



CITY OF HAMILTON

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Industrial Parks and Airport Development Division

and

PUBLIC WORKS DEPARTMENT
Environment and Sustainable Infrastructure Division

TO: Chair and Members Economic Development and Planning Committee	WARD(S) AFFECTED: CITY WIDE
COMMITTEE DATE: June 15, 2010	
SUBJECT/REPORT NO: Airport Employment Growth District (AEGD) (PED10133 / PW10061) (City Wide)	
SUBMITTED BY: Tim McCabe General Manager Planning and Economic Development Department Gerry Davis, CMA General Manager Public Works Department	PREPARED BY: Guy Paparella, (905) 546-2424 Ext. 5807 Ray Lee, (905) 546-2424, Ext. 6109 Syeda Banuri, (905) 546-2424, Ext. 4101 Christine Lee-Morrison, (905) 546-2424, Ext. 6390 Jillian Stephen, (905) 546-2424, Ext. 4621
SIGNATURE:	

RECOMMENDATION

- (a) That the draft Airport Employment Growth District Secondary Plan (AEGD) Appendix "A" and draft implementing Zoning By-law Appendix "B" both attached to Report PED10133 / PW10061 be received;

- (b) That the General Manager of the Planning and Economic Development Department be authorized and directed to release the draft Airport Employment Growth District Secondary Plan, draft implementing Zoning By-law and the supporting studies, as outlined in Appendix “C” to Report PED10133 / PW10061 for public consultation / public feedback during July, August 2010.
- (c) That, as part of the public consultation process, the General Manager of the Planning and Economic Development Department be authorized and directed to hold a Public Information Centre to present the draft Airport Employment Growth District Secondary Plan and draft implementing Zoning By-law.
- (d) That a special public meeting of the Economic Development and Planning Committee be arranged for September 2010 to consider formal approval of the Secondary Plan and implementing Zoning By-law. Further, that the staff report for this public meeting include all written public comments received during July and August.

NOTE: Given the substantial size of the supporting studies for the Airport Employment Growth District Secondary Plan referred to in Recommendation (b) in Report PED10133 / PW10061, they have not been appended. Copies may be viewed in the Planning and Economic Development Department, Industrial Parks and Airport Development Division in City Hall. Electronic copies will be made available for internal review at: <S:\Projects\Airport-EGDS\Planning and Master Plan Documents> and on the project website after June 24th, 2010.

EXECUTIVE SUMMARY

The Airport Employment Growth District Secondary Plan project team is seeking Council’s approval to release the draft Secondary Plan and the supporting studies for public consultation purposes. Prior to this release of these draft documents, staff considers it appropriate to provide Council an opportunity to preview these documents. In support of the AEGD Secondary Plan, Infrastructure Master Plans are also being prepared for transportation, stormwater, water and wastewater led by the Public Works Department in a coordinated fashion. The draft Infrastructure Master Plan documents are being finalized and will also be made available on the project website prior to the formal Public Meeting in late September 2010, as referred to in the “Analysis/Rationale” Section of this Report under “Next Steps and Timing”.

A key component of the secondary planning and master planning process has been the extensive public and agency consultation that the AEGD project team has followed throughout the course of this project. Since the preferred land use plan was last presented to the public in October 2009, a number of revisions were made to the plan to address the comments received as a result of our consultation process. A Public

Information Centre (PIC) is proposed as an additional opportunity for public review and input. It will help facilitate the understanding of the rationale and justification behind the project's conclusions and recommendations. At the conclusion of the public consultation process, the project team will consider any comments received prior to finalizing staff's recommendations to Council.

Alternatives for Consideration – See Page 13

FINANCIAL / STAFFING / LEGAL IMPLICATIONS (for Recommendation(s) only)

Financial: There are sufficient funds available in the project budget for the Public Consultation process.

Staffing: There are sufficient staff resources to facilitate the Public Information Centre and other meetings with landowners / stakeholders.

Legal: There are no legal implications with this proposed course of action.

