



City of Hamilton
GENERAL ISSUES COMMITTEE
AGENDA

Meeting #: 21-007
Date: March 29, 2021
Time: 9:30 a.m.
Location: Due to the COVID-19 and the Closure of City Hall

All electronic meetings can be viewed at:

City's Website:
<https://www.hamilton.ca/council-committee/council-committee-meetings/meetings-and-agendas>

City's YouTube Channel:
<https://www.youtube.com/user/InsideCityofHamilton> or Cable 14

Stephanie Paparella, Legislative Coordinator (905) 546-2424 ext. 3993

1. CEREMONIAL ACTIVITIES
2. APPROVAL OF AGENDA
(Added Items, if applicable, will be noted with *)
3. DECLARATIONS OF INTEREST
4. APPROVAL OF MINUTES OF PREVIOUS MEETING
5. COMMUNICATIONS
6. DELEGATION REQUESTS
7. CONSENT ITEMS
8. STAFF PRESENTATIONS
 - 8.1. GRIDS 2 and Municipal Comprehensive Review - Final Land Needs Assessment (PED17010(i)) (City Wide)

8.2. GRIDS 2 and Municipal Comprehensive Review - Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (PED17010(j)) (City Wide)

9. PUBLIC HEARINGS / DELEGATIONS
10. DISCUSSION ITEMS
11. MOTIONS
12. NOTICES OF MOTION
13. GENERAL INFORMATION / OTHER BUSINESS
14. PRIVATE AND CONFIDENTIAL
15. ADJOURNMENT



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members General Issues Committee
COMMITTEE DATE:	March 29, 2021
SUBJECT/REPORT NO:	GRIDS 2 and Municipal Comprehensive Review – Final Land Needs Assessment (PED17010(i)) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Heather Travis (905) 546-2424 Ext. 4168
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That the City of Hamilton Land Needs Assessment to 2051 – Technical Working Paper, prepared by Lorus & Associates, dated March 2021, attached as Appendix “A” to Report PED17010(i) be adopted by Council for the GRIDS 2 / MCR integrated growth management planning process;
- (b) That the following reports be approved by Council:
- (i) Residential Intensification Market Demand Study, prepared by Lorus and Associates, dated March 2021, attached as Appendix “B” to Report PED17010(i);
 - (ii) Residential Intensification Supply Update, dated March 2021, attached as Appendix “C” to Report PED17010(i);
 - (iii) Existing Designated Greenfield Area Density Analysis, dated March 2021, attached as Appendix “D” to Report PED17010(i);
- (c) That Council adopt the “Ambitious Density” scenario, as identified in the Land Needs Assessment to 2051 – Technical Working Paper prepared by Lorus &

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Associates, dated March 2021, as the preferred Community Area land needs scenario, and the following growth projections, intensification target, planned density of greenfield areas, and Community / Employment Area land needs be utilized and incorporated into the GRIDS 2 / MCR process and the development and evaluation of growth scenarios:

- (i) A projected household growth of 110,300 households;
 - (ii) An intensification target of 50% between 2021 and 2031, 60% between 2031 and 2041 and 70% between 2041 and 2051;
 - (iii) A planned density of 60 persons and jobs per hectare (pjh) in existing Designated Greenfield Areas and 77 pjh in new Designated Greenfield Areas (urban expansion areas);
 - (iv) A Community Area land need of 1,340 gross developable ha to 2051; and,
 - (v) An Employment Area land need of 0 ha, to be confirmed subject to the finalization of the Employment Land Review report.
- (d) That the GRIDS 2 / MCR process and the development and evaluation of scenarios consider phasing options that would ensure that any future urban boundary expansions are controlled and phased, including consideration of options for identifying growth needs beyond 2041 without formally designating the land as urban at this time; and,
- (e) That at the conclusion of GRIDS 2 / MCR and the final approval of the implementing Official Plan Amendments identifying the land need to accommodate growth to 2051, staff prepare a report for Council with respect to the necessary steps for recommending to the Province that any remaining Community Area whitebelt lands be added to the Greenbelt.

EXECUTIVE SUMMARY

Through GRIDS (Growth Related Integrated Development Strategy) 2 and the Municipal Comprehensive Review (MCR), the City is planning for growth to the year 2051. The Provincial Growth Plan identifies an ultimate 2051 population of 820,000 persons and employment of 360,000 jobs in the year 2051. This growth equates to an increase of 236,000 people, 110,000 housing units, and 122,000 jobs over the next 30 years.

A Land Needs Assessment (LNA) is a study that identifies how much of the forecasted growth can be accommodated within the City's existing urban area based on inputted targets, and how much growth may need to be accommodated within any potential urban expansion area. The LNA considers the need for "Community" lands (i.e. lands

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to accommodate population growth and some commercial and institutional employment growth) separate from “Employment” lands (i.e. lands designated to accommodate employment growth including Business Parks and Industrial areas).

In January 2021, staff consulted on the draft LNA which was presented to General Issues Committee in December 2020. The final LNA, attached as Appendix “A” to Report PED17010(i) reflects some minor changes and clarifications to address the comments received through the consultation. A full review of the consultation on the LNA and related reports is included as Appendix “E” to Report PED17010(i) and a summary of the changes to the LNA and related reports resulting from the consultation is included in the Analysis / Rationale for Recommendation section of this Report.

The “Ambitious Density” growth scenario is being recommended for Council’s adoption. The recommended “Ambitious Density” scenario results in the lowest land need out of the four scenarios modelled in the LNA, and from a climate change policy perspective, represents the preferred option.

In the “Ambitious Density” scenario, the City will be planning to accommodate almost 80% of its housing unit growth within the existing urban area, through both intensification and development of existing greenfield lands. This scenario, which is based on a planned intensification target which increases over time, from 50% between 2021 and 2031, to 60% between 2031 and 2041 and to 70% between 2041 and 2051, and a density of 77 persons and jobs per hectare (pjh) in new growth areas, results in a need of approximately 1,340 gross developable ha of Community Area lands. For Employment Area lands, the LNA identifies that the City’s supply and demand for Employment Area jobs is in balance, and no additional employment lands are required to the year 2051.

GRIDS 2 / MCR, including the LNA, are being completed in accordance with requirements of the Provincial Growth Plan, including the LNA Methodology (see below under Policy Implications and Legislated Requirements), as recently re-iterated by the letter from the Province dated February 23, 2021 (attached as Appendix “H” to Report PED17010(i)).

Alternatives for Consideration – See Page 28

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: N/A

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HISTORICAL BACKGROUND

1.0 GRIDS 2 / Municipal Comprehensive Review (MCR)

GRIDS 2 (Growth Related Integrated Development Strategy) will result in a long term growth strategy which allocates forecasted population and employment growth for the 2021 to 2051 time period. The forecasts for Hamilton project a total 2051 population of 820,000 persons and total employment of 360,000 jobs.

The MCR is being completed concurrently with GRIDS 2. The MCR is broad and encompasses many inter-related components, and must be completed prior to any expansion of the urban boundary. Many of the studies that are required as part of the MCR are also part of a growth strategy. Like the first GRIDS, GRIDS 2 / MCR is an integrated study which will inform the updates to the Infrastructure Master Plans, transportation network review, and Fiscal Impact Assessment (FIA) that will assist with future updates to the Development Charges By-law. The outcomes of the Growth Strategy and MCR will be implemented through the City's Official Plans.

2.0 Draft Land Needs Assessment – Lorus & Associates (December 2020)

In December 2020, the draft LNA was received at the General Issues Committee meeting of December 14, 2020. The draft LNA was completed in accordance with the Provincial Land Needs Assessment Methodology. Table 1 below identifies the City's updated population forecast phased by 10 year planning increment, and related housing unit growth based on updated demographic and census data. This breakdown is provided by the City's land economist (Lorus & Associates), based on the updated *Greater Golden Horseshoe: Growth Forecasts to 2051* from Hemson Consulting, as an input to the LNA. Table 1 also identifies the City's planned phasing of job growth to 2051, by 10 year planning increment. Further details on this forecast are found in the LNA attached as Appendix "A" to Report PED17010(i).

Table 1: City of Hamilton Population, Housing and Job Forecast 2021 – 2051

	2021	2031	2041	2051
Population	584,000	652,000	733,000	820,000
<i>Population growth by 10 year period</i>		+ 68,000	+ 81,000	+ 87,000
Housing units	223,000	258,000	295,000	332,000
<i>Unit growth by 10 year period</i>		+35,000	+ 37,000	+ 37,000
Employment	238,000	271,000	310,000	360,000
<i>Employment growth by 10 year period</i>		+ 33,000	+ 39,000	+ 50,000

Source: Hemson Consulting, 2020; Growth Plan 2019, as amended.

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For the consideration of Community Area land need, the LNA modelled four land need scenarios based on different intensification and density assumptions. The scenarios are summarized in Table 2 below:

Table 2: LNA Results – Community Area Land Need Scenarios

Scenario	Intensification Target (%)			Land Need (ha)
	2021 – 2031	2031 – 2041	2041 - 2051	
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)			

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

While the LNA did not model a ‘no urban boundary expansion’ option, this option was considered in Report PED17010(h), with staff noting that this option would require an intensification rate exceeding 80% for the period from 2021 to 2051. The Report further noted that this option would be precluded going forward as it would not meet the requirements of a market-based housing supply under the Provincial LNA methodology which requires the City to plan for the full range of market needs.

As was previously noted in Report PED17010(h), the City’s options for expanding the urban boundary to accommodate population growth are limited. The City cannot expand its urban boundary into the Greenbelt Plan Protected Countryside (with a limited 10ha exception for Towns / Villages). The City has limited whitebelt lands (i.e. rural lands that are not within the Greenbelt Plan Protected Countryside). The total area of whitebelt lands is approximately 4,320 ha. Of this area, only 2,200 ha can be considered for expansion for Community Area uses due to restrictions from the airport Noise Exposure Forecast contours. Netting out non-developable features, such as natural heritage features, cemeteries and rights-of-way, reduces the gross developable whitebelt land area for Community Area uses to approximately 1,600 ha. Based on these land supply restrictions, it was noted in staff Report PED17010(h) that two of the LNA scenarios could be considered for adoption going forward – the Increased Targets scenario and the Ambitious Density scenario (the Growth Plan Minimum and Current Trends scenarios exceed the available whitebelt land supply).

For Employment Area lands, based on the City’s existing available Employment Area land supply and assumptions about the future density of development of those lands,

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the LNA identifies that the City's supply and demand for Employment Area jobs is in balance, and no additional employment lands are required to the year 2051.

3. Project Chronology

Key dates / milestones in the GRIDS 2 / MCR process are highlighted in Table 3 below:

Table 3: GRIDS 2 / MCR Chronology

Time frame	Key Project Milestones	Status
Spring 2017	MCR Commencement, Employment Land Review call for requests	Completed
May 2017	Growth Plan 2017 released	Completed
May 2018	Land Needs Assessment Methodology released by Province	Completed
May / June 2018	First round of public / stakeholder consultation – focus on urban structure (i.e. where should intensification occur?) and major transit station area planning	Completed
November 2018	Imagining New Communities – information sessions on greenfield density	Completed
May 2019	Growth Plan 2019 released	Completed
October 2019	GRIDS 2 / MCR Council workshop on intensification, density and land needs assessment	Completed
November 2019	Draft Employment Land report received by Council	Completed
November / December 2019	Second round of public consultation (intensification and density targets, evaluation criteria, employment land review)	Completed
January 2020	Elfrida / LPAT “motion” decision issued	Completed
August 2020	Amendment 1 to the Growth Plan and revised Land Needs Assessment Methodology released by Province	Completed
December 2020	Draft Land Needs Assessment and related technical reports received by Council	Completed
January 2021	Third round of public consultation (draft LNA and related	Completed

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Time frame	Key Project Milestones	Status
	reports)	
March 2021	Adoption of Land Needs Assessment	Pending
March 2021	Draft Evaluation Framework and Phasing Criteria presented to Council	Pending (Draft Framework completed)
April 2021	Public Consultation on Draft Framework and Phasing Criteria	Pending
April 2021	Approval of Employment Land Review report	Pending
May 2021	Approval of Evaluation Framework and Phasing Criteria	Pending
May to September 2021	Growth Options Evaluation / Scenario Modelling	Pending
November 2021	Public Consultation on Evaluation and Phasing Analysis Results, including Preliminary Preferred Growth Option	Pending
January / February 2022	Approval of Final Preferred Growth Option	Pending
April 2022	Statutory Public Open House under Section 26 of the Planning Act – MCR Official Plan Amendment	Pending
June 2022	Council approval of MCR Official Plan Amendment and submission of Official Plan Amendment to Province for approval	Pending

Key Project Timelines

The GRIDS 2 / MCR study design and workplan is required to move forward at an efficient pace, in accordance with the timeline identified in Appendix “I”, due to several factors:

- Provincial deadlines – the Province requires municipalities to update their Official Plans to conform to the revised Provincial Plans by July 1, 2022. The July 1, 2022 deadline was established in 2017. Despite the fact that there have been several versions of the Growth Plan drafted / approved since that time (Growth Plan 2017 Amendment 1 (draft only); Growth Plan 2019; and Growth Plan 2019, Amendment 1); an extended planning horizon to 2051; revised population and job forecasts; two versions of the Land Needs Assessment methodology which differ significantly; and

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a revised Provincial Policy Statement, there has been no extension of the conformity deadline.

The Province must approve the MCR Official Plan Amendment (OPA) within 120 days of the receipt of the Amendment. If the Province does not give notice of decision within 120 days, the OPA may be subject to appeals. Therefore, the timing of when the City's OPA is sent to the Province is critical. To tighten timelines further, there is a Provincial election scheduled for June 2022, meaning that no decisions will be made following the writ anticipated in April 2022.

Other Provincial requirements include a 90-day review period of the proposed Official Plan Amendment prior to a statutory Open House under Section 26 of the Planning Act. Combined, these requirements leave little room for delay in the GRIDS 2 / MCR process if the City is to meet the conformity deadline. These requirements are re-iterated in the letter from the Province dated February 23, 2021, attached as Appendix "H" to Report PED17010(i).

- Master Plan Updates / Development Charges Review – GRIDS 2 / MCR is an integrated planning process which includes updates to the Water / Wastewater and Stormwater Management Master Plans. The Master Plan Updates have their own legislated timeframes and requirements. The Master Plan Updates rely on the determination of the GRIDS 2 / MCR final preferred growth option to identify the necessary infrastructure upgrades needed to accommodate the future growth to 2051. A delay in the GRIDS 2 / MCR process including the identification of the final preferred growth option will cause a subsequent delay to the Master Plan processes. This delay will in turn impact the timing of the City's next Development Charges By-law Update which is reliant upon the outcome of the Master Plan Updates. Due to the many changes at the Provincial level noted above, these projects have already been delayed and there is very little, if any, buffer room for additional delays.

Based on the above, it is critical for the GRIDS 2 / MCR project to continue to move forward, including the approval of the LNA through this report, such that the City is in a position to approve the Final Preferred Growth Option in January / February 2022 and pass the implementing Official Plan Amendment by June 2022 (in advance of the July 1, 2022 deadline).

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

1.0 Provincial Legislation and Policy Framework

1.1 Provincial Policy Statement, 2020

Policy 1.4.1 of the Provincial Policy Statement (PPS) requires municipalities to provide an appropriate range and mix of housing options and densities required to meet

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projected growth requirements. Specifically, the PPS requires municipalities to maintain at all times the ability to accommodate 15 years of residential growth through intensification and redevelopment, and if necessary, lands which are designated and available for residential development. Further, municipalities must also maintain land with servicing capacity to provide at least a three year supply of residential units.

Policy 1.4.1 must be read in conjunction with other policies in both the PPS (see policies 1.1.1(b) and 1.1.3.8(a)) which require municipalities to accommodate an appropriate 'market-based' range and mix of housing types. The provision of a market-based range of housing types requires municipalities to plan for a range of housing units in accordance with Provincial forecasts, including single / semi-detached units, townhouses, apartments and accessory units. The required 15 year residential supply cannot be met through intensification alone because it would result in a unit mix comprised primarily of apartments, and would not meet the provincial requirement for a market based housing supply.

The PPS directs municipalities to promote opportunities for intensification and to implement minimum targets for intensification within built-up areas as established by provincial plans. For the City of Hamilton, the provincial plan providing direction is the Growth Plan (2019). New development in greenfield areas should have a compact form and efficient land use. Further, the PPS identifies the requirement to demonstrate that sufficient land to accommodate growth and market demand is not available through intensification, redevelopment and greenfield areas to accommodate projected growth prior to a settlement area boundary expansion occurring. The Land Needs Assessment demonstrates this requirement.

1.2 Growth Plan for the Greater Golden Horseshoe, 2019, as amended

The Provincial Growth Plan provides the population and employment forecasts which municipalities must plan to accommodate, as well as the minimum intensification and density targets the City must plan to achieve. For the City of Hamilton, the minimum intensification target is 50%, meaning that 50% of new residential units must be developed within the delineated built-up area each year, as per policy 2.2.2.1. The target is a minimum, and the City may plan to achieve a higher target as appropriate.

The Growth Plan, 2019 as amended, requires municipalities to undertake assessment of intensification and redevelopment opportunities within the urban area prior to undertaking any municipally-initiated urban boundary expansion. As it relates to the City of Hamilton, these assessments were undertaken at the same time as the LNA (and are attached as Appendices "B" to "D" to Report PED17010(i)). The Residential Intensification Market Demand Report (Appendix "B" to Report PED17010(i)) and Residential Intensification Supply Update (Appendix "C" to Report PED17010(i)) provide support for the identification of the City's intensification target of 50% for the short term to 2031 and increasing thereafter to 70%. The Existing Designated Greenfield Area

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(DGA) Density Analysis (Appendix “C” to Report PED17010(i)) provides information to demonstrate the City is exceeding the minimum density target identified in the Growth Plan for the existing DGA.

Similar to the PPS direction, the Growth Plan requires the City to plan for a market-based range of housing, particularly through the direction of the LNA methodology (see below). The policies of the Provincial Growth Plan state that the Province will establish the LNA methodology and that an LNA must be completed in accordance with the Provincial methodology.

A full policy review is included in Report PED17010(h), dated December 14, 2020, including consistency with the Provincial Policy Statement, and conformity to the Growth Plan, 2019 as amended, and the Urban Hamilton Official Plan.

2.0 Land Needs Assessment Methodology, 2020

In August 2020, the Province released the Land Needs Assessment Methodology for the Greater Golden Horseshoe.

The new method is a market-based approach which is based on an identification of the City’s forecasted housing unit growth, and a determination of how much of the proposed unit growth can be accommodated as intensification or development of the City’s existing greenfield lands within the urban area. If there is a shortfall in units that cannot be accommodated in the existing urban area, then this shortfall is to be accommodated through an urban boundary expansion, based on an estimation of the density of each unit type. The method allows the City to consider higher intensification and density targets than the Growth Plan minimums.

The LNA, attached as Appendix “A” to Report PED17010(i), has been completed in accordance with the provincially mandated method.

RELEVANT CONSULTATION

1.0 Public Consultation

Commencing in January 2021 and continuing into early February 2021, staff conducted consultation on the draft LNA and the land needs scenario that will be utilized going forward. Extensive efforts to promote and educate the public about the consultation opportunities were made in recognition of the importance of the LNA as a part of the larger GRIDS 2 / MCR process which will guide the growth and development of the City for the next 30 years. A full consultation summary report is attached as Appendix “E” to Report PED17010(i). The highlights of the engagement campaign and key statistics and results are included below.

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1.1 Advertising

Staff used multiple means and techniques to advertise the LNA public engagement campaign. Both digital (e.g. social media and email) and non-digital (e.g. newspaper ads, signs) formats were used to reach as wide of an audience as possible and are listed below:

- Billboards: two digital billboards displayed the information one million times (impressions) over the month of January. The billboards were located at Mud Street and Upper Centennial Parkway and on the Lincoln M Alexander Parkway near Mohawk Road;
- City-signs: City-owned digital signs at City Hall and Gage Park showed the information 20 times per hour through the month of January;
- Print ads: Ads were run in the Hamilton Spectator and the Hamilton Community newspapers on January 7, 2021. The ads provided notice of the Public Open House dates and information on the Engage Hamilton portal;
- Web advertising: internet advertising was targeted at the Spectator and Hamilton News websites in the form of a banner that displayed the GRIDS 2 / MCR LNA consultation information
- Social media: notifications of the LNA consultation and public open houses were shared via City of Hamilton Twitter (6 tweets – 41,200 impressions), LinkedIn (2 posts – 4,700 impressions) and Instagram (1 post – 19,400 impressions, 1 Instagram story – 5,400 impressions) over the month of January. Social media ‘boosting’ was used to promote the ad and allow more people to view it beyond the those who follow the City accounts. The advertising boost resulted in an additional 86,000 impressions across the platforms.
- TV: staff appeared on the Cable 14 show The Hamilton Network to promote the public open houses and provide information on the importance of the LNA and the GRIDS 2 / MCR project;
- Direct Emails: direct email notification of the Engage Hamilton portal and consultation opportunities was provided through the following means:
 - Hamilton Youth network: staff coordinated with the Hamilton Strategic Youth Initiatives to spread the word to 400 members, age 14 – 29, through the newsletter entitled “This Week in the World of Youth”;
 - GRIDS 2 / MCR project mailing list (approximately 250 emails on list); and,

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- Emails to members of Council to provide information on consultation opportunities that can be shared with constituents.

1.2 Engage Hamilton Portal and Survey

The City's Engage Hamilton public consultation portal was used to facilitate engagement on the draft LNA in January 2021. The Engage Hamilton portal included the following elements:

- Extensive information on the draft LNA and related reports with graphics and charts to facilitate understanding of complex information;
- Frequently Asked Questions and Answers;
- Explanatory video explaining the LNA in simple terms with closed captioning to facilitate the hearing impaired;
- Registration for Open House events; and,
- Survey

A total of 2,200 people visited the Engage Hamilton LNA page during the month of January, 2021.

The Engage Hamilton LNA Survey asked respondents about their preference on the Increased Targets or the Ambitious Density growth scenarios (see Table 1 of this Report for summary of the scenarios). The survey also asked about preferred rates of intensification, density of future communities, and climate change considerations.

In total, 147 survey responses were received. 70% of respondents supported the highest intensification targets (average of 60%) in the Ambitious Density land needs scenario. The reasons given for this support included a desire to see the City 'build up, not out', need to preserve agricultural lands and open space areas, climate change implications, and support for more dense, walkable neighbourhoods. Of the 30% in support of the Increased Targets scenario (average intensification target of 55%), the rationale included a belief that the intensification target was more attainable and a need to satisfy market demand.

Feedback indicating that neither scenario was preferred was also received. Respondents noted that the City should instead maintain a firm urban boundary and that the growth options should include the option 'no urban boundary expansion' notwithstanding the Provincial market-based LNA methodology.

Respondents were asked what were their top 3 factors when indicating their preference between the scenarios. The top 3 chosen factors were: complete communities; climate change implications; and, transit accessibility.

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In terms of density of new communities, respondents leaned toward higher density of development in new communities, preferring that single detached dwellings be developed on lots with smaller frontages (45%) or a mix of smaller and larger frontages (38%). A combined total of 68% supported a housing mix that featured more stacked or back to back type of dwelling units or an even mix of street and block townhouses and stacked or back to back units, as compared to the 33% wishing to see all or mostly lower density housing forms.

Finally, participants were asked about the top 5 considerations in relation to the design of new communities from a climate change perspective, in order of importance: transit connection to the rest of the City, greenspace for carbon sequestration, green building design, alternative / renewable energy planning, and low impact development techniques.

A full survey summary is included in Appendix “E” to Report PED17010(i).

1.3 Public Open Houses (Webex Events Format)

Two virtual public open houses were held on the following dates and times:

- January 18, 2021 from 6:00 to 8:00 pm
- January 20, 2021 from 1:30 to 3:30 pm

A total of 98 participants joined in the two events which were held via Webex Events.

The open houses consisted of a staff presentation which highlighted the findings of the draft LNA, and a question and answer period moderated by a facilitator. Questions were raised by the attendees with topics ranging from the option for a no urban boundary expansion scenario in the LNA, a desire to build up not out, questions surrounding incentives and programs to increase intensification, questions on employment trends and demographic trends including the population and employment forecasts, and questions on how a climate change lens will be applied in the GRIDS 2 / MCR analysis. All questions are summarized in the report attached as Appendix “E” to Report PED17010(i) and a summary of questions and answers are provided in Appendices “F-1” to “F-5” to Report PED17010(i).

1.4 Stakeholder Meeting (Webex Meetings Format)

A GRIDS 2 / MCR stakeholder meeting was held on January 15, 2021 with a total of 23 participants representing a range of organizations (including Environment Hamilton, Greenbelt Foundation, Conservation Authorities, Bay Area Climate Change Office, BIAs, Chambers of Commerce, West End Homebuilders Association, Hamilton Burlington Realtors Association, School Boards). The meeting included a staff and consultant presentation with details on the draft LNA, followed by a question and

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answer period. The stakeholders were provided with a question and answer sheet following the meeting and asked to provide their thoughts on the draft LNA and the preferred LNA scenarios through comments to staff.

Of the feedback received through stakeholders, there was support for both the Increased Targets and Ambitious Density scenarios, with some comments indicating that the Increased Targets scenario appeared to be a more realistic and attainable growth target for the City. However, the need to continue to plan for and encourage intensification and the many benefits of increasing intensification including climate change benefits, housing options and revitalization of neighbourhoods were also cited. Stakeholder feedback is summarized in Appendix “E” to Report PED17010(i).

1.5 Indigenous Consultation

As noted in the letter from the Province dated February 23, 2021 (attached as Appendix “H” to Report PED17010(i)), municipalities are required to engage with Indigenous communities as part of their MCR process. Throughout the GRIDS 2 / MCR project staff have endeavoured to provide information and consult with local Indigenous groups and organizations to ensure that feedback can be shared in meaningful way; staff have met with local groups during past project phases. Staff reached out to six groups to provide a project update and request the opportunity to meet to share further information on the LNA and implications of the LNA and MCR going forward. In response to the requests, three responses were received: the Huron-Wendat advised that they did not have an interest at this point in the process but would stay informed going forward; the Mississaugas of the Credit noted that they would provide comments in the future; and the Hamilton Regional Indian Centre (HRIC) expressed interest in the project and requested a more information. Staff met with the HRIC by phone in early March 2021 to discuss project details, the LNA, and opportunities for HRIC involvement going forward. Staff answered questions related to intensification planning, affordable housing and implications on long range planning arising from the pandemic. HRIC has noted interest in continuing to be involved in the project going forward, including through the upcoming Official Plan Review. Staff will continue to consult with local Indigenous communities throughout the project and through the implementation of the Growth Management Strategy (eg Secondary Plans, Class EA projects).

1.6 Other Consultation

Staff have endeavoured to provide information and provide opportunities for feedback from as many groups as possible and were able to meet one on one with parties that expressed interest, including the following groups:

Hamilton Cycling Committee – staff presented at the Hamilton Cycling Committee (HCC) meeting of February 3 to provide an overview of the GRIDS 2 / MCR project, the LNA results, and next steps in the process. Staff responded to questions from the

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Committee. Staff understand that a motion was put forward from the HCC which supported the Ambitious Density scenario in the LNA, and further provided some direction and opinion on land use planning matters and transit. The motion has not yet been finalized by the Public Works Committee so final wording is not available at present.

Hamilton International Airport (HIA) – staff met with representatives from HIA to provide an overview of the draft LNA results and an outline of next steps in the process, and how HIA can continue to be involved going forward.

1.7 Request for Technical Clarifications

A request was received from a land economist representing a party to the ongoing UHOP / RHOP appeals requesting technical clarifications to several questions relating to the reports attached Appendices “A” to “D” of Report PED17010(i). The correspondence is attached as Appendix “G” to Report PED17010(i). Staff and the City’s consultant (Lorius & Associates) provided responses to the questions (also attached), and have updated the attached reports, as necessary to provide clarity / corrections, as identified in the Analysis / Rationale for Recommendation section of this Report.

A summary of key themes and comments received through the public consultation, and how these comments have been addressed and have influenced the recommendations of this Report is found in the Analysis / Rationale for Recommendation section of this report.

2.0 Province of Ontario – Ministry of Municipal Affairs, Ontario Growth Secretariat

Staff provided the draft LNA to Provincial Ontario Growth Secretariat staff for review to ensure compliance with the provincially-mandated LNA method. Provincial staff provided the following feedback:

“Based on our preliminary review, your Draft Land Needs Assessment appears to conform to the requirements set out in the Land Needs Assessment Methodology (2020). Notably, we highlighted the following:

- The Draft Land Needs Assessment adequately addresses the components of the Province’s new Land Needs Assessment Methodology (2020) including the need to consider market demand across the range of housing types.
- The Draft Land Needs Assessment implements the 2051 planning horizon including updated Schedule 3 growth forecasts as per the Growth Plan for the Greater Golden Horseshoe, 2019 (A Place to Grow), as amended.

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- Each growth scenario under consideration would support the minimum density and intensification targets established in A Place to Grow for the City of Hamilton.”

In addition, on February 24, 2021, a letter was received from the Province (Ministry of Municipal Affairs, Ontario Growth Secretariat) addressing matters related to the MCR process. The letter, attached as Appendix “H” to Report PED17010(i), indicates that the Growth Plan requires municipalities to designate all land required to accommodate the Plan forecasts to 2051. Further, the letter reiterates the conformity deadline of July 1, 2022 and requires that municipalities submit their conformity Official Plan Amendments to the Province by end of 2021 or early 2022.

Further, it is noted that pursuant to Section 17(17.1) of the Planning Act, the draft MCR Official Plan Amendment (OPA) must be provided to the Province for review a minimum of 90 days prior to a statutory Open House under Section 26 of the Planning Act. Staff have requested clarification on whether or not the draft OPA must be endorsed by Council prior to submission of the document and supporting materials to the Province.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

1.0 Land Needs Assessment

A Land Needs Assessment (LNA) is a technical background study that is a requirement of the Provincial Growth Plan and which must be completed as part of the City’s MCR. An LNA will identify how much of the City’s forecasted population and job growth will be accommodated through infill / intensification and existing designated greenfield lands, and how much additional land in the form of urban area expansion may be required to accommodate the forecasted growth. If additional land is required, the LNA does not identify the location or phasing of the future growth.

The LNA considers the need for “Community” lands (i.e. lands to accommodate population growth and some commercial and institutional employment growth) separate from “Employment” lands (i.e. lands designated to accommodate employment growth including Business Parks and Industrial areas).

The results of the draft LNA presented at the December 14, 2020 GIC Committee identified that the City would require an urban boundary expansion to accommodate a portion of its forecasted population growth under the Growth Plan. Four different Community Area land need scenarios were modelled to illustrate different growth options based on different intensification and density assumptions (see Table 1 to this Report). Further details of the preferred scenario (Ambitious Density) are highlighted below.

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For Employment Area land need, the draft LNA identified that the City's supply and demand of Employment Area lands to accommodate future job growth are in balance, and no additional Employment Area lands area required to 2051.

2.0 Public Consultation Summary

The consultation undertaken on the Land Needs Assessment and related reports had multiple objectives:

- Identify any issues or technical concerns with the LNA methodology; and,
- Educate the public about the LNA and the draft results, build awareness about the LNA and GRIDS 2 / MCR, and gain feedback and insight from the public on which scenario in the LNA is preferred.

A summary of the key themes and comments received in relation to the above objectives is provided below:

2.1 Technical comments on the LNA methodology and Staff Responses:

A series of technical questions on the LNA and the related reports was received from a land economist representing an appellant in the UHOP / RHOP appeals. The questions were seeking clarification on certain matters (e.g. questions on the population forecasts, person per unit and employment assumptions, calculations related to community land area); requests for additional data (e.g. Vacant Residential Land Inventory unit breakdown; intensification supply breakdown by unit type); and consistency between the reports.

Staff, in conjunction with the City's consultant (Lorius & Associates), responded to the questions with the clarifications and additional data requested (see Appendix "G" to Report PED17010(i)). There was a very minor change to the LNA results arising from an update to the housing completion information to reflect data to year-end 2020. In addition, the LNA and related reports have undergone minor revisions to ensure that documents are clear, consistent and have up to date data. The minor revisions are summarized below in the section "Final Land Needs Assessment".

In addition, a question was raised regarding the terminology of 'gross' vs 'net' land area in the LNA and the staff report (PED17010(h)), and the land areas described by the two terms in the different reports.

Regarding the question of 'gross' vs 'net developable area' land descriptions, it is noted that the terms 'gross' and 'net' are used somewhat differently in the LNA than within previous staff report PED17010(h) which was presented to Committee in December 2020. In the LNA, the term 'net residential land area' refers to the lands required for

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residential uses only (i.e. the sum of the individual residential lots) whereas the ‘gross’ land area includes the sum of individual residential lots as well as additional lands required for supporting community lands such as open space, walkways, commercial and institutional use, roads and local infrastructure. The ‘gross’ land area in the LNA excludes natural heritage features and other non-developable lands and is equivalent to the ‘net developable area’ as described in the previous staff report. As such, the term ‘gross’ in the LNA and ‘net developable area’ in the previous report are referring to the same land area: that being the total developable land area for Community Area uses. For ease of understanding, the term ‘gross developable area’ will be used to describe the required land needed for all Community Area land uses, excluding non-developable features, in this staff report.

In addition, it should be noted that the gross developable area excludes non-developable lands such as natural heritage features, cemeteries etc from the land need calculation. Therefore, the actual land area added to the urban boundary as part of the next phase of GRIDS 2 / MCR will exceed the land area identified in the LNA to account for the non-developable lands included in the expansion area. Any non-developable lands added to the urban boundary would be protected from future development by policy and zoning restrictions.

2.2 Public Comments – Key Themes and Comments resulting from Public / Stakeholder Engagement and Staff Responses

A full summary of questions and comments received through all means of public consultation is attached as Appendices “F1 – F5” to Report PED17010(i).

Many questions and requests for clarification on different matters were received, including the provincial forecasts and how they are developed, the LNA methodology and market demand, how the City plans for intensification, employment trends and covid-19 impacts, and the next steps in the process including phasing evaluation. Staff’s responses to these and other questions are found in Appendices “F1 – F5”. Key themes are summarized in the next sections:

2.2.1 The City should have modelled a no urban boundary expansion option in the LNA.

There were many comments received, in the on-line survey, through email, and in the open house, which supported a firm urban boundary and a desire to preserve rural / agricultural lands. There was concern that this option was not fully investigated. There was a concern that the proposed expansion would result in ‘sprawl’.

Further, comments noted that there should have been an option for a ‘no urban boundary expansion preference’ in the on-line survey.

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Staff response:

Staff acknowledge the opinion voiced in some of the comments that the City should not be expanding the urban boundary by any amount and to preserve lands designated as rural and agriculture.

Staff note that while the LNA did not model a ‘no urban boundary expansion’ option, this option was considered in Report PED17010(h), with staff noting that this option would require an intensification rate exceeding 80% for the period from 2021 to 2051. Staff and the City’s land needs consultant do not consider this option as an option that would satisfy provincial requirements for a market based land needs assessment, as it would not result in the provision of a market-based supply of housing to provide the full range of required unit types, in accordance with the mandated method for undertaking the land needs analysis.

There is an opinion that the required urban boundary expansion will result in urban sprawl, or uncontrolled development. To this point, staff note the following information:

- The recommended expansion land need, at approximately 1,340 ha, equates to 1.5% of the City’s total rural land area. The remaining 98.5% of the City’s rural lands will remain outside of the urban boundary as part of Rural Hamilton.
- Within the City’s rural area, 60% (53,700 ha) of the lands are designated as Agriculture / Specialty Crop or ‘Prime’. Approximately 2% of this 53,700 ha is located within the potential Community Area urban expansion lands. Therefore, even after expansion occurs, at least 98% of the City’s existing prime agricultural lands will remain and will be protected.

Based on the above, it is apparent that an expansion of approximately 1,340 ha to accommodate the next 30 years of the City’s growth is not resulting in urban sprawl, and to the contrary, the overwhelming majority of the City’s rural land, including prime agricultural lands, will remain protected.

The on-line survey was not amended to include an option to prefer a no urban boundary expansion scenario. Staff find that it is not appropriate to provide an option in a survey that cannot be recommended for approval going forward. The survey did include a comment section for respondents to provide open-ended comments on the intensification target and land needs scenarios, which provided the option to suggest the no urban boundary expansion consideration.

2.2.2 The Ambitious Density scenario was preferred in the survey responses with a desire to see less land added to the urban boundary.

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Staff response:

Staff have considered the public comments in making the recommendation to support the Ambitious Density scenario as the final Community Area land needs scenario. The community expressed a strong desire to see a lesser land need requirement citing climate change implications as a primary reason for supporting the higher targets. The staff recommendation is in keeping with this feedback.

2.2.3 The City needs to investigate opportunities for intensification of greyfields and other lands within the existing urban area to accommodate intensification, including opportunities for missing middle housing, prior to expanding the urban boundary.

Staff response:

Staff agree that it is important for the City to focus a significant amount of growth within the existing urban area through intensification and redevelopment. Intensification has long been a planning goal of the City. This goal is reflected in the Nodes and Corridors structure of the UHOP as well as many initiatives within the City, including: two recently approved Secondary Plans in Downtown Hamilton and Centennial Neighbourhood Secondary Plans which encourage the mixed use redevelopment of commercial corridors and areas; the City's Downtown, Transit-Oriented Corridor and Commercial-Mixed Use Zones which allow redevelopment of commercial sites is as-of-right; and Secondary Dwelling Units that will be permitted more broadly across the urban area.

The focus on intensifying the existing urban area is reflected in the recommended land need scenario. Staff note the recommended Ambitious Density scenario, which is based on an average intensification target of 60%, with a rate of up to 70% in the later stage of the planning period, represents the City planning for a much greater amount of intensification than what is required as a minimum by the Province, and which greatly exceeds the amount of intensification which has been planned for in the past. Some numbers of note:

- Under the Ambitious Density scenario, the City will be planning to accommodate 66,190 dwelling units through intensification over the next 30 years. This intensification rate results in an increase of more than 11,000 additional units than what is required by the Growth Plan minimum target (55,160 units).
- By decade, under the Ambitious Density scenario, the required intensification units are: 17,700 (2021 – 2031); 22,200 (2031 – 2041); and 26,300 (2041 – 2051). In comparison, over the last 10 years between 2010 and 2019, the City experienced a total of 8,260 intensification units.

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It is apparent from the above, under the Ambitious Density scenario, the City is aggressively planning for far greater numbers of intensification units than is required by the Province and has been experienced in the past.

Through the Residential Intensification Supply Update (Appendix “C” to Report PED17010(i)), intensification opportunities across the City were examined, including opportunities for greyfield redevelopment (i.e. redevelopment of vacant or underutilized commercial areas, parking lots etc). The City will continue to encourage this type of intensification going forward.

An important fact to remember is the City, through planning initiatives and other incentives, can provide opportunities for intensification to occur. However, it is the market that drives whether or not a given site is intensified; there are a number of factors that influence market demand, including site characteristics, ownership, economic climate, and the attractiveness of the City as part of the overall region. Planning policy alone cannot guarantee that intensification will occur.

2.2.4 The City should complete the low carbon scenario modelling in the Community Energy & Emissions Plan (CEEP) prior to finalizing the LNA and the next phase of GRIDS 2 / MCR. Climate change should be the priority lens.

Staff response:

Staff are continuing to investigate opportunities for incorporating the modelling of the CEEP into future phases of GRIDS 2 / MCR, in keeping with the strong support to connect these projects identified by public comments. Climate change will continue to be a key lens moving forward in future project phases.

3.0 Final Land Needs Assessment and Related Reports – Technical Changes:

The LNA, attached as Appendix “A” to Report PED17010(i), is being recommended for endorsement as the City’s final Land Needs Assessment to 2051. The draft LNA was presented in December 2020 and has been subject to public consultation and feedback since that time. The following changes have been made to the final document from the draft version resulting from questions and comments received during the consultation period. The changes relate to providing additional clarity and rationale and a minor change to the final calculation based on updated information:

- Table 10 in the LNA is the DGA Unit Supply Potential 2021 to 2051.

The estimated unit completion data table has been revised to reflect updated data to year end 2020, whereas Table 10 in the draft LNA had been based on data to June 2020. The results of this update is a difference of approximately 200 units less for the updated estimated completions to mid-year 2021 and a shift in the unit mix for

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the estimated completions within the Designated Greenfield Area toward single and semi-detached units.

- A question was raised regarding how ‘stacked’ townhouses were considered in the LNA in terms of the future density calculations in the new greenfield areas.

The LNA scenarios do not envision a specific form of housing, but rather a denser pattern of rowhouse development which may include smaller lot street towns and back-to-backs (“maisonettes”). For the purposes of the LNA it is assumed that the full range of higher density row housing forms will be accommodated. Stacked towns, however, are considered apartments as defined for the Census. This clarification has been made in the revised LNA.

- General editorial changes to the LNA were made to provide clarity on certain matters in the text of the LNA, add a map of the City’s built boundary for context. These minor revisions did not change any of the data in the LNA or the outcomes of the analysis.

In addition, the following changes have been made to the Designated Greenfield Area Density Analysis, attached as Appendix “D” to Report PED17010(i):

- Correction to Table 4 (page 13) to change the population in the Draft Approved category to 17,440. This change fixes a typographical error from the previous version which listed the population as 14,440; and,
- Updating the person per unit (PPU) assumptions listed on page 10 is to provide clarity. The PPU’s on page 10 are the PPU’s which were used in the analysis as related to existing units in the DGA. The PPU’s used in the analysis for new units to be constructed in the future (i.e. VRL units) are the PPU’s from the City’s DC Background Study: single / semi-detached - 3.405; towns – 2.437; apartments – 1.663. Appendix “D” has been updated to explain this difference.
- Updating the information on the calculation of jobs in the existing DGA to provide additional clarity.
- Minor editorial revisions to provide clarity and / or additional information.

There were no substantive changes made to the other reports (the Residential Intensification Market Demand Report attached as Appendix “B” to Report PED17010(i) and the Residential Intensification Supply Update attached as Appendix “C” to Report PED17010(i)). Minor editorial revisions to provide clarification were provided, but no changes to the data or outcome of the analysis were made.

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4.0 Community Area Land Need Preferred Scenario:

As a result of the GRIDS 2 / MCR work completed to date, and public and community feedback on the draft LNA documents, staff are recommending the Ambitious Density scenario as the preferred Community Area land need scenario to 2051, summarized in Table 4:

Table 4: Ambitious Density Scenario Summary

Scenario	Intensification Rate		Density – New Growth Areas	Land Need
Ambitious Density	21 – 31	50%	77 pjh	1,340 gross developable ha
	31 – 41	60%		
	41 – 51	70%		

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

The city-wide unit breakdown by policy area and type resulting from the Ambitious Density scenario is illustrated in Table 5:

Table 5: City-wide Unit Growth, by Type, 2021 to 2051 – Ambitious Density Scenario

Area	Singles / Semis	Townhouses	Apartments (includes accessory units)	Total
	# units	# units	# units	# units (%)
Built-up Area	3,310	9,930	52,950	66,190 (60)
Existing Designated Greenfield Areas	5,570	7,120	2,650	15,330 (14)
Urban Expansion Area	18,110	10,550	n/a	28,660 (26)
Rural	140			140 (>1)
City Total (%)	27,120 (25)	27,600 (25)	55,600 (50)	110,320 (100)

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

The above breakdown is for the purposes of the LNA for calculating overall land need, and accurately identifies the unit breakdowns between the existing urban area and new growth areas. Apartments are not identified in the urban expansion area due to a surplus of planned apartment units in the City's existing Designated Greenfield Areas. However, it is anticipated that some sites that are identified as being planned apartment units in the existing DGA may develop at a lower density. Further analysis as part of

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the implementation strategy and planning for the expansion areas will be undertaken regarding the potential inclusion of apartment units in the new growth areas to ensure a range of housing is provided and complete community objectives are met.

The rationale for supporting the Ambitious Density scenario is summarized below:

- *Climate Change Lens:* From a climate change perspective and to support the City's goal of being carbon neutral by 2050 and balancing Provincial policy requirements, this scenario results in the least amount of expansion area land required to accommodate the provincial forecasts. Planning for increased intensification and planned density will have the impact of focusing more growth in the existing urban area but still maintaining a balanced approach to future development. This approach has the benefit of creating compact urban growth, aimed at increasing opportunities for active transportation and transit use.

The Ambitious Density scenario allows for increased preservation of rural / open space lands and reduced need for new transportation and servicing infrastructure outside of the existing urban boundary. Preservation of rural / open space lands allows opportunities for natural stormwater management and flooding resilience to be maximized. Applying a climate change lens at the LNA stage of the decision-making process suggests pursuing higher intensification and density targets, while still meeting the provincial requirement for a market-based assessment. This approach is reflected in the Ambitious Density scenario of the LNA.

- *Increasing Intensification Rate:* the Ambitious Density scenario is based on an intensification rate that increases over the course of the planning period, from 50% between 2021 and 2031, to 60% between 2031 and 2041, to 70% between 2041 and 2051. There are benefits to planning for an increasing rate over time. The intensification target of 50% for the first part of the planning period is consistent with the findings of the Residential Intensification Market Demand Report (Lorius & Associates) and is identified as a suitable aspirational target for the short term.

The intensification rate increases over the planning period. Progress toward reaching the target will be monitored and future adjustments can be made, as necessary. Planning for future growth and development to 2051 requires that assumptions be made about factors such as intensification market potential, housing trends, and economic shifts. It is staff's opinion that it is better to plan now for a more aggressive target that has a smaller urban expansion need. Population and job growth will be monitored against provincial forecasts, required infrastructure and transportation upgrades, and the financial implications of growth. Planning for a lower intensification and / or density target would require the City to plan for and designate additional lands for development. This option has the risk of over-designation of lands if the City exceeds the lower targets and is therefore not preferred.

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- *Compact New Communities:* The Ambitious Density scenario is modelled on a planned density of 77 pjh in new Designated Greenfield Areas (i.e. urban expansion areas). 77 pjh is an increase from the current target for Designated Greenfield Areas in the UHOP of 70 pjh on non-employment lands. Planning the new growth areas at a higher density will result in new communities being developed with a higher proportion of smaller lot single and semi-detached dwellings and a greater proportion of various medium density housing forms including back to back townhouses, with an anticipated mix of approximately 60% singles and semis and 40% townhouses (with an equal mix of traditional street or block townhouses and higher density forms such as maisonettes). The anticipated net unit density from this mix would be approximately 43 uph. Planning for a compact form has many beneficial outcomes, including the development of walkable and active transportation-friendly communities, accommodating community facilities and other services that support residents and increased housing options. In addition, higher density communities may provide opportunities to investigate alternative energy systems at future planning stages.
- *Consultation Results:* Through the consultation on the LNA, the Ambitious Density scenario was supported over the Increased Targets scenario. Comments received in the survey noted that intensification should be prioritized over urban expansion ('build up not out') and the City needs to focus on developing underused parts of the urban area prior to expanding. The need to encourage intensification throughout the urban area was noted by many and to encourage opportunities to provide medium density / mid-rise housing forms. There was a preference to preserve rural lands to the greatest extent possible.

Staff acknowledge that comments were also received in favour of the Increased Targets scenario (30%). The comments in favour of this scenario noted concern the targets in the Ambitious Density scenario may be too aggressive and unattainable. The comments also noted there is potential for intensification to decrease as a result of the pandemic and market / housing choice changes. These concerns are valid and it is acknowledged the targets in the later years of the Ambitious Density scenario are significantly greater than recent rates of intensification the City has experienced. The City will continue to be proactive to encourage intensification through many avenues including zoning, incentives and removing obstacles to redevelopment (e.g. undertaking, required infrastructure upgrades, etc.). As noted, the City will have the opportunity to review the targets in future years to monitor trends and progress, and if the market for intensification is not increasing at the rate modelled in the Ambitious Density scenario, revisions can be considered.

- *10 Directions to Guide Development:* The GRIDS 2 10 Directions to Guide Development, Direction #3, supports new development to be concentrated within the urban boundary through intensification and redevelopment, supporting an option for a lesser overall land need in line with the Ambitious Density scenario which focuses

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almost 75% of the City's housing unit growth within the existing urban area. The Ambitious Density scenario also supports the efficient reuse of existing buildings, infrastructure and land (Direction #8), and supports climate change mitigation and adaptation goals of planning at transit-supportive density (Direction #1). Further, increasing the planned density supports planning of new communities with a greater variety of housing types and live/work options (Direction #2).

For the reasons listed above, staff recommend the Ambitious Density scenario, as modelled in the LNA attached as Appendix "A" to Report PED17010(i), be supported by Council, as per Recommendation (b) of this Report.

5.0 Employment Area Land Need

With regards to Employment Area lands, the final LNA identifies the City's Employment Area land supply to be in balance and there is no requirement to designate any additional Employment Area lands. The City has sufficient supply of Employment Area Lands to accommodate the projected demand for Employment Area jobs. Current modelling identifies a surplus of approximately 60 ha of Employment Area lands to 2051.

The results of the draft Employment Land Review report (received by Council in November 2019 through Report PED17010(f)) identified a total of approximately 43 ha of land to be removed from the Employment Area designation.

Following public consultation on the Employment Land Review, staff are targeting the General Issues Committee meeting of April 21, 2021 for approval of the Employment Land Review report. Certain conversion request sites where the City is awaiting additional information are being deferred for consideration at this time.

Staff note that following a final decision on the Employment Land Review report, including the deferred requests for conversion, there will be a requirement to confirm the Employment Area land need calculations in the LNA to ensure that the City's employment land needs continue to be met.

6.0 Next Steps: Evaluation / Phasing of Growth and Implementation of Preferred Growth Option

6.1 Evaluation Framework and Phasing Criteria

The next phase of GRIDS 2 / MCR will be the evaluation of where and when the City will grow. As summarized in previous Report PED17010(h), the City's options for where the urban boundary can be expanded are limited to those rural areas that are not within the Greenbelt Plan area (with a small exception for a 10 ha expansion from Waterdown and / or Binbrook). These lands are referred to as 'whitebelt' lands. The City's total

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developable whitebelt land area for Community Area lands is approximately 1,600 ha (the final developable land area will be determined through future study). Under the Ambitious Density scenario, the City will not require all of the whitebelt lands to be added to the urban area.

The City has completed a draft Evaluation Framework and Phasing Principles (see Report PED17010(j)) which will guide the next stage of the GRIDS 2 / MCR project. The evaluation will be a two stage process. All potential growth areas will first be evaluated against a Feasibility Framework to ensure that all Growth Plan / Official Plan urban expansion criteria are met.

The second phase will be the evaluation of the phasing of growth areas. The final LNA (Ambitious Density scenario) identifies a requirement for approximately 1,340 ha of Community Area lands to accommodate growth to 2051. Not all of the lands will be required to accommodate development immediately. The projected required phasing of land need by time period is indicated below:

2021 – 2031: 300 ha
2031 – 2041: 600 ha
2041 – 2051: 440 ha

The phasing analysis will evaluate a series of growth scenarios (anticipated to be 4 – 5) against each other to ultimately determine the preferred scenario. The scenarios will be identified following the approval of the final LNA including endorsement of the final Community Area land need. Staff will report back to Committee and Council on the proposed scenario growth options that will be included in the evaluation.

The phasing evaluation will consider themes related to climate change adaptation and mitigation, servicing infrastructure, transportation infrastructure, agricultural and fiscal impact to make a determination of when the different whitebelt areas would be developed for urban uses based on the three time periods noted above. The evaluation will take place over the late Spring and Summer of 2021.

Consultation on the draft preferred growth option identified through the evaluation and phasing analysis will take place in Fall 2021. Following the completion of the consultation, the preferred growth option to the year 2051 will be identified.

6.2 Implementation of the Preferred Growth Option

In Report PED19033(b) (Comments on Proposed Amendment 1 to A Place to Grow and the Land Needs Assessment Methodology, dated August 18, 2020) staff had noted that the extended planning horizon to 2051 presents challenges in planning for a number of unknown factors, including future social, economic and market changes. Staff and Council had recommended to the Province that Amendment 1 to the Growth Plan be

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revised to provide municipalities with flexibility to not designate all required lands to the year 2051, but rather identify a strategy for how growth between 2041 and 2051 will be accommodated. The Province did not make this recommended change to the Growth Plan.

Given the uncertainties that exist in planning for a 30-year time horizon, and the irreversibility of any decision to expand the urban boundary, staff will review opportunities for the phased implementation of the GRIDS 2 preferred growth option, such as through UHOP policy direction and/or infrastructure phasing policies, to include options to require certain performance standards to be met (e.g. achievement of certain intensification or density targets) and/or certain growth targets to be met, prior to phasing of urban expansion growth. Consideration of options for identifying growth needs beyond 2041 without formally designating the land as urban at this time will be undertaken (Recommendation (d) of this Report).

Further, as per Recommendation (e) of this Report, at the conclusion of GRIDS 2 / MCR and the implementation and approval of the related Official Plan Amendments, the quantum and location of urban boundary expansion lands to accommodate the population and employment forecasts until 2051 will be known. The City will be nearing a mature city state whereby whitebelt options to accommodate Community Area growth will be almost entirely planned / developed. At this point, there would be an opportunity to identify land that may be suitable for inclusion in the Greenbelt Plan because of the extent of the NEF contours, potential infrastructure challenges or other matters. Therefore staff, are recommending that a report be brought forward at that time with respect to the necessary steps for recommending to the Province that any remaining Community Area whitebelt lands be added to the Greenbelt.

ALTERNATIVES FOR CONSIDERATION

1. Do not endorse the LNA. This option would have the risk of delaying the GRIDS 2 / MCR process which is on an expedited timeline to meet the provincial MCR conformity date of July 2022.
2. Support an alternative scenario (e.g. Increased Targets scenario) in the Land Needs Assessment – Technical Working Paper which would result in a greater required land need to 2051.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

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Clean and Green

Hamilton is environmentally sustainable with a healthy balance of natural and urban spaces.

Built Environment and Infrastructure

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

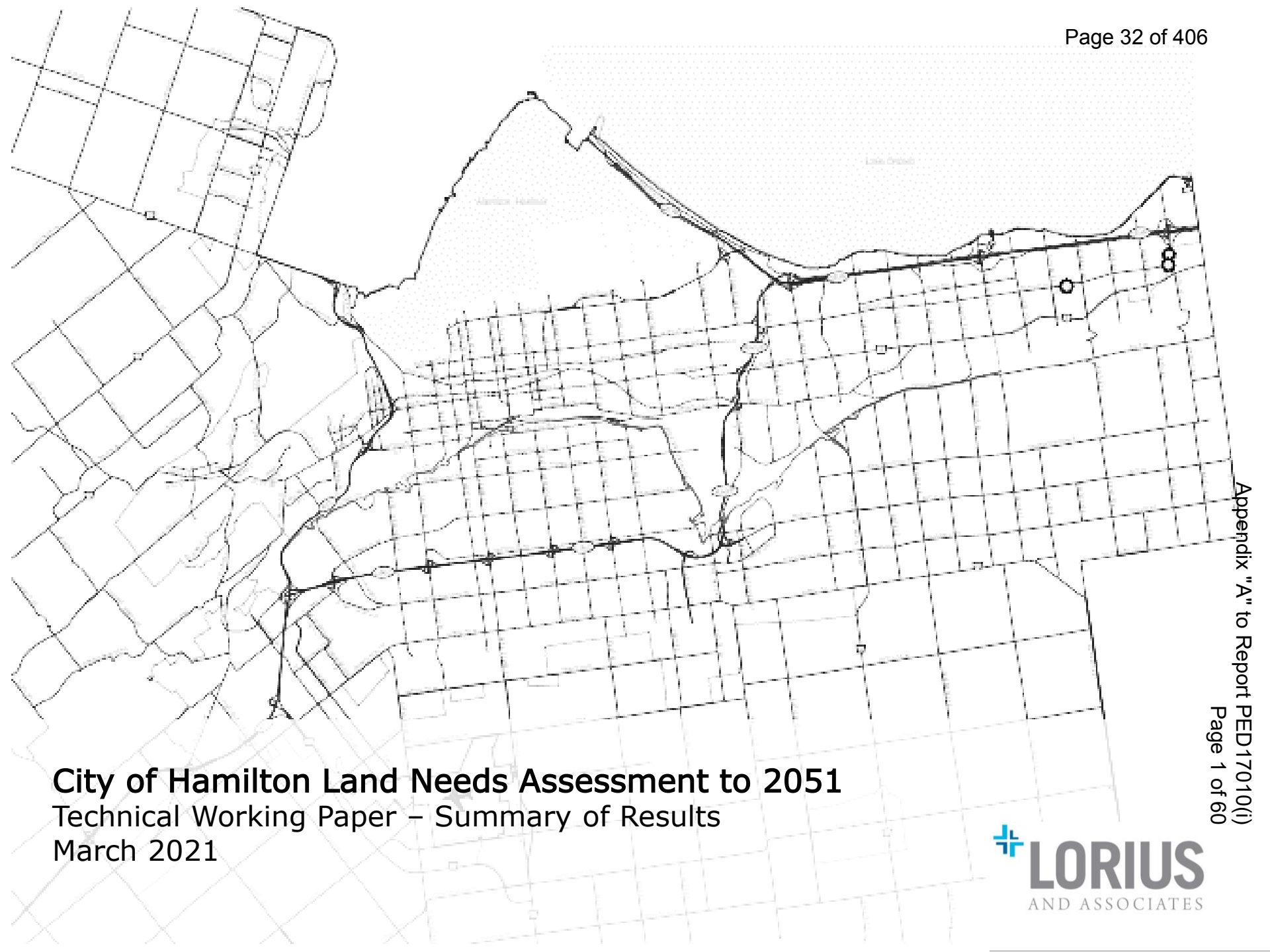
APPENDICES AND SCHEDULES ATTACHED

- Appendix “A” – City of Hamilton Land Needs Assessment to 2051
- Appendix “B” – City of Hamilton Residential Intensification Market Demand Analysis
- Appendix “C” – Residential Intensification Supply Update
- Appendix “D” – Existing Designated Greenfield Area Density Analysis
- Appendix “E” – Public Consultation Summary Report: Land Needs Assessment
- Appendix “F-1” – Public / Stakeholder Comments: General
- Appendix “F-2” – Public / Stakeholder Comments: Community Area Land Need
- Appendix “F-3” – Public / Stakeholder Comments: Employment Area Land Need
- Appendix “F-4” – Public / Stakeholder Comments: Climate Change Lens
- Appendix “F-5” – Public / Stakeholder Comments: Phasing Evaluation
- Appendix “G” – Response to Technical Comments on LNA methodology
- Appendix “H” – Letter from Ministry of Municipal Affairs and Housing (Ontario Growth Secretariat)
- Appendix “I” – Updated GRIDS 2 / MCR Project Timeline

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City of Hamilton Land Needs Assessment to 2051
Technical Working Paper – Summary of Results
March 2021



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Section 1: Introduction

The Land Needs Assessment and 'GRIDS 2'

The City of Hamilton has retained Lorus and Associates, in association with Hemson Consulting Ltd., to prepare an assessment of urban land needs over the period to 2051. The Land Needs Assessment (LNA) is required to support the update of the Growth Related Integrated Development Strategy (the GRIDS 2 update) and the Municipal Comprehensive Review (MCR) for the period to 2051.

