



# PLANNING JUSTIFICATION REPORT

# White Church Secondary Plan

Glanbrook, Hamilton Project No. 464-22

Prepared for: Whitechurch Landowners Group Inc. By: UrbanSolutions Planning & Land Development Consultants Inc.

# DECEMBER 2023

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# 1. Introduction

UrbanSolutions Planning & Land Development Consultants Inc. (UrbanSolutions) has been retained by the Whitechurch Landowners Group Inc., the registered landowner group associated with the lands municipally known as the White Church Urban Expansion Area in the City of Hamilton (subject lands). Specifically, UrbanSolutions has been retained to assist in the coordination and preparation of planning applications necessary to facilitate an Official Plan Amendment to establish a Secondary Plan for the subject Urban Expansion Area.

The enclosed application and supporting materials constitutes a complete application as described in Section No. 22 of the *Planning Act*.

Currently, White Church Secondary Plan Landowners Group consists of the landowners of approximately 40% of the Secondary Plan area. The members of the Whitechurch Landowners Group comprise of Wilson St. Ancaster Inc., Cedar City (Mount Hope) Inc., Alinea Group Holdings Inc. and Greenhorizons Group of Farms Ltd. Each member of the Landowners Group has extensive experience developing in the City of Hamilton with numerous developments and communities around the municipality. The group was formed at the beginning of 2023 and is united in their intent to create a complete community which implements best practices in planning within the White Church Secondary Plan area.

This Planning Justification Report (Report) has been prepared in support of the enclosed Official Plan Amendment to permit the establishment of the proposed Secondary Plan. The proposed White Church Secondary Plan area totals +/- 326.0 hectares and consists of approximately 219.80 hectares of residential, 16.38 hectares of commercial, 36.36 hectares of parks and open space as well as 7.30 hectares of institutional land use designations to facilitate a complete community. A detailed description of this proposal can be found in Section 2 of this report.

This Report provides an overview of the subject lands and a detailed description of the proposal, a description of the supporting studies and a

detailed review of the applicable planning policy framework. This Report also provides the planning justification in support of the proposed Secondary Plan through the evaluation of the planning merits of the Official Plan Amendment application.

#### 1.1 Location

The subject lands comprise of an irregularly shaped grouping of parcels generally bounded by Upper James Street to the west, Airport Road East to the north, Miles Road to the east and White Church Road East to the south. Additionally, a portion of the Secondary Plan area extends north of Airport Road East. This portion is also irregular in shape and is informally referred to as the 'panhandle' (see Figure 1). The study area comprises of approximately 326 hectares of land, with approximately 288 hectares being developable when taking into account study area constraints such as natural heritage features, stormwater management ponds, etc., as shown in Figure 1.

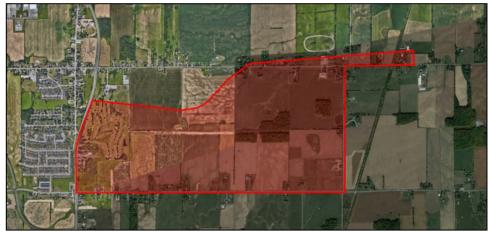


Figure 1 – Subject Lands

#### 1.2 Site Description and Surrounding Context

The subject lands are situated within Ward 11 located directly east of the Mount Hope community. The subject lands are occupied by a small collection of single detached dwellings, agricultural plots and the Southern Pines Golf & Country Club which fronts onto Upper James Street. The site has +/-1,775.0 metres of frontage on Airport Road East, +/- 1,316.0 metres on Miles Road, +/- 2,848.0 metres on White Church Road East and +/- 985.0 metres on Upper James Street and is approximately 326.0 hectares (0.43 acres) in size.

The densities, built forms and land uses surrounding the subject lands are predominately single detached residential uses and agricultural land as illustrated in Figure 2 and outlined below:



Figure 2 – Neighbourhood Context

**North**: Abutting the subject lands to the north, across Airport Street East, is a mix of 1.5 – 2-storey single detached dwellings, farm buildings, agricultural fields and the Willow Valley Golf Course further north.

**East**: East of the subject lands is Miles Road, where a small collection of 2-storey single detached dwellings and large agricultural fields have frontage.

**South**: Abutting the subject lands to the south, across White Church Road East, is a small quantity of 1 to 2-storey single detached dwelling and agricultural fields.

**West**: West of the subject lands, across Upper James Street, there is a residential subdivision comprising of predominantly 2-storey single detached dwellings and the balance of the Mount Hope community.



#### 1.3 Application History

#### Formal Consultation (FC-23-040)

On January 27, 2023 a Request for Formal Consultation was submitted to the City of Hamilton for the lands subject lands for the creation of a Secondary Plan to implement the Urban Expansion Area land use designations on Schedule E-1 of the UHOP. Following the City of Hamilton's review of the application, a Development Review Team meeting took place on March 22, 2023. Further, a Formal Consultation Document was issued by the City of Hamilton dated April 18, 2023.

#### 1.4 Transportation Context

#### Transportation

The subject lands have frontage on White Church Road East, Upper James Street, Airport Road East and Miles Road. White Church Road East and Upper James Street are classified as Major Arterial Roads in Schedule C – Functional Road Classification in the Urban Hamilton Official Plan (UHOP). Further, Airport Road East is identified as a Minor Arterial Road on Schedule C – Functional Road Classification of the UHOP. While Miles Road's Road Classification has not yet been evaluated by the City of Hamilton. White Church Road East, Airport Road East, Miles Road and Upper James Street are all two-way, two-lane streets.

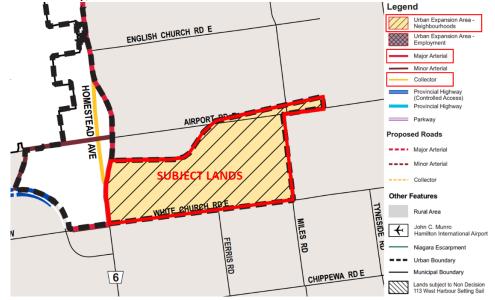


Figure 3 – Urban Hamilton Official Plan – Schedule C: Functional Road Classification

As seen in Figure 3, an existing Route 20 HSR transit stop is located at the north-west corner of Homestead Drive and Airport Road West, approximately 380 metres northwest of the subject lands. With these options, it is anticipated that eventual build out of the White Church Secondary Plan area will generate demand for an expansion of transit options in the area and allow future residents to be well connected to transit infrastructure.



Figure 4 – HSR Route Map

# 2. Proposed Secondary Plan

The proposed Secondary Plan area is anticipated to be developed with approximately 4,836 residential units, three elementary schools, one community park, four neighbourhood parks, 16.39 hectares of commercial land uses, 16.45 hectares of natural open space and a recreational trail. The residential units will be contained in single detached dwellings, semi-detached dwellings, street townhouse dwellings, stacked townhouse dwellings, low – mid-rise multiple dwellings and low – mid-rise mixed use buildings. It is noted that the total residential unit count could be higher when development occurs as the lands designated as Mixed Use Medium Density have not been included in the estimated residential calculation. The ultimate tenure of the residential dwellings in the Secondary Plan area will

be at the discretion of individual landowners through planning applications in the future. However, it is anticipated that the tenure of proposed dwellings will be dictated by market conditions and vary from freehold ownership to purpose built rental and condominium units. The Land Use Plan for the proposed development is contained within Appendix A of this Report.

#### 2.1 Planning Applications

A version of this Secondary Plan concept was first presented via Formal Consultation No. FC-23-040. This Land Use Plan evolved and was refined via the Development Review Team meeting and the Land Use Plan as proposed in this submission reflects the comments provided by the City. Further, the Land Use Plan was also being informed by the various studies completed in support of the application.

The Formal Consultation process confirmed the studies, plans and reports that are required to be submitted for a "complete" application as per the *Planning Act*. In addition to this Planning Justification Report, the following materials are required to support the planning application:

- Survey Plan
- Concept Plan
- Draft Official Plan Amendment and By-laws
- Commercial Needs and Impact Assessment
- Urban Design Report
- Architectural Urban Design Guidelines
- Stage 1 Archaeological Assessment
- Cultural Heritage Impact Assessment
- General Vegetation Inventory
- Sub-watershed Study inclusive of;
  - Environmental Impact Statement
  - Linkage Assessment
  - Tree Protection Plan
- Hydrogeological Study
- Geotechnical Study
- Financial Impact Analysis
- Recreation Needs Assessment
- School Accommodation Issues Assessment
- School and City Recreation Facility and Outdoor Recreation/Parks Issues Assessment
- Agricultural Impact Assessment inclusive of;

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- Minimum Distance Separation Calculation
- Noise Impact Study
- Transportation Master Plan inclusive of;
  - Cycling Route Analysis
  - o Pedestrian Route and Sidewalk Analysis
  - o Transit Assessment
- Public Consultation Summary and Comment Response
- Secondary Plan Report inclusive of;
  - Housing Report
  - o Planning Justification Report
- Wastewater and Water Servicing Master Plan
- Energy and Environmental Assessment Report

#### 2.2 Required Approvals

The Formal Consultation Document confirms that approval of an Official Plan Amendment application would be required to facilitate the establishment of a Secondary Plan for the area.

The purpose of the Urban Hamilton Official Plan Amendment is to facilitate the creation of the White Church Secondary Plan within Volume 2, Chapter B-5 of the UHOP. The White Church Secondary Plan would include a set of policies, land use designations and schedules which apply to the study area to implement the type of development envisioned for the community. The Draft Official Plan Amendment is contained within Appendix B of this Report.

Future submissions of Zoning By-law Amendment, Site Plan, Draft Plan of Subdivision and Draft Plan of Condominium applications will be required on a site-by-site basis by individual property owners to implement the various land uses permitted within the Secondary Plan area and associated tenures selected for development.

# 3. Supporting Studies

As a result of Bill 150 which establishes the *Planning Statute Law Amendment Act, 2023,* the submission of this application has been expedited. Accordingly, the supporting studies requested through the Formal Consultation process have been prepared as preliminary reports and briefs. To ensure that appropriate considerations still take place prior to any development of the Secondary Plan area, regulating policies have been added to the White Church Secondary Plan to maintain appropriate development within the Secondary Plan area. Specifically, the draft Official Plan Amendment contained in Appendix A includes policies which require the completion of the comprehensive supporting studies set out in the Formal Consultation Document as part of any future planning application to facilitate the development of a parcel within the boundary of the Secondary Plan. The following is intended to provide a brief summary of the supporting studies to be completed in the future to inform development.

#### 3.1 Topographic Survey

As a first step in the preparation of necessary supporting studies, a Topographic Survey Plan was completed by A.T. McLaren for most of the Secondary Plan study area. This Survey Plan identifies the existing grading of the subject lands, determines property boundaries, and confirms the limits of any existing natural heritage features within the Secondary Plan area. This information will then be used as a base layer for many of the future supporting studies and plans to be completed.

#### 3.2 Architectural Urban Design Guidelines

The City's Terms of Reference for Architectural Design Guidelines state the purpose of Urban Design and Architectural Guidelines are to provide design guidance to establish a positive and memorable visual image for built form in new subdivisions and to promote attractive residential developments through attention to the exterior appearance of new housing. Urban Design and Architectural Guidelines are used to create a specific design vision and associated design criteria for a new subdivision which all residential buildings must conform with. These guidelines are typically implemented through a privately administered architectural control process where the design of buildings on individual blocks and lots within a subdivision are approved by a control architect prior to the issuance of building permits.

The Architectural Design Guidelines were prepared by Whitehouse Urban Design to establish the desired character of the Secondary Plan area. The design directions will be informed by all physical site constraints, transportation considerations, servicing requirements, and preferred land use distribution as determined through the previously completed supporting materials. Specifically, the Architectural Design Guidelines will provide design recommendations for streetscapes, various built form, site structuring elements, landscaping, and additional design matters within the Secondary Plan area.

