site along Rockledge Drive



Various commercial uses line arterial roads such as Rymal Road East shown here.



Midrise development underway adjacent to the heritage greene shopping centre



Eramosa Karst conservation area is a key natural amenity in Stoney Creek



The Red Hill Valley business park has experienced significant growth in recent years

To the south and east of the subject site are primarily agricultural areas punctuated by small clusters of rural residential uses. Approximately 6 kilometres south of the subject site along Upper Centennial Parkway (which becomes the former Highway 56 south of Rymal Road East) is the neighbourhood of Binbrook, an existing primarily low-rise residential area of approximately 11,000 people which has also experienced significant growth in recent decades.

2.3 Immediate Surroundings

The subject site, being generally "L" shaped and being significant in size, roughly 5 kilometres by 4 kilometres at the longest portions of the L, fronts onto a wide variety of individual uses and areas. The following provides a general description of the uses in the immediate surroundings.

Directly to the north of the subject site lie two separate areas owing to the site's "L" shape – one area being located along Mud Street at the far northern end of the subject site, and one area being located further south, extending between the former Highway 56 and Trinity Church Road.

Mud Street East currently consists of an east-west Major Arterial road. West of Centennial Parkway, Mud Street is a 4-lane limited-access Major Arterial with a high posted speed limit (70km/h) and a centre median, allowing vehicular access between Upper Centennial Parkway and the Lincoln Alexander Parkway further west. To the east of Upper Centennial Parkway, along the frontage of the subject site, Mud Street East is a 2-lane rural road with gravel shoulders, representing a substantial change in physical character. North of Mud Street between Upper Centennial Parkway and Second Line are agricultural uses which are designated as Specialty Crop Areas as identified in the Rural Hamilton Official Plan, Schedule D, and which are located within the Greenbelt Plan area.

Further north lie various other rural and agricultural uses such as rural residential, agricultural lands, and parks and open space uses. Notable features include Dofasco Park, a privately operated recreational facility for employees of AccelorMittal Dofasco, the Starlite Drive-In Theatre, the Pros Golf Centre, and the Saltfleet Conservation Area.

Between the former Highway 56 and Trinity Church Road, the entirety of the subject site is bordered on its north side by an east-west hydro corridor. This hydro corridor divides north and south parts of the subject site in the east. The hydro corridor, approximately 120 metres in width, separates the subject site from existing urban uses to the north. The north side of the hydro corridor is lined with existing single-detached homes, the rear yards of which are located atop a large retaining wall, as well as an approved, but yet-to-be built greenfield residential area midway between Fletcher Road and the former Highway 56. This residential area continues northwards towards Rymal Road East, with a mix of detached, semi-detached, and townhouse dwellings, punctuated by parks and public schools.



Mud Street to the northwest of the subject site is a limited access, high speed arterial



Mud Street along the subject site changes to a more rural character



Residential uses line the north side of the hydro corridor, such as these townhouses along Cornflower Crescent



The north side of the subject site is lined by the hydro corridor and a large retaining wall along existing residential development

Along Rymal Road East a large commercial shopping area is located close to Upper Centennial Parkway with retail tenants including Winners, Canadian Tire, and Walmart Supercentre. Further west along Rymal Road East lies a mix of low-rise residential uses, undeveloped parcels, commercial uses, and proposed, under construction, and existing mid-rise residential uses.

Rymal Road East itself is a 4-lane Major Arterial Road and is a designated Secondary Urban Corridor in the UHOP, which directs intensification along this corridor. Rymal Road East also serves as a part of the City's BLAST network, being a designated corridor for future rapid transit.

The north side of Rymal Road East is occupied by a similar mix of residential and commercial uses of low to medium densities and heights. Another large commercial plaza is located at the corner of Upper Centennial Parkway and Rymal Road East, including a McDonalds and Fortino's grocery store. Further west, the Eramosa Karst Conservation Area runs between Fletcher Road and Upper Mount Albion Road and serves as a significant open space amenity for area residents.



Various scales of residential and commercial development line Rymal Road East



A large commercial plaza with tenants like Walmart is located along Rymal Road East



Eramosa Karst conservation area borders the north side of Rymal Road



Fortinos operates in a commercial plaza on the northeast corner of Rymal Road East and Upper Centennial Parkway

To the east of the subject site, across the entirety of the 4-kilometre eastern boundary of the subject site, runs a 2-lane rural road. This road, called Second Road East north of the former Highway 20 and Hendershot Road south of the former Highway 20, forms a boundary of the provincially designated Greenbelt Plan area. Lands on the east side of Second Road East consist of primarily agricultural uses, including various rural agricultural uses, rural residential uses, and a small number of rural industrial and commercial uses such as TERRA Greenhouses along the former Highway 20 and the Highland Country Markets. Along Mud Street East is the small hamlet of Tapleystown, located at the intersection with 3rd Road East. The hamlet includes a public park, a small number of residential single-detached dwellings, and the Tapleystown Elementary School, which is currently in the process of being relocated into the existing urban area of the City of Hamilton.



The village of Tapleystown includes a handful of residential streets and amenities such as Tapleystown Park

Directly south of the subject site is Golf Club Road, an east-west rural road with 2 vehicular lanes. Similar to the lands to the east of the subject site, the area south of the subject site is within the provincially designated Greenbelt Plan area and consists primarily of rural agricultural and residential uses. Approximately 3 kilometres south of the subject site along the former Highway 56 is the aforementioned town of Binbrook which remains within the City of Hamilton as a smaller area within the City's urban boundary. The former Highway 56 south of the subject site has a rural cross-section as a 2-lane rural highway with various signalized intersections. The City of Hamilton currently has plans to urbanize the road and provide improved connections between the town of Binbrook and the rest of the Hamilton Urban Area, including introducing a dedicated cycling path.



The Greenbelt lines the southern boundary of the subject site



The former Highway 56 runs south of the subject site towards Binbrook

Similar to the north frontage of the subject site, the west frontage of the subject site consists of two separate components owing to its "L" shape: along Upper Centennial Parkway to the north; and Trinity Church Road to the south.

Along Upper Centennial Parkway, the subject site fronts onto the Parkway itself. Upper Centennial Parkway is a 4-lane, rural cross section Arterial road with a 60-70km/h speed limit and limited pedestrian amenities with sidewalks located only on small stretches of the street. The corridor, like Rymal Road East, is a designated rapid transit corridor and is intended to evolve over time into a more urban corridor with frequent transit services connecting northwards into lower Stoney Creek towards the planned Hamilton LRT and Confederation GO station.

The west side of Upper Centennial Parkway, similar to Rymal Road East, contains a mix of commercial and residential uses. Two large commercial shopping plazas exist at the northwest corners of Upper Centennial Parkway and Rymal Road and Mud Street, respectively, as well as a smaller plaza on the northwest corner of Upper Centennial Parkway and Highland Road West. These plazas consist of single-storey commercial buildings of various sizes, occupied by various commercial tenants such as grocery stores, gas stations, restaurants, and other service-based uses. Between Rymal Road East and Highland Road West there is the aforementioned commercial plaza, a 4-storey office building and surface parking immediately to the north, and a mix of low-rise residential uses, including townhouses and single-detached dwellings. The residential uses have either side or rear yards facing Upper Centennial Parkway, and a window street (Bankfield Crescent) also buffers the uses from the Parkway. Further beyond, residential uses extend towards the Eramosa Karst Conservation Area, approximately 3 kilometres to the west of the subject site.



Upper Centennial Parkway is lined with various residential and commercial uses and limited pedestrian facilities



A 4-storey office building is located along Upper Centennial Parkway



The northwest corner of Mud Street East and Upper Centennial Parkway is occupied by a commercial plaza

Between Rymal Road East and the hydro corridor, the subject site fronts onto the former Highway 56. The former Highway 56 transitions from the 4-lane Upper Centennial Parkway to a 2-lane rural cross-section along this frontage and through the subject site itself, following a curve in the road to the west. The west side of the former Highway 56 is the location of the aforementioned industrial subdivision containing a variety of smaller scale industrial uses.

The second component of the subject site's western frontage is along Trinity Church Road. Trinity Church Road today is characterized by a 2-lane rural road, and similar to many such roads in the rural areas of the City of Hamilton, is lined with a variety of low-scale residential detached dwellings on larger lots, intermixed with small-scale rural industrial and commercial uses and agricultural uses. While this street is rural in character today, the UHOP designates the majority of the lands on the west side of Trinity Church Road as "Business Park", which intends the lands to be developed with a variety of employment-based uses as part of the Urban Area. The lands are a part of the "Red Hill Valley Business Park", a large employment area within the City of Hamilton running from Dickenson Road in the south to Rymal Road in the north and Trinity Church Road in the east to Upper Ottawa Street in the west. The Business Park has seen a significant increase in development activity in recent years, with a wide variety of large-scale employers moving to the Park such as Atlantic Packaging, UPS, Maple Leaf Foods, Canada Bread Company, Walters Steel, Ikea, and others.



The former Highway 56 curves to meet Upper Centennial Parkway as it travels through the subject site



Trinity Church Road along the subject site's boundary, looking north

2.4 Development Context

There is a wide variety of development activity within the surrounding context, given that much of the immediate area in proximity to the subject site is still in the process of building out as urban area from previous urban boundary expansions undertaken within the City of Hamilton.

Active development applications within 800 metres of the subject site are listed in **Table 3** below, in an approximately clockwise direction from the Red Hill Business Park in the west to Upper Centennial Parkway in the north:

Table 3 - Nearby Development Applications

Address	Description	Application Type	Status
399 Glover Road	31,421 sm industrial building	SPA	Under Construction
400 Glover Road	19,314 sm industrial building	SPA	Under Construction
212 Glover Road	65,165sm industrial building (IKEA Distribution Centre)	SPA	Under Construction
190 Glover Road	10,748 sm industrial building	SPA	Under Construction
203 Glover Road	11,625 sm industrial building	SPA	Under Review
60 Glover Road	Industrial manufacturing building with 4-storey office component	FC	Pre-Application
216 Trinity Church Road	Plan of Subdivision to create two new blocks for large-scale industrial buildings.	DPOS, FC	Under Review
1809 Rymal Road East	Four 12-storey mixed use buildings with 736 residential units	FC	Pre- Application
1821 Rymal Road East	145 Residential townhouse units	ZBA, UHOPA, SPA	Under Construction
1865 Rymal Road East	8-storey mixed use building with 195 residential units	SPA	Under Review
1824 Rymal Road East	2-storey addition to Bishop Ryan Catholic School	SPA	Under Review
1866 Rymal Road East	8-storey retirement home with retail at grade.	FC	Pre- Application
1898 Rymal Road East	19 two to three storey townhouses	ZBA	Under Review
1912 Rymal Road East	5-storey apartment building with 92 residential units	ZBA, UHOPA, SPA	Under Construction
1933 Rymal Road East	4-storey mixed use building with 63 residential units	SPA	Under Review
2070 Rymal Road East	10-storey mixed use building with 227 residential units	ZBA, UHOPA	Under Review
2080 Rymal Road East	Phase 3 of Plan of Subdivision consisting of 1 block for medium density uses and 4 blocks of low density uses	DPOS, ZBA, UHOPA	Under Review

Address	Description	Application Type	Status
No Municipal Address	Phase 9 of Summit Park Plan of Subdivision – 97 residential units	DPOS	Under Construction
No Municipal Address	Phase 11 of Summit Park Plan of Subdivision – 355 residential units	DPOS	Approved
2080 Rymal Road East	The Crossings Phase 3 – Plan of Subdivision for 226 townhouses, a mixed-use block with 80 units and 31 detached dwellings.	DPOS, UHOPA	Approved
2119 Rymal Road East	6 single-detached dwellings and a block of medium density development	FC, Consent	Under Review
2153 Rymal Road East	10-storey mixed use building with 411 residential units	ZBA, UHOPA	Under Review
51 Swayze Road	3-storey self-storage building	SPA	Under Construction
19 Highland Road East	3-storey self-storage building	SPA	Under Construction
56 Highland Road	43 two-storey townhouses	DPOS, ZBA, UHOPA. SPA	Approved
157 Upper Centennial Parkway	82 townhouse units and a 9-unit mixed use block	DPOS, ZBA, UHOPA. SPA	Under Appeal
165 Upper Centennial Parkway	Plan of Subdivision for various low-rise housing forms. 721 units.	DPOS, ZBA, UHOPA. SPA	Approved
198 First Road West, Phase 4	Plan of Subdivision for various low-rise housing forms. 209 units.	DPOS, ZBA, UHOPA. SPA	Approved
250 First Road West	25 two-storey townhouse units.	DPOS, ZBA, UHOPA, SPA	Approved

DPOS: Draft Plan of Subdivision

ZBA: Zoning By-law Amendment

UHOPA: Urban Hamilton Official Plan Amendment

SPA: Site Plan Control Approval

FC: Formal Consultation

2.5 Transportation Network

The subject site is located in proximity to a range of existing and planned transportation options. With regards to vehicular access, the subject site is currently bordered on all sides by existing Arterial and Collector roads of varying sizes. Upper Centennial Parkway, formerly Provincial Highway 20, provides access to lower Stoney Creek. Rymal Road East provides access to a variety of commercial and community amenities to the west of the subject site, and becomes the former Highway 20 through the subject site, traveling eastward towards Niagara Region. Mud Street provides quick connections from the subject site to the Heritage Greene Shopping Area, the Lincoln Alexander Parkway, and the Red Hill Valley Parkway. These two parkways, located approximately 2 kilometres to the northwest of the subject site, consist of 4-lane municipal expressways which provide connections to the provincial highway network – Highway 403 to the west and the Queen Elizabeth Way (“Q.E.W.”) to the north. The City of Hamilton is currently early in the process of planning the widening of the two parkways from 4 to 6 lanes to accommodate growth in the City of Hamilton which has occurred since their construction in the 1990’s and 2000’s.

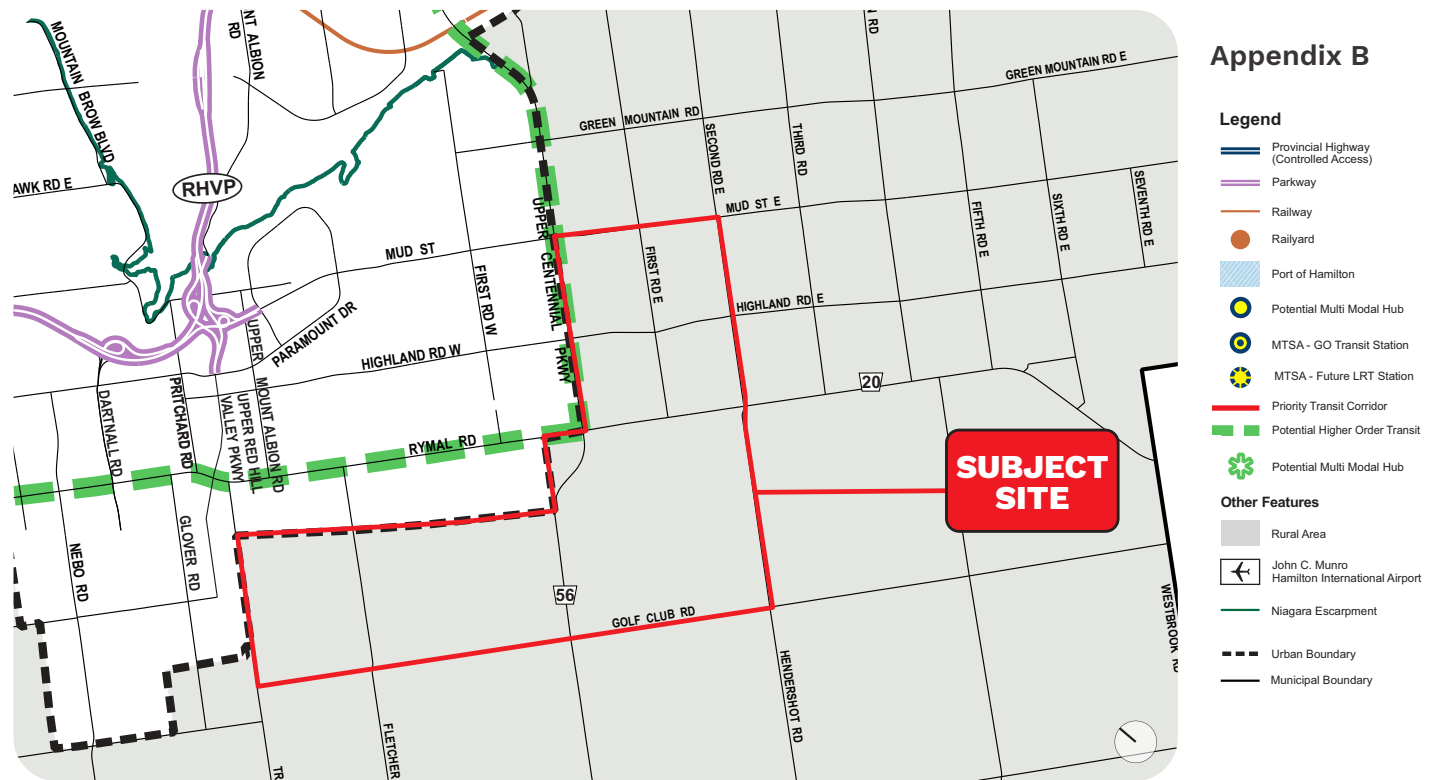


Figure 6 - UHOPA Appendix B Major Transportation Facilities and Routes

With respect to public transit, the lands are located directly adjacent to routes identified as "Potential Higher Order Transit Corridor" along Upper Centennial Parkway and Rymal Road East, as identified in the UHOP (see **Figure 6**). The Potential Higher Order Transit Corridor is currently serviced by the 44 Rymal Hamilton Street Railway bus route, which operates from Confederation GO Station to the north, south along Centennial Parkway and west along Rymal Road to the Ancaster Meadowlands shopping area. This transit corridor is a part of the "BLAST" Rapid Transit Network which the City of Hamilton has identified as a part of its long-term higher order public transit system (see **Figure 7**).

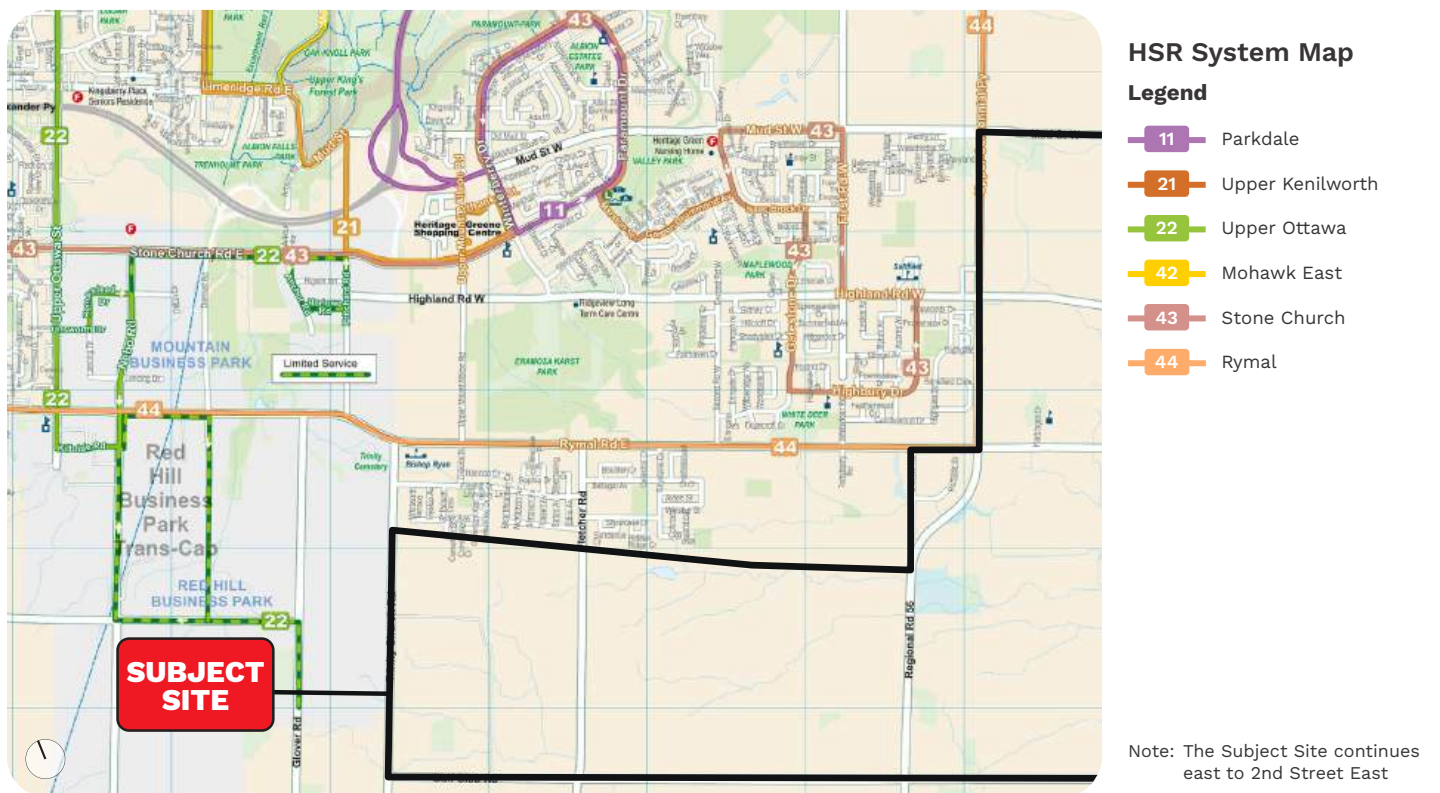


Figure 7 - Existing Hamilton Street Railway Map

Further, the City of Hamilton is currently in the process of reviewing its bus network as a part of “(Re)Envision HSR”. A preliminary bus route map has been released for public review, which provides a preliminary view of what transit service in the area is anticipated to be in the future when any development of the subject site is completed and occupied. The draft service plan specifically identifies a potential transit terminal within Elfrida at the intersection of Upper Centennial Parkway and Rymal Road East, serviced by the rapid transit bus route 40 operating in a limited stop pattern north to the planned Hamilton LRT at Centennial Parkway and Queenston Road and the Confederation GO Station north of Barton Street. Moving west, route 40 would instead operate on an all-stop basis to the Heritage Greene shopping area in Upper Stoney Creek, where connections would be provided at another bus terminal to multiple other rapid and local bus routes. The draft report for (Re)Envision HSR identifies that rapid routes such as route 40 would operate at high frequencies, a minimum of 10 minutes or better during peak periods, with high capacities and stop spacing of over 500 metres to allow for higher travel speeds, and which may be outfitted with dedicated transit lanes and/or transit signal priority. This aligns with the “potential rapid transit corridor” designation provided along Upper Centennial Parkway and Rymal Road East in the UHOP. Additional local service from the hub would also be provided on proposed local route 34 (see **Figure 8**).