The LNA has been prepared in accordance with the *Growth Plan for the Greater Golden Horseshoe: A Place to Grow (Growth Plan, 2020)* and updated method for completing the analysis set out in the report: *Land Needs Assessment Methodology for the Greater Golden Horseshoe (2020)* (the "Provincial method" or "mandated method"). The mandated method (2020) replaces the previous 2018 version. In accordance with the new Provincial method, the LNA for the City of Hamilton includes:

- A forecast of population, housing and employment by type to 2051;
- Housing market and trends analysis;
- Residential intensification market demand analysis;
- Employment and economic analysis; and
- Designated Greenfield Area (DGA) analysis.

The LNA is undertaken based on the results of the above technical inputs, *Growth Plan* policy directions and required components of the mandated method for analysis. The results are summarized in this Technical Working Paper. The City of Hamilton continues to engage with Provincial staff to review the results of the GRIDS 2 update. A process of public consultation will also be undertaken as part of the approval process for the MCR and implementing official plan amendment(s)(OPA).

As a result, the results of the LNA may be subject to revision depending on feedback received through the process of public consultation and Provincial review. The results may also need to be revisited at the MCR OPA stage to update for new information such as building permits, housing completions, employment land conversions or other economic factors that may have changed.

Section 1: Introduction

Economic and demographic context for analysis

Positive Long-Term Economic Outlook for the GGH

1

- Notwithstanding the short-term impacts of the COVID-19 Pandemic, the long-term economic outlook for the Greater Golden Horseshoe (GGH) is positive.
- The Greater Toronto and Hamilton Area (GTHA) will continue to attract international migrants that drive population growth.
- Rates of long-term economic growth will be generally sufficient to absorb the expanding labour force through migration.

Shifts in the Housing Market to Higher Density Forms

2

- Several factors have led to a sharp rise in housing prices over the last decade.
- A corresponding shift has occurred in the proportion of people living in denser and more affordable housing forms.
- Intensification has become more prevalent throughout the GTHA, including in the City of Hamilton, though more working from home may affect the demand for smaller living spaces going forward.

Changes in the way Office Space is Being Used

3

- Increased mixing of work activities, office sharing and automation are changing the way office space is being used.
- 'Offices' are increasingly occupying non-office forms: "flex space", co-working and industrial multiples.
- Trends are blurring the lines between traditional industrial and office use with implications for density and land use within employment areas.

Continued Demand for Greenfield Employment Land

4

- The economic outlook anticipates greater success in accommodating employment land activities through intensification.
- However, the availability of greenfield sites with good highway access will continue to be the primary driver of demand.
- Growth in e-commerce and weaknesses in global supply chains revealed by COVID-19 will support demand for local manufacturing, storage, distribution and logistics space.

Section 1: Introduction

Approach to the analysis

The assessment of urban land needs is undertaken by comparing a forecast of future demand for housing and employment to the current land supply. Within the context of PPS and *Growth Plan* policy directions to encourage a more compact urban form, conclusions are then drawn on the need, if any, for additional lands over the forecast horizon. Land needs are assessed for two key areas:

- **Community Areas** – where the vast majority of housing required to accommodate forecasted population will be located, as well as the majority of population-related jobs, most office jobs and some employment land employment jobs. Community areas include the Delineated Built-up Areas and the Designated Greenfield Area (excluding employment areas); and
- **Employment Areas:** where most of the employment land employment (employment in industrial-type buildings) jobs are, as well as some office jobs and some population-related jobs, particularly those providing services to the employment area. Employment Areas may be located in both delineated built-up areas and the designated greenfield area.

Important Terminology for Understanding the Approach

The **Delineated Built-up Area** is defined as the area that was already built when the 2006 *Growth Plan* first came into effect and is illustrated on the map on the following page. The **Designated Greenfield Area** is defined as lands within settlement areas (lands within the urban boundary) but outside of delineated built-up areas, designated in an official plan for development and required to accommodate growth over the planning horizon. The **Rural Area** is all lands outside the urban boundary, including Prime Agricultural Areas and existing employment land uses: the **Hamilton International Airport (HIA) facility** is located within the City's Rural Area.

The starting point for the analysis is the population and employment forecasts for the upper- and single-tier municipalities that are shown in **Schedule 3 of the *Growth Plan (2020)***. These are the minimum population and employment **forecasts that must be used** for long-range planning and growth management by all municipalities in the GGH, including the City of Hamilton. Higher forecasts may be considered as part of the MCR, however lower forecasts are not permitted.

Section 1: Introduction

The Built-Up Area



Source: Urban Hamilton Official Plan Appendix G - Boundaries Map

Section 1: Introduction

Method for land needs assessment

The analysis is undertaken according to the key components involved in the Provincial method for Community Area and Employment Area land need assessment. As described in the Provincial method report, there can be flexibility in the sequence of the LNA analysis as long as all components are completed. The sequence taken in this report is summarized below for Community (R1-R6) and Employment (E1 –E5) areas.



Section 1: Introduction

Key influences on land need under the *Growth Plan*

Within a *Growth Plan* policy context, there are two key influences on land needs. The first relates to the minimum proportion of future growth that is to be accommodated through **intensification**. The second relates to the **density of new development** to be anticipated in greenfield locations.

The 50% Intensification Target

The *Growth Plan* requires that by 2015 and each year thereafter, “a minimum of 50% of all residential development occurring annually... will be within the built up area” (Section 2.2.2.1a). This policy provides direction on the minimum proportion of new residential development to occur through intensification and refers to a **total number of new units added**, but not number of people, overall density, specific unit types or units gained or lost through changes in occupancy of the existing stock. The **intensification target has a strong influence** on the LNA results because it limits both the balance of units (and associated land) allocated to the DGA and the different types of units available to satisfy demand to 2051.

The Greenfield Density Target (50 Residents and Jobs Combined per ha)

The *Growth Plan* states that the minimum density target applicable to the DGA of each upper-and single-tier municipality...is not less than 50 residents and jobs combined per ha” (Section 2.2.7.2). Under the new LNA method, the **greenfield density target is no longer a policy input**, but a minimum threshold for conformity purposes. The density target is measured over the entire DGA of each upper- or single-tier municipality excluding natural features identified in local or Provincial plans, applicable rights-of-ways and cemeteries. The target does not include the designated Employment Areas, which are treated separately.

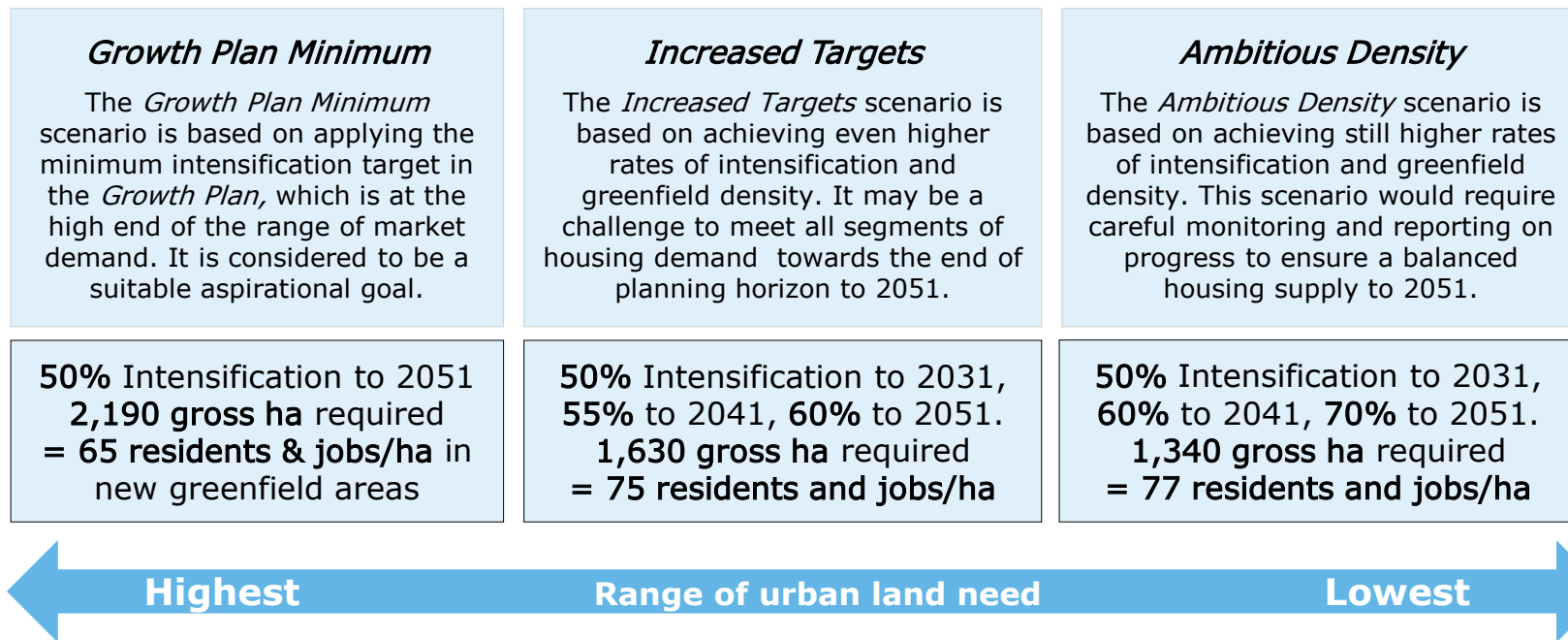
No Mandated Density and Intensification Targets for Employment Areas

Under the Provincial method, Employment Area land needs are based on an analysis of the economic activities likely to locate on those lands and approximate densities at which they are anticipated to develop. A **market-based approach is taken** to recognize the importance of economic activities to the development of ‘complete communities’ and the challenges associated with changing the pattern of employment growth through *Growth Plan* and associated planning policy directives.

Section 1: Introduction

Scenarios provide a range of future land need

Three scenarios of land need have been prepared. The scenarios are varied by changing the *Growth Plan* intensification target and density of new development by unit type, which are the primary determinants of land need. It is worth reiterating that the under the new Provincial LNA method, **the greenfield density target is an output of the LNA** depending on the intensification rate and unit densities applied to the analysis. The land need scenarios and results are summarized below.



To provide further context for the scenarios, a “Current Trends” analysis has also been prepared to show the results of a 40% intensification target, consistent with the approach taken in the *Residential Intensification Market Demand Analysis* (December 2020). The results indicate an even higher land need – **3,440 gross ha** – and would require that the City request an alternative target under the *Growth Plan*. Employment Area land need (mainly industrial and business park development lands) is held constant for all the scenarios since it is primarily the pattern of housing growth that the *Growth Plan* seeks to change through policy.

Appendix "A" to Report PED17010(i)
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Section 1: Introduction

Structure of this report

The report that follows provides the results of the analysis, including Community Area and Employment Area land need, in accordance with the mandated Provincial method. It is structured as five sections:

- **Section 1 sets out the purpose** of the assignment, approach taken to the analysis and the key influences on land need under the *Growth Plan*;
- **Section 2 provides the growth context**, including the population and housing unit growth anticipated, the role of residential intensification, the employment outlook and trends in land and building space requirements, especially office and industrial-type uses;
- **Section 3 summarizes the results of the Community Area LNA** according to the mandated method for analysis. A minimum of 1,340 gross developable ha is required to accommodate growth over the period to 2051.
- **Section 4 summarizes the results of the Employment Area LNA**. The analysis shows that land supply and demand are largely in balance, with no additional lands required for current planning purposes. This result is due largely to the unanticipated lag in employment growth experienced across the GTHA over the 2011 – 2016 period. Employment growth had been accelerating in the post-2016 period until the COVID-19 Pandemic began, leading to significant job losses in early 2020; and
- **Section 5 provides our conclusions**, including a summary of total urban land needs over the period to 2051 and implications for the current UHOP, GRIDS 2 and the MCR process.

Growth Plan (2020)

The Provincial vision for growth is that Hamilton will play an **expanded economic and demographic role** within the regional metropolitan area (GGH) over the planning horizon to 2051

Community Area Land Needs

Under the mandated method for analysis a **minimum of 1,340 gross developable ha** (*Growth Plan* definition) is required depending on the unit density and intensification targets involved.

Employment Area Land Need

No additional lands are required. Forecast demand and land supply are largely in balance. A small surplus is shown over the planning horizon to 2051.

Section 2: Growth Context to 2051

Population forecast to grow significantly

The *Growth Plan* (2020) sets out the Provincial vision for growth in the GGH, including: a strong economy, cleaner natural environment and the achievement of complete communities with access to transit. A key element of the Provincial vision is a **set of forecasts that must be used**, at a minimum, for planning and growth management in the GGH, including Hamilton (Section 5.2.4). The historic and forecast minimum *Growth Plan* population forecast for 2051 is shown below in Table 1.

Table 1

City of Hamilton Historic and Forecast Population

Components of Population	2001	2011	2021	2031	2041	2051
Total Population (with undercount)	510,140	535,000	584,000	652,000	733,000	820,000
Growth last 20 years (2001-2021)			73,860			
Growth next 20 years (2021-2041)					149,000	
Growth next 30 years (2021-2051)						236,000

Source: Hemson Consulting Ltd. based on Statistics Canada Census data and *Growth Plan* Schedule 3 forecasts for 2051. Figures for 2001, 2011, 2021, 2031 and 2041 are from the base forecast models used by Hemson Consulting Ltd. to prepare the report: *Greater Golden Horseshoe: Growth Forecasts to 2051* (the "Hemson forecast report", August 2020). Figures include the Census undercount: i.e. those people that are missed in the Census, or counted twice, or otherwise should not have been counted.

As shown in Table 1, under the *Growth Plan* the City of Hamilton is forecast to achieve a total population of 820,000 in 2051. This forecast is for a significant amount of growth relative to the past: **twice as much over the next 20 years** than the last 20 years, and beyond to 2051. The reason is that, from a regional planning perspective, the *Growth Plan* anticipates an expanded economic and demographic role for the City of Hamilton over time, along with other priority centres in the western GGH.

As described in the updated *Growth Plan* forecast report, the **long-term growth outlook remains positive** notwithstanding the impacts of the COVID-19 Pandemic. In general, both the GTHA and Outer Ring are anticipated to experience rates of long-term economic growth sufficient to absorb the expanding labour force created through migration. This expectation is consistent with the Ministry of Finance's *Ontario's Long Term Report on the Economy* (2017) which remains a sound economic outlook.

Section 2: Growth Context to 2051

Forecast translates into significant new housing units

The *Growth Plan* population forecast translates into significant demand for new housing units, as shown in Table 2 below. In accordance with the mandated method, the housing forecast is based on applying household formation rates to the forecast of population growth by age cohorts as well as age-specific propensities to occupy different housing unit types. The overall housing forecast associated with the *Growth Plan* population forecast to 2051 is shown below in Table 2.

Table 2

City of Hamilton Historic and Forecast Housing Growth

Components of Housing	2001	2011	2021	2031	2041	2051
Occupied Housing Units	188,140	203,800	222,540	258,100	295,170	332,860
Growth last 20 years (2001-2021)			34,400			
Growth next 20 years (2021-2041)					72,630	
Growth next 30 years (2021-2051)						110,320

Source: Hemson Consulting Ltd. based on Statistics Canada Census data and *Growth Plan* Schedule 3 forecasts for 2051. Figures for 2001, 2011, 2021, 2031, 2041 and 2051 are from the base forecast models used by Hemson Consulting Ltd. to prepare the report: *Greater Golden Horseshoe: Growth Forecasts to 2051* (August 2020). Figures are units occupied by usual residents, which is different than the “undercount” noted in Table 1 and distinct from “Total Private Dwellings” reported by the Census that includes vacant units, seasonal and recreational units and/or units occupied by students that report themselves as living elsewhere.

As shown in Table 2, and similar to population, the housing forecast is for a significant amount of growth relative to the past. Under the *Growth Plan*, the City of Hamilton is forecast to grow to a total of 332,860 housing units in 2051. This forecast translates into more than **twice the number of new units** over the next 20 years than were completed in the last 20 years, and beyond to 2051. Again, this outlook reflects *Growth Plan* expectations for an expanded economic and demographic role for the City of Hamilton over the planning horizon. More specifically, the *Growth Plan* forecasts are structured as a share of the GGH housing market taking into account land supply, especially in southern Halton and Peel regions where rapid growth continues. Over time, as the supply of available development lands in these locations becomes increasingly constrained, Hamilton will be effectively drawn ‘closer’ to these established communities in the GTA-west and demand for housing will increase considerably.

Section 2: Growth Context to 2051

Outlook for residential intensification is bright

Housing Market has Shifted to Smaller and More Affordable Options

As described in more detail in the *Residential Intensification Market Demand Analysis* report (December 2020) some important shifts have occurred in the pattern of housing demand across the GGH, especially related to demand by unit type. A combination of market, pricing and policy-based factors has led to serious affordability challenges and, in turn, a shift to denser and more affordable housing forms within the GTHA combined with increased demand for new housing in less expensive markets in the Outer Ring and beyond.

Large-Scale Intensification is Emerging in other GTHA Municipalities

The shift towards more affordable housing forms, combined with emerging trends in lifestyle and employer preferences, among other factors, is one of the major reasons for the well-documented surge of new development in central Toronto. Consistent with long-standing demographic patterns, the City of Toronto will continue to play a major role in accommodating apartments: however, it is no longer the only part of the market. Large-scale intensification has started to emerge outside Toronto in more urbanized areas such as southern York and Halton Regions and the City of Hamilton.

Growth Plan Target Represents a Rapid and Substantial Increase in Intensification

As noted, under the *Growth Plan*, municipalities in the GGH are required to plan for a minimum proportion of future growth through intensification: 50% of new housing units in the case of the City of Hamilton and other major urban centres in the GGH such as the Cities of Barrie, Brantford and Guelph.

There is no question that recent housing market trends point to a strong future for intensification. And it is also clear that the City of Hamilton is in an attractive position to shift historic patterns of growth towards denser and more urban forms. However, it is important to understand that the *Growth Plan* target embodies a major shift in the nature of housing demand that will be a challenge for most municipalities to achieve, including Hamilton. So although characterized as “minimum”, the *Growth Plan* target is at the **high end of the range of demand** from a market perspective. For the City of Hamilton it represents a rapid and significant increase in the amount of growth to occur through intensification and a substantial change to the profile of future housing demand in favour of apartments.

Section 2: Growth Context to 2051

Long-term economic outlook is positive

Notwithstanding the current COVID-19 Pandemic situation the broad economic outlook for the GGH remains positive. As described in the updated *Growth Plan* forecast report, overall growth is anticipated to return to pre-pandemic expectations within three years along with associated growth in employment and income. The employment forecast for the City of Hamilton within this context is shown below in Table 3.

Table 3

City of Hamilton Historic and Forecast Employment

Components of Employment	2001	2011	2021	2031	2041	2051
Total Employment	205,100	216,900	238,000	271,000	310,000	360,000
Growth last 20 years (2001-2021)			32,900			
Growth next 20 years (2021-2041)					72,000	
Growth next 30 years (2021-2051)						122,000

Source: Hemson Consulting Ltd. based on Statistics Canada Census data and *Growth Plan* Schedule 3 forecasts for 2051. Figures for 2001, 2011, 2021, 2031 and forecast to 2051 are from the base forecast models used by Hemson Consulting Ltd. to prepare the report: *Greater Golden Horseshoe: Growth Forecasts to 2051* (August 2020). Employment includes usual place of work, work at home and no fixed place of work employment.

As discussed in the *Residential Intensification Market Demand Analysis* report (December 2020) the prior *Growth Plan* forecasts prepared in 2012 overestimated population and employment growth in Hamilton as well as all other upper and single-tier municipalities, except the City of Toronto. The main reason for the shortfall in growth is that the forecasts prepared for 2011 to 2016 did not anticipate the degree of out-migration to western Canada from Ontario or Ontario's decline in its national share of immigration.

In the post-2016 period, however, migration patterns had returned to historic averages and growth was accelerating until the COVID-19 Pandemic began in early 2020. For Hamilton, the employment forecast is for **a total of 360,000 jobs in 2051**. The growth outlook is predicated on continued diversification of the local economy, the revitalization of central City employment areas and the emergence of small major office clusters supported by well-located and extensive employment areas throughout the City.

Section 2: Growth Context to 2051

Outlook structured by major land use planning types

The approach taken to forecasting employment growth for the purposes of the LNA is based on four land use planning-based types: population-related, major office, employment land and rural-based employment. The four employment types are described below.

<p>Population-Related Employment</p> <p>Jobs that exist primarily to serve the resident population, including retail, education, health care, local government and work-at-home employment, the vast majority of which are located in community areas.</p>	<p>Major Office Employment</p> <p>Jobs contained within free-standing buildings more than 20,000 net square feet (1,858 m²) in size. This definition differs from the size threshold of 4,000 m² used in <i>Growth Plan</i> policy for other planning purposes.</p>	<p>Employment Land Employment</p> <p>Jobs accommodated primarily in industrial-type buildings. The vast majority are located within business parks and industrial areas. However, some jobs can be found in older community areas and rural locations.</p>	<p>Rural-based Employment</p> <p>Jobs scattered throughout rural lands that typically include agriculture-related uses, small manufacturing or construction businesses run from rural properties and some associated retail, service or commercial uses.</p>
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From an employment perspective, most of the lands required to accommodate growth will be for employment land employment. The **LNA term "Employment Area" is different**, and refers to the geographic areas typically planned to be occupied by, but not necessarily used exclusively for, employment land employment. Employment Areas tend to be where most employment land employment (i.e. jobs in industrial-type buildings) are located but also contain limited major offices, in some cases, and population-related employment, particularly those providing services to the designated Employment Area.

Population-related employment tends to be accommodated in existing locations (such as the Downtown and other nodes) and through the normal course of secondary planning for new residential communities. Major office employment occurs under a unique market dynamic and at extremely high densities, so requires very little urban lands. Rural-based employment, while an important part of the City's economy, is a relatively small part of the employment base and forecast to grow marginally over the planning horizon.

Section 2: Growth Context to 2051

Land and building space requirements are evolving

From a land needs perspective, there have been some relevant trends in the recent pattern of land use and real estate development, especially for major office and industrial-type buildings. Some of these trends have been accelerated by the COVID-19 Pandemic in the short-term, however the extent to which these represent a permanent shift remains unclear.

Market Shift for Major Office Development to Downtown Toronto

One of the key features of recent growth in the GTHA has been the surge of major office development in downtown Toronto. This concentration of offices generally had the effect of reducing new space demand in other parts of the GTHA. Notwithstanding current COVID-19 effects, the short-term attraction of downtown Toronto is likely to remain. Over the longer term, however, the major office market is expected to cycle back to a more even balance between Toronto and established suburban nodes in southern York, Peel and Halton regions as well as emerging markets in Durham and Hamilton.

Office Work Increasingly Occupying Non-Office Forms

Partly in response to the recent concentration (and rising cost) of major office space, an emerging trend in many communities outside the City of Toronto has been a broadening of the built forms in which office uses are choosing to locate, including co-working, flex space and industrial multiples. The prevalence of this type of space has become more widespread across the GTHA, including Hamilton, and may be accelerated by the COVID-situation as users explore new office models. This trend along with the attraction of suburban office markets from a real estate cost perspective bodes well for the future of office growth.

Pattern of Change in Employment Areas More Complex

Trends in the locational preference of office use are 'blurring' the lines between traditional industrial and major office uses, with resulting impacts on density and land needs. While densities in some areas may increase as a result of the growing integration of different functions, this effect is being tempered by more land-extensive development elsewhere, particularly in newer employment areas focussed on the fulfilment and distribution of e-commerce activity. For the City of Hamilton, the overall density impacts depend on the nature of the individual area and types of economic activities being carried out.

Section 2: Growth Context to 2051

Demand for Employment Areas will remain strong

Notwithstanding recent shifts in the pattern of development, significant growth is still anticipated for the range of economic activities typically accommodated in Employment Areas. And although the structure of employment in the GTHA and City of Hamilton continues to shift gradually away from traditional economic sectors, Employment Areas are still required to accommodate new development.

Grown in 'E-commerce' Driving Demand for Warehousing and Distribution Facilities

Growth in e-commerce has driven a surge in demand for warehouse, distribution and logistics space. There is no evidence this pattern will change and has been accelerated by the COVID-19 Pandemic. These trends are driving demand for increasingly larger, land-extensive and low-density facilities in greenfield locations (sometimes referred to as "Big Bomber" warehouses). Although the LNA anticipates some greater success in accommodating employment land growth through intensification, the availability of large sites with good transportation access, especially 400-series highways, will remain the primary driver of demand.

Many Service Sector Uses Also Occupy Industrial Space

Contrary to popular perception, not all Employment Areas are dominated by the goods-producing sector. Recent years in the GTHA have seen significant growth in service-type activities within Employment Areas, reflected in part by the rise of the 'flex' space market and adaptive re-use in older more mature industrial areas. As these sectors grow there will be continued demand for space in Employment Areas beyond the 'traditional' manufacturing and distribution typically associated with industrial buildings.

Manufacturing will Continue to Play a Role

In our view, manufacturing will continue to play a role in new building space requirements, although the overall amounts are unclear. Some sectors have the potential to outpace expectations, especially as rates of technology adoption and the economics of small-scale local production improve. Two of the more likely outcomes arising out of the COVID-19 Pandemic are: first, a reshoring of some industries (medical supplies for instance); and second, increased automation to lower production costs and limit vulnerability to health risks. The outlook for the goods producing sector is more positive under this scenario, but likely with fewer employees (and therefore at lower densities) relative to the past.

Section 3: Community Area Land Need

Overview of mandated steps in the analysis

This section summarizes the results of Community Area land need analysis, within the broad growth context described in Section 2. The analysis is undertaken according to the mandated components of the Provincial method, shown again below for convenience. Key data sources and inputs to the analysis are summarized at right, with additional notes and commentary provided for the tables that follow.

Key Data Sources and Inputs

1. 2016 base population and household information are from Statistics Canada, including net under-coverage and non-household population rates. Total 2051 population is the *Growth Plan* forecast (2020).
2. Estimated 2021 housing units and population and forecast total housing units to 2051 are provided by Hemson Consulting Ltd. based on Statistics Canada and Canada Mortgage and Housing Corporation (CMHC) housing market information.
3. The allocation of housing units by *Growth Plan* policy area is based on a typical housing mix inside and outside the built-up area and the specific intensification target applied to the analysis.
4. Housing supply potential is based on information from the City of Hamilton Geographic Information System (GIS), land use and building permit tracking systems.
5. The housing unit shortfall within the DGA is determined based on a comparison of housing supply (R4) to forecast housing demand (R3) by unit type.
6. Community Area land need is determined by applying appropriate density factors to the unit shortfall by type and taking into account population-related employment, in accordance with the mandated method for analysis. Total DGA density is estimated based on PPU factors from the 2019 Development Charge (DC) Background Study prepared by Watson & Associates.

R1	Forecast Population Growth Over the Planning Horizon
R2	Forecast Housing Need by Dwelling type to Accommodate Population
R3	Allocate Housing Units by <i>Growth Plan</i> Policy Area
R4	Determine Housing Supply Potential by Policy Areas
R5	Determine Housing Unit Shortfall within the Designated Greenfield Area
R6	Establish Community Area Land Need Including Community Area Jobs

Section 3: Community Area Land Need

R1

Step R1 Forecast population growth over the planning horizon

The first component in the assessment of Community Area Land Need is the forecast of population over the period to 2051, shown previously in Table 1. In accordance with the *Growth Plan* Schedule 3 forecasts (2020) Hamilton is forecast to achieve a **2051 population of 820,000** including the Census net undercoverage.

Step R2 Forecast Housing Need by Dwelling Type

R2

The *Growth Plan* population forecast translates into demand for approximately **110,320 new housing units** over the 2021-2051 period, shown previously in Table 2. In accordance with the mandated method, the housing forecast is based on applying household formation rates to the forecast of population growth by age cohorts as well as age-specific propensities to occupy the four main housing unit types established in the updated *Growth Plan* forecasts: single and semi detached, rowhouse, accessory and apartment units. The result is a **market-based housing need forecast by dwelling type** shown below in Table 4, with single-family dwellings (single and semi detached) the predominate form at 50% of the forecast growth.

Table 4

City of Hamilton Market-Based Housing Unit Need by Dwelling Type

Census Year	Single and Semi	Rows	Accessory Units	Apartment Building	Total
2021	135,360	29,370	3,940	53,880	222,540
2031	154,120	37,780	4,750	61,450	258,100
2041	173,180	47,110	5,680	69,200	295,170
2051	191,370	56,970	6,700	77,820	332,860
Growth 2021-2051	56,020	27,600	2,760	23,940	110,320
Share	50%	25%	3%	22%	100%

Source: Hemson Consulting Ltd. based on Statistics Canada Census, Annual Demographic Estimates and the *Growth Plan* Schedule 3 forecasts for 2051. "Single and Semi" includes single detached and semi detached houses as well as movable dwellings as defined by Statistics Canada. Rows are rowhouses as defined for the Census. Accessory units are apartment units added to an existing single or semi-detached house, either attached or not to the existing dwelling. Apartments comprise all apartment buildings whether greater than or less than 5 storeys in height.

Section 3: Community Area Land Need

Step R2 Forecast Housing Need by Dwelling Type

As shown in Table 4, the market-based mix of housing is characterized largely by ground-related units; defined as single and semi-detached units and rowhouses. As summarized in Table 5 below, roughly three quarters of the forecast housing growth is for ground-related versus apartment units. Accessory units are apartments added to an existing single, semi-detached or rowhouse rather than duplex units as defined by the Census. This change was introduced in the updated *Growth Plan* forecasts to more accurately reflect how these units are treated from a land use planning perspective.

Table 5

City of Hamilton Ground-Related versus Apartment Unit Growth

Census Year	Ground-Related	Accessory Units	Apartment Building	Total
2021	164,730	3,940	53,880	222,540
2051	248,340	6,700	77,820	332,860
Growth 2021-2051	83,610	2,760	23,940	110,320
Unit Mix 2021-2051	75%	3%	22%	100%

Source: Hemson Consulting Ltd. based on Statistics Canada Census, Annual Demographic Estimates and *Growth Plan* Schedule 3 forecasts for 2051. Figures may not add due to rounding. Forecast housing mix by dwelling type varies slightly from the *Greater Golden Horseshoe: Growth Forecasts to 2051* report, the basis for the 2020 Schedule 3 to the *Growth Plan*.

As noted, the *Growth Plan* mandates the minimum target for intensification to be 50% of new units inside the built boundary over the period to 2051. The 'market-based' unit mix shown in Table 4 and Table 5, however, is not consistent with *Growth Plan* objectives to encourage a shift to higher density forms. As a result, the forecast housing mix needs to be adjusted to reflect *Growth Plan* objectives and allocate the forecast housing units by *Growth Plan* policy areas. This adjustment and allocation of housing units to the *Growth Plan* policy areas is undertaken in step three of the analysis (Step R3).

R3

Section 3: Community Area Land Need

Step R3 Allocate housing units by *Growth Plan* policy area

The third step in the analysis is to assess how the housing growth projected in Step R2 will be allocated to address *Growth Plan* requirements to direct specific shares of housing growth between the delineated built-up area, rural area and the DGA. The analysis is undertaken from an estimated 2021 base to incorporate the most recent available information and serve as the effective date of the MCR completion.

Of particular relevance is the allocation to the DGA, which forms the basis for the comparison of supply and demand (Step R4) to determine housing unit shortfalls by unit type (Step R5) and, ultimately, Community Area land need (Step R6). As described in the *Residential Intensification Market Demand Analysis* report (December 2020), the vacant land supply for ground-related housing within the City’s Built-up Area is almost fully developed. As a result, there are not enough sites to accommodate the full range of housing growth. Accordingly, **demand must be redistributed to higher density apartment unit and row housing forms** that can be accommodated through intensification. There are three steps to the redistribution:

Step 1

Typical Unit Types

First, a ‘typical’ housing unit mix is set for inside and outside the built-up area. The mix inside the built-up area is focused on medium and high density housing and the mix outside the built-up area (the Designated Greenfields and limited rural) is the opposite, with proportionally more low density units.

Step 2

Intensification Target

Second, the housing mix inside and outside the built-up area is applied to the total housing unit forecast from 2021-2051 (110,300 units) shown previously in Tables 4 and 5, in accordance with the intensification target applied to the analysis (the *Growth Plan* mandates a minimum of 50% of new units)

Step 3

Adjusted Housing Mix

Finally, the resulting housing forecast (by type) for inside and outside the Built-up area is combined, with the result that the **City-wide mix of housing growth is “shifted”** away from ground-related units (under a market-based forecast) towards apartment units to reflect the intensification target applied.

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Section 3: Community Area Land Need

Step R3 Allocate housing units by *Growth Plan* policy area

R3

The effect of the housing mix adjustment is to “shift” housing units out of the ground-related category to apartment units to achieve *Growth Plan* policy goals, specifically the intensification target. The degree of the shift depends on the intensification target applied to the scenarios: with lower targets requiring a less dramatic shift than higher targets. For example, the shift and resulting allocation of housing units for the *Growth Plan Minimum* scenario is illustrated below in Table 6.

Table 6

City of Hamilton Allocation of Housing Units by *Growth Plan* Policy Area

Housing Mix by Policy Area – <i>Growth Plan Minimum</i> Scenario (50% Intensification)	Ground-Related	Accessory Units	Apartment Building	Total
Mix Inside the Built-up Area	20%	4%	76%	100%
Mix in DGA and Rural	94%	1.5%	4.5%	100%
Units – Inside the Built-up Area (50% of growth)	11,030	2,210	41,920	55,160
Units - DGA and Rural (50% of growth)	51,850	830	2,480	55,160
Policy-based Growth 2021 – 2051	62,880	3,030	44,400	110,320
Market-Based Growth (from Table 5)	83,610	2,760	23,940	110,320
Policy-based Growth (above)	62,880	3,030	44,400	110,300
Difference Market vs. Policy-based	(20,730)	+270	+20,460	0
“Shifted” Share of Market-Based Growth (from Table 5)	25%	10%	85%	0

Source: Hemson Consulting Ltd. forecast models. May not add due to rounding.

As shown shaded in Table 6, to achieve an intensification rate of 50% approximately 20,730 new households that would otherwise occupy ground-related housing units are ‘shifted’ to apartments. This represents a share of about 25% of the ground-related housing growth from 2021-2051 of approximately 83,610 units under the market based forecast as shown previously in Table 5.

Section 3: Community Area Land Need

Step R3 Allocate housing units by *Growth Plan* policy area

For context, the shift to apartments is lower under a “Current Trends” analysis, as described in more detail in the *Residential Intensification Market Demand Analysis* report (December 2020). The Current Trends forecast still embodies a shift in housing demand towards apartments though to a lesser extent than the *Growth Plan Minimum* scenario. The shift and resulting allocation of housing units for the *Current Trends* scenario is illustrated below in below in Table 7.

Table 7

City of Hamilton Allocation of Housing Units by *Growth Plan* Policy Area

Housing Mix by Policy Area – <i>Current Trends</i> Scenario (40% Intensification)	Ground-Related	Accessory Units	Apartment Building	Total
Mix Inside the Built-up Area	20%	4%	76%	100%
Mix in DGA and Rural	94%	1.5%	4.5%	100%
Units – Inside the Built-up Area (40% of growth)	8,830	1,760	33,540	44,130
Units - DGA and Rural (60% of growth)	62,220	990	2,980	66,190
Policy-based Growth 2021 – 2051	71,050	2,760	36,520	110,320
Market-Based Growth (from Table 5)	83,610	2,760	23,940	110,320
Policy-based Growth (above)	71,050	2,800	36,520	110,320
Difference Market vs. Policy-based	(12,570)	-	12,570	0
“Shifted” Share of Market-Based Growth (from Table 5)	15%	0	53%	0

Source: Hemson Consulting Ltd. forecast models. May not add due to rounding.

As shown shaded in Table 7, to achieve an intensification rate of 40% approximately 12,570 new households that would otherwise occupy ground-related housing units are ‘shifted’ to apartments. This represents a share of about 15% of the ground-related housing growth from 2021-2051 of approximately 83,610 units under the market based forecast as shown previously in Table 5.

R3

Section 3: Community Area Land Need

Step R3 Allocate housing units by *Growth Plan* policy area

The required shift in demand to apartments is greater, however, under the *Increased Targets* and *Ambitious Density* scenarios because they are based on higher rates of intensification. The resulting allocation and City-wide unit mix for the three main scenarios is summarized below in Table 8.

Table 8

City of Hamilton Allocation of Housing Units by *Growth Plan* Policy Area

Housing Mix by Policy Area – <i>Allocation of units by Land Need Scenario</i>	Ground-Related	Accessory Units	Apartment Building	Total
<i>Growth Plan Minimum</i> (50% Intensification)				
Units – Inside the Built-up Area	11,030	2,210	41,920	55,160
Units - DGA and Rural	51,850	830	2,480	55,160
Growth 2021 – 2051	62,880	3,030	44,400	110,320
Unit Mix 2021-2051	57%	3%	40%	100%
<i>Increased Targets</i> (50%/55%/60% Intensification)				
Units – Inside the Built-up Area	12,140	2,430	46,120	60,680
Units - DGA and Rural	46,660	750	2,230	49,640
Growth 2021 – 2051	58,800	3,170	48,350	110,320
Unit Mix 2021-2051	53%	3%	44%	100%
<i>Ambitious Density</i> (50%/60%/70% Intensification)				
Units – Inside the Built-up Area	13,240	2,650	50,300	66,190
Units - DGA and Rural	41,480	660	1,990	44,130
Growth 2021 – 2051	54,720	3,310	52,290	110,320
Unit Mix 2021-2051	50%	3%	47%	100%

Source: Hemson Consulting Ltd. base forecast models. May not add due to rounding.

R4

Section 3: Community Area Land Need

Step R4 Determine Housing Supply Potential

After determining the allocation of housing units by *Growth Plan* policy area, the next step is to determine the supply potential to accommodate forecast growth. Of particular relevance to the LNA is the supply potential in the DGA since this provides the basis for determining housing unit shortfalls by unit type in the next step (R5), and ultimately Community Area land need in the final step of the analysis. The City's year-end 2019 housing supply potential within the DGA is summarized below in Table 9.

Table 9

City of Hamilton Designated Greenfield Area Housing Unit Potential

Local Community Data for Year-end 2019	Single and Semi	Rows	Apartment Building	Total
Ancaster	646	406	260	1,312
Dundas	1	0	0	1
Flamborough	1,051	599	3,215	4,865
Glanbrook	1,826	1,864	125	3,815
Hamilton	1,213	689	461	2,363
Stoney Creek	499	1,373	3,135	5,007
Fruitland-Winona	1,012	3,157	1,138	5,307
Total Greenfield Supply Potential	6,248	8,088	8,334	22,670

Source: City of Hamilton Vacant Urban Residential Land (VRL) Inventory for December 2019. Housing supply potential includes all vacant lands subject to registered, draft approved or pending plans of subdivision and estimates of unit potential on lands not yet subject to plan. Virtually all of the DGA supply is subject to active development plans.

City staff have determined that there is an ample supply of potential sites to accommodate intensification within the Built-up Area (see *Residential Intensification Supply Update, 2020*, City of Hamilton). Within the City's Rural Area, there is a large number of legal lots of record as well as Rural Settlement Areas (RSA) that have the potential for future infill development. However, from an LNA perspective only a very small proportion of growth is allocated to the rural area given *Growth Plan* and City planning policies to direct growth to urban settlement areas with full municipal services.

R4

Section 3: Community Area Land Need

Step R4 Determine Housing Supply Potential

As noted in Step R3, the Community Area LNA is undertaken from an estimated 2021 base to incorporate the most recent available information and serve as the effective date of the MCR completion. The City's most recent housing supply information, however, is year-end 2019 as shown previously in Table 9. In order to properly compare supply and demand over the 2021-2051 period, the City's year-end 2019 supply must be adjusted. The adjustment is made by removing a share of known completions for 2020 from CMHC housing market data and an estimate of units that will be completed from year-end 2020 to mid-year 2021. The adjusted DGA unit supply potential is summarized below in Table 10.

Table 10

City of Hamilton Designated Greenfield Area Housing Unit Potential

Components of DGA Housing Unit Supply Potential	Single and Semi	Rows	Apartment Building	Total
DGA Unit Supply Potential, Year-End 2019 (Table 9)	6,248	8,088	8,334	22,670
Estimated Completions Year-end 2019 to mid-year 2021				
City-wide estimated Completions	910	1,220	1,200	3,330
Share Designated Greenfield Area Completions	75%	80%	20%	57%
Estimated DGA Completions to mid-year 2021	680	970	240	1,890
DGA Unit Supply Potential 2021-2051	5,570	7,120	8,090	20,780

Source: Hemson Consulting Ltd., estimates of housing completions by type for the 2016 to 2021 period based on CMHC completed and under construction housing data, City of Hamilton VRL Inventory December 2019 and Geographic Information System (GIS) and Building Permit Tracking system data for residential construction to December 2020. Totals rounded.

The estimated share of DGA completions to mid-year 2021 is based on City of Hamilton building permit data for January to December 2020, which shows a pattern one would expect based on the land supply situation discussed previously. Most of the ground-related housing activity (Singles and Semis and Rows) is occurring in the DGA (roughly 75%) whereas most apartment building activity is occurring inside the Built-up area through redevelopment and intensification. This pattern is continued. The result is an adjusted supply potential for mid-2021 that is approximately 1,900 units less than for year-end 2019.

R5

Section 3: Community Area Land Need

Step R5 Determine Housing Unit Shortfall

The next step is to determine the housing unit shortfalls by comparing housing demand (Step R3) to housing supply potential (Step R4). The demand side of the comparison is the forecast housing unit growth in the DGA over the 2021-2051 period, excluding the **very small share of growth (0.5%) allocated to the Rural Area** to account for limited infill in the RSAs over time. Accessory units are also included in the Apartment Building category for the purposes of the LNA, as shown below in Table 11.

Table 11

City of Hamilton Designated Greenfield Area Housing Demand

Land Need Scenario – Housing Demand for DGA Only (no Rural units)	Single and Semi	Rows	Apartment Building	Total
<i>Current Trends (40% Intensification)</i>				
Unit Growth 2021-2051 DGA	41,030	20,980	3,970	65,980
Housing Mix of Growth	62%	32%	6%	100%
<i>Growth Plan Minimum (50% Intensification)</i>				
Unit Growth 2021-2051 DGA	32,350	19,320	3,310	54,980
Housing Mix of Growth	59%	35%	6%	100%
<i>Increased Targets (50%/55%/60%)</i>				
Unit Growth 2021-2051 DGA	28,010	18,500	2,980	49,490
Housing Mix of Growth	57%	37%	6%	100%
<i>Ambitious Density (50%/60%/70%)</i>				
Unit Growth 2021-2051 DGA	23,670	17,670	2,650	43,990
Housing Mix of Growth	54%	40%	6%	100%

Source: Hemson Consulting Ltd. base forecast models. May not add due to rounding. A very small share (0.5%) of the City-wide demand for single and semi-detached units is allocated to the rural area. No growth in apartments or rows are allocated to the rural area. DGA housing demand for each scenario translates to approximately 99.7% of the total DGA and Rural demand from Table 8.

R5

Section 3: Community Area Land Need

Step R5 Determine Housing Unit Shortfall

The comparison of supply (from Table 10) to demand (from Table 11) indicates a housing unit shortfall in the DGA for only ground-related units as shown in Table 12 below. There is a surplus of apartment unit supply so this category is shown as not applicable ("n/a") in terms of housing unit shortfall.

Table 12

City of Hamilton Designated Greenfield Area Housing Unit Shortfall

Land Need Scenario – Calculation of Housing Unit Shortfall or Surplus	Single and Semi	Rows	Apartment Building	Total
<i>Current Trends (40% Intensification)</i>				
Unit Growth 2021-2051 DGA (Table 11)	41,030	20,980	3,970	65,980
DGA Unit Supply Potential (Table 10)	5,570	7,120	8,090	20,780
Unit (Shortfall) or Surplus	(35,460)	(13,860)	n/a	n/a
<i>Growth Plan Minimum (50% Intensification)</i>				
Unit Growth 2021-2051 DGA (Table 11)	32,350	19,320	3,310	54,980
DGA Unit Supply Potential (Table 10)	5,570	7,120	8,090	20,780
Unit (Shortfall) or Surplus	(26,780)	(12,200)	n/a	n/a
<i>Increased Targets (50%/55%/60%)</i>				
Unit Growth 2021-2051 DGA (Table 11)	28,010	18,500	2,980	49,490
DGA Unit Supply Potential (Table 10)	5,570	7,120	8,090	20,780
Unit (Shortfall) or Surplus	(22,440)	(11,380)	n/a	n/a
<i>Ambitious Density (50%/60%/70%)</i>				
Unit Growth 2021-2051 DGA (Table 11)	23,670	17,670	2,650	43,990
DGA Unit Supply Potential (Table 10)	5,570	7,120	8,090	20,780
Unit (Shortfall) or Surplus	(18,110)	(10,550)	n/a	n/a

Source: Lorius and Associates based on information from Hemson Consulting Ltd. May not add due to rounding.

R5

Section 3: Community Area Land Need

Step R5 Determine Housing Unit Shortfall

A summary is provided in Table 13 below. As can be seen, there is a shortage of ground-related housing supply for all scenarios. The largest shortage is shown for the *Current Trends* scenario because it has the lowest intensification target and associated shift in ground-related demand to apartment units. The housing unit shortfall is progressively reduced in the other land need scenarios as the intensification target is increased. There is no shortage of Apartment Building supply under any scenario.

Table 13

City of Hamilton Designated Greenfield Area Housing Unit Shortfall

Land Need Scenario – Summary DGA Supply Shortfall 2021-2051	Single and Semi	Rows	Apartment Building	Total
<i>Current Trends</i> (40% Intensification)				
Unit (Shortfall) or Surplus	(35,460)	(13,860)	n/a	n/a
<i>Growth Plan Minimum</i> (50% Intensification)				
Unit (Shortfall) or Surplus	(26,780)	(12,200)	n/a	n/a
<i>Increased Targets</i> (50%/55%/60%)				
Unit (Shortfall) or Surplus	(22,440)	(11,380)	n/a	n/a
<i>Ambitious Density</i> (50%/60%/70%)				
Unit (Shortfall) or Surplus	(18,110)	(10,550)	n/a	n/a

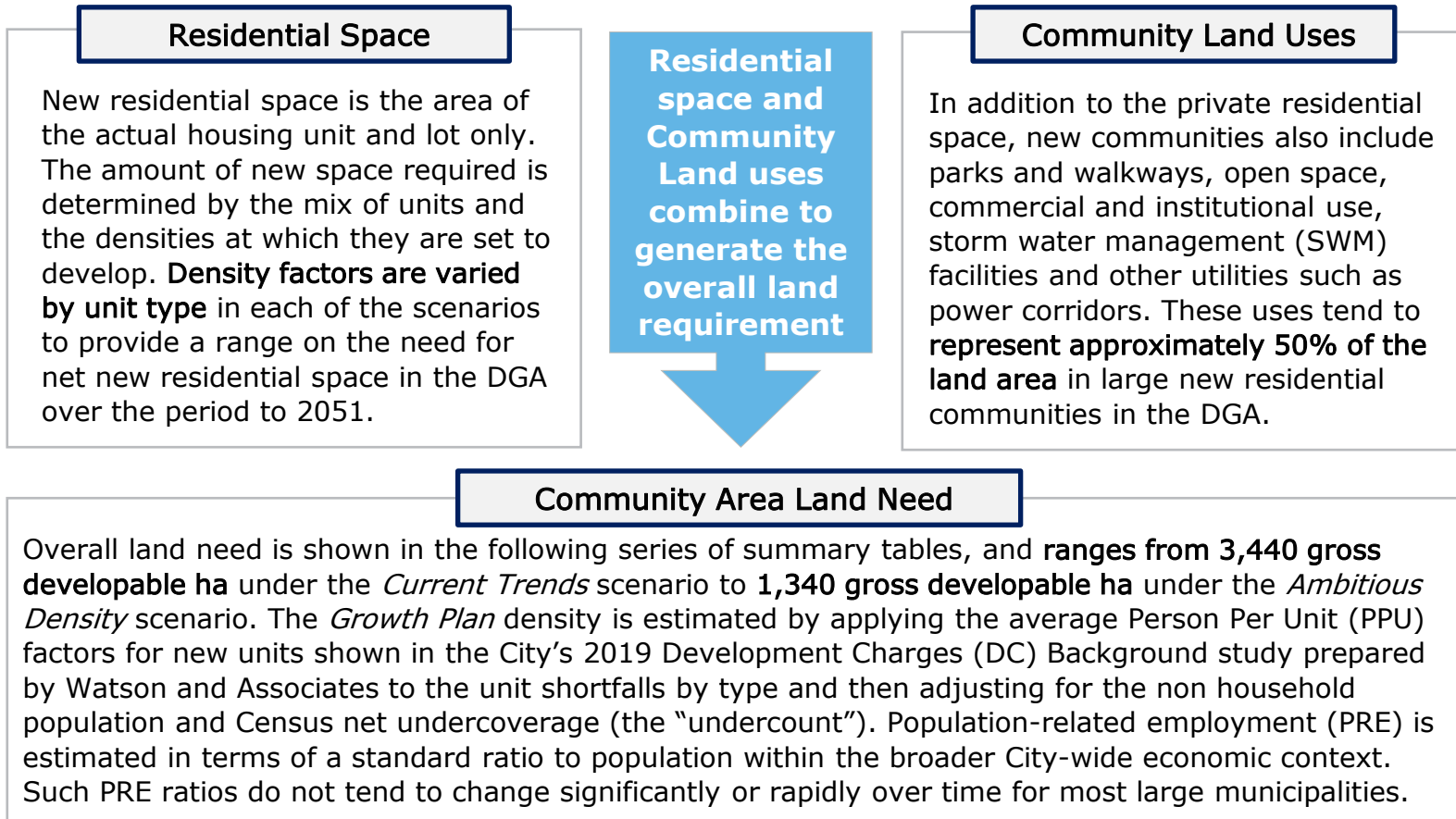
Source: Lorus and Associates based on information from Hemson Consulting Ltd. May not add due to rounding.

The shortfalls shown above represent the additional housing units that are required beyond the existing supply. In accordance with the new Provincial LNA method, these **additional units are to be provided through settlement area expansion**. The additional housing demand by type is converted to a land requirement in the final Step (R6) by applying density factors and taking into account population-related employment and other community land uses such as roads, schools, open space and utilities.

Section 3: Community Area Land Need

Step R6 Establish Community Area land need

The final step in the Community Area LNA is to convert the housing unit shortfall into a land requirement. In the DGA, Community Area land requirements comprise two components: the private residential space (the net area of the actual housing unit and lot): and supporting community land uses such as open space, walkways, commercial and institutional use, roads and local infrastructure. The need for residential space and supporting community land uses combine to generate the overall land requirement.



R6

Section 3: Community Area Land Need

Step R6 Community Area land need – *Current Trends*

A summary of Community Area land need for the *Current Trends* scenario is shown below in Table 14. The housing unit shortfall translates into a net residential land need of approximately 1,720 net ha. Accounting for additional Community Land uses at a typical rate of 50% (i.e. 50% of the total new lands required are in non-residential use) results in a **total land need of 3,440 gross ha**. Estimated *Growth Plan* density is approximately **53 residents and jobs combined per ha**.

Table 14

City of Hamilton Community Area Land Need to 2051

Scenario Summary LNA Results	Single and Semi	Rows	Apartment Building	Total
<i>Current Trends (40% Intensification)</i>				
<i>Ground-Related</i>				
Unit (Shortfall) or Surplus (Table 13)	(35,460)	(13,860)	n/a	(49,320)
Density Factors (Units per net ha)	25	46	n/a	29
Land Need for Residential Space (net ha)	1,420	300	n/a	1,720
Factor to account for Community Land Use				50%
Community Area Land Need (gross ha)				3,440 ha
<i>Growth Plan</i> density (residents+jobs per ha)				53 rjha

Source: Lorus and Associates based on information from Hemson Consulting Ltd. and City of Hamilton. *Growth Plan* density estimated by applying PPU factors for new units from the 2019 DC Background Study to the DGA shortfall (3.405 for Low Density and 2.437 for Medium Density) and adjusting for the non-household population (at a rate of 1.67%) and undercount (at a rate of 2.8%) based on 2016 Census information. Population-related employment is estimated at a rate of 1 job per 8.0 new residents. For LNA purposes apartments are not included with the result that net and *Growth Plan* density are somewhat understated.

The density factors applied to the ground-related housing unit shortfall under the *Current Trends* scenario are measured from a sample of residential subdivisions from 2017-2020 in the Hamilton DGA. The density for single and semi-detached units (**25 units per net ha**) represents, on average, between a 45 ft. and 50 ft. lot frontage. Similarly, the density for rows (**46 units per net ha**) is based on a sample of developments from 2017-2020 including traditional "street" or block townhouses and higher density forms such as back-to-back townhouses. "Stacked" townhouses are considered apartment units as defined for the Census.

R6

Section 3: Community Area Land Need

Step R6 Community Area land need – *Growth Plan Minimum*

A summary of Community Area land need for the *Growth Plan Minimum* scenario is shown below in Table 15. The housing unit shortfall translates into a net residential land need of approximately 1,095 net ha. Accounting for additional Community Land uses at a typical rate of 50% results in a **total land need of 2,190 gross ha**. The estimated *Growth Plan* density is approximately **65 residents and jobs combined** per ha.

Table 15

City of Hamilton Community Area Land Need to 2051

Scenario Summary LNA Results	Single and Semi	Rows	Apartment Building	Total
<i>Growth Plan Minimum</i> (50% Intensification)				
<i>Ground-Related</i>				
Unit (Shortfall) or Surplus (Table 13)	(26,780)	(12,200)	n/a	(38,980)
Density Factors (Units per net ha)	30	60	n/a	36
Land Need for Residential Space (net ha)	890	205	n/a	1,095
Factor to account for Community Land Use				50%
Community Area Land Need (gross ha)				2,190 ha
<i>Growth Plan</i> density (residents+jobs per ha)				65 rjha

Source: Lorus and Associates based on information from Hemson Consulting Ltd. and City of Hamilton. *Growth Plan* density estimated by applying PPU factors for new units from the 2019 DC Background Study to the DGA shortfall (3.405 for Low Density and 2.437 for Medium Density) and adjusting for the non-household population (at a rate of 1.67%) and undercount (at a rate of 2.8%) based on 2016 Census information. Population-related employment is estimated at a rate of 1 job per 8.0 new residents. For LNA purposes apartments are not included with the result that net and *Growth Plan* density are somewhat understated.

The density factors applied to the ground-related housing unit shortfall under the *Growth Plan Minimum* scenario reflect a smaller lot pattern of development. The density for single and semi-detached units (**30 units per net ha**) represents a 40ft. lot frontage on average. The density for Rows (**60 units per net ha**) represents newer block towns with a 20 ft. lot frontage. Higher density rows, such as smaller lot street towns (15 to 18 ft. lot frontage) and back-to-back units, are introduced into the mix for the *Increased Targets* and *Ambitious Density* scenarios at an average of 80 units per net ha.

R6

Section 3: Community Area Land Need

Step R6 Community Area land need – *Increased Targets*

A summary of Community Area land need for the *Increased Targets* scenario is shown below in Table 16. The housing unit shortfall translates into a net residential land need of approximately 815 net ha. Accounting for additional Community Land uses at a typical rate of 50% results in a **total land need of 1,630 gross ha**. The estimated *Growth Plan* density is approximately **75 residents and jobs combined** per ha.

Table 16

City of Hamilton Community Area Land Need to 2051

Scenario Summary LNA Results	Single and Semi	Rows	Apartment Building	Total
<i>Increased Targets (50%/55%/60%)</i>				
<i>Ground-Related</i>				
Unit (Shortfall) or Surplus (Table 13)	(22,440)	(11,380)	n/a	(33,820)
Density Factors (Units per net ha)	35	65	n/a	41
Land Need for Residential Space (net ha)	640	175	n/a	815
Factor to account for Community Land Use				50%
Community Area Land Need (gross ha)				1,630 ha
<i>Growth Plan</i> density (residents+jobs per ha)				75 rjha

Source: Lorus and Associates based on information from Hemson Consulting Ltd. and City of Hamilton. *Growth Plan* density estimated by applying PPU factors for new units from the 2019 DC Background Study to the DGA shortfall (3.405 for Low Density and 2.437 for Medium Density) and adjusting for the non-household population (at a rate of 1.67%) and undercount (at a rate of 2.8%) based on 2016 Census information. Population-related employment is estimated at a rate of 1 job per 8.0 new residents. For LNA purposes apartments are not included with the result that net and *Growth Plan* density are somewhat understated.