#### 3.3 Urban Design Brief

An Urban Design Brief was completed by Whitehouse Urban Design in conjunction with the Architectural Design Guidelines to provide a summary of the relevant urban design policies for each land use designation of the Secondary Plan based off the Architectural Design Guidelines and Urban Hamilton Official Plan. Together with the Design Guidelines, the Urban Design Report will ensure future development within the Secondary Plan area supports a high quality public realm and built form which is compatible with the surrounding context.

#### 3.4 Financial Impact Analysis

A Financial Impact Analysis has been completed by UrbanSolutions which outlines the estimated revenue generated through the future build out of the Secondary Plan area, as well as the projected municipal costs relating to infrastructure upgrades necessary to accommodate the Secondary Plan area. Projected Development Charges, Building Permit Fees, and the anticipated tax revenues generated by future residents, along with the supplementary infrastructure costs will be summarized in the report. These will be reviewed by the City of Hamilton staff to ensure the municipal budget accounts for the financial implications associated with the proposed increase in population.

#### 3.5 Energy and Environmental Assessment Brief

An Energy and Environmental Assessment Brief has been completed by UrbanSolutions in support of the proposed Whitechurch Secondary Plan. This report details how the individual development proposals shall meet the sustainability policies contained in the Brief. Low impact design and sustainability measures criteria for roads, buildings, and infrastructure are set out in the Energy and Environmental Assessment Report which will be used to guide future development in the study area. Principles such as resource conservation, sustainable design, low impact development, climate change mitigation, vehicle trip reduction and pollution management will all be prioritized through the recommendations of the Energy and Environmental Assessment Reports.

#### 3.6 Housing Report

A Housing Report has been completed by UrbanSolutions in support of the proposed Whitechurch Secondary Plan. This report details the housing information related to the proposed Secondary Plan area including the types and densities of residential units proposed, as well as the corresponding tenures and land use designations. The housing considerations for affordable housing, rent-to-own models and other matters are also outlined for the Whitechurch Secondary Plan within the Report. Ultimately, the Housing Report serves to evaluate the proposed Secondary Plan and associated residential development against the applicable policy framework related to Housing in the Provincial Policy Statement, Growth Plan and Urban Hamilton Official Plan.

#### 3.7 Hydrogeological & Geotechnical Desktop Studies

The Hydrogeological and Geotechnical Desktop Studies prepared by Landtek Limited analyze background information available, site assessment information obtained through visual inspection and data analysis to determine the predicted sub-surface conditions of the properties which make up the Whitechurch Secondary Plan study area to gain an understanding of the anticipated soil characteristics and hydrogeological conditions of the land as well as potential impacts. Once the findings of the comprehensive studies to be completed in the future are known, construction and design recommendations can be made with regards to building foundations, excavations, subgrade soils, lateral earth pressures, site servicing and pond liner considerations, bedding and backfill considerations and pavement design. Within the comprehensive Hydrogeological reporting to occur, water balance, groundwater contour mapping, dewatering considerations, and discussion of the characteristics of local aquifers or aquitards will be discussed.

#### 3.8 Transportation Master Plan Brief

The Transportation Master Plan Brief prepared by NexTrans provides a high assessment of the transportation road network, pedestrian route analysis, cycling route analysis, transit assessment, and other transportation design elements in and around the Secondary Plan study area to provide recommendations on the optimal traffic network to be implemented. Existing and anticipated truck routes, right-of-way improvements, road widenings, and intersection upgrades were considered and incorporated into the Transportation Master Plan Brief. The Transportation Master Plan Brief also identifies any necessary infrastructure improvements which are known at this time, traffic calming measures, and other mitigative measures to facilitate the traffic associated with the proposed Secondary Plan. In addition, analysis of parking demand, cycling routes, pedestrian routes, transit-oriented design and sidewalks has been conducted to ensure the Secondary Plan area is well connected and supportive of multi-modal transportation options.

#### 3.9 Desktop Agricultural Impact Assessment

The purpose of the Agricultural Impact Assessment prepared by DBH Soil Services is to identify and assess agricultural impacts (direct or indirect) from online resources only and provide avoidance or mitigative measures as necessary to offset or lessen any impacts. In this case, the Agricultural Impact Assessment assesses the existing agricultural operations in the surrounding Mount Hope community to ensure they are considered when locating sensitive land uses within the Secondary Plan area. The Assessment concludes that given the geographical location of the Primary Study Area (PSA) lands (within the Urban Boundary of the City of Hamilton), it is the conclusion of this study that the proposed future development of the PSA would have minimal impact on the surrounding agricultural activities within the Secondary Study Area which surrounds the subject lands.

#### 3.10 Cultural Heritage Assessment Report

A Cultural Heritage Assessment Report (CHAR) was prepared by LHC Heritage to inform the existing conditions for the proposed Whitechurch Secondary Plan. The purpose of this report was to identify known and potential built heritage resources and cultural heritage landscapes within the Study Area, provide a description of preliminary impacts that may affect those resources and recommend mitigation measures to lessen or avoid those impacts and inform project planning. This Cultural Heritage Assessment Report (CHAR) has been requested by City Staff in advance of future Cultural Heritage Impact Assessments (CHIAs) to be completed for individual properties. The report also includes a brief overview of the potential impacts the proposed land use plan may have on the identified heritage resources, though it is acknowledged that the majority of impacts and mitigation measures would be explored in future CHIA's on specific properties as part of future development applications, as needed.

#### 3.11 Stage 1 Archaeological Assessment

A Stage 1 Archaeological Assessment has also been undertaken by Archaeological Consultants Canada as part of the future planning applications to develop the subject lands. The objective of the Stage 1 Archaeological Assessment is to gather information about the Study Area's geography, history, land conditions, listed archaeological sites in the vicinity, and previous archaeological research. After all relevant information about the subject lands had been gathered and researched, a recommendation was made on whether there is enough archaeological potential within the study area to warrant a Stage 2 Archaeological Assessment involving test pit surveys. The Stage 1 Archaeological Assessment background research indicates that the subject property has general archaeological potential due to the presence of 13 historic farmsteads within the property, the proximity to early historical transportation routes, the proximity of the subject property to historic Mount Hope, nearby water sources, and the presence of 187 registered sites located within 1 km of the subject property, including 13 registered sites located within the subject property. The Assessment provides recommendation on those areas of the Whitechurch Secondary Plan which require a Stage 2 Archaeological Assessment to be conducted and those areas where no further analysis is warranted given the conditions.

#### 3.12 Preliminary Commercial Needs Assessment

The Preliminary Commercial Needs Assessment is one of the supporting studies undertaken by urbanMetrics during the Secondary Plan development process. The Assessment reviews relevant policies within the Provincial Policy Statement, Growth Plan and Urban Hamilton Official Plan related to prescribed employment distribution, growth and typologies. The report also reviews the surrounding commercial land uses in the 'Trade Area' to determine the existing demand for commercial and employment opportunities in the community. A Market Demand Analysis is carried out within the Preliminary Commercial Needs Assessment to generate recommended typical per capita space factors, portion of Trade Area resident space requirements and the amount of additional retail/service space that would be supported within the White Church Secondary Plan. Ultimately, the Assessment concludes an identified need for approximately 438,900 square feet of retail/service space to accommodate the proposed Secondary Plan at full build-out.

#### 3.13 Preliminary Recreation Needs Assessment

A Preliminary Recreation Needs Assessment was also completed by urbanMetrics to survey the existing recreation, amenity and community facilities in proximity to the Study Area and understand the anticipated facilities and parks to be included in the Secondary Plan Area. The needs and priorities of the Study Area and surrounding neighbourhoods are identified based on various facility and park typologies. The principal goal of the Assessment is to ensure that the Whitechurch Secondary Plan develops recreational land uses which are responsive to the current and future needs of the community in a responsible, equitable and cost-effective manner. Once known, these needs can inform the location, quantity and type of park space and community facilities to be established within the Secondary Plan to contribute towards achieving a complete community.

#### 3.14 Noise Feasibility Study

A Noise Feasibility Study was completed by HGC Engineering with the purpose of measuring all stationary and transportation noise sources in the surrounding area which included road traffic on Airport Road West, Upper James Street and White Church Road East as well as air traffic from the John C. Munro Hamilton International Airport. Road traffic information was obtained from the City of Hamilton. The latest air traffic noise contours for the John C. Munro Hamilton International Airport were obtained and reviewed. This data was then used to predict future traffic sound levels at the development and were compared to the guidelines of the Ministry of the Environment, Conservation and Parks (MECP). Appropriate mitigation measures and design considerations were recommended for the eventual development of various areas of the Secondary Plan study area to ensure sound levels meet the Ministry of Environment, Conservation and Parks guidelines. Once the detailed lotting plans and building locations are determined through future planning applications, the Study recommends a detailed Noise Impact Study be conducted as necessary to refine the noise control measures required based on the additional information on context and building details.

#### 3.15 Airport Zoning Regulation Study

The proposed built form for individual properties within the White Church Secondary Plan will be determined during the later stages of the Secondary Plan area's development. Through future applications for Draft Plans of Subdivision and Site Plan's, Airport Zoning Regulation Studies will be completed which analyze the flight paths of the nearby John C. Munro International Airport. These flight paths will be compared against the survey information and building heights associated with proposed developments to ensure the intended massing does not present conflicts with incoming or outgoing flights.

#### 3.16 School Accommodation Issues Assessment

A School Accommodation Issues Assessment was completed by UrbanSolutions in order to outline the required need for school sites within the Whitechurch Secondary Plan area. Through liaison with the HWDSB and the HWCDSB, it has been determined that a need of three new elementary school sites will arise as a result of the proposed Secondary Plan. The School Accommodation Issues Assessment presents current and projected enrolment rates to support the provision of three school sites, demonstrating that existing elementary institutions close to the site are already near or over capacity. Two school sites are to be allocated to the public school board, and one school site is to be allocated to the Catholic school board. The school boards have noted that each school site requires 2.42 hectares of land with geographic separation between them, for a total institutional land dedication of 7.26 hectares across the Whitechurch Secondary Plan area.

#### 3.17 School Recreation Facility and Outdoor Parks Issues Brief

A School Recreation Facility and Outdoor Parks Issues Brief was completed by UrbanSolutions with the purpose of determining the total required parkland need for the subject lands in conjunction with the Recreation Needs Assessment prepared by urbanMetrics. The assessment examined various park typologies as defined within the UHOP along with typical recreational facilities and pedestrian accommodations that may be found within each type. Using the rates contained in the City of Hamilton By-law No. 22-218, it has was determined that a minimum of 16.57 hectares of parkland should be dedicated across the entirety of the subject lands. This minimum value accounts for net residential, commercial, and institutional land area within the Whitechurch Secondary Plan area. A total of 19.91 hectares of land has been dedicated to parkland in the Secondary Plan which exceeds this minimum by 3.34 hectares.

The parkland on site has been separated into two park typologies – one large (7.42 hectare) Community Park in the northwestern portion of the lands, and

four, smaller (3.0 hectare) Neighbourhood Parks comprising the balance of the parkland. The majority of this parkland is connected via the central utility corridor/recreational trail to each other and to various other land uses proposed in the Whitechurch Secondary Plan.

#### 3.18 Water and Wastewater Servicing Master Plan

The Water and Wastewater Servicing Master Plan prepared by SCS Consulting provides an overview of existing and planned infrastructure surrounding the Study Area to evaluate the various infrastructure options available to service the eventual development of the Secondary Plan area. The Water and Wastewater Master Plan includes the following:

- Identification of water and wastewater design criteria;
- Estimated sanitary flow generation calculations;
- Preliminary sanitary sewer alignments and depths;
- Identification of logical connection points to the existing sanitary sewer system;
- Assessment of available sanitary capacity within the downstream system, utilizing the City's Mike Urban model, if required; Assessment of potential interim sanitary servicing options to support an initial phase of development, if required;
- Development of conceptual fire and peak daily water demand associate with the proposed Secondary Plan;
- Identification of the preliminary alignment and design of the internal water supply system, and associated connection points to the external system;
- Preliminary hydraulic assessment of the internal water system;
- An update to the City's WaterCAD model to incorporate the White Church lands;
- Identification of any external water infrastructure improvements;
- Hydrant testing/pressure monitoring to be conducted as required to support findings of the study.