HISTORICAL BACKGROUND (Chronology of events)

City Council, at its meeting held on June 25, 2008, received the Airport Employment Growth District Phase 1 Study (PED08149 / PW08075) and authorized and directed staff to continue working with Dillon Consulting and their Project Team for Phase 2 of the co-ordinated land use study under the Planning Act and Infrastructure Master Plans according to the approved process of the Municipal Engineers Association's Municipal Class Environmental Assessment (October 2000, as amended in 2007).

The co-ordinated planning process includes the preparation of a Secondary Plan, Financing Strategy/Phasing Plan, Water/Wastewater Master Plan, Transportation Master Plan and Stormwater Master Plan (Sub-watershed Study and Master Drainage Plan). The process was completed under a two-phased approach. The first phase was to identify issues related to the development of the AEGD. A draft background report was presented to Council in May 2009 which identifies opportunities and constraints of the AEGD related to its development. In Phase 2, three land use options were developed and evaluated against a Vision, Principle and Objectives document. Infrastructure servicing alternatives were developed and evaluated under the social, environment, financial and technical criteria. Based on input received from the public, agencies and landowners/stakeholders, and the Community Liaison Committee (CLC), a refined preferred land use option and preferred servicing strategies for water and wastewater, transportation and stormwater were selected to guide the development/redevelopment of lands surrounding the John C. Munro Hamilton International Airport as a business park to meet the City of Hamilton's employment land needs to the year 2031.

The Community Liaison Committee (CLC) formed in Phase 1 continued into Phase 2 of the project. The CLC met several times during the course of Phase 2. They provided their input into the land use and infrastructure planning process and provided key inputs into the development of the Vision and Objectives statement used in developing the land use options, infrastructure servicing alternatives and the evaluation of these alternatives. Two series of Public Information Centres (PICs) for Phase 2 were held. At the first series of PICs, the land use options and the preliminary preferred land use option was presented to the public. At the second series of PICs, the preferred land use option with servicing alternatives, evaluation of alternatives and the preliminary preferred servicing strategies were presented to the public. Comments were received from the public after each PIC and reviewed by the study project team. These comments were shared with the CLC. Throughout this project, key technical agencies and City staff were consulted.

Draft Secondary Plan and Infrastructure Master Plan documents were completed in December 2009 and widely circulated to technical agencies and City staff for their input. Where appropriate, comments were incorporated into the final drafts.

Staff is now seeking authorization to present the draft Airport Employment Growth District Secondary Plan and Zoning By-law at a final PIC for further public consultation purposes to review the actual draft policy and zoning documents and all corresponding maps. A number of related studies have also been produced. Prior to the PIC, it would be appropriate for the members of City Council to receive and/or review these studies.

POLICY IMPLICATIONS

Planning and Economic Development Strategic Plan – 2010 Initiatives/Objectives

The proposal is consistent with City's initiative to finalize the necessary approvals for the Airport Employment Growth District and the Department's program to expedite the development of shovel-ready employment lands and improving communication / engagement with the community.

Public Works Strategic Business Plan

The proposal complies with the Public Works Strategic Business Plan, Innovate Now, under on the following basis:

Communities' objectives: The proposal will provide safe, secure, timely infrastructure network services for the residents of Hamilton. The proposal focuses on greening infrastructure by utilizing eco-industrial principles.

People objectives: The project has provided opportunities for staff engagement in a challenging assignment.

Process objectives: The proposal complies with objectives related to business planning processes that are aligned, in that interdepartmental staff worked collaboratively to prepare land use and infrastructure planning studies in an efficient manner.

RELEVANT CONSULTATION

Public consultation, which informs and gathers information from various stakeholders has been a key component of this project. As such, the project team has engaged a Community Liaison Committee (CLC), established and posted up-to-date study material on a project website (www.hamilton.ca/aegd), held Public Information Centres, sent out individual notices to surrounding landowners and residents inviting them to participate in the public consultation process and provided staff contact information in project information materials.

Throughout the Secondary Plan and the co-ordinated Infrastructure Master Planning processes, staff has consulted with various City departments, external agencies and First Nations and solicited their input and advice.