The density factors applied to the ground-related housing unit shortfall under the *Increased Targets* scenario are increased further. The density for single and semi-detached units (**35 units per net ha**) represents still smaller lot units (on average a 36 ft. lot frontage). The density for Rows (**65 units per net ha**) represents a blended rate of 80% "street" or traditional block towns with a 20 ft. lot frontage (as per the *Growth Plan Minimum* scenario) and 20% higher density rows at an average of 80 units per net ha. For the *Ambitious Density* scenario, the share of higher density rows is increased further within the housing mix.

R6

Section 3: Community Area Land Need

Step R6 Community Area land need – *Ambitious Density*

A summary of Community Area land need for the *Ambitious Density* scenario is shown below in Table 17. The housing unit shortfall translates into a net residential land need of approximately 665 net ha. Accounting for additional Community Land uses at a typical rate of 50% results in a **total land need of 1,340 gross ha**. The estimated *Growth Plan* density is approximately **77 residents and jobs combined** per ha.

Table 17

City of Hamilton Community Area Land Need to 2051

Scenario Summary LNA Results	Single and Semi	Rows	Apartment Building	Total
<i>Ambitious Density</i> (50%/60%/70%)				
<i>Ground-Related</i>				
Unit (Shortfall) or Surplus (Table 13)	(18,110)	(10,550)	n/a	(28,660)
Density Factors (Units per net ha)	35	70	n/a	43
Land Need for Residential Space (net ha)	520	150	n/a	670
Factor to account for Community Land Use				50%
Community Area Land Need (gross ha)				1,340 ha
<i>Growth Plan</i> density (residents+jobs per ha)				77 rjha

Source: Lorus and Associates based on information from Hemson Consulting Ltd. and City of Hamilton. *Growth Plan* density estimated by applying PPU factors for new units from the 2019 DC Background Study to the DGA shortfall (3.405 for Low Density and 2.437 for Medium Density) and adjusting for the non-household population (at a rate of 1.67%) and undercount (at a rate of 2.8%) based on 2016 Census information. Population-related employment is estimated at a rate of 1 job per 8.0 new residents. For LNA purposes apartments are not included with the result that net and *Growth Plan* density are somewhat understated.

The density factors applied to the ground-related housing unit shortfall under the *Ambitious Density* scenario are increased still further. The density for single and semi-detached units (**35 units per net ha**) is maintained to represent small lot units (a 36 ft. lot frontage on average). However, the density for rows (**70 units per net ha**) is increased to a blended rate 50% "street" or traditional block towns with a 20 ft. lot frontage at an average of 60 units per net ha and 50% higher density rows at an average density of 80 units per net ha.

Section 3: Community Area Land Need

Step R6 Community Area land need Scenario Summary

A summary is provided in Table 18 below. As shown, Community Area land need is greatest for the *Current Trends* scenario because it has the lowest intensification target and associated densities of ground-related housing development. Land need is reduced as the intensification target is increased and a steadily 'denser' pattern of ground-related housing development is incorporated into the analysis. These results are also reflected in the estimated *Growth Plan* density, which increases in a similar fashion.

Table 18

City of Hamilton Community Area Land Need to 2051

Summary of results 2021-2051 by Land Need Scenario	Community Area	<i>Growth Plan</i> Density
<i>Current Trends</i> (40% Intensification)	3,440 ha	53 rjha
<i>Growth Plan Minimum</i> (50% Intensification)	2,190 ha	65 rjha
<i>Increased Targets</i> (50%/55%/60%)	1,630 ha	75 rjha
<i>Ambitious Density</i> (50%/60%/70%)	1,340 ha	77 rjha

Source: Lorus and Associates based on information from Hemson Consulting Ltd. and City of Hamilton

As shown above, the *Growth Plan* density target of 50 residents and jobs per ha is achieved for all land need scenarios. From a market perspective, achieving both the *Increased Targets* and *Ambitious Density* scenarios may be a challenge, but only towards the end of the planning horizon to 2051 as the available greenfield supply becomes constrained. As noted in the *Residential Intensification Market Demand Analysis* report (December 2020) Hamilton is in an attractive position to shift the historic pattern of growth towards denser and more compact urban forms: but there are limits to the level of change that can be reasonably achieved. As such, careful monitoring and reporting on progress would be required to ensure a balanced land supply is available to accommodate growth under the higher-density land need scenarios.

R6

Section 3: Community Area Land Need

Step R6 Community Area land need Scenario Summary

The City's analysis of greenfield density confirms that the existing DGA also exceeds the required *Growth Plan* density of 50 residents and jobs per ha, as summarized below in Table 19. Accordingly, all Community Area land need scenarios conform to the *Growth Plan* density requirements. As noted however, the *Current Trends* scenario would require that the City request an alternative intensification target.

Table 19

City of Hamilton Density of Existing and New DGA at Build-Out

Component of Calculation	Results
Total Population (including Census net undercoverage)	114,710
Total Employment (not including designated Employment Areas)	13,270
Total DGA Capacity (residents + jobs) at Build-out	127,980
Ratio of Total DGA Employment to Population (1 job per 8.6 residents)	8.6
Total Designated Greenfield Area (all figures in ha)	4,231
Less Natural Features area (<i>Growth Plan</i> definition)	305
Less Applicable Infrastructure Rights of Way	0
Less designated Employment Areas	1,780
Less Cemeteries	5
Existing Designated Greenfield Area (in ha) net of allowable take-outs	2,141
Density in Residents + Jobs per ha of Existing DGA at Build-out	60 rjha
Density in Residents + Jobs per ha of LNA Scenarios to 2051	53 rjha to 77 rjha

Source: City of Hamilton information from *Existing Designated Greenfield Density Analysis* (December 2020).

The next component of the LNA is **Employment Areas**: where most employment land employment (employment in industrial-type buildings) is accommodated as well as a limited amount of major office and population-related jobs, particularly those providing services to the employment area. The Employment Area land needs analysis is described in the next section, beginning with an overview of the approach taken to the analysis.

Section 4: Employment Area Land Need

Overview of mandated steps in the analysis

This section summarizes the results of Employment Area land need analysis, within the broad growth context described in Section 2. The analysis is undertaken according to the mandated components of the Provincial method, shown again below for convenience. Key data sources and inputs to the analysis are summarized at right, with additional notes and commentary provided for the tables that follow.

E1	Calculate Total Employment Growth to <i>Growth Plan</i> Horizon
E2	Categorize Employment Growth into the Major Land Use Planning Types
E3	Allocate Growth to the <i>Growth Plan</i> Policy Area
E4	Calculate Capacity of Employment Areas to Accommodate Growth
E5	Establish Employment Area Land Need

Key Data Sources and Inputs

1. Total employment is based on data from the 2016 Census and includes usual place of work, work at home and no usual place of work, in accordance with the *Growth Plan* Schedule 3 forecast definition.
2. Employment growth by type is based on 2016 Census employment by economic sector (NAICS), data from the City's employment survey and available information on the inventory of major office buildings. Population-related employment is based on a ratio to population. Such ratios do not tend to shift rapidly for most communities and have proven to be a sound basis for forecasting.
3. Allocation of employment is based on an analysis of rural employment including rural population-related employment, the Hamilton International Airport (HIA) facility and other City and Census information on the distribution of employment by economic sector.
4. The capacity of existing Employment Areas is based on current density factors derived from the City's GIS system and other data sources to inform expectations about the pattern of future economic activity.
5. Land need (E5) is calculated as the difference between the current employment area capacity and forecast employment at 2051.

Section 4: Employment Area Land Need

Step E1 Calculate total employment growth to *Growth Plan* horizon

E1

Similar to the Community Area component of the LNA, the first step in the assessment of Employment Area land need involves the calculation of employment growth to the *Growth Plan* horizon (2051). In accordance with the *Growth Plan* Schedule 3 forecasts (2020) Hamilton is forecast to achieve a **2051 employment of 360,000**. Total employment includes usual place of work, work at home and no usual place of work (often called “no fixed” place of work). The five-year growth from a **2016 base** to the estimated 2021 employment and forecast for the periods to 2031 and 2051 is shown in Table 20 below.

Table 20

City of Hamilton 2016, 2021 and Forecast 2051 Employment

Component of Census Employment	2016	2021	2031	2051
Usual Place of Work	187,540	194,600	221,600	294,300
Work at Home	15,790	16,400	18,600	24,800
No Fixed Place of Work	26,040	27,000	30,800	40,900
Total Employment	229,370	238,000	271,000	360,000
Growth by Census Period		8,630	33,000	89,000

Source: 2016 Usual Place of Work and Work at Home employment is from Statistics Canada. No Fixed Place of Work employment is from Hemson Consulting Ltd., based on the redistribution of this component in similar economic sectors within a common labour market area. Forecast 2021, 2031 and 2051 are from the *Greater Golden Horseshoe: Growth Forecasts to 2051* (August 2020). For illustrative purposes, employment by Census component for the estimated 2021 and forecast 2031 and 2051 employment totals is maintained at shares calculated from the 2016 Census figures.

The *Growth Plan* employment forecast for Hamilton takes into account the City’s growing role in the regional metropolitan area and the evolving regional land supply situation, especially in southern Halton and Peel Regions where employment has been growing steadily for decades. Similar to housing, as the supply of development lands in these locations is increasingly constrained, the City of Hamilton will be effectively drawn ‘closer’ to established communities in the GTA-west and demand for employment area lands will increase.

Section 4: Employment Area Land Need

Step E2 Categorize employment growth by major type

The total Census employment and *Growth Plan* Schedule 3 forecasts to 2051 must then be categorized into the major land use planning-based types discussed in Section 2. The four employment types are: **Major Office, Employment Land, Population-Related and other Rural-based employment**. The approach taken to categorizing current employment and forecast growth to the *Growth Plan* horizon is summarized below.

Analysis of Rural Employment

An analysis of rural employment is undertaken to assess the total number of jobs and composition of rural economic activity. This analysis is required to inform the estimate of the amount and location of job growth by major type and location on a City-wide basis. An estimate of employment at the Hamilton International Airport (HIA) facility is included. Although in the rural area, the HIA facility accommodates economic activity that is considered employment land employment, so must be taken into account in the LNA.

Analysis of 2016 Census Employment by Sector

An analysis of 2016 Census employment by North American Industry Classification System (NAICS) sector is undertaken to prepare a preliminary distribution of employment to the major planning types. The results are then “reality checked” iteratively with other available information such as the inventory of major office space, employment land densities and ratios of population-related employment. Adjustments are made to ensure the final distribution is reasonable and supportable within a broader City-wide context.

Categorization of Growth Over the Period to 2051

The forecast to 2051 is prepared by assigning shares of employment growth by type to the *Growth Plan* policy areas including the designated Employment Areas, Community Area and Rural area. The shares of growth are based on the types of economic activity anticipated over the *Growth Plan* horizon, their likely location within the community and, in the case of the designated Employment Areas, the approximate densities at which they are anticipated to develop. The City of Hamilton’s well-documented resurgence as a significant economic and cultural centre within the GGH provides much of the longer-term context for this analysis: particularly its expanding role in research and development, technology and creative industry sectors.

Section 4: Employment Area Land Need

Step E2 Categorize employment growth by major type

The categorization of Census 2016 employment into the major land use types is shown below in Table 21. The largest share is population-related (55%) followed by employment land (28%) and major office jobs (15%). Other rural-based employment is a small part of the City-wide employment base.

Table 21

City of Hamilton 2016 Employment by Type

Employment Type	2016	Share
Major Office (jobs in freestanding buildings more than 20,000 sq.ft.)	33,700	15%
Population-Related (jobs that serve the resident population)	126,500	55%
Employment Land (jobs in industrial and business park developments)	63,570	28%
Other Rural-based (primary, recreation and rural employment land-type jobs)	5,600	2%
Total Employment	229,370	100%

Source: Statistics Canada NAICS data, City of Hamilton Employment Survey and information on the major office inventory provided by Costar, Blair Blanchard Stapleton Limited and City staff. Other Rural-Based employment, by type, does not include population-related or urban employment land-type uses: these jobs are allocated to the Rural area later in the analysis.

For the purposes of **City-wide employment by major type**, “Other Rural-based” employment includes agriculture, aggregates, recreation-based and other scattered uses that might typically be found in urban employment areas, but are located on rural employment lands. Population-related and urban employment land jobs (the HIA facility) are allocated to the Rural area in a later step to estimate total rural employment.

Major Office employment is based on an analysis of the economic sectors that tend to occupy office space, cross-referenced with an estimate of employment in the City’s occupied office space. Similarly, 2016 population-related employment is an estimate of retail, education, health care and public administration, as well as ‘work at home’ employment, cross-referenced with the ratios in other comparable communities in the GGH. Employment land employment is calculated as the residual of the other types, adjusted iteratively for consistency with the City’s 2016 land supply and employment survey information for the designated employment areas.

Section 4: Employment Area Land Need

Step E2 Categorize employment growth by major type

The City-wide categorization of the 2016 and forecast 2051 employment by type is shown below in Table 22. Growth is forecast for all the major types, except for the “Other Rural-based” category. Population-related employment accounts for the most (52%) of total 2051 employment, reflecting the significant population growth forecast under the *Growth Plan* (2020) as discussed in Sections 2 and 3.

Table 22

City of Hamilton 2016 and Forecast 2051 Employment by Type

Employment Type	2016	Share	2051	Share
Major Office (s)	33,700	15%	68,400	19%
Population-Related	126,500	55%	187,810	52%
Employment Land	63,570	28%	98,190	27%
Other Rural-based	5,600	2%	5,600	<2%
Total Employment	229,370	100%	360,000	100%

Source: Statistics Canada Census data, City of Hamilton Employment Survey and information on the major office inventory provided by Costar, Blair Blanchard Stapleton Limited and other information from the City of Hamilton.

Growth in employment land employment will be the key driver of demand for new employment areas, along with limited growth in major office and population-related employment. Employment land employment includes growth associated with the Hamilton International Airport (HIA) facility (approximately 2,000 jobs to 2051). It is important to note that this is not an allocation of employment to the Airport Employment Growth District (AEGD), but rather an expectation of growth at the HIA facility itself.

Other Rural-based employment is stable to 2051: including scattered employment land-type activities that might typically be found in urban employment areas, but are located in rural areas. Employment that exists in response to the resident population (population-related employment) as well as urban employment land jobs (in this case, the HIA facility) are both allocated to the rural area in a later step (E3) of the analysis.

Section 4: Employment Area Land Need

Step E2 Categorize employment growth by major type

A summary of growth by type to 2051 is provided in Table 23 below. As noted, the analysis is undertaken from a 2016 base. This approach is different that the calculation of Community Area land needs, which is based on the growth increment over the 2021-2051 period. A 2016 base is suitable for estimating Employment Area land needs because the analysis is focussed on total employment at the *Growth Plan* horizon (2051) rather than the growth increment over the period from 2021 to 2051.

Table 23

City of Hamilton Forecast Employment Growth By Major Type

Period	Major Office	Population Related	Employment Land	Other Rural Based	Total
2016 Census	33,700	126,500	63,570	5,600	229,370
2016-2051 Growth	34,700	61,310	34,620	0	130,630
2051 total	68,400	187,810	98,190	5,600	360,000

Source: Statistics Canada Census data, City of Hamilton Employment Survey information, *John C. Munro Hamilton International Airport Economic Impact Analysis* (2014 and 2018 reports) and *Growth Plan* Schedule 3 forecasts. May not add due to rounding.

The analysis is also undertaken from a 2016 base because the **estimated distribution of employment by type can be based on known information** regarding economic conditions at that time including the 2016 Census employment, City of Hamilton employment survey and other data sources. Although shifts among the various land use-based categories do not tend to occur quickly, the 2016 distribution is nevertheless considered to be more reliable as a foundation for analysis than 2021 estimates, especially in light of the substantial and **complex economic impacts caused by the COVID-19 Pandemic**. This situation is unlike the 2021 housing and population figures, discussed previously in Section 3, which are much better known because they are estimated from actual unit completions and units under construction since Census day 2016.

Section 4: Employment Area Land Need

Step E2 Categorize employment growth by major type

The outlook for the three other major employment types is based on recent and emerging growth trends, in particular the City's well-documented resurgence as a significant cultural and economic centre within the GGH. Notwithstanding the short-term impacts of the COVID-19 Pandemic, the City has become a much more attractive location for investment, including business park and industrial-type uses and new office space. The burgeoning innovation, technology-related and creative industry sectors are of particular note in this latter regard.

Major Office Employment

As shown in Table 22, the outlook is for an increase in share from 15% to 19% of the total employment, which may seem modest. However, the associated employment growth and space demand is substantial. At a rate of 230 sq.ft. per worker (Hemson forecast report, 2020, GFA basis) 34,700 major office jobs translates into **nearly 8 million sq. ft. of new office space**. Some of this space has already been built as part of recent heritage adaptive reuse projects in downtown Hamilton since 2016. For context, the forecast demand to 2051 is approaching triple the size of the current office inventory of the City of Burlington: approximately 3.2 million sq. ft..

Population-related Employment

As noted, population-related employment is forecast in terms of a ratio to population. The estimated employment for 2016 shown in Table 21 translates into a ratio of roughly 1 job for every 4.4 residents, **consistent with other central places** such as the City of Toronto, Barrie and Brantford that provide services to a surrounding regional area. For the LNA, 2051 population-related employment is based on maintaining the 2016 rate of 4.4 residents per job to reflect the City's continued growth and economic role as a regional service centre.

Employment Land Employment

Similar to the 2016 base, growth in employment land employment is calculated as the residual of the other types within the context of broader growth trends. In our view, the outlook remains positive. Demand for large-scale distribution and logistics facilities shows no signs of slowing rapidly or significantly. Manufacturing will continue to play a role in new space demand, just with **fewer workers (and more automation)** relative to the past. Industrial-type buildings will also accommodate a portion of the professional service and technology-related activities that are anticipated to grow strongly over the period to 2051.

Section 4: Employment Area Land Need

Step E3 Allocate employment growth to *Growth Plan* policy areas

With the outlook for employment established, the next step is to allocate growth by major land-use category to the applicable *Growth Plan* policy areas: the Community Area, Employment Area and areas outside settlement areas (the Rural area). The allocation is required primarily to determine how many jobs will be located in the designated Employment Areas, but also how many jobs will be accommodated in the Community Area and included in the *Growth Plan* density requirement. A brief summary of the expectations for employment by *Growth Plan* policy area is provided below and discussed in more detail in the following sections.

Rural Area

- No major office employment exists or expected to 2051.
- Marginal population-related employment growth due to limited infill and population growth in the RSAs.
- Some growth in employment land employment allocated to the Airport facility (HIA) to account for its role in City-wide employment.
- Employment in other rural-based agriculture, aggregates, recreation and scattered employment land-type uses set to remain stable.

Employment Area

- Stable share of major office growth, reflecting the current market and policy objectives to focus offices in transit-supportive locations such as the downtown UGC.
- Some growth in population-related employment as older employment areas age and accommodate a wider range of economic use.
- All of the employment land employment growth, due to the locational and built form requirements of industrial-type development.

Community Area

- Most of the major office growth, in accordance with market expectations and City policy objectives.
- Most of the population-related employment growth, reflecting the role of the downtown, major retail centres, health care and post-secondary education institutions.
- Gradual decline in the limited amount of scattered older industrial-type uses through economic change or residential intensification to 2051.

Section 4: Employment Area Land Need

Step E3 Allocate employment growth to Rural Area

E3

The analysis of rural employment indicates a total of 15,110 jobs for 2016, as shown below in Table 24. The allocation of growth by type is based on City and Statistics Canada data for the Rural Area and expected ratios of jobs to population within the control total of the 2016 Census rural employment.

Table 24

City of Hamilton Allocation of Employment by Type – Rural area

Period	Major Office	Share of City total	Pop-Related	Share of City total	Emp Land	Share of City total	Other Rural	Share of City total	Area Total	Share of City total
2016 Base	0	0%	7,590	6.0%	1,920	3%	5,600	100%	15,110	7%
2016-2051 Growth	0	0%	860	1.5%	2,010	6%	0	100%	2,870	2%
2051 total	0	0%	8,450	4.5%	3,930	4%	5,600	100%	17,980	5%

Source: Statistics Canada Census data, City of Hamilton Employment Survey, information on the major office inventory provided by Costar, Blair Blanchard Stapleton Limited, and *John C. Munro Hamilton International Airport Economic Impact Analysis* (2014 and 2018 reports) and *Growth Plan* Schedule 3 forecasts. May not add due to rounding. Includes employment at the HIA facility.

There are no major offices (buildings greater than 1,858 m² in size) currently or anticipated in the Rural Area. 2016 Population-related employment is estimated at approximately 7,590 jobs and forecast to grow marginally to 2051. As discussed in Section 2, only a very small share of population growth (and therefore population-related employment) is allocated to the Rural Area. Similarly, other Rural-Based employment (mainly primary industry, recreation and scattered employment land-type uses) is anticipated to remain stable.

Employment at the Hamilton International Airport (HIA) facility is estimated to be approximately 2,000 jobs in 2016 and forecast to roughly double over the period to 2051. This expectation is based on the historic rates of employment growth at the airport facility shown in the economic impact studies noted above and other sources. It should also be reiterated that this is not an allocation of growth to the Airport Employment Growth District (AEGD), nor a detailed forecast of airport economic activity, but rather a small allocation of urban employment land employment to the HIA facility for the purposes of the LNA.

Section 4: Employment Area Land Need

Step E3 Allocate employment growth to Employment Areas

E3

The allocation of employment growth by major type to the Employment Areas is shown below in Table 25. As discussed previously, these are the geographic areas in Hamilton planned to be predominantly occupied by, but not exclusively used for, employment land employment.

Table 25

City of Hamilton Allocation of Employment by Type – Employment Area

Period	Major Office	Share of City total	Pop-Related	Share of City total	Emp Land	Share of City total	Other Rural	Share of City total	Area Total	Share of City total
2016 Base	4,040	12%	6,960	5.5%	54,350	86%	0	0%	65,350	28%
2016-2051 Growth	4,170	12%	8,070	13%	34,510	100%	0	0%	46,740	36%
2051 total	8,210	12%	15,030	8.0%	88,860	91%	0	0%	112,090	31%

Source: Statistics Canada Census data, City of Hamilton Employment Survey information and information on the major office inventory provided by Costar, Blair Blanchard Stapleton Limited and *Growth Plan* Schedule 3 forecasts. May not add due to rounding.

Employment Land Employment comprises most (86%) of the City-wide 2016 total, with a limited amount in the Rural Area (3% at the HIA facility) and the balance scattered throughout the Community Area as discussed in a subsequent step. All of the net future Employment Land Employment growth (100%) is allocated to the urban Employment Areas. The share of major office employment in 2016 is estimated based on available information on office space in the Employment Areas and held constant over the forecast period. The result is only a limited allocation of growth in major office jobs to the designated Employment Areas to 2051.

Population-related employment is estimated from the City's 2016 Employment Survey, which shows a total of approximately 7,000 jobs in the retail, healthcare, education, arts and accommodation and food sectors. These jobs are expected to gradually increase over time. This growth, however, is not anticipated to be "major retail" employment, but rather smaller-scale retail, personal services and restaurants catering to the existing business park employees. Many of these functions are already being provided within the City's older employment areas in central locations proximate to existing concentrations of jobs and residents.

Section 4: Employment Area Land Need

Step E3 Allocate employment growth to the Community Area

E3

The allocation of employment growth by major type to the Community Area is shown below in Table 26. As described in Section 1, Community areas include delineated built-up areas and the Designated Greenfield Area (excluding employment areas). A component of Community Area population-related employment growth is allocated to the DGA as the 'jobs' in the 'jobs + residents' figure shown in Table 18.

Table 26

City of Hamilton Allocation of Employment by Type – Community Area

Period	Major Office	Share of City total	Pop-Related	Share of City total	Emp Land	Share of City total	Other Rural	Share of City total	Area Total	Share of City total
2016 Base	29,660	88%	111,950	88.5%	7,300	11%	0	0%	148,910	65%
2016-2051 Growth	30,540	88%	52,390	85.5%	(1,900)	(6%)	0	0%	81,020	62%
2051 total	60,190	88%	164,340	87.5%	5,400	5%	0	0%	229,930	64%

Source: Statistics Canada Census data, City of Hamilton Employment Survey information and information on the major office inventory provided by Costar, Blair Blanchard Stapleton Limited and Growth Plan Schedule 3 forecasts. May not add due to rounding.

The majority of current and future major office employment (88%) is allocated to the Community Area. This outlook is based on maintaining the current market and policy focus of the City's office market in the Urban Growth Centre (UGC). Population-related employment growth is also concentrated in the Community Area, reflecting the role of the downtown, major retail centres, health care and post-secondary education institutions in providing goods and services to both local and broader regional market areas.

There is also a small amount of scattered employment land-type uses. According to the City's 2016 Employment Survey, there are 7,400 jobs in the construction, manufacturing, wholesale trade and transportation sectors outside the UGC and designated Employment Areas. These jobs are in the form of older industrial uses in more mature parts of the Community Area. The amount is anticipated to gradually decline over time, as a result of economic change and/or redevelopment to non-employment uses. This expectation is consistent with the pattern of change observed in other GTHA communities.

Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

E4

Steps E1 to E3 so far in the analysis have: calculated total employment growth to 2051, growth by major land use type to the *Growth Plan* horizon and allocated the forecast growth – by type – to the *Growth Plan* policy areas. To summarize, Employment Areas are forecast to accommodate a total of **112,090 jobs in 2051**, as shown previously (outlined 2051 total) in Table 25.

The next step is to assess the capacity of existing Employment Areas to accommodate this growth forecast and, in turn, the need for additional lands over the planning horizon. The assessment of land supply is organized into three major categories; Built Employment Areas, Newly Developing Employment Areas and Employment Areas outside the current settlement area boundary.

Built Employment Areas

Employment Areas that are fully developed, or almost fully developed, inside the current settlement area including the Bayfront Industrial Area and other central employment areas

Newly Developing Areas

Employment Areas that are unbuilt or largely unbuilt, inside the current settlement area, including the AEGD, Red Hill, Ancaster and Flamborough Employment Areas

Outside Settlement Areas

Existing areas located outside the settlement areas, in this case the HIA facility. While not a 'designated employment area' within the meaning of the UHOP, it must be taken into account.

The purpose of this step is to estimate the total jobs that can be accommodated in existing Employment Areas at the *Growth Plan* horizon. For the City of Hamilton, these areas are designated "Employment Area" within the Urban Hamilton Official Plan (UHOP) and include the Bayfront Industrial Area and other central industrial areas as well as greenfield business parks such as the AEGD, Red Hill north and south and the Ancaster and Flamborough Employment Areas. The estimated capacity of these areas to accommodate growth provides the basis for determining Employment Area land need in a subsequent step of the analysis. Based on preliminary analysis, approximately 40 ha of employment area lands are identified for conversion as part of the City's draft Employment Land Review. This amount does not materially affect the results of the LNA. However if the amount of conversion sites increases, there may be a need to offset this loss by providing additional lands to ensure the City's ability to accommodate growth to 2051.

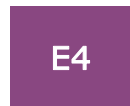
Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

The City of Hamilton’s Employment Area supply is made up of a system of industrial and business park lands including developed industrial areas along the waterfront and vacant greenfield business parks to the south. To reflect variations in the age and character of the different areas, the land supply is further distinguished into five sub-areas:

1. The **HIA Airport facility**, which is located in the Rural Area, outside the designated settlement area. Although not a designated Employment Area within the UHOP, it accommodates employment land employment that must be accounted for;
2. The **Bayfront Industrial Area**, which is treated as a special case given its unique economic base, very low density and potential to distort City-wide averages if not addressed independently;
3. Other **Central Urban Areas**, that are built or largely built including the Stoney Creek Business Park, the East Hamilton, Dundas and Hester Industrial areas and West Hamilton Innovation District (WHID);
4. The **Developing Greenfield Areas**, including the Red Hill, Ancaster and Flamborough Business Parks; and
5. The **Airport Employment Growth District (AEGD)**; which is the City’s major greenfield growth area. It is expected to develop at relatively low employment densities given the strong demand for logistics and distribution facilities. Although the AEGD may have been constrained by servicing to date, strategies to resolve this challenge have been put in place. As an ideal business park location, and with the servicing issues resolved, the AEGD is expected to grow much more rapidly that it has in the past.

The developed industrial areas play a significant role in Hamilton’s economic base, especially the Steel Cluster and associated manufacturing activity. The vacant business park locations in Red Hill, the AEGD and other growing greenfield areas will accommodate the bulk of new industrial development over the planning horizon. The approach to estimating the capacity of these areas to accommodate growth is described next, followed by a series of tables setting out the results of the analysis.



HIA Airport Facility
Outside settlement area

Bayfront Industrial Area
Large, very low density

Central Urban Areas
Established and building out

Developing Greenfields
Established and growing

AEGD
The City’s major new greenfield growth area

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Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

E4

The capacity of existing Employment Areas is estimated by first establishing the 2016 employment base as well as the vacant and occupied land supply available to accommodate growth. The outlook for growth, by area, is determined through a combination of economic analysis and *Growth Plan* policy direction to make more efficient use of vacant and underutilized employment lands. The result is an estimate of the total amount of employment that can be accommodated in existing areas at 2051, which is then compared to the forecast jobs to determine land need. This approach is explained in more detail below.

Five-Step Approach to Estimating Capacity of Existing Employment Areas

- 1. Estimate 2016 Employment.** Employment in the City's Employment Areas for 2016 is estimated based on information from the City's employment survey, adjusted to align with the 2016 Census employment total and City-wide estimates of employment by type. As discussed, the categorization of employment by type and allocation to *Growth Plan* policy areas is an iterative process.
- 2. Determine Land Supply.** The occupied and vacant land supply for each Employment Area is estimated based on information from the City's GIS database. The occupied land supply is required to calculate the 2016 employment area density. The vacant land supply is where most of the designated Employment Area growth will occur, especially in the City's developing greenfield areas and the AEGD. Figures are shown in terms of the **net land area**, based on the City's GIS parcel fabric.
- 3. Calculate Current Density.** The net density for each Employment Area is calculated from the 2016 land supply and employment estimated in the previous steps (Table 25);
- 4. Establish Growth Outlook.** For built areas (the Bayfront and other central Urban Areas) density is set to increase in accordance with *Growth Plan* policy directions. For newly developing areas (the developing greenfield areas and AEGD) density is set to reflect the types of economic activity anticipated over the horizon to 2051. Growth at the HIA is an allocation to the facility itself, not to the AEGD.
- 5. Determine Employment Capacity.** Employment capacity is calculated by applying the density factors in 2051 to the net vacant and occupied land supply. The density of employment area job growth over the 2016 to 2051 period is an output of this calculation.

The results are summarized in the data tables in the following pages.

Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

The estimated 2016 employment by area and LNA category is shown in Table 27 below.

Table 27

Step 1: Estimated 2016 Employment by Area

LNA Category		Employment	Share
1. Outside Settlement Area	<i>Airport Facility (HIA)</i>	2,000	3%
2. Bayfront Industrial Area	<i>Bayfront Industrial Area</i>	20,430	31%
3. Central Urban Areas	East Hamilton Industrial Area	5,500	8%
	Stoney Creek Business Park	15,640	24%
	West Hamilton Innovation District (WHID)	2,920	4%
	Dundas Industrial Area	770	1%
	Hester Industrial Area	130	<1%
	<i>Total Central Urban Areas</i>	24,960	38%
4. Developing Greenfield Areas	Ancaster Business Park	4,620	7%
	Flamborough Business Park	1,700	3%
	Red Hill North Business Park	8,150	12%
	Red Hill South Business Park	2,470	4%
	<i>Total Developing Areas</i>	16,940	26%
5. Airport Emp. Growth District	<i>AEGD Employment Area</i>	1,030	2%
Employment Areas Total	City-wide Total from Table 25 (2016 Base)	65,350	100%
	City-wide Urban Total excluding HIA facility	63,350	97%

Source: Lorus and Associates estimate, based on City of Hamilton 2016 Employment Survey information for designated Employment Areas and Statistics Canada information on employment by NAICS sector. Employment Area totals are adjusted upwards to a 2016 Census base to account for existing businesses that are 'missed' by the survey. A small additional adjustment is made to account for private contractors (mainly truck drivers and construction workers). May not add due to rounding.

Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

E4

The estimated 2016 land supply is shown in Table 28 below. The 2016 supply for the Bayfront Industrial area does not include intensification potential on the Stelco lands, which is added in the next step.

Table 28

Step 2: Estimated 2016 Land Supply by Area (Net ha)

LNA Category	All figures in net ha	Occupied	Vacant	Total	%Built
1. Outside Settlement Area	<i>Airport Facility (HIA)</i>	560	n/a	560	n/a
2. Bayfront Industrial Area	<i>Bayfront Industrial Area</i>	1,340	40	1,380	97%
3. Central Urban Areas	East Hamilton Industrial Area	150	10	160	95%
	Stoney Creek Business Park	515	85	600	86%
	WHID	35	10	45	79%
	Dundas Industrial Area	20	0	20	100%
	Hester Industrial Area	5	0	5	100%
	<i>Total Central Urban Areas</i>	725	105	830	88%
4. Developing Greenfield Areas	Ancaster Business Park	100	105	205	48%
	Flamborough Business Park	65	70	135	48%
	Red Hill North Business Park	150	70	220	69%
	Red Hill South Business Park	105	175	280	37%
	<i>Total Developing Areas</i>	420	420	840	50%
5. Airport Emp. Growth District	AEGD Employment Area	125	725	850	15%
Employment Areas Total	City-wide total	3,160	1,290	4,460	n/a
	City-wide Urban excluding HIA	2,600	1,290	3,900	67%

Source: Lorus and Associates estimate, based on City of Hamilton GIS Parcel fabric. Occupied supply is net parcel area. Vacant land supply is adjusted (the "gross-to-net adjustment") at 92.5% for Developing Greenfield Areas and 80% for the AEGD Employment Area. No adjustment is applied to the Bayfront or Central Urban Areas vacant supply (100% parcel).

Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

E4

The estimated 2016 employment density is shown in Table 29 below. The 2016 density for the Bayfront Industrial area does not include intensification potential on the Stelco lands, which is added in the next step.

Table 29

Step 3: Estimated 2016 Employment Density by Area

LNA Category		Occupied ha (Table 28)	Employment (Table 27)	Density (jobs/ha)
1. Outside Settlement Area	<i>Airport Facility (HIA)</i>	560	2,000	3.6
2. Bayfront Industrial Area	<i>Bayfront Industrial Area</i>	1,340	20,430	15.3
3. Central Urban Areas	East Hamilton Industrial Area	150	5,500	37
	Stoney Creek Business Park	515	15,640	30
	WHID	35	2,920	82
	Dundas Industrial Area	20	770	45
	Hester Industrial Area	5	130	23
	<i>Total Central Urban Areas</i>	725	24,960	34.6
4. Developing Greenfield Areas	Ancaster Business Park	100	4,620	47
	Flamborough Business Park	65	1,700	26
	Red Hill North Business Park	150	8,150	54
	Red Hill South Business Park	105	2,470	24
	<i>Total Developing Areas</i>	420	16,940	40.5
5. Airport Emp. Growth District	AEGD Employment Area	125	1,030	8.1
Employment Areas Total	City-wide total	3,160	65,350	n/a
	City-wide total excluding HIA	2,600	63,350	24.3

Source: Lorus and Associates estimate, based on City of Hamilton 2016 Employment Survey information for designated Employment Areas and Statistics Canada information on employment by NAICS sector. May not add due to rounding.

Section 4: Employment Area Land Need

E4

Step E4 Calculate capacity of existing Employment Areas

The next step in the analysis is to forecast growth for the Employment Areas by LNA category, as summarized below. The outlook is based on *Growth Plan* policy directions to increase the density of existing built areas and an expectation of the types of economic activity anticipated in the newly developing areas to 2051. The broad outlook for each of the LNA Employment Area categories is provided below.

Outlook Based on *Growth Plan* Policy and Expectations of Future Economic Activity

1. **Airport Facility (HIA).** Employment at the HIA facility (which is separate from the AEGD) is anticipated to double from roughly 2,000 jobs in 2016 to 4,000 jobs in 2051 for the purposes of the LNA. These jobs are not included in the assessment of urban employment area land needs.
2. **Bayfront Industrial Area.** The outlook for the Bayfront area includes the intensification potential of the nearly 800 acre (310 ha) Stelco lands for a mix of new employment, continued growth at the Port of Hamilton facility and the evolution of the existing economic base. Total employment is forecast to increase (on a net basis) by approximately 5,000 jobs to 2051.
3. **Central Urban Areas.** As shown in Table 28, the Central Urban employment areas are nearly fully built-out at 88% occupied. Overall density is set to increase slightly over the forecast period as these areas age and accommodate a wider range of use, and in accordance with *Growth Plan* policy directions to make more efficient use of existing employment areas and increase employment densities;
4. **Developing Greenfield Areas.** The developing greenfield areas are anticipated to build-out at current levels of density, reflecting continued demand for the range and profile of new industrial-type use and economic activities shown by the existing pattern of development. The pattern of new development varies from the redevelopment or reuse of space in older employment areas, which is more complex.
5. **Airport Employment Growth District (AEGD).** The AEGD is anticipated to develop at relatively low densities in a City-wide context over the period to 2051, informed by input from the City's economic development team on recent development activity. The outlook is based on the expectation of demand for increasingly larger and land-extensive goods movement facilities to support the needs of e-commerce, as well as new manufacturing jobs: but with more automation and fewer workers compared to the past.

The results for the LNA categories are discussed in more detail in the sections that follow.

Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

E4

The current and forecast density factors are summarized below in Table 30. As shown, overall City-wide density increases from an estimated 24.3 jobs/ha in 2016 to 29.4 jobs/ha in 2051.

Table 30

Estimated 2016 and Forecast 2051 Employment Area Density

LNA Category (density figures in jobs per net ha)	2016	2016-2051	2051
1. Employment Areas Outside Settlement Area (HIA)	3.6	n/a	7.2
2. Bayfront Industrial Area	15.3	n/a	18.4
3. Central Urban Areas	34.6	38.0	35.0
4. Developing Greenfield Areas	40.5	41.5	41.0
5. Airport Employment Growth District	8.1	33.8	30.0
City-Wide Employment Area Total (excluding HIA)	24.3	39.5	29.4

Source: City of Hamilton 2016 Employment Survey and land supply information. Density figures shown for the 2016-2051 reflect density of growth on new lands so are not shown for the HIA or Bayfront, where growth is all intensification.

Density for the Bayfront Industrial area increases from 15.3 jobs/ha to 18.4 jobs/ha as a result of the nearly **5,000 net new jobs added** to reflect the potential for redevelopment on the Stelco lands and continued growth at the Port of Hamilton. The density of the Central Urban Areas is set to increase, in accordance with *Growth Plan* directions for employment intensification. The density of Developing Greenfield Areas is set to remain essentially stable, increasingly marginally over the period to 2051.

The density for the AEGD reflects a pattern of development characterized by large distribution and logistics facilities along with some manufacturing uses. A density of 30 jobs/ha translates into an average of 140m² per employee at between 35-40% site coverage, with very limited office and population-related employment. This distribution is in accordance with the AEGD Secondary Plan policy directions to support the downtown UGC as the City's pre-eminent centre for commercial and office development. A lower average space per employee rate (i.e. higher density) is used for the City's 2019 DC work (1,200 sq.ft. or 110m² per employee) because it includes all types of industrial employment on a City-wide basis.

Section 4: Employment Area Land Need

Step E4 Calculate capacity of existing Employment Areas

The resulting capacity estimates for the existing Employment Areas are shown in Table 31 below. On a City-wide basis, the current land **supply can support approximately 114,420 jobs at full built-out** (excluding the HIA facility). No long-term vacancy factor has been explicitly incorporated into the analysis.

Table 31

Estimated 2051 Capacity of Existing Employment Areas

LNA Category	2016	2016-2051	2051
1. Employment Areas Outside Settlement Area	2,000	2,000	4,000
2. Bayfront Industrial Area	20,430	4,960	25,390
3. Central Urban Areas	24,960	3,910	28,870
4. Developing Greenfield Areas	16,940	17,640	34,570
5. Airport Employment Growth District	1,030	24,560	25,590
City-Wide Employment Area Total (2016 base from Table 25)	65,350	53,070	118,420
City-wide total excluding HIA	63,350	51,070	114,420

Source: Lorius and Associates estimate, based on City of Hamilton 2016 Employment Survey information for designated Employment Areas and Statistics Canada information on employment by NAICS sector. May not add due to rounding. Employment for areas outside settlement areas is rounded and shown for illustrative purposes only.

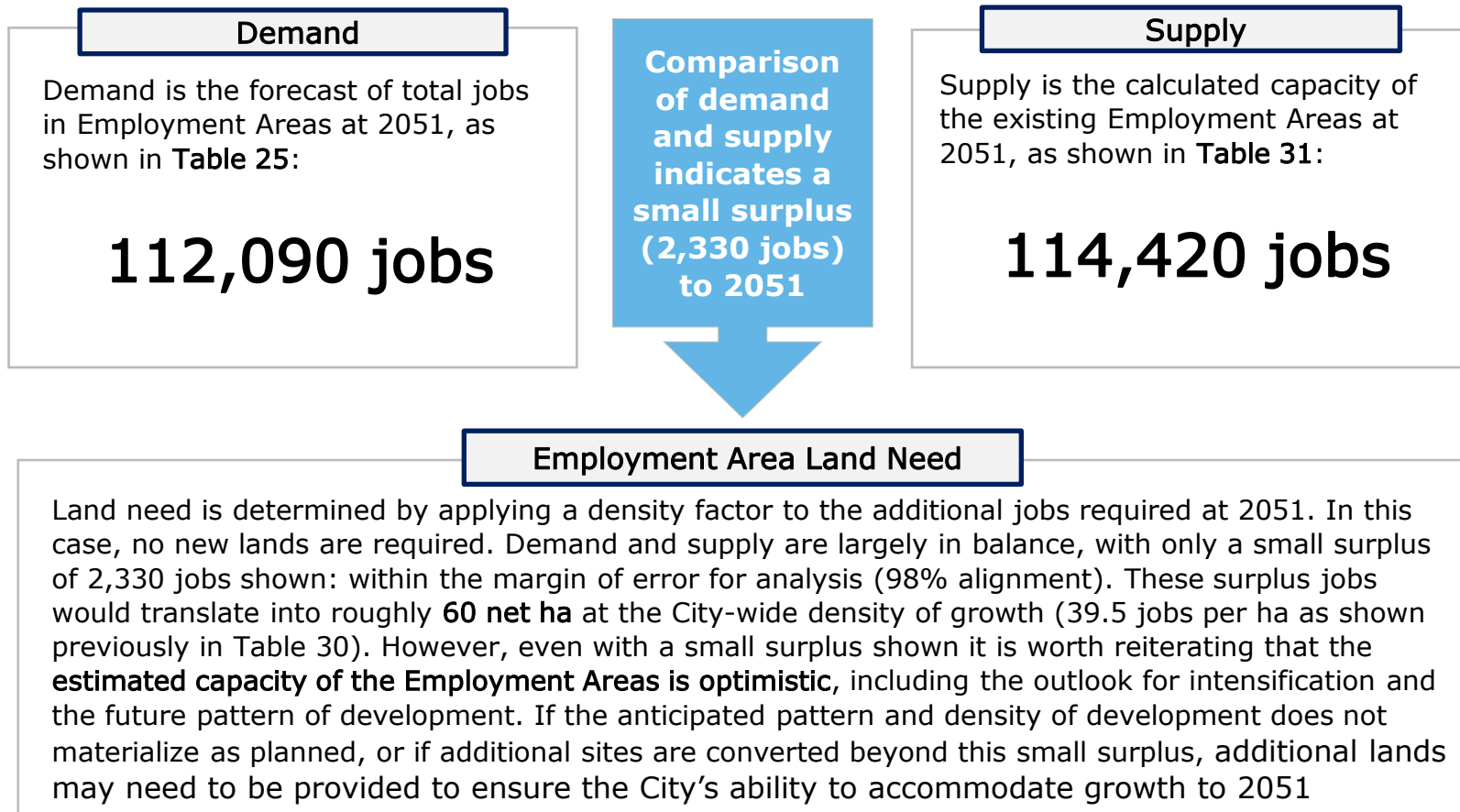
The estimated capacity of existing Employment Areas shown above is optimistic. The outlook for the Bayfront anticipates net new job growth after accounting for declines in the existing base. The almost fully-developed Central Urban Areas are set to grow in employment whereas the experience of most other communities (except the City of Toronto) has been one of stability to decline over time. New jobs are added, but others are lost due to economic change and redevelopment to non-employment uses. As such, the analysis implicitly incorporates a certain amount of employment intensification. The analysis also assumes the full use of the designated land supply: 100% development, which is aggressive from a market perspective. As such, the above analysis anticipates a very efficient use of the employment area land and building supply over time, in accordance with the broad economic outlook and *Growth Plan* policy directions to increase employment densities.

Section 4: Employment Area Land Need

Step E5 Establish Employment Area land need

E5

Similar to Community Area land need, forecast demand and calculated supply are brought together in the final step of the analysis for Employment Area land needs. The output is a conclusion as to whether there is a sufficient amount of land in settlement areas to accommodate forecast growth to the *Growth Plan* horizon at 2051. In this case, supply and demand are in balance over the period to 2051.



Section 5: Conclusions

Reconciling results of the analysis

As discussed in Section 3, the Community Area analysis shows a range of land need depending on the intensification target and density factors applied to the scenarios. Land need is highest under the *Current Trends* and *Growth Plan Minimum* scenarios and land need is lower under the *Increased Targets* and *Ambitious Density* scenarios. As discussed in Section 4, the Employment Area analysis shows that supply and demand are in balance over the period to 2051, with only a small surplus shown.

Community Area 1,340 to 3,440 ha Required

Community Area land need ranges from **1,340 ha** under the *Ambitious Density* scenario to **3,440 ha** in the *Current Trends* scenario. A land need of **1,630 ha** is shown for the *Increased Targets* scenario, which envisions a denser pattern of new residential development while still maintaining an aggressive target for intensification.

Employment Area No New Lands Required

Supply and demand for Employment Area lands are in balance, with no additional lands required for current planning purposes. Comparing a total **demand of 112,090 jobs** to a calculated capacity of **114,420 jobs** suggests a small surplus over the period to 2051; approximately 60 net ha or 150 net acres.

These results are best estimates based on available information and the mandated method for the LNA set out by the Province. The results could change based on new information or a different approach to the analysis. And, as noted in the introduction, the City of Hamilton continues to engage with Provincial staff to review the results of the GRIDS 2 update. A process of public consultation will also be undertaken as part of the approval process for the MCR and implementing OPA(s). As a result, the results of the LNA summarized in this Technical Working paper may be subject to revision depending on the feedback received through the process of public consultation and Provincial review. In particular, the results may need to be revisited at the MCR OPA stage to update for new information such as building permits, housing completions or other economic factors that may have changed. However, under any of the land need scenarios, some level of greenfield expansion will be required to 2051.

Section 5: Conclusions

Consultation, review and next steps

The purpose of this Technical Working Paper is to provide the results of our assessment of urban land needs over the period to 2051. The analysis has been undertaken in accordance with the *Growth Plan* (2019, as amended) and mandated Provincial method for completing the analysis. Depending on the scenario that is ultimately endorsed by Council, further analysis will need to be undertaken by the City to implement the associated greenfield density and intensification figures.

The *Increased Targets* and *Ambitious Density* scenarios, in particular, are based on elevated intensification targets (beyond the minimum *Growth Plan* requirement) and a progressively denser pattern of ground-related housing over the planning horizon. From a market perspective, both scenarios may be a challenge to achieve towards the end of the period to 2051 as the supply of greenfield lands become increasingly constrained. As such, careful monitoring and reporting on progress will be required to ensure a balanced housing supply is made available to accommodate all housing market segments.

Further analysis will also be required from an employment perspective, especially in light of the conclusion that no additional lands are required. Rather than determining the preferred location of a new employment area, the strategic objective under these circumstances is to encourage the most efficient use of the existing land base. To encourage the most efficient use of the occupied supply, intensification must be facilitated especially in the developed central urban employment areas. To encourage an efficient use of the vacant land supply, higher intensity employment uses must be encouraged through a combination of land use planning permissions and incentives for new users to adopt high quality building standards. This objective will be a particular challenge to achieve in the AEGD, where demand is expected to be strong for relatively low-density goods movement and logistics facilities, along with some new manufacturing uses.

Through the upcoming process of review and consultation, it is also likely that additional questions will arise and further information requests will be made regarding the LNA and its implications for the MCR and GRIDS2. The City will have the opportunity to address these and other land needs-related matters as it moves forward with the process of consultation and Provincial review.





**City of Hamilton Residential Intensification
Market Demand Analysis**
March 2021



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Section 1: Introduction and Background

The City of Hamilton has retained Lorus and Associates, in association with Hemson Consulting Ltd., to undertake an analysis of long-term demand for residential intensification. The market demand analysis is required to support the City's assessment of intensification potential, the update of the Growth Related Integrated Development Strategy (the GRIDS 2 update) and the Municipal Comprehensive Review (MCR) for the period to 2051.

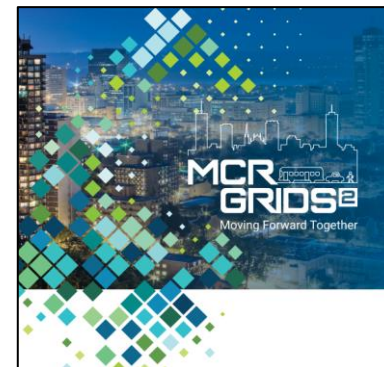
1.1 Purpose of the Assignment

The purpose of the assignment is to prepare a forecast of demand for residential intensification and provide commentary on an appropriate intensification target for the City. The results will be used for the GRIDS 2 update and as input to the Land Needs Assessment (LNA) required for the MCR as well as the outstanding appeals of the Urban Hamilton Official Plan (UHOP). The forecast of future demand will also be taken into consideration by staff and Council in their determination of whether an alternative target should be sought in accordance with the *Growth Plan for the Greater Golden Horseshoe: A Place to Grow (Growth Plan, 2020)*.

1.2 Planning for Intensification

Encouraging residential intensification is a key City and Provincial planning objective. The *Growth Plan* states that by the time the next MCR is approved and in effect, and for each year after, a **minimum of 50%** of all residential development occurring annually over the period to 2051 will be within the delineated built-up area.

For Hamilton, this rate of intensification equates to **nearly 1,800 units annually**, which is **more than double** the historic level of such development that has occurred over the past decade. The *Growth Plan* rule provides direction on the proportion of new residential development that is to occur through intensification within a specified geographic area and refers to a **total number of new units added**, but not number of people, overall density, specific unit types or units gained or lost through changes in occupancy of the existing stock.



Section 1: Introduction and Background

For Hamilton, the intensification target is higher than currently set in the UHOP (40% of new residential units). The target also exceeds the historic rate of intensification in the City, which averaged around 33% between 2008 and 2016, as shown at right. In the 2016-2019 period the rate of intensification increased to 38% although the market was paused somewhat as a result of the COVID-19 Pandemic lockdowns in early 2020.

The primary purpose of the *Growth Plan* intensification target is to reduce the amount of lands developed in greenfield locations. However, intensification is also embedded in many other important City planning objectives including:

- Supporting increased levels of transit ridership, in particular the **GO Stations** and **BLAST network**;
- The development of **complete communities** that provide a full range of housing types as well as employment opportunities, local retail stores, public service facilities and transportation options; and
- Delivering higher levels of **urban amenity** and more active and animated streetscapes to the marketplace, especially in the downtown and other nodes and corridors identified in the UHOP. Moreover, in older areas where population may be declining intensification can deliver the new units required to **maintain local service levels** for schools, retail and health care.

From an urban land needs perspective, the Provincial intensification requirement means that it is necessary to plan for a long-term shift in housing demand towards higher density residential units. This shift in demand, in turn, has the effect of reducing the balance of units to be allocated to the City's designated greenfield areas. As a result, the mandated intensification target has **City-wide growth planning implications**, in particular for the amount of additional land outside the existing urban area that may be required by 2051 and for the different types of units available to satisfy future demand.

City of Hamilton Estimated Rate of Intensification	
Year	Rate
2008	38%
2009	35%
2010	28%
2011	34%
2012	25%
2013	32%
2014	36%
2015	42%
2016	28%
2017	26%
2018	50%
2019	46%
2008-2011	33%
2011-2016	33%
2016-2019	38%
2008-2019	35%

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Source: City of Hamilton (housing starts)

Section 1: Introduction and Background

1.3 Defining Intensification

Residential intensification occurs across a range of built forms and within both urban and suburban settings:

- From a **built form** perspective, the majority of residential intensification occurs in higher-density rowhouse and apartment units. Occasionally some intensification occurs through single and semi-detached units on remnant greenfield sites or through smaller-scale infill.
- In terms of **location**, intensification tends to be focussed within the built-up urban area, including in downtowns and waterfronts, along main streets and around transit nodes, at the edges of older industrial or commercial areas (referred to as “Brownfields” or “Greyfields”) and within older existing residential communities.
- Suburbs can also be ‘**retrofitted**’ to increase density, for example through the development of underutilized or ‘leftover’ large lots for new single detached units or row housing. There is also an emerging trend towards the redevelopment of existing large format (“Big Box”) retail centres for a mix of uses including significant high-density residential.

In this sense, intensification can occur in traditional ‘greenfield’ locations for both ground-related housing as well as the high-density, mixed-use forms typically envisioned for the Urban Growth Centres (UGC) or other parts of the older urban fabric such as the City’s nodes and corridors. So, while the term “intensification” and “*Growth Plan* target” tend to be used interchangeably, they are not exactly the same. The *Growth Plan* target applies to the total new units within the built-up area. Intensification is defined as a net increase in the number of dwelling units whether it is infill or redevelopment units. The vast majority of units added inside the built-up area will be “true” intensification from a built-form perspective (i.e. row house and apartment units) but some intensification will also occur outside the built-up area on designated greenfield lands.

Key Concepts

Housing Unit Types

Apartments include both rental and ownership (“condo”) forms. Row houses include traditional townhouses and multiple street/block towns joined side-to-side or back-to-back, with no other dwellings above or below.

The Built-up Area

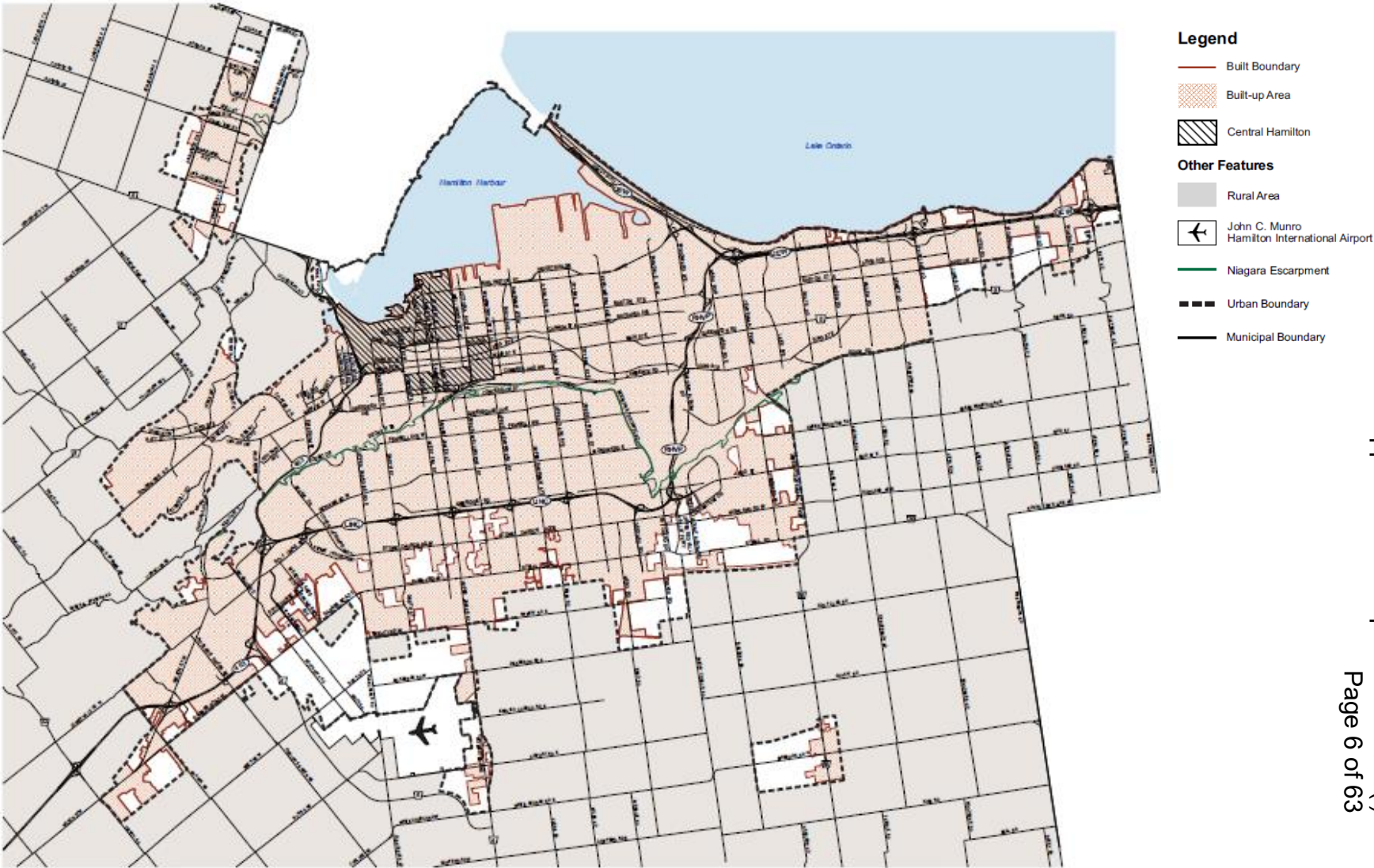
The “built-up area” is defined and mapped as the area that was already built when the 2006 *Growth Plan* first took effect. It is illustrated on the map on the following page.

In the City of Hamilton, the built-up area included a number of larger vacant, underutilized or remnant ‘greenfield’ sites that have since developed with a range of housing unit types.