The Water and Wastewater Master Plan recommends an ultimate servicing strategy for the site which appropriately considers the site constraints, meets the technical requirements of the City of Hamilton and optimizes existing infrastructure. It is acknowledged that the Water and Wastewater Servicing Master Plan will need to be updated and finalized once the comprehensive supplementary studies are completed in the future to inform the recommendations of the Servicing Master Plan. These supplementary studies would include the Hydrogeological Investigation, Sub-watershed Study and other relevant supporting materials.

#### 3.19 Natural Heritage Assessment

A Natural Heritage Assessment was completed by Beacon Environmental to characterize the natural heritage and hydrological features associated with the Study Area, and to present the City's Natural Heritage System (NHS) in a manner consistent with current natural heritage planning policies, guidelines, and criteria. The City of Hamilton Official Plan applies a systems approach to natural heritage system planning, which involves delineating a Natural Heritage System to include Core Areas and supportive features, such as linkages and restoration areas that maintain the ecological functionality and connectivity of the natural system. The NHS for the Study Area was delineated based on the Schedules of the Rural Hamilton Official Plan. Future refinements will be developed based on field studies completed as part of an Environmental Impact Statement in collaboration with planning and engineering consultants.

Detailed seasonal surveys will be required in order to confirm feature limits and to develop a natural heritage system, including linkages as required by the City of Hamilton as part of a future Sub-watershed Study. The future Subwatershed Study to be completed as a perquisite to any development of the Secondary Plan area will be inclusive of an Environmental Impact Study, Preliminary Grading Plan, Stormwater Management Strategy, Water Budget and Low Impact Development Strategy, and Geomorphic Assessment. The Environmental Impact Assessment will include the General Vegetation Inventory and Linkage Assessment.

As part of the Sub-watershed Study, a preliminary grading plan will be prepared based on the conceptual road alignments.

With respect to stormwater management, the following scope of work will be included within the Sub-watershed Study:

- Identification of existing storm drainage boundaries;
- Identification of the applicable watershed runoff control criteria for the Welland River and Twenty Mile Creek with the City and NPCA
- Evaluation and refinement of the use of alternative SWM practices including low impact development techniques, lot level, conveyance and end-of-pipe solutions to recommend practices to be incorporation into development plans; Identification of proposed overland flow drainage patterns and drainage boundaries;

- Hydrology modelling for existing and post-development conditions for the purpose of confirming stormwater management objectives;
- Hydrology modelling in support of erosion analysis;
- Preliminary designs of stormwater management facilities.

With respect to the water budget and conceptual low impact development strategy, the Sub-watershed Study will include:

- A summary of the water balance assessment provided within the Hydrogeological Study;
- A comprehensive analysis of low impact development measures, including the evaluation of various alternatives and selection of preliminary low impact development strategies and locations in accordance with the targets established;
- Preliminary design of water balance mitigation measures

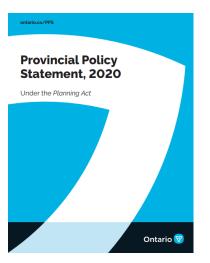
A Linkage Assessment will also be included in the Sub-watershed Study which identifies and assesses vegetative, wildlife and landscape linkages for potential impacts of development/site alteration on the viability and integrity of the linkages. This information is then used to recommend how to protect, enhance or mitigate impacts on existing linkages and their functions prior, during and after development. Similarly, an Environmental Impact Study evaluates the study area from a habitat perspective to determine potential impacts from proposed development and necessary mitigation measures to be implemented on site. The intent of the General Vegetation Inventory is to ensure that the applicant considers existing natural features and, where possible, incorporates them into site design at an early stage to maximize vegetation preservation. Collectively, these studies will identify natural heritage and hydrologic features and functions in the study area. These features, their functions and their relationship with the surrounding environment will influence the appropriate buffer zones and ultimate layout for the future development of the White Church Secondary Plan to ensure the natural heritage and hydrologic features are known, incorporated into the development proposals and appropriately protected through setbacks and buffer zones.

# 4. Planning Policy Framework

The following is intended to provide a review and highlight the planning policy framework applicable to the subject lands. The applicable documents include the Provincial Policy Statement (2020), Places to Grow – Growth Plan

for the Greater Golden Horseshoe (2017) and the Urban Hamilton Official Plan (2022).

#### 4.1 Provincial Policy Statement, 2020



On February 28, 2020 notice was received from the Ministry of Municipal Affairs and Housing of an updated Provincial Policy Statement (PPS) which took effect as of May 1, 2020. The PPS supports the implementation of More Homes, More Choice: Ontario's Housing Supply Action Plan and includes key changes to:

- Encourage an increase in the mix and supply of housing;
- Protect the environment and public safety;
- Reduce barriers and costs for development and provide greater certainty;
- Support rural, northern and Indigenous communities; and
- Support the economy and job creation.

The PPS, 2020 works together with other recent changes to the land use planning system which collectively support key government priorities of increasing housing supply, supporting job creation and reducing red tape.

The PPS, 2020 policies took effect on May 1, 2020 and replaced the PPS, 2014. In accordance with Section 3 of the Planning Act, all decisions affecting land use planning matters made after this date shall be consistent with the PPS, 2020. Recognizing that, this proposal has been prepared in accordance with this new policy framework.

In line with the Provincial Policy Statement 2014, the PPS 2020 continues the mandate of building strong healthy communities. The vision of the PPS 2020 includes the long-term prosperity and social well-being of Ontario which depends on wisely managing change and promoting efficient land use and development patterns.

#### 1.0 Building Strong Healthy Communities

This policy speaks to efficient land use and development patterns which intern support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth. Policy 1.1.1 identifies a range of criteria for the creation and sustainability of healthy communities that includes efficient development patterns, a mix of housing opportunities, environmental and public health protections, an emphasis on transit-supportive development, and climate change considerations. To manage and direct land use to achieve efficient and resilient development and land use patterns, the PPS provides the following direction to approval authorities:

- "1.1.1 Healthy livable and safe communities are sustained by:
  - a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
  - b) accommodating an appropriate, affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries long-term homes), and care recreation, park and open space, and other uses to meet long-term needs;
  - c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
  - avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
  - e) promoting the integration of land use planning, growth management, *transit-supportive* development, *intensification* and *infrastructure* planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
  - f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;

- ensuring that necessary *infrastructure* and public service facilities are or will be available to meet current and projected needs;
- h) promoting development and land use patterns that conserve biodiversity; and
- i) preparing for the regional and local impacts of a changing climate."

Policy 1.1.2 mandates sufficient land be made available to accommodate an appropriate range and mix of land uses, noting that within *settlement areas*, sufficient land shall be made available through *intensification* and *redevelopment*.

1.1.3 Settlement Areas

The PPS, 2020 has specific policies regarding settlement areas noting, among others, that:

- "1.1.3.1 *Settlement areas* shall be the focus of growth and development, and their vitality and regeneration shall be promoted."
- "1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for *transit-supportive* development, accommodating a significant supply and range of housing options through *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs."
- 1.4 Housing
- "1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected marketbased and affordable housing needs of current and future residents of the regional market area by:
  - a) planning establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an

upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;

- b) permitting and facilitating:
  - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
  - all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
- c) directing development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
- e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
- f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety."
- 1.5 Public Spaces, Recreation, Parks, Trails and Open Space
- "1.5.1 Healthy, active communities should be promoted by:
  - a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;
  - b) planning and providing for a full range and equitable distribution of publiclyaccessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;
  - c) providing opportunities for public access to shorelines; and

- recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas."
- 1.6 Infrastructure and Public Service Facilities

Section 1.6 of the Provincial Policy Statement contains a range of policies related to Infrastructure and Public Service Facilities, specifically to ensure consideration for appropriate sewage, water, stormwater, transportation and waste management infrastructure is contemplated for all land development.

#### 1.7 Long-Term Economic Prosperity

Section 1.7 of the Provincial Policy Statement lists a number of policies which support the promotion of opportunities for economic development and investment. These policies generally consist of optimization and efficient use of the city's available land base, promoting energy and water conservation along with other climate-centric interventions, and by creating sustainable transportation networks for goods movement and ease of access for community members.

#### 1.8 Energy Conservation, Air Quality and Climate Change

Section 1.8 of the Provincial Policy Statement provides provincial guidance on sustainable development patterns. Sustainability can be supported within new development by promoting compact built forms that achieve higher densities and a range of uses, encouraging transit-supportive development and multi-modal transportation networks, and maximizing green open space in new development. Further, promoting design and physical orientation which maximizes energy efficiency and conservation will support air quality and mitigate the impacts of a changing climate.

#### 2.1 Natural Heritage

Section 2.1 of the Provincial Policy Statement contains policy direction related to the management and conservation of Natural Heritage features including wood lots, wetlands, linkages, wildlife habitats and other natural heritage systems. The general intent of Section 2.1 is to have regard for the above noted features during land development and site alteration.

#### 2.6 Cultural Heritage and Archaeology

Similar to Section 2.1, Section 2.6 of the Provincial Policy Statement policy direction related to the management and conservation of Cultural Heritage and Archaeological resources. Specifically to ensure consideration for built heritage resources, cultural heritage landscapes and archaeological resources for all land development.



# 4.2 Places to Grow – Growth Plan for the Greater Golden Horseshoe, 2019

The Greater Golden Horseshoe (GGH) is one of the fastest growing regions in North America. In order to accommodate such growth, the Province of Ontario adopted the Places to Grow – Growth Plan for the Greater Golden Horseshoe (Growth Plan) under the *Places to Grow Act, 2005*. This Plan provides the framework for implementing the Government of Ontario's vision for building stronger, prosperous communities by better managing growth in the region to 2051. Section 5(b) of the *Planning Act* requires that decisions that affect planning matters shall conform to or shall not conflict with provincial plans, including the Growth Plan. Schedule 3 of the Growth Plan establishes population targets for the municipalities and regions of the Greater Golden Horseshoe. Specifically, Schedule 3 of the Growth Plan identifies a population target of 820,000 and 360,000 jobs for the City of Hamilton by the year 2051.

The vision for the GGH is found in the Guiding Principles of the Growth Plan, Section 1.2.1 and provides the basis for guiding decisions on how land is to develop. These principles include the following:

- Support the achievement of *complete communities* that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.
- Prioritize *intensification* and higher densities to make efficient use of land and *infrastructure* and support transit viability.
- Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.
- Support a range and mix of housing options, including second units and *affordable* housing, to serve all sizes, incomes, and ages of households.
- Improve the integration of land use planning with planning and investment in *infrastructure* and *public service facilities*, including

integrated service delivery through community hubs, by all levels of government.

- Provide for different approaches to manage growth that recognize the diversity of communities in the *GGH*.
- Protect and enhance natural heritage, hydrologic, and landform systems, features and functions.
- Support and enhance the long-term viability and productivity of agriculture by protecting *prime agricultural areas* and the *agri-food network*.
- Conserve and promote *cultural heritage resources* to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.
- Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and *infrastructure* – that are adaptive to the impacts of a changing climate – and moving towards low-carbon communities, with the long-term goal of net-zero communities, by incorporating approaches to reduce greenhouse gas emissions.

#### Section 2.2.1 Managing Growth

- "4. Applying the policies of this Plan will support the achievement of *complete communities* that:
  - a) Feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*;
  - c) Provide a diverse range and mix of housing options...;
  - d) Expand convenient access to:
    - i) a range of transportation options...
    - ii) public service facilities...
    - iii) an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other...

e) Provide for a more compact built form and a vibrant public realm, including public open spaces; ...."