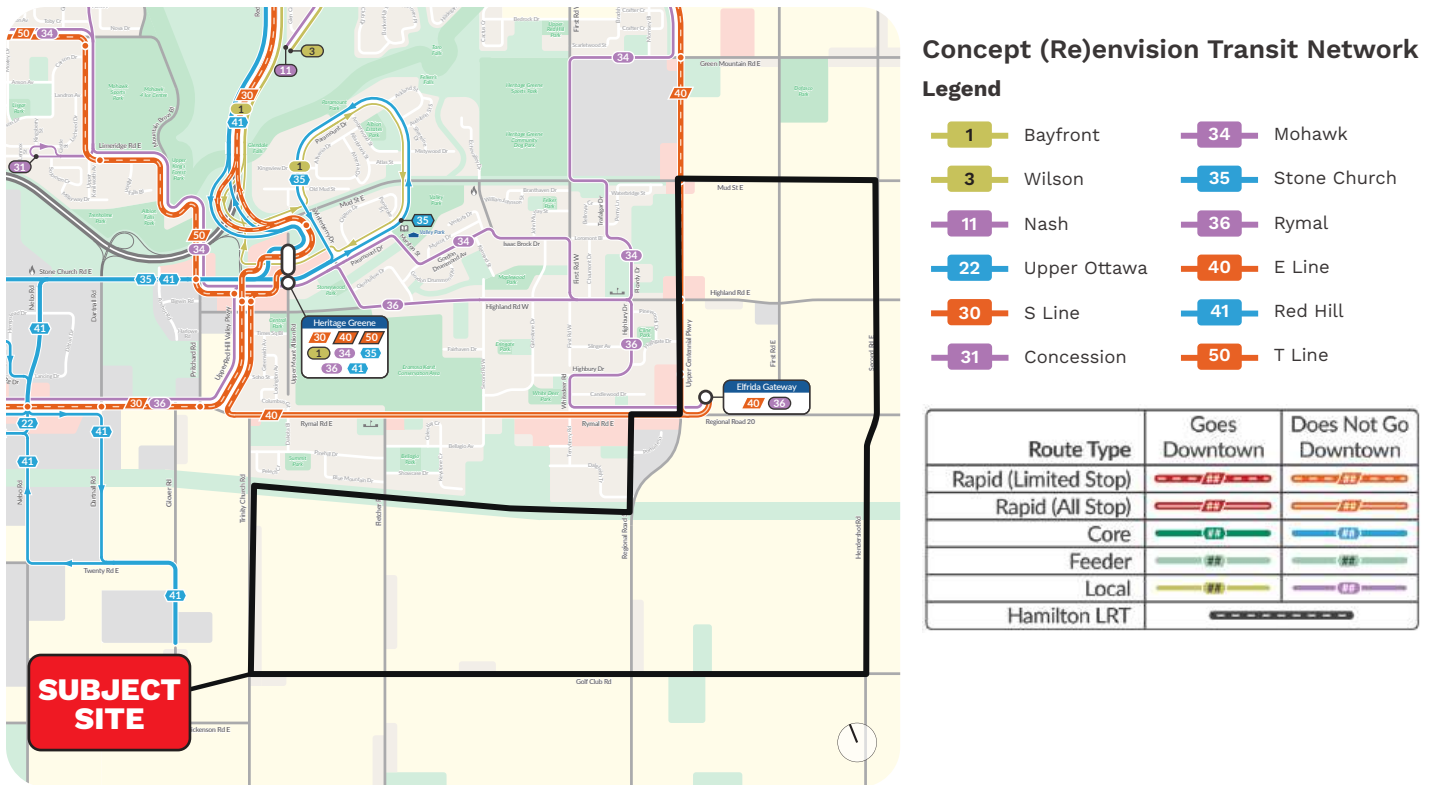


Figure 8 - (Re)Envision HSR Draft Network Map

In terms of rapid rail transit services, the planned route 40 rapid bus would provide connections to the currently under construction Confederation GO Station approximately 6 kilometres to the north of the subject site, as well as the planned Hamilton LRT terminal station at Eastgate Mall, approximately 4 kilometres to the north. Confederation GO is currently under construction, with an anticipated opening in 2025. The station is planned to provide two-way, all day GO connections into Toronto and the western GTA. The Hamilton LRT is planned to provide connections from Centennial Parkway into the City of Hamilton's Downtown and McMaster University on the west end of the city.

It is also anticipated that a detailed transit planning exercise will be undertaken by the City as part of a Secondary Plan if lands are added to the Urban Area to determine any public transit service expansion and service levels changes required to service the subject site. It is anticipated that the proposed service pattern would be focused around the proposed Elfrida terminal identified in (Re) Envision HSR.

With respect to active transportation, the subject site is also located in proximity to a variety of planned and existing bicycle routes, as identified in the City's Cycling Master Plan. The Master Plan specifically identifies a new multi-use trail along the hydro corridor which runs along the subject site's north boundary, before turning southward along the former Highway 56 towards Binbrook. Cycling connections are also proposed or existing along Highland Road and First Road, providing connections into the existing urban areas of Stoney Creek. As part of a future Secondary Plan if lands are added to the Urban Area, a comprehensive active transportation system for the subject site would be required.

2.6 Community Services and Facilities Inventory

The subject site is in proximity to several existing public service facilities that current and future residents can utilize. These facilities include:

Community Centres:

- H.G Brewster Pool – 206 Dewitt Rd
- Sir Wilfrid Laurier Recreation Center – 60 Albright Road
- Stoney Creek Recreation Center – 45 King Street West
- Saltfleet Arena – 24 Sherwood Park Road
- Stoney Creek arena – 37 King Street West
- Green Acres Outdoor pool – 50 Randall Avenue
- Club 60 Seniors – 6 King Street West

Daycares

- EarlyON Valley Park – 970 Paramount Dr
- Cecil B Stirling – 340 Queen Victoria Drive
- Woodland EarlyON – 22 Veevers Drive
- Weewatch Child Care – 60 King Street West
- Today's Family – 108 Highland Road West

Emergency Services

- Fire Station – Hamilton Fire Department (Station 17) – 363 Isaac Brock Drive
- Medical Services – Southmount Health Care - 35 Upper Centennial Parkway
- Medical Services – Paramount Medical Clinic – 1050 Paramount Drive

Library

- Hamilton Public Library Valley Park Branch – 970 Paramount Dr

Parks

- Cline Park – 60 Pinewoods Drive
- White Deer Park – 25 Whitedeer Road
- Eringate Park (no address)
- Maplewood Park (no address)
- Felker Park – 41 John Murray Street
- Eramosa Karst Conservation Area (no address)
- Felkers Falls Conservation Area (no address)
- Heritage Green Sports Park – 355 First Road West

Schools

- Gatestone Elementary - 127 Gatestone Dr,
- Saltfleet District High School - 108 Highland Rd W
- Bishop and Ryan Catholic School - 1824 Rymal Rd E

Cultural Services

- Our Lady of the Assumption Parish – 63 Highway 20 East
- Tapleystown Home Church – 413 Mud Street East
- Rymal Road Community Church – 1967 Rymal Road East
- Hamilton Vietnamese Alliance Church – 349 Isaac Brock Drive
- Mountain Springs Church – 795 Paramount Drive
- Paramount Drive Alliance Church – 1035 Paramount Drive
- Salvation Army Winterberry Heights Church – 300 Winterberry Drive
- Heritage Green Community Church – 956 Paramount Drive
- Kingsview Community Church – 1267 Paramount Drive

Long Term Care / Seniors Care

- Summit Heights Retirement Residences – 2126 Rymal Road East
- Extencicare Ridgeview Long Term Care – 385 Highland Road West
- Heritage Green Nursing Home – 353 Isaac Brock Drive
- All Care Seniors Centre – 2126 Rymal Road East

Section 7.5 of this report provides a detailed assessment of the need for community services and facilities / public service facilities arising from the anticipated population associated with the subject site.

2.7 Cultural Heritage Resource Inventory

The Provincial Planning Statement promotes the conservation of built heritage resources and cultural heritage landscapes and restricts development and site alteration of lands containing archaeological resources or areas of archaeological potential unless any significant archaeological resources have been conserved (Section 4.6 of the PPS).

Further, it is a policy goal of Chapter B Section 3.4 of the Urban Hamilton Official Plan to identify and conserve the City's cultural heritage resources, and to encourage a city-wide culture of conservation by promoting cultural heritage initiatives by, among other things, ensuring that any new development, site alteration, building alterations and additions are contextually appropriate and maintain the integrity of all on-site or adjacent cultural heritage resources.

According to the UHOP, Cultural Heritage Resources are defined as:

“Structures, features, sites, and/or landscapes that, either individually or as part of a whole, are of historical, architectural, archaeological, and/or scenic value that may also represent intangible heritage, such as customs, ways-of-life, values, and activities.”

The following Cultural Heritage Resources are located within the subject site, according to the City of Hamilton Cultural Heritage Mapping:

- Swayze Cemetery, 370 Regional Road No. 56, Inventoried Place of Worship
- 468 Highway 56, Inventoried Property
- 469 Highway 56, Inventoried Property
- 570 Hendershott Road, Inventoried Property
- 190 Regional Road 20, Inventories Property
- Our Lady of the Assumption Roman Catholic Church, 63 Regional Road 20 East, Inventoried Property
- 142 First Road East, Inventoried Property

Through the associated secondary planning process, the aforementioned cultural heritage resources, as well as any located within the vicinity of the subject site that may be impacted by the proposed development, will be studied further and recommendations to address the applicable provincial and local policies will be provided.

As described in below, a Stage 1 Archaeological Assessment has been prepared by ASI, dated March 23, 2020 that ultimately concludes that a Stage 2 Archaeological Assessment (and potentially further study) be provided for lands within the subject site prior to any development occurring, thus appropriately ensuring assessment of any potential archaeological resources.



History of Planning for Elfrida

Additional growth in the Elfrida area has been contemplated as a Future Urban Growth District since the City amalgamated and created its comprehensive Official Plan. On January 1, 2001, the new City of Hamilton was formed from the amalgamation of the former City of Hamilton and its five neighbouring municipalities, which included Ancaster, Dundas, Flamborough, Glanbrook and Stoney Creek. Once amalgamated, the City embarked on the preparation of a comprehensive Official Plan for the new expanded City.

In 2003, the City initiated a Growth Related Integrated Development Strategy ("**GRIDS 1**"), which was a planning process to identify a broad land use structure, associated infrastructure, economic development strategy and financial implications for the growth options to serve the City for thirty (30) years. It was the foundation for the creation of the UHOP and RHOP. In 2006, the City adopted GRIDS 1, which identified Elfrida as the City's preferred option to accommodate residential growth through an urban boundary expansion.

In 2006, City Council adopted the RHOP, which implemented GRIDS 1 and designated Elfrida as "Special Policy Area B – Future Urban Growth District" (the "**SPA B**"). SPA B identified Elfrida as the preferred location of a future transit oriented urban community that is integrated with the existing land uses and servicing infrastructure of urban communities in the adjacent Urban Area. It further provided a policy framework that:

- Required a comprehensive amendment to permit urban uses in all or part of SPA B, along with required background studies;
- Established the need for, and background studies required in support of a Secondary Plan, to be prepared concurrently with or immediately following the approval of the aforementioned comprehensive amendment;
- Established that a comprehensive public participation process be required alongside the Secondary Plan process; and,
- Set the framework for SPA B being repealed coincident with the adoption of a comprehensive amendment.

The RHOP, as adopted by City Council, was sent to the Province for a decision as the approval authority. When the Province approved the RHOP in 2008, it deleted the SPA B designation and related policies, among other modifications. In 2008, City Council adopted the UHOP and like the RHOP, identified Elfrida as a Future Urban Growth District. In 2011, when the Province approved the UHOP, again, it deleted the policies that identified Elfrida as a Future Urban Growth District. The City, Elfrida landowners, and other landowners, appealed the Province's approval of both the RHOP and UHOP to what is now called the Ontario Land Tribunal (the "**OLT**").

In 2013 and 2014, the City approved funding for a subwatershed study and secondary plan for Elfrida. In 2016, the City initiated the Elfrida Growth Area Study to identify the proposed urban boundary expansion and secondary plan for Elfrida, which included the subwatershed study. The Elfrida Growth Area Study and subwatershed study were partially completed and included a preferred community structure plan and a preliminary natural heritage system. In 2018 the City paused the completion of the Elfrida Growth Area Study and subwatershed study.

At the same time, since 2009, the City has been completing financial planning for servicing infrastructure to support growth in Elfrida. The City has invested funds and allocated development charges for Elfrida studies and infrastructure, which were made through numerous annual capital and rates budgets, development charges background studies, by-laws, and on-going collections of development charges from 2009, 2014, and 2019.

In 2017, the City initiated the review of its Official Plans, which included a municipal comprehensive review ("**MCR**") and Growth Related Infrastructure Development Strategy 2 ("**GRIDS 2**"). The review and update to the City's Official Plans was driven by the updates to the provincial Growth Plan, which required an update to City's Official Plans to accommodate the City's growth to 2051. In this regard, the City was projected to grow to a minimum of 820,000 people and 360,000 jobs by 2051 in the Growth Plan.

To support the City's MCR/GRIDS 2 it hired a land economist to prepare a land needs assessment ("**LNA**"). The LNA was prepared in accordance with the Provincial Land Needs Assessment Methodology for the Greater Golden Horseshoe (the "**LNA Methodology**") and concluded that an urban boundary expansion was required to accommodate the City's growth to 2051. The size of the recommended urban boundary expansion. Varied depending on different intensification and density scenarios, but under all scenarios considered by the City's land needs consultant and City staff to be

realistic and in conformity with Provincial policy, the size of the required urban boundary expansion was greater than all of Elfrida and thus would require both Elfrida and additional whitebelt lands to be added to the urban boundary.

The MCR/GRIDS 2 process culminated in Official Plan Amendments 167 and 34 ("**OPA 167**" and "**OPA 34**"). Notwithstanding the LNA, and contrary to advice from City and Provincial staff, Council for the City of Hamilton approved OPA 167, being an amendment to the UHOP, and OPA 34, an amendment to the RHOP, without any urban boundary expansions and instead directed that all of the City's growth be accommodated through intensification. On November 4, 2022, The Minister of Municipal Affairs and Housing (the "**MMAH**") approved OPA's 167 and 34 with several modifications, including urban boundary expansions that included all of Elfrida, as well as other whitebelt areas identified as Twenty Road East, Twenty Road West and Whitechurch. On December 6, 2023, the Province passed Bill 150, which reversed all but three of the MMAH's modifications made to OPA's 167 and 34. All of the mapping modifications that expanded the urban boundary, including the urban boundary expansion that included Elfrida, were reversed by Bill 150.

The background is a faded architectural site plan or map. It shows various building footprints, green spaces with trees, and a network of roads. A hand is visible on the right side, pointing with a pen towards a specific area on the plan. The overall color palette is muted, with greys, greens, and browns.

4

Proposal

4.1 Description of the Proposal

Elfrida represents an opportunity to accommodate some of the City's significant amount of projected growth at an appropriate location, which is within the City's *whitebelt*, immediately adjacent to the urban boundary, can optimize the use of existing and planned infrastructure, is along a future high order transit route, and is at a location that has historically been identified as a Future Urban Growth District by City Council.

The proposed Settlement Area Boundary Expansion ('**SABE**') to include the Subject Site in the City's Urban Boundary through an Urban Boundary Expansion ('**UBE**') OPA sets the context for the future growth of Elfrida and the City of Hamilton. The UBE OPA will establish Elfrida as an appropriate location for a future transit oriented, urban, complete community that could accommodate the City's future growth.

The proposal contemplates an amendment to both the RHOP and UHOP in order to remove Elfrida from the RHOP and add it to the urban boundary in the UHOP. The proposed Official Plan Amendments establish a policy framework that outlines subsequent steps, including the supporting plans and studies, to support the preparation of a future Secondary Plan to establish detailed land uses, road networks, intensification areas, among other matters, within Elfrida.

4.2 Proposed Official Plan Amendment – Urban Boundary Expansion

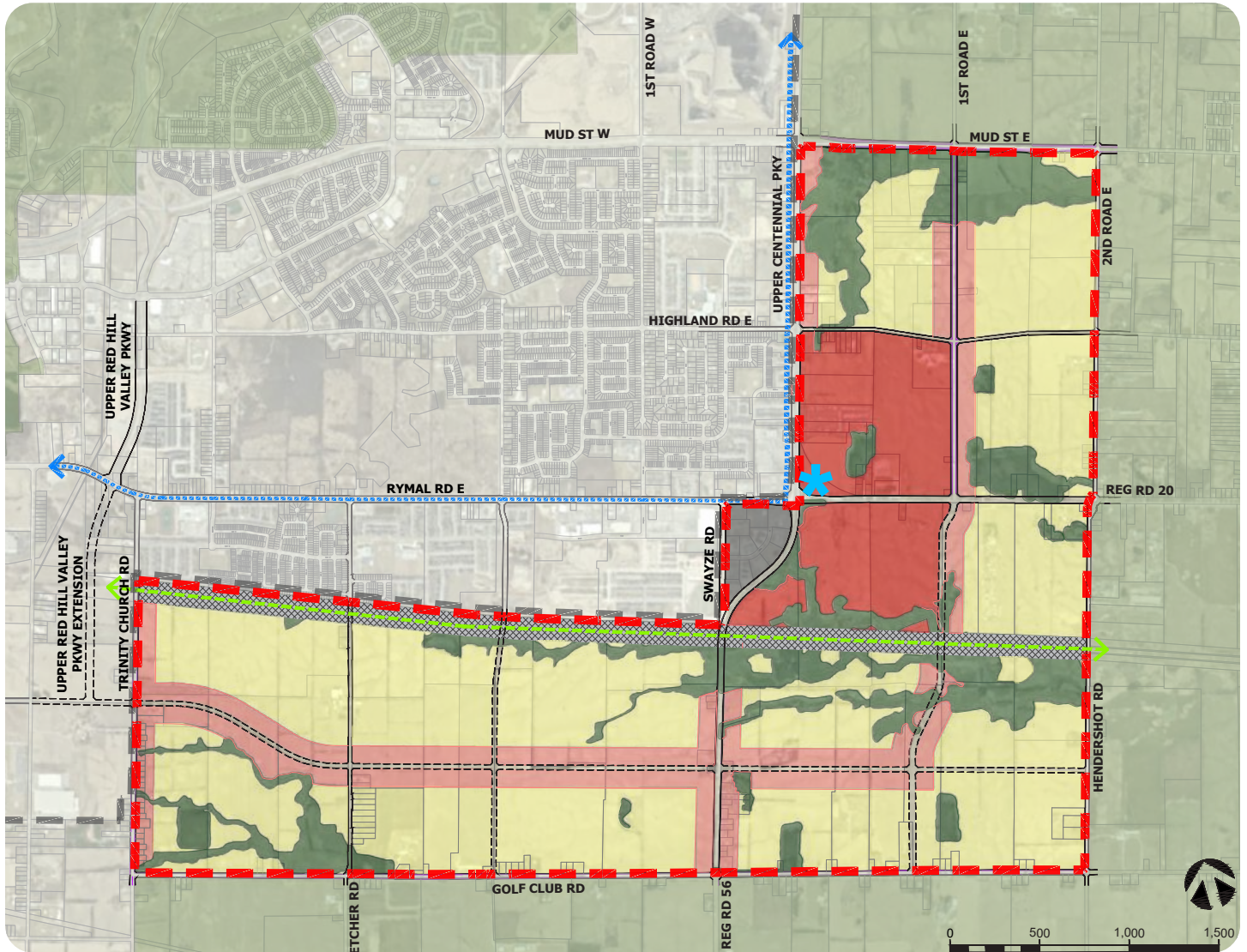
The proposed OPA will remove the subject site from the RHOP and add them to the UHOP.

The proposed OPA will also add the subject site to City's Urban Boundary and designate them "Urban Expansion Area – Neighbourhoods". It will also establish a vision for the site and require the preparation of a future Secondary Plan prior to any urban development, and outline the contents of the secondary plan including detailed land uses, road networks, intensification areas, among other matters.

The proposed OPA also includes policies for the lands bound by Rymal Road, Swayze Road, and the former Highway 56 that are presently occupied by dry industrial and commercial uses. The proposed OPA will add these lands to the urban boundary but restrict the uses to those currently existing and permitted. Any redevelopment would be subject to a future official plan amendment to determine any infrastructure, transportation or community services and facilities requirements to support the proposed development.

4.3 Preliminary Structure Plan

In support of the proposed OPA, a Preliminary Structure Plan has been prepared, shown in Figure 9. While we acknowledge that the distribution of specific land uses will be established at a later date through a comprehensive Secondary Planning process, the Preliminary Structure Plan has been provided to demonstrate a conceptual layout for future development of Elfrida, in support of the evaluation of the appropriateness that these lands be considered for future development in the context of the applicable policy and regulatory framework, as discussed in detail Section 7.0 of this report. The conceptual layout of the Preliminary Structure Plan includes potential developable areas, intensification hubs and intensification corridors, the proposed road network, potential location of transit stations, and preliminary locations of any natural heritage features on site.