The remaining supply of these parcels is limited and distinct from what the City refers to as the “**built boundary holes**”: areas that are physically within the City’s built-up area but identified under the *Growth Plan* as part of the Designated Greenfield Area (DGA).

Section 1: Introduction and Background

1.3 Defining Intensification – The Built-Up Area



Source: Urban Hamilton Official Plan Appendix G - Boundaries Map

Section 1: Introduction and Background

1.4 The COVID-19 Pandemic

This report was prepared during the COVID-19 Pandemic, which is having severe and far-reaching global economic impacts. All economic sectors have been affected, some more so than others, and the full extent of the pandemic's social and economic impact is yet to be seen.

In discussing potential impacts, it should be noted that there is no experience with an economic recession of this origin, magnitude or speed of contraction anywhere in the world in recent times, making the nature of the recovery speculative no matter the source. Significant events of this type – major wars or epidemics (without lockdowns) – have typically heralded periods of major social and economic change in all parts of society.

There is uncertainty over how quickly the economy will return to pre-pandemic conditions. Many of the economic factors driving intensification have also been negatively affected, above all being the available income to purchase housing in a period of high unemployment, reduced incomes and steadily declining savings for many households. The short-term attractiveness of urban locations throughout the Greater Toronto and Hamilton Areas (GTHA) may be further compromised by the appearance of blight created by the many street front businesses that remain closed and uncertainty if they will reopen as before.

Nevertheless, the long-term economic outlook for the GGH and the City of Hamilton remains positive, albeit with a significant unanticipated pause in the current period. According to the updated *Growth Plan* forecasts prepared by Hemson Consulting Ltd., the GGH economy is evolving into a global economic powerhouse. It will remain very attractive to newcomers, mainly international migrants that are the primary source of population growth in the GTHA. Over the long-term, continued population growth will drive strong demand for all types of housing, including residential intensification.



Section 1: Introduction and Background

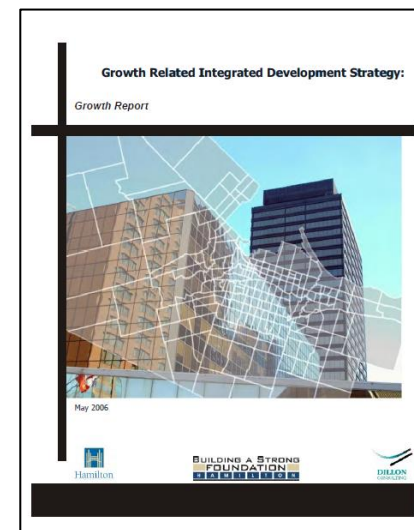
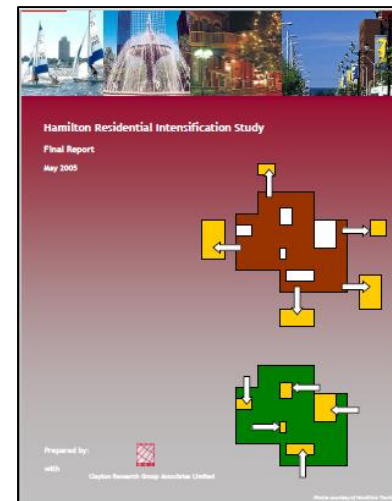
1.5 Context and Approach to the Analysis

Notwithstanding the economic pause arising from the COVID-19 Pandemic, the last five years have shown a significant acceleration of market interest in the City of Hamilton. Strong residential and non-residential building activity, rising real estate values and several high-profile projects in both the downtown and on the waterfront are among the major indicators of this shift. The City’s burgeoning arts, culture and Creative Industries (especially film) also speaks to an emergent dynamic of renewal from an urban lifestyle perspective and bodes well for the long-term demand for residential intensification.

The forecast of demand for intensification is prepared within the context of the long-term regional growth outlook and the City’s well-documented resurgence as a significant economic and cultural centre within the Greater Golden Horseshoe (GGH). Broad economic, demographic and other market demand-side factors are taken into account and supplemented by feedback from industry stakeholders, the City of Hamilton staff and members of Council.

For the purposes of this assignment, intensification is considered to be all new units within the built-up area and will be mostly apartment and rowhouse units, with only limited infill of lower density ground-related housing forms. The main source of this latter type of development is likely to be remnant greenfield sites or other small-scale infill opportunities.

Since the specific amount, timing and location of intensification activity can be difficult to predict, the approach is to model a range of market demand outlooks. The result is a “Current Trends”, “High” and “Low” forecast of market demand and commentary on the areas within the City where intensification is expected to occur. It is important to note that the approach is to provide a long-term demand outlook for land use planning purposes. The report is not intended to address short-term demand for specific unit types, pricing or sales nor provide a site-by-site analysis of market redevelopment potential.

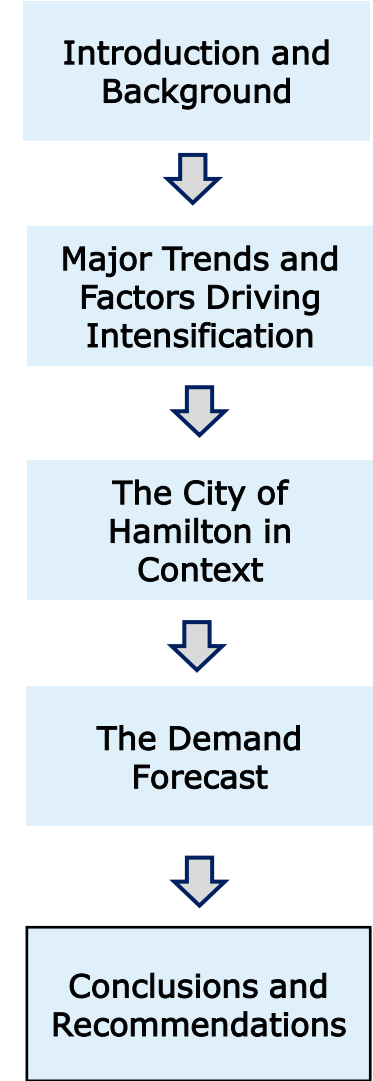


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Section 1: Introduction and Background

The report that follows provides the results of our review and analysis including the anticipated amount, timing and general location of development within the City of Hamilton. It is structured into five main sections:

- **Section 1** sets out the purpose of the assignment, key planning considerations, definitions and the context and approach to the analysis;
- **Section 2** describes the major trends and factors driving the demand for intensification, including economic factors, age structure, land supply, housing cost and affordability and lifestyle preferences;
- **Section 3** provides an overview of the City of Hamilton within this context, including the expanding role of the City in the broader metropolitan economy, the role of greenfields and intensification in accommodating growth and local real estate and housing market factors;
- **Section 4** describes the forecast demand for intensification, including the overall growth outlook for the GGH and City of Hamilton. A range of demand outlooks are described, including a Current Trends, High and Low forecast reflecting changes in Hamilton's relative attraction for intensification from a broader market perspective; and
- **Section 5** provides our conclusions and recommendations including the broad areas of the City where future demand can be expected to occur and an appropriate intensification target over the period to 2051. Commentary is also provided on the implications of higher targets for the current LNA, GRIDS 2 update and MCR process.



Section 2: Major Trends and Drivers of Intensification

The major trends and drivers of demand for residential intensification include: **economic factors** that drive housing demand overall; **age structure** (demographic and lifecycle factors) that largely dictates housing choice by unit type; and **housing supply**, which determines options available to consumers and, in turn, **housing cost and affordability**. Finally, changing **lifestyle preferences** has increased demand for denser, well-serviced urban areas with a concentration of amenities and transit access, which influences the location and type of intensification that occurs throughout the metropolitan region.

1	Economic Factors	Continued economic expansion, job growth and real estate investment has driven strong population growth and demand for housing units overall in the Greater Toronto and Hamilton Area (GTHA).
2	Age Structure	Housing choice is closely tied to age structure. Recent growth has included a high share of younger adults (15-29 years old) that typically occupy apartment units. There is also a large number of existing older adults (30 -75 years) that typically occupy larger, family-sized units.
3	Housing Supply	Housing supply determines the options available to satisfy consumer demand. Since 2006, a number of factors have limited the options available to satisfy all segments of the housing market, especially larger family-sized units.
4	Housing Cost and Affordability	Strong demand in relation to supply has contributed to increased housing costs and affordability strains which, in part, have led to a shift to smaller housing units and more people living in denser, more affordable housing forms.
5	Lifestyle Preferences	A growing preference for cosmopolitan lifestyles and quality of life considerations has increased demand for well-serviced urban areas and interest in amenity-rich work environments as a tool to attract skilled labor. These trends have played a major role in the significant concentration of development in downtown Toronto and emergence of large scale intensification in the City of Mississauga, southern York Region, and, more recently, in the City of Hamilton.

Section 2: Major Trends and Drivers of Intensification

2.1 Economic Factors Driving Overall Housing Demand

The Toronto region economy continues to grow, especially in technology and other knowledge-based industries. This strong economic performance fosters continued in-migration, which drives growth in population and overall housing demand.

Economic Region Continues to Perform Well

As shown in Figure 1, the Toronto Economic Region has grown steadily over time, to a total of over 3.6 million jobs in 2019. The Hamilton-Niagara Economic Region has also increased from just under 640,000 jobs in 2001 to over 765,000 jobs in 2019. After 2019, employment declined due to the abrupt changes brought about by COVID-19 Pandemic. As shown in Figure 2, most of the historic growth within the GTHA has been in the regions of York and Peel and the City of Toronto. The City of Hamilton has played a somewhat more limited role to date.

Long Term Growth Outlook Remains Positive

There is no question that the COVID-19 Pandemic is likely to have significant long-term economic consequences. Some of the sectors that face the steepest path to recovery include travel and tourism, conventions, retail restaurants and print media.

Notwithstanding these impacts, however, the long-term growth outlook remains positive. In general, both the GTHA and Outer Ring are anticipated to experience rates of long-term economic growth sufficient to absorb the expanding labour force created through migration. This expectation is consistent with the Ministry of Finance's *Ontario's Long Term Report on the Economy* (2017) which remains a sound economic outlook.

Figure 1: Historic Employment in Toronto and Hamilton-Niagara Economic Regions (ER)

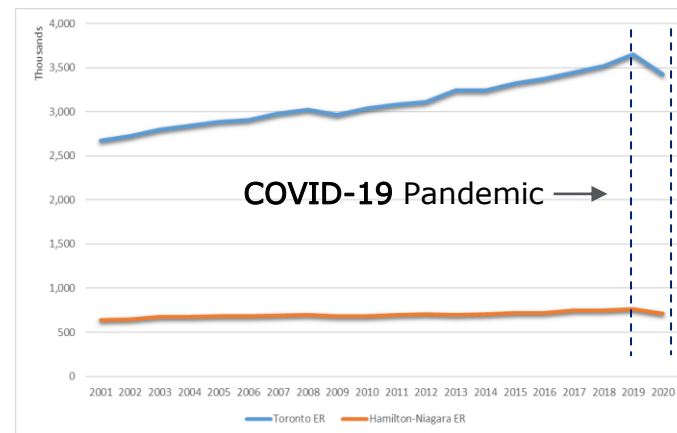
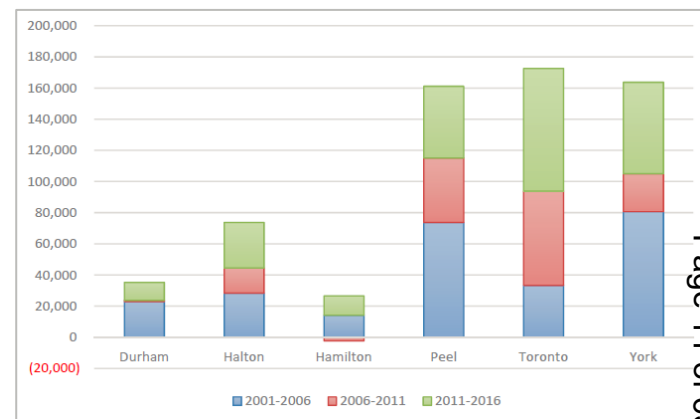


Figure 2: Distribution of Employment Growth in the GTHA (Census 2001 – 2016)



Source: Figures 1 and 2 Hemson Consulting Ltd. based on Statistics Canada Information by municipality and defined Economic Region

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Section 2: Major Trends and Drivers of Intensification

2.1 Economic Factors Driving Overall Housing Demand

GTHA Evolving to a Modern Service-Based Economy

The GTHA economy continues to grow rapidly in professional services and other knowledge-based activities that tend to cluster in urban areas. Increased automation, Artificial Intelligence (AI) and other advances in the digital economy have led to an increased demand for high-skilled jobs, as illustrated by the pattern of growth in employment by skill level shown in Figure 3.

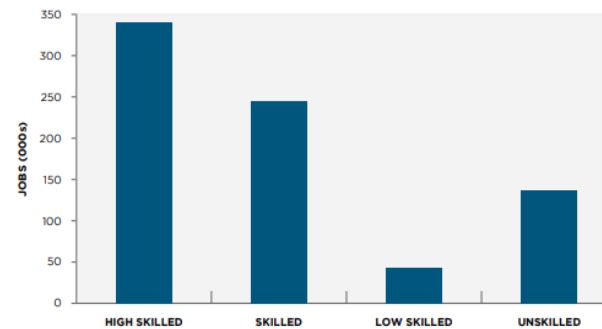
Migration Driving Growth in Population and Housing

The scale and nature of job growth historically has made Canada and the GTHA very attractive for migration, especially international immigration. Continued in-migration will drive growth in population and the resident labour force and, in turn, demand for new housing. Notwithstanding short-term COVID-19 impacts, net international migration to the GTHA is forecast to increase steadily over the period to 2051, as shown in Figure 4.

Other Factors Have Also Contributed to Demand

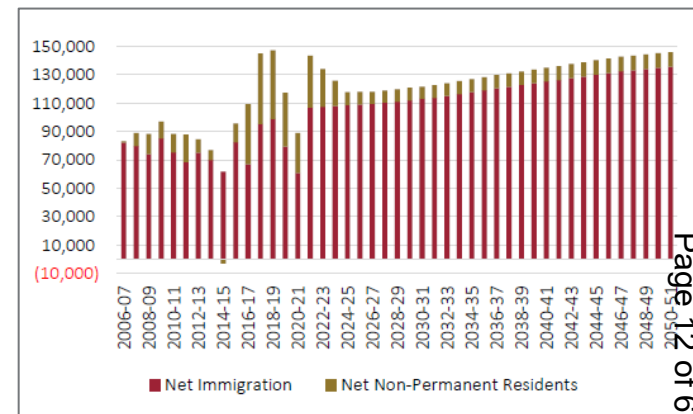
In addition to broader demographic forces, a decade of steady income growth and low interest rates has increased the buying power of residents and, in turn, demand for housing and housing prices. **The rise of housing as an investment vehicle** and the sharing economy has further boosted demand, including short term rental platforms that are concentrated in central city areas and (until very recently) continue to grow. Notwithstanding short-term COVID-19 impacts, the overall price and demand for housing is expected to remain high in a North American context.

Figure 3: Change in Employment by Skill Level, GGH, 2001–2014



Source: Neptis Foundation and Metropole Consultants: *Planning the Next GGH*, November 2018

Figure 4: Net International Migration to the GTHA, 1996-2051



Source: Hemson Consulting Ltd., 2020, *Greater Golden Horseshoe: Growth Forecasts to 2051*

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Section 2: Major Trends and Drivers of Intensification

2.2 Demographic Factors Influencing Demand by Unit Type

Age structure is the main determinant of housing demand. While there have been some recent changes in the occupancy patterns of young adults and the elderly, the long-term market is still dominated by larger, family-sized units for the 30-75 year age group.

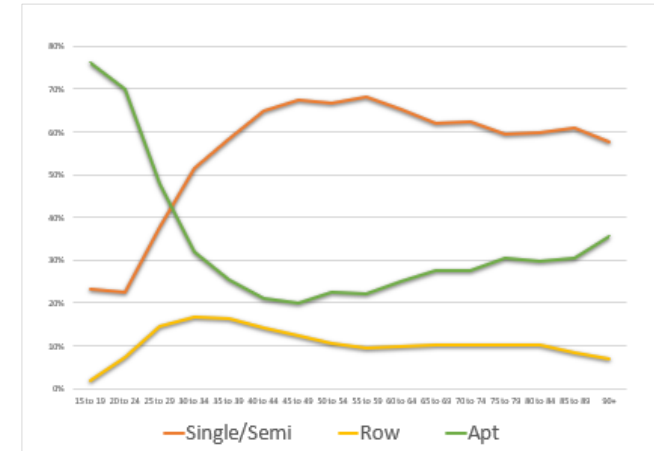
Housing Choices Are Closely Tied to Lifecycle Patterns

As illustrated by Figure 5, housing demand follows an established pattern, typically beginning with young adults in apartments. After family formation, housing preference shifts to larger units (single and semi detached, rowhouse). The pattern moves back to apartments later as empty-nesters downsize and more single-person households are formed through divorce or widowhood.

Over the last 20 years, household formation for young adults has declined somewhat as they stay at home longer and occupy apartments for longer. As well, seniors have been staying in their homes longer before downsizing, which reduces the supply of larger family-sized units for other generations. Little else has changed for the large group of residents between the age of 30 and 75 that tend to demand larger family-sized units.

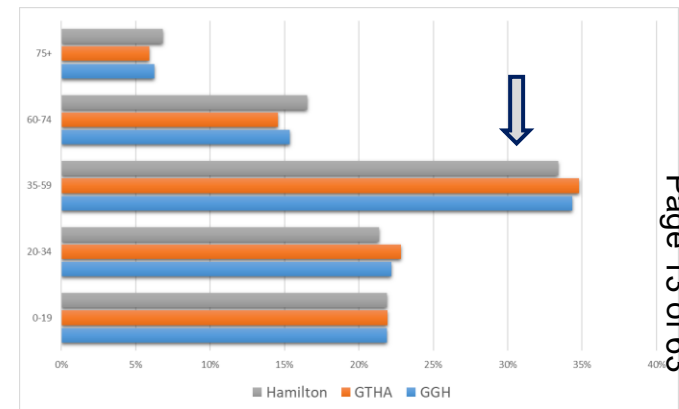
As shown in Figure 6, the largest age group in the GTHA is in peak years for family households and peak demand for new ground-related housing (Figure 5) most of which is accommodated in more traditional greenfield areas. Although an important goal, the provision of new 'family-friendly' apartments (typically 3-bedroom units) remains limited for most municipalities, including Hamilton, where very few large new units are being built. Most new high-rise projects are focussed on smaller units.

Figure 5: Housing Occupancy Patterns by Age Group, City of Hamilton, 2016



Source: Hemson Consulting Ltd.

Figure 6: Share of Current Population by Age Structure 2019



Source: Hemson Consulting Ltd.

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Section 2: Major Trends and Drivers of Intensification

2.2 Demographic Factors Influencing Demand by Unit Type

Long-Term Market is Dominated by Ground-Related Housing Demand

Housing demand by type continues to be driven strongly by young families seeking ground-related housing units. Of course, some households will make different choices reflecting their specific economic circumstances or family structure. However, the dominant housing form choices of the broader population are well-established.

Within this context, the shift in demand to higher density housing is of note, especially the surge of demand for high-rise apartment development in downtown Toronto. Recently, however, this trend has begun to moderate in response to the COVID-19 Pandemic. The high cost of housing coupled with a rise in remote work has led to a short-term increase in demand and prices for new homes in nearby markets, especially the City of Hamilton, Guelph and Kitchener-Cambridge-Waterloo. A rebound in apartment demand can be expected as the economy recovers around mid-2023.

Over time, as younger adults age and start families, many will continue to opt for increased space and amenity of larger family-sized units, including traditional suburban ground-related housing. These residents will join the already large mass of population entering peak family-formation. In addition, the turnover of units to younger families is reduced as the elderly remain in their homes longer, further driving demand for new and larger family-sized units to accommodate population growth.

Age structure is by far the best predictor of demand for households and specific housing unit types. As the population continues to age, pressure for more ground-related housing can be expected especially from 'millennials', which are the largest and fastest growing demographic group in the GTHA and just entering their family forming years.



Ground-Related Housing

Generally refers to housing that is accessible from the ground. It includes all housing that is not an apartment unit, including larger family-sized units



Section 2: Major Trends and Drivers of Intensification

2.2 Demographic Factors Influencing Demand by Unit Type

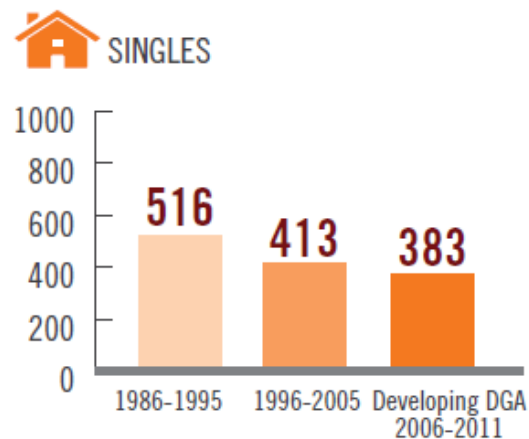
Density and Location of Family-sized Units is Shifting

From a demographic perspective, demand for larger family-sized housing has been consistent. What has shifted, however, is the lot size, density and location of demand for those units:

- As shown in Figure 7, there has been a trend of declining lot sizes for single-detached housing. At the same time, unit sizes on those lots have increased as the market moved to a denser and more affordable ground-related product. There is anecdotal evidence that lot sizes have continued to decline since 2011.
- Within the ground-related market, row houses have also been a growing share over time including “maisonettes”. From a pricing perspective, other things being equal, rowhouses tend to be more affordable as starter homes than single-detached units and about the same cost as a much smaller apartment; and
- There is a continuing trend of rapid residential growth outside Toronto in the ‘905’ communities. In recent years, this growth has been moving even further afield (some would say “leap-frogging” defined as non-contiguous development beyond established urban centres) to communities within the extended commuter shed of the GGH: a trend that may be accelerated by the COVID-19 Pandemic and worsening housing affordability. As shown in Figure 6 previously, the largest age group in the GTHA is in peak demand for new ground-related housing.

What these trends suggest is that consumers continue to trade travel time and financial savings for affordable ground-related, family-sized units. Where this demand outstrips the available housing supply, the market tends to respond by providing denser ground-related forms or moving location, rather than shifting into high-rise apartment units.

Figure 7: Inner-Ring Median Developing Lot Sizes in the DGA (Square Metres)



Source: Performance Indicators for the *Growth Plan for the Greater Golden Horseshoe*, 2006. Ministry of Municipal Affairs and Housing, 2015

“The high price tags for new and resale homes in Toronto [have] made commuter-friendly and nearby [Census Metropolitan Areas] CMAs such as Oshawa, Hamilton, St. Catharines-Niagara, Guelph and Kitchener-Cambridge-Waterloo increasingly popular among home buyers, due to their overall affordability.”

Source: *Recent trends in new house prices in the Greater Golden Horseshoe Region*. Statistics Canada 2018

Section 2: Major Trends and Drivers of Intensification

2.3 Housing Supply

Since 2006, the *Growth Plan* has sought to shift the pattern of growth in the GGH towards more compact urban forms through policy intervention. The policy changes introduced by the *Growth Plan*, among other factors, have led to delays in bringing new supply to market and, in turn, affected options available to satisfy demand. The planning policy context is evolving to address this challenge, including Bill 108 and a growing interest in “missing middle” housing forms.

Growth Plan Seeks to Contain Greenfield Development

From its inception in 2006, the *Growth Plan* has sought to limit the amount of new urban lands developed for greenfield development. The primary mechanism to achieve this objective is to shift growth from greenfield areas to higher levels of intensification – implemented with the requirement that a specific share of growth (a minimum of 50% of new housing units) be accommodated in the built-up area. The intended effect is to shift the housing market overall towards medium and higher density forms by limiting the number of ground-related units accommodated on greenfield lands. These *Growth Plan*-related shifts are long-term and will affect the market and pricing over time.

Process for Getting New Land to Market has Been Delayed

The *Growth Plan* also introduced new requirements for official plan reviews and boundary expansions, which can take upwards of 10 years. The lengthy process required to complete the necessary requirements has generally extended the approvals cycle for urban boundary expansion and, in turn, delayed the provision of short-term supply for ground-related housing in greenfield areas.

As an example, most municipal conformity exercises for the 2012 *Growth Plan* Schedule 3 forecasts have yet to be completed. There is also anecdotal evidence of developers holding back serviced lot supply as part of their internal phasing plans, further delaying the delivery of new land to market.



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Section 2: Major Trends and Drivers of Intensification

2.3 Housing Supply

Planning Policy Context is Evolving

At current housing prices, many households in the GTHA simply cannot afford to participate in the ownership market, especially millennials. Housing affordability is also a key factor driving out-migration from the GTHA to the outer ring: a trend that may be accelerated by the COVID-19 Pandemic. To the extent that housing supply has some bearing on price and affordability, planning policy is evolving to address this challenge:

- The *More Homes More Choice Act* (“Bill 108”) and related initiatives were put in place in June, 2019 in order to, among other matters, streamline the approvals process and boost housing supply;
- In August 2020 the Province released a new land needs assessment (LNA) **methodology** as part of Amendment 1 to the *Growth Plan* (2019). The new LNA method adopts a much more ‘market-based’ approach, directing municipalities to ensure that sufficient land is available to accommodate all segments of the housing market and avoid shortages that would drive up land cost; and
- There is a growing interest in the “**Missing Middle**” housing market to address the affordability challenge including larger, family-sized units. The Missing Middle refers to the range of housing types between traditional single-detached houses and high-rise apartments that have gone ‘missing’ from many large cities, including the GTHA. These include ‘family-friendly’ units in low and mid-rise apartment forms, laneway housing, garden and courtyard apartments, multiplex structures, live/work units and residential units above commercial businesses.



“Large [single-family] homes and tiny condos only work for some people. We need a mix of housing types – such as multiplexes, low- and midrise apartments – and sizes, like condos that are large enough for families.”

Source: *More Homes, More Choice. Ontario's Housing Supply Action Plan, May 2019*

Section 2: Major Trends and Drivers of Intensification

2.4 Housing Cost and Affordability

Strong demand in relation to supply has driven the cost of housing to record levels and affordability remains a serious challenge for most potential buyers. Over the last 15 years, this affordability challenge has encouraged a broad shift towards medium and higher density housing forms throughout the GTHA.

GTA Housing Prices Have Reached Record Levels

The average cost of housing in the GTA has increased to record levels. As shown in Figure 8, prices peaked in 2017 and then corrected, partly due to measures put in place to cool the market through the Fair Housing Plan and tightened mortgage regulations (the 'stress test') which led to reduced purchasing power for most potential borrowers. A similar pattern has occurred in Hamilton, with average home prices now also at historic highs.

Affordability has Become a Serious Challenge

As shown in Figure 9, beginning around 2014 the proportion of family income required to service the cost of a mortgage has risen sharply, now standing at over 40% in 2020. Housing affordability issues are now actually dampening housing unit growth because many people simply cannot afford to buy a home in the GTHA and are being pushed further into the Outer Ring and beyond.

The recent surge in demand for detached homes driven by demand for larger living spaces and reduced attachment to live in or near core urban areas has led to further price increases. As such, the current housing cost and affordability challenge is not expected to resolve any time soon. There are simply fewer and fewer people that can purchase an average home at current prices, noting the high proportion of income spent for those that did.

Figure 8: Historic Residential Average Price Greater Toronto Area

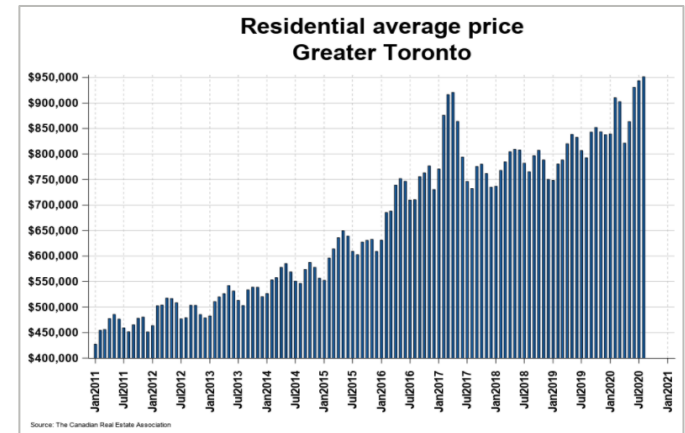
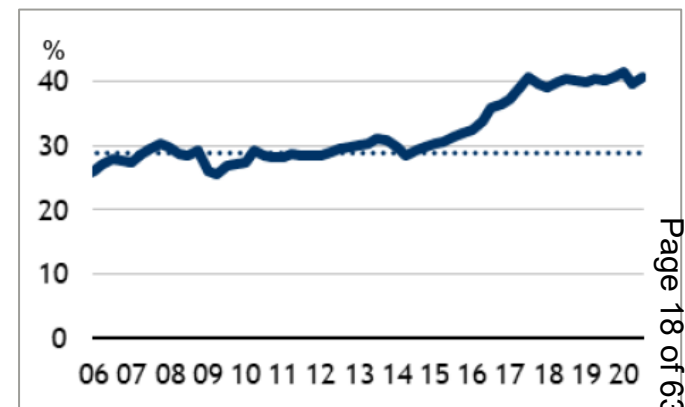


Figure 9: City of Hamilton Mortgage Payments as a Share (%) of Median Family Income



Source: RBC Economics Focus on Canadian Housing: Housing Trends and Affordability December 2020

Section 2: Major Trends and Drivers of Intensification

2.4 Housing Cost and Affordability

Single Detached Homes Have Shown Significant Price Increase

Notwithstanding the source of supply constraints, the effects can be seen in the widening divergence in price increases between ground-related and apartment units since 2012, as shown at right in Figure 10. Although the monthly cost of ownership and rental housing may be comparable, affording the necessary down payment remains a major barrier to market entry.

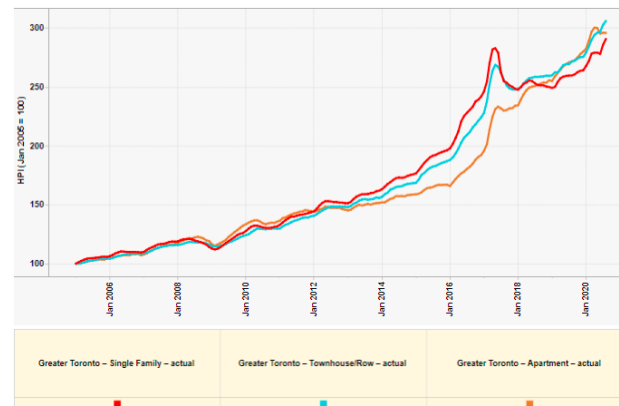
Prices moderated after the 2017 housing correction, and appear to have been affecting units by type more equally since. Apartments have also become relatively less expensive during the COVID-19 Pandemic, in part due to the short-term increase in the supply of vacant units previously used for Airbnb purposes or occupied by residents that have since vacated for financial reasons.

Market has Shifted to Smaller and More Affordable Options

The combination of market, pricing and policy-based factors has led to more people living in denser and more affordable housing. As illustrated by Figure 11, in the 2011 to 2016 period, 52% of new housing construction in the GTHA were apartments versus 29% of the market during the previous 25 years.

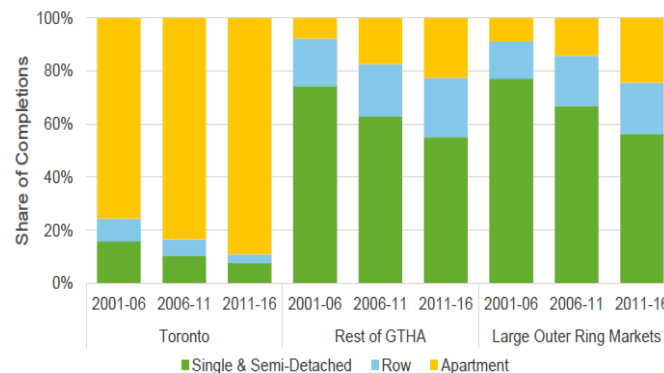
The shift to more affordable options led to a boom in high-rise apartment buildings, historically focussed in Toronto. However, intensification is also occurring in southern Peel and York Regions and, increasingly, Hamilton. Notwithstanding short-term COVID-19 impacts, these trends appear to indicate a lasting shift to medium and higher density forms in the market, which bodes well for the future of intensification.

Figure 10: Change in Housing Price Index Greater Toronto Area 2006 - 2020



Source: Canadian Real Estate Association 2020

Figure 11: Share of Housing Completions by Census Period Within Greater Golden Horseshoe



Source: Hemson Consulting Ltd. Based on Statistics Canada

Section 2: Major Trends and Drivers of Intensification

2.5 Lifestyle Preferences

Emerging trends in lifestyle and locational preferences have driven changes in the distribution of growth within the GTHA, especially evident with the focus of high-rise residential and office development in downtown Toronto. Large-scale intensification, however, is also emerging in other GTHA municipalities, such as southern York and Halton regions and the City of Hamilton.

Demand for Transit-Oriented Urban Lifestyles is Growing

Recent population growth has included many young adults (the “millennials”) which has driven key changes in lifestyle and consumer preferences:

- From a locational perspective, there has been a growing interest in more cosmopolitan lifestyles and **walkable communities** with high levels of urban amenities and transit access;
- The **aging of the population** is also supporting this trend, with the elderly increasingly preferring denser urban environments with high levels of amenity and good transit access; and
- The **changing nature of work** also plays a part, including growth in emerging clusters or “archetypes”, as developed in recent work prepared by the Neptis Foundation, and the associated “war for talent”. As a result, amenity-rich, accessible work environments have become increasingly important to the location decisions of major employers, especially knowledge-based firms seeking to attract young talent and skilled workers.

Notwithstanding short-term COVID-19 impacts, these trends are expected to continue over the planning horizon. At the same time, however, there remains a large pool of demand for family-sized housing. Moreover, as many millennials age and form households the appeal of urban amenities and access to transit will give way to a need for more living space, driving additional demand for ground-related housing. Others will continue to prefer urban locations. This fragmentation of the ‘urban’ versus suburban housing market creates both challenges and opportunities.

IT IS NOT A COINCIDENCE THAT MANY OF THE GROWING ARCHETYPES ARE LOCATED IN AREAS WITH HIGH LEVELS OF TRANSIT SERVICE.

“Providing excellent transit service offers employers access to the widest possible pool of workers – a critical competitive asset. Attracting employees also means creating a high-quality urban environment – one that integrates transit, provides a walkable and cyclable public realm, and offers worker amenities and services, such as restaurants, cafes, shops, daycares, or recreational facilities.”

Source: Neptis Foundation and Metropole Consultants: *Planning the Next GGH*, November 2018

Section 2: Major Trends and Drivers of Intensification

2.5 Lifestyle Preferences

High-Density Development has Concentrated in Downtown Toronto

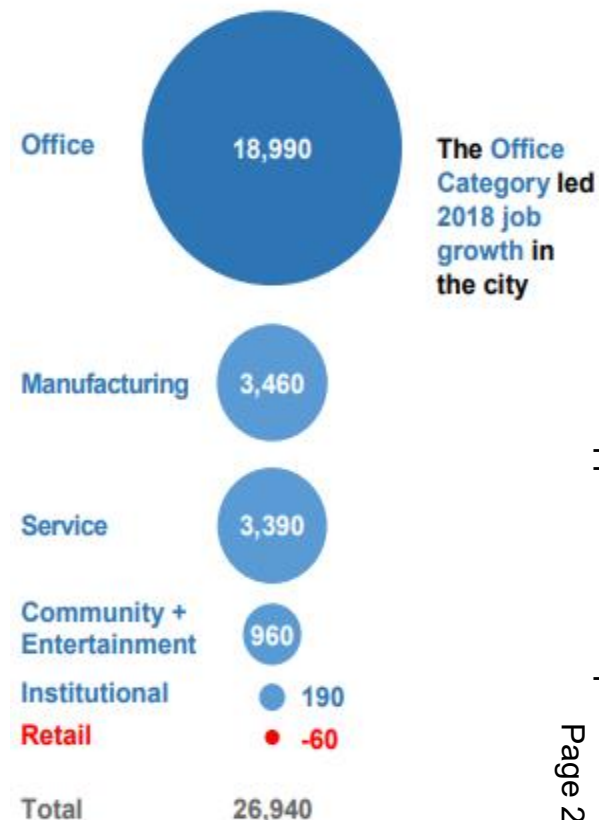
One of the most visible outcomes of recent trends has been the surge of new development in central Toronto. Recent growth is the result of a cycle of economic and demographic factors that are relevant for understanding the drivers of residential intensification:

- The GTHA’s continued **transition to a knowledge-based economy** has led to major office-based employers locating in downtown Toronto and, in turn, booming technology-based and Creative Industry sectors that employ a large share of young, mobile workers;
- Professionals in these fields **tend to prefer urban locations** and lifestyles with high amenities and access to transit, which, in turn, attracts more office employers to be close to their prospective work force; and
- This **trend is accelerated by congestion**, ironically, as Union station becomes ever more accessible to the maximum GTHA labour force, via the TTC subway, light rail, bus and a radial commuter rail network (GO Transit) delivering significant in-bound ridership (and jobs) from communities in the ‘905’ areas.

Employment growth has been so strong that Toronto has already achieved its 2031 employment forecast and will likely achieve its prior 2041 forecast sometime between 2024 and 2026. The office sector has been performing particularly well (until recently) as shown in Figure 12.

At the same time, there has also been an increase in office work occurring in non-office forms, in particular “flex space” which has become more widespread due its cost advantages and flexibility in use . Other forms of smaller co-working and shared office space have also become more prevalent, including in the City of Hamilton: another trend that may be accelerated by the COVID-19 Pandemic.

Figure 12: City of Toronto Job Increase by Category, 2017-2018



Source: Toronto Employment Survey 2018, Toronto City Planning

Section 2: Major Trends and Drivers of Intensification

2.5 Lifestyle Preferences

Market has Emerged in Other GTHA Municipalities

There is no question that the recent focus of development in downtown Toronto has been extraordinary by any measure. Contrary to popular belief, however, this trend is in line with the traditional demographic pattern of young adults moving to the urban core for education and job opportunities. It just so happens that recent growth has included a large share of this age group which, along with the growing technology-based and Creative Industry sectors that attract large numbers of young professionals, have concentrated in and around the downtown.

The City of Toronto will continue to play a major role in accommodating apartments, however it is no longer the only part of the market. Large-scale intensification has been occurring outside Toronto in more urbanized areas such as in the vicinity of shopping centres (e.g. Mississauga) in older commercial areas (e.g. Oakville) and along major arterial roads (e.g. Hamilton). Substantial levels of intensification are also taking place in the Vaughan Metropolitan Centre (VMC), supported in large part by the new subway line to downtown Toronto.

These emerging areas offer many of the factors that attract younger workers (access to employment, transit, shopping, urban amenities) but not yet at the level that attracts so many to central Toronto. Indeed, the City of Toronto appears to have entered a period of growth where the sheer scale of new investment creates its own market interest – or “buzz” – making the downtown attractive for intensification in its in its own right in addition to broader demographic and economic trends. Nevertheless, some higher density housing is being built through intensification outside Toronto, including the City Hamilton, the City of Guelph, the Kitchener-Cambridge-Waterloo area and others.



Numerous residential and mixed-use developments are completed underway or proposed in the VMC, including major offices.



Pier 8 in Hamilton’s West Harbour area is envisioned to accommodate 1,500 new units and significant non-residential floor space.

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Section 2: Major Trends and Drivers of Intensification

2.5 Lifestyle Preferences

Intensification is not a Substitute for Greenfield Development

While intensification is emerging in other GTHA municipalities, ground-related housing types remain the dominant form of development for most communities outside Toronto. The exceptions are locations where a specific circumstance or catalyst for intensification is in place, such as major transit investment (the VMC), an almost fully built-out land supply (Mississauga) or large numbers of students and young professionals related to the technology sector (Kitchener-Cambridge-Waterloo, Toronto).

For the most part, older adults and families with children continue to locate largely outside the City of Toronto, mainly because of the availability of larger and more affordable family-sized units. Most Canadians also live in suburban spaces. An estimated two-thirds of the country’s total population are living in some form of suburb, with over 80% in the large metropolitan areas of Toronto, Montreal and Vancouver: in short, a nation of City-dwellers who live in the suburbs (Council for Canadian Urbanism, 2018).

Achieving higher rates of intensification is an important objective within this context. From a planning perspective, however, housing units built as intensification within the built-up area are generally not a direct substitute for ground-related housing in greenfield areas. Almost all of the designated land for larger family-sized housing is outside the City of Toronto. As a result, and despite the boom of apartments in the downtown, most of the population and housing growth to 2051 will continue to be accommodated in the regional (“905”) municipalities of the GTHA and City of Hamilton. The distribution and timing of this growth, in turn, will be governed largely by the availability of housing supply to meet this demand for family-sized units.



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Section 3: The City of Hamilton in Context

As discussed in Section 2, demand for residential intensification is driven by strong economic and demographic forces, combined with lifestyle and employer preferences. This section provides an overview of the City of Hamilton within this context, including its expanding role in the metropolitan area, population and housing market trends and residential intensification activity.

3.1 Hamilton’s Expanding Role in the Metropolitan Area

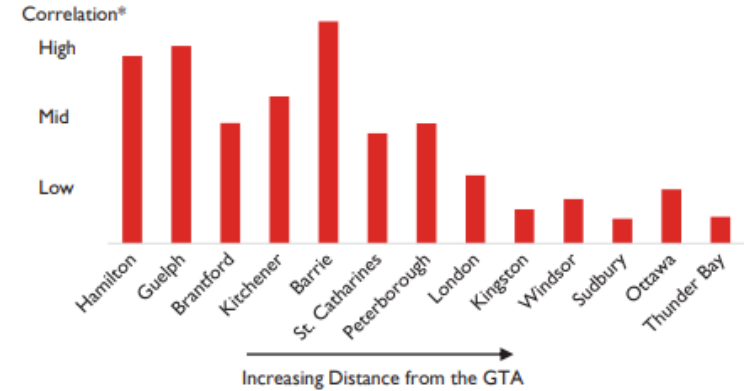
In recent years there has been a well-documented acceleration of market interest in the City as a location for new housing and business investment. These recent growth trends bode well for the future of intensification.

Housing Cost Spillovers From GTA

House prices in the central GTA have increased faster than surrounding areas, especially for larger, family-sized units. These price increases continue to motivate buyers to purchase more affordable homes in nearby urban areas, driving up prices in those communities.

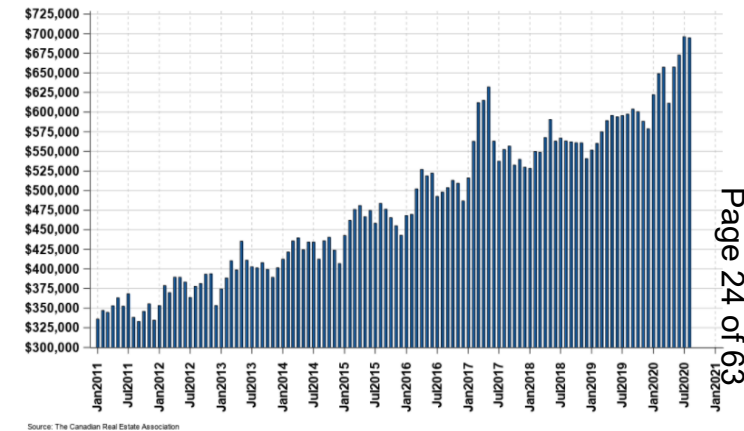
As shown in Figure 13, price spillovers historically have been most prevalent in the cities of Barrie, Guelph and Hamilton. And there is anecdotal evidence that more recent spillovers are occurring even further to the west in Brantford, St. Catharine's-Niagara, and Kitchener. As shown by Figure 14, average housing price in the larger Hamilton-Burlington area has risen steadily over time, even after the 2017 peak and correction. However, while prices may have increased, the City of Hamilton remains affordable relative to the broader GTA where the amount of price appreciation has generally been greater.

Figure 13: Price Growth Relationship Between GTA and Nearby CMAs



Source: CMHC Housing Market Insight Report, Hamilton CMA, January 2017

Figure 14: Historic Residential Average Price Hamilton-Burlington Area



Source: The Canadian Real Estate Association

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Section 3: The City of Hamilton in Context

3.1 Hamilton’s Expanding Role in the Metropolitan Area

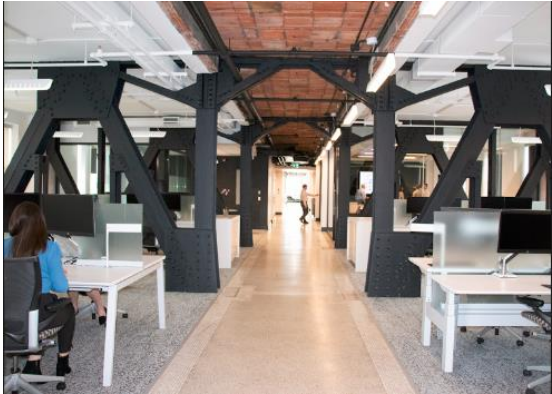
Economic Migration from Central Toronto

Hamilton’s relatively affordable real estate market has made the City more attractive not only for new home buyers but also economic development. This is one of the reasons for the City’s burgeoning Creative Industries sector and local arts scene: economic activities that attract young workers and tend to cluster in central urban areas.

There is anecdotal evidence of downtown Toronto businesses relocating for more affordable space options, including the City of Hamilton. The changing nature of the office market is also driving demand for ‘flex space’, shared work spaces and other co-working arrangements as well as ‘Brick and Beam’ retrofits, such as the Westinghouse redevelopment and Cotton Factory Creative Hub, both shown at right.

In our view, the COVID-19 Pandemic is likely to at least sustain current trends in the office market. Increases in remote working have also led to an interest in new office models: the ‘hub and spoke’ concept, for example, which is characterized by a small central office augmented by other smaller offices or co-working space closer to where employees live. This trend along with the overall attraction of suburban office markets from a real estate cost perspective bodes well for the future of office growth and residential intensification in the City of Hamilton.

Over the longer-term, these trends are anticipated to continue as a result of the growing cost, ever-worsening congestion and other disbenefits to occupying central Toronto office locations. A positive outlook for office growth bodes very well for the future of intensification, especially growth in tech-related/creative sectors and associated demand for fashionable office space in historic downtown industrial buildings.



The former Westinghouse headquarters shown above has been converted to 80,000 sq. ft of Class A office space and a ground floor event space



The former Imperial Cotton Co. has been transformed into the "Cotton Factory": a creative industries complex, with space for workshops and small manufacturing, office space for creative professionals, and studios for artists

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Section 3: The City of Hamilton in Context

3.1 Hamilton’s Expanding Role in the Metropolitan Area

Role as Regional Centre in Southwest GGH

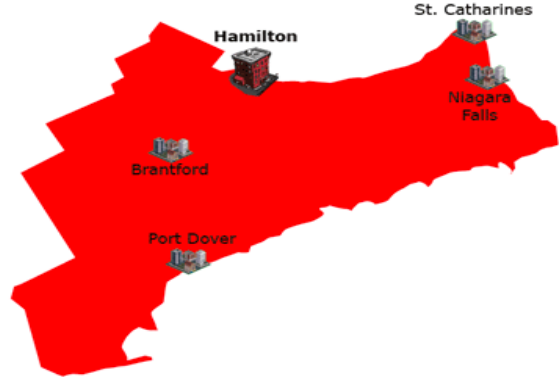
The City of Hamilton has served as a regional centre within the broader southwest GGH for decades. The City is the location of significant higher education and health care resources, community service and cultural amenities serving the broader Hamilton-Niagara-Haldimand-Brant area, represented conceptually by the boundaries of the Local Health Integration Network (LHIN) shown in Figure 15.

Continued housing cost spillovers combined with economic migration from central Toronto is likely to solidify if not expand the City’s economic role as a regional service centre. There is also the real possibility of Hamilton emerging as the second major historic downtown centre in the GGH, driven by a combination of intense growth pressure in the Toronto core and the City’s growing attraction for new business investment.

This potential also suggests that Hamilton will continue to serve demand for ‘regional’ population-related employment such as hospitals, universities and specialized downtown shopping. As noted, a key factor driving housing demand in the outer ring will be continued out-migration from the GTHA. This pattern of demand – combined with the focus on boosting housing supply as part of Bill 108 and new LNA method – is anticipated to continue for communities in the broader Hamilton-Niagara area; especially larger, family-sized housing.

There is recent anecdotal evidence of increased sales and pricing in Hamilton and farther afield in Niagara. The trend towards more dispersed growth (discussed in Section 2.2) combined with the City’s burgeoning Creative Industries sector (especially film) could further expand the City’s current role as a regional service centre within the southwest GGH and, in turn, support demand for residential intensification.

Figure 15: Service Area of the Hamilton Niagara Haldimand Brant LHIN



"COVID-19 speeds up home buyer exodus from Toronto, condo market quivers"
Reuters, August 2020

"It's a 180-degree turn': Toronto realtors see signs of a pandemic exodus"
Globe and Mail, August 2020

"Hamilton house prices explode amid COVID as Toronto buyers leave commuting worries behind"
CBC News, September 2020

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Section 3: The City of Hamilton in Context

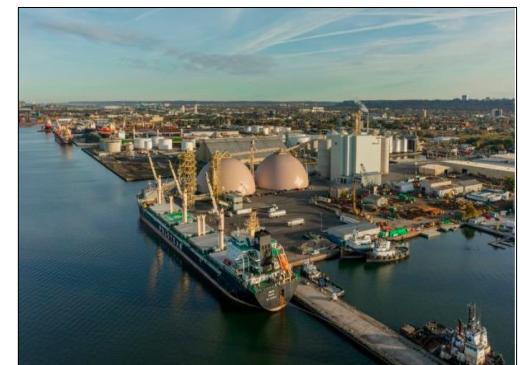
3.1 Hamilton's Expanding Role in the Metropolitan Area

Industrial and Business Park Development

Hamilton is forecast to play a greater role in accommodating employment growth over the long-term, especially for business park and industrial-type uses. After lagging behind for some time, this sector has recently returned to higher levels of performance:

- Demand for **greenfield industrial land** and building space has increased, as indicated by recent and pending projects in the Ancaster, Stoney Creek, Flamborough and Red Hill Business Parks. According to City staff, there is also a growing market interest for development lands in the Airport Employment Growth District (AEGD);
- The **Port of Hamilton** continues to expand as a key link in the goods movement network for agri-food, steel, and other marine-supported industry. Continued investment combined with the amalgamation with the Oshawa Port Authority speaks to a growing regional role for the Port as a major piece of economic infrastructure; and
- There is a renewed interest in the **Bayfront Industrial Area** as a location for growth. Of particular interest is the potential of the nearly 800 acre (310 ha) Stelco lands to accommodate a mix of new employment and potentially additional Port-related uses.

As the City's industrial and business park development accelerates, employment will grow, making the City more attractive as a location for new investment and, in turn, driving population growth and increased demand for housing units overall. It will be important to plan for and protect these economic opportunities from short-term pressures for employment land conversion. There is already a large potential supply of residential intensification opportunities and the City has a long-standing policy objective to focus this type of development in the downtown and other planned nodes and corridors.



Section 3: The City of Hamilton in Context

3.1 Hamilton's Expanding Role in the Metropolitan Area

Research, Innovation and the Technology Sector

Another element of the City's economic and social transformation is its growing attraction for research, innovation and technology-related sectors:

- The City has solidified its role as a **leading centre for research and development** in the GGH, notably for health and life sciences, but also the automotive, steel and advanced manufacturing sectors. The City has been recognized as one of the **Top Intelligent Communities** in the World by the Intelligent Community Forum (ICF) for best practices in workforce development, innovation, and digital inclusion and advocacy (2018 and 2020);
- A network has evolved to encourage **innovation and entrepreneurship at the local level** including the McMaster Innovation Park (MIP) and Joyce Centre for Partnership and Innovation at Mohawk College. Collaborative workspaces such as Seedworks, the Cotton Factory and other shared office/creative spaces have emerged throughout the City to further support growth; and
- The City (until recently) has been experiencing **accelerated growth in the technology sector** along with other areas such as City of Guelph and the Kitchener-Cambridge-Waterloo area. Similar to housing, this growth has been driven in part by rapid office growth, rising space and operating costs and a shortage of qualified talent in the downtown Toronto market.

Notwithstanding the short-term COVID-19 impacts, the City is expected to continue its past strong performance in technology-related and Creative Industry sectors. The film sector, in particular, has the potential to outpace growth expectations. Moreover, a key aspect of emerging tech markets is the presence of younger age groups, which prefer urban lifestyles and tend to cluster in downtown areas. This demographic is also a major source of demand for high-density apartment units and, in turn, residential intensification. Improved accessibility to downtown Toronto via the West Harbour GO station is anticipated to compound these advantages over time.



TOP 7
INTELLIGENT
COMMUNITIES
OF THE YEAR



Section 3: The City of Hamilton in Context

3.2 Local Population and Housing Market Trends

Population and housing market trends in Hamilton have largely followed the broader metropolitan area, including recent growth in central city areas, growth in younger age groups and a shift to more affordable, higher density housing. The long-term outlook remains positive, and both greenfields and intensification will play a role in accommodating growth.

Population Growth has Shifted Within the GTHA

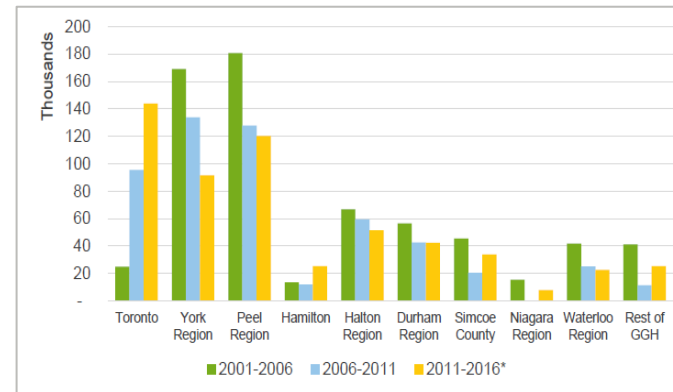
As shown in Figure 16, since 2001 the regional '905' municipalities have accounted for the majority of population growth in the GGH, especially the regions of York and Peel. Their highest levels of growth were in the 2001-2006 period, then declines thereafter. The Cities of Hamilton and Toronto, on the other hand, experienced their most rapid growth in the 2011 to 2016 period as part of a broad shift of growth towards more central city areas.

Recent Growth is Largely in Younger Age Groups

Within the GGH there is a long-standing pattern of growth in the form of young adults moving to the "Big City" for education and employment (historically the City of Toronto) and older adults, along with their children, moving out of Toronto to the '905' and further afield to adjacent communities in the GGH.

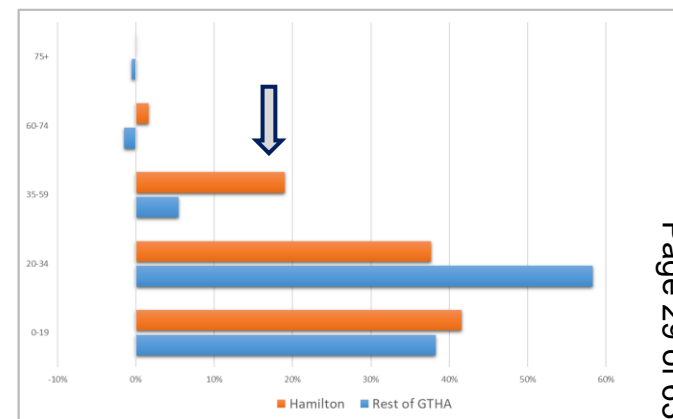
The demographic profile of growth in Hamilton shows a similar pattern of migration, primarily from other locations in the GTHA but also Canada and internationally. As shown in Figure 17, the recent growth has been mainly young adults and those in early family formation years, similar to the profile that has driven growth in the regional municipalities in the rest of the GTHA and GGH.

Figure 16: Population Growth by Census Period, GGH, 2001-2016



Source: Hemson Consulting Ltd. Based on Statistics Canada Annual Demographic Statistics

Figure 17: Age Structure of Net Migration, Hamilton, Rest of GTHA (2016 -2021e)



Source: Hemson Consulting Ltd. Based on Statistics Canada Annual Demographic Statistics

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Section 3: The City of Hamilton in Context

3.2 Local Population and Housing Market Trends

Housing Market has Shifted to Higher Density Forms

Consistent with broader trends, the housing market in Hamilton has generally shifted away from single and semi-detached forms towards towns and higher density apartment units.

- As shown in Figure 18, within the ground-related category, row houses are making up increasing share of dwellings built; and
- As shown in Figure 19, the single-family home market has moved to progressively smaller lots over time.

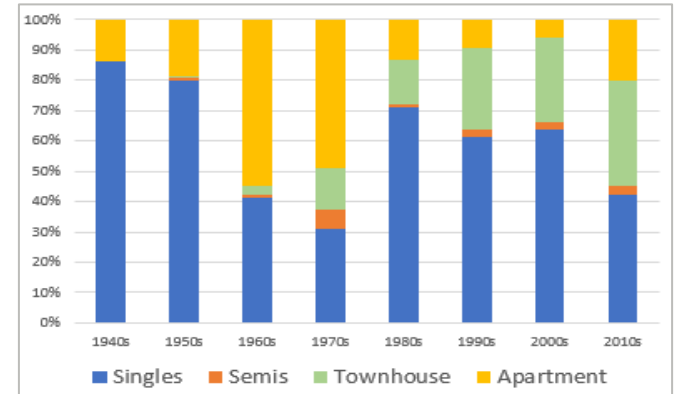
Although home prices and land values have increased, Hamilton’s ground-related market remains relatively affordable within a broader GTHA context. There is also evidence that the City’s apartment market has strengthened considerably and especially in the downtown and the central-west Hamilton area.

Forecast is For More Rapid Growth Moving Forward

The 2012 Schedule 3 *Growth Plan* forecasts overestimated population in Hamilton to 2019 (described more in Section 4.1) though growth over the last few years (until recently) is evidence of a turnaround. The 2020 *Growth Plan* forecasts anticipate more rapid growth moving forward in order to compensate for the growth ‘delayed’ by the abrupt changes brought about by COVID-19.