#### Section 2.2.6 Housing

Section 2.2.6 of the Growth Plan provides policy to support housing choice through the achievement of minimum intensification and density targets.

Additionally, Section 2.2.6 of the Growth Plan supports the achievement of complete communities through the provision of a diverse range and mix of housing options and densities.

- "2.2.6.1 Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
  - a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
    - identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents; and,
    - ii. establishing targets for affordable ownership housing and rental housing;"

#### Section 2.2.7 Designated Greenfield Areas

- "2.2.7.1 New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:
  - a) supports the achievement of complete communities;
  - b) supports active transportation; and
  - c) encourages the integration and sustained viability of transit services.
  - 2.2.7.2 The minimum density target applicable to the designated greenfield area of each upper- and single-tier municipality is as follows:
    - a) The Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will plan to achieve within the horizon of this Plan a minimum density target that is not less than 50 residents and jobs combined per hectare; and..."

Section 3.2 Policies for Infrastructure to Support Growth

Section 3.2 of the Growth Plan speaks to infrastructure to support growth and contains policies related to transportation, infrastructure corridors,

water and wastewater systems, stormwater management and public service facilities.

Section 4.2.2 Natural Heritage System

Section 4.2.2 of the Growth Plan sets out policy direction for protecting water resource systems, natural heritage systems, key hydrologic features, and the long-term ecological functions of those areas and features.

Section 4.2.7 Cultural Heritage Resources

Section 4.2.7 of the Growth plan contains policy regarding the conservation of cultural heritage features and wise use and management of cultural heritage resources.

Section 4.2.10 Climate Change

"1.

- a) supporting the achievement of *complete communities* as well as the minimum intensification and density targets in this Plan;
- b) reducing dependence on the automobile and supporting existing and planned transit and *active transportation*;
   ..."

#### 4.3 Urban Hamilton Official Plan

The City of Hamilton's Urban Hamilton Official Plan (UHOP) was adopted by Council and received final approval from the Ontario Municipal Board on August 16, 2013. The UHOP is a guiding planning document which provides policies on community management, land use changes, and physical development in the City.

#### **Urban Structure & Urban Land Use**

Schedule E – Urban Structure and Schedule E.1 – Urban Land Use of the UHOP applies the "Urban Expansion Area – Neighbourhoods" designation to the subject lands, as shown in Figures 4 and 5. The "Neighbourhoods" designation is intended to create complete communities and is planned to encompass a full range of residential dwelling types and densities, as well as supporting uses intended to serve local residents. The Neighbourhoods designation consists of residential uses and complementary facilities and

services intended to serve the residents. The "Urban Expansion Area -Neighbourhoods" designation has been applied to the lands to ensure development of the lands does not proceed until detailed secondary planning has been completed and incorporated.



Figure 5 – Urban Hamilton Official Plan – Schedule E (Urban Structure)



Figure 6 – Urban Hamilton Official Plan – Schedule E-1 (Urban Land Use)

#### Transportation

Schedule C – Functional Road Classification of the UHOP identifies Upper James Street as a Major Arterial road, and Homestead Avenue as a Collector Road. Schedule C-2 – Future Road Widenings indicates that Upper James Street has a planned right-of-way width of 45.000 metres from Rymal Road to 150 metres north of Highway No. 6 South. Additionally, Highway No. 6 South is currently subject to a Class Environmental Assessment (EA) for an expansion project to increase lane capacity from two lanes to four lanes, along with various interchange and intersection improvements along its stretch from Highway No. 403 to Upper James Street.

#### 4.4 Growth Related Integrated Development Strategy (GRIDS 2)

From 2018 to 2021, the City of Hamilton undertook a municipal comprehensive review via the Growth Related Integrated Development Strategy. The purpose of the Growth Related Integrated Development Strategy or GRIDS 2 was to evaluate how best to accommodate the growth and intensification targets set out by the Grow Plan for the Greater Golden Horseshoe through to 2051. Part of this evaluation was the consideration of an Urban Boundary Expansion and the feasibility of alternate growth options that could be pursued in the City.

As part of the GRIDS 2 process, the City hired Lorius and Associates to complete a Land Needs Assessment and Residential Intensification Market Demand Analysis to help inform the best option to accommodate Hamilton's future growth. The City also retained Watson & Associates Economists to peer review the Land Needs Assessment and Market Analysis prepared by Lorius.

# 5. Analysis

#### 5.1 Policy Framework

When evaluating the merits of this development proposal on the subject lands, it is appropriate to review the proposal against the upper tier policy documents. In this instance, the upper tier documents include the *Planning Act*, PPS 2020, the Growth Plan for the Greater Golden Horseshoe, and the Urban Hamilton Official Plan.

#### Planning Act, 1990

Section 2 of the Planning Act identifies matters of provincial interest that approval authorities must have regard for when evaluating development proposals. They are as follows:

a) The protection of ecological systems, including natural areas, features and functions;

<u>Planning Comment</u>: The secondary plan identifies 16.45 hectares of natural heritage land. In addition to Section 2.0 – Natural Heritage System of Volume 1 of the UHOP, protections have been established for unidentified natural heritage features that may be on the lands within the associated Secondary Plan policies. Additionally, a Subwatershed study, Linkage Assessment, and Environmental Impact Statement are to be prepared for the subject lands prior to any development taking place. Together these policies and supporting studies ensure the protection of ecological systems and natural areas within the Whitechurch Secondary Plan area.

b) The protection of the agricultural resources of the Province;

<u>Planning Comment</u>: The proposed secondary plan is located within the approved urban settlement boundary. The Agricultural Impact Assessment prepared by DBH Soil Services for the subject lands concludes that given the geographical location of the Primary Study Area (PSA) lands (within the Urban Boundary of the City of Hamilton), it is the conclusion of this study that the proposed future development of the PSA would have minimal impact on the surrounding agricultural activities within the Secondary Study Area which surrounds the subject lands. Therefore, any agricultural resources in proximity to the subject lands will be appropriately considered and protected.

c) The conservation and management of natural resources and the mineral resource base;

<u>Planning Comment</u>: The proposed secondary plan does not adversely impact natural resources or the mineral resource base, as such it has regard for these matters.

d) The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;

<u>Planning Comment</u>: The proposed secondary plan policies outline the protection of cultural heritage resources and the support of arts and culture as an important part of community identity of the secondary plan area as a core objective of the Secondary Plan. Further, the lands are subject to the cultural heritage policies contained within the UHOP which ensure the conservation of significant cultural, historical, archaeological features on site. The Cultural Heritage Assessment Report and Stage 1 Archaeological Impact Assessments were prepared by LHC Heritage and Archaeological Consultants Canada for the subject lands. These reports provided recommendations for those areas of the Secondary Plan which will require further evaluation through Stage 2 Archaeological Assessments or Cultural Heritage Impact Assessments and those areas which can proceed without the need for these studies.

e) The supply, efficient use and conservation of energy and water;

<u>Planning Comment</u>: The secondary plan policies contain clauses which direct all development within the secondary plan area to conform to the future Master Servicing Strategy to be prepared for the lands. Further, the Energy and Environmental Assessment Report outlines potential design considerations for future development within the lands to promote the implementation of Low-Impact Development (LID) techniques and other measures that can benefit the overall sustainability of the secondary plan area. These Low-Impact Development techniques include efforts to ensure the efficient use and conservation of energy and water.

f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

<u>Planning Comment</u>: The proposed secondary plan has regard for the adequate and efficient provision of communication, transportation and waste management systems. The Water, Wastewater and Stormwater Master Servicign Plan for the Secondary Plan area completed by SCS Consulting provides recommendations on the appropriate sewage and water systems to be implemented to

accommodate the proposed development of the Secondary Plan area. The future Master Servicing Strategy will support the development's provision of sewage and water services. Further, future conditions of approval for planning applications to facilitate the development of the secondary plan area will secure the adequate provision of communication, waste management, and transportation services.

g) The minimization of waste;

<u>Planning Comment</u>: Appropriateness of waste management systems provided will be secured through future Site Plan and Draft Plan of Subdivision conditions of approval on a site-by-site basis.

h) The orderly development of safe and healthy communities;

<u>Planning Comment</u>: The proposed secondary plan will provide guiding policy which will inform the nature of future *Planning Act* applications for Zoning and Plan of Subdivision. Collectively, the Official Plan and Secondary Plan policies as well as the zoning by-law regulations and the future subdivision/site plan conditions of approval ensure the proper and orderly development of the municipality.

h.1) The accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;

<u>Planning Comment</u>: The Urban Design Brief prepared for the secondary plan area details various design guidelines and interventions to be considered to support an accessible built form. Future Site Plan conditions of approval will ensure pedestrian connections are AODA compliant and the Ontario Building Code will ensure best practices regarding accessibility are met for dwellings on a site-by-site basis.

i) The adequate provision and distribution of educational, health, social, cultural and recreational facilities;

<u>Planning Comment</u>: The Subject Lands are within the jurisdiction of the Hamilton District School Board and the Hamilton Catholic District School Board. These boards have been contacted through the Formal Consultation process and have provided preliminary estimates for school land need within the secondary plan area. The School Accommodation Needs Assessment outlines the existing capacities of nearby schools and notes the need for three elementary school sites within the subject lands.

The School Recreation and Parkland Needs Issues Assessment provides an overview of existing parkland in the surrounding area, as well as the required parkland dedication for the secondary plan area. As per the report total of 16.57 hectares of land is required to be dedicated to parkland. However, the proposed secondary plan concept provides 19.91 hectares of parkland spread across one Community Park and four Neighbourhood Parks, providing a surplus of 3.34 hectares of parkland. Accordingly, the Whitechurch Secondary Plan has regard for the adequate provision and distribution of educational and recreational facilities.

j) The adequate provision of a full range of housing, including affordable housing;

<u>Planning Comment</u>: The proposed secondary plan and its policies intend to apply a full range of housing types and tenures across its lands proposed to be designated as "Neighbourhoods" inclusive of single detached dwellings, semi-deteched dwellings, townhouse dwellings and low – mid-rise mixed use buildings. Additional review of housing policies are contained within the Housing Report prepared for the proposed secondary plan.

k) The adequate provision of employment opportunities;

<u>Planning Comment</u>: The proposed secondary plan reserves 16.38 hectares of land for mixed use forms. This mixed use land will provide a range of shopping and service opportunities to surrounding residents, while also providing a variety of employment opportunities to local residents.

 The protection of the financial and economic well-being of the Province and its municipalities;

<u>Planning Comment</u>: The proposed secondary plan supports longterm economic prosperity of the Province by adding to the overall housing supply and offering a range of housing options including affordable housing units to contribute to a diverse workforce. As per the Financial Impact Analysis prepared for the proposed secondary plan, parkland dedication, development charges, and building permit fees work to protect the financial and economic well being of the Province and City. Once developed, the lands will contribute significantly more to the municipal tax base than the existing condition.

m) The co-ordination of planning activities of public bodies;

<u>Planning Comment</u>: The comprehensive review of this application and the future Zoning By-law Amendment, Site Plan and Draft Plan of Subdivision applications required to facilitate development by the City of Hamilton, Niagara Peninsula Conservation Authority and other external review agencies ensure matters of provincial interest are accounted for and a coordinated approach of planning activities has been implemented.

n) The resolution of planning conflicts involving public and private interests;

Planning Comment: N/A

o) The protection of public health and safety;

<u>Planning Comment</u>: The proposed secondary plan does not present any negative impacts to public health and safety.

p) The appropriate location of growth and development;

<u>Planning Comment</u>: Schedule 3 of the Growth Plan establishes a population target of 820,000 for the City of Hamilton by the year 2051. Based on the secondary plan being located within the Urban Settlement Boundary for the municipality, the proposed development aids the City of Hamilton in achieving their growth target and implements appropriate greenfield development adjacent to built-up areas.

 q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

<u>Planning Comment</u>: The proposed secondary plan is within close proximity to existing HSR Route No. 20 and provides internal routes

which are walkable and support active transportation. The plan promotes connectivity within the design and supports a pedestrianoriented environment through the provision of an east-west utility corridor/recreational trail which link residential areas to, commercial, institutional, and open space uses. It is anticipated that the eventual build-out of the Secondary Plan area will foster demand and resulting expansion of transit services to the area.