- Elfrida Study Area (Urban Boundary Expansion Lands)
- Urban Boundary (UHOP - Schedule E)
- Existing Roads
- Proposed Roads
- Planned ROW (RHOP / UHOP)
- Potential Linear Greenway
- Preliminary Natural Heritage System Area (Stantec)
- Greenbelt Plan Area
- Hydro Corridor (Utility) (RHOP - Schedule B)
- Existing Developed Industrial / Commercial Uses
- Potential Residential
- Potential Intensification Hub
- Potential Intensification Corridor
- Potential Higher Order Transit (UHOP - Appendix B)
- ★ Planned Elfrida Gateway Station (As per "(Re)envision the HSR" Concept Network Plan)

Figure 9 - Concept Plan

Natural Heritage Features

Areas of Natural Heritage and associated Linkage Areas are identified on the Preliminary Structure Plan based environmental mapping prepared by Stantec. Based on this preliminary mapping of the natural heritage system, we understand that the subject site includes approximately 78 hectares of area across Elfrida. These natural heritage system areas include woodlands, significant woodlands, locally significant wetlands, provincially significant wetlands, Eramosa Karst Provincial Earth Science Areas of Natural and Scientific Interest, watercourses, headwater drainage features and, where appropriate, their vegetation protection zones. As the planning process proceeds, including a Secondary Plan and subsequent site-specific development applications, additional field work and more detailed mapping will occur to identify and confirm the limits of these features and their associated buffers.

Urban Expansion Area

Given the limits of natural heritage features, the majority of Elfrida could be planned for future development of a new complete community, with specifics established through a subsequent Secondary Planning process and implemented by future associated development applications. For this OPA to include Elfrida as part of the Urban Boundary, the Preliminary Structure Plan sets the framework, identifying how a broad mix of uses can be integrated across the subject site to establish the complete community, with focus on areas where transit supportive development would be applicable.

At a high level, the Preliminary Structure Plan for the Elfrida UBE identifies that development blocks can be established through the planned and existing road network of Collector and Arterial roads, generally creating rectangular blocks, as subareas or neighbourhoods. Further, the Preliminary Structure Plan identifies that the area could accommodate new neighbourhoods that incorporate all components of a complete community including a range and mix of housing options and choices in a variety of densities, as well as retail, commercial, employment, parks and open space, and community service and facility space to provide for the day to day needs of future residents.

Development blocks will be established by the planned and existing road network of collector and arterial roads and will be generally rectangular in shape.

Intensification Hub and Corridors

In response to the surrounding context and the existing and planned transportation network, including transit, the Preliminary Structure Plan provides for a structure of intensification hubs and corridors. Higher density development would also be focussed along existing and proposed Collector and Arterial roads, gradually transitioning to lower densities internal to the development blocks. These Intensification Corridors would also be located along potential future higher order transit and be developed in a manner that is walkable and with a range of uses that support transit usage.

An area of focus for intensification would also be within an Intensification Hub located east of Upper Centennial Parkway, south of Highland Road East and north of the Linear Greenway. This Intensification Hub would accommodate the majority of residential intensification within Elfrida, contained within buildings of greater heights and densities. It would also be the central hub for residents to access employment, commercial and retail and institutional uses, among others, at the interface with the existing commercial plaza on the north-west corner of Rymal Road and Upper Centennial Road.

The Intensification Corridors are intended to host potential future higher order transit and be developed in a manner that is walkable and with a range of uses that support transit usage.

Linear Greenway

Consistent with the City's vision, the existing hydro corridor that traverses Elfrida east-west from Trinity Church Road to Hendershot Road is intended to form a Linear Greenway that offers opportunities for active and passive recreational uses such as multi-use trails and their associated rest areas.

Existing and Planned Road & Transit Network

The Preliminary Structure Plan demonstrates that movement within Elfrida would be supported by a well-balanced, sustainable and integrated transportation network. The details of the transportation network would be established through a future Secondary Planning process. The transportation network will follow a hierarchy of Arterial roads that connect externally from Elfrida. Collector roads that connect to Arterial roads, and local roads to serve the community.

The Preliminary Structure Plan provides for a road network of Arterial roads located approximately every 2 kilometers, Collector roads are intended to be located every 1 kilometre, and local roads connecting development blocks to key nodes, transit stations and hubs, and community amenities.

The existing roads within the Elfrida area are described in Section 2.1 above. The planned road network would include the extension of certain existing Arterial and Collector roads. The Preliminary Structure Plan contemplates the extension of:

- The east to west connection of Twenty Road East from Glover Road to Hendershot Road as a Collector Road with a right-of-way width of 26.213m;
- The north to south connection of Second Road West / Kingsborough Drive from Rymal Road East to Golf Club Road as a Collector Road with a right-of-way width of 26.213m; and,
- The north to south connection of First Road East to Golf Club Road as a Major Arterial Road with a right-of-way of 45.71m.

It is anticipated that Elfrida would be well connected to transit infrastructure in the future, with higher-order transit along Arterial roads, stations at key intersections and regional connections via the planned Elfrida Gateway Station transit hub, as shown on the Preliminary Structure Plan.

4.4 Required Approvals

The proposed development will require amendments to the RHOP and UHOP. The OPA proposes to remove the subject site from the RHOP and to add it to the urban boundary in the UHOP, and to designate the majority of the lands "Urban Expansion Area – Neighbourhoods", and the balance "Urban Expansion Area". The proposed OPA also establishes a policy framework to guide a subsequent Secondary Plan process for the "Urban Expansion Area – Neighbourhoods" designated lands that must be completed prior to any urban development occurring. It further provides policies that permit only existing uses and those currently permitted on the lands designated "Urban Expansion Areas", noting that any development beyond that currently permitted by the Zoning By-law must complete an Official Plan Amendment to add uses and new permissions.

A subsequent Secondary Planning exercise (via another privately-initiated Official Plan Amendment) will be undertaken to establish appropriate land use designations and policies across the subject site. Once the Secondary Plan is in place a Zoning By-law Amendment and Draft Plan of Subdivision applications will be required to introduce appropriate zoning categories and performance standards as well as subdivide the lands into lots and blocks and create the public streets, parks and other elements. It is intended that these applications will be provided following approval of the proposed OPA. Future site plan control applications may also be required for blocks other than those proposed for grade-related and street fronting housing.



5

Policy & Regulatory Context

5.1 Overview

The following section summarizes the applicable planning policy framework set out in the Planning Act R.S.O. 1990, c.P23 (the "**Planning Act**"), the Provincial Planning Statement ("**PPS**"), Rural Hamilton Official Plan ("**RHOP**"), Urban Hamilton Official Plan ("**UHOP**"), and the applicable Zoning By-laws of the City's former municipalities.

The following planning policy framework sets the policy permissions and framework for the proposed Official Plan Amendments and speaks to policies that promote the efficient use of land and infrastructure, the protection of environmental features, and the achievement of complete communities planned in a comprehensive manner.

5.2 Planning Act, R.S.O. 1990, c.13

The purposes of the Planning Act are outlined in Section 1.1 and include the following:

- To promote sustainable economic development in a healthy natural environment;
- To provide for a land use planning system led by provincial policy;
- To integrate matters of provincial interest in provincial and municipal planning decisions;
- To provide for planning processes that are fair by making them open, accessible, timely and efficient;
- To encourage co-operation and coordination among various interest; and,
- To recognize the decision-making authority and accountability of municipal councils in planning.

Section 2 outlines the matters of Provincial interest to which the Minister, the council of a municipality, a local board, a planning board and the Tribunal, shall have regard for in carrying out their responsibilities under this Act, including:

- The protection of ecological systems, including natural areas, features and functions;
- The protection of the agricultural resources of the Province;
- The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- The supply, efficient use and conservation of energy and water;
- The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- The minimization of waste;
- The orderly development of safe and healthy communities;
- The accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- The adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- The adequate provision of a full range of housing, including affordable housing;
- The adequate provision of employment opportunities;
- The protection of the financial and economic wellbeing of the Province and its municipalities;
- The co-ordination of planning activities of public bodies;
- The resolution of planning conflicts involving public and private interests;
- The protection of public health and safety;
- The appropriate location of growth and development;
- The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

5.3 Provincial Planning Statement (2024)

On August 20, 2024, the Ministry of Municipal Affairs and Housing released the Provincial Planning Statement 2024 ("**PPS**"), which came into effect on October 20, 2024. The PPS replaced the former Provincial Policy Statement (2020) as well as the Growth Plan for the Greater Golden Horseshoe (2019).

The PPS provides policy direction on matters of Provincial interest related to land use planning and development and will apply to all decisions in respect of the exercise of any authority that affects a planning matter made on or after October 20, 2024. In accordance with Section 3(5) of the Planning Act, all decisions that affect a planning matter are required to be consistent with the PPS. In this regard, Policy 6.1 provides that the PPS "*shall be read in its entirety and all relevant policies are to be applied to each situation*".

As compared with the 2020 PPS and 2019 Growth Plan, the 2024 PPS is intended to reduce and streamline planning rules, simplify approvals to build homes and eliminate duplication between planning documents. It emphasizes flexibility, with the intent of helping get more homes built faster across the province, while continuing to protect agricultural lands, cultural heritage resources and natural areas.

The PPS provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario's policy-led planning system, the PPS sets the policy foundation for regulating development and use of land and supports the provincial goal to enhance the quality of life for all.

- The promotion of built form that is well-designed, encourages a sense of place and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and,
- The mitigation of greenhouse gas emissions and adaptation to a changing climate.

Section 2(1) requires that when approval authorities make a decision under subsection 17(34) of the Planning Act or the Tribunal makes a decision in respect of an appeal, it shall have regard to:

- a. Any decision that is under the Act by a municipal council or by an approval authority and relates to the same planning matter; and,
- b. Any information and material that the municipal council or approval authority considered in making the decision described in clause (a).

Section 3(1) gives the Minister the authority to issue policy statements, and Section 3(5) (Policy Statements and Provincial Plans) requires that a decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a Ministry, board, commission or agency of the government, including the Tribunal, in respect of the exercise of any authority that affects a planning matter:

- Shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and,
- Shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be.

With the above requirements of the Planning Act considered, as detailed in Section 7.0 of this report, it is our opinion that the proposed OPA satisfies the requirements of the Planning Act outlined above.

The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment while supporting improved land use planning and management to contribute to a more effective and efficient land use planning system.

Notably, Policy 6.1 states that the PPS shall be read in its entirety and all relevant policies are to be applied to each situation. Further, we note that 6.1.5 of the PPS establishes that Official Plans shall identify provincial interests and set out appropriate land use designations and policies, and to provide clear, reasonable and attainable policies to protect provincial interests and facilitate development in suitable areas. Further, Official Plans must be kept up to date with the PPS.

Where a planning authority must make a decision on a planning matter before their Official Plan has been updated to be consistent with the PPS, Policy 6.1.7 requires that they make a decision that is consistent with the PPS.

Section 1 of the PPS defines the Province's vision for Ontario and identifies that a prosperous Ontario will see building more homes for all Ontarians, with a strong and competitive economy and a clean and healthy environment. With respect to Housing, Section 1 states that:

“Ontario will increase the supply and mix of housing options, addressing the full range of housing affordability needs. Every community will build homes that respond to changing market needs and local demand. Providing a sufficient supply with the necessary mix of housing options will support a diverse and growing population and workforce, now and for many years to come.”

Chapter 1 goes on to describe Ontario's land use planning framework, stating that this framework and the decisions that are made within it:

“...shape how our communities grow and prosper. Prioritizing compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities will support convenient access to housing, quality employment, services and recreation for all Ontarians.”

A key focus of the PPS is to ensure that there is sufficient land designated to accommodate a full range of housing options. In this regard, the PPS includes several policies that promote complete communities that efficiently use land, resource infrastructure and public service facilities. Section 2.1 defines the PPS direction for Planning for People and Homes.

Policy 2.1.1 identifies that, as informed by provincial guidance, planning authorities shall base population and employment growth forecasts on Ministry of Finance 25-year projections and may modify projections as appropriate. Policy 2.1.2 allows that municipalities may continue to forecast growth using population and employment forecasts previously issued by the Province for the purposes of land use planning.

Policy 2.1.3 of the PPS further requires that at the time of creating a new official plan and for each official plan update by a municipality, sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years, informed by provincial guidance. However, Policy 2.1.3 goes on to identify that planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this horizon.

In respect of the provision for an appropriate range and mix of housing options and densities to meet projected requirements of current and future residents of the regional market area, Policy 2.1.4 requires that planning authorities:

- a. Maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development, and
- b. Maintain at all times where new development is to occur, land with servicing capacity to provide at least a 3-year supply of residential units available through land suitably zoned, including units in draft approved or registered plans.

Policy 2.1.6 requires that planning authorities support the achievement of complete communities by, among other things, accommodating a range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses, recreation, parks and open space, and other uses to meet long-term needs. The provision of public service facilities is discussed in further detail in Section 6.5.

With respect to the provision of housing, Policy 2.2.1 of the PPS requires that planning authorities provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of a regional market area by, among other things:

- Establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;

- Permitting and facilitating: all housing options to meet the social, health, economic and well-being requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and, all types of residential intensification including development and redevelopment of underutilized commercial and institutional sites for residential use, development and introduction of new housing options within previously developed areas, and redevelopment which results in a net increase in residential units;
- Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and,
- Requiring transit-supportive development and prioritizing intensification including potential air rights development in proximity to transit, including corridors and stations.

Section 2.3 governs Settlement Areas and Settlement Area Boundary Expansions. Section 2.3 of the PPS represents a deviation from the PPS and Growth Plan in that it provides for expanded permissions for Settlement Area Boundary Expansions ("**SABE**").

With respect to Settlement Areas, the PPS provides that they shall be the focus of growth and development, within which growth should be focused to strategic growth areas including major transit station areas, where applicable (Policy 2.3.1.1). Further, Policy 2.3.1.2 defines that land use patterns within settlement areas should be based on densities and a mix of land uses that efficient use land and resources, optimize existing and planning infrastructure and public service facilities, support active transportation, and are transit-supportive and freight-supportive.

The PPS provides that planning authorities support general intensification and redevelopment to support the achievement of complete communities by planning for a range and mix of housing options and prioritizing investment in the necessary infrastructure and public service facilities (Policy 2.3.1.3). It further encourages planning authorities to establish and implement minimum targets for intensification and redevelopment within built-ups areas, and density targets for designated growth areas, both of which are to be based on local conditions. (Policy 2.3.1.4 and 2.3.1.5). Policy 2.3.1.5 goes on to state that large and fast-growing municipalities, such as the City of Hamilton, are encouraged to plan for a target of 50 residents and jobs per gross hectare in designated growth areas. Policy 2.3.1.6 states that planning authorities should establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of the infrastructure and public service facilities.

With respect to SABEs, Policy 2.3.2.1 defines that, in identifying new settlement areas or allow a SABE, planning authorities shall consider the following:

- a. The need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;
- b. If there is sufficient capacity in existing or planned infrastructure and public service facilities;
- c. Whether the applicable lands comprise specialty crop areas;
- d. The evaluation of alternative locations which avoid prime agricultural areas and, where avoidance is not possible, consider reasonable alternatives on lower priority agricultural lands in prime agricultural areas;
- e. Whether the new or expanded settlement area complies with the minimum distance separation formulae;

- f. Whether impacts on the agricultural system are avoided, or where avoidance is not possible, minimized and mitigated to the extent feasible as determined through an agricultural impact assessment or equivalent analysis, based on provincial guidance; and,
- g. The new or expanded settlement area provides for the phased progression of urban development.

Policy 2.3.2.2 allows that, despite Policy 2.3.2.1 b) above, planning authorities may identify a new settlement area only where it has been demonstrated that the infrastructure and public service facilities to support development are planned or available.

With respect to Support for a Modern Economy, Policy 2.8.1.1 directs planning authorities to promote economic development and competitiveness by, among other things, providing for an appropriate mix and range of employment, institutional and broader mixed uses to meet long term needs, providing opportunities for a diversified economic base including maintaining a range and choice of suitable sites for employment uses, encouraging intensification of employment uses and compatible, compact and mixed-use development to support the achievement of complete communities, and addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

Section 2.9 provides guidance respecting Energy Conservation, Air Quality and Climate Change and directs planning authorities to reduce greenhouse gas emissions and to prepare for the impacts of a changing climate through approaches that support the achievement of compact, transit-supportive and complete communities, incorporate climate change considerations in planning for and the development of infrastructure, and support energy conservation and efficiency (Policy 2.9.1).

The PPS encourages and, in some cases, requires the efficient use of infrastructure and public service facilities. More specifically, Policy 3.1.1 requires that infrastructure and public service facilities be provided in an efficient manner that accommodates projected needs, and that their planning be coordinated and integrated with land use planning and growth management so they can, among other matters, be available to meet current and projected needs. Before consideration is given to development new infrastructure and public service facilities, the use of existing should be optimized (Policy 3.1.2). Further, Policy 3.1.3 states that infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services and to ensure the protection of public health and safety, and Policy 3.1.4 states that public service facilities should be planned and co-located with one another to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.

As it relates to Transportation Systems, Policy 3.2.2 states that efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible. Policy 3.2.2 provides that efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies where feasible. We note that at this time, the specific road network is not being defined as this will occur through a future Secondary Planning process, following detailed technical studies in accordance with Provincial and municipal policy, standards and guidelines. Policy 3.2.3 provides that as part of a multimodal transportation system, connectivity within and among transportation systems and modes should be planned for, maintained and, where possible, improved, including connections which cross jurisdictional boundaries. Elfrida is intended to be connected to the City's existing road infrastructure

Policy 3.5.1 identifies that major facilities and sensitive land uses be planned and developed to avoid (or if avoidance is not possible), minimize and mitigate any potential adverse effects from odour, noise and other contaminants minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures. Where avoidance is not possible, Policy 3.5.2 requires that planning authorities protect the long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that proposed adjacent sensitive land uses are only permitted if potential impacts to these uses are minimized and mitigated in accordance with provincial guidelines, standards and procedures.

We note that the specific land uses to be distributed across the Elfrida area will be defined through a Secondary Planning process and at that time, land use compatibility studies may be prepared if appropriate, to ensure that any conflict between proposed and existing land uses is mitigated or avoided. More specifically, an odour impact assessment will be prepared that builds on the conclusions of the Agricultural Impact Assessment as they relate to Minimum Distance Separation Formulae, and will define limits for development that respect the land use compatibility policies of the PPS, and of the UHOP.

With respect to Sewage, Water and Stormwater, Policy 3.6.1 of the PPS requires that planning for sewage and water services shall accommodate forecasted growth in a timely manner that promotes efficient use and optimization of existing municipal sewage services and municipal water services, ensure that the provision of these services is sustainable, feasible, financially viable over their life cycle, protects human health and safety and the natural environment, and aligns with comprehensive municipal planning for these services. Further, it requires the promotion of water and energy conservation and efficiency, and the integration of services and land use considerations at all stages of the planning process (emphasis added).

Policy 3.6.8 establishes that planning for stormwater management shall, among other things, be integrated with planning for sewage and water services and ensure optimization of systems to be feasible and financially viable over their full cycle and align with any comprehensive municipal plans for stormwater management that would consider cumulative impacts of stormwater from development.

Section 4.1 of the PPS establishes that natural features and areas shall be protected for the long term (Policy 4.1.1) and that the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems should be maintained, restored or, where possible improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features (Policy 4.1.2).

Further, Policy 4.1.8 establishes that development and site alteration shall not be permitted on adjacent lands to certain natural heritage features and areas unless the ecological function of the

adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.

The PPS's policies respecting Agriculture are contained in Section 4.3. According to Policy 4.3.1.1, planning authorities are required to use an agricultural system approach, based on provincial guidance, to maintain and enhance a geographically continuous agricultural land base and support and foster the long-term economic prosperity and productive capacity of the agri-food network.

Chapter 5 of the PPS provides policies relating to Protecting Public Health and Safety. In this respect, Policy 5.5.1 states that development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards. Policy 5.2.1 states that planning authorities, in collaboration with conservation authorities where they exist, shall identify hazardous lands and hazardous sites and manage development in these areas, in accordance with provincial guidance. Overall, Policy 5.2.4 states that planning authorities shall prepare for the impacts of a changing climate that may increase the risk associated with natural hazards.

In this case, it is our opinion that the proposed OPA application is consistent with the policies of the PPS, particularly as they relate to the creation of a complete community by providing a full range of housing options and land uses to meet the long term needs of all, and the projected needs of current and future residents of the regional market area, in a manner that efficiently uses land and infrastructure.

5.4 Bill 150, Planning Statute Law Adjustments Act, 2023

On October 23, 2023, the Ministry of Municipal Affairs and Housing announced its intention to reverse recent Ministerial official plan decisions for various municipalities through the enactment of legislation, which included the Ministers aforementioned modifications to OPA 167 and OPA 34. Subsequently on November 16, 2023, the Province introduced Bill 150, Planning Statute Law Adjustments Act, 2023 ("**Bill 150**"), which received Royal Assent and came into effect on December 6, 2023.

Prior to enactment, the Province requested input on the legislation through Environmental Registry of Ontario posting #019-7885. On November 14, 2023, Planning Committee endorsed Staff Report PED23252 which recommended that City Council reconfirm its position on OPA 167 and OPA 34, as adopted by City Council on June 8, 2022, which would result in, among other things, the removal of provincially imposed urban expansion areas. Report PED23252 also identified that 26 of the MMAH modifications should be retained, as well as provided recommended provisions to be included in the anticipated legislation. Subsequently, these recommendations were approved by City Council on November 22, 2024, and forwarded to the Province through the Environmental Registry of Ontario posting.