The following is a summary of the Public Consultation Process undertaken for Phase 2 of this project:

- Seven Community Liaison Committee meetings
- Three Presentations to Condominium Boards
- Presentation to the Ancaster Community Council
- Two Series of Public Information Centres

The City maintained and regularly updated a project website (www.hamilton.ca/aegd) where stakeholders could view agendas, meeting notes, presentation materials, project news and related studies and plans, including contact information.

ANALYSIS / RATIONALE FOR RECOMMENDATION

(include Performance Measurement/Benchmarking Data, if applicable)

A number of strategic background studies and reports were undertaken in order to set the policy framework for the development of the AEGD Secondary Plan. In the Phase 1 component of the study, an analysis was undertaken to identify the opportunities and constraints to development. In Phase 2, in addition to the development of land use options, a further refinement and analysis was undertaken to recommend which areas

should be removed from future development and which areas should be left for future development. Those areas recommended for future development have been included in the Secondary Plan and growth will be guided by a set of guiding principles developed through a visioning exercise by the project's Community Liaison Committee and feedback from staff, agencies and public.

In response to our circulation of the draft Secondary Plan to the Ministry of Municipal Affairs and Housing, the Province has advised (Appendix "D" to Report PED10133 / PW10061) that while they are in support of Hamilton's planning for an AEGD to accommodate the employment forecasts allocated to Hamilton under the Growth Plan, they are concerned with the City's proposal to designate lands beyond our land needs assessment to 2031 as an "Employment Reserve". In discussing this further with Ministry staff, the project team has agreed to remove the proposed Stage 2 or Employment Reserve area from the proposed Secondary Plan to address the Province's concerns. However, the balance of these lands for Stage 2 will still remain as a Special Policy Area in the Rural Official Plan for future consideration.

Secondary Plan

The proposed Airport Employment Growth District land use plan attached as Map B.8-1 of Appendix "A" to Report PED10133 / PW10061 identifies the proposed land use designations by type and area. The four main land use designations include:

Prestige Business (PB):

The PB designation areas are generally located along the perimeter of the AEGD and areas having frontage on major roadways. Employment uses include research and development, warehousing, business/financing services, prestige/light industry, warehousing and transportation, communication and government services. These areas will be subject to high quality urban design and sustainable development standards.

Light Industrial (LI):

The LI areas are generally located in the interior of the AEGD and would allow for a broad range of employment uses including light industry, warehousing, wholesale and distribution centres, repair services and offices. Outdoor storage will be permitted but subject to limited standards.

Airside Industrial (AI):

The AI designation is to allow for businesses that need airside access to the airport. Uses such as freight-forwarders, couriers and on-site custom brokers. Other employment related uses such as warehousing, distribution centres, light industry will be permitted but will be required to demonstrate the need to be located on these properties.

Airport-Related Business (ARB):

The ARB designation is generally located to the south of the airport's main entrance. This area will focus on uses related to accommodations, food and catering services, restaurants, automobile rental and convention centres. These areas will have high quality urban design standards and are not intended for warehousing or light industry.

In support of the Secondary Plan, the following studies and backgrounds reports were prepared. Completed Phase 1 studies are currently available on the project website (www.hamilton.ca/aegd) and draft Phase 2 studies should be made available to the public.

Given the volume of reproduction material, the studies and background reports are not attached to this report but will be available at <S:\Projects\Airport-EGDS\Planning and Master Plan Documents>.

The following is the list of the studies completed:

Phase 1:

Secondary Plan Phase 1 – Land Use Report, May 2008
Built Heritage and Cultural Heritage Landscape Inventory Report, April 2008
Transportation, Stormwater, Water/Wastewater Master Plans, Phase 1, May 2008

Phase 2:

Land Use Planning Reports:

- Employment Area Land Budget Update, August, 2009
- Airport Market Analysis and Land Needs, August 2009
- Airport Zoning Preferred Option 3, August 2009
- Airport Economic Impact Report, August 2009
- Urban Design Guidelines, January 2010
- Eco-Industrial Design Guidelines, January 2010
- Eco-Industrial Initiatives: Incentives and Funding Options – Draft Technical Memo, January 2010
- Airport Employment Growth District - Phase 2: Natural Environment Review
- Phase 2 Land Use Report – Development Options Evaluation and Preferred Concept Plan, January, 2009
- Financing Strategy
- Draft Secondary Plan
- Draft Zoning By-law