- r) The promotion of built form that,
  - i. is well-designed,
  - ii. encourages a sense of place, and
  - iii. provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

<u>Planning Comment</u>: The proposed secondary plan offers a welldesigned, attractive pedestrian environment with access to a multitude of planned outdoor green spaces and existing natural areas. Development within the secondary plan area will be subject to the UHOP's Chapter B Urban Design Policies as well as the Secondary Plan's Architectural Urban Design Guidelines which will regulate urban design standards across the lands. Further, an Urban Design Brief has been prepared for the secondary plan area prior to any development taking place, which will provide more specific guidelines and direction for the eventual built form of the secondary plan area.

s) The mitigation of greenhouse gas emissions and adaptation to a changing climate.

<u>Planning Comment</u>: The secondary plan policies apply all policies found under Sections B.3.5.3 – Parkland Policies and C.3.3 – Open Space Designation of Volume 1 of the UHOP. Further, the secondary plan can implement various measures to improve its overall sustainability as per the Energy and Environmental Assessment Brief. This will help to mitigate greenhouse gas emissions that will be produced and reduce the overall carbon footprint of the proposed secondary plan.

This proposal has regard for matters of Provincial interest as identified in Part 2 of the *Planning Act*.

#### **Provincial Policy Statement, 2020**

Legislation states that *Planning Act* applications must be "consistent with" the Provincial Policy Statement.

This proposal contributes to the Province's objective to accommodate an appropriate range and mix of land uses through the provision of single detached dwellings, semi-detached dwellings, townhouse dwellings and low - mid-rise mixed use buildings. (Policy 1.1.1). The eventual development of residential dwellings within the Secondary Plan area will assist in achieving the objective of focusing growth and development in settlement areas as the subject lands are located within Hamilton's settlement area boundary (Policy 1.1.3). As previously discussed, the Secondary Plan area is also anticipated to provide an appropriate mix of housing options and densities for future residents (Policy 1.4.1). Development of the subject lands will facilitate a compact built form which is in keeping with the prescribed densities of the Growth Plan and Official Plan (Policy 1.1.3.4). The proposed development additionally aids in meeting affordable housing needs of the region through the addition of at least 4,836 dwelling units to Hamilton's housing stock (1.4.3). The secondary plan provides an equitable distribution of publiclyaccessible built and natural settings for recreation, including parklands, public spaces, natural open space areas, and trails through the 44.47 hectares of land designated for parks and open space uses (1.5.1). The future Master Servicing Strategy and the Transportation Impact Brief will detail how the proposed secondary plan can be adequately serviced and accommodated by the existing and proposed transportation network and municipal servicing infrastructure (Section 1.6). The proposed development will serve to protect the long-term economic prosperity of the city by promoting energy and water efficiency through recommendations outlined in the Energy and Environmental Assessment Brief (1.7.1). Further, the provision of commercial/employment land within the subject site will ensure the provision of employment opportunities for local residents into the future (1.7.1) The Energy and Environmental Assessment Brief outlines conservation and sustainability interventions to be considered within the secondary plan area consistent with Section 1.8 of the PPS. The future Subwatershed Study along with a Linkage Assessment and Environmental Impact Statement will inform how the proposed secondary plan will achieve the goals of Section 2.1. The Cultural Heritage Report prepared by LHC as well as the Stage 1 Archaeological Assessment prepared by Archaeological Consultants Canada will ensure the objectives of Section 2.6 are achieved.

This proposal is consistent with the Provincial Policy Statement.

#### A Place to Grow – Growth Plan for the Greater Golden Horseshoe

The *Planning Act* states that decisions in respect of planning matters shall conform with applicable provincial plans including the Places to Grow – Growth Plan for the Greater Golden Horseshoe.

This proposal supports the Plan's aim to prioritize *intensification* and higher densities, to make efficient use of land and *infrastructure* and support transit viability.

This proposal supports the achievement of complete communities through a compact built form which aligns with the prescribed density target for Greenfield Areas in the Growth Plan. Further, the proposed design of the Secondary Plan efficiently utilize both land and infrastructure (2.2.1) while supporting public transit and active transportation, in line with the stated policies on climate change (4.2.10). The secondary plan implements an appropriate amount of commercial/employment area within the Land Use Plan to ensure the availability of sufficient land for a variety of employment types (2.2.5). The location of these employment lands has consideration for major goods movement corridors such as Highway 6 and the John C Munro International Airport. This location prioritizes the efficient movement of goods and minimizes negative externalities experienced by residents on surrounding local roads (2.2.5.5). The proposed designation of the commercial/employment lands is intended to permit mixed use buildings to promote a compact built form and ensure the provision of complete communities throughout the community's urban fabric (2.2.5.15). The proposed built form supports the creation of complete communities through the provision of affordable housing forms and a range of residential densities secured through land use permissions for single detached, semi-detached, townhouse and mixed use dwellings (2.2.6). The secondary plan supports the achievement of complete communities, active transportation, and will encourage the integration and sustained viability of transit services through future demand (2.2.7). Further, the proposal conforms to and exceeds the minimum density of not less than 50 residents and jobs combined per hectare established for the City of Hamilton within a designated greenfield area, as the proposal will provide a density of approximately 77 people and jobs per hectare (2.2.7).

The future Master Servicing Strategy will detail how the proposed secondary plan can be adequately serviced to provide sufficient infrastructure capacity for planned growth and to support the policies contained within the UHOP (3.2.1). The future Master Servicing Strategy will outline the required need for new infrastructure and determine where required upgrades to existing infrastructure should take place, including the provision of water/wastewater systems to accommodate the anticipated population of the Secondary Plan area (3.2.6). Additionally, the Transportation Master Plan will provide recommendations on the desired design, location and hierarchy of the road network that will service the future residents of the Secondary Plan area (3.2.2). Further, lands designated institutional within the Land Use Plan provide opportunities for the adequate provision of public service facilities throughout the community (3.2.8). The future Sub-watershed Study along with a Linkage Assessment and Environmental Impact Statement will inform how the proposed secondary plan can mitigate potential adverse impacts from a natural heritage perspective while maintaining the protection and connectivity of natural heritage features and functions (4.2.2). Further, future development of the Whitechurch Secondary Plan are will not present any adverse impacts to cultural heritage resources on- or off-site as all development will be informed by the Cultural Heritage Assessment to be prepared by LHC Heritage Planning and the required Archaeological Assessments associated with future planning applications (4.2.7).

It is our (UrbanSolutions') opinion that the proposed development is in conformity with the Growth Plan and therefore the proposed use has regard for matters of provincial interest as identified in the *Planning Act*.

## Urban Hamilton Official Plan (UHOP)

The UHOP provides direction and guidance on the management of communities, land use change, and physical development over the next 30 years. As mentioned in Section 5 of this Report, the lands are currently designated as "Urban Expansion Area – Neighbourhoods" in the UHOP. Section A.2.4 – Growth Management states:

"A.2.4 The urban boundary is expanded to accommodate growth to 2051 by adding Urban Expansion Area – Neighbourhoods and Urban Expansion Area – Employment Areas as shown on all Schedules to this Plan. Development of Urban Expansion Areas shall not proceed until detailed secondary planning has been completed and incorporated through future Amendment to this Plan. Secondary planning will be based on detailed assessment and consideration of applicable provincial policies. " <u>Planning Comment:</u> The proposed secondary plan is mandated by policy A.2.4 to facilitate the development of the White Church Road Urban Expansion Area. As such, the supporting studies, master plans, policies, and schedules completed as part of this Official Plan Amendment submission directly implement the establishment of a secondary plan for an urban expansion area as prescribed by policy A.2.4.

Section B.3.2.4 of the UHOP provides general policies for urban housing. This proposal implements Policy B.3.2.4.2 which promotes the development of housing with a full range of support services throughout the City and encourages the City to give priority to development applications that meet documented unmet needs for housing tenure, affordability levels or support services. As discussed in Section 2 of this Report, this proposal is intended to facilitate the development of a range of residential densities and built forms from single-detached dwellings, semi-detached dwellings, townhouses, and low – midrise mixed-use buildings. The projected provision of at least 4,836 dwelling units across the subject lands will assist in the provision of a diverse range of housing, which in turn will support the creation of a diverse and healthy community.

The site is further evaluated against Section B.3.3 - Urban Design Policies of the UHOP to ensure compatible integration with the surrounding land uses. The following goals related to Urban Design are applicable to the subject proposal:

- "B.3.3.1.1 Enhance the sense of community pride and identification by creating and maintaining unique places.
- B.3.3.1.2 Provide and create quality spaces in all public and private development.
- B.3.3.1.3 Create pedestrian oriented places that are safe, accessible, connected, and easy to navigate for people of all abilities.
- B.3.3.1.4 Create communities that are transit-supportive and promote active transportation.
- B.3.3.1.5 Ensure that new development is compatible with and enhances the character of the existing environment and locale.

- B.3.3.1.6 Create places that are adaptable and flexible to accommodate future demographic and environmental changes, including the impacts of a changing climate. (OPA 167)
- B.3.3.1.7 Promote development and spaces that respect natural processes and features and contribute to environmental sustainability.
- B.3.3.1.8 Promote intensification that makes appropriate and innovative use of buildings and sites and is compatible in form and function to the character of existing communities and neighbourhoods.
- B.3.3.1.9 Encourage innovative community design and technologies.
- B.3.3.1.10 Create urban places and spaces that improve air quality and support active, healthy lifestyles that reduce greenhouse gas emissions and are resistant to the impacts of climate change. (OPA 167)"

<u>Planning Comment</u> – The proposed secondary plan has regard for the urban design goals as it strives to create a high-quality community with thorough connectivity between proposed uses on the subject lands as well as existing uses outside of the subject lands. The expansive provision of open space and trails within the site supports a comfortable pedestrian environment throughout and makes use of existing natural areas and planned parkland. The proposed designations applied to the subject lands provide a flexible built form which can adapt to varying needs of the city whether to align with demographic shifts or climate-centric initiatives.

The Urban Design Brief and Architectural Design Guidelines provides a comprehensive list of urban design policies of the UHOP that have been considered to support in shaping the proposed urban design guidelines for the secondary plan area. The proposed urban design guidelines will further contribute to the fulfillment of these urban design goals and ensure that future development on the lands implements the intent of the UHOP's urban design policies while applying context-specific design objectives for the Whitechurch Secondary Plan area.

As indicated in Section 4.3 of the Planning Justification Report, the UHOP applies an Urban Expansion Area – Neighbourhoods designation to the

subject lands. The City of Hamilton strives to manage urban growth and development that is sustainable and recognizes a balance between the economy, the environment, and a community's social needs. Section E.2.6 notes that Neighbourhoods represent a key component of Hamilton's urban structure and occupies the greatest proportion of the City, representing a mix of low, medium and high-rise areas. The function of this designation is to primarily contain residential uses (2.6.3) and shall permit and provide the opportunity for a full range of housing forms, types and tenure (2.6.4).

Section E.3.2 of the UHOP provides general policies for the scale and design of areas designated as Neighbourhoods:

- "E.3.2.7 The City shall require quality urban and architectural design. Development of lands within the Neighbourhoods designation shall be designed to be safe, efficient, pedestrian oriented, and attractive, and shall comply with the following criteria:
  - New development on large sites shall support a grid system of streets of pedestrian sale, short blocks, street oriented structures, and a safe and attractive public realm.
    - •••
    - c) Adequate and direct pedestrian access and linkages to community facilities/services and local commercial uses shall be provided;
    - ...
    - e) Development shall comply with Section B.3.3 Urban Design Policies and all other applicable policies."