Bill 150 reversed all but three of the Minister's modifications made to OPA 167 and OPA 34, and in effect, restored the no urban boundary expansion growth strategy approved by City Council in 2022, deeming the previous Provincial decision to expand the urban boundary as having never been made including the inclusion of Elfrida within the City's urban boundary. The effect of this is that the urban boundary expansions identified as necessary in the LNA prepared for the City as part of its GRIDS2 MCR process have not yet been implemented.

5.5 Rural Hamilton Official Plan (“RHOP”)

The RHOP for the amalgamated City of Hamilton was adopted on September 27, 2006, and brought into effect on December 24, 2008, except for policies, schedules, maps and appendices that are still under appeal at the Ontario Municipal Board (OMB), now Ontario Land Tribunal (OLT).

The RHOP includes lands that are identified as being outside of the City’s urban area and includes rural settlement area boundaries, which sets the limit for residential, non-farm, and non-resource-based uses, within lands in the RHOP.

The RHOP applies the following designations and identifications to the subject site:

- Core Areas and Linkages on Schedule B – Natural Heritage System.
- Arterial (Highways 56 and 20, and Mud St. E), Collector (First Rd. E., Second Rd. E., Highland Rd. E., Trinity Church Rd., Fletcher Rd., Golf Club Rd., and Hendershot Rd.), and Proposed Collector on Schedule C – Rural Functional Road Classification.
- Agricultural, Rural, and Open Space on Schedule D – Rural Land Use Designations.
- Outside of the Airport Influence Area on Schedule F – Airport Influence Area
- One Active Well on Appendix C – Non-Renewable Resources
- Overall Archaeology Potential on Appendix F-2 – Rural Archaeological Potential
- A portion of the subject site is designated Rural Site Specific Area 21 on Volume 3, Appendix A.

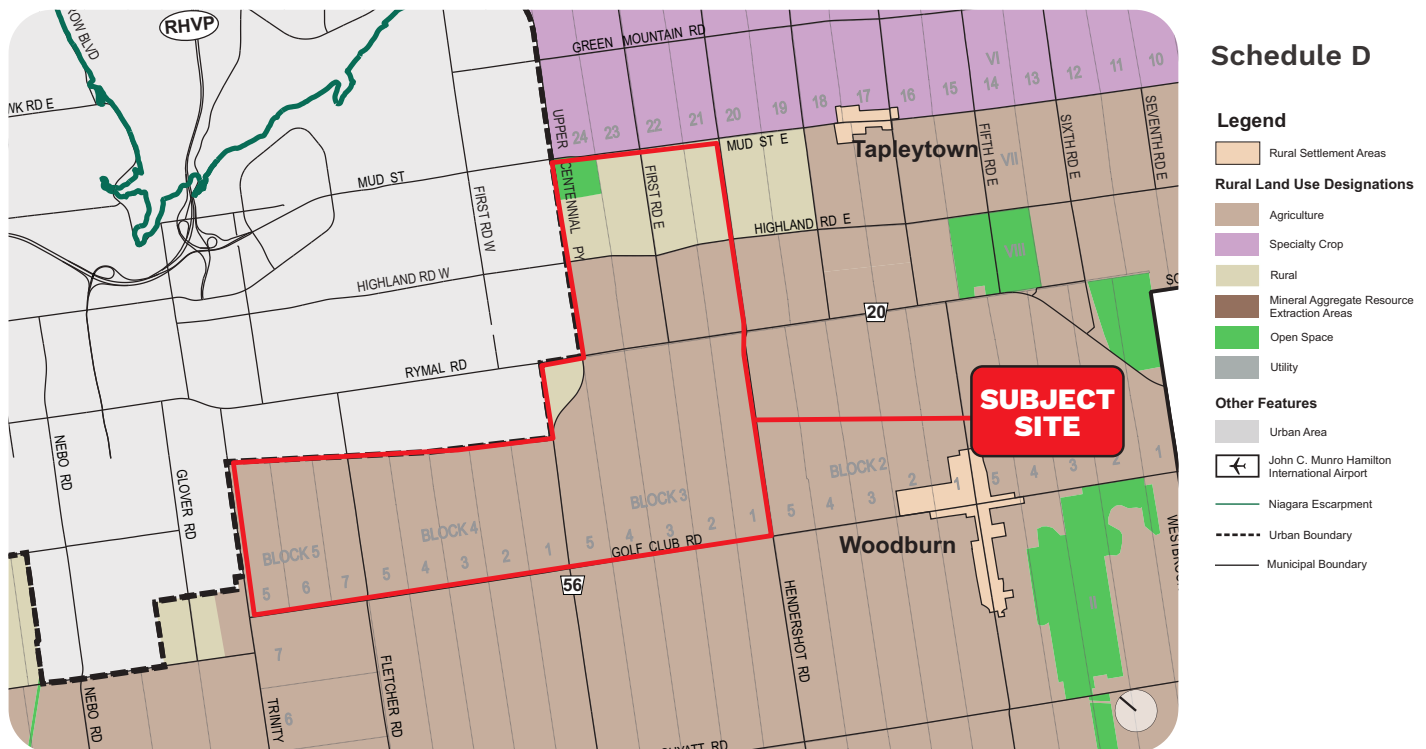


Figure 10 - Schedule D – Rural Land Use Designations

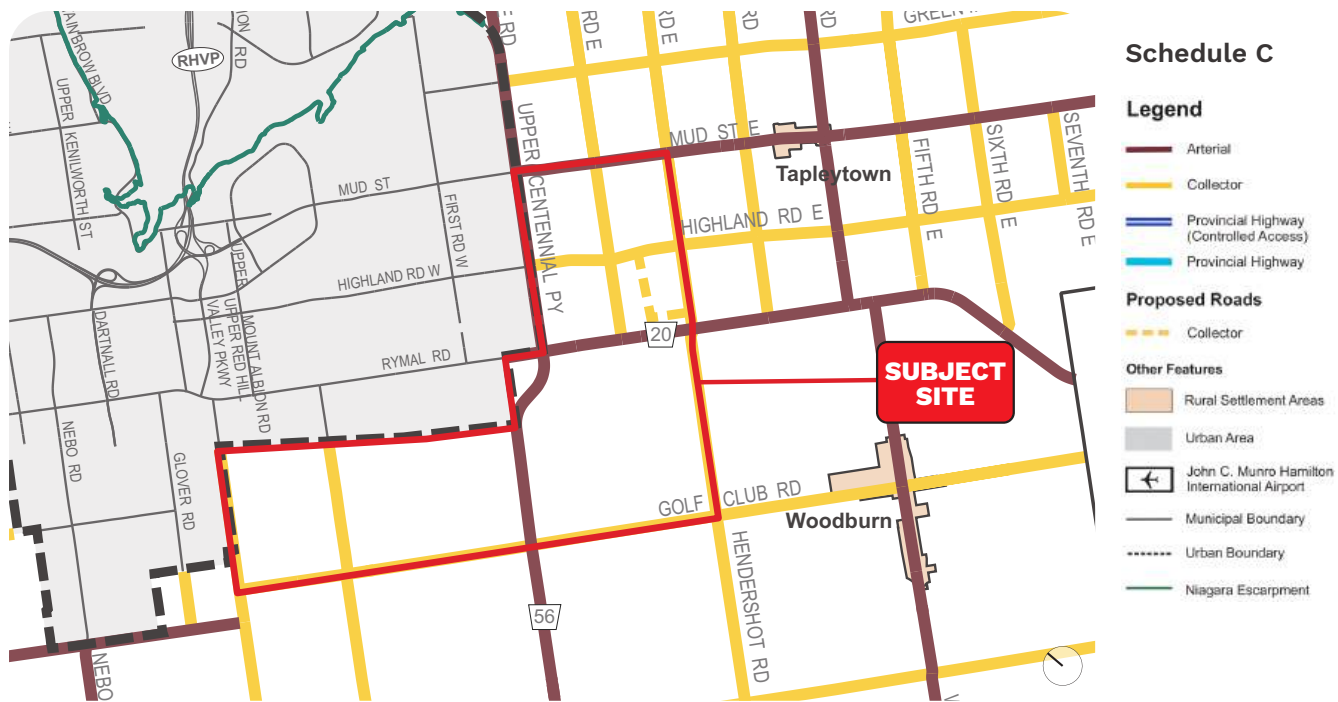


Figure 11 - Schedule C – Rural Functional Road Classification

Section 1.3 of Chapter A of the RHOP sets out its vision, which states:

“The City and its residents aspire to have a city that has:

- compact urban communities that provide live, work and play opportunities;
- a strong rural community protected by firm urban boundaries;
- protected and enhanced environmental systems – land, air and water;
- balanced transportation networks that offer choice so people can walk, cycle, take the bus or drive and recognizes the importance of goods movement to our local economy; and
- strategic and wise use of its infrastructure services and existing built environment.”

Chapter B, policy B.2.1 states that the urban boundary is delineated by the UHOP and it is the intent of the City of Hamilton to maintain a firm urban boundary and lands shall not be removed from the boundaries of Rural Hamilton and added to the Urban Area. As noted above, this policy is contrary to the recommendations of the LNA and advice from City and Provincial staff during the GRIDS2 process.

Policy B.3.4.2.1 provides the cultural heritage policies of the RHOP, which states that the City shall, in partnership with others where appropriate, protect and conserve tangible cultural heritage resources (B.3.4.2.1 a), avoid harmful disruption or disturbance of known archaeological sites or areas of archaeological potential (B.3.4.2.1 d), ensure the conservation and protection of cultural heritage resources in planning and development matters (B.3.4.2.1 g), use all relevant provincial legislation and related plans and strategies to appropriately manage, conserve and protect Hamilton’s cultural heritage resources (B.3.4.2.1 i).

Policy B.3.4.4.2 of Chapter B of the RHOP states that in areas of archaeological potential, an archaeological assessment shall be required and submitted prior to or at the time of application submission for, among other planning matters, RHOP amendments.

Section C.2.0 of Chapter C of the RHOP provides the Natural Heritage System (the "NHS") policies (**Figure 10**). The NHS policy goals are provided in Policy C.2.1 and states that the goals of the NHS in Rural Hamilton are to protect and enhance biodiversity and ecological functions; to achieve a healthy, functional ecosystem; to conserve the natural beauty and distinctive character of Hamilton's landscape; to maintain and enhance the contribution made by the NHS to the quality of life of Hamilton's residents; to restore and enhance connections, quality and amount of natural habitat; to provide opportunities for recreational and tourism uses where they do not impact the natural heritage features; and, to monitor and periodically assess the condition of Hamilton's natural environment.

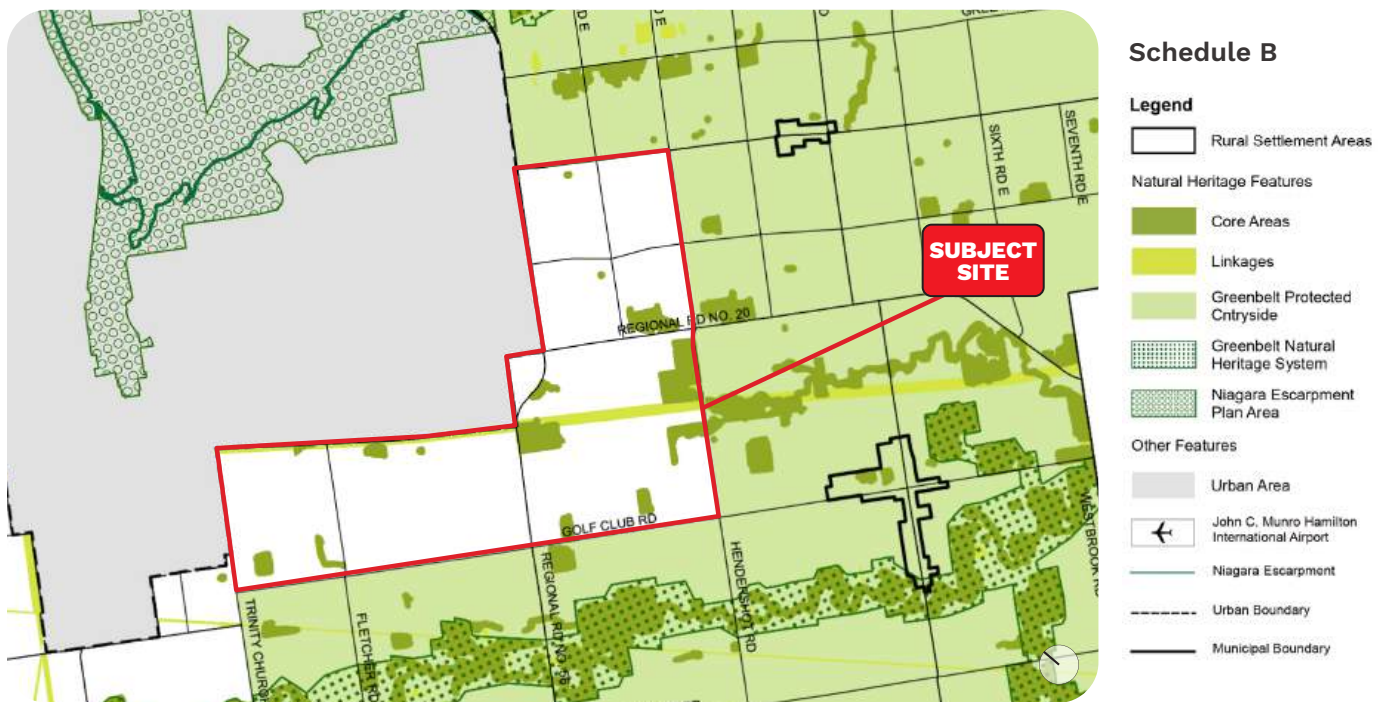


Figure 12 - Schedule B – Natural Heritage System²

² The City of Hamilton has not yet prepared a consolidation representing the changes to the UHOP associated with Bill 150 – Planning Statute Law Adjustments Act. Accordingly, Figure 13 represent mapping that reflects Official Plan Amendment no. 167 as approved by City Council in May 2022

Policy C.2.2.3 states that minor refinements to the Core Areas boundaries may occur through appropriate studies accepted by the City, while major changes to these boundaries require an amendment to the RHOP.

Policy C.2.13 of the RHOP states that the river valleys that run through existing or approved urban areas and connect the Greenbelt to inland lakes and the Great Lakes are key components of the long-term health of the Greenbelt Natural System and the City and conservation authorities when considering land conversions or redevelopments in or abutting an urban river valley, should strive for planning approaches that:

- *Establish or increase the extent or width of vegetation protection zones (the "VPZ") in natural self-sustaining vegetation;*
- *Increase or improve fish habitat in streams and in adjacent riparian lands;*
- *Include landscaping and habitat restoration that increase the ability of native plants and animals;*
- *Seek to avoid, minimize and/or mitigate impacts associated with the quality and quantity of urban run-off into the valley systems;*
- *Integrate watershed planning and management approached for lands both within and beyond the Greenbelt.*

Section D.1.0 of the RHOP provides the Rural System goals, which, among others, include:

- Reinforce and support the significant contribution agriculture makes to the lifestyle, environment and economy of the City.
- Maintain and promote the right-to-farm throughout Rural Hamilton.
- Preserve and enhance prime agricultural areas and specialty crop areas for farming.
- Encourage all lands used for agricultural uses to remain in agricultural uses.
- Direct non-farm, rural-oriented development to Rural Settlement Areas and Rural Areas.

The lands immediately abutting the subject site are designated Agriculture, Specialty Crop, and Rural (See **Figure 9**).

The Agriculture designation permits agriculture uses, agriculture-related commercial and agriculture-related industrial uses and on-form secondary uses. The Specialty Crop designation permits agricultural uses, agricultural-related uses, and secondary uses. The Rural designation permits uses permitted in the Agriculture designation and other resource-based rural uses and institutional uses serving the rural community.

Chapter F of the RHOP provides the Implementation policies. Policy F.1.1 states that the Official Plan provides the direction for managing growth and change in the City for lands within Rural Hamilton over a 30 year time frame.

Policy F.1.1.3 states that amendments to the RHOP shall be required to:

- Create, modify or expand land use designations and policies which do not conform with the intent of the RHOP;
- To update the RHOP to reflect new provincial or municipal planning policies; or
- To update and streamline administration of municipal planning polices, as required from time to time.

Policy F.1.1.4 of the RHOP states that when considering amendments to the RHOP, the City shall have regard to, among other things, the following criteria:

- The impact of the proposed change on the City's vision for a sustainable community, as it relates to the objectives, policies and targets which have been established in this Plan; and,
- The impact of the proposed change on the City's communities, environment and economy and the effective administration of the public service.

Policy F.1.1.5 of the RHOP states that when considering amendments that affect the use of a specific site(s), the City may also consider whether there is a need to add the site or remove sites or lands already designated for that use.

Policy F.1.3 states that Special Policy Areas are geographic areas where either additional studies are required to determine ultimate land uses or where more detailed and specific policies are required. Policy F.1.3.1 states that Special Policy and Site Specific Areas may be created as needed for areas of the City where more detailed direction is required beyond the parent policies of the RHOP.

Section F.1.16 provides policies related to Minimum Distance Separation (the "MDS" I and II, which state that the objective of the MDS Formulae is to prevent land use conflicts and minimize nuisance complaints; and new land uses shall comply with the MDS Formulae.

Chapter B of Volume 3 of the RHOP provides the Rural Site Specific Areas. Rural Site Specific Area Policy 21 applies to the dry industrial lands at the south-west corner of Highway 57 and Rymal Road East and permits the following uses:

- Industrial uses that do not require large amounts of water and the wastes shall be clean and low discharge in nature including warehousing, wholesaling, and light industrial uses. These permitted uses shall not be obnoxious and accessory office uses are permitted.
- Other uses that serve the permitted industrial and business uses, are compatible with and complementary to the permitted industrial and business uses and do not interfere or conflict with the permitted industrial and business uses, which includes service commercial uses, retail commercial uses, dealerships, recreation uses, commercial uses, public utilities, and residential uses ancillary to the permitted uses for persons whose duties require them to live on the premises.

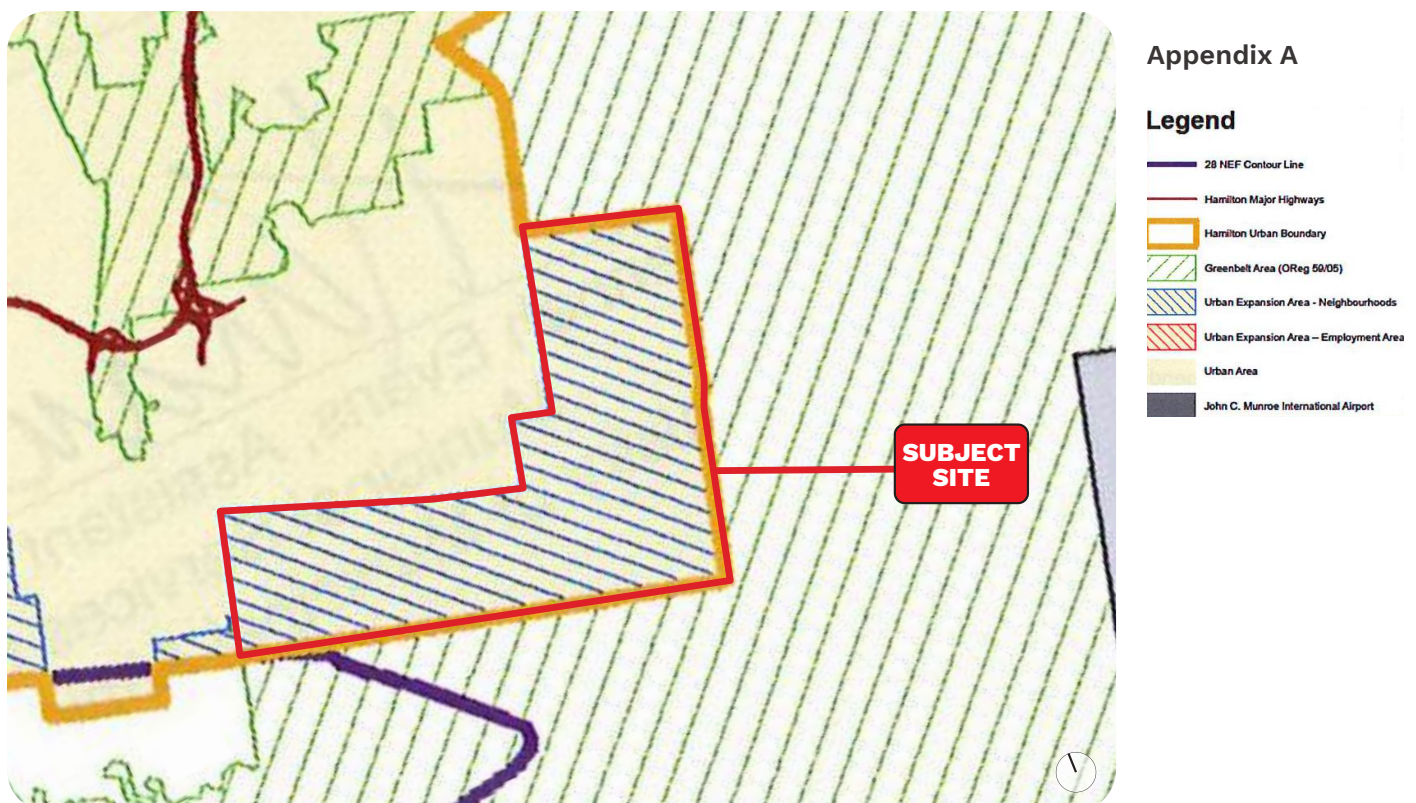


Figure 13 - Appendix A – Site Specific Key Map

In addition, Rural Site Specific Area Policy 21 states that "these lands shall be serviced with full municipal services, including piped municipal water and municipal sanitary sewers, to the satisfaction of the City" and development of these lands shall be undertaken in a comprehensive manner subject to specific criteria. This policy also requires a landscape entrance feature at the north-east corner.