Zoning By-law

The proposed Airport Employment Growth District draft Zoning By-law provisions are derived from the proposed Employment Zones and are attached as Appendix “B” to Report PED10133 / PW10061 outlines the draft Zoning By-law. The six (6) main zoning categories are:

General Business Park (M2) Zone:

The General Business (M2) Zone will apply to lands proposed to be designated “Light Industrial” on the AEGD Secondary Plan. The permitted uses include:

- Animal Shelter
- Building and Lumber Supply Establishment
- Building or Contracting Supply Establishment
- Commercial Motor Vehicle Sales, Rental and Service Establishment
- Communications Establishment
- Courier Establishment
- Dry Cleaning Plant
- Equipment and Machinery Sales, Rental and Service Establishment
- Industrial Administrative Office
- Laboratory
- Labour Association Hall
- Landscape Contracting Establishment
- Manufacturing
- Motor Vehicle Collision Repair Establishment
- Office
- Private Power Generation Facility
- Repair Service
- Research and Development Establishment
- Surveying, Engineering, Planning or Design Business
- Trade School
- Tradesperson’s Shop
- Transport Terminal
- Warehouse
- Waste Processing Facility
- Waste Transfer Facility

Prestige Business Park (M3) Zone:

The Prestige Business Park (M3) Zone will apply to lands proposed to be designated “Prestige Business” on the AEGD Secondary Plan. The permitted uses include:

- Building and Lumber Supply Establishment

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- Building or Contracting Supply Establishment
- Commercial Motor Vehicle Sales, Rental and Service Establishment
- Communications Establishment
- Conference or Convention Centre
- Courier Establishment
- Equipment and Machinery Sales, Rental and Service Establishment
- Hotel
- Industrial Administrative Office
- Laboratory
- Labour Association Hall
- Manufacturing
- Motor Vehicle Collision Repair Establishment
- Motor Vehicle Service Station
- Office
- Private Power Generation Facility
- Repair Service
- Research and Development Establishment
- Surveying, Engineering, Planning or Design Business
- Trade School
- Tradesperson's Shop
- Transport Terminal
- Transportation Depot
- Warehouse

Business Park Support (M4) Zone:

The Business Park Support (M4) Zone will apply to lands designated as identified as "Employment Supportive Centres" on the AEGD Secondary Plan. The permitted uses include:

- Building and Lumber Supply Establishment
- Building or Contracting Supply Establishment
- Commercial Motor Vehicle Sales, Rental and Service Establishment
- Communications Establishment
- Conference or Convention Centre
- Courier Establishment
- Equipment and Machinery Sales, Rental and Service Establishment
- Financial Establishment
- Hotel
- Industrial Administrative Office
- Laboratory
- Labour Association Hall
- Manufacturing
- Medical Clinic

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- Medical Office
- Motor Vehicle Collision Repair Establishment
- Motor Vehicle Service Station
- Office
- Personal Services
- Private Power Generation Facility
- Repair Service
- Research and Development Establishment
- Restaurant
- Retail
- Surveying, Engineering, Planning or Design Business
- Trade School
- Tradesperson's Shop
- Transport Terminal
- Transportation Depot
- Warehouse

Airside Industrial (M7) Zone:

The Airside Industrial (M7) Zone will apply to lands proposed to be designated "Airside Industrial" on the AEGD Secondary Plan. The permitted uses include:

- Airplane Storage, Maintenance and Operation Facilities
- Catering Service
- Communications Establishment
- Courier Establishment
- Fuel Storage Depot
- Industrial Administrative Offices
- Manufacturing
- Private Power Generation Facility
- Research and Development Establishment
- Transport Terminal
- Transportation Depot
- Warehouse
- Waste Processing Facility
- Waste Transfer Facility

Airport Related Business (M8) Zone:

The Airport Related Business (M8) Zone will apply to lands proposed to be designated "Airport Related Business" on the AEGD Secondary Plan. The permitted uses include:

- Commercial Motor Vehicle Sales, Rental and Service Establishment
- Commercial Parking Facility

- Conference or Convention Centre
- Equipment and Machinery Sales, Rental and Service Establishment
- Financial Establishment
- Fitness Club
- Hotel
- Labour Association Hall
- Motor Vehicle Service Station
- Motor Vehicle Washing Establishment
- Personal Services
- Restaurant
- Transportation Depot
- Trade School

Airport Reserve (M9) Zone:

The Airport Reserve (M9) Zone will apply to lands proposed to be designated “Airport Reserve” on the AEGD Secondary Plan. The permitted uses include:

Airplane Storage, Maintenance and Operation Facilities
Uses Existing at the Effective Date of this By-law

Class Environmental Assessment

As a coordinated land use and Infrastructure Master Planning process, the Public Works Department is preparing Infrastructure Master Plans for transportation, stormwater and water and wastewater in accordance with the Municipal Engineers Association’s Municipal Class Environmental Assessment (October 2000, as amended in 2007) to fulfill the requirements of the Environmental Assessments Act.

Draft Transportation Master Plan

In a coordinated process with the AEGD Secondary Plan, a Transportation Master Plan (TMP) is being undertaken to prepare a transportation strategy for AEGD that would accommodate the employment projections for AEGD and the City of Hamilton’s long-term vision. This TMP is based on the City-Wide Transportation Master Plan.

The specific objectives of the study included, but are not limited to, preparing a transportation strategy that supports development of the AEGD, identifying and protecting future transportation corridors, integrating policies, programs, funding and infrastructure needs and satisfying Phases 1 and 2 of the Municipal Class Environmental Assessment process.

Existing roads within the AEGD study area are primarily two and four lane arterial and collector roadways, with the exception of provincial Highway 6. Transit service within the study area is currently limited. Cycling, pedestrian, and trail accessibility is also limited due to barriers and/or missing pathway connections. The existing network was assessed as part of Phase 1 of the AEGD study and no deficiencies were identified. There are planned transportation improvements coinciding with roadway, transit, cycling network, and goods movement that have been taken into consideration for this study. The draft TMP has analyzed and recommended preferred transportation strategies including new and expanded roadways, typical cross-sections, “greenway” provisions for future greywater systems, roadway improvements, and other transportation-related infrastructure (e.g. Ancillary Commercial Centres and integrated transit facilities, cycling lanes, and a pedestrian and trails network). Transit recommendations identified the development of local and regional transit initiatives to provide high quality service to the AEGD area. Potential Truck Routes are identified based on the need for goods movement between the study area and major goods movement destinations. The draft TMP will be finalized to the satisfaction of staff and made available on the project website for public review before Council endorsement.

Draft Stormwater Master Plan (Subwatershed Study and Master Drainage Plan)

In a coordinated process with the AEGD Secondary Plan and other studies, the Stormwater Master Plan (SWMP) was undertaken to prepare a stormwater management strategy for the AEGD that would accommodate the employment projections for AEGD and in accordance with the City of Hamilton’s City-wide Stormwater Master Plan.

AEGD Stormwater Master Plan is somewhat unique in terms of the planning process to develop with a recommended plan and infrastructure components at the same time. This Plan includes a Subwatershed Study and Master Drainage Plan. Where typically a subwatershed study would be prepared in advance of and separate from, the growth management study or secondary planning study, thus establishing the natural heritage system and stormwater/groundwater management framework within which the Secondary Plan would be developed. In this case, the two studies have been completed in a fully integrated, iterative process, which has allowed for the concept of an eco-industrial park to be more fully explored, while at the same time giving more consideration to Subwatershed Study components. This has also led to the development of a Master Drainage Plan that is also more integrated between the environmental components of the Subwatershed Study and the planning and infrastructure elements of the land use plan because of the need to utilize Low Impact Development (LID) measures extensively in the overall plan. The SWMP for the AEGD is focused on eco-industrial principles and will provide a management strategy comprised of source controls, conveyance controls and end of pipe facilities with some subwatershed components such as stream enhancement and erosion controls.