<u>Planning Comment</u> – The proposed secondary plan intends to implement an intuitive street network across the subject lands which has regard for natural areas, the existing road network surrounding the site, and the functionality of proposed land uses. The secondary plan will implement a walkable community with access to various service and recreation opportunities for existing and future residents through the proposed pedestrian and vehicular circulation routes. A safe and attractive public realm will be achieved through the creation and implementation of urban design guidelines for the White Church Secondary Plan area as prescribed within the Urban Design Brief and Architectural Design Guidelines.

The proposed secondary plan features pedestrian connections throughout the site via proposed sidewalks, parkland, natural open space, and off-street trails. As previously mentioned, the secondary plan will create a walkable community where residents will have access to a transportation network which will facilitate local multi-modal travel from residential areas to parkland, natural open space, community facilities, commercial/retail opportunities, and education institutions. The centrally-located utility corridor/recreational trail provides a safe, off-street pedestrian connection that will encourage active transportation as a primary means of moving around the community, as well as an alternative location for active recreation outside of proposed parkland.

In addition to conforming to the policies contained in Section B.3.3 – Urban Design Policies of the UHOP, the scale and form of this proposal is to be regulated in part through the recommended Architectural Design Guidelines. These Guidelines are based on the 10 foundational directions to guide development as listed in Section A.2.1 – Our Future Hamilton in the UHOP. A number of dimensions of the public realm and environmental conditions have been considered in the crafting of the Guidelines to ensure a high quality of urban design is maintained throughout the lands.

The UHOP also sets out policies to guide greenfield development within the City under Section 3.7, applicable greenfield policies have been evaluated below:

- "E.3.7.1 New greenfield communities shall be designed with a unique and cohesive character. Buildings, streetscapes, street patterns, landscaping, open spaces, and infrastructure shall be designed to contribute to this character.
- E.3.7.2 New greenfield communities shall be designed to include a focal point. All elements of the design of the community including the layout of streets, trails, pedestrian connections, and transit routes as well as the location of land uses and transit stops, shall contribute to creation of the community focal point.
- E.3.7.3 The configuration of streets, trails, and open spaces shall ensure clear and convenient pedestrian, cycling, and vehicular connections from within the greenfield community to the focal point and adjacent neighbourhoods."

<u>Planning Comment</u> – The proposed secondary plan policies directly apply the policies of Section E.3.7 – Residential Greenfield Design of the UHOP to all new development within the secondary plan area. The design and placement of land uses as well as the street network establish a unique and cohesive character across the entire community. Additionally, future development within the area will be informed by the results of a detailed secondary planning process that provides a comprehensive approach to the overall design and layout of the community. The Whitechurch Secondary Plan ensures that the future development of these greenfield lands will result in a complete community where residents can sustainably live, work, and play.

The proposed recreational trail is a primary focal point of the subject lands. The majority of pedestrian circulation from east-west of the lands will be accommodated on this trail. Further, the trail is centrally-located within the site and provides direct and unobstructed access from residential areas of the secondary plan to proposed commercial, institutional, and recreational uses. Parkland has intentionally been placed along the trail to ensure that its utility for pedestrians is maximized, providing on-site connection to the aforementioned services, as well as of-site connections to the Chippewa Rail Trail to the east, and to Upper James Street and White Church Road East to the west.

- "E.3.7.5 New residential development in greenfield areas shall generally be designed and planned to:
  - a) Minimize changes to existing topography;
  - b) Preserve existing trees and natural features; and
  - c) be compatible with, and maintain public views and vistas to prominent City features and landmarks, including the Niagara Escarpment, the waterfronts of Lake Ontario and Hamilton Harbour, Cootes Paradise, and Dundas Valley, or as identified through secondary plans, cultural heritage management plans, cultural heritage conservation plan statements, or other studies.
- E.3.7.6 New development or redevelopment adjacent to open spaces shall:
  - a) Minimize the impacts on natural heritage features;

- b) Maintain or enhance public access to trails, bikeways, and parks within these features;
- c) preserve or enhance public views to these features; and,
- d) use native plant material adjacent to these features."

<u>Planning Comment</u> – The proposed secondary plan preserves existing identified natural features in-place on the subject lands. The future Subwatershed Study along with a Linkage Assessment and Environmental Impact Statement will inform how the proposed secondary plan can protect these natural heritage features and functions as well as mitigate potential adverse impacts. Further, the proposed utility corridor/recreational trail creates a new linkage to the existing Chippewa Rail Trail to the east of the lands, and will facilitate local multi-modal travel from residential areas to parkland, natural open space, community facilities, commercial/retail opportunities, and education institutions. Further, future landscape plans will need to be in conformity with the UHOP policies which encourage native plant material adjacent to natural heritage features.

As the proposed Whitechurch Secondary Plan contains 16.38 hectares of Mixed Use – Medium Density designation, the Mixed Use Medium Density designation policies contained in Section E.4.6 of the UHOP have been evaluated below:

- "E.4.6.1 The range of commercial uses is intended to serve the surrounding community or series of neighbourhoods as well as provide day-to-day retail facilities and services to residents in the immediate area. These areas shall also serve as a focus for the community, creating a sense of place.
- E.4.6.3 Newer areas designated Mixed Use Medium Density shall evolve over time into compact, mixed use people places where people can live, work, and shop."

<u>Planning Comment</u> – The proposed secondary plan incorporates a "Mixed Use – Medium Density" designation within the secondary plan mapping. As per Policy 5.5.7.1 of the proposed secondary plan policies, this designation is intended to apply Sections E.4.2 – Commercial and Mixed Use Designations General Policies and E.4.6 – Mixed Use – Medium Density of the UHOP. The application of a mixed use designation for the lands provides flexibility in built form and use, providing the minimum requirement for commercial area within the subject lands while retaining the potential to construct higherdensity residential and employment uses on upper-storeys. In turn, this designation intends to support the creation of complete communities within the subject lands and provide further flexibility to respond to shifting demands for various services and housing typologies.

The proposed Whitechurch Secondary Plan dedicates 7.3 hectares of land for institutional uses. Therefore, applicable Institutional designation policies contained in Section E.6.0 of the UHOP have been evaluated below:

- "E.6.1.1 Support and partner with major institutions such as Hamilton Health Sciences, St. Josephs Healthcare, the Boards of Education, McMaster University, Mohawk College and Redeemer College/University, other levels of government and faith based organizations.
- E.6.1.2 Encourage the development of individual institutions and institutional campuses as important community resources and recognized focal points in the urban fabric.
- E.6.1.3 Ensure the integration and harmonious relationship between institutional areas and adjacent land use designations, particularly from a transportation and urban design perspective."

<u>Planning Comment:</u> The Whitechurch Secondary Plan area will create the need for approximately three elementary school sites as confirmed by the Hamilton Wentworth District School Board and the Hamilton Wentworth Catholic District School Board. As such, the Institutional designation on the lands supports these education boards in their acquisition of land to accommodate future elementary pupils.

The Institutional designations have been split up into three 2.43-hectare blocks, each of which has sufficient room to accommodate a single school site. Two of these sites, intended to be built out during the first phase of development, frame the southern entrance of the central recreational trail along White Church Road East, establishing them as focal points and gateway locations into the overall community. Further, a harmonious relationship between these sites and adjacent land uses is to be fostered through detailed and intentional urban design during future Zoning By-law Amendment and Site Plan phases. Further, their locations along the planned

transportation network will ensure that the daily trip generation and attraction originating from the school sites is facilitated on higher-capacity streets such as Collector and Minor Arterial roads. This will also reduce impact of these sites on local roads and enhance the site's relationship with the surrounding community.

A total of 44.47 hectares of land within the Whitechurch Secondary Plan area has been dedicated to parkland, natural open space, and trails. The following Parks and Open Space policies as contained in Section C.3.3 – Open Space Designations of the UHOP are applicable to the proposed secondary plan:

- "C.3.3.1 Lands designated as Open Space are public or private areas where the predominant use of or function of the land is for recreational activities, conservation management and other open space uses.
- C.3.3.3 Open Space designations shall be further refined in secondary plans and rural settlement area plans or identified in Appendix
   A Parks Classification in accordance with Section B.3.5.3 Parkland Policies.
- C.3.3.4 The following uses shall be permitted on lands designated Open Space on Schedule E-1 – Urban Land Use Designations:
  - a) parks for both active and passive recreational activities;
  - c) pedestrian pathways, trails, bikeways and walkways;
  - ...
  - e) forest, fish and wildlife management areas; and,
  - ..."

<u>Planning Comment:</u> As mentioned, the proposed secondary plan reserves 44.47 hectares of land for open space uses consisting of built and natural areas. These areas are intended to be vibrant public spaces to be used for a variety of recreational activities, both passive and active, as well as for the conservation of identified natural heritage systems on site. Planned parkland may include a variety of recreational facilities as identified within the School Recreation Facility and Outdoor Parks Issues Assessment. Natural open space contained on the lands will provide opportunities for walking/hiking and contribute to mature canopy cover within the Whitechurch Secondary Plan area. Included within the overall open space system is a trail network which will facilitate multi-modal transportation throughout the lands and enhance off-site connection to existing open space and recreation opportunities such as the Chippewa Rail Trail to the east of the lands.

A total of 26.67 hectares of land within the Whitechurch Secondary Plan area has been dedicated for Utility usage, primarily consisting of land required for stormwater management purposes. The following policies of Section C.3.4 – Utility Designation apply:

"C.3.4.2 The following uses shall be permitted on lands designated Utility on Schedule E-1 – Urban Area Land Use Designations:

> a) major facilities, corridors, easements and rights–of-way for utilities and services, such as electric power, natural gas and oil pipelines, telecommunication, storm water management, water and wastewater service; (OPA 64) ...

> e) Open space uses such as trails, urban farms and community gardens;
>  ..."

<u>Planning Comment:</u> The proposed Utility locations across the site consist of a number of stormwater management ponds equating to 18.56 hectares of land, and a utility corridor/recreational trail across 8.11 hectares of land. The central utility corridor implements policy C.3.4.2 c) by providing a multi-use trail along its extent making efficient use of the area. As the utility corridor spans the entire width of the site, this area creates a distinct corridor down the centre of the site which is intended to function as a vital connection point between various open spaces and land uses within the secondary plan area.

## Growth Related Integrated Development Strategy (GRIDS 2)

The March 2021 Land Needs Assessment Technical Working Paper prepared by Lorius & Associates presents various intensification targets and associated land requirements for a range of Community Area Land Need Scenarios. Of the four scenarios provided, three scenarios achieve the minimum 50% intensification rate required by the City to achieve the established Growth Plan density targets to 2051. While recognizing the need for intensification within the Urban Boundary, the Increased Targets scenario also has regard for market trends and preferred housing typologies by allocating more white belt land to Urban Expansion Areas. As per the following "Table 2: LNA Results – Community Land Area Need Scenarios" as summarized in Report PED17010(n) on November 9th, 2021, the Increased Targets scenario would see Hamilton increase its intensification target to 50% through to 2031, 55% to 2041 and 60% to 2051, for a total of 1,630 hectares of white belt land, translating to 290 hectares over the Ambitious Density scenario. The additional 290 hectares of land provided by the Increased Targets scenario from now until 2051 would be largely addressed by the inclusion of the White Church Road Urban Expansion Area.