Except for the policies that call for no urban boundary expansion, which as noted above are contrary to the LNA recommendations and advice from City and Provincial staff during the GRIDS2 process, it is our opinion that the proposed Official Plan Amendments conform to the policies of the RHOP, particularly as it relates to the creation of compact urban and strong rural communities, where environmental systems are protected and enhanced, transportation networks are balanced, agricultural and rural resources are protected and there is strategic and wise use of infrastructure and services.

5.6 Urban Hamilton Official Plan("UHOP")

The UHOP for the amalgamated City of Hamilton was adopted on July 9, 2009, and brought into effect on August 16, 2013, except for policies, schedules, maps and appendices that are still under appeal at the Ontario Municipal Board, now Ontario Land Tribunal.

Chapter A provides an introduction to the UHOP and states:

"An Official Plan is a guiding document – its goals and policies move the City towards achieving its visions for the future – visions that are expressed both through Our Future Hamilton and the City's Strategic Plan. The Official Plan provides direction and guidance on the management of our communities, land use change and physical development over the next 30 years. The physical development of the City effects and is affected by environmental, social and economic factors; therefore, the decisions

we make about our future development directly contribute to the achievement of our vision. This Plan and the policies contained herein implement many of the principles in Our Future Hamilton and the City's Strategic Plan."

Policy A.1.2 of the UHOP states that by 2051, the City is expected to grow to achieve a population of 820,000 and 360,000 jobs. Policy A.1.3 states the function of the UHOP, which "projects a long term vision for the physical development of the City to 2051" and that it:

Implements Our Future Hamilton and the City's Strategic Plan;

- Is a legal document whose origin is derived from the Planning Act;
- Builds on the concepts of provincial initiatives that support the building of strong communities; and,
- Is one of the key implementation mechanisms for the City's Growth Strategy (GRIDS 2) and other corporate initiatives including Master Plans, the Social Development Strategy, the corporate Energy and Sustainability Policy and the Climate Action Plan.

Policy A.1.4 provides the principles of the UHOP, which includes:

- Compact and healthy urban communities that provide opportunities to live, work, play, and learn;
- A strong rural community protected by firm urban boundaries;
- Environmental systems – land, air and water – that are protected and enhanced;
- Balanced transportation networks that offer choice so people can walk, cycle, take transit, or drive, and recognize the importance of goods movement to our local economy;
- Reducing Greenhouse Gas (GHG) emissions and adapting to the impacts of a changing climate;
- A growing, strong, prosperous and diverse economy;

- A wide range and healthy supply of housing options for current and future residents; planning for a City that is equitable and inclusive, and which meets the evolving needs of Hamilton’s diverse population;
- Financial stability; and,
- Strategic and wise use of infrastructure services and existing built environment.

Section A.2.0 provides the UHOP’s strategic directions and Policy A.2.2 identifies ten directions to guide development, which include:

- Direction #1 Plan for climate change mitigation and adaptation and reduce greenhouse gas emissions.
- Direction #2 Encourage a compatible mix of uses in neighbourhoods, including a range of housing types and affordabilities, that provide opportunities to live, work, learn, shop and play, promoting a healthy, safe and complete community.
- Direction #3 Concentrate new development and infrastructure within existing built-up areas and within the urban boundary through intensification and adaptive re-use.
- Direction #4 Protect rural areas for a viable rural economy, agricultural resources, environmentally sensitive recreation and the enjoyment of the rural landscape.
- Direction #5 Design neighbourhoods to improve access to community life for all, regardless of age, ethnicity, race, gender, ability, income and spirituality.
- Direction #6 Retain and intensify existing employment land, attract jobs in Hamilton’s strength areas and targeted new sectors, and support access to education and training for all residents.
- Direction #7 Expand transportation options through the development of complete streets that encourage travel by foot, bike and transit, and enhance efficient inter-regional transportation connections.

- Direction #8 Maximize the use of existing buildings, infrastructure, and vacant or abandoned land.
- Direction #9 Protect ecological systems and the natural environment, reduce waste, improve air, land and water quality, and encourage the use of green infrastructure.
- Direction #10 Maintain and create attractive public and private spaces and respect the unique character of existing buildings, neighbourhoods and communities, protect cultural heritage resources, and support arts and culture as an important part of community identity.

Policy A.2.3.1 provides the City’s population forecast, noting the following:

- 2021 – 584,000
- 2031 – 652,000
- 2041 – 733,000
- 2051 – 820,000

The UHOP anticipates a population increase of 236,000 to 2051.

Section A.2.3.4 outlines other targets for the City, which includes a Downtown Urban Growth Centre minimum density target of 500 people and jobs per hectare by 2051, a minimum greenfield density target of 60 people and jobs per hectare for areas with existing approvals and 70 people and jobs per hectare for all other greenfield areas, a residential intensification target of 80 percent of all residential development occurring annually within its built-up area, and an employment area density target of 29 jobs per hectare by 2051. We note that the residential intensification target of 80 percent is greater than the recommended growth scenarios outlined in MCR/GRIDS 2 and the associated Land Needs Assessment, and instead is a direct result of Council adopting a No Urban Boundary Expansion growth scenario.

Section A.2.4 provides the Growth Management policies for the UHOP. Policy A.2.4.1 states that while the City’s strategy for accommodating growth to 2051 is based on a No Urban Boundary Expansion approach which includes intensification and redevelopment within the built-up area and development within greenfield areas, Provincial

legislation, plans and policies allow for the submission of privately initiated applications for urban boundary expansions. It goes on to state that, if an urban expansion area is established by a privately initiated application, a coordinated approach to planning for urban expansion areas shall be taken to ensure residential intensification targets are prioritized.

Policy A.2.4.2 states Secondary plans for urban boundary expansion areas shall implement the goals, objectives and policies of the UHOP, including:

- a. The creation of complete communities that have a strong sense of place and enable residents to meet most of their daily needs within a short distance of their home.
- b. Provision for a range of housing types, forms, and tenures, including affordable housing and housing with supports.
- c. Development of an integrated transportation network that is planned based on a Complete Streets approach, which prioritizes transit and active transportation, provides safe and accessible travel options, accounts for equity, and prioritizes connectivity.
- d. Street design and street layouts that provide for urban greening and supports active transportation and transit use while minimizing reliance on single occupant vehicles.
- e. Protection and enhancement of the Natural Heritage System, including preserving ecological functions and the natural beauty and distinctive character of the landscape, adopting a design with nature approach.
- f. Adaptation to climate change, including innovative approaches to storm water management and protection of communities and infrastructure from risks associated with natural hazards.
- g. Implementation of strategies to reduce greenhouse gas emissions through enhancement of the tree canopy, energy efficiency, electricity generation, and approaches to design that reduce reliance on single occupant vehicles.
- h. 2.5 Development of financial strategies to recover the lifecycle costs of infrastructure and community facilities.

Policy A.2.5 states that the planning regime within the City is affected and, in many ways, directed by provincial legislation, plans and policies.

Chapter B provides the communities policies of the UHOP. Policy B.1.0 provides policies that direct the physical shape and quality of its communities, which includes:

- A firm urban boundary defines the physical extent of our urban area. Policies direct where, when and how expansion of the urban boundary can and should occur.
- The local economy and a culture of creativity provide energy, vitality, prosperity and strength to our communities.
- Housing for people of all incomes and demographics in different housing types and tenures is critical to quality of life.
- The quality of the built environment shapes the urban experience. Urban design policies direct design in both the public and private realm to facilitate unique, diverse, innovative and creative urban places.
- Cultural heritage links communities to their roots and contributes to our image and cultural identity. Policies support the conservation of cultural heritage resources.
- Community facilities/services and cultural facilities are fundamental elements of communities. Policies ensure the provision and quality of these facilities and services, and their accessibility by all citizens.
- Health and safety in our communities is essential. Policies ensure that our communities are safe and healthy, mitigate and adapt to the impacts of a changing climate, improve resilience, reduce greenhouse gas emissions, and contribute to environmental sustainability. A broad interpretation of health recognizes the inter-relationships between all aspects of our environment and the impacts on the health of citizens. Policies in this section enable healthy lifestyles, promote a healthy and safe community, and promote a high quality of life.

Policy B.2.1.1 of the UHOP states that the urban area is where all urban development occurs and lands within the urban boundary are already serviced or planned to be serviced with major roads, transit and full municipal services. It continues and states lands within the existing urban boundary represent a 30-year supply of designated urban land and are intended to accommodate all of the City's projected urban growth.

Policy B.2.2.1 of the UHOP states that the City's urban boundary is firm and expansion to accommodate growth to 2051 is not required and all planned growth to 2051 shall be accommodated through development in the City's existing designated greenfield area and intensification throughout the urban area with a limited amount of infill development within rural Hamilton. As with the similar policies of the RHOP, this policy is contrary to the recommendations of the LNA and advice from City and Provincial staff during the GRIDS2 process.

Policy B.2.2.2 states that adjustments to the urban boundary may be permitted through an MCR, provided certain criteria are met. Policy B.2.2.3 states that expansions of the urban area of 40 hectares or less in accordance with the Growth Plan shall not be permitted in advance of a municipal comprehensive review. As noted in Section 5.3 above in respect of the PPS, we note that Provincial policy now permits expansions to the urban area without a cap on the size of lands to be added, subject to certain criteria, and that official plans must be updated in accordance with Provincial policy.

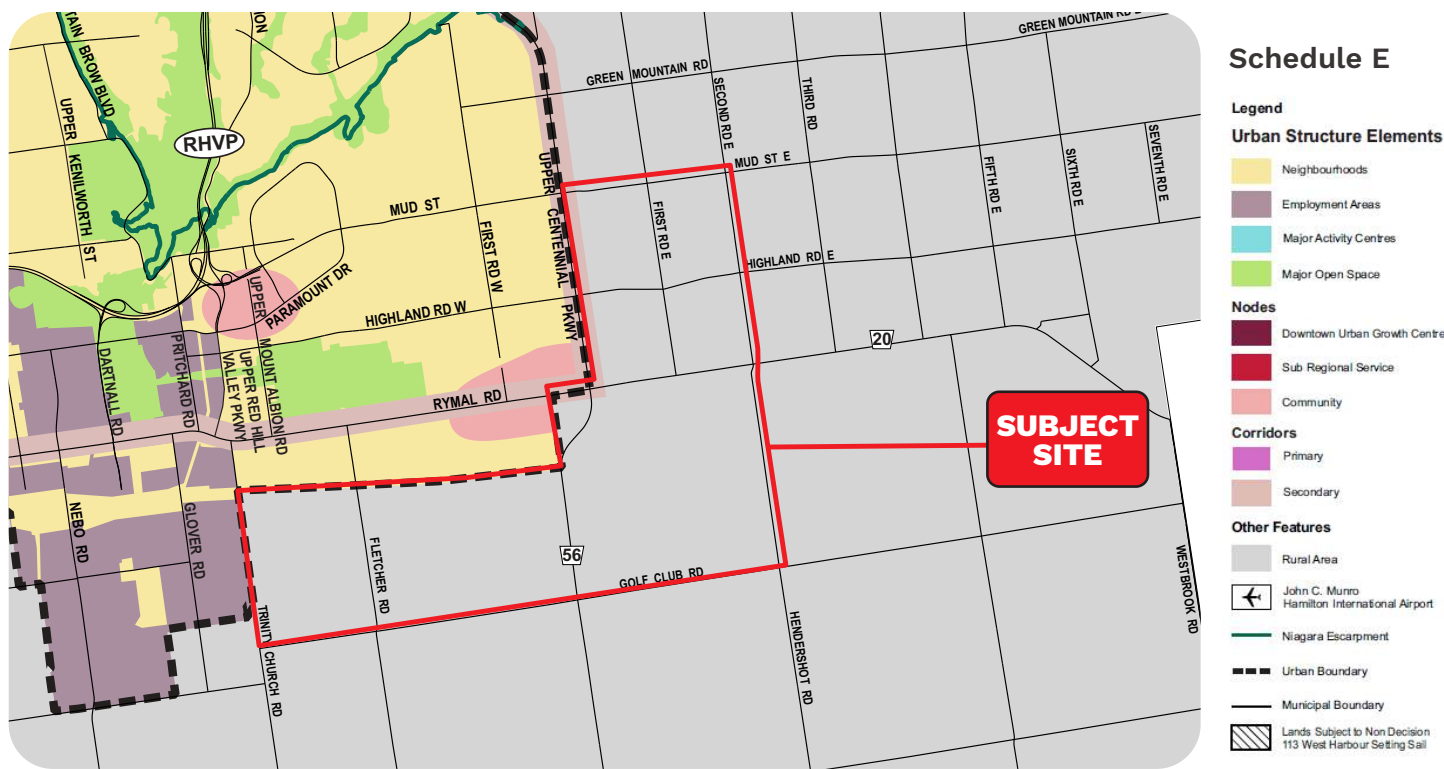


Figure 14 - Schedule E – Urban Structure

Section B.3.2 provides the Housing policies of the UHOP. In the introductory paragraph, Policy B.3.2 states that "*housing is a basic human need*" and "*the long term sustainability of communities is based on building a diverse, flexible housing stock today to meet changing needs*" and "*to ensure that housing is available for all residents with a wide variety of needs, there **must be a sufficient supply of housing** (emphasis added) with a range of housing types, forms, tenures, densities, affordability levels, and housing with support services*".

The housing goals of the urban area include:

- *Provide for a range of housing types, forms, and densities to meet the social, health and well-being requirements of all current and future residents.*
- *Provide housing within complete communities.*
- *Increase Hamilton's stock of affordable housing of all types, particularly in areas of the City with low levels of affordable housing.*
- *Increase Hamilton's stock of housing for those whose needs are inadequately met by existing housing forms or tenure, affordability or support options.*
- *Maintain a balance of primary rental and ownership housing stock as outlined in the Affordable Housing Strategy. 3.2.1.6 Increase the mix and range of housing types, forms, tenures, densities, affordability levels, and housing with supports throughout the urban area of the City.*
- *Promote subdivision design and building orientation to maximize energy efficiency and conservation, improve air quality, reduce greenhouse gas emissions, promote green infrastructure and preserve and/or enhance natural features.*

Policy B.3.2.4.1 states that the City shall plan for the full continuum of housing to ensure that an appropriate range and mix of housing forms, types, and densities to meet market-based and affordable housing needs of current and future residents through intensification, new development and redevelopment is available. Policy B.3.2.4.2 states that the development of housing with a full range of tenure, affordability, and support services shall be provided for and promoted throughout the City in accordance with the City's Housing and Homelessness Action Plan, and the Housing Targets provided in B.3.2.1 and B.3.2.2. Policy B.3.2.4.8 of the UHOP states that where there is documented unmet needs for housing tenure, affordability levels or support services, priority shall be given to development Applications that help meet those needs.

Policy B.3.2.4.10 states that the population and household forecasts in Tables A.1 and A.2 will be used to maintain, at all times:

- a. the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment, and lands designated and available for residential development within the City's urban area; and,
- b. where new development is to occur, land with servicing capacity sufficient units available through suitably zoned lands to facilitate residential intensification, and lands in draft approved or registered plans.

Policy B.3.4.4.3 states that an archaeological assessment shall be required and submitted prior to or at the time of application submission for, among other things, an official plan amendment.

Section B.3.5 provides the Community Facilities/ Services policies. Policy B.3.5.1 of the UHOP states that community facilities/services (the "CSF's") support a high quality of life for all residents; CSF's are to achieve equitable and efficient access, distribution, and integration to meet the needs of people of all ages; CSF's are to be provided in an efficient sustainable manner that optimizes their use, minimizes their environmental impacts, and promotes their flexibility to adapt to changing needs.

Policy B.3.6.1 states that prior to permitting development on contaminated or potentially contaminated properties, it is important to identify these sites and ensure they are suitable or have been made suitable for the proposed land uses.

Policy B.3.6.2 of the UHOP provides the Air Quality and Climate Change goals, which include:

- a. *promoting compact, mixed use urban communities;*
- b. *integrating the transportation network to include all modes of transportation;*
- c. *promoting active transportation, including walking and cycling, and the use of public transit;*
- d. *achieving a natural heritage ecosystem through the protection and enhancement of natural heritage features and functions;*
- e. *implementing urban design features to reduce fugitive dust;*
- f. *enhancing vegetative cover; and,*
- g. *reducing the heat island effect through the use of reflective roofs, green roofs, natural landscaping, and increasing the tree canopy."*

Section B.3.6.3 provides the noise, vibration and other emissions policies of the UHOP. In the introductory paragraph, Policy B.3.6.3 states that the objective of the UHOP is to protect residents from unacceptable levels of noise, vibration, and other emissions and to protect the operations of transportation facilities, commercial, and employment (industrial) uses.

Policy B.3.6.4 of the UHOP states that the City shall protect water quality and quantity. Policy B.3.6.5.1 states that the City shall reduce the risk to its residents or potential for public cost from natural hazards. Policy B.3.6.5.14 states that where lands with inherent hazards exist that are not regulated by the Province or a provincial body, the City shall as part of applications for development, shall require the preparation of appropriate studies.

The NHS policies are provided in Section C.2.0 and include the following policy goals:

- Protect and enhance biodiversity and ecological functions.
- Achieve a healthy, functional ecosystem.
- *Conserve the natural beauty and distinctive character of Hamilton's landscape.*
- *Maintain and enhance the contribution made by the Natural Heritage System to the quality of life of Hamilton's residents.*
- *Restore and enhance connections, quality and amount of natural habitat.*
- *Provide opportunities for recreational and tourism uses where they do not impact natural heritage features.*
- *Monitor and periodically assess the condition of Hamilton's natural environment.*

Policy C.2.2.2 states that the boundaries of the Core Areas and Linkages of the NHS shown on Schedule B are general and minor refinements may occur subject to appropriate studies and major changes to boundaries requires an amendment to the UHOP. Policy C.2.8.4 states that all applications for development shall conform to the recommendations in a secondary plan as it pertains to sub-watershed plan requirements.

Policy C.3.2.4 states that land use compatibility between sensitive land uses, major facilities, major retail uses and major office uses in all land use designations shall be in accordance with policy E.5.2.7.1. Policy E.5.2.7.1 refers to development within the City's Employment Areas and notes that sensitive land uses shall be protected from potential adverse impacts of major facilities, and major facilities shall be protected from sensitive land uses as follows:

- i. The City shall follow provincial guidelines concerning land use compatibility between industrial facilities and sensitive land uses. Major facilities, sensitive land uses, major retail uses and major office uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, and minimize risk to public health and safety, to ensure long term viability of major facilities in accordance with provincial guidelines, standards and procedures.
- ii. Where avoidance of impacts is not possible, the City shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the development of proposed adjacent sensitive land uses, major retail uses and major office uses are only permitted if the development proponent submits a Land Use Compatibility Study to the satisfaction of the City detailing that following are demonstrated in accordance with provincial guidelines, standards and procedures:
 1. there is an identified need for the proposed use;
 2. alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;
 3. adverse effects to the proposed sensitive land use are minimized and mitigated; and,
 4. potential impacts to industrial, manufacturing or other uses are minimized and mitigated.

A detailed Land Use Compatibility Study that assesses potential adverse impacts from noise, odour and air quality matters will be completed through the secondary planning process associated with the subject site and will ensure that there are no adverse impacts between major facilities and sensitive land uses.

Policy C.4.0 of the UHOP contains the Integrated Transportation Network policies, which includes the following policy goals:

- Provide a balanced, sustainable and integrated transportation network which includes all modes of transportation such as active transportation, transit, automobiles, goods movement vehicles, rail, air marine, and emerging modes of transportation and technology.
- Recognize the relationship of transportation, public health and land use planning in connecting communities, land uses and activities and the role of the integrated transportation network in creating complete communities and improving overall quality of life.
- Facilitate investment in major goods movement facilities and corridors and employment areas for the safe and efficient movement of goods and services within and between Hamilton, neighbouring municipalities and regions through various modes within the integrated transportation network.
- Plan urban areas so that travel by automobile is an option not a necessity.
- Work in cooperation with other levels of government and government agencies to further develop inter-regional travel plans including expanded routes and increased GO Transit service in the Hamilton area, proposals for higher order transit within the City and other inter-regional transit and highway, marine, and airport initiatives.
- Provide a safe, convenient, fast, frequent and affordable public transportation service that adapts to a changing climate, features adequate carrying capacity and serves all residents and businesses.

- Facilitate an increase in active transportation in the City and contribute to transportation demand management initiatives.
- Manage curbside activities and space allocation to maximize mobility, safety, and access for the wide variety of curb demands.

Policy C.4.2.3 states that transportation infrastructure shall be designed and implemented to support the growth objectives and urban structure as described in Section E.2.0 - Urban Structure. Policy C.4.2.4.1 states that the timing of new developments shall be coordinated with the availability of adequate, matched transportation network capacity. Policy C.4.2.6 states that public transit shall be an integral component of planning for new development and redevelopment and new secondary plans shall include provisions for safe, convenient, accessible and direct access to the public transit network.

The infrastructure policies of the UHOP are contained in Section C.5.0. Policy C.5.3.6 states that all new development and redevelopment within the urban area shall be connected to the City's water and wastewater system. Policy C.5.3.11 states that the City shall maintain and update a Water and Wastewater Master Plan, informed by watershed planning, which is supported by the policies of the UHOP, providing direction for:

- planning and staging of improvements to the City's water and sewer facilities;
- guidance on the operation of the City's day-to-day water and sewer systems are prepared for the impacts of a changing climate including increased flooding, extreme temperatures and weather events;
- ensuring that the City's water and sewer systems are prepared for the impacts of a changing climate including increased flooding, extreme temperatures, and weather events;
- demonstrates that the effluent discharges and water takings associated with the system will not negatively impact the quality and quantity of water; and,
- protection of human health and safety and the natural environment.