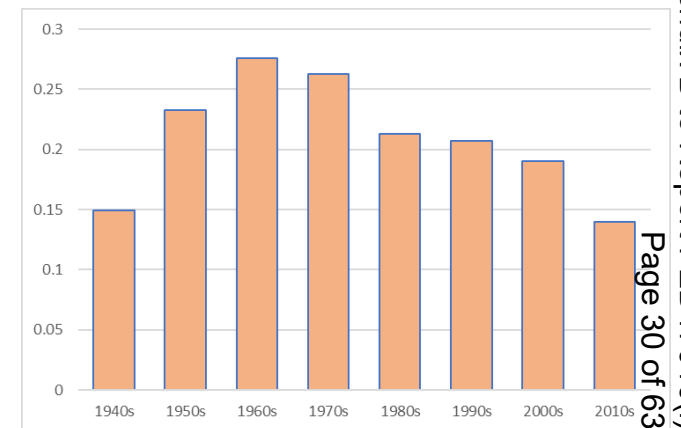
Population will be driven by significantly higher levels of in-migration from the rest of the GTHA than in the past and, in turn, demand for housing units overall. The City will need to maintain this higher rate of population growth to achieve the *Growth Plan* forecast over the period to 2051. The potential for approval delay and other challenges with getting new land supply to market will be an important strategy consideration within this context.

Figure 18: City of Hamilton Dwellings Built by Type 1940-2019



Source: City of Hamilton

Figure 19: City of Hamilton Average Single Family Lot Size 1940-2019 (acres)



Source: City of Hamilton

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Section 3: The City of Hamilton in Context

3.2 Local Population and Housing Market Trends

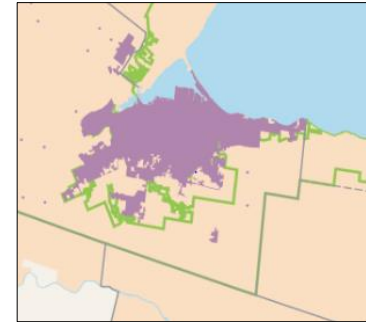
Intensification and Greenfields Both Play a Role

Over the period to 2051, there will be demand for a variety of housing types in Hamilton including larger family-sized units in greenfield locations and units serving non-family needs through intensification. From a planning perspective, however, it is important to reiterate that these two housing markets are not direct substitutes for each other:

- **Intensification is driven by demand.** Powerful economic and demographic forces combined with emerging trends in lifestyle and employer preferences largely dictate the amount and distribution of intensification that occurs throughout the broader metropolitan area.
- **Greenfield development depends on land supply.** Although greenfields have densified over time, growth is still driven primarily by the available land supply. Where demand outstrips that supply, the majority of the market will tend towards smaller lot sizes or move to another location. This trend includes both new and resale housing with the latter, according to City staff, being a key driver of housing demand especially in the lower city.

Having the right planning policies in place is a necessary pre-condition to facilitate development. However, **demand needs to change for more intensification to occur.** More people must want to live in an urban environment. Hamilton's success in the market, therefore, depends on the City's relative attraction for new high-density investment within the broader metropolitan context. Market demand for single family dwellings is expected to be very strong over the period to 2051.

As such, both intensification and greenfields will be required to accommodate future demand, or there is a risk that the *Growth Plan* forecasts will not be achieved as the market for larger-family sized units simply moves further afield. This scenario may lead to fiscal and service delivery challenges associated with reliance on unrealized revenue from development that does not occur as planned (an issue discussed further in Section 5 of this report).



Section 3: The City of Hamilton in Context

3.3 The Pattern of Residential Intensification

The total amount of intensification over the last 15 years is consistent with the original GRIDS expectations in that intensification would gradually increase in time. Somewhat more has occurred in neighbourhoods and less in the nodes and corridors and downtown than was anticipated, however this was due in large part to the presence of remnant vacant parcels within the built-up area. This type of supply is increasingly limited and apartments have become a larger part of intensification activity.

Total Amount of Intensification Has Met Expectations

In 2006, a residential intensification (RI) study was prepared for the original GRIDS and official plan review. The study identified a demand for intensification of **26,500 units to 2031**, consistent with the *Growth Plan* target at the time (2006) that 40% of all new units be accommodated within the built-up area over the planning horizon.

The level of intensification the City has experienced is **on track with these expectations**. As shown at right, a total of roughly 26,800 housing units were constructed across Hamilton over the 2008 to 2019 period. Of these units, approximately 9,500 were located inside the built-up area, which translates into a 35% rate of intensification within a *Growth Plan* context. A higher rate has been achieved in the post-2016 period, albeit with some COVID-related changes dampening the market in early 2020.

As expected, a large share of intensification units (60%) were apartments. The other 40%, however, were ground-related (single and semi-detached and rowhouse units). As the readily available ground-related supply within the City’s built-up area is consumed, **the focus of intensification will have to shift** towards higher density forms – especially apartment units – in order to achieve the *Growth Plan* intensification target.

Projected vs. Actual Intensification 2008-2019	
Projected RI Units	10,800
Actual RI Total Units	9,500
City-Wide Total Housing Units	26,830
Intensification Rate	35%
Average annual unit production	790
Intensification rate post-2016 Census	38%

Source: City of Hamilton (housing starts)

Actual Intensification Housing Mix 2008-2019	
Single and Semi	2,440 (26%)
Rowhouse	1,360 (14%)
Apartment	5,700 (60%)
Total	9,500 (100%)

Source: City of Hamilton (housing starts)

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Section 3: The City of Hamilton in Context

3.3 The Pattern of Residential Intensification

Distribution of Growth has Been Different

While the City-wide amount of intensification has been in line with the original GRIDS expectations, to date the distribution of growth has been somewhat different. Based on the GRIDS analysis in 2006, the UHOP identified the following RI targets by location:

- Downtown Urban Growth Centre (UGC) - 20% of RI Units;
- Urban Nodes and Corridors - 40% of RI Units; and
- Neighbourhoods – 40% of RI Units.

The planning expectation was for the nodes and corridors and downtown Urban Growth Centre (UGC) to accommodate intensification activity over the period to 2031, in accordance with mandated Provincial planning policy directions at the time. To date, however, the neighbourhoods have been accommodating a larger share of intensification activity, including a large share of more traditional ground-related housing in the form of single, semi-detached and rowhouse units.

It should be reiterated that this pattern of growth is mainly the result of the absorption of large or 'greenfield' sites that happened to be located within the built-up area and not necessarily an indication that the UHOP distribution is no longer appropriate. As this supply becomes increasingly limited, the pattern of growth will likely shift and become more aligned with original expectations. The majority of intensification that *has* occurred in the downtown is in apartments. The nodes and corridors have also been accommodating a large share of apartment units as well as strong growth in townhouse units. The shift to apartment units has been especially pronounced in the post-2016 period.

Actual Intensification within Built-up Area 2006-2016

Location	Share of new units
Downtown Urban Growth Centre (UGC)	13%
Nodes and Corridors	19%
Remaining Neighbourhoods	68%
Total	100%

Source: City of Hamilton. *GRIDS2 Growth Summary 2006-2016*

As the remaining supply of large vacant, underutilized or remnant 'greenfield' sites is developed within the built-up area, the pattern of intensification will likely become more focussed in the nodes and corridors and downtown UGC, consistent with GRIDS expectations over the planning horizon.

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Section 3: The City of Hamilton in Context

3.3 The Pattern of Residential Intensification

Apartments Have Become a Larger Part of the Picture

To date, intensification has been occurring across a range of forms, including ground-related housing that may not be 'true' intensification from a planning perspective but still counts towards the *Growth Plan* target. As noted, this pattern of growth is connected to the development of remnant greenfield parcels and 'easy' underutilized sites within the built-up area.

For most communities in the GTHA, growth within the built-up area has taken place where land supply is most economically viable, beginning with available ground-related units for which demand is strong. As this ground-related supply is consumed, intensification must occur increasingly in the form of higher density rowhouse and apartment units. The recent pattern of intensification in Hamilton reflects this well-established progression.

As shown at right, the share of apartment unit construction has increased, especially after 2016. On the flip side, the share of single and semi-detached units has declined. Row houses show the same pattern, generally declining in share over time consistent with a steadily depleting land supply for ground related units. Currently the large rowhouse market that does exist in the GTHA and Hamilton is primarily greenfield in nature.

Of course there will continue to be some infill and redevelopment within the City's neighbourhoods, including both ground-related and "missing middle" housing forms. However, as the supply of large vacant parcels and easy re-development sites are consumed, the form of intensification will increasingly be characterized by higher-density apartment units. An unknown element will be the impact of Provincial Development Charge (DC) and Community Benefits Charges (CBC) legislation, which exempts certain apartment forms and may have the effect of 'pushing' intensification towards either very large or small forms at the expense of some mid-rise opportunities.

Apartment Unit Share of Intensification 2008-2019	
Year	Share %
2008	27%
2009	12%
2010	36%
2011	65%
2012	21%
2013	57%
2014	57%
2015	80%
2016	66%
2017	71%
2018	90%
2019	70%
2008-2011	36%
2011-2016	61%
2016-2019	76%
2008-2019	60%

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Source: City of Hamilton (housing starts)



Section 4: Forecast Demand for Intensification

The forecast demand for intensification in Hamilton is prepared within the context of the broader growth outlook and the City's growing attraction as a location for investment. A range of future outlooks are shown, based on varying Hamilton's relative attraction for new investment. Consistent with recent economic and demographic trends, intensification is anticipated to be focussed in central Hamilton, in particular the downtown and West Harbour Area, but these areas will not be the only locations for intensification.

4.1 The Growth Outlook for the GTHA

Most Communities were Trailing *Growth Plan* Forecasts up to 2016

As noted previously, many communities outside the City of Toronto have been trailing the growth forecasts prepared as Amendment 2 to the *Growth Plan* as measured by Statistics Canada. As shown below, with the exception of employment in the City of Toronto, all upper and single tier municipalities in the GTHA are behind forecast expectations, including the City of Hamilton.

Total Population and Place of Work Employment, GTHA 2016 Upper and Single-Tier Municipalities Compared to Background Work to Schedule 3						
Municipality	Background Work to Schedule 3		ADE Estimates	Census Employment	Differences	
	Total Population	Place of Work Employment	Total Population	Employment	Population	Employment
Durham	691	268	670	224	(21)	(44)
Halton	575	290	570	263	(5)	(27)
Hamilton	568	252	550	229	(18)	(23)
Peel	1,455	741	1,430	695	(25)	(46)
Toronto	2,865	1,573	2,820	1,608	(45)	35
York	1,199	611	1,140	544	(59)	(67)
GTHA	7,353	3,735	7,180	3,563	(173)	(172)

Source: Hemson Consulting Ltd. based on Statistics Canada data and Annual Demographic Estimates (ADE) 2020. Total Population includes Census Net Undercoverage

The main reason for the shortfall is that the forecasts prepared for 2011 to 2016 did not anticipate the degree of out-migration to western Canada from Ontario or Ontario's decline in its national share of immigration. These patterns have now returned to historic averages. The concentration of employment growth in Toronto over this period further shifted the regional distribution, compounding the short-term effects of migration trends.

Section 4: Forecast Demand for Intensification

4.1 The Growth Outlook for the GTHA

Post-2016 Growth was Accelerating Until the COVID-19 Pandemic

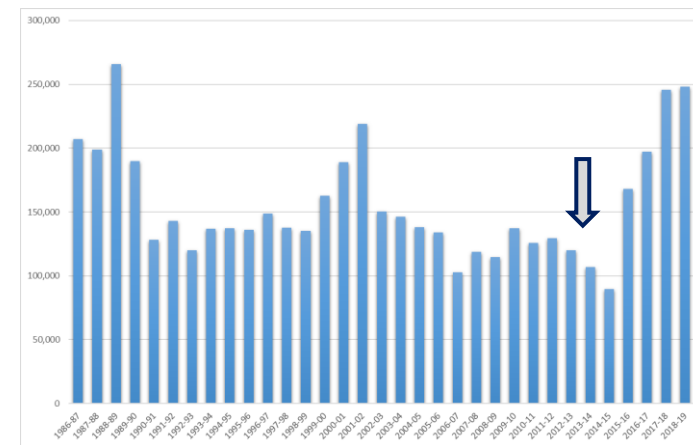
As discussed, population growth is related to economic cycles and immigration rates, with the pattern of lower-than-expected growth in the 2011 to 2016 period indicated by the arrow in Figure 20. Since 2016, there was a reversal of inter-provincial migration back in favour of Ontario. Rising national rates of immigration and Ontario’s rising share of those rates made 2018 and 2019 two of the largest years annually for population growth in the GTHA.

Likewise, employment had also started to grow more rapidly in 2018 and 2019. As illustrated in Figure 21, the employment growth rate in Hamilton had been low compared to Toronto, especially in the 2011-2016 Census period. After 2016, the rate of employment growth increased: over the period to 2019, the Hamilton CMA grew at nearly 4% annually and well outpacing the Toronto CMA, until COVID-19 paused this trend.

Pre-Pandemic Conditions Expected to Return by mid-2023

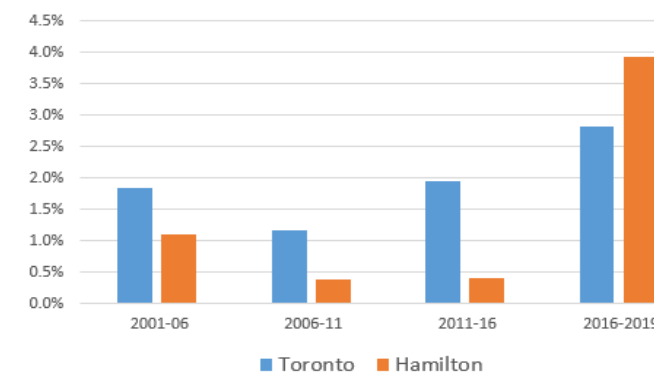
Prior to the COVID-19 Pandemic, the rate of employment growth for both Hamilton and the Toronto CMA was tracking well ahead of the Amendment 2 *Growth Plan* (2019) forecast for the 2016 to 2021 period. The updated *Growth Plan* forecast incorporates a severe economic contraction arising from COVID-19, however **overall growth is expected to return to pre-pandemic expectations by mid-2023**. For Hamilton, the employment forecast is predicated on continued diversification of the local economy, the revitalization of central City employment areas and the emergence of small major office clusters supported by well-located and extensive employment areas throughout the City.

Figure 20: Ontario’s Historic Annual Population Growth 1986-2019



Source: Hemson Consulting Ltd.

Figure 21: Rate of Employment Growth 2001-2019 for Hamilton and Toronto CMA



Source: Hemson Consulting Ltd.

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Section 4: Forecast Demand for Intensification

4.2 Outlook for Intensification in the City of Hamilton

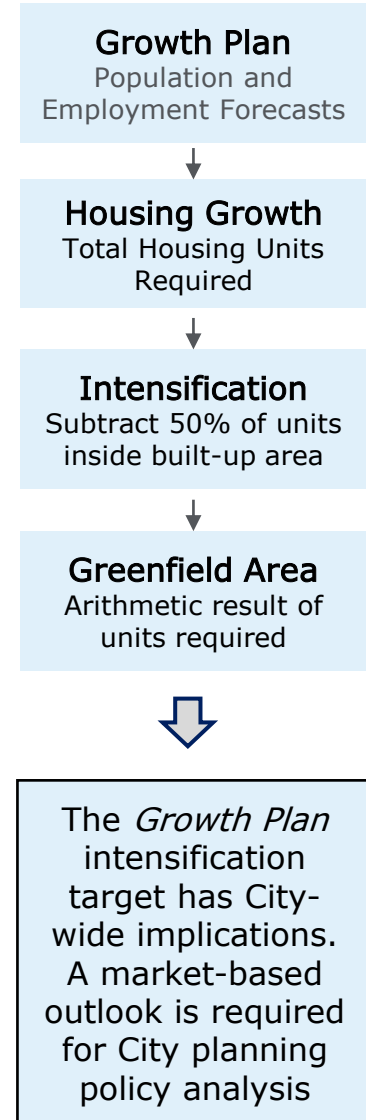
The market demand outlook for intensification is prepared within the context of the *Growth Plan* forecasts and the City’s growing integration within the GTHA. A market-based approach is taken to the analysis to prepare a Current Trends, Low and High forecast over the period to 2051.

A Market-Based Outlook for Planning Purposes

It is important to reiterate that the approach taken to the forecast is to provide a long-term demand outlook for planning purposes. The assignment is not intended to address short-term demand for unit types, pricing or sales. The outlook is undertaken from a **market perspective**, which is different than policy-based approaches such as the *Growth Plan* or economic development and marketing strategies, which tend to be more aspirational in nature.

While aspirational outlooks are useful for economic development and marketing purposes, they are not necessarily appropriate for an analysis of urban land needs within a *Growth Plan* context. There are also many uncertainties that could affect future growth that are difficult if not impossible to predict, such as the COVID-19 Pandemic, as well as changing short- and longer-term migration patterns and resulting shifts in the land and building space required to accommodate growth.

Under the *Growth Plan*, the intensification target has the effect of reducing the number of units allocated to the City’s designated greenfield areas through the LNA and, in turn, the different types of units available to satisfy future demand. If the supply of greenfield and intensification units is not reasonably balanced, there is a risk that the *Growth Plan* forecast will not be achieved, which could lead to fiscal and service delivery challenges. As a result, the forecast presented in this report is a market-based outlook that represents, in our view, the most **plausible range of future demand**. It will be for the City to balance the market forecast with policy objectives to be developed as part of GRIDS2 and the MCR.



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Section 4: Forecast Demand for Intensification

4.2 Outlook for Intensification in the City of Hamilton

Growth Plan Provides the Context for Analysis

The forecast of demand for intensification is prepared within the context of the *Growth Plan* Schedule 3 forecasts, which must be used for planning purposes by all municipalities in the GGH, including the City of Hamilton. Higher forecasts may be considered as part of the MCR, however lower forecasts are not permitted.

For Hamilton, the *Growth Plan* forecasts a total population of 820,000 in 2051, which translates into a City-wide total of approximately 332,900 housing units. This forecast represents growth of **110,300** units from an estimated 2021 base, summarized at right. The *Growth Plan* forecasts are structured as a share of the GGH housing market taking into account land supply, especially in Halton and Peel Regions where rapid population growth continues.

Over time, as the supply of development lands in these competing locations is depleted, Hamilton will be drawn 'closer' to established communities in the GTA-west and demand for housing will increase. The re-emergence of the downtown as an attractive location for technology-based industry and office uses combined with the City's expanding economic and demographic role in the GGH supports the view towards accelerating growth over time.

The economic integration enabled by the new West Harbour GO station is a further advantage in this context. Improved connectivity to downtown Toronto will, over time, encourage new business investment both within the City's designated greenfield areas and intensification in the built-up area.

City of Hamilton Census 2016 Housing Units and Forecast to 2051

2016 Census Existing Housing Units	211,600
2021 Estimated Existing Housing Units	222,600
2051 City Total Housing Unit Forecast	332,900
2021-2051 Forecast Housing Unit Growth	110,300

Source: Hemson Consulting Ltd. Housing units are occupied private households in accordance with Census definitions. 2021 units are estimated from CMHC housing market information.

The *Growth Plan* forecasts a total population of 820,000 in 2051 for the City of Hamilton, which is the **minimum forecast to be used** for planning purposes. Lower forecasts are not permitted.

The *Growth Plan* 2051 population forecast translates into a City-wide total of 332,900 housing units, representing growth of 110,400 units over the 2021-2051 period.

Section 4: Forecast Demand for Intensification

4.2 Outlook for Intensification in the City of Hamilton

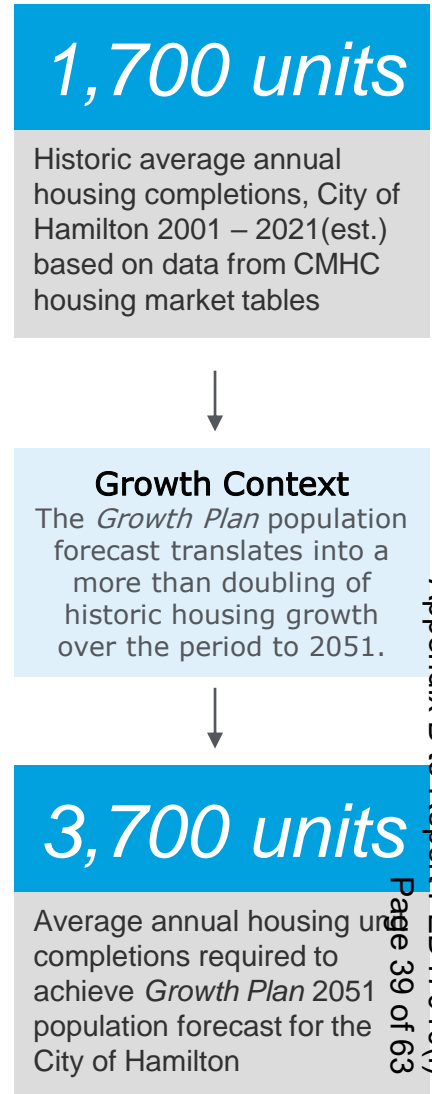
Approach Is to Model a Range of Demand Outlooks

The forecast of demand is undertaken within the control total of the City-wide housing forecast. As illustrated at right, the *Growth Plan* population forecast translates into a **significant increase in housing growth** over the period to 2051: **more than a doubling** of the historic rate of completions **from 1,700 to 3,700 units annually**. The intensification demand outlooks are modelled within this context, as follows:

- The housing mix within the built up area is set broadly at 20% ground related and 80% apartment units. Between 3% and 5% of apartments would be accessory units: defined as added apartments to a house rather than 'duplex' units as defined by Statistics Canada. This definition is used to more accurately reflect how these units tend to be treated from a land use planning perspective.
- The unit mix in greenfield and rural areas is set broadly at 95% ground-related units, for our purposes here only. A different housing unit mix may be determined as part of the LNA (March 2021) in accordance with the new Provincial method noted previously. Within the ground-related market, row housing is anticipated to remain strong, accounting for approximately 25% of total new units; and
- Each of the demand outlooks is varied in terms of the overall housing mix as a way to reflect Hamilton's relative attraction for high-density residential development within the broader GTHA market context. The result is a Current Trends, High and Low forecast demand outlook.

Significant Intensification Anticipated

A significant amount of intensification is anticipated to occur under all of the demand outlooks. As noted, from a development perspective, the *Growth Plan* anticipates an expanded economic and demographic role for Hamilton. This outcome may have been delayed somewhat but has recently been unfolding as predicted, with the continued depletion of development lands in nearby communities and increasingly integrated housing and labour markets drawing the City of Hamilton closer in to the social and economic orbit of the broader GTHA marketplace.



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Section 4: Forecast Demand for Intensification

4.2 Outlook for Intensification in the City of Hamilton

Current Trends, High and Low Forecast

The demand outlooks are summarized below. In accordance with the *Growth Plan*, intensification is defined as all new units inside the built-up area, regardless of unit type. However, most of the growth over time will be in apartment units as noted previously. The resulting share of new units within the built-up area is an **output of the analysis**, and shown only for ease of comparison to the *Growth Plan* Target.

Current Trends Forecast – Results in 40% of New Units as Intensification

The Current Trends Forecast continues the City’s strong recent performance within a post COVID-19 economic context. It continues the recent and well-documented upswing in apartment construction, resulting in 40% of all new units inside the built-up area. While the *share of intensification units* may be consistent with the City’s past performance, the actual amount is much higher compared to past trends because the overall housing unit growth is greater. Under the updated *Growth Plan* forecasts, housing growth increases quickly after 2021 and is maintained over the period to 2051.

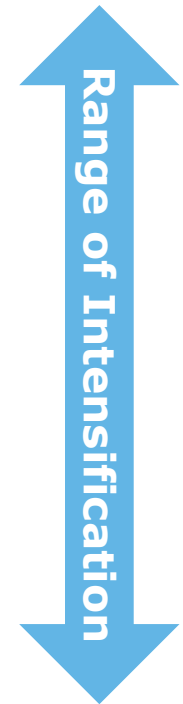
Low Forecast – Results in 29% of New Units as Intensification

The Low Growth Forecast is closer to a “business as usual” outlook. It anticipates a more modest increase in the share of apartment units, reflecting the amount that might be expected to occur if the market were left to its own devices without any substantial policy intervention. The forecast results in 29% of new units within the built-up area, which is still a significant amount of intensification.

High Forecast – Results in 48% of New Units as Intensification

The high forecast is approaching the maximum plausible demand outlook. It anticipates a significant acceleration of current apartment construction and growth in the central Hamilton real estate market. The forecast translates into 48% of new units within the built-up area. This level of intensification would have significant implications for the amount, type and scale of new development that would need to occur in the community.

High Forecast
Approaching
Maximum market-
based demand



Low Forecast
Closer to ‘business-
as-usual’

Section 4: Forecast Demand for Intensification

4.3 Demand Outlooks

Current Trends Forecast – 40% of New Units as Intensification

The Current Trends Forecast maintains the recent pattern of Hamilton’s resurgence as an economic and cultural centre within the GGH and a continued shift in housing preference towards apartments. The following key points are of note:

- The current trends forecast anticipates a total growth of approximately 44,100 units inside the built-up area over the period from 2021 to 2051. This equates to a share of approximately 40% of new housing units.
- While this outlook may look similar to past trends (just under 40% of new units in the post-2016 period as noted previously) it is not a ‘straight line’ forecast. The overall level of housing unit growth, and therefore amount of intensification, will be much higher compared to the past.
- The forecast translates into a total of 1,470 intensification units annually, which is an increase of nearly 700 units per year compared to past trends. To achieve this forecast, 12,600 households that would otherwise occupy ground-related housing will need to shift their preference to apartment units.
- Of the total housing units forecast for inside the built up area, approximately 33,500 will be apartment units. To provide a sense of what this outlook means in terms of new construction, 33,500 new apartment units over a 30-year period (2021-2051) translates into approximately 1,120 units per year.
- At an average size of between 150 and 200 units, this means that **6 to 7 new apartment buildings would need to be completed annually** over the period to 2051. Assuming a three-year construction period, this suggests that in the range of **18 to 21 buildings would need to be under construction at all times**. Of course, the new apartment market will also likely include low- and mid-rise forms. Nevertheless, the sheer scale of new construction that is indicated under the Current Trends forecast remains of note.

The technical details for the Current Trends forecast are shown on the data table on the following page.

Key Metrics

44,100

Forecast New Units Inside Built-Up Area 2021 to 2051


Intensification Units Required Annually	
40% of new Units	1,470
Historic 2008-2019	790
Change from past	+680

33,500

Apartment Units Inside Built-Up Area 2021 to 2051

6 to 7 new buildings completed every year to 2051

18 to 21 buildings under construction at all times



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Section 4: Forecast Demand for Intensification

4.3 Demand Outlooks

Current Trends Forecast – 40% of New Units as Intensification

The technical details for the Current Trends forecast are shown in the data table below.

Current Trends Intensification Scenario						
Estimated 2016–2021 Housing Growth by Type and						
2021–20251 Housing Growth by Type and Policy Area (Location)						
2016–2021 Estimated Housing Growth						
	Single/ Semi	Row	Accessory Apartments	Apartment Building	Total	
2016 Existing	131,300	24,900	3,200	52,200	211,600	
2016-2021 Growth	4,100	4,500	700	1,600	10,900	
2021 Estimated Total Units	135,400	29,400	3,900	53,900	222,600	
2021–2051 Forecast Housing Growth						
	Single/ Semi	Row	Accessory Apartments	Apartment Building	Total	Policy Area Share
Inside Built Up Area	2,200	6,600	1,800	33,500	44,100	40%
Greenfield and Rural	41,200	21,000	1,000	3,000	66,200	60%
City Total	43,400	27,600	2,800	36,500	110,300	100%
Housing Mix of Growth	39.4%	25.0%	2.5%	33.1%	100.0%	n/a
2051 Total Units	178,800	57,000	6,700	90,400	332,900	n/a

Source: Hemson Consulting Ltd. Based on Statistics Canada. Figures may not add due to rounding, and may differ slightly from the results of the LNA because of differences in the approach to the analysis.

As discussed, the Current Trends forecast is for a significant amount of intensification compared to past trends. It is worth reiterating that, although the resulting *share of new units* may be in line with historic trends, the overall housing growth, and therefore intensification, is much higher. Significant new construction activity will be necessary to achieve this forecast.

Section 4: Forecast Demand for Intensification

4.3 Demand Outlooks

Low Forecast – 29% of New Units as Intensification

The Low Forecast is closer to a 'pure' market-based or 'business as usual' outlook, absent the major *Growth Plan* policy directions and targets to encourage a shift to higher density forms. The following key points are of note.

- The Low Forecast anticipates a total growth of approximately 31,500 units inside the built-up area over the period from 2021 to 2051. This equates to a share of approximately 29% of new housing units.
- This outlook embodies a somewhat greater focus on housing preferences for ground-related units, more consistent with historic trends and aligned with what the 'market' would deliver if left mostly to its own devices. This focus is reflected in a relatively higher share of ground related housing forms as compared to the Current Trends or High Forecast outlooks.
- The forecast translates into a total of 1,050 intensification units annually, which is still an increase of 260 units per year compared to past trends. To achieve this forecast, approximately 3,200 households that would otherwise occupy ground-related housing will need to shift their preference to apartment units.
- Although the Low Forecast embodies a more traditional pattern of housing, there will still be significant apartment unit growth. Of the total housing units forecast inside the built boundary, approximately 23,900 will be apartment units, which translates into approximately 800 units per year.
- Again using an average apartment building size of between 150 and 200 units, this forecast means that **4 to 6 new apartment building will need to be completed annually** over the period to 2051, with **12 to 15 buildings under construction at all times**. Some low and mid-rise apartments and limited ground-related housing would also need to be accommodated within the built-up area.

The technical details for the Low Forecast are shown on the data table on the following page.

Key Metrics

31,500

New Units Inside Built-Up Area 2021 to 2051

Intensification Units Required Annually

29% of new Units	1,050
Historic 2008-2019	790
Change from past	+260

23,900

Apartment Units Inside Built-Up Area 2021 to 2051

4 to 5 new buildings completed every year to 2051

12 to 15 buildings under construction at all times



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Section 4: Forecast Demand for Intensification

4.3 Demand Outlooks

Low Forecast – 29% of New Units as Intensification

The technical details for the Low Forecast are shown in the data table below.

Low Intensification Scenario						
Estimated 2016–2021 Housing Growth by Type and						
2021–2051 Housing Growth by Type and Policy Area (Location)						
2016–2021 Estimated Housing Growth						
	Single/ Semi	Row	Accessory Apartments	Apartment Building	Total	
2016 Existing	131,300	24,900	3,200	52,200	211,600	
2016-2021 Growth	4,100	4,500	700	1,600	10,900	
2021 Estimated Total Units	135,400	29,400	3,900	53,900	222,600	
2021–2051 Forecast Housing Growth						
	Single/ Semi	Row	Accessory Apartments	Apartment Building	Total	Policy Area Share
Inside Built Up Area	1,600	4,700	1,300	23,900	31,500	28.5%
Greenfield and Rural	51,300	22,900	1,200	3,500	78,900	71.5%
City Total	52,800	27,600	2,400	27,400	110,400	100.0%
Housing Mix of Growth	47.9%	25.0%	2.2%	24.9%	100.0%	n/a
2051 Total Units	188,200	57,000	6,400	81,300	333,000	n/a

Source: Hemson Consulting Ltd. Based on Statistics Canada. Figures may not add due to rounding, and may differ slightly from the results of the LNA because of differences in the approach to the analysis.

The Low Forecast reflects more of what the market would deliver if left to its own devices and in theoretical absence of substantial policy intervention or greenfield land supply constraints. The overall amount of new construction activity is lower than the other two forecasts, but still represents a significant level of intensification compared to historic patterns.

Section 4: Forecast Demand for Intensification

4.3 Demand Outlooks

High Forecast – 48% of New Units as Intensification

The High Forecast is approaching maximum demand for intensification from a market perspective. Under the high forecast, Hamilton becomes significantly more attractive for new residential investment and, in turn, intensification within the built-up area. The following key points are of note.

- The High Forecast anticipates a total growth of approximately 52,800 units inside the built-up area the period from 2021 to 2051. This equates to a share of 48% of new housing units.
- The High Forecast is based on an even more significant increase in the share and preference for apartments in the local market and requires a strong acceleration of the current rates of development in the City.
- The forecast translates into a total of 1,760 intensification units annually, which is an increase of nearly 1,000 units per year compared to past trends. To achieve this forecast, nearly 20,000 households that would otherwise occupy ground-related housing must shift their preference to apartment units.
- Of the total housing units forecast inside the built-boundary, approximately 40,200 will be apartment units, which translates into approximately 1,340 units per year. At a size range of between 150 and 200 units, **7 to 9 new apartment buildings would need to be completed annually** to 2051, translating into between **21 and 27 buildings under construction at all times**.
- Since the current concentration of high-density growth in Toronto is widely anticipated to continue and there are still other competing locations for new investment outside Toronto, notably the VMC and Kitchener-Waterloo, achieving the high forecast outlook for the City of Hamilton will be a challenge (but not impossible) from a market demand perspective.

The technical details for the High Forecast is shown on the data table on the following page.

Key Metrics

52,800

Forecast New Units Inside Built-Up Area 2021 to 2051

Intensification Units Forecast Annually

48% of new units	1,760
Historic 2008-2019	790
Change from past	+970

40,200

Apartment Units Inside Built-Up Area 2021 to 2051

7 to 9 new buildings completed every year to 2051



21 to 27 buildings under construction at all times

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Section 4: Forecast Demand for Intensification

4.3 Demand Outlooks

High Forecast – 48% of New Units as Intensification

The technical details for the High Forecast are shown in the data table below.

High Intensification Scenario						
Estimated 2016–2021 Housing Growth by Type and						
2021–2051 Housing Growth by Type and Policy Area (Location)						
2016–2021 Estimated Housing Growth						
	Single/ Semi	Row	Accessory Apartments	Apartment Building	Total	
2016 Existing	131,300	24,900	3,200	52,200	211,600	
2016-2021 Growth	4,100	4,500	700	1,600	10,900	
2021 Estimated Total Units	135,400	29,400	3,900	53,900	222,600	
2021–2051 Forecast Housing Growth						
	Single/ Semi	Row	Accessory Apartments	Apartment Building	Total	Policy Area Share
Inside Built Up Area	2,600	7,900	2,100	40,200	52,800	48%
Greenfield and Rural	34,300	19,700	900	2,600	57,500	52%
City Total	36,900	27,600	3,000	42,800	110,300	100%
Housing Mix of Growth	33.5%	25.0%	2.7%	38.8%	100.0%	n/a
2051 Total Units	172,300	57,000	6,900	96,700	332,900	n/a

Source: Hemson Consulting Ltd. Based on Statistics Canada. Figures may not add due to rounding, and may differ slightly from the results of the LNA because of differences in the approach to the analysis.

The High Forecast represents significant change for the Hamilton market, So although the *Growth Plan* 50% intensification target is characterized as a “minimum”, it represents a major market shift for the Hamilton real estate market in relation to historic rates of intensification and within the geography of high-density growth in the GGH: especially central Toronto and other emerging nodes to the west.

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Section 4: Forecast Demand for Intensification

4.4 Supply Potential

In addition to the forecast demand, supply is also important. Both the short-and longer-term availability of locations to accommodate new development can affect the growth outlook. In short:

- To capture intensification, regional demand needs to meet local supply through **economically viable projects**. There must be a market opportunity, the landowner must have an interest in undertaking the project and suitable services and amenities must be in place.
- As such, the real economic prospects for intensification locally are influenced by demand as well as the **availability of sites** and the time required to complete the necessary property assemblies.
- More complex and time-consuming efforts are required to bring new projects to market over time, with site configuration and access often becoming more **serious challenges over time** – or put more simply: after the ‘easy’ ones are gone.

The City of Hamilton is well-positioned from a supply perspective. A potential of up to approximately 72,000 units has been identified by City staff to 2051, which would be sufficient to accommodate future demand. Notwithstanding, intensification can be a slow process with the combined requirements of site acquisition, financing, planning approvals and multi-year construction periods affecting the timing and location of new units in the market. This variability makes it difficult to identify all potential supply opportunities with accuracy and is especially challenging over the extended 30-year planning horizon to 2051.

Public concern and opposition to re-development can also affect intensification locally, as has been the case in the City of Toronto for some time and has started to emerge in Hamilton. Nevertheless, the City has not yet had to deal with supply challenges to nearly the same extent. There is currently a significant potential of **pre-zoned sites** to accommodate near-term demand in the downtown, along transit corridors and in the other nodes, corridors and neighbourhoods throughout the City.



Supply Potential
 City staff estimate that up to 72,000 units could be available, which would be sufficient for even the high forecast demand outlook

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Section 4: Forecast Demand for Intensification

4.5 Distribution of Growth Within the Built up Area

The current concentration of growth in central Hamilton is likely to continue, especially in the downtown and West Harbour area. The other nodes and corridors are likely to play a longer-term role. And while the current number of proposed units remains relatively high, intensification in the City's remaining neighbourhoods is expected to be more limited and variable over the period to 2051.

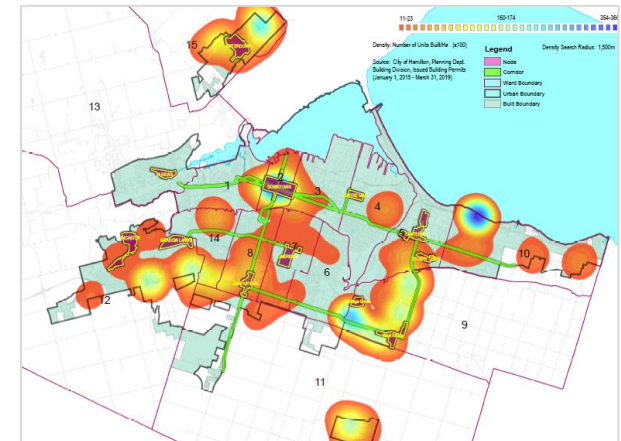
Recent Development Shows Key Growth Areas

In recent years, residential development activity has been occurring throughout the City as illustrated in Figure 22. Key areas include:

- The Downtown Urban Growth Centre;
- Binbrook Village, including traditional ground-related housing and an emerging interest in higher density forms;
- Upper Stoney Creek and along the Waterfront, with a mix of housing including low and higher density forms;
- Flamborough, especially Waterdown where current development activity shows no signs of slowing; and
- Remaining pockets of greenfield development lands in Ancaster, including the Meadowlands community.

Within the built-up area, the highest densities are generally taking place within the nodes and downtown, but also on the waterfront. The pattern of growth in the neighbourhoods has included lower density ground-related units, with an example illustrated at right. However, as the remaining supply of land for this type of housing in the built-up area is depleted, the pattern of growth will need to become more oriented towards higher density apartment units and, in turn, likely better aligned with the original GRIDS expectations.

Figure 22: Residential Building Activity "Heat Map" 2015 - 2019



Source: City of Hamilton



Section 4: Forecast Demand for Intensification

4.5 Distribution of Growth Within the Built up Area

Concentration in Central Hamilton Likely to Continue

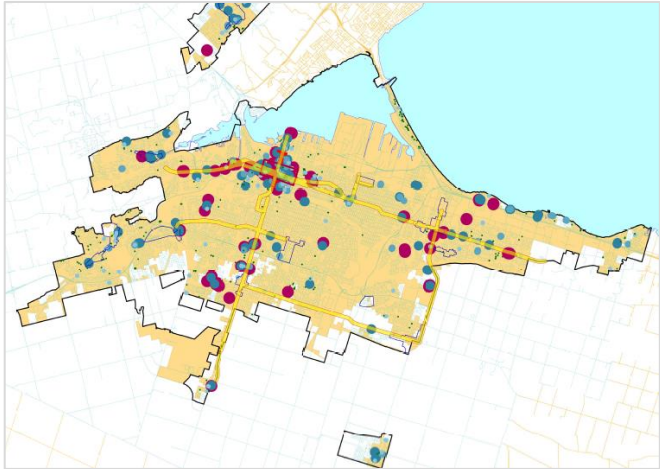
Recent development trends show that the majority of new mid- and high-rise apartment projects have been focussed in the downtown and West Harbour area. There is, of course, market interest for apartment units in other attractive locations – the historic core of Dundas and Ancaster and along the waterfront for example – but the bulk of recent demand is in central Hamilton.

The number of current and pending apartment projects reinforces the current geographic pattern as illustrated in Figure 23, which shows a concentration of growth in the downtown and along the urban nodes and corridors. Given that future intensification will be dominated by apartment units, we would expect the concentration of growth in central Hamilton to continue.

Significant new development activity is also anticipated for the West Harbour Area, especially Piers 7&8 and Barton-Tiffany as illustrated in Figure 24. Together these areas are expected to accommodate approximately 2,500 new residential units as well as significant new commercial space, including the recently announced "Hamilton Studio District" for the Barton-Tiffany area.

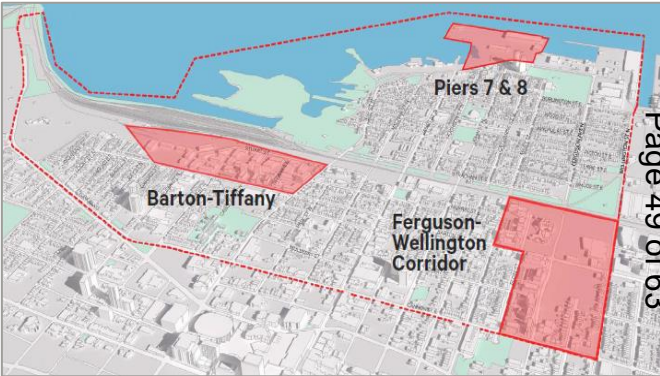
Additional development is anticipated in other areas, such as the Ferguson-Wellington corridor, as well as the provision of affordable housing supply through the planned redevelopment of Jamesville and the Ken Soble Tower Revitalization, among other initiatives. This new development supported by recent GO Transit investments will only compound the attraction of central Hamilton and the downtown as a location for intensification.

Figure 23: Apartment units Planned or Recently Built in Hamilton, 2019



Source: City of Hamilton. Colour of dots correspond to number of units. Light blue represents up to 150 units. Purple represents 150 units and above.

Figure 24: Primary Areas of Reinvestment and Development Within West Harbour area



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4.5 Distribution of Growth Within the Built up Area

Prospects for Light Rail Transit (LRT) Corridor Unclear

The Hamilton B-Line Rapid Transit corridor was identified in 2015 as a Metrolinx priority project, envisioning rapid transit between Eastgate Square and McMaster University. A Light Rail Transit (LRT) line was identified as the preferred solution and first piece of the City’s rapid transit strategy; the “BLAST” network.

According to Metrolinx, the Hamilton LRT would act as a catalyst for economic development, attracting development interest and, in turn, intensification along the corridor. This expectation is in line with the experience of other communities outside Toronto, notably Kitchener-Waterloo, where more than 50 projects have been built or are in process along its LRT corridor. As illustrated in Figure 25, much of this growth has occurred in uptown Waterloo, downtown Kitchener and downtown Cambridge.

A similar uplift in economic activity is anticipated to occur with the completion of Hamilton LRT. Despite being initially cancelled in 2019, the Province has now identified the LRT as a priority transit project. However, additional federal funding is required to construct the full length of the project so the future prospects for intensification along the corridor remain somewhat unclear.

Nevertheless, the transit corridor remains a high priority from a City planning and Provincial policy perspective. As well, areas that overlap with the downtown and West Harbour are still likely to see development interest, in line with the experience of Kitchener-Waterloo. However, without rapid transit investment the remainder of the corridor is less likely to deliver the levels of intensification that might otherwise be expected.



Figure 25: Planned and Completed Projects 2011-2017, Waterloo Region LRT Corridor



Source: Region of Waterloo

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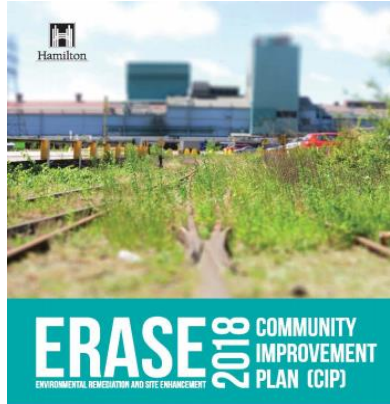
Section 4: Forecast Demand for Intensification

Planning Policy is Well-advanced to Support Intensification

As noted, having the right planning policies in place is necessary to accommodate future demand: one that intentionally encourages intensification. Planning policies are required to set the overall vision and density expectations. And detailed zoning and site plan regulations are required to manage the development process. Key elements of the City’s framework to support intensification include:

- The **Urban Hamilton Official Plan** (UHOP) that establishes focal points of activity (nodes) connected by a series of corridors to accommodate intensification;
- A **new vision for the Downtown**, including updated land use designations, height limits and development standards;
- Updated **zoning-by laws** for Transit-Oriented Corridors (TOC), commercial mixed-use areas and residential areas (in progress);
- **New and updated secondary plans** including the Downtown, Centennial, Waterdown community node (in process) and the West Harbour (Setting Sail) area; and
- **Financial incentive programs**, which play an important role in helping to reduce the costs associated with development in Downtown Hamilton, Community Downtowns, Business Improvement Areas (BIAs), the Mount Hope/ Airport Gateway, and the commercial corridors as identified in the Downtown and Community Renewal Community Improvement Project Area By-law. There are also financial incentives available for properties designated under the Ontario Heritage Act to support the City’s conservation and restorative initiatives. The **Downtown and Community Renewal Community Improvement Plan** (CIP) provides the basis through which these programs are provided.

Planning policies are necessary to provide opportunities for intensification to occur but cannot (in and of itself) change the nature and timing of the development process. Intensification occurs incrementally and the process is not linear: it tends to fluctuate and compound over time. The most significant changes occur only after a ‘critical mass’ of development activity has been reached, as observed recently with the City of Toronto. Within this context, the City’s current policy framework is well-advanced to support intensification, including SDUs, in planned locations.



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Section 4: Forecast Demand for Intensification

4.5 Distribution of Growth Within the Built up Area

Demand in Rest of City Will be More Variable Over Time

Although intensification is planned to be focussed largely in central Hamilton, this does not mean that no such development will occur anywhere else within the built-up area. Remaining lower density infill and other parcel-by-parcel redevelopment will continue to play a role, including low and mid-rise apartments and other forms of 'missing middle' housing. This type of demand, however, tends to be more variable and difficult to predict.

Another likely source of demand for intensification is through the **redevelopment of existing large format retail** centres for a mix of uses, but especially high-density residential. This trend is emerging across the GTHA, both within and outside the built-up area. Major examples include the Yorkdale Shopping Centre, Galleria Mall and Golden Mile in Toronto, the Vaughan Mills Secondary Plan in York Region, and more recently around the Square One shopping centre in the City of Mississauga, as illustrated at right.

Interest in this type of intensification is emerging in Hamilton, as shown by the proposal (under review) to redevelop the Flamborough Power Centre and surrounding properties and the recent sale of the City Centre mall in the downtown. This trend will continue as growth in e-commerce continues to reshape the physical retail environment and owners move to intensify and expand around existing offerings. Within this context, there is likely to be demand for intensification around other large-scale malls in the City such as Limeridge and Eastgate, especially, given the potential for a new GO Transit station and connectivity to downtown Toronto at the latter location.



The recent proposal for the Galleria Mall in central Toronto envisions over 3,000 residential units in 8 new mixed-use high-rise towers (above). The proposal for Mississauga's Square One shopping centre could become one of the largest mixed-use developments in Canada (below).



Section 5: Conclusions and Recommendations

In light of the foregoing, a number of conclusions are reached: these are summarized below and explained in more detail in the section that follows. Based on these conclusions, it is recommended that an intensification target of 50% be adopted for the current period and that the City focus on further improving its attraction for higher-density living to increase the likelihood of success. A higher intensification target could be considered for later in the horizon, with ongoing monitoring and reporting to track progress and performance over time.

1	Outlook for Intensification	The outlook for intensification is bright, with strong demand anticipated across the GTHA over the period to 2051. The City of Hamilton is well-advanced in its efforts to encourage intensification including policy and zoning frameworks and financial and other incentives to accommodate future demand.
2	Capturing the Opportunity	Where that intensification occurs, however, will be driven by the relative attraction of various locations for new investment. Many factors must come together to achieve significant intensification, including planning policy, services and amenities, land ownership and site characteristics.
3	Housing Supply	Both greenfield housing and intensification units are required to accommodate the <i>Growth Plan</i> forecasts to 2051. Housing growth continues to be driven by demand for affordable family-sized units and the City has very limited control over the amount and timing of intensification that occurs.
4	Implications and Risks	There are fiscal implications associated with planning for a rapid shift in housing demand, in particular the risk that the amount and mix of housing growth does not occur as expected. Planning for a level of intensification that is beyond reasonable market expectations could also have other unintended consequences from a planning perspective.
5	The Intensification Target	Within this context, an intensification target of 50% is considered a suitable aspirational goal and recommended for current purposes. A higher target could be considered for later in the forecast period, depending on how growth unfolds in terms of Hamilton's relative attraction for higher-density living. A balanced approach should be considered moving forward.

Section 5: Conclusions and Recommendations

5.1 Outlook for Intensification

Powerful economic and demographic forces combined with a growing preference for more urban lifestyles will continue to drive demand for intensification across the GTHA. Notwithstanding short-term COVID-19 economic impacts, the following observations persuade us that this will be the case:

- From a demographic perspective, growth will continue to include a large share of young adults that tend to prefer a more urban lifestyle and cluster in central areas. This pattern is consistent with long-standing demographic trends and is not expected to shift significantly or rapidly over the long-term.
- Many of these residents will be locating in the City of Toronto for education and employment opportunities, as well as emerging intensification areas in southern York Region (notably the VMC), the City of Mississauga, Oakville, Burlington and, increasingly, the City of Hamilton.
- The aging of the population, along with the preferences of young adults will drive steady demand for apartment units. This demand will be boosted by other factors such as growth in the technology sector, the 'war for talent', the sharing economy and other factors (until recently) driving demand for rental units that tend to be overwhelmingly in apartment unit forms.
- At the same time, however, demand for larger family-sized units will remain strong. This strong demand will likely continue to contribute to increasing housing costs and worsening affordability which, in turn, can be expected to support market shifts to smaller units and more people living in denser, more affordable housing forms over time.

In our view, recent trends point to a strong future for intensification, especially in high-quality urban environments within the built-up area. There is also likely to be some interest for intensification outside the built-up area, as suggested by the Flamborough power centre proposal and a major proposal for development on the City's waterfront, both of which are in the DGA.



Developments recently approved in the Downtown (top) and envisioned along the waterfront (above) show an interest for intensification within Hamilton across a range of different locations

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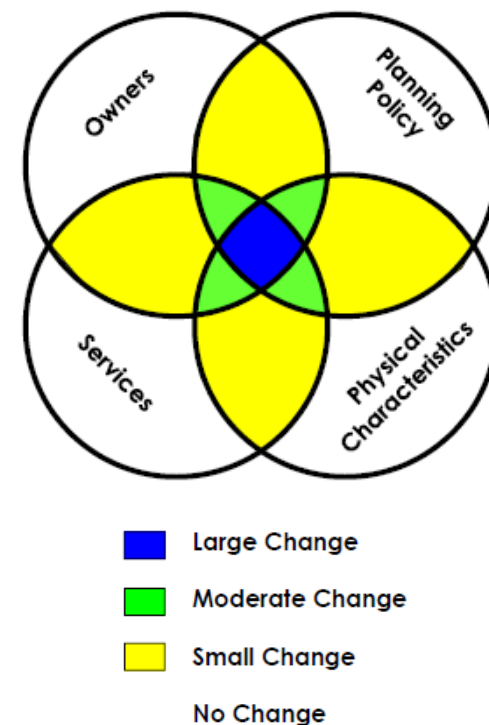
Section 5: Conclusions and Recommendations

5.2 Capturing the Opportunity

The amount of intensification and redevelopment that actually occurs within a community is driven by its relative attraction for investment within the broader market context. As shown in Figure 26, four key local factors also influence the probability of intensification occurring:

- **Planning policy**, implementing zoning by-laws and municipal financial tools (DC, CBC, Parkland Acquisition) must specifically encourage intensification. As discussed, the City is well-advanced in terms of updates to the policy and zoning frameworks for the Downtown, nodes and corridors, and West Harbour area as well as a range of financial incentives such as ERASE grants, the Laneway housing pilot project and others;
- **Existing or planned services**, especially transportation, must be in place as well as other hard and soft services, or the costs to provide those services must be economically viable to support intensification. Local amenities also affect the prospects for investment attraction;
- **Owners of property** must have an interest in redevelopment. Simply because a site appears to have potential does not necessarily mean that intensification will occur. Properties such as aging highway strip malls or walk-up rental apartments, for instance, provide land owners with a continuous, low-risk revenue stream. Others may be owner-occupants whose fundamental interest is in the long-term operation of their business rather than undertaking lengthy and complex redevelopment projects which, even in the strongest of real estate markets, carries an element of risk; and
- The **physical characteristics** of sites must allow for viable redevelopment. Older areas in particular often have issues with site depth and lane access and the process of land assembly can be a long and arduous process. The actual site size, configuration and access as well as surrounding land uses must support intensification or economic viability is compromised.

Figure 26: Factors Required for Intensification to Occur



Source: Hemson Consulting Ltd.

Section 5: Conclusions and Recommendations

5.3 Housing Supply

As discussed, the likelihood of intensification taking place depends on the “fit” between a range of factors. While any one factor by itself may represent a *potential for intensification*, the probability of development occurring is low if the other factors are not in place. Put more simply: not all possible intensification opportunities are likely to be realized within a given planning horizon.

From a City of Hamilton perspective, there are only two factors – planning policy and services – that are within direct municipal control. The City cannot control the market, nor land ownership and development interests. There is no question that planning policy plays a key role in supporting intensification, but if the other factors are not in place the City simply cannot count on a specific amount of redevelopment occurring in any given time frame.

At the same time, demand for family-sized units will be strong. Of course, there are some families that do occupy larger apartments. However, this type of demand is a small part of the market and occurs under a unique dynamic with very high costs and urban amenity requirements. The majority of young families and ageing millennials will be seeking affordable ground-related starter homes, especially those moving to Hamilton from other locations in the GTHA: many of which will be coming from small apartments in Halton, Peel and Toronto.

As a result, intensification alone will not be enough. Both greenfield housing and intensification will be required to accommodate growth. Particularly in the case of greenfields, where demand outstrips available supply, the evidence is that the ground-related market tends to simply move to the next location rather than shifting into high-rise apartment units. If the supply of family-sized and smaller units is not balanced, there is a risk that the *Growth Plan* forecast will not be achieved, which has fiscal and regional planning implications.

Price Matters

Apartments are only more affordable than rows because they are smaller:

600 sq. Ft x \$540/sq. Ft =
\$324,000 Apartment

2,000 sq. Ft x \$350/sq. Ft =
\$700,000 Row House

A typical “family-sized” apartment costs about the same as a larger row house

1,300 sq. Ft x \$540/sq. Ft =
\$702,000 Apartment

An apartment the same size as a typical single-detached home is well beyond the price an average family would be able to afford

2,500 sq. Ft x \$540/sq. Ft =
\$1,350,000 Apartment

Note: Illustrative example of relative difference in cost by housing type based on available information on typical unit sizes and price for the GTHA and City of Hamilton

Section 5: Conclusions and Recommendations

5.4 Implications and Risk

As discussed in Section 4, the *Growth Plan* anticipates an expanded economic and demographic role for the City over the period to 2051, which translates into significant change from a housing market perspective. Moreover, all municipalities in the GGH must use the *Growth Plan* forecasts as a minimum for long-range planning and growth management purposes, including the City of Hamilton.

Because of this requirement, there are important implications if the *Growth Plan* forecast is not achieved. For the City of Hamilton, there are potential fiscal and service delivery impacts associated with reliance on growth that does not occur as planned, especially in terms of intensification. There is also a risk that ground-related housing demand will simply move further afield – or ‘leapfrog’ – to the outer ring, which is not consistent with *Growth Plan* objectives. And while intensification is often held up as a way to save money on infrastructure, this is not always the case.

Growth Plan Target Is High From a Market Perspective

As illustrated by the demand outlooks, achieving even the minimum *Growth Plan* intensification target of 50% of new units inside the built-up area will require a significant shift in the composition of housing demand in favour of apartment units compared to the levels experienced historically.

The shift in housing mix required to achieve the *Growth Plan* target is quite dramatic in a relatively short period of time, and means that a significant number of family-oriented households would need to choose apartment living over more traditional ground-related forms. This choice, in turn, means a significant cultural shift in the local housing market. The ability of planning (even at the Provincial level) to actually compel this market shift is limited. It is also unclear what the incentive would be to pay significantly more per square foot for housing where more affordable ground-related options are readily available elsewhere in the regional market.

250 units

Historic annual apartment unit completions, City of Hamilton 2001 – 2021 (est.) based on updated *Growth Plan* forecasts.

1,400 units

Average annual apartment unit completions required to achieve *Growth Plan* Target of 50% intensification within the built-up area



Market Demand

The rate of apartment unit growth in Hamilton must increase substantially compared to the past in order to achieve the minimum *Growth Plan* target of 50%.

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Section 5: Conclusions and Recommendations

5.4 Implications and Risk

There are Risks to Planning for Rapid Shifts in the Nature of Housing Demand

For decades, municipalities in the GTHA have sought to increase intensification through land use planning policy. Recent market shifts favouring higher-density housing forms reflect the influence of these policies, along with price and age structure on housing demand, all of which is anticipated to continue. As discussed in Section 2, for the GGH the shift to date has been significant.