	Intensification Target (%)			
Scenario	2021 -	2031 –	2041 -	Land Need (ha)
	2031	2041	2051	727 - 330
1. Current Trends	40			3,440
2. Growth Plan minimum	50			2,190
3. Increased Targets	50	55	60	1,630
	(55% average over the period)			.,
4. Ambitious Density	50	60	70	1,340
	(60% average over the period)			1,040

Table 2: LNA Results - Community Area Land Need Scenarios

Source: Lorius & Associates, Land Needs Assessment Technical Working Paper, 2021

In July of 2021, the City distributed a mail-out survey to households in Hamilton to obtain their responses to three potential options to accommodate growth through to 2051. The three options presented on the mail-out survey were; an 'Ambitious Density' scenario, a No Urban Expansion scenario, and other suggestions. The Ambitious Density scenario would see the City increase its intensification target to 50% through to 2031, 60% to 2041 and 70% to 2051, while the No Urban Boundary Expansion scenario would see all intensification occurring within the existing urban boundary. The results of the survey saw 90% of respondents favouring the No Urban Boundary Expansion scenario although it is worth noting that there were only 18,387 responses received – representing approximately 2% of the City's total population. Despite the staff recommendation to approve the Ambitious Density scenario as contained in Staff Report No. PED17010(i), during the November 19th, 2021 General Issues Committee, City Council voted 13-3 in support of a No Urban Boundary Expansion scenario, directing 81% of residential intensification to be accommodated within the existing Urban Boundary and the balance to be distributed to Designated Greenfield Areas.

As determined by the Council vote at the November 19<sup>th</sup>, 2021 General Issues Committee, Hamilton Council is in favour of the growth scenario where no Urban Boundary Expansion is implemented and all intensification

occurs within the existing Urban Boundary. In other words, this scenario implements an intensification target of 81% of new dwelling units being constructed within the defined Built-up Area over the next 30 years, with the remaining growth to be accommodated by Designated Greenfield Areas. This decision was then brought forward to the Ministry of Municipal Affairs and Housing (MMAH) for review and approval. In November 2022, the MMAH issued their decision on the MCR, which made multiple changes to the City's Official Plan and growth strategy. One of the notable changes made by the Province was the modification to the 'No Urban Boundary Expansion' growth decision in favour of introducing six Urban Expansion Areas to the City's Urban Boundary.

It is the opinion of UrbanSolutions, that despite the direction of the Minister of Municipal Affairs and Housing to reverse the creation of the Urban Expansion Areas, developing these areas would be in the best interest of the City from a planning perspective.

A review of the conclusions made in the Land Needs Assessment and Residential Intensification Market Demand Analysis as well as the associated Watson & Associates peer review used to inform the Growth Related Development Strategy demonstrates the inherent need for greenfield development in Hamilton and flaws in a 'No Urban Boundary Expansion' scenario. The Lorius Residential Intensification Analysis did not evaluate the merit of a 'No Urban Expansion' scenario and concluded that an intensification target of 50% for the current period would be considered a suitable and aspirational goal for the City based on the data. This recommendation was partly driven due to the City's historic rate of intensification averaging only 33% for the past decade and a belief that intensification alone will not be enough to accommodate growth given the demand for greenfield housing. The Lorius report goes on to caution that achieving even a 50% intensification target for new units in the built-up area will require a significant shift in the composition of housing demand in favour of apartment units compared to levels experienced historically. Further, the Watson & Associates Peer Review specifically stated that as a 'No Urban Expansion' Option was not modelled, the option "does not meet Provincial planning policy requirements and is not considered good planning". The Watson & Associates Peer Review expands on this sentiment to say that the No Urban Expansion Option would result in the City not meeting its Schedule 3 minimum forecasts in the Growth Plan and that even the 'Ambitious' Density' scenario represents an extremely compact urban form.

The following characteristics of the White Church Urban Expansion Area demonstrate the area's merit to be included within the urban boundary, and establishes its status as a capable, well-suited location to facilitate the projected land need demand determined through the comprehensive March 2021 Land Needs Assessment and December 2020 Residential Intensification Market Demand Analysis.

- Proximity to Airport Employment Growth District jobs and support services provides future residents with local employment opportunities.
- The proposed Highway 6 expansion is to provide enhanced access with a future connection to the Red Hill Parkway – A Class Environmental Assessment is currently underway and well situated with regards to its potential future connections to the Upper Red Hill Vally Parkway.
- From a functional servicing perspective, the lands can be fully serviced.
- Both public school boards have a documented need for new school sites in this area required to satisfy existing student populations.
- The limited natural heritage features can be readily protected without intrusion required to accommodate development.
- No loss of productive agricultural lands would occur as the lands are comprised primarily of sod.
- The White Church Urban Expansion Area acts as a natural extension of the Mount Hope community along Upper James Street and Airport Road.

# 5.2 Secondary Plan Policies

The proposed Official Plan Amendment to establish the White Church Secondary Plan contains a range of policies that will be implemented to guide the future development of the area. Policies respecting the vision and objectives for the Secondary Plan area, land use designations, the natural heritage system, infrastructure, transportation and noise and other airport impacts are included in the draft Official Plan Amendment contained in Appendix B to this Report. These policies, together with the applicable Urban Hamilton Official Plan policies, will ensure the White Church Secondary Plan neighbourhood is develops as a complete community which provides a compatible mix of land uses, supports connected, sustainable, low impact development, maintains an attractive and vibrant character and protects the natural environment.

# 6. Conclusion

The Whitechurch Landowners Group Inc. are the owners of lands within the White Church Secondary Plan Area in Hamilton, Ontario. It is proposed that the subject lands be permitted to be developed with the residential, commercial and institutional development as described within the proposed Secondary Plan policies. The Secondary Plan policies establish the framework for future supporting studies to be undertaken to further guide and inform the development of the lands. This proposal has been reviewed against the applicable provincial and municipal policies, as well as the surrounding land use context. To establish the proposed Secondary Plan an Official Plan Amendment is required.

This Report provides the planning analysis and justification in support of the proposed amendment, concluding that it is consistent with and conforms to the applicable policy framework noted below:

- The proposed Official Plan Amendment is consistent with the Provincial Policy Statement 2020;
- The proposed Official Plan Amendment conforms to the Growth Plan as this Secondary Plan proposal represents an appropriate form of development that constitutes a complete community in a designated greenfield area;
- The proposed amending Official Plan includes appropriate regulations and implements the general intent of the Urban Hamilton Official Plan.

Based on a review of the subject lands, surrounding uses, supporting studies, and applicable planning and policy framework, this application facilities an appropriate form of development and represents good planning.

Respectfully submitted this  $3^{\text{th}}$  day of December, 2023.

Regards,

**UrbanSolutions Planning & Land Development Consultants Inc.** 

MCIP, RPP Matt Johnston, Principal

I hereby certify that this Planning Justification Report was prepared by a Registered Professional Planner, within the meaning of the Ontario Professional Planners Institute Act, 1994.

This report has been prepared based on a review of the subject application and cannot be used for any other purpose.

# Appendix A

Draft Official Plan Amendment & Secondary Plan Schedules

#### DRAFT Urban Hamilton Official Plan Amendment No. \_\_\_

The following text, together with Volume 2, Map B.5.5-1 – Land Use Plan, Volume 2, Map B.5.5-2 – Natural Heritage System and Volume 2, Map B.5.5-3 – Transportation Network, attached hereto, constitutes Official Plan Amendment No. \_\_\_\_ to the Urban Hamilton Official Plan.

#### 1.0 <u>Purpose and Effect:</u>

The purpose and effect of this Amendment is to establish a policy framework for the White Church Secondary Plan area.

#### 2.0 Location:

The lands affected by this Amendment are currently shown as "Urban Expansion Area – Neighbourhoods" and "Urban Expansion Area – Employment Areas" on all Schedules of the Urban Hamilton Official Plan.

#### 3.0 <u>Basis:</u>

The basis for permitting this Amendment is:

• To implement the Ministry of Municipal Affairs and Housing approval of Official Plan Amendment No. 167 by establishing a secondary planning policy framework for the White Church Urban Expansion Area added to the urban boundary.

#### 4.0 Actual Changes:

#### 4.1 Volume 2, Chapter B-5

#### Text

#### 4.1.1 Chapter B-5 – White Church Secondary Plan

a) That Volume 2: Chapter B-5 – Glanbrook Secondary Plans be amended by adding the following as Section 5.5:

#### 5.5 White Church Secondary Plan

The White Church Secondary Plan establishes land uses and development standards to guide the development and/or redevelopment of lands located in the White Church Secondary Plan area. Section B.5.5, Map B.5.5-1 – Land Use Plan, Map B.5.5-2 – Natural Heritage Plan and Map B.5.5-3 – Transportation Network constitute the White Church Secondary Plan.

#### 5.5.1 Goal

White Church is envisioned as an area that will strive to be a safe, sustainable and complete community with neighbourhoods linked by transportation corridors and well connected to community facilities, parks, commercial uses and transit options. The White Church community will accommodate people of all ages within a variety of housing choices that will be supported by excellent schools, parks and trail systems. The White Church community will represent a vibrant

Hamilton community which is reinforced by strong urban design, connectivity, and a focus on sustainability.

#### 5.5.2 Objectives

- 5.5.2.1 The following objectives shall be considered for all future development and redevelopment of the White Church Secondary Plan area:
  - a) Plan for climate change mitigation and adaptation, and reduce greenhouse gas emissions;
  - b) Encourage a compatible mix of uses in neighbourhoods, including a range of housing types and affordability, that provide opportunities to live, work, learn, shop and play, promoting a healthy, safe and complete community;
  - c) Concentrate new development and infrastructure within existing built-up areas and within the urban boundary through intensification and adaptive re-use;
  - d) Protect rural areas for a viable rural economy, agricultural resources, environmentally sensitive recreation and the enjoyment of the rural landscape;
  - e) Design neighbourhoods to improve access to community life for all, regardless of age, ethnicity, race, gender, ability, income and spirituality;
  - 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;
  - g) Expand transportation options through the development of complete streets that encourage travel by foot, bike and transit, and enhance efficient inter-regional transportation connections;
  - h) Maximize the use of existing buildings, infrastructure, and vacant or abandoned land;
  - i) Protect ecological systems and the natural environment, reduce waste, improve air, land and water quality, and encourage the use of green infrastructure; and,
  - j) 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.

#### 5.5.3 General Policies

- 5.5.3.1 The Whitechurch Secondary Plan has been developed to guide development within the Secondary Plan area. The following policies address land uses and other matters common to all parts of the Whitechurch Secondary Plan area:
  - a) Map B.5.5-1 Whitechurch Secondary Plan Land Use Plan, identifies the land use designations applicable to the Whitechurch Secondary Plan area.

- b) For the purposes of this Secondary Plan, development shall also include redevelopment.
- c) Development within the Whitechurch Secondary Plan area shall provide a mix of housing opportunities in terms of built form, style and tenure that are suitable for residents of different age groups, income levels and household sizes.
- d) When reviewing an application for development within the Whitechurch Secondary Plan area, the following matters shall be evaluated:
  - i. Compatibility with adjacent land uses including matters such as shadowing, grading, overlook, noise, lighting, traffic and other nuisance effects;
  - ii. Transition in height and density to adjacent and existing residential development;
  - iii. The relationship of the proposed lot(s) with adjacent and existing lot pattern and configuration; and,
  - iv. The policies in Section 5.5.12 Infrastructure and all other applicable policies of this Secondary Plan.

#### 5.5.4 Natural Heritage Policies

- 5.5.4.1 In addition to Section 2.0 Natural Heritage System of Volume 1, the following policies shall apply to the Whitechurch Secondary Plan area:
  - a) Wherever possible, development within the Whitechurch Secondary Plan area shall promote a healthy Natural Heritage System by restoring, enhancing, and linking habitat/Core Areas, vegetation protection zones, linkages, and restoration areas;
  - b) All development within the Whitechurch Secondary Plan area shall comply with the Endangered Species Act, 2007 or its successor legislation; and,
- 5.5.4.2 The boundaries of Core Areas and Linkages, shown on Map B.5.5-2 Natural Heritage System, are general in nature. Minor refinements to such boundaries may occur through Environmental Impact Statements, watershed studies or other appropriate studies accepted by the City without an amendment to this Plan. Major changes to boundaries, the removal or addition of Core Areas and Linkages identified on Schedule B - Natural Heritage System and Schedules B-1-8 – Detailed Natural Heritage Features require an amendment to this Plan.
- 5.5.4.3 The multi-purpose trail shown on Map B.5.5-3 Transportation Network shall be subject to the following:
  - a) An Environmental Impact Statement shall be completed by the Applicant, which will determine the exact location, design, and construction material requirements for the multi-use trail; and,
  - b) The Multi-purpose trail shall be designed in accordance with the Whitechurch Secondary Plan Urban Design Guidelines.