Policy C.5.3.15 states that the City shall limit development in the urban area to the ability and financial capability of the City to provide infrastructure services in accordance with its approved Development Charges (the "**DC**") By-laws and to meet provincial environmental standards governing municipal water and wastewater service. Policy C.5.3.17 states the City shall be satisfied that adequate infrastructure services can be provided prior to any development proceeding. Policy C.5.4 states that the City shall ensure that appropriate storm water management facilities are built and maintained to provide a safe and secure system for storm water. Policy C.5.4.3 states that any new development that occurs shall be responsible for submitted a detailed storm water management prior to development.

Chapter E of the UHOP contains the Urban Systems and Designations policies. In the introductory section, the UHOP states the "*City of Hamilton is committed to managing urban growth and development that is sustainable, comprehensive, and recognizes a balance between the economy, the environment, and the community's social needs*". Policy E.1.0 provides the goals for the urban area, which include:

- Designate land uses to facilitate the development of a node and corridor based urban structure.
- Support and facilitate development and investment that contributes to the development of the overall urban structure.
- Accommodate growth through the development of compact, mixed use urban environments that support existing or planned transit, including higher order transit, and active transportation.
- Develop complete communities where people can live, work, learn, and play.
- Plan and designate lands for a range of housing types and densities, taking into account affordable housing needs.
- Promote and support design which enhances and respects the character of existing neighbourhoods and creates vibrant, dynamic, and liveable urban places.

- g. Promote and support appropriate residential intensification throughout the urban area with focused attention to development in the strategic growth areas of the Urban Nodes, Urban Corridors, and Major Transit Station Areas.
- h. Recognize that Hamilton's neighbourhoods will evolve over time to accommodate projected household growth, and changing demographics, and respond to the changing needs of complete communities.
- i. Protect and enhance a system of linked natural areas.
- j. Protect Hamilton's existing and planned Employment Areas.
- k. Plan for and promote the Downtown Urban Growth Centre as the pre-eminent centre in Hamilton for commercial and office development.
- l. Protect land adjacent to John C. Munroe Airport for future expansion.

Policy E2.0 states that the urban structure builds upon the historic structure of the amalgamated city and forms the basis on which Hamilton's future is planned. It continues and states the urban structure components provides a policy approach for guiding long range growth and development challenges and it identifies how the City will physically grow over the long term.

Section E.3.7 of the UHOP provides the Residential Greenfield Design policies. These policies provide direction on how to develop residential greenfield areas.

Chapter F contains the Implementation policies of the UHOP. Policy F.1.1.5 states that when considering amendments to the UHOP, the City shall have regard to, among other things, the following criteria:

- a. the impact of the proposed change on the City's vision for a sustainable community, as it relates to the objectives, policies and targets established in this Plan; and,
- b. the impact of the proposed change on the City's communities, environment and economy and the effective administration of the public service.

Policy F.1.2.1 states that secondary plans may be prepared as needed for planning districts, neighbourhoods, nodes, corridors or any other area in the City, and in particular large tracts of vacant or underutilized land and areas undergoing change where the Volume 1 polices are insufficient to guide redevelopment.

Policy F.1.2.8 provides the requirements for the preparation of secondary plans for urban expansion areas established by a privately initiated application, including:

- a. Any secondary plan for an urban expansion area shall cover the entirety of the lands located within that urban expansion area;
- b. All secondary planning processes for urban expansion areas shall require the implementation of a public consultation strategy that recognizes the critical role of engagement with the public at all phases of the secondary plan process.
- c. Indigenous nations shall be engaged at all phases of the secondary plan process;
- d. The secondary plan for urban expansion areas shall consider opportunities to coordinate the provisions of infrastructure and community facilities with other urban expansion areas and adjacent areas within the urban area;
- e. Secondary planning for new neighbourhoods within urban expansion areas shall emphasize the importance of public ownership over roads, parks, community facilities and other infrastructure. Development relying on privately owned condominium roads and infrastructure shall be discouraged;
- f. Secondary planning for urban expansion areas shall address the Ten Directions to Guide Development identified in Section A.2.1 – Our Future Hamilton;
- g. The following studies, amongst others, may be required to support the preparation of secondary plans for urban expansion areas:

- i. Agricultural impact assessment
 - ii. Planning justification report
 - iii. Commercial needs and impact assessment
 - iv. Recreation needs assessment
 - v. Energy and environmental assessment report
 - vi. Financial impact analysis and financial strategy
 - vii. Housing report
 - viii. Public Consultation strategy
 - ix. Servicing master plan
 - x. Sub-watershed plan
 - xi. Urban design guidelines
 - xii. Transportation management plan / study
- h. The City shall identify the studies required to be submitted as part of a complete application for an Official Plan Amendment through the Formal Consultation process.
- i. A Servicing Strategy shall be completed concurrently with the preparation of any secondary plan for an urban expansion area. Where possible, the Servicing Strategy should plan servicing to the local street level;
- j. To ensure effective coordination of development and infrastructure, phasing of development will be required in all urban expansion areas, in accordance with the City's Staging of Development Report as approved by Council.
- k. Council has adopted Secondary Planning Guidelines for urban expansion areas which outline the required process for preparing any secondary plan for urban expansion areas. Secondary plan phasing, components, public engagement, and final reporting for urban expansion areas shall be completed in accordance with the Guidelines. The City may revise the Secondary Plan Guidelines for urban expansion areas from time to time.
- l. The City shall require the applicant to submit a

final report demonstrating compliance with the Secondary Plan Guidelines for urban expansion areas as part of a complete application for an Official Plan Amendment.

- m. In addition to Policy F.1.2.3, the terms of reference for any secondary plan for an urban expansion areas shall establish the expected role of any existing landowner group that represents multiple landowners within an urban expansion area, and outline the management, structure and operational details of the landowner group and if applicable, procedures for sharing costs."

Policy F.1.2.9 of the UHOP states that development within an urban expansion area shall not proceed until a landowners group and a cost sharing agreement has been established.

Policy F.1.3 states that Special Policy Areas are geographic areas where either additional studies are required to determine ultimate land uses or where more detailed and specific policies are required and are not contained within a secondary plan. Policy F.1.3.1 states that Special Policy Areas, Area Specific Policy Areas and Site Specific Policy Areas may be created as needed for areas of the City where more detailed direction is required beyond the policies of Volume 1 and 2. Policy F.1.16 of the UHOP states that new land uses shall comply with the MDS formulae.

Except for the specific policies that call for no urban boundary expansion, which as noted above are contrary to the LNA recommendations and advice from City and Provincial staff during the GRIDS2 process, it is our opinion that the proposed Official Plan Amendments conform to the UHOP, particularly as it relates to growth management, planning for new, complete and sustainable communities in greenfield areas, efficient use of land and servicing and transportation infrastructure, the provision of adequate housing options, and the protection and enhancement of areas of Natural Heritage System features.

5.7 Zoning By-law

In 2005, the City adopted a Comprehensive Zoning By-law 05-200, which has subsequently been updated in a series of phases, to implement the policies of the Rural and Urban Hamilton Official Plans and to create consistent zoning throughout the rural and urban areas. Notwithstanding, the subject site remains zoned by the Zoning By-laws of the former municipalities within Hamilton, specifically the former City of Stoney Creek Zoning By-law 3692-92 and the Township of Glanbrook Zoning By-law 464.

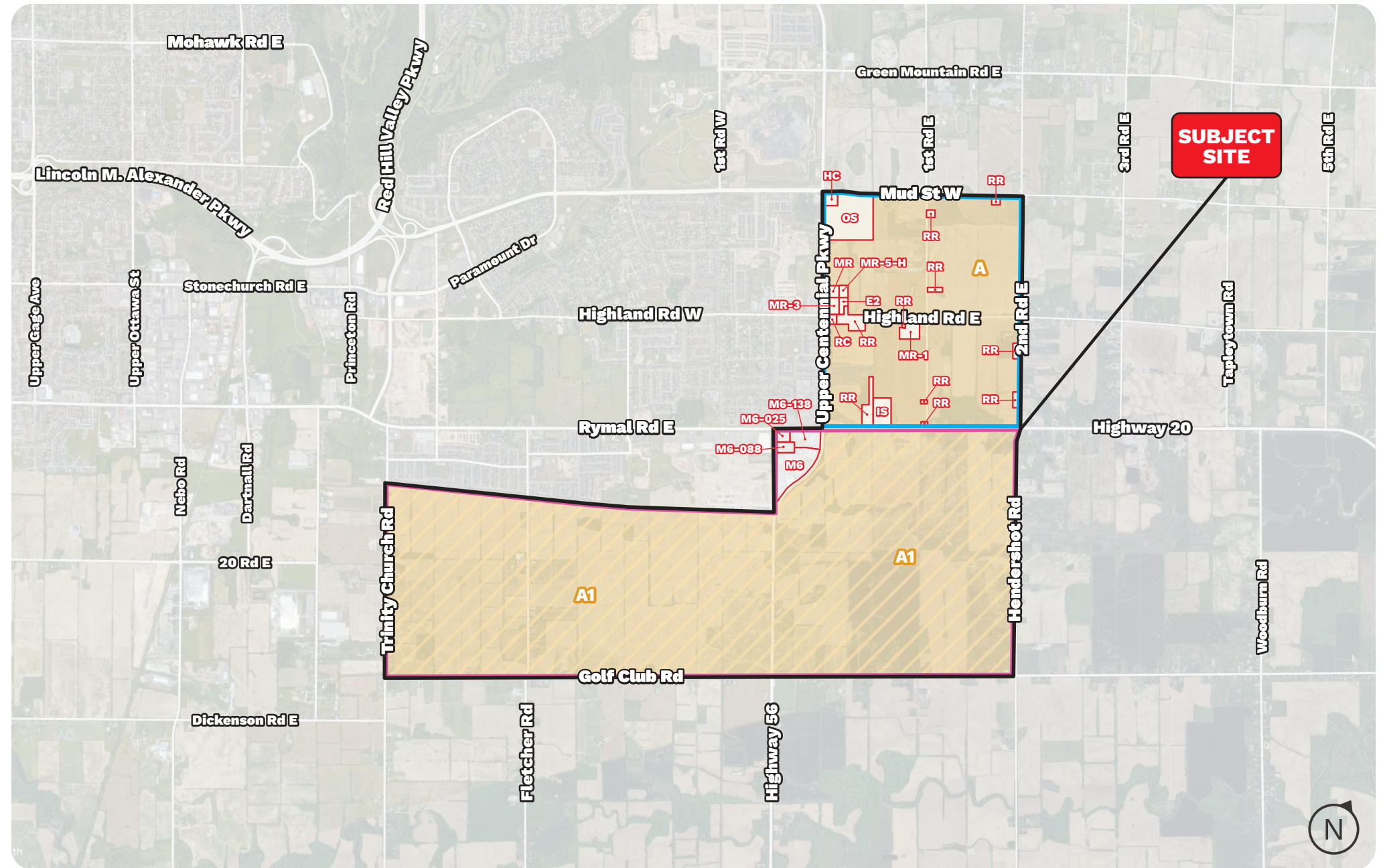
As delineated in **Figure 15** below, the north-eastern portion of the subject site is subject City of Stoney Creek Zoning By-law 3692-92, under which it is subject to multiple zones including:

- A – Agricultural Zone
- RR – Residential Rural Zone
- RC – Rural Commercial Zone
- IS – Small Scale Industrial Zone
- MR – Rural Industrial Zone
- MR-1 – Rural Industrial Exception Zone
- MR-3 - Rural Industrial Exception Zone
- MR-5-H - Rural Industrial Exception Zone
- E2 – Existing Rural Industrial / Rural Industrial Zone
- OS – Open Space Zone
- HC – Highway Commercial Zone

The south-western portion of the subject site is subject to the Township of Glanbrook Zoning By-law 464, under which it is zoned:

- A1 – Agriculture Zone
- M6 – Rural Industrial-Business Park Zone
- M6-025 - Rural Industrial-Business Park Exception Zone
- M6-088 - Rural Industrial-Business Park Exception Zone
- M6-138 - Rural Industrial-Business Park Exception Zone

These zones permit a variety of uses that implement their current rural character and RHOP designations. As noted, the purpose of this application is to both bring the subject site into the City's Urban Boundary, and to require the preparation of a comprehensive secondary planning process to delineate land use designations across the site. A future Zoning By-law Amendment application on an area-wide or site-specific basis would occur in the future to establish appropriate zones across the site.



Zoning Legend






	Lands subject to Town of Stoney Creek By-law 3692-92		A - Agriculture Zone
	Lands subject to Township of Glanbrook Zoning By-law 464		A1 - Agriculture Zone
	Site Specific Zoning		

Figure 15 - Zoning Map



6

Supporting Studies

The following studies have been prepared in support of the proposed amendments to the RHOP and UHOP:

6.1 Agricultural Impact Assessment

An Agricultural Impact Assessment ("**AIA**") has been prepared by Colville Consulting Inc., dated November 2024, in accordance with OMAFRA's Draft Agricultural Impact Assessment Guidance Document (2018). The AIA assesses and evaluates the potential impacts of the proposed Urban Boundary Expansion on agricultural operations, the farming community, and the broader *Agricultural System*. In cases where impacts cannot be avoided, the AIA recommends ways to minimize and mitigate adverse impacts and assesses whether the proposed Urban Boundary Expansion complies with provincial and municipal agricultural policies.

The AIA concludes the following:

1. The subject site is part of a *prime agricultural area* and is not part of a *specialty crop area*.
2. Potential impacts associated with the proposed Urban Boundary Expansion are primarily limited to the loss of *prime agricultural land*, cultivated land, agricultural infrastructure and agricultural land improvements. Recommendations have been provided that will ensure potential impacts will be avoided or mitigated to the extent possible. The net indirect impacts will be negligible with the implementation of the recommended mitigation measures.
3. The proposed development can comply with the Minimum Distance Separation I setback requirements. Four agricultural operations create MDS I setbacks that encroach 10.35 ha into the subject site. These MDS I setbacks may be reduced by the City, excluded from the Urban Boundary Expansion, or used for infrastructure or open space land uses.
4. The majority of lands outside of the City of Hamilton Urban Boundary are considered to be part of a prime agricultural area. Prime agricultural areas cannot be avoided to accommodate the calculated land need for the City's projected growth. The subject site consists of lower priority lands and are a reasonable location for settlement area / urban boundary expansion compared to other lands within the City's prime agricultural area.
5. The proposed Urban Boundary Expansion will comply with all relevant agricultural policies of the PPS 2024, and will require Official Plan Amendments to the Rural Hamilton Official Plan and Urban Hamilton Official Plan. If the lands are brought into the City's Urban Boundary, the proposed development will comply with the local agricultural policies at such time.

6.2 Subwatershed Study – Preliminary Opportunities and Constraints Mapping

GeoProcess Research Associates Inc., Palmer Environmental Consulting Group as part of SLR Consulting Ltd. and Stantec Consulting Ltd. collectively prepared Preliminary Opportunities and Constraint mapping and linework for the subject site, dated November 15, 2024. The memo has been prepared based on the assumptions and limitation based on preliminary data gathered in 2023 and 2024 and builds upon the findings documented in the 'Elfrida Subwatershed Study Phase 1 Report' prepared by Aquafor Beech and dated 2018.

The memo is intended to provide a reasonable representation of natural heritage constraints identified to date within the subject site, including erosion/hazard opportunities and constraints as well as an assessment associated with watercourses, headwater drainage features and natural features.

The preliminary constraints mapping has been utilized to prepare the Concept Plan prepared in support of this Urban Boundary Expansion application and will be further refined through this Urban Boundary Expansion application and through a future secondary planning process, as well as through subsequent development applications including draft plan of subdivision, zoning by-law amendments, and others as appropriate.

6.3 Functional Servicing Feasibility Report

Stantec Consulting Ltd. Has prepared a Functional Servicing Report ("FSR") to support the expansion of the City of Hamilton's urban boundary to include the subject site. The FSR addresses the municipal servicing strategies for the subject site including grading and road works, sanitary wastewater collection and treatment, water supply and distribution, storm water servicing, phasing of development, geotechnical and hydrogeologic conditions, provision of utilities (electricity, telecommunications, and natural gas). The FSR identifies and provides the following recommendations:

Phasing of Development

Due to the size of the subject site and the multiple land parcel ownership, it is intended to develop the subject site in multiple phases. It is anticipated that phasing of development will generally progress from the Upper Centennial trunk sewer: moving from the north to the south and extending east and west from Upper Centennial, as supporting infrastructure is advanced from the existing facilities to the north and west to distribute full municipal services through the subject site. This will be articulated and refined in further studies prepared in support of the Secondary Plan stage of the City's planning process.

Conceptual Grading and Road Access

Development of preliminary grading and drainage design has not been undertaken and is deferred to the Secondary Plan process for the subject site.

The Subwatershed Study will inform the Secondary Plan process, identifying development limits based on natural heritage features and locations and rough sizing for Stormwater Management facilities which in turn will establish storm sewer design and drainage, road patterns and site elevations.

Final earthworks quantities and earth movement volumes will not be established until development applications are processed by the City through the Draft Plan of Subdivision / Site Plan process for the individual development within the subject site. Geotechnical investigations for the subject site will be undertaken as part of the Secondary Plan stage of the City's planning process. The roadway grades and lot grading elevations are to be designed to the requirements of the City of Hamilton, Hamilton Conservation Authority and the Niagara Peninsula Conservation Authority.

For a description of the existing and proposed road network to provide access and vehicle distribution through the subject site please be directed to the Traffic Impact Study prepared by C.F. Crozier Associates Inc. accompanying the Urban Boundary Expansion application for the subject site.

It is recommended that:

- The Area Subwatershed Study be completed to inform the grading design concept for the subject site as part of Secondary Plan process.

Water Supply and Distribution

The subject site has been included in the City's municipal servicing strategies for urban growth since 2006. As such a number of upgrades to the existing water network system and new water works projects have been identified and included within the City's Development Charge Background Reports since 2006. To date, the design of the existing water system upgrades have been based on growth population numbers for the subject site of an approximate residential population of 41,558 and 3,525 employment jobs. Based on the proposed conceptual land use plan outlined herein, the updated population projection for the subject site are anticipated to be a residential population of 114,900 and 14,360 employment jobs. The resulting increase to the Average Day Demand, Maximum Day Demand and Peak Hour Demand is in the order of 71%. Further discussions with City Staff are required to better understand how the increase in the anticipated water demands of the subject site impacts the proposed water infrastructure projects and the timing of such projects.

With resolution of the impacts the proposed increase in population described above, an existing and proposed conditions hydraulic model of the City's water system including the subject site can be developed and analyzed to provide domestic water supply and distribution including adequate supply and pressure for firefighting purposes from extension and connection to City's existing local distribution system.

It is recommended that:

- Further discussions with City Staff is required to better understand how the increase in the anticipated water demands of the subject site impacts the proposed water infrastructure projects and the timing of such projects.
- Hydraulic modelling of the proposed Subject sites water distribution network including watermain sizing and system upgrades required is to be undertaken in conjunction with the Secondary Plan process

Sanitary Sewage

The subject site can be adequately serviced for sanitary drainage using conventional municipal engineering practices and in compliance with City of Hamilton and Ministry of the Environment, Conservation and Parks standards.

The Upper Centennial Parkway sanitary trunk sewer has been constructed at depth with various access shafts along its length where connections for future sewers to service the subject site may connect.

The Dickenson Road sanitary trunk sewer is currently being constructed at depth with various access shafts along its length which may accommodate for future sanitary sewer connections servicing the subject site.

An analysis of the theoretical reserve capacity in the Upper Centennial Parkway and Dickenson Road sanitary trunk sewers indicates that there is sufficient reserve capacity in the sewer system to accommodate the anticipated increase in peak wastewater flow attributable to the increase in population between the original growth population numbers for the subject site and the updated population projection for the subject site.

It is recommended that:

- Further discussions with City Staff are required to understand the design criteria used in the design of the Upper Centennial and Dickenson Trunk Sewers to better understand the capacity allowances used for the Elfrida Lands.

Storm Servicing

Development of preliminary stormwater management and drainage design has not been undertaken and is deferred to the Secondary Plan process and completion of the Subwatershed Study for the subject site.

In 2018 Aquifer Beech Limited completed the Elfrida Subwatershed Study, Final Phase 1 Report, on behalf of the City of Hamilton, in conjunction with the Elfrida Growth Area Study being undertaken by the City. The Elfrida Growth Area Study and the Subwatershed Study were suspended by the City in 2018. As such the Elfrida Subwatershed Study remains incomplete.

Additional study and field work are required to reaffirm and or modify the findings and recommendations of the original Aquifer Beech study and complete the Subwatershed Study process.

Upon completion of the Area Subwatershed Study a stormwater management plan for the subject site is to be prepared.

It is recommended that:

- The Area Subwatershed Study be completed to inform the preparation of a separate Stormwater Management Report in support of development of the subject site.

Utilities

The Site can be serviced through the extension of existing utilities including hydro, gas, cable TV and telephone. Applications to each service provider are required to confirm capacity of existing services.

6.4 Transportation Impact Study

A Transportation Impact Study ("TIS") has been prepared by C.F. Crozier & Associates Inc., dated November 2024. The TIS has been prepared to review and assess the existing and planned mobility network surrounding the subject site and confirm the ability to support the proposed urban boundary expansion. The TIS reviews the following main aspects of the proposed development from a transportation engineering perspective:

- Existing and planned Boundary Road Network;
- Existing and planned active transportation network;
- Expected new vehicular trips generated by the development; and,
- Development compatibility with the City of Hamilton's Truck, Transit, Cycling and Pedestrian goals.

The TIS considers the following intersections:

- Rymal Road at Upper Red Hill Valley Parkway
- Upper Centennial Parkway at Mud Street
- Rymal Road at Fletcher Road
- Rymal Road at Second Road West
- Rymal Road at Upper Centennial Parkway
- Upper Centennial Parkway at Highland Road

The TIS concludes that the full buildout of the subject site is expected to generate a total of 12,062 and 11,959 two-way trips during the weekday a.m. and p.m. peak hours, respectively. The screenline analysis completed identified capacity concerns, especially at the western and northern edges of the development lands as vehicles attempt to travel to the main highways in the area, specifically around Trinity Church Road Screenline and Mud Street. The TIS further identifies that additional collector roads may be required to distribute the traffic envisioned by the concept plan, which will be further analyzed and reviewed at the secondary plan stage.