The *Growth Plan*, however, seeks to further shift housing demand to advance goals related to the physical and social character of the community, transportation and the urban landscape. However, there are risks associated with planning to achieve significantly higher levels of intensification, mainly that the planned amount and mix of new housing does not develop according to plan:

- Planning for a level of intensification that is beyond reasonable market expectations could lead to a mismatch between family-based housing demand and the supply of units serving family versus non-family needs;
- Such a mismatch, in turn, may lead to land supply shortages and make it difficult for the municipality to accommodate all segments of the housing market with the result that the *Growth Plan* forecast may not be achieved; and
- In turn, growth-related revenue (mainly Development Charges) may be lower than expected, which could lead to fiscal and service delivery challenges including inefficient infrastructure investments and difficulty in establishing front-ending agreements. Municipalities have recently experienced significant shortfalls in fee revenue as a result of the COVID-19 Pandemic.

As is often the case in land use planning, a balance must be struck between setting goals that are desirable from a social, economic or community form perspective, while not reaching too far and creating unintended consequences.

Price Matters (again...)

Rising home prices and worsening affordability are phenomena occurring across Canada and the United States for a number of complex economic reasons.

By limiting the available land supply, the *Growth Plan* has the effect of further shifting the price structure of housing to make lower-density forms relatively less attractive and thereby encouraging a more compact urban form.

Pushing the price mechanism too far, however, could lead to unintended consequences including worsened housing affordability, difficulty in achieving the *Growth Plan* forecasts and a more dispersed pattern of regional growth in the GGH.

Section 5: Conclusions and Recommendations

5.4 Implications and Risk

An Overly Aggressive Target Could Have Unintended Consequences

Much of the discussion and analyses to date around *Growth Plan* targets tend to assume that the Schedule 3 forecasts will be achieved no matter what other policies are in place: or, that simply having the 'right' planning policies in place will result in more intensification. While the right policies are important, an overly aggressive target could have unintended consequences:

- An overly aggressive target may inadvertently **encourage a more dispersed pattern of urban development** by 'pushing' growth further afield, which is contrary to *Growth Plan* objectives. In our view, Hamilton is better suited to accommodate this growth because of its urban structure, strategic location, and developed multi-modal transportation connections within the broader region;
- Planning for a higher target, in and of itself, is unlikely to increase intensification. Most intensification will occur in accordance with market demand, supported by planning policy and approvals at the local level. The likelihood of success can be increased through efforts to improve the attraction of the built-up area for new investment through the provision of infrastructure, especially transit infrastructure. However, there is still **a risk that the planned units will not materialize.**
- Finally, **intensification does not always make better use of existing infrastructure** or is necessarily less 'costly' as is often suggested. Broadly speaking, it is primarily the cost of "linear" or spatially-driven services that is affected. The cost of "people-oriented" services tends to be less affected since these are required regardless of specific housing forms. Similarly, community services and other infrastructure can be more challenging and costly to deliver in an intensified urban environment, as demonstrated by the experience of the City of Toronto "Condo Boom". The *Growth Plan* requires municipalities to develop a strategy to achieve intensification targets, including investment in infrastructure and public service facilities.

If the goal is to increase the amount of intensification that *actually occurs*, the focus needs to be on the demand side of the equation, in particular improving the City's attraction as a location for higher-density living.

Unexpected outcomes

The City of Toronto "Condo Boom" has:

Led to a **critical shortage of park space**, which will only worsen over time even with the completion of the large "Rail Deck" park over the Union Station rail corridor and other open space investments.

Required **massive investments in water and sewer infrastructure** to accommodate increased loads from the rapidly densifying urban core

Created an environment where the provision of **new community facilities are very expensive**: especially new recreation facilities, libraries, and schools

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Section 5: Conclusions and Recommendations

5.5 Recommended Intensification Target

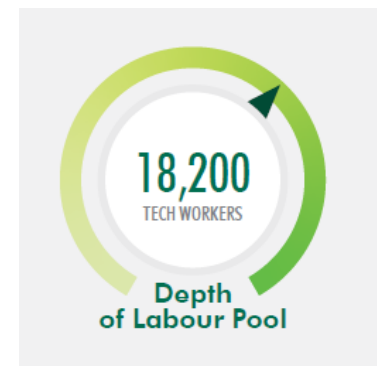
Based on these conclusions, it is recommended that an intensification target of 50% be adopted and that the City focus on further improving its attraction for higher-density living. The target of 50% is just beyond the high-end of the range of forecast market demand, so is considered a suitable aspirational goal. A higher target could be considered later in the planning period, with ongoing monitoring and reporting as development progresses.

Target of 50% is a Suitable Aspirational Goal

As noted, the *Growth Plan* target of 50% intensification is at the high-end of the forecast demand range. It represents a significant increase in the overall amount of housing unit growth, and a major change to the mix of that future housing in favour of apartments. From a pure market perspective, taking into account historic levels of development activity, a more 'balanced' growth scenario might be somewhere between the Current Trends forecast (at 40% intensification) and the *Growth Plan* target (at 50%).

At the same time, however, the City of Hamilton is clearly in a strong position to shift the historic pattern of development towards denser and more urban forms. As described in Section 3, City is very well-suited for intensification as a result of its expanding role in the metropolitan economy – especially the rapidly growing technology and creative sectors – combined with a large potential supply of sites within the built-up area, an up-to-date and modernized planning policy framework, and a range of complementary financial and other incentive programs encouraging new investment and redevelopment.

For these reasons, the *Growth Plan* target of 50% intensification is a suitable aspirational goal and is recommended for current planning purposes.



The City's rapidly growing 'Tech' sector is one of the most promising indicators of intensification potential over the next 20 years.

Source: 2019 *Scoring Canadian Tech Talent*, CBRE Research

Section 5: Conclusions and Recommendations

5.5 Recommended Intensification Target

Key to Success is Improving the City's attraction for higher-density living

To encourage new development, the City should continue to focus on the economic factors and local conditions that serve to improve Hamilton's relative attraction for intensification in the market. Of key importance are:

- **Employment growth**, especially office-type employment in the technology sector and the burgeoning arts, culture and creative industries which attract younger professionals and tend to cluster in central City areas.
- A **high-quality urban environment**, including an attractive public realm and amenity-rich and accessible work environments that attract talent and young workers and, in turn, major employers to be close to their prospective workforce;
- **Transit investment**, especially early investment to stimulate demand and integration of transit with the road network to limit business disruption and promote convenient commuting options from the widest possible range of locations;
- **Access to amenities**, including restaurants, shopping, entertainment, business and commercial support services, personal services and related institutions such as health care, arts and higher education; and
- **Financial and other incentives** to encourage new development, including current grant and development charge reduction programs, and to ensure that excessive fees and charges do not work against intensification.

There is no question that the City of Hamilton, perhaps more so than most other locations in the southwest GGH, is well-positioned to accommodate more intensive forms of development. And the City is currently engaged in many activities to actively promote more intensive forms of development. There are, however, **limits to the level of change that can be reasonably achieved** within the current planning period. To increase intensification, proactive efforts must continue to be made to support the City's real estate markets through all available means, including planning tools, financial and other incentives to encourage redevelopment and sustained economic development and investment attraction initiatives.



STRATEGIC
INFRASTRUCTURE
INVESTMENT
FOR ECONOMIC
GROWTH



VIBRANT
COMMERCIAL AND
CULTURAL DISTRICTS
AND PLACES

Section 5: Conclusions and Recommendations

5.5 Recommended Intensification Target

A Balanced Approach Should be Taken

While accommodating more residential growth through intensification advances a number of sound planning objectives, it is also important to provide an appropriate amount of greenfield development lands to accommodate all housing market segments. Intensification, in and of itself, is not the only goal of the *Growth Plan*, which seeks to strike a balance between the economy, the environment and the development of 'complete communities'.

As discussed in Section 3, the City of Hamilton will need to maintain a high rate of growth to achieve the *Growth Plan* population forecast of 820,000 in 2051. A balanced supply of housing to meet both family and non-family needs will be required to accommodate this growth. If a balanced supply is not made available, the *Growth Plan* forecast may not be achieved which could present fiscal and service delivery challenges for the City. There is also the potential for the market to simply move further afield, creating a more dispersed pattern of growth and development that is not consistent with *Growth Plan* objectives.

As such, a higher intensification target could be considered for later in the horizon but is not recommended for current planning purposes. In the short term, aligning the City's infrastructure, readiness for development and revenue streams will be enough of a challenge, especially in a post COVID-19 recovery context. If the goal is to increase the amount of intensification that actually occurs, the focus must be on improving the City's attraction as a location for higher-density living within the GTHA. Regular MCR and official plan updates will provide ample opportunity to monitor and report on progress over the period to 2051 and adjust the City's intensification target as may be required.

Outlook for intensification is positive

Hamilton is well-positioned to capture demand

***Growth Plan* target embodies a major market shift**

A higher target may be considered for later in the planning horizon

Improving the City's attraction for new investment is key to success



RESIDENTIAL INTENSIFICATION SUPPLY UPDATE

MARCH 2021



Hamilton

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1.0 INTRODUCTION AND PURPOSE

As part of the update to the Growth Related Integrated Development Strategy (GRIDS), known as GRIDS 2, and municipal comprehensive review (MCR), the City will assess how the 2051 employment and population forecasts identified in the Growth Plan for the Greater Golden Horseshoe, 2019, as amended (“Growth Plan”) will be accommodated.

A Land Needs Assessment (LNA) will identify how much of the forecasted residential growth will be accommodated through infill / intensification and existing designated greenfield lands, and how much, if any, additional land may be required to accommodate the forecasted growth.

For the purposes of this update, Residential Intensification is defined as:

“Intensification of a property, site or area which results in a net increase in residential units or accommodation and includes:

- a) redevelopment, including the redevelopment of brownfield sites;
- b) the development of vacant or underutilized lots within previously developed areas;
- c) infill development;
- d) the conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and,
- e) the conversion or expansion of existing residential buildings to create new residential units or accommodation, including accessory apartments, secondary suites and rooming houses. (PPS, 2014)”

The Growth Plan identifies a minimum intensification target for the City of Hamilton of 50%, meaning that 50% of new residential units must be constructed within the built-up area on an annual basis. The Growth Plan target is a minimum. The City may plan for a higher intensification target, or conversely, may apply to the Province for approval of a lower target.

The Residential Intensification (RI) Supply Update identifies the intensification supply potential across the City to the year 2051 which supports the intensification target input into the LNA.

Through the RI Supply Update opportunities for RI in both the short term (2021 to 2031) and long term (2031 to 2051) are identified. The opportunities are identified in terms of the total number of potential intensification units over the planning horizon, allocated geographically according to the nodes, corridors and neighbourhoods identified in the Urban Hamilton Official Plan (UHOP).

2.0 HISTORY

As part of the original GRIDS, the Hamilton Residential Intensification Study (May 2006) was completed by MKI, and assessed by Clayton Research Group Associates. The Study identified a potential supply of 44,000 intensification units across the city between 2001 and 2031. A further study by Clayton was undertaken to examine market conditions for intensification. Based on local housing formation and demographic and economic trends, Clayton determined the market demand for intensification units in Hamilton to be approximately 26,500 units to the year 2031. This intensification unit forecast was consistent with the 2006 Growth Plan target of 40% for the 2006 – 2031 time period. The 26,500 unit estimate was utilized for planning purposes in the GRIDS process.

As part of the GRIDS 2 project, an update of the RI supply information is warranted to reflect new secondary plans, the planned evolution of the mixed use corridors and the implementation of new zoning.

In addition to the RI Supply Update, the City has also retained a consultant (Lorius & Associates) to complete a Residential Intensification Market Demand Study. The RI Market Demand Study will consider the market for intensification units in the City of Hamilton to 2051. Together, the RI Supply Update and the Market Demand Study will support the selection of an appropriate RI target for the City.

2.1 GAP ANALYSIS

Prior to commencing the RI Supply Update, staff conducted a gap analysis to determine how the City’s actual RI experienced since 2006 compared to the forecasted intensification identified in the 2006 study.

The results of the Gap Analysis highlighted two important facts. First, from a City-wide perspective, the amount of RI forecast in 2006 was very close to the actual RI the City has experienced to date. The total forecasted RI between 2006 and 2016 was approximately 9,000 units. The actual RI experienced to June 2016 was 8,870 units. This amount is a variance of less than 2% from the original projection.

However, on a finer geographic level, there are some significant variations between projected and actual RI. What this means is that, while intensification is occurring, the pattern and location of intensification is not the same as that forecasted in 2006. In general, it is noted that the west harbour area and the Downtown have been underperforming with regards to intensification. Some of the newer growth areas such as Hamilton Mountain, Ancaster and the Stoney Creek waterfront have experienced greater intensification than what was forecasted.

The information from the Gap Analysis was used to inform the GRIDS 2 Growth Summary, 2006 – 2016 which was released in 2017. The information also provided a starting point for the RI Supply Update, described below.

3.0 METHODOLOGY – RESIDENTIAL INTENSIFICATION UPDATE

Three primary sources described below were used to identify potential RI opportunities:

1. Working group review;
2. B-line corridor review; and,
3. Development applications / planning studies (eg. Barton Tiffany, West Harbour).

The following sections describe the data sources in more detail.

3.1 WORKING GROUP REVIEW:

A working group comprised of Planning and GIS staff was formed to review intensification opportunities across the built boundary. The working group used Google Streetview, Official Plan and Secondary plan designations, and property information to identify potential intensification opportunities at the Traffic Zone (TZ) level. Traffic Zones (TZs) are geographic units smaller than a census tract, and are used for data analysis purposes. The working group focussed its review first on the TZs identified in the Gap Analysis as being significantly over-performing or underperforming with regards to intensification. “Significant” was defined as a difference of 100 units or more between actual and projected intensification to the year 2016. The working group also focussed on Downtown TZs, expected to have the greatest rates of intensification. Following the detailed review of the over-performing and under-performing TZs and the Downtown area, the remainder of the City’s TZs were reviewed at a higher level. The higher level review focussed on redevelopment areas, nodes and corridors. The working group recorded its data on land use maps and electronically on a master spreadsheet.

The working group review commenced in early 2017 and focused on intensification opportunities to the year 2041 (which was the planning horizon at the time) with the data being updated on an ongoing basis to reflect new development applications, enquiries or land use changes. With the release of Amendment 1 to the Growth Plan 2019 in August 2020, staff were required to re-evaluate the intensification supply potential to the year 2051, and re-examined expected growth areas such as the Downtown, Centennial Neighbourhoods and other nodes / corridors to identify additional long-term intensification opportunities. As the planning horizon is extended it becomes more difficult to foresee intensification opportunities, as changes in market demand, housing choice, economic factors, and demographics etc. are harder to predict in the longer range. For this reason, the intensification opportunities are classified as “short term

potential” (intensification before 2031) or “long term potential” (intensification between 2031 and 2051) as it is difficult to predict when (i.e. pre or post 2041) intensification opportunities in the long term may be realized.

The following assumptions were used by the working group when considering intensification potential:

Properties not assumed for intensification:

- Existing development 3 stories or greater or existing townhouses / multiple dwellings;
- Institutional uses (school, church, community centre) – unless a school closure is known;
- Conservation / parkland;
- Utilities / railway;
- Properties which have undergone recent redevelopment (within last 5 years approximately); and,
- Properties designated under the *Ontario Heritage Act*.

Assumptions – Corridors, Nodes, Arterials (mixed use high / medium):

*Properties assumed to potentially redevelop in **short term (pre-2031):***

- Vacant or under-utilized sites;
- Presence of poor building conditions; and,
- Current development application (Official Plan Amendment, Zoning Bylaw Amendment, Site Plan or Subdivision) or known development proposal on subject lands (note: development applications were considered separately as per 3.3 below).

*Properties considered for potential **long term intensification (2031 – 2051):***

- Presence of deteriorating building conditions which may warrant future replacement;
- Recent redevelopment activity in area which may be catalyst for future redevelopment;
- Strip malls and small corner plazas with vacancies or excess parking;
- Shopping centres designated Mixed Use High in the UHOP – Centre Mall, Limeridge, Eastgate (portion of parking area assumed for potential intensification);
- Larger Plazas with significant surface parking – eg. University Plaza, Dundas or Upper James and Fennel (portion of the parking area was identified as potential redevelopment. This assumption was applied on a limited basis as some of these

sites are designated District Commercial which only allows residential uses above commercial, requiring an amendment for stand-alone residential.);

- Corridors designated Mixed Use Medium which are assumed to have greater redevelopment potential - areas such as James St, Upper James, or Centennial Parkway (assumption made that a percentage, approximately 50%, of properties within the Mixed Use designation would redevelop);
- Limited non-residential to residential conversions;
- Vacant storefronts;
- Some surface parking lots; and,
- Formal consultation application on subject lands (note: development applications were tracked separately as per 3.3 below).

Assumptions – Neighbourhoods, interior

- Vacant sites, larger sites with severance potential, and sites that are subject to current development applications assumed to have intensification potential;
- Larger lot areas such as “B” Zones (20m, 1100 sq m) “B-1” (15m 690 sqm), “B-2” (15m , 540 sq m) in Hamilton, “ER” Zones (18m, 695 sq m) in Ancaster, “R1-6” (30 m, 1390 sqm)) in Waterdown assumed to have little change and maintain existing minimum lot frontages (severances not anticipated);
- Other potential intensification sites: neighbourhood commercial uses/plazas (depending on building conditions, size etc); vacant / brownfield sites; school sites if known closure; and,
- Secondary dwelling units (SDUs) – tracking of building permits to add an additional residential unit to an existing dwelling identifies that approximately 100 SDUs are legally added per year. This rate of SDU uptake is consistent with the forecast from Hemson Consulting (Greater Golden Horseshoe: Growth Forecasts to 2051) which identifies a growth of approximately 2,700 SDUs in Hamilton between 2021 and 2051, which is a rate of 90 per year. It is assumed that this trend will continue to 2051.

For the potential RI areas identified by the working group, an appropriate density factor based on UHOP / Secondary Plan direction where applicable, or otherwise based on density of recent comparable developments, was applied to determine the anticipated number of potential short and long term units across the City.

3.2 B-LINE CORRIDOR REVIEW:

In Q4 2015 and Q1 2016, planning staff conducted a detailed review of all properties along the B-line Corridor (McMaster to Eastgate) as part of the LRT planning work. The review involved a consideration of both short term (pre 2031) and long term (2031 to

2041) residential intensification opportunities along the Corridor (2041 was the planning horizon at that time). This was an update to work that had previously been completed in 2011 as part of the Nodes and Corridors Planning Study. The assumptions used in the Corridor Review were similar to the assumptions noted above in the Working Group review, however, certain assumptions noted above were not applicable to this work. An appropriate density factor was applied to the intensification opportunities identified in the Corridor Review to determine the anticipated number of potential short and long term units along the Corridor.

The B-line review had initially been undertaken as part of the LRT planning work in order to understand future redevelopment potential along the corridor. Despite the Provincial cancellation of the LRT project in 2019, staff find that the assumptions surrounding future redevelopment potential along the corridor should be maintained. The B-line corridor is identified as a Primary Corridor in the UHOP and is expected to accommodate a form of higher order transit in the future. Primary Corridors are identified to accommodate intensification and redevelopment opportunities to support future transit use. These assumptions are maintained despite the current cancellation of the LRT project. The recent announcement of partial funding from the Province for a reduced-length LRT confirm the assumption that some form of higher order transit will ultimately be developed along the corridor. While assumptions surrounding intensification of the corridor remain valid, it is acknowledged that the current lack of confirmed funding for higher order transit may impact the rate of intensification and overall levels of intensification experienced along the corridor.

It is further noted that the B-line Corridor Review did not include a review of properties in the Downtown Core along the corridor (these properties were not included because at the time there was consideration of a separate downtown review being conducted). As such, the Working Group review described in Section 3.1 included the Downtown Corridor properties in its mandate.

The B-line review data has been updated on an ongoing basis to reflect new development applications, enquiries or land use changes. As with the Working Group review, with the release of Amendment 1 to the Growth Plan 2019 in August 2020, staff were required to re-evaluate the intensification supply potential along the corridor to the year 2051.

4.3 DEVELOPMENT APPLICATIONS:

The third data source for the identification of intensification opportunities was a review of recent and current development applications. The review of development applications included all types (Official Plan and Zoning By-law Amendments, Draft Plans of Subdivision and Condominium, Site Plans, and Consents). All applications for the last five years were compiled and the number of associated intensification units were tracked.

The list of applications was reviewed to remove duplicates (i.e. more than one application on the same property); projects that had already been completed; condo conversions (these units were already existing); and properties located outside of the built boundary.

Finally, a determination on timing of when the proposed intensification units would be built was made. Staff determined that it was appropriate to assign units proposed through a Draft Plan of Subdivision or Condominium, Official Plan or Zoning By-law Amendment or Site Plan to the short term period (units will be constructed prior to 2031). This assumption is based on the fact that an application has already been received, meaning an investment has already been made in the property for the future intensification use, and it is therefore more likely that the proposal will proceed to construction.

Any units proposed through a Formal Consultation application were assigned to the Long Term period (between 2031 and 2051). It is very difficult to determine when or if a Formal Consultation application will proceed to the development stage, market and ultimately construction. To be conservative, staff felt it prudent to assume that Formal Consultation applications signalled an interest in developing the property but, as no investment has been made in the development proposal at this stage, it was reasonable to assume a longer term time period for future intensification of these parcels.

The number of intensification units proposed through currently active (within last 5 years) development applications is shown in Table 1 below:

Table 1 – Residential Intensification Units Proposed Through Current Development Applications

Time Frame	# of Units
“Short Term” (<i>Units Proposed Through Official Plan / Zoning By-law Amendment, Draft Plan of Subdivision / Condominium, and Site Plan Control Applications</i>)	18,245
“Long Term” (<i>Units Proposed Through Formal Consultation Applications</i>)	17,925
Total (<i>Short Term + Long Term</i>)	36,170

Source: City of Hamilton

With regard to Consent applications, rather than tracking all new units created through consent, staff ran a query to determine, on average, how many new units are created through consent within the built boundary each year. Between 2007 and 2016, 356 residential units were built or land was severed to build in the built up area. Of these units, 310 units were added to the City, while 46 were replacement units (where the original dwelling was demolished and rebuilt at the same time as the new dwelling, according to the severance application). These numbers indicate that approximately 30

residential units are created through severance on a yearly basis. An assumption was made that this trend would continue and that intensification through severances in the built-up area would not be a significant contributing factor to overall intensification rates in the City.

4.0 RESULTS: SHORT AND LONG TERM INTENSIFICATION OPPORTUNITIES

Using the results of the identified potential supply from the sources in section 3.0 above, the RI Supply Update identified intensification opportunities based on assumptions for how much RI may occur to 2051. Details are shown below in relation to the distribution of intensification units by geographic area. The ‘short’ time frame refers to 2021 to 2031, and the ‘long’ refers to 2031 to 2051.

Table 2 below identifies the total identified short and long term intensification units by geographic area:

Table 2: Short and Long Term Residential Intensification Opportunities

Area		Short Term	Long Term	Total
Downtown	Units	9,700	14,000	23,700
	%	36	31	33
Other Nodes & Corridors	Units	4,200	18,300	22,500
	%	16	40	31
Neighbourhoods (includes Waterfront)	Units	12,700	13,400	26,100
	%	47	29	36
Total Units		26,600	45,700	72,300

Source: City of Hamilton

The total identified opportunities equates to the following intensification percentage as compared to the City’s overall forecasted growth during the 2021 to 2051 period:

Table 3: Residential Intensification Opportunities as a Percentage of Overall Growth

Year	Forecasted Unit Growth	Identified RI Opportunities (# of Units)	RI % of total growth
2031 - 2051	110,000	72,300	66

Source: City of Hamilton, Forecast: Lorus and Associates City of Hamilton Land Needs Assessment to 2051

5.0 COMMENTARY AND ANALYSIS

The results of the RI Supply Update identify supply opportunities of approximately 70,000 units between 2021 and 2051. While many sites in the built-up area could theoretically intensify and therefore the potential intensification supply is vast, the RI Supply Update has attempted to identify potential intensification opportunities to 2051 in accordance with the assumptions outlined in section 3.0 and known development applications.

Planning for an extended 30 year time horizon to 2051 raises challenges when attempting to predict intensification opportunities well into the future. A thirty year time horizon is significant and it is difficult at present to anticipate future social, economic and market changes. Questions surrounding intensification potential, market preferences, built form considerations and other unknown variables make the identification of future intensification opportunities less certain as the time period progresses.

At the same time, the change to a 2051 planning horizon as introduced by Amendment 1 to the Growth Plan 2019 has resulted in the requirement to accommodate more people and jobs within the City, a total growth of 236,000 people and 122,000 jobs between 2021 and 2051. To accommodate this amount of growth, a significant percentage of the new units will need to be in the form of intensification of the existing built-up area.

The intensification supply update has identified a supply which equates to roughly 66% of the City’s unit growth to 2051. However, it must be noted that achieving such significantly high intensification numbers will be challenging and it is not expected that all of these potential opportunities would be realized within the planning horizon.

It is known that the supply of intensification units will almost always exceed demand. Constraints on the ability to bring prospective supply opportunities to market include:

- requirement for land consolidation and / or ownership issues;
- site contamination and associated remediation costs;
- neighbourhood opposition;
- financing constraints;
- lack of infrastructure capacity and / or need for upgrades;
- lack of market demand; and,
- requirement for municipal approvals.

The City has already put in place many measures to encourage and facilitate future intensification projects, including new and updated Secondary Plans (Downtown,

Centennial Neighbourhoods), new Zoning (Downtown, Commercial / Mixed Use, Transit-Oriented Corridor), pilot projects related to laneway housing, incentive programs and streamlined development approvals.

To encourage the realization of the supply opportunities, the City will need to continue to be proactive as above, and supplement these initiatives with further endeavours including flexible residential zoning in the new Residential Zoning By-law, additional incentives, education programs surrounding the benefits of intensification within a neighbourhood, creativity and innovation to problem solve and work with developers and homeowners to create compatible and desirable intensification projects.

Of course, matters beyond the City’s control will continue to impact the realization of intensification potential, including economic and market shifts, pandemic impacts, and consumer choice.

Key to assisting the City in meeting planning goals going forward will be the continual monitoring of key trends, such as the number of intensification units being constructed annually, to determine if the City is making progress toward meeting the established goals and targets. Moving forward in the planning horizon, if the monitoring identifies that the City is not making consistent improvement and progress in meeting its intensification goals, the City can revisit the programs and policies in place to encourage intensification with an objective to increasing the overall numbers. Further, at forthcoming Official Plan reviews, which are mandated to occur at 5 year intervals in accordance with the *Planning Act*, the City can examine the assumptions behind the intensification target, as well as recent trends and market directions, to determine if the planned intensification target needs to be shifted in any direction. In short, while it is difficult at present to plan for an extended 30 year time horizon, there is certainty in knowing that the City will have many opportunities over the forthcoming years to review trends and react accordingly.

6.0 NEXT STEPS

The intensification target is a key input into the LNA. This RI Supply Update is one consideration in determining an appropriate RI target for the City to plan towards, in conjunction with the RI Market Demand Report, a review of recent RI trends, and feedback and input from the public and stakeholders.

Through the approval of the LNA, staff are recommending an average RI target of 60% as an input into the LNA, with a phased increase of the target from 50% between 2021 and 2031, to 60% between 2031 and 2041, and up to 70% between 2041 and 2051. This target equates to a requirement for approximately 66,000 new dwelling units to be constructed within the built-up area between 2021 and 2051, which is within the supply potential identified through this report (approximately 90% of the identified supply).

Following the approval of the LNA and recommended RI target, a detailed breakdown of anticipated intensification units (by unit type) at the TZ level across the City will be prepared to assist in future growth and infrastructure modelling exercises.

EXISTING DESIGNATED GREENFIELD AREA DENSITY ANALYSIS

MARCH 2021



Hamilton

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Appendix:

Appendix “A” – Map of Existing DGA Lands by Category (Status)

1.0 INTRODUCTION

1.1 WHAT IS THE DESIGNATED GREENFIELD AREA?

The 2006 Growth Plan introduced the term Designated Greenfield Area. The term, with a slightly modified definition, remains in the 2019 Growth Plan (as amended), as follows:

“Lands within settlement areas (not including rural settlements) but outside of delineated built-up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands.”

Designated Greenfield Area, or DGA, is the land that is located within the urban boundary, but outside of the built-up area. The built-up area is defined through the Growth Plan and is essentially the developed portion of the urban area. DGA lands are generally undeveloped, though as will be discussed below, a significant portion of Hamilton’s DGA land has been developed since 2006 or is subject to approved development applications.

The schematic in Figure 1 illustrates the DGA, the built-up area and the urban boundary.



Figure 1: Schematic diagram illustrating Designated Greenfield Area (DGA)

The City’s DGA includes DGA lands which are already identified in the Official Plan and located within the urban area (known as “Existing DGA” for the purposes of this paper). However, if it is identified through the Municipal Comprehensive Review (MCR) that the City requires additional land, through urban boundary expansion, to accommodate growth to the year 2051, any new lands added to the urban area will become part of the DGA (known as “New DGA” for the purposes of this paper). The focus of this paper is on the City’s Existing DGA lands and a review of the planned density of those lands, including opportunities to increase the planned density. If New DGA lands are added to the urban

boundary through the MCR, a consideration of an appropriate density target for those lands will be undertaken separately as part of the Land Needs Assessment.¹

1.2 PURPOSE OF THE DESIGNATED GREENFIELD AREA ANALYSIS

The DGA Analysis fulfills the following objectives:

- Provide an overview of Hamilton’s Existing DGA lands in terms of gross and net areas, and by category of development status (i.e. Registered Plan; Draft Approved Plan; Pending Development; and, Potential Development Lands);
- Identify opportunities to increase the planned density of Hamilton’s Existing DGA lands to the 2051 planning horizon to meet Growth Plan targets; and,
- Identify an appropriate planned density target for the City’s Existing DGA to determine conformity with the Growth Plan minimum required target.

This document is being prepared as part of Hamilton’s Municipal Comprehensive Review to demonstrate compliance with Section 2.2.7 of the Growth Plan.

2.0 POLICY REVIEW

2.1 GROWTH PLAN, 2019, AS AMENDED

Section 2.2.7 of the Growth Plan provides policy direction for the Designated Greenfield Area. The focus of the policies is primarily related to the establishment of density targets for the DGA, and direction for municipalities on how to plan for those targets.

“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.”*

Policy 2.2.7.1 is a general policy promoting planning of DGA lands to be complete communities which support all modes of transportation, and are transit friendly. Identifying opportunities to increase the planned density of the Existing DGA will assist with meeting these planning objectives.

¹ It is appropriate to consider the density of the Existing DGA separate from the New DGA. As is shown in this report, development opportunities within the Existing DGA are constrained and much of the area is already subject to planning approvals. Opportunities to increase the planned density of the Existing DGA are therefore limited, whereas greater opportunity and flexibility will exist in any New DGA areas added to the urban boundary.

“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 persons and jobs per hectare;”*

Policy 2.2.7.2 identifies the density target of 50 persons and jobs per hectare for the City of Hamilton. This target is applicable to both the Existing DGA as well as any new DGA lands which may be added to the urban boundary. It important to note that the target is a minimum, and the City may plan to achieve a higher target. As is shown below in Table 4 of this Report, the City’s planned density of the Existing DGA already exceeds the Growth Plan minimum target.

“2.2.7.3 The minimum density target will be measured over the entire designated greenfield area of each upper- or single-tier municipality, excluding the following:

- a) natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas;*
- b) rights-of-way for:*
- i. electricity transmission lines;*
 - ii. energy transmission pipelines;*
 - iii. freeways, as defined by and mapped as part of the Ontario Road Network; and*
 - iv. railways;*
- c) employment areas; and*
- d) cemeteries.”*

Policy 2.2.7.3 outlines the technical requirements for measuring density of the DGA. The density of the DGA is measured across the entirety of the DGA area to which the target applies. For the case of this paper, the measurement of the DGA density is applied across the entirety of the Existing DGA already identified in the UHOP.

Policy 2.2.7.3 also identifies the lands to be excluded from the DGA density calculation, those being undevelopable lands such as natural heritage features and areas, rights-of-way, and cemeteries, as well as designated employment areas. This policy is a significant revision from the 2006 Growth Plan, which only allowed for natural features to be excluded from the DGA calculation. The addition of the extra features / areas for exclusion will assist municipalities in meeting the required density targets by not including undevelopable areas, and employment lands which tend to develop at lower density.

The remainder of this Report will provide an overview of the City’s Existing DGA, including current planned density, and further, identify opportunities within the City’s Existing DGA to plan for a density increase in accordance with Growth Plan requirements.

2.2 URBAN HAMILTON OFFICIAL PLAN (UHOP)

“A.2.3.3.3 *Greenfield areas* shall be planned to achieve an overall minimum density of 50 people and jobs per hectare. The *greenfield* density target shall be measured over Hamilton’s *greenfield area*, excluding natural heritage features designated in this Plan. The *greenfield area* includes designated employment areas. On employment lands, the City shall plan to meet a density target of 37 people and jobs per hectare. On non-employment lands, densities will need to achieve a minimum average density of 70 persons and jobs per hectare to meet the overall density target.

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.”

The UHOP contains policies on the DGA, including a required density target. The UHOP identifies an overall target of 50 pjh, but breaks this target down further into employment areas (target of 37 pjh) and non-employment areas (70 pjh). This differentiation was made to account for the generally lower density development of employment lands. A higher non-employment target was required to offset the employment areas and balance out to the overall target of 50pjh. With the revised Growth Plan policy direction which now removes employment areas from the DGA density calculation, UHOP policy A.2.3.3.3 will need to be reviewed and updated as part of the future Official Plan Review.

3.0 EXISTING DGA OVERVIEW:

3.1 EXCLUSIONS

The gross land area of the City’s Existing DGA totals more than 4,200 ha. However, for the purpose of density analysis, the Growth Plan provides that certain lands can be excluded from the density calculation. Policy 2.2.7.3 of the Growth Plan outlines the lands which may be excluded from the DGA density calculation due to being considered non-developable, or being designated as employment area.

Table 1 breaks down the amount of land area, in hectares, of each exclusion area from the DGA density calculation.

Table 1: Growth Plan Exclusions from Calculation of DGA Density

Existing DGA Breakdown	Area (ha)	%
Total Existing Designated Greenfield Area (Gross)	4,231	100
Total Exclusions	2,090	49
Employment Lands	1,780	42
Core Areas (non-employment)	305	7
Rights of Way (non-employment)	0	0
Cemeteries	5	0.1
Net “Community” (residential, institutional, commercial) Developable Area (based on 2019 Growth Plan)	2,140	51

Source: City of Hamilton, year end 2019

Table 1 above identifies the portion (42%) of the City’s Existing DGA that is designated employment land. This confirms the significance of the revisions to the 2019 Growth Plan which allow municipalities to net out employment lands for the purposes of calculating DGA density. Employment lands traditionally develop at a lower density than non-employment lands, and therefore including the employment areas in the DGA density calculation had the effect of lowering the overall planned density. This paper focuses on the non-employment DGA lands. Discussion on the City’s employment lands and opportunities to intensify those lands is discussed in the City’s Land Needs Assessment.

3.2 DEVELOPMENT STATUS OF EXISTING DGA

The built boundary line, which separates the built-up area from the DGA, was established by the Province in 2006. At that time, the lands that were identified as DGA were largely undeveloped or underdeveloped (e.g. large lot with one single detached dwelling). In the 14 years since that delineation, a portion of the DGA lands have now been developed, or have existing or pending development approvals (plans of subdivision). Despite this fact, there were no modifications made to the built boundary line during the co-ordinated provincial plan review in 2015. Therefore, a portion of the lands that are classified as Existing DGA are already fully or partially built-out.

Further, another significant subset of DGA lands have already been approved for development through a Registered or Draft Approved Plan of Subdivision, or are subject to a Pending Plan of Subdivision application. These DGA lands are broken down into three categories:

- Registered – lands within a registered plan of subdivision for which building permits have not been issued.
- Draft Approved – lands within a draft approved, but not registered, plan of subdivision.
- Pending Plans – lands within a draft plan of subdivision application that has been submitted to the City, but not approved.

Table 2 summarizes the breakdown of Existing DGA land by development status, not including employment lands:

Table 2: Development Status of DGA Lands

Existing DGA Category (Non-employment)	Land Area (gross ha)
Fully or Partially Built (i.e. building permits issued)	910
Registered (no permits issued)	75
Draft Approved	365
Pending	115

Source: City of Hamilton VRL, year end 2019

It is apparent from the chart above that a significant portion of the Existing DGA lands are already developed for residential purposes or are subject to an approved or pending draft plan of subdivision application. A map of the above noted breakdown is attached as Appendix “A”.

Further constraints to residential development of the Existing DGA are also shown on Appendix “A”, including lands designated for employment uses and open space lands (i.e. parks, natural features, cemeteries). The Existing DGA lands that are not subject to an existing development application / approval, or constrained for development by one of the features above, is limited.

4.0 PLANNED RESIDENTIAL SUPPLY INFORMATION

To ultimately determine the DGA planned density, it is necessary to consider the potential residential supply of the City’s Existing DGA lands. For the purposes of this analysis, the planned residential supply is defined as the lands remaining (after allowable Growth Plan net-outs) that are currently designated in the UHOP for residential uses over the plan horizon. This includes mostly vacant lands as identified in the City’s Vacant Residential Land Inventory (section 4.1 below) as well as a small amount of currently occupied lands that can be reasonably expected to redevelop with new residential uses in accordance with their current designation (section 4.2 below). Information on the City’s designated and available planned residential land supply comes from two different sources discussed below:

4.1 VACANT RESIDENTIAL LAND INVENTORY (VRLI)

The VRLI classifies development potential of vacant residential lands, including DGA lands, by current development status. The VRLI includes lands in four categories:

- Registered Plan - These lands have the highest degree of development certainty.

- Draft Approved Plan - These lands also have a high degree of development certainty, but could be subject to revision in terms of total unit count, type etc.
- Pending Plans - Development potential can be estimated for lands within this category based on the submitted plan, but it is noted that this is an estimate only, and subject to change as the plan moves through the approval process.
- Potential Development – vacant residential lands for which no draft plan of subdivision application has been submitted. Development potential for these lands is estimated using a variety of sources, including Secondary or Neighbourhood Plan designations, zoning, surrounding land uses and density, or other types of pending development applications (eg. site plan control). These lands have the least degree of development certainty. Staff undertook a review of these lands to determine if there is opportunity to increase the assumed development potential based on updated policy direction or surrounding development in the area (see Section 5.0 below).

For the purpose of calculating the DGA planned density to 2051, all lands which are currently designated for residential purposes within the VRLI were assumed to develop within the planning horizon. Of note, lands which are currently subject to a development application for redesignation to a residential designation were not included. An example is the proposed application to redesignate District Commercial lands in the vicinity of Highways 5 & 6 (Flamborough) to a Mixed Use designation. The lands that are subject to this application were not included in the planned density calculation above because the application is in the early stages and the ultimate outcome of the applications is unknown at this time.

The following chart summarizes the amount of land area within each VRLI category within the Existing DGA:

Table 3: Vacant Residential Land Inventory Breakdown by Category

DGA Category		Land Area (ha)
Registered		75
Draft Approved		365
Pending		115
Potential	Within Secondary Plan	220
Development	Outside of Secondary Plan	30

Source: City of Hamilton VRLI, year end 2019

4.2 OTHER DESIGNATED RESIDENTIAL SUPPLY OPPORTUNITIES:

The VRLI considers lands which are vacant and designated for residential development. Other sites within the Existing DGA which do not meet this criteria, but which represent designated supply opportunities, include:

- Large parcels currently developed with a single detached dwelling, but which offer potential for severance and future additional residential development; and,

- Land assembly opportunities for parcels currently developed with single detached dwellings with opportunity to be developed at a higher density.

Development opportunities of the lands noted above are identified by City staff through a review of the Existing DGA, but do not form part of the City’s VRLI because they are not vacant. However, because these lands are designated for residential development (i.e. “Neighbourhoods” on Schedule E-1 of the UHOP and / or within a Secondary Plan residential designation), they represent planned residential supply opportunities and should be considered as part of the planned density calculation. An assessment of realistic potential of these sites to develop by 2051 was undertaken, and only sites which did not require consolidation with other properties in order to develop were assumed as realistic development opportunities within the planning horizon.

5.0 CALCULATING POPULATION AND EMPLOYMENT POTENTIAL

5.1 POPULATION

Calculating the development potential, and ultimately the planned density, of the DGA requires calculating the unit potential across each of the subsets noted above. The development potential of the Registered, Draft Approved, and Pending development categories (VRLI) is straightforward, and is based on the unit potential of the Registered / Draft Approved / Pending Plan of Subdivision applications. Units are translated into population based on the following assumptions regarding persons per unit for new or existing units in the DGA as per the chart below:

Unit Type	PPU – New Units (VRLI)	PPU – Existing Units ²
Single / Semi	3.405	3.44
Row	2.437	2.50
Apartment	1.663	1.64

The density calculation of the Potential Development category of the VRLI (within and outside of a Secondary Plan boundary), and the Other Designated Residential Supply Opportunities outside of the VRLI, requires greater discussion, being based on certain development assumptions, as follows:

- Within a Secondary Plan generally assume development will occur at the maximum density permitted by the Secondary Plan land use designation. (Secondary Plan land use categories permit development at a density range, eg. 20 to 40 units per hectare.)

² The PPU factors for existing units are based on average Household Size by Unit Type by Period of Construction from Statistics Canada for the 10-year period 2006-2016. The resulting population figures are checked for consistency with available Census information at the Dissemination Area (DA) level for total occupied housing units, population and average persons per unit in the DGA and adjusted upwards to include non-household population and the Census net undercoverage (“the undercount”) in accordance with the Growth Plan Schedule 3 forecast definitions. The PPUs are applicable to the DGA only, and not city-wide. The PPU factors for new units are based on the City’s 2019 D.C Background study.

For this exercise, the maximum density permission was assumed for the majority of sites, with the exception of certain situations where the existing surrounding development was at a lower density and it was assumed that future development would be at a similar density.

- For properties that are subject to a development application (eg. Zoning By-law Amendment or Site Plan), the proposed development concept was used to inform density assumptions.
- Review of existing OP and zoning designations to obtain guidance. Note that some DGA lands within this category remain under remnant Agricultural zoning, despite being within the urban boundary, and therefore cannot be used to guide future development assumptions.
- If applicable, Neighbourhood Plans provide guidance on future development potential.
- Review of surrounding land uses to determine appropriate development potential taking into account matters such as transition and compatibility.

These assumptions are used to assign potential unit and population totals to the Potential Development lands within the VRLI, and the Other Designated Residential Supply Opportunity areas. The population assumptions use the same Persons per Unit factors discussed above.

5.2 IDENTIFYING OPPORTUNITIES TO INCREASE THE PLANNED DENSITY OF EXISTING DGA

City staff conducted a review of the designated residential supply opportunities across the Existing DGA to identify opportunities to increase the planned density (unit potential). The review focussed on lands within the Potential Development Category of the VRLI, and lands within the Other Designated Residential Supply Opportunities category. The context of the review was to consider opportunities to increase the planned density of the Existing DGA to the planning horizon of 2051.

It is assumed that opportunities to increase the planned density of the Registered, Draft Approved and Pending category lands are low. While it is recognized that unit potential of the Pending Category may change from what is currently proposed, it is nonetheless assumed that any changes in planned density from what is submitted on the development application would be fairly minor, and would reflect the need to redesign the proposed development to account for technical requirements arising during the development review process. A significant change in planned density is not likely or anticipated.

The following categories were reviewed by staff :

- The Potential Development category of the VRLI represents only 11% of the net Residential DGA, or 250 hectares. Of this 250 ha, almost 90% is located inside a Secondary Plan boundary. These lands offer some opportunity to plan for increased density, through processing of future development applications that may contemplate a density increase above that permitted in the approved Secondary Plan. In this regard, staff updated the assumptions within the VRLI to reflect higher densities in certain areas, reflective of recent developments or applications in the vicinity, and the Growth Plan and UHOP planning direction to plan for compact form with a range of housing options.
- The remaining lands of the Potential Development (VRLI) category are located outside of a Secondary Plan boundary. These lands offer the greatest opportunity and flexibility in future planning, but also represent the smallest subset of land area. Similar to above, staff reviewed these lands to update the density assumptions in the VRLI, based on updated zoning, surrounding development, and recent development applications on the subject lands or in the vicinity.

In reviewing these Potential Development sites, staff also considered locations on the edges of neighbourhoods, particularly at the intersection of arterial roads, where an increase in density may be appropriate in accordance with UHOP policy direction. These areas offer an important opportunity to plan for ‘missing middle’ housing, which refers to a need to provide a greater range of medium density housing forms within neighbourhoods, which may include townhouses of various forms of low-rise apartments.

- In addition to the update to the VRLI, staff also undertook a review of the Other Designated Residential Supply Opportunities. Opportunity areas were identified, taking into account recent development trends in the surrounding area, new or updated zoning, and development enquires or consultations on the lands.

5.3 EMPLOYMENT

The number of jobs calculated for the existing DGA is based on the City’s employment survey information adjusted to align with the known 2016 Census employment total. The number of jobs in the new DGA is based on the build-out of existing vacant Commercial lands (at 60 jobs per net ha) and Institutional lands (at 38 jobs per net ha). “Work at home” employment is estimated at 3% of the total DGA population. The breakdown is as follows:

- Employment survey (adjusted) – 5,100 jobs;
- Work at home (3% of total population) – 1,740 jobs;
- Vacant commercial potential – 5,180 jobs;
- Vacant institutional potential – 1,250 jobs.

5.4 PLANNED DENSITY OF EXISTING DGA

The calculation of the planned DGA density is based on a combination of existing population and jobs, plus population in the designated residential supply (VRLI and Other Designated Supply Opportunities), plus potential job growth.

Based on the supply information in the VRLI, combined with the Other Residential Supply Opportunities, the planned density across the Existing DGA as of 2019 is 60 pjh.

Table 4: Summary of Planned Density of Existing DGA

Category		Units	Population	Jobs	PJH
Population					
Fully or Partially built		18,900	55,500		
Registered (VRLI)		3,500	8,100		
Draft Approved (VRLI)		6,250	17,400		
Pending (VRLI)		2,600	5,900		
Potential Development (VRLI)	Within Secondary Plan	7,400	18,200		
	Outside Secondary Plan	600	1,500		
Other Designated Residential Supply Opportunities		1,000	2,570		
Jobs				13,270	
Total (Persons + Jobs per hectare)					60

Source: City of Hamilton – PPU's based on chart for existing and new units – page 10

This planned density represents an increase from the last previously reported calculation in 2017 of 56 pjh. This current review is based on the most up-to-date information, including some revisions to the GIS mapping, land area measurements and capacity calculations (updated PPU's and employment density factors) since the last reported calculation. The key differences are noted herein, and generally result in a moderately higher density for the current DGA than had been previously estimated.

6.0 CHALLENGES AND OPPORTUNITIES

While staff have determined that opportunity does remain within the City's Existing DGA to plan to achieve a 60 pjh target, achieving this target requires planning for a more compact form, alternative land uses and, in some cases, increased densities. The following considerations need to be recognized:

- As noted above, only a small percentage of the Existing DGA is true vacant greenfield land. The vacant greenfield lands represent an opportunity to plan for increased densities, subject to good planning and servicing availability. Other opportunities will require land assembly or redevelopment, which could be more challenging.
- Planning for increased density in the Existing DGA could be challenging in light of the potential for neighbourhood opposition if a new development is proposed at a higher density than surrounding lands. While the planned density takes into account neighbourhood compatibility when making assumptions about future development potential, the possibility of neighbourhood concern remains if density increases are proposed (eg. townhouses instead of single detached dwellings);
- The planned density calculation assumes that future development will proceed at the higher end of the Secondary Plan density range (if applicable). Recent history shows that new developments are not consistently being proposed at the higher end of the range. Ensuring future development meets the higher density requirement will require education and cooperation from the development community, staff and council.
- The planned density calculation assumes that some parcels currently developed with a single detached dwelling will be redeveloped at a higher density over the long term. There is no guarantee redevelopment will occur, and it is entirely dependent on the will of the landowner.

As noted above, planning to achieve 60 pjh represents an optimistic view of the density of future development (i.e. assumption that development will proceed at densities greater than the minimum requirements). To support the City’s achievement of the 60 pjh target over the long term, staff recommend the following actions:

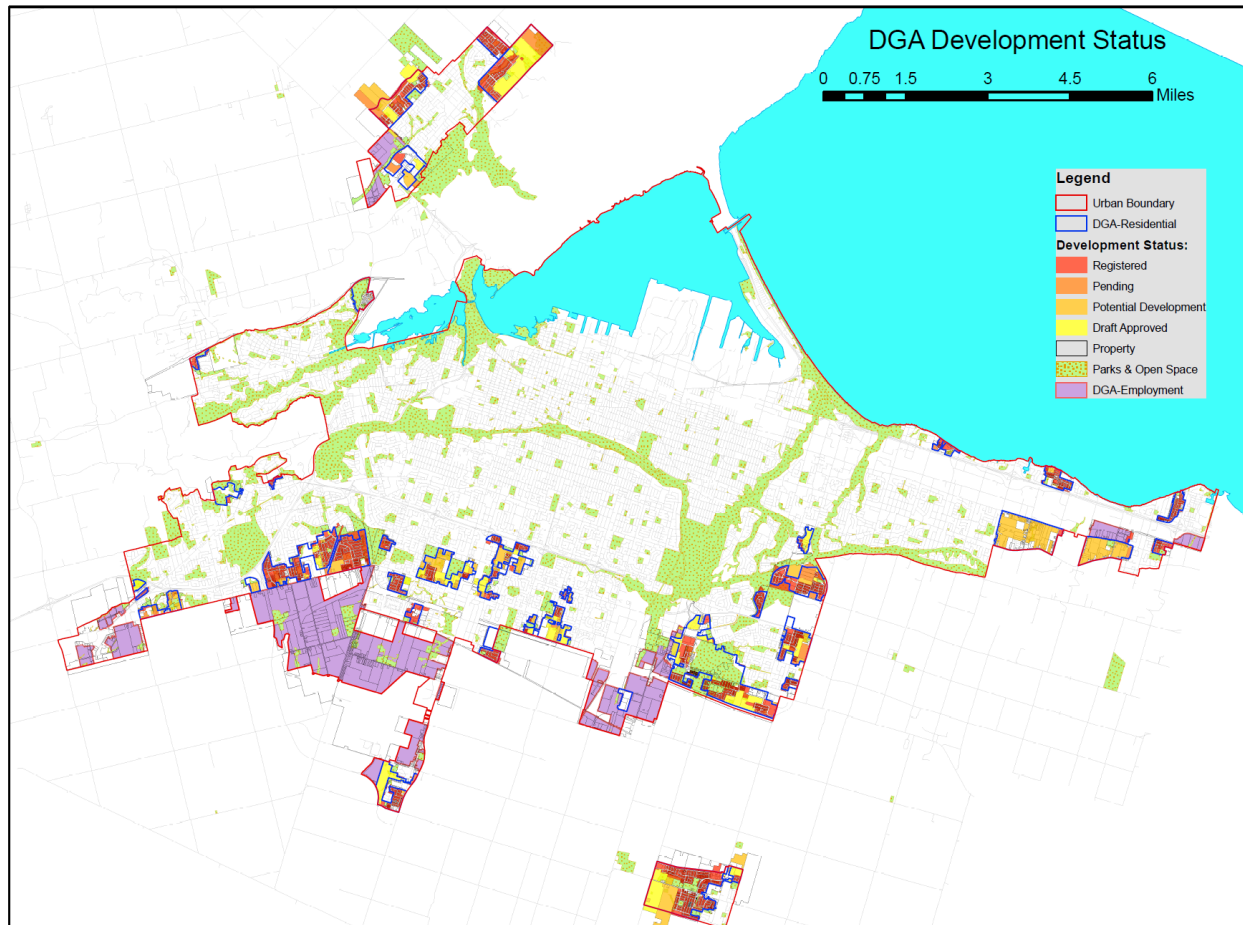
- Supportive residential zoning – the City is currently working on the final stage of its new comprehensive zoning by-law, which is the residential zones. Some of the zoning by-laws do not contemplate the full range of housing types or the associated development standards which are common in new greenfield developments today, including maisonettes, stacked townhouses, and rear lane townhouses, and developments with multiple forms in one block. This causes a delay in approvals process as site specific zoning must be created for new developments. By establishing new residential zoning that contemplates a variety of medium and high density residential forms, and allows for flexibility in design and regulations, developers will be encouraged and facilitated in planning for higher density developments in their greenfield communities.
- Education on medium and high density housing – this approach is important for the public and the development community. Providing education on the variety of housing forms and typologies that contribute to higher density can facilitate development other than the standard low rise and townhouse development which is typical of new communities. Education on the benefits of higher densities could help address

neighbourhood and political opposition. The City has already embarked on this initiative through a series of open houses held in the fall of 2018 entitled *Imagining New Communities*, which provided information to the public and council on higher density community design.

9.0 CONCLUSION

It is appropriate for the City to plan to achieve 60 pjh as a target for Existing DGA density. This target will require new greenfield developments to be approved at a higher density than the historical norm, and will require cooperation and support of staff, developers, Council and the public.

APPENDIX "A"





Moving Forward Together



Public and Stakeholder Engagement
Round 3
Winter 2021

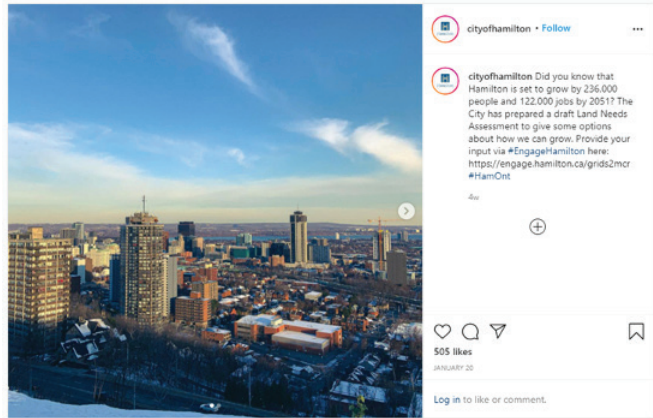


ROUND 3 CONSULTATION AT-A-GLANCE

In January 2021, the City consulted on the recently completed draft Land Needs Assessment (LNA). The LNA identified how much land the city currently has for population and job growth, and whether more land will be needed over the next 30 years. The LNA methodology is set by the Province and uses a 'market-based' approach. The LNA showed that urban expansion will be needed for Community Area land (housing, institutional, commercial, office), but that there is enough land already dedicated for Employment Area (industrial, manufacturing, logistics, research parks). The City was also interested in hearing perspectives about how best to make sure that climate change is a key factor in decision making.

Spreading the word

The City's goal was to hear from as many people as possible. To get the word out about this consultation, many digital and non-digital communications methods were used, including: two digital billboards; City-owned digital signs; print and web advertising; social media; cable television; and direct e-newsletters and e-mails.



Thousands heard about it:

The information was displayed millions of times via the digital billboards. There were over 150,000 views of project information on social media (Twitter, Instagram and LinkedIn), and over 2,200 people visited the City's website to find out more.

Hundreds contributed:

- Approximately 100 people attended two virtual public information centres.
- 24 attended the virtual stakeholder session, including business and environmental associations, and local and provincial agency representatives.
- About 150 people filled out a survey.
- Two dozen people sent in their ideas and questions directly to the project team either before or after the sessions.



All of these questions and ideas add up to meaningful input for the project team to consider before this part of the process is wrapped up and submitted to the General Issues Committee in March 2021.

Thank you for learning more about the project and sharing ideas and preferences with the project team.

Round 3 Consultation: Trending Ideas and Insights

- Participants offered a diversity of ideas and insights, some of which were at odds with each other. However, a number of trends did emerge.
- A large majority of participants indicated their support for the Ambitious Density Scenario.
- Many participants expressed a preference for intensification to take place within the existing urbanized area. "Grow up, not out."
- There is an expressed concern and opposition to growth into agricultural lands.
- Some participants requested that a zero boundary expansion option be presented. Staff did not present this option because it would not meet the Provincial requirement for a market-based land needs assessment, and would result in an unbalanced supply of future housing units comprised primarily of apartments.
- Questions were raised about if and how affordable housing is being incorporated into these growth scenarios.
- The climate change lens is seen as a critical planning tool for any and all growth scenarios.
- Participants asked that all related initiatives, such as those related to climate change, transit and infrastructure planning, be considered during this process so as to paint a holistic picture and develop a sustainable outcome.
- There is an interest in reducing barriers for intensification and providing incentives for development projects.
- Any new policies or processes should ensure that development results in complete communities.
- Some participants encouraged the City to consider adding a "no expansion" scenario, while other participants were concerned that the higher intensification targets would not be achievable.
- Phasing of development is of interest, so that growth scenarios can be revisited with as little consumption of existing undeveloped areas as possible.
- On social media, there were numerous posts expressing skepticism about whether public input would be considered in decision making for this project.
- There is some reluctance to accept the province's growth targets for the City and the market driven LNA methodology.



This report was created in collaboration by the Ehl Harrison Consulting Inc. team: Jodi (J Consulting Group), Peter (Grecco Design) and Tracey (EHC) with the goal of reflecting the diversity and depth of the insights provided by participants from across Hamilton.