#### 5.5.5 Residential Designations

- 5.5.5.1 The policies found under Volume 1, Section E.2.7 Neighbourhoods and E.3.0 Neighbourhoods Designation shall apply to all lands identified as 'Neighbourhoods' on Map B.5.5-1 Land Use Plan.
- 5.5.5.2 The policies found under Volume 1, Section E.3.7 Residential Greenfield Design shall apply to all new development within the Whitechurch Secondary Plan area.
- 5.5.5.3 The Whitechurch Secondary Plan area shall be planned to achieve a minimum density of 70 persons and jobs per hectare.
- 5.5.5.4 Three categories of residential land use are described in Volume 1, Sections 3.4, 3.5 and 3.6 but are not designated on Map B.5.5-1 Land Use Plan. The residential categories outlined in these sections provide general location, scale, and design directions which should be utilized when developing the Whitechurch Secondary Plan lands designated as 'Neighbourhoods' on Map B.5.5-1 Land Use Plan. These categories may also be applied in the redevelopment of larger sites designated 'Neighbourhoods'.
- 5.5.5.5 Lower density residential uses and building forms shall generally be located in the interiors of neighbourhood areas with higher density dwelling forms and supporting uses located on the periphery of neighbourhoods on or in close proximity to collector roads as well as major or minor arterial roads.
- 5.5.5.6 When considering an application for a residential intensification development within the Neighbourhoods designation, the following matters shall be evaluated using the criteria listed in Volume 1, Policy B.2.4.1.4.

#### 5.5.6 Commercial Designations

- 5.5.6.1 Sections E.4.2 Commercial and Mixed Use Designations General Policies and E.4.6 Mixed Use – Medium Density Designation of Volume 1 shall apply to the lands designated Commercial on Map B.5.5-1 – Whitechurch Secondary Plan – Land Use Plan.
- 5.5.6.2 The completion of a Commercial Land Needs Assessment for the Whitechurch Secondary Plan area must occur prior to the development of the lands designated as 'Mixed Use – Medium Density' on Map B.5.5-1 – Whitechurch Secondary Plan – Land Use Plan to establish:
  - a) The minimum rate of commercial space required to accommodate the needs of the Whitechurch Secondary Plan area; and,
  - b) The type, location and phasing of commercial development to occur within the Whitechurch Secondary Plan area to meet anticipated demand of the community.

#### 5.5.7 Institutional Designations

5.5.7.1In addition to Sections B.3.5 – Community Facilities/Services Policies, E.3.10 – Community<br/>Facilities/Services and E.6.0 – Institutional Designation of Volume 1, the following policies<br/>shall apply to the lands designated Institutional on Map B.5.5-1 – Whitechurch Secondary<br/>Plan – Land Use Plan, which are intended to be developed as elementary schools:

- a) The City shall encourage institutional and community facility/service uses in the White Church Secondary Plan area, of a size and scale to service the local community and surrounding rural area.
- b) All schools shall be located adjacent to Parks where feasible, to provide opportunities to share facilities.
- c) Should the relevant school board(s) not require all designated elementary school sites these surplus lands may be developed in accordance with the Residential designation policies outlined in Section 5.5.5 of the Whitechurch Secondary Plan, and/or other new institutional uses, without amendment to this Plan provided:
  - i. the proposed uses are compatible with the surrounding area;
  - ii. all elementary school board(s) have provided written confirmation to the City that the lands are not required for school purposes; and,
  - iii. the change is supported by a Council Resolution.

#### 5.5.8 Parks and Open Space Designations

5.5.8.1 The policies found under Sections B.3.5.3 – Parkland Policies and C.3.3 – Open Space Designation of Volume 1 shall apply to all Parks and Open Space designations within the White Church Secondary Plan.

#### 5.5.9 Transportation Policies

- 5.5.9.1 In addition to Section C.4.0 Integrated Transportation Network of Volume 1, the following general policies shall apply to the transportation network in White Church Secondary Plan area to encourage the development of an efficient, practical and safe system of internal roads and other corridors to accommodate the movement of people in private vehicles, public transit, and by active transportation:
  - a) All new roads within the White Church Secondary Plan area shall be designed and constructed in accordance with Section C.4.5 – Road Network of Volume 1. The City may consider alternative development standards where, in the opinion of the City, they are appropriate and do not compromise public safety or the efficiency of the transportation network.
  - b) All lands required for new internal public roads, right-of-way dedications for existing public roads and/or day-lighting triangles, shall be dedicated free of charge and free of all encumbrances at the time of development or redevelopment to the satisfaction of the City in accordance with Policy C.4.5.2 Functional Classification and C.4.5.6 Right-of-Way Dedication of Volume 1.
  - c) The costs related to the design and construction of all new public roads and the appropriate upgrading of the adjacent existing public roads required as result of development of Binbrook Village shall be at the expense of the developers. The details regarding these works and costs shall be established in the subdivision agreements and/or development, maintenance and use (site plan) agreements to be approved by the City and executed by the City and the developers.
  - d) In some areas, and for some development, such as single detached dwellings fronting on collector or arterial roads and street townhouses, access to development serviced

by rear lanes may be appropriate and contribute to an improved streetscape and urban character.

#### 5.5.10 Cultural Heritage Policies

5.5.10.1 The policies found under Sections B.3.4 – Cultural Heritage Resources Policies of Volume 1 shall apply to all cultural heritage resources within the Whitechurch Secondary Plan.

#### 5.5.11 Noise and Other Airport Impacts

- 5.5.11.1 White Church Secondary Plan area is in the vicinity of John C. Munro International Airport, Highway 6, and the Airport Employment Growth District. In recognition that the Whitechurch Secondary Plan is comprised predominantly of sensitive land uses and to ensure the operations of John C. Munro International Airport, Highway 6, and the Airport Employment Growth District are not compromised:
  - a) Sections B.3.6.3 Noise, Vibration and Other Emissions and C.4.8 Airport of Volume 1, shall apply to the Mount Hope Secondary Plan area;
  - b) all new development and redevelopment shall conform to all relevant legislation, policies, standards and guidelines;
  - c) future residents of residential development shall be advised of the potential for noise nuisance through appropriate warning clauses included in lease or rental agreements, agreements of purchase and sale, and within required development agreements; and,
  - d) Notwithstanding Policy C.4.8.8, Table C.4.8.1, Subsection 2) of Volume 1, for lands at or above the 28 NEF Contour and at or below the 30 NEF Contour, and designated Institutional, Residential or Mixed Use – Medium Density on Map B.5.5-1 – White Church Secondary Plan – Land Use Plan, the provisions of Table C.4.8.1, Subsection 3) shall apply.
  - e) Notwithstanding Policy C.4.8.8, Table C.4.8.1, Subsection 2) of Volume 1 and Policy 5.5.11.1.d) above, the Whitechurch Secondary Plan shall be developed in accordance with the current Noise policies established by the Provincial Policy Statement.

#### 5.5.12 Infrastructure

- 5.5.12.1 Existing development on private services in the White Church Secondary Plan area is encouraged to connect to municipal services when they become available.
- 5.5.12.2 From time to time, consideration may be given to subsequent agreements between the City and the private sector with respect to the financing of the expansion of the municipal trunk sanitary sewerage and water facilities required to service the development of the White Church Secondary Plan area.
- 5.5.12.3 Wiring for electrical power distribution, telephones, cable television and other energy distribution systems shall be located underground.
- 5.5.12.4 The White Church Secondary Plan area is characterized by a varying topography which requires specific grading and detailed servicing provisions to adequately service the future development area so development proceeds in a coordinated and comprehensive

manner. Completion of a Master Servicing Strategy shall be required for the White Church Secondary Plan areas identified on Map B.5.5-1 – White Church Secondary Plan – Land Use Plan.

5.5.12.5 The following servicing policies shall apply to White Church Secondary Plan area:

- a) The City of Hamilton shall prepare a Terms of Reference for a Master Servicing Strategy in consultation with the Conservation Authority;
- b) All development within the lands within the Whitechurch Secondary Plan area shall conform to the Master Servicing Strategy;
- c) The Whitechurch Secondary Plan Sub-Watershed Studies shall form the basis of the Master Servicing Strategy;
- d) Where a Master Servicing Strategy is prepared by a developer(s), the Strategy shall demonstrate consultation and general landowner support for lands within the subject Whitechurch Secondary Plan area, and be completed to the satisfaction of the City in consultation with the Conservation Authority;
- e) A condition shall be inserted into any draft plan approval and subdivision agreement (or other development approval) with the Municipality precluding the release by the Municipality of its subdivision plan (or any phase thereof) for registration, or any other Development Event in respect of its lands, unless an acknowledgement is first given to the Municipality by the Whitechurch Landowners Group Inc. that the applicant is a party in good standing with respect to its participation in the Master Servicing Strategy and a future cost sharing agreement for the necessary infrastructure to accommodate development.

#### 5.5.13 Requirement for Supporting Materials

- 5.5.13.1 Prior to the approval of any future development within the White Church Secondary Plan area, the following supporting studies must be completed, appropriately considered and applied in the design of any development proposal and approved by the City of Hamilton:
  - a) Survey Plan;
  - b) Concept Plan;
  - c) Draft Official Plan Amendment and By-laws (as necessary);
  - d) Commercial Needs and Impact Assessment;
  - e) Urban Design Report;
  - f) Architectural Urban Design Guidelines;
  - g) Stage 1 Archaeological Assessment;
  - h) Cultural Heritage Impact Assessment;
  - i) Sub-watershed Study inclusive of;
    - i. Environmental Impact Statement
    - ii. Linkage Assessment
    - iii. General Vegetation Inventory
    - iv. Tree Protection Plan
  - j) Hydrogeological Study;
  - k) Geotechnical Study;

- I) Financial Impact Analysis;
- m) Recreation Needs Assessment;
- n) School Accommodation Issues Assessment;
- o) School and City Recreation Facility and Outdoor Recreation/Parks Issues Assessment;
- p) Agricultural Impact Assessment inclusive of;
  - i. Minimum Distance Separation Calculation
- q) Noise Impact Study;
- r) Transportation Master Plan inclusive of;
  - i. Cycling Route Analysis
  - ii. Pedestrian Route and Sidewalk Analysis
  - iii. Transit Assessment
- s) Public Consultation Summary and Comment Response;
- t) Housing Report;
- u) Planning Justification Report;
- v) Wastewater and Water Servicing Master Plan; and,
- w) Energy and Environmental Assessment Report.

#### Maps

#### 4.1.2 White Church Secondary Plan Schedules

- a. That Volume 2: Map B.5.5-1 Land Use Plan be added to the UHOP Secondary Plan Mapping by, as shown on Map B.5.5-1, attached to this Amendment.
- b. That Volume 2: Map B.5.5-2 Natural Heritage System be added to the UHOP Secondary Plan Mapping by, as shown on Map B.5.5-2 attached to this Amendment.
- c. That Volume 2: Map B.5.5-3 Transportation Network be added to the UHOP Secondary Plan Mapping by, as shown on Map B.5.5-3, attached to this Amendment.

#### 5.0 Implementation:

The effect of the policy framework established by this amendment will be implemented through the Secondary Planning processes undertaken for the White Church Urban Expansion Area.

This Official Plan Amendment is Schedule "1" to By-Law No. \_\_\_\_\_, passed on the \_\_\_\_\_ day of \_\_\_\_\_, 2023.

A. Horwath Mayor A. Holland Clerk