Additionally, the TIS identifies that trucks envisioned for this development will be destined towards the main commercial destinations, which are proposed to be along the current planned arterial roads. Hypothetical transit stops, as contemplated in the TIS, show that there is a significant amount of coverage around and within the subject site, however, more minor stops in between these arterial intersections may be required to provide optimal service. Further, the active transportation network's interconnectivity and the improved safety with dedicated or improved facilities are key factors when users choose their mode of transportation and that, through the preparation of the secondary plan, this philosophy should be kept in mind when incorporating the active transportation features into the development. Transportation Demand Management strategies envisioned will help lower the vehicular traffic by promoting the other modes of transportation and assist the City in achieving its target of 15% of daily trips being made by walking or cycling by 2031, with plans for dedicated bike routes and multi-use paths.

The report concludes that the urban boundary expansion can be supported from a traffic, transit and pedestrian operations perspective.

6.5 Energy and Climate Change Assessment Report

An Energy and Climate Change Assessment Report (the “**ECCA Report**”) has been prepared by buildABILITY Corp., dated November 18, 2024. The ECCA Report has been prepared to demonstrate the impact of the potential Urban Boundary Expansion on the City’s ability to achieve carbon neutrality and demonstrate the opportunities to reduce climate change impacts and avoid climate change risks. The ECCA Report is intended to provide a roadmap for creating an energy-efficient, low-carbon community that is mindful of affordability for homebuyers, and aims to demonstrate that growth can be achieved affordable without placing an unreasonable burden on the environment at a price that homebuyers can continue to afford.

The ECCA Report highlights climate change adaptation and mitigation strategies, identifying the latest approaches to green building practices that are feasible and appropriate within the built environment of Elfrida. The ECCA Report focuses on reducing greenhouse gas emissions through three areas of strategic impacts: (1) Built Environment, (2) Low Carbon Energy Generation, and (3) Natural Environment.

Ultimately, the ECCA Report defines intensions for the future development of Elfrida within the context of the three areas of strategic impacts. Through the future secondary planning process, the ECCA Report will identify specific objectives and recommendations in each area of strategic impact to reduce energy use, support low-carbon energy generation, protect areas of natural heritage, and reduce overall carbon emissions in the area in support of the City’s net zero emissions target by 2050.

6.6 Fiscal Impact Analysis and Financial Strategy

Parcel Economics Inc. was retained to prepare a Fiscal Impact Study for the subject site , dated November 18, 2024. The Fiscal Impact Study is considered to be a high-level, preliminary estimate. As the number of units, unit mix and local infrastructure (parks, roads, stormwater, water and wastewater) and phasing will be refined through the secondary planning process.

The Fiscal Impact Assessment concludes the following:

- The preliminary concept plan for the subject site has the potential to accommodate 114,900 persons and 14,360 jobs at full build out.
- As part of GRIDS 2, the City retained Watson to undertake the fiscal analysis of the various growth options to assist the City in identifying the preferred growth scenario to 2051. The general conclusions of Watson’s reporting are that the capital costs of the No Urban Boundary Expansion scenario will be more significant than the Ambitious Density Scenario. Further, the No Urban Boundary Expansion scenario is likely to have a negative impact on the property tax base, associated with higher land costs for parkland acquisition, as well as benefit to existing allocations associated with the replacement and deficiencies of existing infrastructure.
- Not all municipal infrastructure costs necessary for the subject site will be funded through development charges. Appendix E of the 2024 City’s Development Charge Study identifies that stormwater, as well as linear water and wastewater infrastructure within the Elfrida Community Area will be a direct developer responsibility. As this infrastructure will be a direct developer responsibility, the construction of this infrastructure will not impact the existing tax base, or the City’s borrowing capacity.

6.7 Noise Impact Study

HGC Noise Vibration Acoustics completed a review and analysis of noise related policies to facilitate the development of the subject site. HGC's analysis, dated November 19, 2024, includes a preliminary land use compatibility investigation and identifies relating to MECP, D-Series and NPC guidelines.

The analysis identifies that the proposed residential development is feasible with some constraints imposed on the intensification hubs/corridors or on the residential lands. The analysis further identifies that the subject site is not located in lands with an NEF-28 contour to the airport.

The analysis recommends that when land uses and design information is known along with permitted uses, individual noise studies should be completed for the residential lands (in phases) or for the industrial/commercial lands as development applications proceed through the process by their developers. Some recommendations which may result from the detailed noise studies may include:

- A minimum distance setback (20 m for example for residential lands near a Class I type industry),
- Site design to consider commercial uses or parks or schools as buffer areas between residential and industrial uses, mitigation in the form of acoustic barriers if residential and industrial lands share a mutual property line.
- Increased distance to 70 m depending on the classification of the proposed industry (Class I or II) or a technical study such as a noise study may be conducted to determine appropriate mitigation with decreased setbacks that are less than the minimum recommended setbacks.
- Noise mitigation in the form of berms or acoustic barriers may also be used to decrease distance setbacks.
- Inclusion of warning clauses to inform future residents of the traffic and noise issues including air traffic.

- For development charge eligible projects, the 2024 Development Charge Study and supporting studies include some growth-related capital infrastructure costs required to service growth in the subject site. This includes infrastructure costs in the service areas of Fire, Parks and Recreation, and Library services. Nearly all of these infrastructure costs are allocated to post period benefit, with none of the costs allocated to benefit to existing.
- Although nearly all of the development charge eligible capital costs for the subject site are identified as PPB and therefore not included in the calculation of development charges in the 2024 Development Charge study, Parcel calculated potential development charge revenue (on a per capita and per employee basis) using existing rates to provide an order of magnitude estimate of potential revenue that could be collected from the development in Elfrida. These development charges are estimated at \$1.73 billion in 2024 dollars. This development charge revenue exceeds the capital infrastructure costs identified for Elfrida, to date. Some of this potential development charge revenue can go towards funding growth-related infrastructure in other parts of the City.
- To estimate the net operating impact associated with the build-out of Elfrida based on the preliminary concept plan, Parcel has compared forecast municipal revenues that could be generated by the development against estimated operating costs that could be incurred by the City of Hamilton. Based on this analysis, Elfrida is anticipated to have a net positive financial benefit to the City of Hamilton.
- The operating surplus provides the City with an opportunity to upgrade or replace existing facilities or infrastructure in other parts of the City without being a drain on municipal finances. This will allow the City to maintain a state of good infrastructure repair on a City-wide basis and go towards addressing the City's infrastructure deficit, that would otherwise exceed the current funding capacity.

6.8 Housing and Land Needs Assessment

Parcel Economics Inc. was retained to prepare a Housing and Land Needs Assessment (the "**HLNA**"). The HLNA, dated November 18 2024, was prepared to:

- Confirm the Community Area land needs identified in the City of Hamilton Land Needs Assessment to 2051, Technical Working Paper, prepared by Lorus and Associates;
- Provide an independent HLNA to identify if there is a need to plan for additional land to accommodate an appropriate range and mix of housing to 2051 based on the population forecasts prepared by the Ontario Ministry of Finance; and,
- Address the five key topic areas identified for a Housing Assessment Report in the City's Draft Framework for Processing and Evaluating Urban Boundary Expansion Applications.

The HLNA identifies that as it relates to forecasts previously issued by the Province, the population and employment growth forecasts in Schedule 3 of the Growth Plan were prepared in Summer 2020 and, at that time, the City of Hamilton was forecast to grow to 820,000 persons by 2051. Since that time, significant changes have occurred with respect to Federal immigration policy that has resulted in increased immigration to Canada. The most recent forecasts prepared by the Ontario Ministry of Finance in Fall 2024 forecast a population of nearly 903,300 persons in the City of Hamilton by 2051. Therefore, by 2051, the population in Hamilton could be 83,300 persons higher than anticipated in Schedule 3 of the Growth Plan.

In estimating Community Area land needs to 2051, Parcel has translated the population growth forecasts from the Ontario Ministry of Finance into household growth using household formation rates (i.e. headship rates) from the 2021 Census of Canada. Applying the 2021 household formation rates to the population growth forecasts from the Ontario Ministry of Finance result in the need for an additional 136,900 households in the City of Hamilton between 2021 and 2051. This is 26,580 households more than forecast in the City of Hamilton 2051 LNA. Parcel relied on the intensification rates in the Ambitious Density Scenario to estimate Community Area land needs, as these are the most aggressive intensification rates considered as part of the 2051 LNA. Using the assumptions in the Ambitious Density Scenario, there is anticipated to be a shortfall of 23,830 single/semidetached units and a shortfall of 14,780 row units in Hamilton by 2051.

The HLNA concludes that shortfall of 38,610 units will require an additional 1,780 gross hectares of Community Area lands in Hamilton by 2051 and that the need for an additional 1,780 hectares of Community Area lands could, in part, be accommodated within the Elfrida Community Area.

6.9 Archaeological Assessment & Letter of Reliance

ASI completed a Stage 1 Archaeological Assessment of the Elfrida Growth Area Study, dated March 23, 2020, (the "**Stage 1 Report**") as part of the City's 'Elfrida Secondary Plan Study'. In support of the subject application, ASI was retained to prepare a Letter of Reliance – Stage 1 Archaeological Assessment of the Elfrida Growth Study Area, dated October 22, 2024 (the "**Letter of Reliance**").

The Letter of Reliance confirms that the Stage 1 Report was submitted to the Archaeology Program Unit of the Ontario Ministry of Tourism and Culture and Sport (now Ministry of Citizenship and Multiculturalism), as required by the 2011 Provincial Standards and Guidelines for Consultant Archaeologists. The Stage 1 Report was accepted into the Ministry's Ontario Public Register of Archaeological Reports, following technical review, on June 5, 2020, and the Ministry's acceptance indicates their concurrence with the Stage 1 Report's recommendations. The Ministry's clearance letter is enclosed with this submission.

The Letter of Reliance confirms that there have been no legislative or technical changes to the archaeological assessment process since the original acceptance of the Stage 1 Report that alter ASI's original assessment report, its findings and recommendations. The recommendations include:

1. Any future development within the subject site, beyond those portions that have already been assessed and cleared of any further archaeological concern, must be preceded by a Stage 2 Archaeological Assessment. Such assessment(s) must be conducted in accordance with the Ministry of Citizenship and Multiculturalism's Standards and Guidelines for Consultant Archaeologists. All active or formerly worked agricultural lands must be assessed by means of test pit survey. Areas deemed to be disturbed or of no potential due to factors of slope or drainage during the Stage 2 assessment process must be appropriately documented.

The work is required prior to any land disturbing activities in order to identify any archaeological remains that may be present.

It should be noted that the archaeological assessment of any proposed development must be carried out on all lands within that particular subject property, not simply those lands identified as exhibiting potential in the Stage 2 Report.

2. Three sites have been documented within the limits of the subject site and determined to require further archaeological assessment. As such, during Stage 2 Archaeological Assessment in their vicinities, fieldwork methodologies must be adjusted in an effort to relocate the sites and appropriately evaluate cultural heritage value or interest.
3. The historical Swayze Family cemetery is located within the subject site. Should archaeological assessments be undertaken to address any potential impacts to areas of possible burials in accordance with the historical Swayze Family cemetery, such work must also be carried out in accordance with the requirements of the Funeral, Burial and Cremation Services Act. As such, a Stage 3 Cemetery Investigation will be required subsequent to any Stage 2 Archaeological Assessment in the immediate vicinity of the cemetery.



Planning Analysis

In our opinion, the expansion of the City's Urban Boundary to include the subject site is appropriate and desirable in land use planning terms, because it will help the City accommodate its identified urban land needs, is contiguous with the existing Urban Area boundary, has been identified and planned as a future growth area for over 20 years, and will contribute to a complete community in an area where there has already been and there is planned to be significant investment in infrastructure, including transit and municipal services. In this regard, the introduction of Elfrida to the City's Urban Area boundary makes efficient use of existing and planned resources and contemplates additional housing options in a broad mix of built forms for the City's growing population.

7.1 Urban Land Needs

As outlined in Section 5.3 of this report, Chapter 1 of the PPS identifies that "*Ontario will increase the supply and mix of housing options, addressing the full range of housing affordability needs*" and that "*every community will build homes that respond to changing market needs and local demand*" and "*provide a sufficient supply with the necessary mix of housing options will support a diverse and growing population and workforce, now and for many years to come*". Further, Chapter 1 goes on to state that Ontario's land use planning framework, and the decisions that are made, will prioritize compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities that will support convenient access to housing, quality employment, services and recreation.

Policies 2.1.4 of PPS require municipalities to:

- Provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area (2.1.4).
- Maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development (2.1.4 (a)).
- Maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans (2.1.4 (b)).

Policies 2.1.6 of the PPS identifies that municipalities are to support the achievement of complete communities by:

- Accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs (2.1.6 a));
- Improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society (2.1.6 b)); and,
- Improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups (2.1.6 c)).

Policies B.2.1.1, B.3.2, and B.3.2.4.10 of the UHOP state:

- The lands within the existing urban boundary represent a 30-year supply of designated urban land and are intended to accommodate all of the City's projected urban growth.
- One of the goals of the housing policies is to ensure that there must be a sufficient supply of housing.
- The City will ensure the ability to accommodate residential growth for a minimum of 15 years.

In our opinion, the in-force applicable planning policy framework requires the City to accommodate its planned growth. It also requires that for settlement area boundary expansion, planning authorities shall consider the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses.

As described in Section 3.0 of this report, the City through its GRIDS 2 process prepared a LNA in accordance with the provincial methodology, which concluded that additional urban land is needed to accommodate growth. More specifically, the LNA, which was prepared by the City's retained consultants and peer reviewed identified the following four growth strategies that conforms with the applicable provincial planning policies (the PPS (2020) and Growth Plan, which were in force and effect at the time) and all requiring an urban boundary expansion:

1. Current Trends: a growth forecast based on a 40 % minimum intensification target and a 3,440 hectare boundary expansion
2. Growth Plan Minimum: a growth forecast based on a 50 % minimum intensification target (Growth Plan minimum) and a 2,200 hectare boundary expansion.
3. Increased Targets: a growth forecast based on a 50 % minimum intensification target (1st 10 years), 55 % (2nd 10 years) and 60 % (final 10 years) and a 1,640 hectare boundary expansion.
4. Ambitious Density: a growth forecast based on a 50 % minimum intensification target (1st 10 years), 60 % (2nd 10 years) and 70% (final 10 years) and a 1,340 hectares boundary expansion

This analysis using the provincial LNA methodology was prepared by Lorius and Associates and then peer reviewed by Watson & Associates Economists Ltd., both of whom are experts in land economics and LNA's. These experts concluded and confirmed that additional urban land is needed to accommodate the City's growth to 2051. Then, based on this work from the LNA, City Staff recommended the Ambitious Density Scenario, which confirmed that at least 1,340 hectares of additional urban land is needed to accommodate the City's growth. However, when the Official Plan Amendment to implement the Ambitious Density Scenario was before Council, Council decided to modify the OPA to rely entirely on intensification within the City's existing Urban Boundary (81%) and within the existing designated greenfield area (19%), rather than the escalating intensification of 50 to 70% over 30 years in addition to adding 1,340 hectares being added to the urban boundary. There was no analysis provided with respect to how the minimum forecasted growth could be accommodated through the 100% intensification scenario provided for by Council. Further, such a scenario was not recommended by the City's LNA consultant nor the LNA peer reviewer. Furthermore, the LNA was prepared by Lorius and Associates and peer reviewed by Watson & Associates Economists Ltd., both of whom are experts in land economics and LNA's. These experts confirmed that additional urban land is needed to accommodate the City's growth to 2051.

In this regard, there is a demonstrated need for additional land to meet the City's growth projections to 2051. Given that the City has not expanded the urban boundary through its Municipal Comprehensive Review / GRIDS 2 process, it is our opinion that a privately initiated site-specific Official Plan Amendment application to expand the Urban Boundary is appropriate to address the demonstrated need for additional urban land, in an appropriate location. This will allow the City to designate and plan for additional land to accommodate an appropriate range and mix of land uses to meet the City's needs to 2051.

It also allows the City to have lands identified for future growth considering the identified need for lands to be added outside of the urban boundary, as concluded by the LNA and MCR/GRIDS 2 process.

As discussed, the Council decision to not include growth areas for the City through an Urban Boundary expansion did not align with the LNA and the peer review of the LNA. In this regard, we reiterate that the LNA did not assess the 'No Urban Boundary Expansion' growth scenario, and City staff undertook a high-level mathematical calculation to assess this scenario, ultimately concluding that it would require an intensification rate of 81% for the planning horizon from 2021-2025. As stated in the City's Staff Report PED17010(i) – GRIDS 2 and Municipal Comprehensive Review – Final Land Needs Assessment, both City staff and the City's land needs consultant do not consider the 'No Urban Boundary Expansion' growth scenario as an option that would satisfy provincial requirements for a market based land needs assessment, as it would not result in the provision of a market-based supply of housing to provide the full range of required unit types, in accordance with the mandated method for undertaking the land needs analysis.

Contrary to the Council decision, the Province's LNA methodology (2019) document provides that "*municipalities shall plan for and designate a sufficient supply of land to accommodate an appropriate range and mix of land uses to meet projected needs to the Plan horizon*" and "*...to provide sufficient land to accommodate all market segments so as to avoid shortages that would drive up land cost for both housing and employment uses.*" This direction in the LNA methodology provides guidance to provide a mix of housing types to avoid shortages that would drive up cost aligns with the in-force policy direction in the PPS. In this regard, it is our opinion that the City should be planning for growth on lands adjacent to the urban area boundary. Introducing the subject site to the City's Urban Area boundary will accommodate growth in the City through to 2051 and beyond and will contribute to supporting the City's achievement of the minimum population and employment forecast as identified in policies 2.1.1 and 2.1.2 of the PPS. Further, this approach to plan for growth will help to support the broad range of housing types in different market segments, providing a range of housing choices provided for in the PPS (2024).

Planning for urban growth on the subject site is also aligned with the provincial planning policy framework, namely the PPS, that includes an updated framework for growth, including an updated approach for SABE's. The criteria in the PPS to address growth is to be considered with respect to this application, as it establishes a new vision for Ontario, which includes a strong desire to increase the supply and mix of housing options to address the provincial housing crisis and growing population and workforce.

In this regard, and as stated above, policies 2.1.1, 2.1.3, 2.1.4, and 2.3.2.1 of the PPS state:

- The City shall base population and employment growth forecasts on the Ontario Population Projections published by the Ministry of Finance .
- The City is to ensure sufficient land is made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years and not more than 30 years.
- The City is to maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development.
- The urban boundary can be expanded at any time and without a size restriction subject to certain criteria.
- Criteria for SABE's including the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses.

These policies reinforce the need to provide a sufficient supply of housing to accommodate growth to 2051, which may include an urban boundary expansion where. In this regard, it is our opinion, that there is a need to expand the urban boundary to accommodate the City's projected growth.

The analysis completed for the City's LNA and its peer review as well as the Housing and Land Needs Assessment completed by Parcel all conclude that the City needs additional land to accommodate growth to 2051. In our opinion, the subject site should be included in the City's Urban Boundary to contribute to the provision of land available for development. Further, the proposed OPA provides policy direction regarding the requirements for subsequent approvals, including the list of required studies for a secondary plan is appropriate and desirable. Expanding the City's Urban Boundary to include Elfrida is consistent with and conforms to in-force Provincial policies and plans.

The proposed OPA will add the subject site to the urban boundary, with a policy framework that includes a requirement for a secondary plan prior to any development occurring. In this regard, the HLNA confirms the findings in the LNA and concludes that if the population growth forecasts from the Ministry of Finance are applied, as per the PPS, it would result in a shortfall of 38,610 units will require an additional 1,780 gross hectares of Community Area lands in Hamilton to accommodate growth to 2051. This is an increased need for Community Area lands, beyond the 1,340 hectares identified in the Ambitious Density scenario, and could, in part, be accommodated within the Elfrida Community Area.

7.2 Land Use

As detailed in Section 5.3, the in-force planning policy framework requires the City to demonstrate how it will accommodate its planned growth, and through a land needs assessment how it can accommodate its projected growth through the planning horizon. Through its GRIDS 2 process, the City's LNA identified that additional land is needed to accommodate the City's growth to 2051. In our opinion, the inclusion of the subject site into the City's Urban Boundary is appropriate as it contributes to fulfilling the demonstrated need for additional urban land, in conformity with the direction of the PPS.

The proposed OPA includes direction on the requirements to bring the lands into the Urban Boundary and create a Secondary Plan that will establish the detailed land uses. In this regard, the proposed OPA has considered the Implementation policies of Chapter F of the UHOP which establish criteria for the consideration of amendments to the UHOP. These UHOP policies require that the City have regard for:

- a. The impact of the proposed change on the City's vision for a sustainable community, as it relates to the objectives, policies and targets established in the UHOP; and,
- b. The impact of the proposed change on the City's communities, environment and economy and the effective administration of the public service (Policy F.1.1.5).

With respect to item a) above, the UHOP as a whole provides the direction to achieve the social, economic and environmental objectives of the City's Vision (Policy 1.3) as a sustainable community, and its goals, objectives and policies are interconnected and interrelated, and build on one another (Policy 1.5). In this regard, Section A.2.2 identifies ten directions to guide development, including:

1. Plan for climate change mitigation and adaptation and reduce greenhouse gases;
2. Encourage a compatible mix of uses in neighbourhoods, including a range of housing types and affordabilities that provide opportunities to live, work, learn, shop and play, promoting a healthy, safe and complete community;
3. Concentrate new development and infrastructure within existing built-up areas and within the urban boundary through intensification and adaptive re-use.
4. Protect rural areas for a viable rural economy, agricultural resources, environmentally sensitive recreation and the enjoyment of the rural landscape.
5. Design neighbourhoods to improve access to community life for all, regardless of age, ethnicity, race, gender, ability, income and spirituality.
6. Retain and intensify existing employment land, attract jobs in Hamilton's strength areas and targeted new sectors, and support access to education and training for all residents.
7. Expand transportation options through the development of complete streets that encourage travel by foot, bike and transit, and enhance efficient inter-regional transportation connections.