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Background

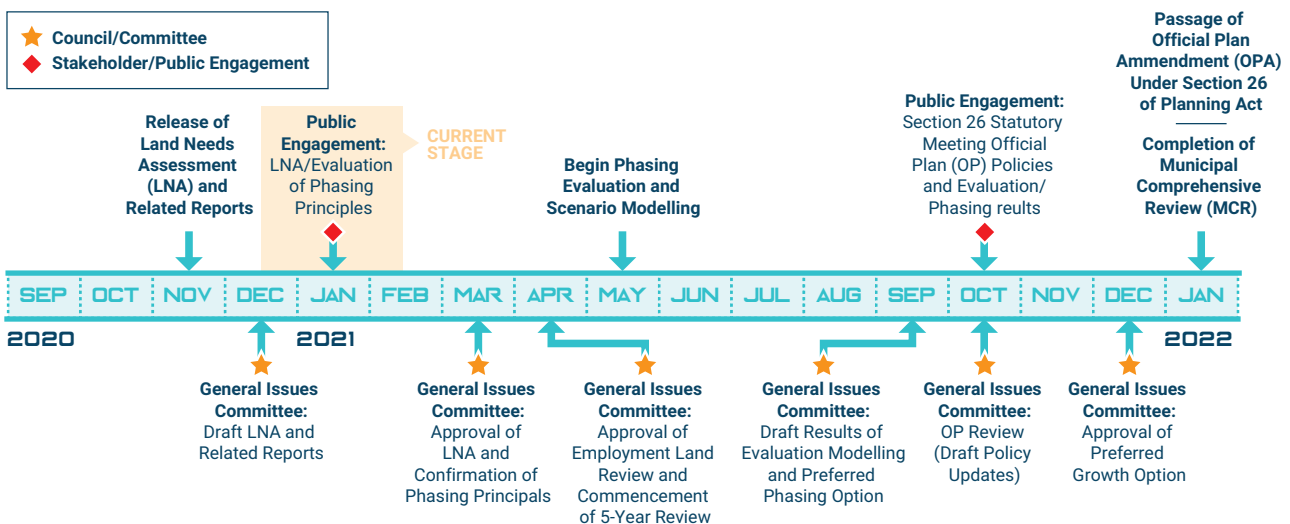
The City of Hamilton is a growing, diverse, culturally, and environmentally rich, economic centre. The Growth-Related Integrated Development Strategy 2 (GRIDS2) and the Municipal Comprehensive Review (MCR) are important projects, both intended to manage employment and population growth and to support good planning in Hamilton.

In May 2006, the first Growth Related Integrated Development Strategy (GRIDS) was approved by Hamilton City Council. GRIDS is a plan that identifies how and where the City will grow to the year 2031. GRIDS2 is an update to GRIDS and will lay out the plans for population and employment growth for an additional two decades, to the year 2051. GRIDS2 is the next step in identifying where and how the additional people and jobs will be accommodated. Updates to the infrastructure master plans (stormwater, water/wastewater), and transportation network review will also be undertaken as part of GRIDS2.

A Municipal Comprehensive Review (MCR) is another future-looking planning process being carried out to ensure that the City updates its Official Plans to be in line with the revised Provincial Growth Plan, most recently amended in 2020, as well as other Provincial Plans (e.g., Greenbelt Plan, Niagara Escarpment Plan, etc.).

To leverage efficiencies and opportunities between GRIDS2 and the MCR, the City is carrying out these two processes at the same time. Combining these projects into one transparent, integrated process is intended to make it easier for stakeholders, citizens, and the City to share ideas related to growth. It is important to engage diverse stakeholders from across the City, uncover and explore competing views, and devise plans that garner support.

These processes started in 2017 with several technical studies and are anticipated to wrap up in early 2022 when the Official Plan and Municipal Comprehensive Reviews are completed. Public consultation is an important part of the process and will bring multiple voices and perspectives to these studies. Several public consultation activities have taken place, more are planned, and ideas are invited throughout the process.



Round 1 Recap: Ideas and Insights:

On Monday, May 28, 2018, the City of Hamilton began its first round of open houses for the GRIDS2 and MCR projects. A total of six open houses were held at three locations across the city. A stakeholder workshop was also held on June 7, 2018. For all sessions, the focus was to reflect on the City's urban structure and to consider if and how areas around Major Transit Station Areas (MTSAs) could be intensified to meet provincial targets. Stakeholders also reviewed Nine Directions to Guide Development that were developed during the GRIDS (2006), with an eye to updating them so they could be used to evaluate possible growth options. Over 100 people attended the in-person sessions and over 750 visits were made to the project webpage, resulting in the submission of over 100 written comments. The [full report](#) can be viewed on the City's website.

Round 1 Consultation: Trending Ideas and Insights

1. **Several additional areas of intensification, corridors and nodes** have been identified for consideration.
2. People want to ensure that **all areas of the city are treated fairly and equitably** (in context), so that everyone benefits from realistic projections and sustainable growth, jobs and new transit opportunities.
3. With some tweaking, including giving focus to citizen engagement, the **GRIDS Nine Directions to Guide Development will continue to be relevant.**
4. **Making connections** between the existing transit system and the new system are important, including across regions.
5. Pedestrian **safety and accessibility** for all are important considerations for intensification and transit.

Round 2 Recap: Ideas and Insights:

On Tuesday, November 16, 2019, the City of Hamilton began its second round of open houses for the GRIDS2/MCR projects. A stakeholder workshop was also held on December 16, 2019. A total of eight public open houses were held at four locations across the region. Several topics were the focus conversation, including:

- possible intensification and density targets for the City;
- draft Employment Land Review that was undertaken with the purpose of reviewing employment areas to determine if any lands should be converted to a non-employment land use designation in the Official Plan;
- the criteria that will inform how future growth options are evaluated.

Over 165 people attended the engagement sessions, and over 800 visited the project webpage. The [full report](#) can be viewed on the City's website.

Round 2 Consultation: Trending Ideas and Insights

- There is broad support for the revised [GRIDS Directions to Guide Development](#) (PDF – see board #4).
- Climate change mitigation is critical and should be used as an overarching evaluation criterion when considering future growth options.
- Keeping future development within the existing urban boundary in order to protect green spaces and agricultural lands is a priority for many participants.
- Other important criteria for determining how Hamilton should grow included environmental sustainability, ensuring a robust public transit system and active transportation, protecting heritage and water resources, building and utilizing public infrastructure efficiently, giving focus to green infrastructure, wise management of public funds, housing diversity, promoting food security, liveable communities, and consideration of the true cost of urban expansion.
- Participants recognized that all these criteria, or lenses, are linked together in an interconnected system.
- Participants generally leaned towards a higher Designated Greenfield Area density target. Some felt that greenfield development offered the opportunity to create complete streets and communities. In the stakeholder workshop, the higher targets were called “stretch targets”, and there was a feeling that higher targets could be aspirational for the City.
- Participants generally favoured higher intensification targets than are contained in the revised Provincial Growth Plan (i.e., over 50%). Many noted that higher intensification targets would result in complete communities. Some cautioned about the pressure that intensification puts on existing neighbourhoods.
- Participants indicated that the process should be inclusive of diverse needs and voices.

All ideas and insights from rounds 1 and 2 consultation have been and continue to be considered by the project team. Moving forward, the intent is to continue to loop back with the public and stakeholders with updates on the process and how input has shaped its direction.

HELPFUL DEFINITIONS:

Land Needs Assessment (LNA) considers how much land the city currently has to accommodate population and job growth, and whether more land is needed over the next 30 years. The methodology is set by the Province and uses a 'market-based' approach.

"Community Area Land Need" is the land for Population-Related growth (housing, institutional, commercial, office).

"Employment Area Land Need" is the land for Employment Area growth (industrial, manufacturing, logistics, research parks).



Round 3 Engagement

Round 3 engagement activities were focussed on sharing information about the outcomes of the Land Needs Assessment (LNA) for both community and employment areas. Due to the COVID-19 pandemic, all engagement took place virtually, through three virtual meetings on the City’s WebEx platform and via the [Engage Hamilton](#) website. One WebEx session was a facilitated stakeholder workshop, and two public sessions were held in a virtual webinar format. The GRIDS 2/MCR project also maintained a [web presence](#) on the City of Hamilton website. Combined, these methods were meant to provide all interested parties access to project information and opportunities to provide input anytime. E-mailed comments were also gratefully accepted.

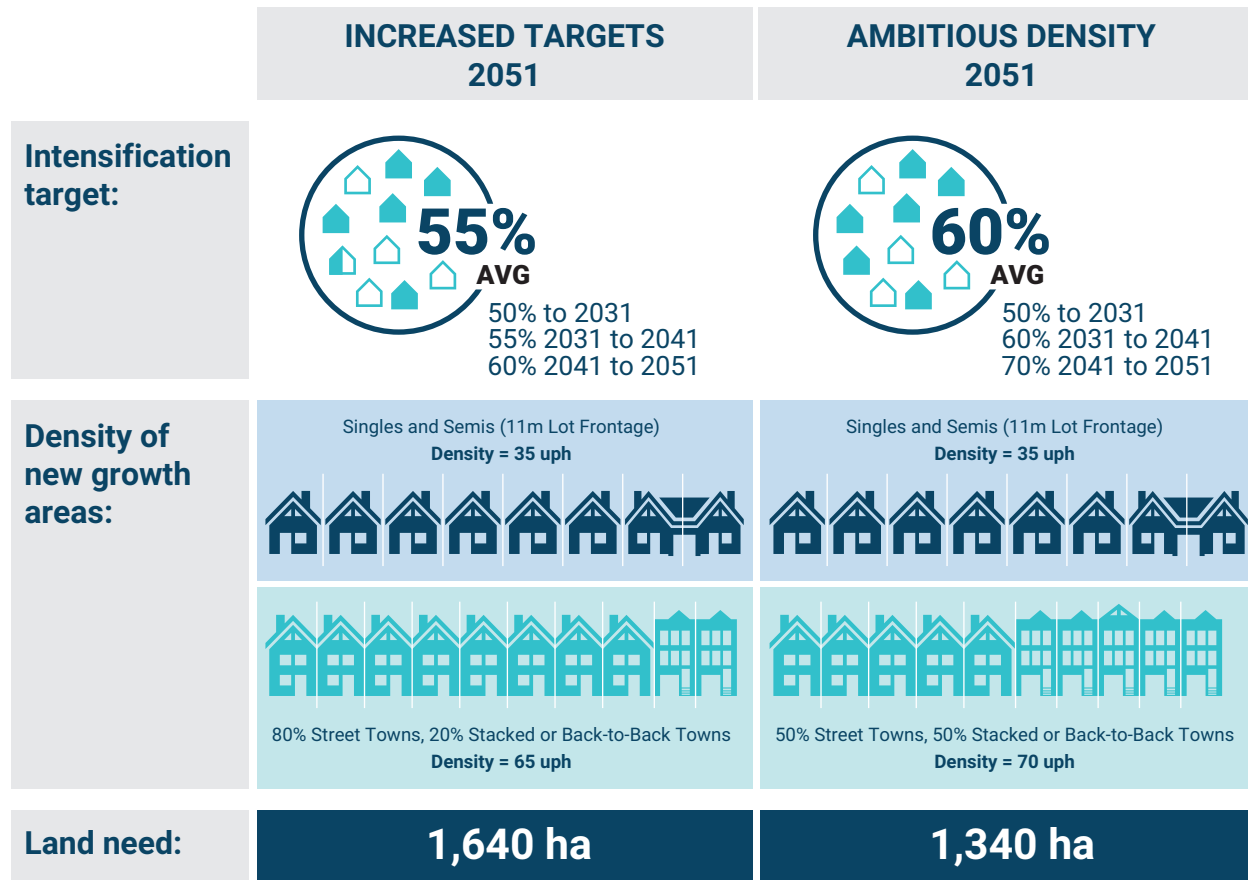
What did we talk about?

The results of the LNA show that the City needs more Community Area land (housing, institutional, commercial, office) through urban boundary expansion to accommodate population growth to the year 2051. Three Community Land Area Need scenarios were prepared for consideration during this round of engagement: Growth Plan Minimum; Increased Targets; and Ambitious Density. Each of the three scenarios will result in a different land need, shown in hectares, and density. The Growth Plan Minimum scenario results in more land needed than is available outside of the protected Greenbelt.



LNA Scenario	Land Need (Gross ha)	Growth Plan Density
<i>Growth Plan</i> Minimum (50% intensification to 2051)	2,200 ha	65 rjha
Increased Targets (50% ▶ 55% ▶ 60%)	1,640 ha	75 rjha
Ambitious Density (50% ▶ 60% ▶ 70%)	1,340 ha	77 rjha

Based on the City's limited land supply options that could be considered for urban boundary expansion, two scenarios were put forward to consider for Community Area land need: the "Increased Targets" or "Ambitious Density" scenarios. Therefore, participants were asked to consider whether they felt that the "Increased Targets" or the "Ambitious Density" should be adopted to guide future development to the year 2051.



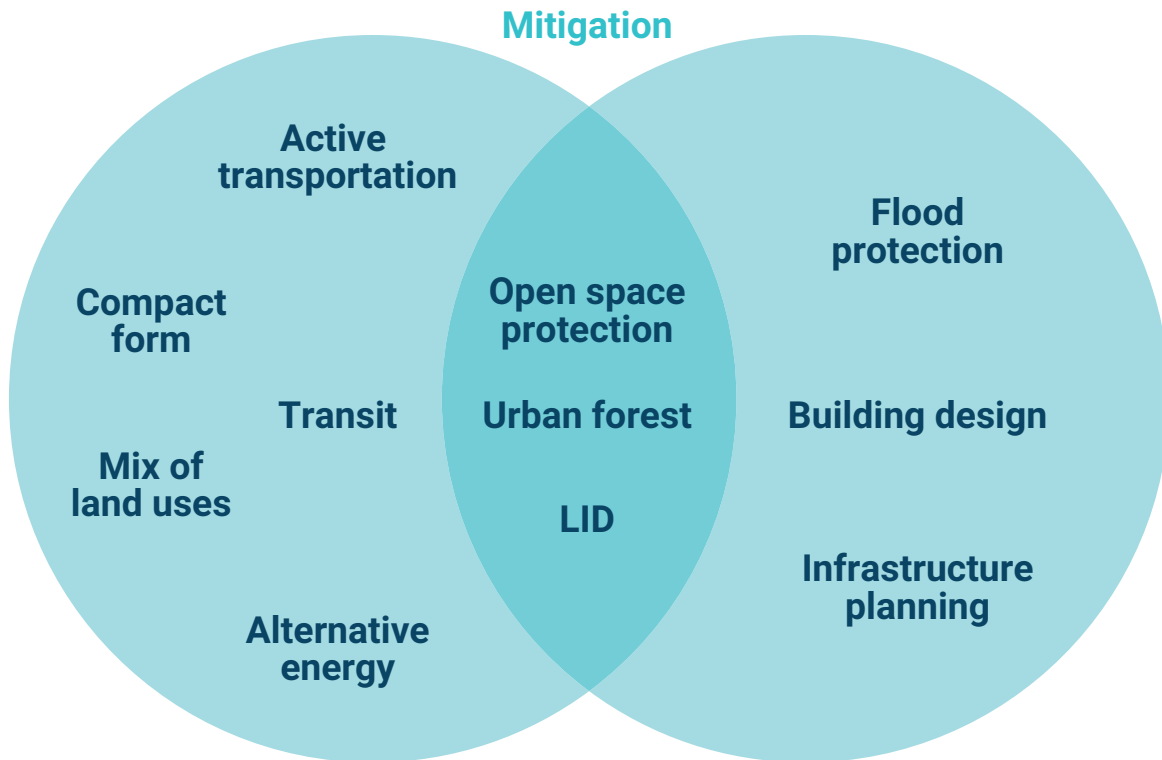
Note: Many comments were received from the public expressing a preference for a 'no urban boundary expansion' option. Staff did not present a zero boundary expansion option because it would not meet the Provincial requirement for a market-based land needs assessment, and would result in an unbalanced supply of future housing units comprised primarily of apartments.

For the Employment Area lands (industrial, manufacturing, logistics, research parks), the supply and forecasted demand of jobs are in balance. The City has enough remaining vacant employment lands to accommodate job growth to 2051.



The City is applying a Climate Change lens as an overlay to all planning processes and decisions. Participants were also asked for their views about how climate change should be considered in planning for these growth scenarios.

Climate Change and New Communities:



Getting the Word Out

Virtual sessions, and the opportunity to provide advice through the Engage Hamilton portal, were advertised in several ways. Community members were invited to either or both of the public sessions.



- Two digital billboards (located at Mud and Upper Centennial and Lincoln M Alexander Parkway near Mohawk Road) displayed the information one million times (impressions) during the month of January.
- City-owned digital signs at City Hall and Gage Park showed the information 20 times per hour through the month of January.
- Advertisements were run in the Hamilton Spectator and the Hamilton Community newspapers on January 7, 2021.
- Internet advertising was targeted at the Spectator and Hamilton News websites in the form of a banner that displayed the GRIDS 2/MCR LNA consultation information.
- Notifications of the LNA consultation and public open houses were shared via City of Hamilton Twitter (6 tweets – 41,200 impressions), LinkedIn (2 posts – 4,700 impressions) and Instagram (1 post – 19,400 impressions, 1 Instagram story – 5,400 impressions) over the month of January. Social media ‘boosting’ was used to promote the ad and allow more people to view it beyond the those who follow the City accounts. The advertising boost resulted in an additional 86,000 impressions across the platforms.
- Staff appeared on the Cable 14 show The Hamilton Network to promote the public sessions and provide information on the importance of the LNA and the GRIDS 2/MCR project.
- Direct email notification was sent to Hamilton Youth network (400 members), and to people on the GRIDS2/MCR project list (approximately 250).
- Emails were sent to members of Council to provide information that could be shared with constituents.

Stakeholder workshop participants were invited by direct e-mail.

Participation

While virtual engagement is not ideal for everyone, it does bring the possibility of reaching many people who may not otherwise gain project information or participate. Project-related information was seen over 150,000 times on Twitter, LinkedIn and Instagram, and the project page on Engage Hamilton had about 2,200 visits during the month of January.

Approximately 125 people actively participated in one or more of the three virtual sessions, and over 175 provided additional comments either through survey responses or submitted comments. Comments were encouraged and accepted through any means acceptable to an individual participant, including electronically and by hardcopy. In addition, staff contact information was provided during the sessions, via Engage Hamilton page and the project website, with encouragement for people to reach out anytime to discuss the project. And, so that people could access information anytime to support informed input, the webinars were recorded and posted on the Engage Hamilton page, as were summaries of all of the questions and answers for each respective session.

What to Expect in this Report

The remainder of this report summarizes the ideas and insights that were exchanged and recorded by the City and consulting team. A number of appendices are included following the summary:

- **Appendix A** contains a transcription of questions and comments from the stakeholder workshop.
- **Appendix B** contains a transcription of questions and comments from the public webinars.
- **Appendix C** contains a transcription of the written (open ended) survey responses.
- **Appendix D** contains e-mails and social media posts.

Please note that in the Appendices, the vast majority of comments are direct transcriptions of participant input. Some summarizing has taken place for the purpose of this report where personal information was given. Reading the summary in the body of the report, along with the direct quotes from participants in the appendices will give readers a sense of the depth and diversity of the comments. While consensus does not exist as to the approach the City should take, a number of themes do emerge. These are outlined in the following sections.

Presentation materials can be accessed on the [project website](#), and on the [Engage Hamilton project page](#). Video Recordings and Questions and Answers Summaries from the **January 18** and **January 20** public webinars can be accessed on the Engage Hamilton site anytime.



Stakeholder Workshop Ideas and Insights Summary

Friday, January 15, 2021 – 9:30am – 11:30pm (28 participants, including 3 City staff and 1 facilitator)

Participants for this virtual workshop came from a number of local business and environmental associations, the agricultural and education communities. The workshop was conducted on the WebEx platform. The agenda included introductions, a presentation from City staff and a member of the consulting team about the Land Needs Assessment outcomes and choices to be made moving forward. Then, participants were invited to ask questions of clarification and interest. During a facilitated question and answer segment, all questions were responded to. A transcript of the questions and answers can be found in **Appendix A**. Participants were asked to complete a brief, three question survey following the workshop to provide additional input to the project team.

Questions asked by session participants can be summarized as follows.

Can underutilized spaces that are currently designated for business uses be redesignated for housing to increase density and reduce the land needed for housing

Response: The City assumes and encourages a certain amount of intensification will occur on lands currently used for business or commercial purposes.

With the pandemic, there has been a rapid shift to remote work and people moving from cities. What are the implications for the need for new office and housing supplies?

Response: There may be an end to densification of office space in urban areas. And the suburban office market will likely pick up this demand, in places like Hamilton, Waterloo and Guelph. For housing, the effect has been to accelerate a previous trend where migrants land in Toronto and then gradually spread out.

Does the City have access to Federal immigration quotas for the area for the future?

Response: The province has a set number annually, and there is an expectation in the Schedule 3 forecasts that these numbers are incorporated into the forecasts.

As the City grows, how will stormwater management be considered, and combined sewer overflows eliminated?

Response: Different options are being modelled and will be incorporated into an Updated Master Plan.



Participants also offered the City some advice during the session. This advice can be summarized as follows.

- Strive to meet higher intensification now and preserve undeveloped lands for the distant future.
- Consideration should be given to a “no urban expansion” option.
- The 30-year planning horizon is a long one, and trends and demographics can change.
- The Province’s market-driven approach raises concerns about which priorities should be leading this process. Environmental and social considerations should be prioritized.
- Developers need to be supported through policy to intensify existing urbanized areas. Complete, transit friendly communities should characterize these intensified areas, so they are attractive for businesses and residents.

Following the workshop, stakeholders were circulated a brief survey (see **Appendix A**) with a request to provide any additional insights to the City for consideration. The following summary reflects the insights shared through the five survey responses that were received.

From your area of expertise, what are the opportunities and challenges that you foresee from planning for either the “Increased Targets” or “Ambitious Density” Community Area land need scenario? Points to consider may include the amount of required intensification (i.e., the intensification target), planned density of new communities, overall community land need, climate change implications, financial implications, etc.

- Planning report (PED17010(h)) details the challenges at this stage of planning. The detailed work to come in the form of official plan amendments and secondary plans and their associated studies will provide a better venue to consider these issues in detail.
- One of the challenges in meeting either of the density targets is moving from the current experience, which is lower (40%). The market demand approach called for by the province will likely result in demand for lower density development rather than higher. The City should take a proactive approach of communicating the benefits of intensification and higher density development to investors, developers, and residents. Supportive development policies (residential/commercial) by each department of the City of Hamilton are needed to reach the Growth Plan minimum of 50% intensification.
- There are challenges and opportunities related to accommodating growth and creating complete communities which reduce climate impacts. Sustainable neighbourhoods should include mid-rise developments, created near existing commercial corridors. And, natural areas, both inside and outside of the urban boundary should be maintained, and green spaces and connections between them expanded.
- The opportunities and challenges will be similar to the current challenges including, selecting sites for schools, servicing, site plan approvals, among numerous variables.

In terms of Community Area land need, and considering your responses to question 1, what scenario would you recommend the City adopt in the final LNA?

- There wasn't consensus on which scenario should be adopted by the City.
- It was suggested that the “Increased Targets” scenario may be more realistic, but that given the long planning horizon for this project, that the “Ambitious Density” target would be an appropriate vision for the City.
- The “Increased Targets” were seen by some as a reasonable compromise to address market demand, and also give focus to overall community land needs, affordable housing needs, preservation of Greenland areas and climate change implications.
- It was also stated that the “Ambitious” scenario should be focussed on development to 2031 (only) within the current urban boundary.



Please provide any additional comments/concerns/suggestions regarding the findings of the draft Land Needs Assessment for Community and/or Employment Area land need.

- The north Whitebelt areas, generally, of Twenty Road West/Garner Road, Twenty Road East and Elfrida are located in the HCA watershed. There are existing headwater and other natural features that will pose development restrictions which need to be further detailed at the Official Plan and Secondary Plan level.
- Priority should be placed on developing new commercial/residential units within business improvement areas, including Downtown Hamilton, through supportive policies and grants. These developments should include a portion be dedicated to commercial space. Increased taxation for vacant land on commercial corridors could also be considered.
- A portion of the lands identified as Designated Greenfield Area – community area for residential growth fall within the John C. Munro Hamilton Airport Zoning Regulations SOR/2017-200 and the Airport Noise Exposure Forecast (NEF) contours. For lands that fall within NEF 40-28 contours, it is strongly recommended that new residential developments not be undertaken in these areas due to high susceptibility to aircraft noise and impact to quality of life. It is also recommended that noise mitigation measures be implemented for lands between NEF 28-25 in accordance with City of Hamilton, Ministry of the Environment and Climate Change and Transport Canada standards/guidelines.
- There is a strong interest in better understanding how future development may unfold with respect to housing type, locations, and overall housing numbers, particularly in Elfrida, in order that the Board has ample opportunity to appropriately plan for future school sites.
- The need to carefully consider the preservation of Greenland areas and prime agricultural lands, and the fight against climate change are critical and align with the organization's values.

Stakeholders expressed interest in contributing their ideas and concerns through continuing dialogue about this process.

Virtual Public Webinars Ideas and Insights Summary

Approximately 100 people directly participated in the Round 3 virtual public webinars to hear and ask questions about the outcomes of the LNA carried out to identify land needs for Community Area (residential, commercial, and institutional land uses) and Employment Area (business parks, manufacturing, industrial land uses) to the year 2051.

During the virtual webinars, participants were invited to ask questions through the Q&A feature of the WebEx. Staff responded to all of the questions posed. At the conclusion of each session, participants were encouraged to go to the project page on Engage Hamilton and complete a survey to provide more detailed input.

Question and Comment Themes

- There is an expressed concern and opposition to growth into agricultural lands.
- Many participants expressed a preference for intensification and densification to take place within existing urbanized area. "Grow up, not out."
- Questions were raised about how affordable housing is being incorporated into these growth scenarios.
- The climate change lens is seen as a critical planning tool for all growth scenarios.
- There is some reluctance to accept the province's growth targets and the market driven methodology.
- There is an interest in reducing barriers for intensification and ensuring that development results in complete communities.
- People wonder whether Community-related growth can take place in areas that are currently designated for Employment needs but are underutilized.
- Phasing of development is of interest, so that growth scenarios can be revisited with as little consumption of undeveloped areas as possible.

All comments and questions raised during the public sessions can be found in **Appendix B**.

Virtual Public Webinar #1 Ideas and Insights

Monday, January 18, 2021 – 6:00pm – 8:00pm (56 participants)

Question Box Themes

Through the Virtual Public Webinar, questions were raised by participants in the Questions box. Questions focused on themes related to boundary expansions, rationale/methodology for defining growth rates and scenarios, land use clarification, climate change considerations, and intensification and mixed-use development. Here is a sample of these questions.

BOUNDARY EXPANSIONS:

- How are boundary expansions determined and what is included in each?
- Can you confirm there will be no expansions into the Greenbelt?
- What portion of Whitebelt is already developed land?
- Are there any wetlands, other sensitive areas that are vulnerable to development?
- How much farmland is lost through growth? Can we stop business parks from gobbling up agricultural land?

TARGETS

- Where do population projections come from?
- Can the City dispute intensification targets set by Province?
- How is ecological and human population carrying capacity considered?
- How has the provincial requirement to consider market demand changed how the City is approaching its land needs assessment?
- Is Hamilton airport still expected to grow to as expected in the Airport Employment Growth District plan?
- Who are the population and density “forecasters”? How do treaty people living in Hamilton reach these Ontario forecasters to discuss our concerns about their imposed mandates?

LAND USE AND INTENSIFICATION

- Can there be redevelopment on large surface parking lots and in underutilized industrial and business areas?
- Is affordable housing included in the Ambitious Plan?
- How does the City ensure that developers and builders meet higher building codes?
- Can intensified neighbourhoods have more missing middle, more greenspace, more commercial, walking neighbourhoods?
- What considerations are made to improve transportation methods?
- Would novel zoning regulations be considered to allow for more complete communities?

CLIMATE CHANGE

- Has the 2030 deadline of the Intergovernmental Panel on Climate Change affected planning?
- How are watersheds being protected and stormwater management being planned for?

Virtual Public Session #2 Ideas and Insights

Wednesday, January 20, 2021 – 1:30pm – 3:30pm (42 participants)

As with the first Virtual Webinar, many questions were raised by participants in the Question box throughout the session. Participants sought clarification about boundaries for the possible areas for expansion, and existing land uses. Questions focused on agricultural lands, intensification needs and targets.

AGRICULTURAL LAND

- What does the GRIDS2 process envision to help avoid conflict between current farms and future developments. Will Hamilton ensure minimum distance separation is respected?
- When will the GRIDS2 Agricultural Impact Assessment start and how can we participate?
- If Hamilton proceeds with the 'increased' or 'ambitious' targets, most or all of the Whitebelt lands will be needed to accommodate population growth. In regard to phasing, will priority be given to non-prime agricultural lands over prime agricultural land?

BOUNDARIES

- Explain how Whitebelt lands are determined and what they consist of?
- Is the city already taking the position that green fields should be developed?
- Can you provide some context on how Binbrook got developed?
- Can Hamilton expand up in these areas rather than outwards and thus avoid any further sprawl at all?
- Will future designated lands be released in stages?
- Can surplus employment lands be added to Greenbelt?

LAND USE AND INTENSIFICATION

- Did intensification planning presume the LRT goes ahead?
- Did intensification planning include the possibility of increasing density in single-family areas?
- What is the rationale for the City to go higher than what the province requires regarding intensification and density? Isn't there a risk to over intensifying?
- In what way was the city's need for a large increase in non-market housing – public, social and coop affordable housing – considered in planning for intensification and density?
- Will the blue lands around the airport be available for development in the near future?
- What percentage of grey lands are available for development within the built-up area? Hamilton has declared a climate emergency and sprawl of any kind goes against this.
- How is "market based" taking account of changing tastes? How we are shifting to more apartments, town homes in a missing middle?

Social Media Comments



Numerous people reposted and/or commented on the City’s social media posts advertising the virtual sessions and survey availability on Engage Hamilton. In those comments, there were multiple comments about the need for enhanced public transit, protection of the Greenbelt, and affordable housing.

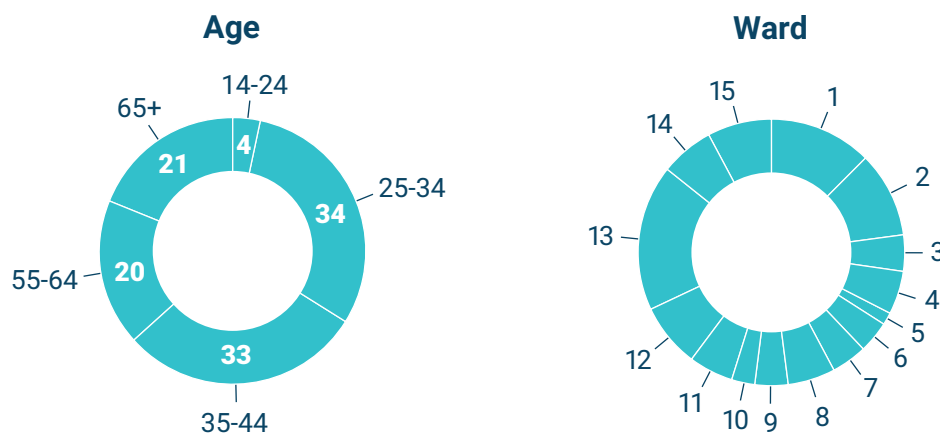
Commenters expressed concern about the existing drinking water issues among First Nations and the long term nature of this exercise. There were also numerous posts expressing skepticism about whether public input would be considered in decision making for this project.

Online Survey Results

Throughout the process, all interested parties have been encouraged to fill out the LNA survey posted on the online [project portal](#) on the Engage Hamilton website between January 5 to January 29, 2021. The purpose of the survey was to collect feedback on the findings and options presented in the Lands Needs Assessment. The survey incorporated nine questions within four key sections:

1. Intensification Targets
2. Density of Designated Greenfield Areas
3. Climate Change
4. Employment Land

Approximately 150 people from across the City responded to the survey. The distribution of respondents by age and by ward are shown below.



The following summary provides an overview of key findings for each of the four survey sections. Open ended questions (Q2, Q7, Q8, and Q9) where people provided a written response have been summarized by overall themes with number of responses shown for each theme. Written responses in their entirety can be found in **Appendix C**.

Response by Question

Section 1: Intensification Targets

Q1: SELECT YOUR PREFERRED SCENARIO:

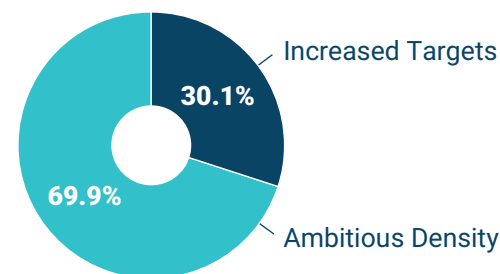
The first survey question asked respondents to select their preferred intensification scenario, based on the following definitions.

- 'Increased Targets' Scenario: An average intensification target of 55% over 30 years (50% to 2031, 55% to 2041, and 60% to 2051) resulting in a land need of approximately 1,600 ha (all available lands outside the Greenbelt boundary would be added to the urban area)
- 'Ambitious Density' Scenario: An average intensification target of 60% over 30 years (50% to 2031, 60% to 2041, and 70% to 2051) resulting in a land need of 1,300 ha (less available land would need to be brought into the urban area, but the targets are significantly higher than the demand forecasted by the residential intensification study)

There were 143 responses to this question.

Overall, 70% of respondents indicated that their preferred option was the Ambitious Density Scenario.

Preferred Scenario



Q2: DO YOU HAVE ANY OTHER COMMENTS ON A PREFERRED INTENSIFICATION SCENARIO FOR THE CITY?

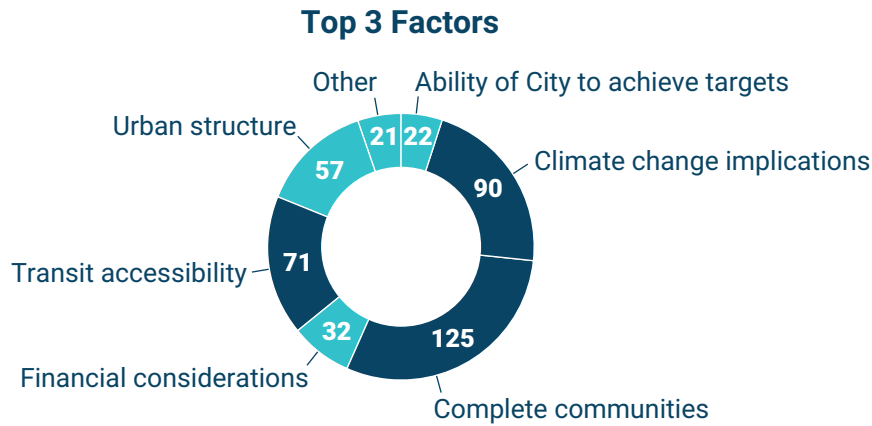
Through this open-ended question, many respondents expressed their desire to 'build-up, not out', and the need to protect the Greenbelt, greenspace, and agricultural land. Responses, by theme, are outlined below along with the number of times this response was given. There were 88 responses to this question.

- More density "Build-up, not out" (20)
- Neither/No expansion (12)
- Protect/avoid development in greenbelt, agricultural land (11)
- Need for mix housing (9)
- Keep most growth to urban areas/Downtown (8)
- Develop Brownfield and underutilized sites (5)
- Concerns regarding COVID impacts (3)
- Concerns regarding climate change (2)
- Need for longer-term land supply (2)
- Concern regarding Land Claims, contradictions with Land Treaties (1)
- Other (12)

Other responses included concern about respect for Land Treaties, desire to open up the Greenbelt, the need to continue to develop single-detached homes and protecting local heritage.

Q3: WHAT DO YOU FEEL ARE THE TOP 3 FACTORS TO CONSIDER WHEN MAKING A DECISION BETWEEN THE 'INCREASED TARGETS' OR THE 'AMBITIOUS DENSITY' SCENARIOS?

There were 147 responses to this question. Top factors suggested by survey respondents when considering which density targets should be selected include creating complete communities (125), climate change implications (90), and transit accessibility (71).



Section 2: Density of Designated Greenfield Areas

Q4: FOR SINGLES AND SEMI-DETACHED DWELLINGS, WHAT WIDTH OF LOTS WOULD YOU LIKE TO SEE DEVELOP IN NEW COMMUNITIES? (145 RESPONSES)

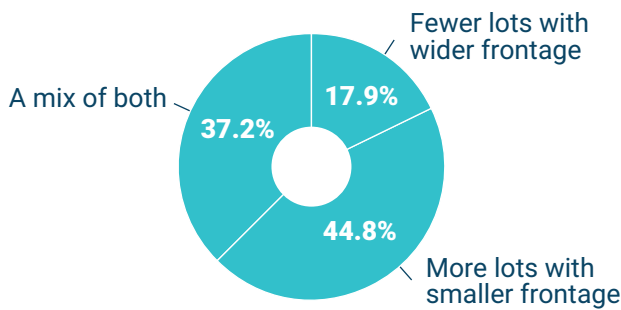
Q5: FOR TOWNHOUSE DWELLINGS, WHAT MIX OF UNIT TYPE DO YOU WANT TO SEE DEVELOPED IN NEW COMMUNITIES? (144 RESPONSES)

Survey respondents were asked to provide their preferences on the types of dwellings they would like to see developed in new communities.

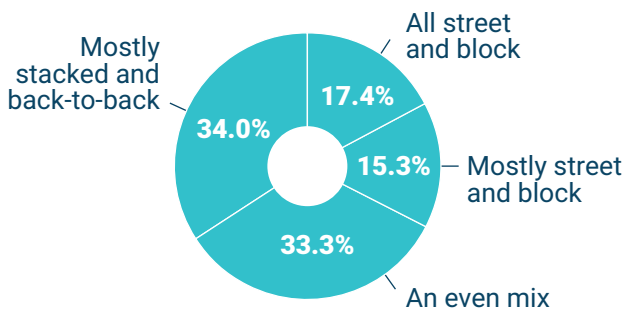
When asked about preferences for single and semi-detached dwellings, responses were mixed with a slight preference towards ‘more lots with smaller frontage’ (45%). Thirty-seven percent identified a preference for a ‘mix of both’.

When asked about townhouse dwellings, preferences were again mixed with a split between ‘mostly stacked and back-to-back units but with some street townhouses available’ (34%), and ‘an even mix of street townhouses and stacked/back-to-back units’ (33%).

Singles and Semis



Townhomes



Section 3: Climate Change

Q6: RANK YOUR TOP 1 TO 5 PRIORITY CONSIDERATIONS FOR DEVELOPING NEW COMMUNITIES.

There were 144 responses to this question. Survey respondents were asked to rank their priorities for developing new communities. Responses are outlined in the following Table. Responses with a lower average rank score indicate that particular consideration is a higher priority when all of the scores are averaged. Transit, greenspace, and green building design are of higher priority, generally, than renewable energy planning and low impact development techniques.

Options	Average Rank
Transit connection to the rest of the City	2.7
Greenspace for carbon sequestration	2.8
Green building design	2.9
Alternative/renewable energy planning	3.2
Low impact development techniques	3.4

Q7: WHAT ARE OTHER CONSIDERATIONS RELATED TO CLIMATE CHANGE IN THE PLANNING OF NEW COMMUNITIES THAT SHOULD BE PRIORITIZED?

There were 87 responses to this question.

For this open-ended question, survey respondents emphasized the desire to consider complete communities and smart growth principles; green design; and the impacts on ecosystems and greenspace (22) in the planning of new communities. Responses included:

- Complete communities/smart growth principles (25)
- Ecosystem, Greenspace considerations (22)
- Green development, solar/wind (15)
- Grey water system (5)
- Agriculture preservation, food sustainability, urban agriculture (4)
- Electronic transportation (3)
- None (2)
- Low density housing (2)
- Other (12)

Other considerations mentioned include education, long-term sustainability, no boundary extension, and technology excellence.

Section 4: Employment Land

Q8: DO YOU HAVE ANY COMMENTS ABOUT FUTURE LAND NEED FOR EMPLOYMENT AREAS UNTIL 2051?



There were 80 responses to this question.

In thinking about future land need supply for employment areas, survey respondents identified priorities such as creating mixed use and complete communities, repurposing, and revitalizing existing employment lands, and protecting the Greenbelt and agricultural lands. Responses included:

- Mixed use/complete communities (11)
- Repurpose/revitalize existing employment lands (7)
- Protect Greenbelt, agricultural land, greenspace (7)
- Incorporate green design, green features (5)
- Reduce commute/transportation (6)
- More density, intensification, infill (4)
- Consider changing employee needs (working from home) (4)
- Surplus employment lands should be designated for community (4)
- Hub style/multi-office in one location (2)
- Focus on green industries (2)
- Be a tech hub (2)
- Consider impacts of industries (environmental, noise) (2)
- Focus on downtown (2)
- Climate change, environmental standards (2)
- Other (11)

Other suggestions include providing incentives for intensification and ensuring adequate infrastructure for intensification and new development.

Q9: DO YOU HAVE ANY OTHER COMMENTS ABOUT THE CITY'S INITIAL DETERMINATION OF COMMUNITY AND EMPLOYMENT LAND NEED UNTIL 2051?



There were 77 responses to this question.

Similar to comments for previous questions, survey respondents highlighted the need to protect the Greenbelt, greenspace, and agricultural land, with a focus, again, on intensification and infill within the downtown and other, already developed, areas. Several respondents also expressed appreciation for the opportunity to provide input into the process. Responses included:

- Intensification, infill (8)
- Support for engagement process (7)
- Preserve greenspace, agricultural land (6)
- Complete communities, smart growth, mixed use (5)
- Do not support proposal/options (4)
- More than financial considerations (4)
- Climate impact/reduce emissions (4)
- Infrastructure needs (3)
- Preserve history (3)
- Continue engagement (3)
- Keep single detached dwellings (2)
- Affordable housing (2)
- Open greenbelt (2)
- Other (14)

The importance of honouring existing Land Treaties, monitoring of growth plans, and safeguarding public accessibility to the waterfront were also expressed as important considerations.



Submissions Received Before and After Virtual Sessions

Comments and questions were also submitted to the City before and after the virtual sessions through e-mail, letters and on social media. Nine (9) questions were received in advance of the public webinars. Responses to these questions were provided by staff during each session. Some participants also chose to follow up with e-mails or letters to emphasise or explain their perspectives and/or to ask questions related to specific properties or interests. A summary of these submissions and links to social media posts can be found in **Appendix D**.

Next Steps

This was the third of four public and stakeholder “touchpoints” planned for the GRIDS2/MCR process. This third point of contact was added to the original plan to recognize the importance of both the topic of the land needs assessment, and to incorporate the aspirations of the community about how and where the City should grow. The next steps for the technical work are to:

- establish an evaluation framework and phasing principles to evaluate the location and phasing of future growth.
- refine the key considerations that make up the climate change lens and how it will be applied. Consultation on these considerations will take place in April.

The final planned formal touchpoint is near the end of 2021 when new Official Plan policies, evaluation and phasing strategies have been drafted. Ongoing dialogue and input are welcome at any time.

For more information:

- visit our website at hamilton.ca/grids2-mcr
- call or e-mail staff to discuss
- or visit the [project page on Engage Hamilton](#)

Keep in Touch

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Public Engagement “Ideas and Insights”

Appendix A:
Virtual Stakeholder Workshop Chat Box Entries

The following questions and comments were entered into the Chat box during the **January 15, 2021** virtual stakeholder workshop. The staff team fielded and responded to all of these questions.



- What is meant by an 'unbalanced supply'?
Not enough of all types of housing?
- With the recent rapid shift to remote work, what are the implications for the need for new office supply? Secondly, now that remote work has been allowed and proven successful, I am seeing a shift to demand for housing outside the GTA to find more affordable housing. What are the implications of that for housing demand in Hamilton?
 - Response: outlook for office – innovation and creativity in clustering. Will see the end of office expansion. Suburban office demand will react to where people are living – pressure on Hamilton and other outer GTA municipalities. Shift to lower density housing turnover – baby boomers to age out around 2040 but does not match the intensity of demand in this period. Intensification over the period, to achieve 50% there will need to be an intensity of high-rise development starting today to
 - Will probably see the end of densification of office space in urban areas. And the suburban office market will likely pick up this demand, in places like Hamilton, Waterloo and Guelph.
 - Effect has been to accelerate a previous trend where migrants land in Toronto and then gradually spread out.
- Eventually this city is going to run out of greenfield development land. Why not be bold and intensify now and reserve that land for growth after 2051.
- Highly recommend this report - <https://www.pwc.com/us/en/industries/asset-wealth-management/real-estate/emerging-trends-in-real-estate.html>
- Is there potential to convert existing office space to housing?
- Growth is fundamentally driven by migration, especially international migration (limited by targets set by Federal Government) at ~400,000 per year and forecasted to grow due to the COVID areas. Does the City have access to statistics on Federal immigration quotas over the next few years?
 - Response: The province has a set number annually, and there is an expectation in the Schedule 3 forecasts that these numbers into the forecasts.
- How will stormwater issues e.g., flooding/water quality be addressed during intensification? What will the City be doing to ensure these issues are addressed moving forward?
 - Response: Working with staff in water and stormwater management with details related to the scenarios, so they can model the different options. Master plan document will consider major stormwater events through the update.
- Heather makes interesting points about future designations. There are many that question the populations forecasts for 2050 and therefore the growth targets as well. Were in the middle of a pandemic where people are dying. Populations are aging, People aren't having children in high rates like the past. There are infertility issues, shifts in family dynamics, different priorities etc. 30 years is a long time and a lot of can change in terms of what will be needed and what will be wanted.
- I don't want to place our fate in the hands of the market - time to stop this!
- The leapfrogging, etc. - these are issues that a provincial government needs to address through effective regional planning policies!!

- Agree with Lynda, If we want to support intensification in our urban core, we need to support the developers to do it. Do not put up roadblocks and hurdles that are currently pushing developers away. We have so many empty properties on Barton St that could be housing but the property owner has no incentive or interest to develop. I agree it needs to be made attractive for people wanting to live here - i.e., remove industrial truck routes, plant more trees, make the streets safer....
- Many benefits to high intensification targets. The big one for Hamilton is fixing the combined sewer system once and for all and ending sewage overflows. Make it attractive for people to live in a dense community and the market will support it. Livable walkable complete well-planned communities that support transit opportunities, maximize infrastructure investments, and provide local food opportunities are just some of the benefits. Thanks for the opportunity to contribute today.
- Can we get a copy of the presentation?



Public and Stakeholder Engagement Round 3

Appendix B:
Virtual Public Webinar Q&A Submissions

The following questions and comments were entered into the Q&A box during the **January 18, 2021** virtual public webinar. The facilitator either asked the staff presenter to respond to the individual question, or where questions were similarly themed, staff responded to a single summarized question on the given topic. A Q&A document has been created by staff and posted on the project page of the Engage Hamilton portal. As well, a recording of the meeting which includes the staff presentation, and the questions and answers is also posted for on-demand viewing.

- When was Hamilton's boundary originally set?
- Why is pop growth taken as a given? Doesn't planning manage this?
- Could the "whitebelt" also be described as periurban?
- Where do the numbers for projected population come from?
- Is commercial/industrial development allowed in areas that are affected by the airport noise, in areas allowed for development in the Hamilton Official Plan?
- Are there any Urban Boundary expansions proposed in Waterdown area? You mentioned that no Urban Boundary expansions will happen in the Greenbelt Plan Protected Countryside designated areas, can you confirm that you will not be proposing this in any refine?
- Are these limits changed with policies and who makes the changes to the boundaries?
- Can whitebelt lands in the NEF 30 zone be developed for commercial or office use as part the urban boundary expansion Community lands?
- Does the city have the authority to dispute the intensification targets set by the province?
- Is the white belt the only rural land in Hamilton that is not protected by the green belt?
- How is ecological and human population carrying capacity taken into account to set limits to Hamilton population (so we know how to withhold appropriate amount of farm/green/recreation space).
- Refinements with the MCR process? (specifically, within the Greenbelt Plan Natural Heritage system).
- What is the proportion of the white belt land to already developed land ?
- Given that climate change has become much more of a pressing issue since the Intergenerational Panel on Climate Change report was released... has the 2030 deadline keep warming under 2C affected planning?
- Are there any wetlands or other sensitive areas that are vulnerable to development?
- Are there any large-scale plans for cleaning up and using old industrial areas?
- Many think that Climate Change Many think the Climate Change needs to be a lens through which development is planned. Should it not be considered first given that?
- How would citizens encourage Hamilton city planning to assess its own sustainable carrying capacity for human population within its boundaries (so that it may communicate with province of Ontario about what is appropriate)?
- Could you please just mention what is meant by 50/60% etc. . E.g., would 100% mean that our current density would be doubled?
- Will there be more green space if you increase the density, better road access if it is in areas that are already developed, and of course can the existing sewer and water systems take all this development?

- Many architects refer to the missing middle (up to 6 or 7 stories in height) that they feel should be developed. Why have we not included this style of construction.?
- Given the Provincial requirement to use market demand for planning, which of the scenarios would be able to meet this objective?
- 55% intensification sounds good to me. Seems like a happy medium.
- Perhaps I missed it, but did you talk about any hi-rise development?
- Do you have a “more sizeable” copy of the mapping you presented? Even when enlarged it cannot be determined to the areas you are referring to specifically. (Yes, the mapping is on the Engage Hamilton webpage.)
- Why is the city only looking at greenfields? what about redevelopments on things like large surface parking lots.
- Is the survey only applicable to the parts of the City shown in the maps in the presentation, or does it include broader areas (i.e., Waterdown, Flamborough, Dundas etc.)?
- Thank you for the informative presentation. With the onset of the COVID crisis what consideration is the City giving to an increased work from home culture theoretically requiring less density/intensification
- Please elaborate on how the provincial requirement to consider market demand has changed how the city is approaching its land needs assessment. Is it fair to say that this is an approach that unavoidably requires more land?
- At the December 14 GIC Meeting city planning staff and city councillors stated that the city is considering phasing development over the 30 years to 2051. Will that phasing be based on Provincial Preservation of Prime Agricultural Lands in the later phases?
- Famous architect and planner Christopher Alexander had identified a planning pattern referred to as “city-country fingers” whereby urban corridors are extended outward like a star (or fingers); so that urbanites and farmers could be within walkable distance of each other (a good symbiosis). would the city consider the merits of such an elegant regional design plan?
- Can you describe your idea of what the ambitious plan would look like in Hamilton? Would we be looking to utilize all of the grey lands in the built-up area. Is affordable housing included in the plans?
- Is your planning accounting for the increase in working from home brought about by the COVID-19 crisis? In other words, are you accounting for the desire for larger, ground related housing that seems to be what people are now desiring?
- Is the tall building plan by the city part of this intensification?
- <https://www.hamilton.ca/sites/default/files/media/browser/2018-03-16/downtownhamilton-dhtallbuildingsstudy-mar2018-1.pdf>
- Can intensified neighbourhoods within the built-up area be reconfigured to have more missing middle, more greenspace and more commercial. Walking neighbourhoods, with shopping, services, and green spaces within walking distance.
- One aspect of climate change are dramatically increased precipitation events. What provisions with expanded areas for watersheds have been made? -Part 3
- With increased intensification has consideration been given for mixed use where more people might be able to shop, work and live in a more compact form so that it will be more accessible to active transportation?
- What considerations are made to improve transportation methods to accommodate in increased population in the urban areas?

- Who are the population and density “forecasters” (names/departments)? How do treaty people living in Hamilton reach these Ontario forecasters to discuss our concerns about their imposed mandates?
- How many hectares of good farmland gets paved over in your various scenarios?
- Is expansion being “encouraged” by the provincial govt? They are very cozy with developers.
- What do you see as the main risks of not expanding the urban boundary? for who?
- Clarification: my question about “city and country fingers” pattern is about the where. it has to be thought of when choosing where to expand. (please read the questions as asked :)
- The AEGD was planned in 2015 or so I believe... is the Hamilton Airport still expected to grow to the degree that the AEGD’s size is still justified? It’s gobbling up A LOT of prime agricultural land.
- If there is a surplus can we stop Business parks like 03/6 gobbling up Ag. land?
- It was mentioned that no new employment areas would be needed in these planning scenarios. yet the idea of “complete communities” was also mentioned as an intention. Wouldn’t ‘complete communities’ include walkable/neighborhood employment opportunity (by design).
- Is it possible to include local power generation in the lands need assessment? (community owned power generation, that is.)
- Doesn’t it make sense to develop the closest Whitebelt lands to the Downtown Community Node in Phase One of the residential urban boundary expansion to reduce commute times and greenhouse gas emissions instead of “Leap Frog” development?
- How does the City ensure that developers and builders meet higher building codes so that all new homes are built to the highest insulation standards and provide geothermal heating in new areas? So many builders use the cheapest windows , cheapest roofs.
- Would novel zoning regulations be considered in order to allow for more ‘complete communities’ such as small workshops in residential areas or certain urban agriculture allowances. where actual “farms” may have only qualified before (as per Hamilton’s urban ag regs.)
- Is laneway housing part of this discussion? There are environmental impacts.

The following questions and comments were entered into the Q&A box during the **January 20, 2021** virtual public webinar. The facilitator either asked the staff presenter to respond to the individual question, or where questions were similarly themed, staff responded to a single summarized question on the given topic.

A Q&A document has been created by staff and posted on the project page of the Engage Hamilton portal. As well, a recording of the meeting which includes the staff presentation, and the questions and answers is also posted for on-demand viewing.

- In the GRIDS-2 Background Report PED17010(h) on page 34 indicates "Expansion into the Protected Countryside of the Greenbelt is protected from being redesignated for urban uses (with a minor exception of a 10ha) Waterdown/Binbrook - Please elaborate.
- We have an intensive farming operation on the border of urban designation in Waterdown. What does the GRIDS2 process envision to help avoid conflict between current farms & future developments. Will Hamilton ensure minimum distance separation is respected.
- I'm really concerned about farmlands. I hope they receive the protection they and our food source deserve.
- How is "market based" taking account of changing tastes - not only looking at past market demands but also gathering new inputs on how tastes and demand is changing. If you only look at past market demand you will inevitably end up with replicating sprawl
- Why are there some white belt lands that seem to be within the Urban area?
- What criteria makes land Whitebelt and is prime agricultural land considered Whitebelt land?
- I believe you just said the green field area "can be and should be developed". Is the city already taking the position that green fields should be developed?
- What percentage of Hamilton is 'grey fields'?
- We understand that Ford has reduced Greenbelt lands. So, is the 10 hectares an allowance given recently by the Ford gov't?
- Can you provide some context on how Binbrook got developed? It seems so out of place given the green belt areas surround it.
- Asking this in advance...I am listening and driving .what percentage of the built-up area of Hamilton has been identified as gray fields. Can Hamilton expand UP in these areas rather than outwards and thus avoid any further sprawl at all?
- On "market based" the answer did not cover how changing tastes are taken into account; how we are shifting to more apartments, town homes in a missing middle?
- When will the GRIDS2 Agricultural Impact Assessment start and how can we participate?
- The illustration showing the Greenfield Areas to be developed is conceptual & doesn't include specific streets. Is there a more detailed illustration showing these Greenfield Areas, i.e., like the one that shows the airport and "noise area boundaries"?
- What consideration is given to releasing or extending land need on a staged basis, i.e., assuming new expansion only takes place after all existing land is used; thereby deferring expansion for 10/20 years.
- Why did staff not model the 81% intensification rate based on the Provincial Govt's market-based approach. Can you put in in notes in this panel so I can copy it?
- If Hamilton proceeds with the 'increased' or 'ambitious' targets, most or all of the whitebelt lands will be needed to accommodate population growth. In regard to phasing, will priority be given to non-prime agricultural lands over prime agricultural land.

- Did intensification planning presume the LRT goes ahead?
- Did intensification planning include the possibility of increasing density in single-family areas, so that townhouses and low-rise apartments could be added to areas that are now only single family?
- There is a TC energy pipeline that runs within the hydro corridor that is located between Twenty Road and Rymal Road. Does this get taken into account through the LNA/GRIDS process?
- What is the rationale for the City to go higher than what the province requires regarding intensification and density? Isn't there a risk to over intensifying?
- There are lands in the Airport Employment Growth District (AEGD) along Garner Road that are designated Institutional but have special policies indicating that they shall be developed for employment uses if institutional uses are not developed. Were these identified as employment or community in LNA?
- Please ask what percentage of gray lands are available for development within the built-up area? Hamilton has declared a climate emergency and sprawl of any kind goes against this.
- In terms of phasing the white belt lands, will nonprime agricultural land be prioritized over prime agricultural lands?
- In what way was the city's need for a large increase in non-market housing--public, social and coop affordable housing--taken into account in planning for intensification and density?
- Empty lots etc... how much can we build up in Hamilton? We can force it if there is no expansion.
- Heather said we already have a lot of vacant lands in our employment areas. If these is a 60-h surplus can some be added to green belt? E.g., along Garner road.
- Based on the communication that employment lands are not required, I'm not clear if the blue lands around the airport will be available for development in the near future?
- 60 h is almost half of what is needed if we use the ambitious model. which could be returned to greenbelt on Garner.
- Please refer people to the public consultation on CEEP on engage Hamilton.
- Thank you, Heather, Tracey, Lauren, and your city colleagues, for hosting this meeting, for the presentations, and for your answers to our questions on GRIDS 2.



Public and Stakeholder Engagement Round 3

Appendix C:

Engage Hamilton Online Survey and Written Responses



Land Needs Assessment Survey

We encourage you to read the project information on the [GRIDS2/MCR Engage Hamilton](#) project page before answering these survey questions. The information has been provided to make sure that you have all the details about this phase of the project before submitting feedback.

This survey should take you less than 10 minutes to complete. Please return the completed survey via email to GRIDS2-MCR@hamilton.ca.

Your Name:

Email Address:

Postal Code:

Section 1: Intensification targets

Over the next 30 years, the City will grow by intensifying the number of new residential units in the existing built-up area of the City.

Two phased intensification scenarios are presented to consider:

'Increased Targets' Scenario

- An average intensification target of 55% over 30 years (50% to 2031, 55% to 2041, and 60% to 2051) resulting in a land need of approximately 1,600 ha (all available lands outside the Greenbelt boundary would be added to the urban area)

'Ambitious Density' Scenario

- An average intensification target of 60% over 30 years (50% to 2031, 60% to 2041, and 70% to 2051) resulting in a land need of 1,300 ha (less available land would need to be brought in to the urban area, but the targets are significantly higher than the demand forecasted by the residential intensification study)

1. Select your preferred scenario:

'Increased Targets' Scenario - average intensification target of 55% over 30 years, land need of 1,600 ha

'Ambitious Density' Scenario - average intensification target of 60% over 30 years, land need of 1,300 ha

2. Do you have any other comments on a preferred intensification scenario for the City?

3. What do you feel are the top 3 factors to consider when making a decision between the 'Increased Targets' (more land need) or the 'Ambitious Density' (less land need) scenarios? (Please check the top 3 factors, in your opinion)

Ability of the City to achieve the intensification and density targets

Climate change implications

Complete communities (eg. places to live, work, and access stores and services in close proximity)

Financial considerations

Transit accessibility

Urban structure (eg. mixed use area 'Nodes' and connecting 'Corridors')

Other (please specify)

Section 2: Density of Designated Greenfield Areas

The Land Needs Assessment identifies that there is not enough vacant land in the urban boundary to accommodate the full range of housing types that will be in demand over the next 30 years, especially ground-related housing (singles, semi-detached, and townhouses). How much land is needed to accommodate the needed housing supply in new Designated Greenfield Areas is determined by applying density factors to each unit type (approximate frontages for singles and semis, and mix of build options for townhouses – street townhouses, stacked, and back-to-back).