Draft Water and Wastewater Master Plan

The City of Hamilton's Integrated Water and Wastewater Master Plan for Lake Based Systems set out the overall servicing strategies for all the City's growth areas. Included in these strategies were the trunk infrastructure requirements to service the AEGD. The Water and Wastewater Master Plan (W&WW) undertaken as part of the coordinated infrastructure and land use planning process for the AEGD provides opportunity to review the servicing strategies in detail to ensure sustainable, flexible and implementable solutions are developed and evaluated.

The W&WW Master Plan reviews the existing servicing conditions in the AEGD and neighboring systems. It confirms servicing principles and criteria to be used for alternative development and evaluation of alternatives and selection of the preferred solutions for water and wastewater servicing. This plan develops sound water and wastewater servicing strategies which are cost effective, optimize existing infrastructure, minimize impact to or enhance the natural, social and economic environments, and meet the technical service requirements. This Plan also identifies the needed water and wastewater infrastructure to detail the capital plan.

Given the substantial size of these draft documents, hard copies have not been appended to this report. However, electronic copies will be made available on the project website (www.hamilton.ca/aegd) which has been the principle means of providing up to date project related information to the public. The draft Infrastructure Master Plan documents are being finalized and will also be made available on the project website prior to the formal Public Meeting referred to below.

Next Steps and Timing

With the completion of Phase 2 of the project, staff is proposing to hold a Public Information Centre in July 2010 to present the draft Secondary Plan and Zoning By-Law to surrounding landowners, residents and stakeholders. Copies of the draft Secondary Plan and Zoning By-law will also be mailed to all registered property owners in the area requesting their review and comments.

Subject to the comments received, staff will hold the formal statutory Public Meeting under the Planning Act and present the final recommendations to the Economic Development and Planning Committee in September. Infrastructure Master Plans will also be presented to Council at the same time. After endorsement by Council, the Master Plans will be placed on public record for a minimum 30 day period in accordance with the Municipal Engineers Association's Municipal Class Environmental Assessment (October 2000, as amended in 2007) to fulfill the requirements of the Environmental Assessments Act.

ALTERNATIVES FOR CONSIDERATION

(include Financial, Staffing, Legal and Policy Implications and pros and cons for each alternative)

Proceed to a formal public meeting without further public consultation.

The proposed Public Information Centre is not a legislative requirement under the Planning Act and can be waived by the City of Hamilton. However, this alternative is not recommended since the public would not have an opportunity to review the latest draft Secondary Plan and Zoning By-law until later this fall at the formal statutory Public Meeting under the Planning Act. It is also felt appropriate that staff send out copies of the draft Secondary Plan and Zoning to all property owners directly affected and meet with owners and their agents over the summer to review and resolve any outstanding issues.

A second alternative is to upload all of the land use and master planning documents to the project website. This alternative is not being recommended since the project team has previously held Public Information Centres to engage the public in the AEGD Secondary Plan and Master Planning processes.

CORPORATE STRATEGIC PLAN (Linkage to Desired End Results)

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Financial Sustainability

- ◆ Financially Sustainable City by 2020
- ◆ Effective and sustainable Growth Management
- ◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner
- ◆ Generate assessment growth/non-tax revenues

Intergovernmental Relationships

- ◆ Maintain effective relationships with other public agencies

Growing Our Economy

- ◆ Newly created or revitalized employment sites

Environmental Stewardship

- ◆ Natural resources are protected and enhanced

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- ◆ Reduced impact of City activities on the environment
- ◆ Reduce the impact of Hamilton's industrial, commercial Private and Public operations on the environment
- ◆ Aspiring to the highest environmental standards

Healthy Community

- ◆ Plan and manage the built environment
- ◆ An engaged Citizenry

APPENDICES / SCHEDULES

Appendix A to Report PED10133 / PW10061 – Draft AEGD Secondary Plan
Appendix B to Report PED10133 / PW10061 – Draft Zoning By-law
Appendix C to Report PED10133 / PW10061 – List of Supporting Studies
Appendix D to Report PED10133 / PW10061 – Letter from Ministry of Municipal Affairs
and Housing

RL:tl
Attachs.(4)