8. Maximize the use of existing buildings, infrastructure, and vacant or abandoned land.
9. Protect ecological systems and the natural environment, reduce waste, improve air, land and water quality, and encourage the use of green infrastructure.
10. Maintain and create attractive public and private spaces and respect the unique character of existing buildings, neighbourhoods and communities, protect cultural heritage resources, and support arts and culture as an important part of community identity.

Further, Policy A.2.4.2 defines the requirements for Secondary Plans for urban expansion areas to create new communities that are more sustainable and inclusive than those built in the past. These requirements include:

- The creation of complete communities;
- Provision for a range of housing types, forms, and tenures including affordable housing and housing with supports;
- Development of an integrated transportation network that is planned based on a complete streets approach, prioritizes transit and active transportation and provides safe and accessible travel options;
- Street design and layouts that provide urban greening and support active transportation and transit;
- Protection and enhancement of the Natural Heritage system;
- Adaptation to climate change, including innovative approaches to storm water management and protection of communities and infrastructure from risk associated with natural hazards;
- Implementation of strategies to reduce greenhouse gas emissions; and,
- Development of financial strategies to recover the lifecycle costs of infrastructure and community facilities.

In response to the above, we note that the proposed OPA to include the lands in the City's urban boundary are appropriate as they represent a location that can make efficient use and extension of existing servicing, transportation and transit infrastructure as well as community and public service facilities in the area, contributing to climate change mitigation. In this regard, the Functional Servicing Feasibility Report, prepared by Stantec, confirms that much of the necessary sanitary servicing infrastructure to service Elfrida has been constructed, while water and stormwater servicing can easily be accommodated through modest extensions to existing infrastructure. Capitalizing on these existing infrastructure facilities is consistent with and conforms to provincial and City planning policy and represents good planning. It also addresses the criteria related to recovering costs for infrastructure and community facilities.

With respect to transit infrastructure, there is existing bus transit and planned higher order transit along the subject site's Rymal and Upper Centennial Parkway frontages. As outlined in Section 2.5, the existing HSR Route 44, which travels across the City and connects to the Ancaster Business Park in the west and the Confederation GO Station in the north-east, is planned to be upgraded to an express bus route. This is part of the City's Local Transit Strategy which, among other items, seeks to increase ridership through the introduction of additional bus service on the BLAST corridors. The planned upgrade (conversion of Route 44 to Route 40 – see Section 2.5) would implement the S-Line of the BLAST network on an upgraded bus service to assist with the implementation of the future higher order transit corridor.

Regarding the protection and enhancement of the Natural Heritage System, the Preliminary Opportunities and Constraints Mapping report concludes that the subject site can be developed

in a responsible manner to minimize impacts and provide a net ecological benefit to the natural heritage features and constraints that exist within the subject site.

Elfrida is considered lower priority Prime Agricultural lands and therefore are a reasonable location for development compared to other lands within the City's prime agricultural area, as concluded in the AIA prepared by Colville Consulting Inc. As also noted in the AIA, adding some Prime Agricultural lands to the urban boundary cannot be avoided to meet the City's identified needs for housing lands. Expanding the City's Urban Boundary to include Elfrida contributes to the protection of the City's other rural areas and agricultural resources by focussing growth in this location.

In accordance with the above, the direction of Policy F.1.2.1 and F.1.2.8 of the UHOP, and Policy F.1.1.5.b), the proposed Official Plan Amendment establishes that a Secondary Plan be prepared that is based on detailed background studies that will ultimately result in the identification of neighbourhoods, nodes, corridors, land use designations, and overarching policies that will guide the orderly development of the subject site.

The requirements for the Secondary Plan outlined in the proposed OPA will ensure the impacts on the City's communities, environment and economy and the effective administration of the public service is considered in detail prior to any development occurring.

As outlined in the proposed Official Plan Amendment, the detailed background studies will, among other things:

7.3 A Planned Transit-Supportive and Complete Community

- Establish appropriate land use designations across the subject site, including locations of employment, retail and commercial, residential, institutional uses and parks and open spaces, among others, to create a complete community and provide for the daily needs of future residents;
- Provide policies that require an appropriate range and mix of uses including housing type, forms and tenures;
- Define a neighbourhood structure that implements orderly and compatible land uses and makes efficient use of land and infrastructure;
- Define the limits of Natural Heritage System features on the subject site including their associated buffers, through the preparation of an Environmental Impact Assessment;
- Define a transportation and transit network that can support any planned growth, allows for multi-modal travel options and is designed according to a detailed Transportation Study;
- Establish a comprehensive infrastructure and servicing strategy, including stormwater management;
- Requires the preparation of a financial analysis to address the provision of infrastructure and community facilities, as necessary.

Based on the foregoing, it is our opinion that the proposed Official Plan Amendment results in a framework that satisfactorily addresses Policy F.1.1.5, and the UHOP as a whole as it relates the lands being added to the urban area of UHOP. Further, the subject site offers a logical extension for growth, making efficient use of resources and infrastructure. It provides a natural progression of the pattern of development to the east and south, allowing for direct connections into the existing urban area and allowing additional support for commercial and community amenities already operating in the immediate context, without impact on important agricultural areas.

The PPS and UHOP both define complete communities as:

“Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.”

In our opinion, including Elfrida in the City’s Urban Boundary and providing policy direction in the associated Official Plan Amendment to require that when the lands are brought into the Urban Area, a Secondary Plan is prepared and planned as a complete community, is appropriate and desirable in land use planning terms, because it will conform to Provincial and City planning policy.

The Preliminary Structure Plan prepared in support of this proposed Official Plan Amendment for the Urban Boundary Expansion demonstrates that Elfrida can be designed as a complete community, and it is our opinion that it will make the surrounding lands a more complete community. In this regard, the lands immediately west and north of the subject site are designated *Neighbourhoods* with a *Community Node* and *Secondary Corridors* along Rymal and Centennial Parkway. The surrounding lands are primarily comprised of low-rise neighbourhoods with grade related housing and low-rise commercial areas along Rymal Road and Centennial Parkway. Although these areas include

commercial amenities and public service facilities, including parks, schools, community centres, etc., they lack higher density housing forms and mixed-use development. Through more detailed planning for Elfrida, a range of housing forms and uses can be integrated into the plan, supporting the site and its surroundings.

With respect to transportation options, the S-Line along Rymal Road and Upper Centennial represents a significant opportunity to introduce higher order transit. In our opinion, it is unlikely that the S-Line will be upgraded to a higher order transit line without Elfrida, because it will need the development and transit riders to make the investment in an upgrade feasible. The BLAST Network was introduced as part of the City's 2007 Transportation Master Plan (the "**2007 TMP**"), which was completed as part of GRIDS. In this regard, GRIDS and the 2007 TMP informed the RHOP and UHOP, which designated Elfrida as a Future Urban Growth District. In our opinion, a higher order transit line should include development on both sides of the corridor in order to provide the necessary transit riders and density to make the transportation infrastructure investment feasible. It will also make the existing urban area more accessible and more complete.

The previous decisions that identified Elfrida as a Future Urban Growth District were purposeful and guided the City's planning and infrastructure investments to make the City a complete community. GRIDS culminated in an urban structure that *"encourages a more compact urban form, land use intensification and transit-supportive node and corridor development"*. This urban structure was implemented in the UHOP and continues to

apply today. In this regard, the UHOP identifies the urban nodes (Downtown Urban Growth Centre, Sub Regional Service, and Community nodes) and connects them through Primary and Secondary urban corridors. Policy E.2.3 of the UHOP states that urban nodes are intended to provide for a broad range and mix of uses in an area of higher density and will have access to higher order transit. Policy E.2.4 states that urban corridors are planned to link the communities across the City and be the focus of intensification.

The City's approved urban structure is illustrated in the UHOP and is based on the original node and corridor structure first introduced by GRIDS, which identified Elfrida as a Future Urban Growth District. This led to the designation of the corner of Upper Centennial and Rymal as a "Community Node", Rymal road and Upper Centennial Parkway as "Secondary Corridors", and the S-Line as a "Potential Higher Order Transit". In our opinion, these urban structure elements provide for a complete community across the City and particularly for the lands directly abutting Elfrida. Without Elfrida, the Community Node designation is smaller and disconnected from the surrounding lands, and the secondary corridors abutting Elfrida would be single loaded. In our opinion, including Elfrida within the City's Urban Boundary implements the original GRIDS vision and would plan for a more fulsome Community Node that can complement the surrounding areas and provide for complete corridors that are transit-supportive and allow for the implementation of the S-Line as a higher order transit corridor. In this regard, the Preliminary Structure Plan reinforces the urban structure with a completion of the Community node transit supportive uses along the Secondary Corridors.

7.4 Urban Boundary Expansion

The identification of Elfrida as a Future Urban Growth District, dating back to 2006, has resulted in significant public infrastructure investments. It is our understanding that the City has already invested in public infrastructure to support the development of Elfrida, as early as the 2011 Development Charges Background Study and by-law. It is also our understanding that the value assigned to projects for Elfrida by the City is approximately \$229 million with approximately \$46.8 million of costs already incurred. These funds have been used for sanitary and road improvements that are directly related to the growth associated with Elfrida.

Accordingly, it is our opinion that an Official Plan Amendment that includes Elfrida in the City's Urban Boundary is appropriate and desirable in land use planning terms, since it:

- Implements and facilitates the City's current planned urban structure and will provide for a complete community across the City;
- Will make the lands and neighbourhoods abutting Elfrida a more complete community;
- Allows for more transit-supportive development that will make it more complete and provide the necessary ridership to upgrade the S-Line to a higher order transit corridor; and
- Will capitalize and make efficient use of the infrastructure upgrades and public investment directed to Elfrida.

The following summarizes how the proposal addresses the criteria used to evaluate settlement area boundary and urban boundary expansions based on the criteria outlined in Section 2.3.2 of the PPS (2024), and how the proposal meets these requirements. In this regard, the justification for the requested expansion includes addressing:

- The need to designation and plan for additional land to accommodate an appropriate range and mix of land uses;
- If there is sufficient capacity in existing or planned *infrastructure* and *public service facilities*;
- Whether the applicable lands comprise *speciality crop areas*;
- The evaluation of alternative locations which avoid *prime agricultural areas* and where avoidance is not possible, consider reasonable alternatives on lower priority agricultural lands in *prime agricultural areas*;
- Whether the new or expanded *settlement area* complies with the *minimum distance separation formulae*;
- Whether impacts on the *agricultural system* are avoided, or where avoidance is not possible, minimized and mitigated to the extent feasible as determined through an *agricultural impact assessment* or equivalent analysis, based on provincial guidance; and
- The new or expanded *settlement areas* provides for the phased progressions of urban development.

7.5 Public Service Facilities, Emergency Service Facilities & School Accommodation Issues Assessment

Importantly, the PPS policies regarding settlement area boundary expansions differ from the Provincial policies that were in-effect at the time that the City's Official Plan was prepared and approved by the Province in that these new policies remove the requirement for a comprehensive review and do not limit when a *settlement area* boundary expansion may occur, provided that criteria are met. Further, the Provincial policies regarding the criteria for *settlement area* boundary expansions no longer include the need to demonstrate that there are insufficient opportunities to accommodate forecasted growth within lands designated for development before permitting *settlement area* expansions.

These changes from the Province regarding *settlement area* boundary expansions in the PPS reinforce that the City's current direction for urban boundary expansions in the Official Plan is no longer be consistent with Provincial policy. The following sections include our opinion and analysis regarding the City's urban boundary expansion policies including addressing the applicability of these policies with respect to the PPS.

Given that several of the criteria for *settlement area* and urban boundary expansions deal with matters that are similar or related, the following sections categorize the analysis and justification based on common matters. Further, where applicable, Section 6.0 above includes summaries and conclusions extracted from more detailed background reports provided under separate cover that have been prepared in support of the requested expansion.

The PPS and UHOP establish the importance of the provision of a full range and mix of land uses, including public service facilities (also known as community services). The PPS defines public service facilities as:

“Public Service Facilities: means land, buildings and structures, including but not limited to schools, hospitals and community recreation facilities, for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health, child care and educational programs, including elementary, secondary, post-secondary, long-term care services, and cultural services.

Public service facilities do not include infrastructure.”

Similarly, the UHOP defines Community Facilities/ Services as:

“Community Facilities/Services: means lands, buildings, and structures that support a high quality of life for people and communities by providing services for health, education, recreation, social or cultural activities, security and safety. Community facilities/services may include but not be limited to community and recreation centres, arenas, parks, health care facilities, day care centres, senior's centres, emergency medical services, fire services, police services, cultural facilities, places of worship, museums, schools, and libraries. Community facilities/services may be publicly or privately owned and/or operated.”

Together, these policy documents place importance on ensuring that development within designated growth areas is orderly and aligns with the timely provision of infrastructure and public service facilities.

The PPS states that states that planning authorities should support the achievement of complete communities by accommodating a full range and mix of land uses, including but certainly not limited to public service facilities (Policy 2.1.6). Section 3.1 of the PPS provides General Policies for Infrastructure and Public Service Facilities and identifies that they should be provided in an efficient manner that accommodates projected needs through the integration of land use planning and growth management, that the use of existing infrastructure and public service facilities be optimized, that infrastructure and public service facilities be strategically located to support effective and efficient delivery of services, and that they should be planned and co-located with one another to promote cost-effectiveness and facilitate service integration.

The UHOP states that community facilities/services are fundamental elements of communities, and that they are key components of complete communities that can be either publicly or privately owned (Section B.3.5). It is a policy goal of the UHOP to achieve equitable and efficient access, distribution, and integration of community facilities/services to meet the needs of all residents throughout all stages of their lives (Policy B.3.5.1.2), and

to provide community facilities/services in an efficient sustainable manner that optimizes their use, minimizes their environmental impacts, and promotes their flexibility to adapt to changing needs (Policy B.3.5.1.3).

There is an acknowledged need to ensure that appropriate public service facilities be provided within the subject site. An inventory of the existing available public service facilities is provided in Section 2.6 above.

It is anticipated that a total of approximately 114,900 persons will be introduced through the full-build out of the Elfrida lands, subject to a detailed secondary planning process which may further refine these numbers. This population will not be realized immediately; instead, it will be phased and appropriate public service facilities will be secured as appropriate and in locations that will be determined by the future secondary planning process for the subject stie.

Recreation Needs

Based on the City of Hamilton’s Recreation Master Plan (January 2022), it is recommended that new space and facilities should keep pace with growth to ensure that residents will be served by appropriate public service facilities and resilient physical infrastructure. The Recreation Master Plan recommends that the City provides new public service facilities based on the provision of one location per a number of residents, as follows:

Table 4 - Recreational Needs - Hamilton Recreation Master Plan

Public Service Facility	Provision of Facility / Population	Radius
Community Recreation Centres	1 Facility / 27,500 residents	Up to 2.5km
Indoor Pools	1 Pool / 30,000 residents	Up to 2.5km
Outdoor Pools	1 pool / 10,000 children and youth aged 5 – 19 years	Up to 2km
Gymnasiums	1 gymnasium / new Community Recreation Centre	
Seniors Recreation Space	n/a	2km (hub and spoke model)
Arenas	1 municipal (or partnered) ice pad / 4,500 youth OR 1 ice pad / 28,750 residents	Up to 2.5km
Community Hall	Case-specific assessment	n/a
Soccer / Multi-Use Field	1 field / 3,500 residents OR 1 field / 100 registered participants	n/a
Baseball Diamonds	1 diamond / 80 registered participants	n/a
Cricket Fields	1 field / 150,000 residents	n/a
Playgrounds	n/a	500 – 800m (within residential area)
Outdoor Fitness Stations	1 station / 60,000	Up to 2km

Public Service Facility	Provision of Facility / Population	Radius
Tennis Courts (public or club)	1 court / 8,000 residents	2km – 2.5km radius
Pickleball Courts	n/a	Up to 2km
Basketball and Multi-use Courts	1 court / 650 youth ages 10 – 19	Up to 1km
Spray Pads	n/a	1km to 1.5km (within residential areas)
Skateboard Parks	1 park / 7,500 youth ages 10 – 19	1km to 5km
Bike Parks and Pump Tracks	n/a	Up to 5km
Leash Free Dog Zone	Minimum 1 zone per City ward	n/a

In addition to the above, we note that the City’s 2024 Development Charges study identifies the need for a new 12,000 square foot library branch to be located within Elfrida.

Emergency and Medical Services

As listed above, there are two emergency service providers (Hamilton Fire Department Station 17 and Medic Services) located in proximity to Elfrida. They are located 1.5 kilometers and 2.25 kilometres from the closest point of the subject site, respectively.

There are two medical service providers located in proximity to Elfrida, being Southmount Health Care and Paramount Medical Care. They are located immediately adjacent to, and 2.25 kilometers from the closest point of the subject site, respectively.

We further note that the 2024 Development Charge Study identifies one new fire station to be located within the Elfrida / Upper Stoney Creek Growth Area as part of the City’s 10-year capital program.

Through the secondary planning process, consideration will be given to determining whether new emergency and medical services must be provided within the subject site to ensure the efficient delivery of medical, fire and police services. This will be determined in coordination with the appropriate agencies (Hamilton Police and Hamilton Fire Department, among others as appropriate).

School Accommodation

Hamilton Wentworth District School Board

According to the Hamilton Wentworth District School Board Long-Term Facilities Plan (the “**Plan**”), the subject site is located partially within the Upper Stoney Creek Elementary Planning Area and partially within the Glanbrook Elementary Planning Area, and within the Secondary Planning Area – South.

Table 5 below provides the utilization of the elementary and secondary schools within the applicable Planning Areas d. It specifically the existing enrollment rates (2023 data) and their anticipated enrollment rates in 2028 and 2033.

Table 5 - Hamilton Wentworth District School Board Planning Areas - Elementary

School	2023 Enrollment (Utilization)	2028 Enrollment (Utilization)	2033 Enrollment (Utilization)
Billy Green Elementary School	99%	85%	84%
Gatestone Elementary School	88%	108%	102%
Janet Lee Elementary School	126%	136%	118%
Mount Albion Elementary School	100%	117%	107%
Shannen Koostachin Elementary School	141%	100%	106%
Tapleystown Elementary School	173%	0%	0%
<i>Unnamed</i> New Stoney Creek Elementary School	--	107%	103%
Bellmoore Elementary School	155%	110%	101%
Ecole Elementaire Michaelle Jean	115%	110%	110%
Mount Hope	136%	107%	101%
<i>Unnamed</i> New Glanbrook Elementary School	--	78%	101%
Saltfleet Secondary School	110%	150%	152%

Hamilton Wentworth Catholic District School Board

The Hamilton Wentworth Catholic District School Board identifies the utilization rates for elementary and secondary schools. **Table 6** below provides the long-range utilization projections for the elementary and secondary schools that are located within the 'Planning Area' within which the subject site falls.

Table 6 - Hamilton-Wentworth Catholic District School Board Utilization Rates

School	2024-2025 Enrollment (Utilization)	2033-2034 Enrollment (Utilization)
Bishop Ryan	142%	258%
Our Lady of the Assumption	171%	229%

Implications for Elfrida

Of the schools listed above, the subject site is located within the catchment area of five existing public elementary schools, one existing catholic elementary school and one existing catholic secondary school, based on the Hamilton Wentworth District School Board school boundaries map for the 2023-2024 year⁴. Of these schools, all are at or over capacity in the immediate term and expected to remain at capacity through 2033 / 2034.

We anticipate that new elementary and secondary schools will be required in support of the future development of the subject site. The number of schools and location will be determined through a future secondary planning process, in coordination with the Hamilton Wentworth District School Board and the Hamilton Wentworth Catholic District School Board.

As discussed above and in Section 2.6 of this report, there are a variety of community facilities/services and public service facilities available in the area. We acknowledge the need to provide ensure adequate provision of public service facility to address the increase in population that will result from the future development of the subject site.

Through the associated secondary planning process, consideration will be given to ensure that the provision of public service facilities is secured appropriate locations, and in a manner that efficiently and equitably optimizes the provision of public service facilities to meet the everyday needs of existing and future residents through their entire life cycle.

³ Data received from: https://www.hwdsb.on.ca/wp-content/uploads/2023/09/SchoolBoundaries_2023-2024_plotter.pdf



Conclusion

From a planning perspective, the inclusion of Elfrida into the City's Urban Boundary is appropriate and desirable given that it will identify lands to be considered for future urban uses to accommodate the City's population and employment growth in a location that is within the City's *whitebelt lands*, immediately adjacent to the existing urban boundary, can optimize the use of existing and planned infrastructure, is along a future higher order transit route, and is at a location that has historically been identified as a Future Urban Growth District by the City.

Planning for future growth in this area is also consistent with the policy direction articulated in the PPS, while conforming to the urban structure vision established in the UHOP. In addition, the proposed OPA establishes a policy framework to implement the urban boundary expansion(s) to ensure it occurs in an orderly manner and includes the requirements for a comprehensive secondary plan that ensures the Elfrida lands are planned in a way that is consistent with and conforms to provincial policy and the intent of the UHOP/RHOP .

Furthermore, the proposed OPA is supported by the LNAs, which identify that additional community lands are needed to accommodate the City's growth to 2051. In this regard, the inclusion of the Elfrida lands in the City's Urban Boundary is appropriate for future urban growth will allow the City to expedite development and provide housing and supporting uses for its rapidly growing community.

Accordingly, this planning rationale concludes that the proposed OPA is appropriate and desirable in land use planning terms, and we recommend that the application be approved.



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