4. For singles and semi-detached dwellings, what width of lots would you like to see develop in new communities? (Please select one)

Fewer lots with wider frontages (eg. 15m lots)

More lots with smaller frontages (eg. 11m lots)

A mix of both

5. For townhouse dwellings, what mix of unit type do you want to see develop in new communities? (see FAQs on the [GRIDS2/MCR Engage Hamilton](#) page for different types of townhouse units) (Please select one)

All street and block townhouses

Mostly street and block townhouses, but some stacked and back-to-back units

An even mix of street townhouses and stacked/back-to-back units

Mostly stacked and back-to-back units but with some street townhouses available

Section 3: Climate Change

The intensification of the built-up area of the development of new communities needs to consider the climate change impacts associated with growth and needs to incorporate mitigation measures into community design. Planning staff have identified some key considerations for the development of new communities in relation to climate change.

6. Rank your top 1 to 5 priority considerations for developing new communities:

Green building design

Alternative/renewable energy planning

Transit connection to the rest of the City

Greenspace for carbon sequestration

Low impact development techniques for stormwater management (bio-swales, storm ponds)

7. What are other considerations related to climate change in the planning of new communities that should be prioritized?

Question 3: Do you have any other comments on a preferred intensification scenario for the City?



- I don't like either option. This will lead to congestion and less quality of life.
- We need to stop building on new land and increase brownfield development.
- Intensification decreases the quality of life for your constituents. Has COVID-19 not taught you anything? People are fleeing Condos and buying detached homes. Raising a family in a condo or townhouse is a not a life goal for most people.
- The demand for Single detached homes is underserved which is pushing affordability issues higher and creating great wealth inequality.
- Its ridiculous and anyone on council that proposes it should be voted out. Anyone in planning that champions it should be removed.
- The urban area should not be expanded.
- Open up the green belt between the Elfrida expansion and Binbrook (golf club, guyatt). What's the sense of sandwiching that chunk between thousands of new homes?? More available land = lower house prices.
- Build up density in downtown core, and outside hubs...McMaster, Queenston Circle, Mountain hub etc...Re-use existing structures to limit new build pollution and waste.
- Increased targets scenario is along the lines of what I have in mind, except, not only should we look at all available lands outside greenbelt boundaries (protect greenbelt at all costs), but we should also look at developed parts of the city that are under-used and deteriorating due to age and lack of industry in those specific areas (Kenilworth to James St, from Barton to King). This urban area is in need of heavy revitalization and it shows now with the focus on manufacturing moving away from Hamilton. These areas are suffering, and I think focus should be placed on improving what we have before we expand further. These areas are what makes Hamilton unique from competitor cities such as Brampton, KW, or even Guelph/London corridor cities. We have great potential to turn Hamilton into a Healthcare-Tech city.
- Please refrain from awarding building contracts in rural areas until a transportation needs assessment is completed and a comprehensive plan for accommodating increased vehicular traffic is in place.
- Set guidelines/regulation in place to ensure redeveloping Hamilton core is more profitable/beneficial resulting in the city being built up rather than out into the green built.
- Build up not out! We can tackle green and economic goals in one! Don't get me wrong, we need to make serious changes, but we can get this city back on the right track.
- I think it's better to have people living closer together so that there will be more pedestrian areas which make for fewer cars which make for less asphalt which is better for air and water which is better for people today's generation and tomorrow's.
- My expertise is urban infrastructure sustainability and with increased expansion of urban boundaries, the complexity of failure in a climate change scenario rises exponentially.
- Growth at a moderate rate.

- Aim to reduce urban sprawl, increase ability for people to commute or get around without the need for multiple personal vehicles per household. We should be able to use alternative forms of transportation, including safe bike travel, public transit or even walking. Stop basing access around automobiles, all it creates is grid lock and people wanting to move out of the city to escape it.
- I am very concerned about who has rights to the land needed. In Caledonia there is a stand off with Six Nations about the actual Title to the land. Is Hamilton setting itself up to be in contradiction to Land Treaties? I really think Hamilton needs to encourage the Federal government to settle all the relevant land claims before we think about developing the 1300 or 16000 hectares. Once that is settled, I think the quality-of-life issue needs attention. New developments in once rural parts of Hamilton Wentworth do not have adequate pedestrian/bus service. Everything looks like a culture where car-is-king but there is little to preserve space for wildlife and passive land for 'nature walks' without feeling like you are in the crowds at Limeridge Mall. These are my thoughts.
- One of the reports commented on a 50% intensification as an achievable target. Do you think you can really achieve any of the above scenarios given the historical growth and consultant report? I think both of these scenarios are a bit ambitious for the City.
- I have traveled to other countries and cities that are denser have more stores that are easier without a car to get to, you can walk across the town or at least walk across significant parts of it and the preservation of more green space for everyone to use or wildlife to use is more important to everyone's mental health.
- I would like to see more small apartment style dwelling built through out the city. This included mountain single home neighborhoods. I believe this will provide opportunities for our seniors to age in place, and youth to stay and work in Hamilton.
- How does intensification consider existing brownfield sites and abandonment and shift out of city of heavy industry vast ha availability during these time frames? How does that not offset the need to have urban bloat spread? Also, the City is in the early stages of residential tower intensification in the "downtown" core in accordance with Provincial directives. How is this evaluated relative to population growth by area of city?
- While drastic intensification may be difficult in some areas of the city (such as the Downtown core), I feel that much of the Mountain could accommodate for the increased population. While there have been projects to build up rather than out, I would encourage that these projects continue, even if they replace pre-existing homes. Also, I would encourage the city to consider mixed land use models. By combining housing with places of employment, we can reduce the amount of transportation that is needed by a portion of the population. It also makes it easier for technology to improve in the city (such as having faster internet connections) and saves resources and money. While some people may not like this idea, I would still like the city to attempt to implement such models in progressive parts of the city.
- Intensification will be better to create walkable solutions for neighborhoods and mass transit. Also, it will utilize the existing infrastructure.
- Stop focusing on single dwelling homes. Intensify enormously and provide new affordable rental properties at large scale. This will ease pressure off existing rental housing crisis, require less funding in homelessness supports, and stimulate economy.
- Reduce urban sprawl as much as possible.
- Avoid conversion of greenbelt/farmland at all costs. Residential can be built upwards, farmlands/greenspaces can not.

- I think that all brownfields and unstable, derelict , absentee landowner derelict buildings should be expropriated immediately to ensure that we can rebuild purposeful housing of a variety: multi-use, stacked townhouses , etc. and to ensure that we use as little of the available lands outside the Greenbelt.
- I've selected the Ambitious option because I would like less impact on rural areas but am not sure what 60% intensification looks like. Is it possible to get a visual of what that kind of city planning option would look like versus the Increased Targets scenario?
- Creating higher density "15 minute" communities will help reduce the need for vehicle travel. I'm interested in seeing communities that have access to healthy food options, easy access to transportation across the city, and more green spaces/parks. Building condo towers with 2+ bedrooms and large outdoor living spaces will be important for people working from home (hence the increase in housing prices vs condo prices). 1-bedroom condos won't work for the future business professional whose new norm is working from home >60% of the time. Green roofs would also be nice. Maybe Use Brownfield space solar panel grids to help power the city.
- Intensification should be prioritized over urban expansion. I would prefer for the City to halt greenfield expansion and focus growth within the existing built-up area by creating more permissive zoning standards and allowing mid-rise development across the City, and within existing established residential areas. Over the years as the population has aged, these neighbourhoods have housed less and less people, and we need to find ways to restore density to create a more liveable, walkable city.
- Covid-19 will redefine safe high-density plans.
- Intensification cannot simply be accomplished by adding more tower containing small one bedroom and two-bedroom apartments in the downtown area. If apartment towers are going to be the chief means of intensification, they must also contain larger units that can accommodate families.
- I believe a liveable environment includes mixed housing with walkable services. It would be a mistake to emphasize density achieved through one type of new housing only. I caution against building only towers in an effort to achieve the greatest density possible in the smallest area. Please preserve Hamilton's remaining downtown neighbourhoods, which should be augmented with low and mid-rise (up to 8 storeys) intensification. Think Paris France, London England, Lisbon Portugal...
- Build the infrastructure first....then let the development continue.
- Allow duplexes and triplexes by right across all of the city. Don't require applicants to apply for re-zoning.
- I only chose the first option as I feel it gives more planning time as I don't have the confidence that near the end of the second option, a need for the additional 3 hectares of land would still be needed.
- We need to keep farmland available for providing local food sources, especially as climate change intensifies.
- Build UP, Not out !

- Places to live still Need to be homes, not boxes on top of each other. When you cram too many people together, they do not have a sense of ownership for the neighbour hood. Homes need to be built for 50 years of living. Currently people start with apartment or townhouses, move to single family homes after 5-7years, then to bungalow or apartments as they age. (Single floor living) More housing like bungaloft towns, allow affordable option for young, kids up on second floor as the family grows and still main floor living as people age. Housing for three phases in people’s lives. Typically, long term neighborhoods lead to communities, young and old together.
- I would ask that we use up parking lot spaces, and narrow the streets to get more residential space, before we use Greenbelt land. There is a lot of available land in Hamilton and the suburbs.
- we should build a denser urban core than take up natural lands outside the downtown core.
- I’d prefer to greatly increase density of the downtown core and surrounding area to help support public transit options and reduce sprawl.
- Lands need to be preserved for after 2031 - market trends are pointing towards increased intensification rates as well.
- There is much room for intensification in Hamilton. A lot of empty or poorly utilized land.
- We also need to consider that likely Hamilton will continue to grow after 2051 and need to save land to accommodate that.
- Have you taken into account the changes caused by the pandemic?
- I know a little about the ‘missing middle’ - medium density (e.g., 5 story buildings) along corridor routes. I think this is a great idea.
- Grow in downtown Hamilton. Leave the spirit of the annexed communities alone; expand beyond current boundaries, respecting prime agricultural land.
- I hope you have realized that, due to the pandemic, most people do not want to live like factory farms in high rises with no place to play. I am suspicious due to the fight it took to put in the small parkette off Hatt ST that had been on the original plan--you stated that Hamilton/Dundas did not need parks as that was what the Green Belt was for. Pardon?? Green belt is some residential and mainly farmland and the vast majority is privately held. I want your address if you still feel this way so that I can come party and dump trash on your front door---like you, we pay municipal taxes and get treated poorly. Don’t get me started on the early treatment by police who told me they would not ticket anyone parking up in my driveway unless I had pylons and no trespassing signs although it was obviously a house driveway (house is close to the road). Then when I raised the roof and tore off an old garage that was falling down, planning told me that it usually takes two years to do anything. Total BS. An election came up and they suddenly were able to do it in six months. And then you let them close the only hospital north of the 403 so that in rush hour, we will never make it to a hospital in rush hour in an emergency.
- The town of Ancaster needs less condos and more single-family homes in traditional surveys.
- Prefer to see high intensification in current urban areas and green space/agricultural land less affected.

- I would prefer a higher intensification rate than either of these. There is so much wasted space already in Hamilton that could be intensified. Malls could have Condos on top (Eastgate and Limeridge). Hundreds of derelict and half empty strip malls could be revitalized with housing above. Empty lots all through Hamilton could be utilized for mixed commercial and housing. If Europe can do it, we can do it. We need much more 'missing middle' housing and mixed commerce/housing here in Hamilton. I live in Ancaster and aside from the Heritage Village and heritage buildings which should be protected, I believe we should be building up Wilson street with shopping, cafes, services all with homes above. This would make for more interesting "15 minute" neighbourhoods where people are able to walk or use active transport to reach shopping, medical, schools etc. If we are to meet our climate targets, then we must severely limit sprawl now. Not to mention the loss of Prime Agricultural land that occurs when endless sub-divisions are built.
- I am not a fan of endless townhouses as has happened in Burlington. We need a diverse mix of housing with commercial space mixed in.
- Intensify through multi-unit dwellings, including high-rises where appropriate. Do not assume all growth is good. Don't jeopardize food security by developing one of Canada's two soft fruit producing regions. The Niagara fruit belt is small and shouldn't be turned over the building of homes. Don't push through development on the coattails of the provincial government's lack of respect for protecting the Carolinian zone, which contains more at-risk species than any other climate zone in Canada.
- In spite of the fact that climate change considerations have not been included, we need to reduce impact to the environment as much as possible to help mitigate climate change.
- I would like to see rezoning to allow larger buildings with more apartment space in the downtown core, particularly along transit routes like King and Main. It's a tough ask, but I would also like to see the city balance this with a respect for existing neighbourhoods.
- Increases to the urban boundary should only be made in concert with increases of density in under-utilized existing urban areas - this would reduce the demand on future infrastructure maintenance and prioritize & facilitate needed maintenance and upgrades of existing infrastructure. There should also be matched efforts in cleaning up Hamilton's brownfield properties in order to facilitate commercial, industrial, and even mixed residential when appropriate.
- Although I do not object to the Ambitious Density Scenario, I would prefer to see every step made in the best direction possible and not compromise for density for the sake of density. I want to protect green belt land designated for agriculture and not expand to "satellite" communities to the same extent Toronto has or the loss of the unique growing areas we had in the Niagara region be developed for residential. I know these statements lean towards achieving this by adopting the Ambitious Density scenario, but we often lose access to green space and sense of community with the highest density possible.
- It will be a fine balancing act and challenge for Hamilton's city and urban planners, architects, landscape architects, engineers, designers, consultants, etc.
- Features I would like to see include: Inclusive mixed communities for all (within a development include different types of housing or units suitable for many different cultural/ socio/economic occupants including families, couples, and singles across all age groups. Include registered daycare and adult care for elders within a development but enable the elderly as much autonomy to live and thrive within their own home.
- Developments and housing that incorporate inclusive design elements suitable for use and occupancy by all people regardless of their age, gender, physical or mental challenges, etc.

- Inclusive of green space (natural setting parks, parkettes, pedestrian pathways, bicycle paths (both park settings and as urban transportation modes); more community gardens; more close-to-home farmers' markets.
- Rejuvenation of downtown Hamilton core to have more residential mixed with viable retail.
- More year-round recreation facilities of all types, both indoor and outdoor, with an emphasis on recreation for people of all ages, not an emphasis on high-performance athletic facilities.
- Continue to grow the Hamilton arts community through affordable housing, live-work studios, community-based galleries/open studio events and artists markets, e.g., ArtScape (near Wychwood Park, Toronto), Gooderham & Worts (Toronto).
- Expand film industry facilities in Hamilton (possibly a good use of all or part of the former Stelco/currently American Steel yards following extensive land remediation, e.g., Film Port (eastern shore of downtown Toronto).
- More housing and developments that exceed current OBC building code and "green" features. Most current developments are constructed using "same old" building system types in terms of energy types and consumption, mechanical and electrical systems, lack of use or ability to capture natural sources of energy and water, very little green space, little or no "green rooves" etc.
- More opportunities for access to shared electrical vehicles (within close proximity of a development) for journeys of an hour or more, day trips or weekends.
- More pedestrian streetscapes (no vehicles at all), e.g., Locke Street, James Street North, Hess Street, Main Street Dundas. Reliability on public transit should be intensified with a move away from the vehicle.
- De-intensify the current relying on big box store currently near major expressways. Need to offer more services in the city center.
- The GO train should not mainly service Aldershot but provide more direct access to the downtown core of Hamilton as well, i.e., more Union Station to Downtown Hamilton Station direct via train vs. mostly buses.
- I disagree with either intensification scenario. The current greenspace and farmland that exists in the City of Hamilton needs to be preserved for the health and wellbeing of the residents, flora, and fauna of Hamilton. It only takes one Google Search to examine the short-term and long-term evidence-informed health outcomes of greenspace for residents as well as the environment who live within 100 or 200 m from greenspace. Marginalized groups have unfortunately been affected most by the pandemic. Homelessness has still not been addressed to a great extent and neither have Indigenous, Black or long-term care issues in the City of Hamilton. It is central that these communities have better access to greenspace and living conditions to mitigate health concerns before intensification scenarios are even discussed.
- Is it ethical to project these kinds of intensification scenarios when it is even unclear what kind of future the world will have with future pandemics, growing health inequalities, and climate change? By submitting these potential plans to the public, is it ethical for the City to promote an increase in population of children as well as newcomers when current conditions are worsening for the residents?
- If all of the intensification scenarios created high quality greenspace within a buffer zone of 100 m of every household and had wildlife connectivity areas and native plant areas and current pollution of cars and factory emissions was removed, then I would somewhat agree with these proposed scenarios.

- Future projections are difficult to estimate based on current conditions. I think that the pandemic has exemplified this.
- Developers should be incentivized to build in brownfield areas. Surplus land should be earmarked for conservation efforts.
- None at this time.
- My concern would be to avoid losing our feel and connectivity in our established neighbourhoods.
- Intensify within the existing settlement areas and leave the Prime Ag areas alone. Sprawl demands more municipal infrastructure and Hamilton barely has the funds to maintain what exists already.
- Baby steps... and gathering important information and listening to the people already living in the city is of utmost importance. Rome wasn't built in a day! Life in general has been too hurried, if this COVID pandemic has taught us anything it should be to value what is in the present before we hurry up into what is the unknown. Knowledge is one's best friend. Good luck.
- I am very concerned about agricultural lands and assert that it must be respected and preserved. Farmers must be recognized and not forced to sell their invaluable land to developers.
- More condo towers that are more diversified. Ownership rentals offices restaurants businesses and all having access to better transit. To density the current city public transit needs to be 10 minutes or less and 24/7 green space is important, don't use lands that would need to be drained (watershed) to build; save soil for planting needs of the future - yes, we will need to plant and grow food locally; don't treat soil like dirt.
- Yes. The ambitious scenario is not enough. We are at a critical moment for the future of life as we know it on this planet. It's time to abandon existing assumptions and pursue a drastically accelerated intensification target, becoming a world leader in addressing environmental damage caused by urban sprawl.
- Intensify existing capacity by allowing secondary or even third dwellings in housing. Make it easier and more cost effective for people in increase residential housing capacity with appropriate infrastructure to support not prevent.
- Please leave green space as much as possible!
- Go slow.
- Neither scenario. No growth in land area.
- We need to revitalize existing neighborhoods. Current demolition across the downtown core is not the answer. We also have a desperate need for affordable housing - not just for those with disabilities/on social assistance- but Hamilton's "working poor" those who are renting, working in the city, and dealing with astronomical rent increases and no protection. They also form a solid source of income for local landlords.
- Neither densification strategy is ideal. The downtown core requires reinvestment, the infrastructure is old and needs to be replaced (sewers, etc.). Should the population grow by more than 200,000 people, then the city needs to be re-considering the LRT or at least everyday-full day service to its downtown train stations and provide both as a means of sustainable growth.

- I would prefer to see an option where an urban boundary extension wasn't necessary. Outward growth will increase our carbon footprint, and this goes against the City's stated proclamation of a climate emergency. Outward growth has been proven not to pay for itself in the long term, generates car dependent neighbourhoods and threatens our food supply. Once it's built upon for residential uses, these greenfield lands cannot be reclaimed for agriculture. I understand that there is pressure from the province to offer market-based housing demand in the 30-year plan but please consider other types of land within the already built-up urban boundary, like brownfields and grey-field areas (parking lots and commercial redevelopments) before expanding to greenfield lands.
- This may be more granular, but it would be great to see the inclusion (in select area) of residential density to help mitigate further sprawl and strain on new infrastructure, in growing areas like the WHID, Barton Tiffany lands or Centennial Pkwy. In addition, though already happening with improved zoning, the promotion of "missing middle" buildings would be great.
- If the Increased Targets scenario was chosen, it has been noted that some of the Whitebelt lands would not be included in the urban boundary, i.e., remain undeveloped. It would be helpful to know what the proposed uses for the undeveloped parts of the White Belt areas might be if not included in the urban boundary.
- Councillors should respect the Urban Planning rules as developed by City staff, and not allow developers or other monied interests to influence their zoning decisions. Densification should respect local build history, with graduated height and intensity increases.
- Height builds should not exceed walkable levels, such as 6 storeys, given the energy intensity and human proximity of elevator usage.
- All intensity builds should include a significant (10% or more) portion dedicated to affordable housing and for homeless accommodation.
- New intensity builds should include "micro housing" options that accommodate the basic needs of low-income families and homeless.
- Higher intensification and less land need.
- As a rule - stop acting like land is a limitless resource; ALWAYS build UP, not OUT. Also, don't DARE try to, or support attempts to, rezone or otherwise 'alter' or do anything that would remove protections for any agricultural land, park land, hazard land, greenbelt land, wetlands, wooded areas, etc. Doing so only highlights poor planning and uncreative thinking, and screws over the people who follow us. There are areas in London Ontario where I used to live that were too focused on low-density housing such that it cost both the city AND the homeowners a fortune to provide utility services and even upper-middle-class folks are being completely priced out of areas due to short-sighted past city planners and even shorter-sighted developers. Just because people want it now, doesn't mean it's the right call for the people who come after us.
- I feel there should be an even better option other than just these two, given the current climate crisis.
- We need to better maximize brownfield and unused surplus properties before even considering a dig into rural or conservation areas. Failure to do so erases what makes us special. More mixed-use zoning, less single use residential zoning and SFD since that does not increase vibrancy, only sprawl and dependency on cars.
- Intensification is preferred because it reduces the need for commuting and facilitates walking and biking. Also preserves land for other use than housing. Build up, not wide.

- AVOID URBAN SPRAWL!!! NO DEVELOPMENT IN GREENBELT!! SECURE THE BIODIVERSITY!
- Firm urban boundaries. Elfrida is prime agricultural land. Leave it as such. Plan for food security, we are top shelf agricultural gold mine for our whole country. We should be prioritizing agricultural and natural environment for generations to come.
- Expanding outwards will permanently rob us of green space, farmland. We need to build up the missing middle. Reinforce the density of the city and ensure that we are keeping in mind the affordability and the people who already live here.
- You should have a target for greater than 60% intensification. the above two options are purposefully limiting what residents can decide upon. How about being more ambitious and declare NO urban expansion into whitefields!!
- Building inbound and/or forming small communities so everything is within reach and good public transportation with safe bike lanes connecting these communities.
- There are several areas of unused pavement and/or unused buildings that can be appropriated for building new residences.

Question 7: What are other considerations related to climate change in the planning of new communities that should be prioritized?



- None. This is something not within our control.
- Large parks.
- Grey water systems.
- Increase the urban forest by Revising the building to lot ration in suburbs to 60% Land /40% building.
- Establish a minimum size for all dwellings of 1000 sq/ft including Condos.
- Keeping greenspace.
- All new buildings should be net-zero or net-negative with respect to greenhouse gas emissions, including embedded emissions in the building and emissions from construction of the building and its operation.
- Nothing.
- Making sure communities are built with Smart Growth principles in mind. Complete communities where people do not need to get into a car to access what they need.
- Ecosystem balance, and wildlife considerations, alternative transportation routes, and charging ports for electrical vehicles.
- Green space, availability of trails connecting with other trails and parks through communities to facilitate biking/walking to work, and transportation networks that take major polluting car arteries (highways and bypasses) outside the core of residential communities.
- Dealing with runoff onsite, building larger condos units to allow for larger families.
- Complete communities make a lot of sense in Hamilton, as being able to do everything (work, school, entertainment) is attractive to a lot of people. Furthermore, reducing car traffic should be a major goal of the city. LRT or no LRT, we need to fix these transportation problems.
- Before proceeding with any plan, the city should evaluate current soil, water, air conditions and proceed using a capability/suitability matrix. The city is where it is because it so rich with green assets, but we are so close to losing it all because we take it for granted and assign no dollar value to it. What is the dollar value of the tree cover? What is the dollar value of the rich clay soils? What is the dollar value of the view over the escarpment? What is the dollar value of the headwaters feeding Lake Ontario and Lake Erie? I read and listen to the term "Land Needs" but has anyone asked the question, "What does the land need?"
- I cannot over emphasize the priority that safe water supply plays in future growth of cities. Humanity depends on it. In the Great Lakes area, we have been lulled into a complacency because of ample supply. Yet lake water quality is already comprised due to algal bloom toxicity, road salt and CSOs.
- Electric transit
- Roads, parking, cars emissions/need lots of trees and green space, build up.
- Please see above. Planning should not be around the ease of travel only by automobile. A lot of people moving out of Toronto don't even own cars.
- Treed walkways & solar panelled street lighting are visible things that should be included. The pathways for bikes and pedestrians should be required for all new communities to access each other.

- A community where you can live, work and play. Alternative transit connections--safe route to walk, bike, jog etc.
- Forests not only retain carbon but create cooler air and trap water....have a dense urban canopy. It would be nice to increase permeability in sidewalks, driveways somehow so water filtration into the ground is increased.
- Minimum net-zero building standards. More building inspections to ensure quality building envelope. Adopting passivehaus for new city building and renovations.
- Solar + wind. With the amount of wind coming off that Lake I can't believe we aren't utilizing it.
- LEED's material use. Solar panels. Central parking areas and less road space. Smart bicycle and walking paths to connect to parking lots and transit.
- Educating and informing the public on the ideas the city has. While students of geography such as myself understand the concepts in this survey, I feel that many citizens may be unfamiliar with concepts such as carbon sequestration and mixed-use development. Please continue to have surveys such as this one in the future. The public needs to be involved with the decisions being made, and they can play their role more effectively if they understand what they actually care about.
- Walkable communities will allow for less use of transit or private vehicles. This will reduce energy use, but also lower noises pollution.
- Insignificant. Adopt green practices because they are efficient and effective. Do not spend one dollar extra on anything remotely related to climate change while PEOPLE SLEEP IN TENTS OUTSIDE.
- Need space for farming so don't need to transport so much food in.
- Bike-ability (more bike lanes), leaving forests in place, don't destroy surrounding green spaces just to fit more ppl... long-term thinking over short term profits.
- **ensure** that native animal and plant species encroachment are considered with all new developments.
- Plant more trees. Add sustainable energy infrastructure for low-income neighbourhoods.
- Keep the rental bikes. MORE BIKE LANES!
- Ensuring city planning is done with goal of creating walkable communities. Jobs, grocery stores, pharmacies and parks should ideally be withing a 5 km radius of homes. And where not, transit should be easily accessible.
- The impact of development on climate change is directly linked to land use and density. We should be creating communities where there is existing transit and active transportation infrastructure, rather than creating additional growth at the periphery, focused on auto-dependent locations.
- More green space including trees.
- New communities should be built to higher sustainability standards and should include features such as grey water recycling.
- Beyond our actual built environment, . we, and future generations, will rely more than ever on the trails and parklands that surround Hamilton for recreation and also for health, Protection of our nearby natural environment and ensuring that citizens can access and use it easily, must be key considerations of intensification planning.

- New buildings should employ strategies to prevent bird strikes, which requires changes to building codes. Other cities are already doing this. Not only is climate change an issue but stress on wild birds and animals can be alleviated through thoughtful design of low impact liveable neighbourhoods, workplaces, and recreational spaces.
- Proximity to jobs.
- Sprawl eats up our farmland forcing us to import more food rather than grow it locally. We need to prioritize local agriculture and food sustainability. Importing food, we could be growing here increases our carbon footprint.
- Trees, gardens, storm drainage/sewers.
- Need to reduce roads for vehicles and include more walking/cycling connections.
- Eliminate hard surface parking lots and use permeable surfaces instead.
- Avoid large shopping malls with associated parking to free up land for housing.
- The city has indicated that we have a climate crisis. We need to get much more serious about changing our urban thinking and planning to reflect our response at all levels of planning. Perhaps we also need to think about the size of houses - do we really need more monster (Ancaster style) houses for smaller families??
- Plant more trees, incorporate urban green spaces and parks, rooftop vegetable gardens.
- Total lawn, green space should exceed both house, road, and sidewalk footage.
- Wastewater management to use existing structures where possible, and to prevent overflows into groundwater supplies. Walkable communities, local "downtown" areas.
- Public transit for downtown core, green energy for buildings
- Forested areas for recreation and trails for hiking and biking.
- Prioritize density, building energy efficiency, and transit access. Greenspace is not an efficient use of urban designated lands. Carbon sequestration efforts should be focused in rural areas, where they do not impact transportation distances and the ability to provide housing in a housing shortage in a land efficient manner. Perhaps instead focus on street trees and additional plantings in underutilized lands such as freeway shoulders, existing greenspaces that are underplanted, or unused municipal right of ways to encourage carbon sequestration without impacting development densities. Stormwater management techniques are important for managing a changing climate, but do not impact carbon emissions.
- 15-minute rule - access to work and play from home. Active transit encouraged (bikes, walk) as well as LRT, bus.
- Community gardens, bike paths, local stores.
- More greenspace.
- Sports, community centre, library complexes.
- Balance green development with phasing out reliance on fossil fuels. Almost all houses heated with natural gas. Bulk alternatives not available for a long time. Think!
- Sidewalks: backyards for kids to play in and adults to garden---stay away from factory farm development. they will become slums.
- Stop building high density condo site such as the sites along Garner Road in Ancaster
- consideration of access to food stores and green space for residents so they don't need to drive.

- I believe that effective yesterday all new buildings, condos, office towers, houses in Hamilton should include solar on the roof, geothermal, EV charging and whatever green technologies we currently have. Toronto mandated green roofs and she took heat for that... but they rose to the challenge and it has been successful. YOU NEED to be ambitious. Stop sprawl, Intensify wisely and with Green technology, reduce the need for cars and include bio swales and other passive measures. Make our city walkable and clean, with mixed housing and good public electric transport. Create designated green space, even gardens for people to grow food locally.
- Whether intensification is worth pursuing.
- Proximity of Employment Areas.
- Increased efforts to make the bayfront swimmable. It would be amazing :)
- Clean-up existing brown-field properties and other under-utilized industrial lands for added greenspace.
- Incorporate green building methods that exceed current OBC building code; capture energy "at source" (solar or wind energy capture from new buildings, used as required and stored if there is surplus); green roof tops.
- More pathways that can be used year-round. We can learn from many of our current hiking areas that have been affected by climate change and erosion due to improper use of materials or lack of managing the natural ones that are being affected by erratic weather conditions. For example, we have many natural conservation areas, but they are often inaccessible or dangerous to use from late autumn to early spring due to the "freeze/thaw" weather we have. More gravel needs to be put on the paths with improved drainage and swales to carry water off the paths.
- Design and management of storm water ponds and major controls (penalties) for failure to control and manage major storm water runoffs. Taxation on lands where there are excessive planned paved and other impervious surfaces.
- Missing middle- permitting buildings up to 6-7 storeys with large footprints, especially in urban areas and along lines of Higher order transit/ Permeable paving on residential streets and driveways and parking lots (when necessary)/ More trees (native) to replace those lost to higher residential density/ small stores and business located on ground floors/ offices and residences combined; separation of storm and sanitary sewers where possible;/ expectation of new buildings meeting 90% of passive standard (bearing in mind that most housed will not be south facing)/ planning for shared heating and shared renewable energy (windmills/solar/) within adjacent residential areas/ Where possible in new developments have streets radiating out from hubs so that more basic services are walkable/ allow for charging stations for vehicles in infrastructure/ in many shopping areas combine park like settings with well treed walkable courts instead of automobiles such as found in Vienna and Paris/ downtown, ground level housing should be used for residential/commercial and services combined in Mixed Use structures.
- Responsible carbon sequestration with appropriate native species. Responsible materials to promote water diversion.

- Do not cut into Prime Ag land and other areas of natural and scientific interest just to appease developers. Once it's gone, it's gone, and no amount of human ingenuity can replicate mother nature. Learn from the RHVP debacle. We need to focus on the missing middle and focus on preserving as much natural area as possible. Look at some areas of Etobicoke. They have a lot of 3 and 4 storey walk-ups, duplexes, triplexes, quadplexes and semis. Far more than Hamilton does. As well, the City needs to prioritize active transportation and public transit and require every development to make accommodations for it. Enforce tree planting and tree preservation policies (or create them if they fail to exist). Offer incentives to developers who do build any of the types of dwellings I mention earlier in this paragraph.
- That all areas of future development take a good hard look around the area to make sure of the impact it may cause...never just the footprint of the actual development but all the land that surrounds it and its future.
- Disallow "monster houses" "McMansions".
- Make walkable /bikeable communities re: schools, groceries, jobs.
- A proper balance and transition between residential and other developments (commercial/ industrial), adding adequate buffers in place.
- Renewable energy more greenspace.
- Electrify transit and in new areas currently without transit start with a system "on-call"/"scheduled ride" transit system and move to electric once use of "on-call" system is no longer financially feasible.
- That any additional roads and motor vehicle trips are a planning failure. We know transportation is a major CO2 emitter, regardless of EV development. We have more roads and cars than our environment can support.
- Leaving as much open land open space as it is or even better, focus on replenishing it so that it can restore natural habitat, edible food production sites on privately and publicly owned land.
- Home businesses, granny flats, encouraged dogs not.
- Inclusion of parkland and community garden spaces - not schoolyards - actual park land with trees, bushes, and other habitats for our native wildlife.
- Design that elevates the city to international levels of excellence. There is a way to combine and celebrate new technologies.
- Long-term sustainability: will these new communities be able to pay for their servicing in the long term?
- Protection and accommodation of wildlife e.g., wildlife corridors.
- Urban farming should be incorporated into the planning of the entire urban community, including vertical farming in under-used industrial areas, and green-roof farming.
- Minimizing greenfield usage--i.e., limiting expansion of city boundaries to existing.
- Accommodate expected surge in rainfall intensity and flooding by building appropriate stormwater culverts and retention facilities.
- Maximize local energy production/efficiency by requiring new builds to incorporate rooftop solar installation, geothermal heating where possible, and the highest insulation standards.
- CONNECTIVITY of greenspace for carbon sequestration and a STRONG FOCUS on NATIVE SPECIES PLANTING AND CONSERVATION.
- Due to the climate crisis there has to be an urgent need to freeze the urban boundary, we cannot let the boundary expand into rural Hamilton.

- Bike and pedestrian friendly street design (i.e., trees, bike lanes), low impact development techniques implemented at the property level (rain gardens, swales, and native plantings)
- No traditional single-family dwellings or monster homes. three story walk-ups, first floor is mixed use or commercial space. common shared greenspaces. creation of secondary units for existing subdivisions.
- Public transit access. Bike lanes. Parcs. Green roofs.
- Local food production from regenerative sources, ensure space for biodiversity to thrive, multi- family housing, ECO VILLAGE models!! Ensure social equity and avoid gentrification. Social justice is closely linked with combating climate disaster.
- Southern exposure roof lines for solar panels for new builds. Pedestrian, urban canopy and cycle centric planning. No development on or near wetlands. Intensification in urban areas along key transit like Brampton is doing.
- Affordability, and sustainability. We know there is a housing crisis in this city, and what we plan to do with the land will impact the under or unhoused in this city. They should be included in these plans; what eco friendly, sustainable changes are we making as a city to house the homeless?
- Walkable ,sustainable communities with close transit must be the goal. mixed type housing. condos up to max heights of 20 stories and shops below. re-imaging how existing shopping malls like Limeridge can be re-purposed (into condos, LTC homes, Senior residents with shops.) and indoor village.
- Redesign main corridors like Upper James, Upp Wentworth, etc. to be have more intensification. We have historically been using our land so inefficiently. single homes vs shops below and living spaces above. Just look to towns in Europe on they have built their cities. It's shameful how wasteful North America has designed their cities.
- Consider rebuilding the grey zones to have an ecological transformation of the city. A priority not to consider would be tall buildings close together, block the sunshine not able to grow anything green on walls nor on the streets and creates cold dark spaces.
- Bike lanes and walking paths.

Question 8: Do you have any comments about future land need for Employment Areas until 2051?



- It would be amazing to turn John A MacDonald school into a tech hub and try to land Google or similar company to build a campus in the old school.
- Corporate culture dictates that both customers and competitors like to be located together. Therefore, size matters. Many offices in one location. Etc.
- We need to think about co-location for remote workforce's wherever possible to reduce commute pollution and use land efficiently. This will also differentiate Hamilton as a city with work-life balance options.
- Hamilton has a large industrial base, but it also has a growth in other industries. COVID-19 has seen a flight of people from high density housing. A generation has discovered that they need more home space for work and recreation. Make sure your plans account for the need for more living space. Don't let developers build sub 1000 sq ft residential as work from home is going to be central in many peoples lives.
- Don't shift land designated as an employment area into designation for residential development.
- Open everything up for development.
- We should be looking at better utilizing what we have and how we can repurpose it and revitalize it to accommodate needs for today. (e.g., Listerblock, Royal Connaught, etc.).
- Consider employment areas to minimise/reduce commutes via car.
- I am perfectly fine with Hamilton growing its boundaries (here we come Burlington), but we need to make wise use of the space. Hamilton, Ontario, and Canada should be global leaders in green technology (whether R&D, construction, etc.). We have several advantages in this area, most importantly, available land. We can also position ourselves as a major transportation hub as well. We have a port, airport, several major highways, and rail yards so let's leverage these while we can (we need to connect John C. Munro and the city though). Furthermore, lets build up not out when it comes to residential spaces.
- I would like to see more thought given to how we can encourage employment in the "green industries" within a new "green city". Lived my entire life in the city and love it. But am really disappointed in the city leaders who have glazed over our richest assets and taken the short-term approach to getting re-elected. This is a great time to take a bold step and recalibrate the city so that future generations can live long healthy and happy lives. We need visionaries at the helm at this stage, so here's hoping they're there.
- Keep Airport lands away from housing for multiple reasons: noise, toxic fumes of airplane fuel and de-icers to name just two.
- Don't sacrifice greenbelt space.
- Some thought should be given the up coming autonomous vehicles that will be online , and the effect this will have public transit. How much transit will no longer be needed , Also the development of roads in new urban areas to allow autonomous vehicles enter and leave expeditiously .
- Revitalize existing urban spaces now, build up.



- The surplus of employment lands should be designated for community areas. The abundance of whitebelt greenfield lands designated for industrial use takes away from much needed land for community growth, specifically in the AEGD, where community areas exist along Twenty Road West. More importance should be placed on the intensification and development in major office and employment areas, rather than greenfield areas.
- Make sure space is appropriate to not disturb local living around it, but also make sure employable lands are available especially for daily needs to reduce environmental impact. Include infrastructure for charging new electric vehicles.
- Being able to access work via bus is critical, especially if they are retail or other low wage work where cars are not accessible financially. Green spaces around employers should be required, not just concrete parking lots and concrete buildings. Natural spaces help workers with mental health which is critical to a good quality of living for Hamiltonians.
- Be aware of air, noise, light pollution and don't have industries that will contaminate our air. It is really awful how stinky Hamilton is and for those of us who have to endure it because we are in the path of these emissions. Remember that we get temperature inversions that trap smog. Think of Mexico City and don't have become like that. I know we don't have two stoke engines that cause the kinds of pollution but plan for a city of clean air because if you don't, polluted cities are awful.
- More mixed use, less high-rises, more 4 or 5 story multi-use building. Remove requirement for minimum number of parking spaces!
- This could be the most beautiful city in Ontario. Green should be the goal. Train now and Create jobs.
- Hamilton has an oversupply which unfortunately does not fit in with current employment growth corridors.
- Given that many people have been able to work remotely during this pandemic, I hope that the City will continue to encourage companies to allow their employees to work remotely even after the pandemic.
- If less people need to move around, then it will be easier for those who do need to move around.
- Converting brown lands to office and community space will facilitate growth.
- I assume you have factored in distribution patterns across the entire city with a focus on existing/downtown areas which is fair.
- Don't sell our lands to the highest bidder. leaving spaces undeveloped for the community to enjoy is priceless.
- Take back the waterfront.
- Business parks are great, but often feel really flat and disconnected from the rest of the city. While primary designation should be for business, it feels like these could be built up into mixed used areas, with condo housing on top of the businesses and more "attraction" type business like coffee shops to make these areas feel inviting. Otherwise, they often become spots you drive to and leave as soon as possible. If we are running out of rural land, could the city's official plan expand this land use designation?
- Employment Areas should focus on their integration with the existing community by requiring active transportation and transit connections to reduce automobile dependence and create employment that is accessible by all income levels, including communities that cannot afford an automobile.

- The city should revisit planning that completely removes employment centres from residential development, and aim to foster more complete, more walkable communities.
- Employment lands must be as close to residential areas as is feasible and definitely made accessible by public transit.
- Any expansion of city land boundaries should be served fully by transit, should consist of complete streets and communities modelled after the '15-minute city,' and should heavily discourage the use of automobiles in favour of active transportation. Also please stop building single family homes.
- Designated areas must be respected (i.e., heritage areas, "quaint" areas), parks, green areas with benches, trees!!! People need space to breath and walk. Garbage is a factor - more intensification means more garbage on the streets. Traffic will be a huge issue as well as available parking and parking for all the units being built. Cars obliterate the "green" on new residential streets.
- We must ensure that there is enough farmland around Hamilton to ensure that we can provide our own food needs. Climate change will shift our whole way of living!
- Keep factory's (and housing) off best farmland in country. Lower escarpment fruit belt. Not just current unregulated green belt area.
- Some of this land could be re=purposed for residential land.
- Further investigation of intensifying employment uses is required. Investigate reducing minimum parking standards, setback, and landscape area requirements, encourage multi-storey industrial developments, etc. to increase densities and reduce the land needs. Also encourage certain employment types through intensification, such as office. Perhaps incentives for offices to locate downtown. L3 Wescam in Waterdown is a huge employment gain for the city however uses a large amount of land for a mostly office-based use for example.
- Build up, use those old industrial sites.
- Current and future homes close to employment areas need to have reduction in noise and emissions from factories.
- High-tech
- I'm not well versed with this; however, transit and proximity are all factors. The world of work is changing these days.
- Expand the Ancaster employment land south to Book Road.
- I believe that the AEGD is too large. Once again it is swallowing up prime agricultural land around Hamilton Airport. This airport was slated to grow but that seems to have not taken place and instead now we have Business Parks set to pave over farmland all along Garner Road.
- <https://www.collierscanada.com/en-ca/properties/4036-industrial-park-hamiltons-premier-industrial-address/can-380-400-garner-road-ancaster-on-ontario-canada/can2006140>
- I believe that the AEGD boundary was set around 2015 and I would argue that we have, since that time, grown immensely in our understanding of the Climate Crisis and its impending implications if we do not act now. Paving over Prime Ag land for business parks when there are gray lands available is irresponsible of us and based on information, we had six years ago before the IPCC report was made public. We have only 9 years till 2030. I suggest we limit further the size of the AEGD.
- <https://insideclimatenews.org/news/27082019/12-years-climate-change-explained-ipcc-science-solutions/>

- Let's find a way to create mixed use lands in the Industrial Sectors. Throw in a park or two!
- There should be no vacant commercial properties/run-down areas of the city before any new green-field or "white-field" development is approved. The City needs to encourage the maintenance and upkeep of existing buildings and infrastructure ahead of spending money to make new developments.
- More opportunities for "work/live" zoning for housing; office "sharing" facilities within a development that can be booked for specified time slots, e.g., an hour, 3 hours, etc. including I.T. facilities/support, shared/bookable meeting facilities, etc.
- With the growing expectation that remote work may become very normalized after the pandemic, is this even a great concern?
- Where possible Urban employment lands should be reused such as in warehouses and buildings in the downtown, north end that are abandoned or that can be repurposed.
- None of concern.
- Employment areas that do not involve manufacturing or warehousing should be concentrated in the downtown core.
- Just make sure that the GREENBELT is never disturbed...it was established for a reason.
- Having a slight surplus is welcome news. All must be done to reduce traffic and commute gridlock so we hope having sufficient employment areas will help address this problem.
- Whatever plan is finalized should always consider the surrounding areas ensuring developments flow well and boundaries are transitioned properly.
- Transit friendly and walking friendly.
- Think green. Build green houses, invest in vertical growing; invest tax dollars in new public "common ground" where food can be grown and sold; be innovative in creating real; public-private opportunities for new types of employment in local agriculture.
- While reassuring we have enough, what is the cost of servicing the suburban parks? Traffic and utility burden would be contained if we rebuilt all of the industrial lands, wouldn't they?
- We must build existing capacity within the limits we currently occupy. Our greater focus should be to make sure that all open land is used to improve climate issues, or we won't be able to support a larger population or even the existing population.
- Do not convert to housing uses.
- The development along Rymal road by Nebo has created a disaster for anyone travelling that route, we have available zoned industrial land and giant parking lots near Burlington Street, negotiate purchase/use of that land which is already used for that purpose.
- Incentivize small start-ups to occupy our commercial spaces within the core and suburban locations. We have a large technical qualified workforce from our local university and colleges.
- Hamilton's waterfront and industrial end (including James St. North and associated downtown neighborhoods) are full of employment lands opportunity and should not be moved to the edges of the city.
- Looks like employment accommodation will be met, but as mentioned above, due to the type of developments occurring at MIP and its proximity to downtown, I think it would benefit the city to include residential in the WHID to really help facilitate and grow a world-class mixed-use community.
- Clean up what we have all along Burlington Street and surrounding areas.

- Employment areas should focus on infill, be based on a nodal structure incorporating residential, commercial, and industrial usage, and accommodate internet-intensive employment.
- Make sure have proper infrastructure such as roads, parking, transit.
- Does it efficiently and effectively, you don't need to keep expanding?
- Mixed use spaces wherever possible to minimize commute. intensification not sprawl. use up brownfield.
- Prioritize reuse of existing, abandoned land where contamination for living would be an issue but not for industrial use. Redeploy industrial land to which people can easily have access by bike, walking or public transit for work.
- JUST AND GREEN TRANSITION!! New ways to think employment to ensure we not just attract tax avoiders (Amazon, Walmart etc.) but build good employers that can support living wages, pay municipal taxes, and lower carbon impact. The way the city is currently developing industrial areas is destructive, disconnected from public transit and many industries are polluting WATER and AIR with no ramifications.
- Its time to set higher standards for industrial employers in Hamilton.
- Have you considered the work-from-home trend? Many people moving into Hamilton from the GTA are bringing their jobs to their new homes. The amount of land needed to accommodate employment may be lower than expected.
- Don't use agricultural lands for other purposes.
- Thinking green will be key for Hamilton, especially with such a large industrial section not far away. We need to also keep community in mind and protect our disabled, and at-risk citizens.
- Bring green energy companies to Hamilton's brown fields. this is where there will growth!
- More spaces available that are affordable for people to work from their own City instead of traveling out of town .

Question 9: Do you have other comments about the City's initial determination of community and employment land need until 2051?



- They don't call us "The Ambitious City" for nothing. Let's go big!
- Sounds terrible. People prefer detached homes. Their own space and a place to park. This is proven by real estate prices. This proposal is an overall downgrade of our quality of life. Our children will have less.
- We need to take the problem of urban sprawl seriously. I live on a lot 30 feet by 100 feet, which is more than satisfactory. There are a lot of single-family dwellings in my neighbourhood (Westdale) that are currently rented out to groups of unrelated people by absentee landlords. More appropriate accommodation for these renters in apartment buildings on the main streets could free up a lot of accommodation for families with children in a very desirable part of the city--a true 15-minute neighbourhood.
- Open the greenbelt where it currently sits. Move it south of Binbrook where there are millions of hectares of land. Don't sandwich dairy farms etc. in the middle of thousands of homes and open yourself up to complaints of the smell from city folk.
- Preserve green space, create complete communities that foster and build a sense of uniqueness and community.
- Nope! I know these ideas are ambitious and that the Mayor could probably win another election by pitching back to basics (wastewater treatment, road maintenance, etc.) but we are talking 30 years here!
- I think you're all doing a great job and I thank you for this work. Please take the time to hear me out on the above and if there's anything I can do to help, please let me know - I'm here to help. Let's all get it right this time around.
- You can do better.
- Put the health of citizens first.
- Please have a plan that is comprehensive, and yet flexible where needed. But, have the strength to stick with it, and not simply cave into commercial promises of tax monies when in the end they only stay as long as it is profitable.
- Taking direction from the Province's A Place to Grow document might be a given. However, abiding by the Treaties is also a given. More time should be allocated and more effort in relationship building should be allocated. We teach our children that we are on Mississauga & Haudenosaunee land, that this relationship must be considered primary in all our endeavours. Yet this same lesson is absent from the City's offered plans to date. We are all Treaty People. This needs to be demonstrated.
- I think that those areas in the current urban boundary and connected to transit should be prioritized for low, mid to high rise and alternative intensification especially around the BRT and GO. I also think that there is room to commit to semi and single detached homes especially in Elfrida and Binbrook area to allow for mixed growth so that citizens have options. I like the SMART community proposed at Clappison Corners and I like the identification of neighbourhoods the City of Burlington created for the downtown to allow SMART growth (Lakeshore to top of Brant St.).
- Rich developers have determined land use in Hamilton for far too long. Back scratching deals with councillors and developers must end. Car free mixed-use neighbourhoods should be explored.

- With City infrastructure spending and backlog of keeping up existing infrastructure, especially with plans to intensify current subdivisions. I do not see any need to add suburbs and extend city boundaries. The negatives far outweigh the benefits. Especially if compare to Cities on comparable growth curves. Somehow this vision seems to rely too much on if you build it, they will come.
- I think the City should hold on to progressive values, regardless of the projected population growth. If the City does not have enough single detached homes for all the people who want single detached homes, then so be it. I may be wrong for thinking this, but I want to see Hamilton become a “nice” city. Thank you again for doing this survey.
- Hamilton has a wonderful sense of community and a rich history. Its growth should highlight these core strengths and not just use them in marketing copy. Enhancing and preserving our history and communities through land use policy will make for a healthy and vibrant growth.
- If this work does not factor in a PLAN IN WRITING to develop affordable rental housing that will solve the imminent crisis, then you need to start over. Rezoning employment lands, if necessary, has to be on the table if necessary or you are not doing your jobs holistically as City staff.
- Please don't base all future plans on financial answers. The City needs to also recognize people need green spaces/forests & undeveloped areas. Don't expand just for the sake of expanding.
- Ensure that the provincial government has changed regulations to ensure that derelict properties in areas like Kenilworth, Main, King , downtown etc. can be easily expropriated so that some beautification can start to happen with the new urban development plans. Without that ability, how can you provide the appropriate urban density in the City of Hamilton.
- Take back our waterfront.
- Just that it would be great to get some visuals of what the various density percentages would look like. Are there proposed maps available for residents to view?
- I feel that right now and in the past developers have been driving the bus. We need to take the development out of the hands of the developers and into the hands of reliable people who are held accountable to the taxpayers.
- Just concern about the aesthetics of much of the new construction in this city. We can see the economic benefit derived from preserving historic streetscapes and existing neighbourhoods. It is important to preserve and enhance these characterful parts of the city.
- The premise that we need to extend the urban boundary to accommodate growth is self-defeating. Staff and council should prioritize the growth and intensification strategies that will focus growth in already built areas. Increasing sprawl while Hamilton's infrastructure deficit balloons further every year is like telling someone in a hole to “dip up, stupid.”
- Would be nice to see reuse of Hamilton's built heritage.
- Please focus on densification of existing neighbourhoods and updating existing infrastructure especially in the lower city before pushing any kind of expansion.
- We need to examine more closely HOW people will move between their residences, their workplaces, and their shopping areas. How can that be accomplished without a dependence on individual cars?

- I think you have not seemed to consider the real need to prevent the further taking up of prime agricultural land and turning it into housing. And we need to ensure that housing lots are used, not for monster houses, but sensible smaller houses.
- Investigate ways to ensure intensification targets are met. 60% targets can be achieved if they way intensification occurs changes from today. Things like opening up zoning permissions in residential neighbourhoods such as encouraging severances, laneway suites, and garden suites, or pre-zoning areas for intensification.
- Communities that encourage walking and cycling to school, work, and play. We need to keep what greenspace and agriculture we have. It will become even more important as population increases to have food production and big conservation areas nearby.
- Develop excellent playgrounds for children and community centres for everyone to promote social connectivity.
- We only have prime agricultural land in southern Ontario, and it should be more valued than suburban sprawl.
- Keep as much green space, trails community centres as possible. Build 1 story large condos. Hasn't Japan already done this?
- Remove transparency barriers and optical bias in favour of developers vs taxpayers.
- Expand the urban boundary along Garner Road West in Ancaster between Shavers Road and Fiddlers Green to Book Road as a minimum. It does not make sense to leave this area of land as farmland/greenbelt land when there is high density residential to the north of Garner Road and Employment land to the west of Shavers and east of Fiddlers. This block of land was originally white belt until the Province and the City of Hamilton converted it to greenbelt land for no logical reason. The block of land south of Garner Road West is ideal for residential purposes.
- We need to be bold and ambitious and break speed records if we are to house everyone, have enough green space, electrify everything, and save ourselves by avoiding an increase of more than 1.5C in only nine years. Please run fast and break things. Stop sprawl and rebuild our city from the inside out.
- Thank you for the opportunity to comment.
- Its unfortunate climate change considerations were not included. Also, the "missing middle" should be considered.
- You guys have a tough job ahead of you. I appreciate your care for this city and the work that you do. May God bless you in your efforts!
- Height restrictions along corridors and transit hubs should be increased to encourage higher-density buildings where they can best be accommodated - density should not be restricted by rules from decades past.
- I have made many comments above, especially in Item 2 and 8 above (please refer to them).
- I am, thrilled that the city is incorporating a climate lens and plans for greater density where people can live where they work and play. We will have a much for vibrant city. One that I would prefer to live in in 20 or 30 years. Unfortunately, being a baby boomer, I do not expect to have more than 20-25 years.
- Keep studying as we all know that the needs change daily, and the WANTS should never outweigh the NEEDS. Stay true to what is really necessary and thank you for including us, the citizens of this, the present City of Hamilton. Cheers.
- I hope to receive further updates in general.

- I would like to know more about land use for renewable energy e.g., wind and solar. I didn't ask during the presentation. THANK YOU!
- Based on the reports and needs assessment, the vacant lands on Twenty Rd. W. (formerly Glanaster Golf Course), should be designated residential, acting as a buffer with a gradual phase into any Airport commercial/industrial developments. These lands would be better serviced as residential as they are not needed for employment or airport growth and development.
- Transit and walking friendly.
- Think long term. Think legacy. Don't sell out our beautiful city.
- Allow zero hectares of white belt lands to be developed. It is a waste of precious resources. Any argument in favour of developing is based on flawed assumptions and planning traditions best abandoned.
- Include community sustainability and self-sufficiency in the plan. How can we support more people until we can support the existing population? Build in our local supports first and then look to accommodation i.e., where should we be growing food locally instead of using that land to build?
- Go slow.
- You assume growth will remain possible. Not even to 2030. AND no climate impact test to reduce emissions 6%/year minimum to achieve target emissions in 2030 (50%reduction) and 2050 net zero.
- With the change towards working remotely and not occupying office space, buildings should be restricted to the size of the surrounding area. Heritage Green is a good example, the newer offices in that area fit well with the height of the buildings near them.
- While we grow the city, more attention/respect should be dedicated to optimizing Hamilton/Stoney Creek natural landscapes for public use. Areas near Lakefronts, forests, creeks, the escarpment (above or below) should not be slated for any housing and large commercial development. There should be a significant buffer of land around those natural areas.
- Understating the FUTURE demographics of the city will be imperative. Stacked townhomes and back-to-back units are NOT suitable for families with children and an aging population. Both adults and children require outdoor space like front and backyards, the pandemic alone has highlighted this need even more.
- Aging residents that wish to remain independent will require homes that are designed with less stairs, not stacked townhomes and not necessarily apartments, whilst being close to amenities like grocery, hardware, and pharma.
- This assessment is clearly motivated by short term investment through developers. it does not consider wholistic development of the city and reinvesting in existing infrastructure that needs to be replaced. This plan (and the developments that would result from it) do not give back to the community in a long-term sustainable way and erode the borders that exist to protect the separation between rural and sub-urban. If the city anticipated 200,000 more people, then the core should be the focus and everything that comes with that.
- Allow for secondary dwellings that will promote multi-generational use and affordability in Ward 1 - Kirkendall.
- Please look at areas to develop or re-develop within the current urban boundary. Keep our farmland as farmland please.

- Look at the aging demographics. You have 3 over 55 communities out here off Twenty Road. To think anyone would put commercial warehousing next to us seems unfair. These complexes have been here for close to 30 years in some cases. In the adjacent lands on the south of Twenty embrace our communities with residential and green space. We have a plethora of active seniors that walk Twenty Road please be mindful.
- Are there any reports available regarding existing municipal services i.e., storm and sanitary sewers, and water supply in the within the existing urban boundaries that address the remaining serviceability of these services, and the timeline and cost to upgrade? If available, how does this information inform the proposed intensification targets?
- The projected population increase is likely high, based on past projections. Regardless, any development should be incorporated into the existing city boundaries and/or built areas, with minimal expansion to greenfield areas.
- Hopscotching over existing Greenbelts should be avoided by expanding the Greenbelt area to minimize adjacent urban encroachment--i.e., the principals of infill and densification should apply to all provincial urban areas.
- Don't let deep pocket builders detect what they want(more profits) in the planning stages. The city needs to take ownership and plan properly and don't design very dense areas where the infrastructure cannot handle the increase density.
- The next decade is key if we are to have any hope for a climate resilient future. Outward growth will increase the carbon footprint, which is what cannot happen.
- Continue to engage your engaged communities in a meaningful way.
- Don't focus on developing at the extremities of the city like airport and Ancaster. There are many sites left under used in the core between Barton and the lake. That part of the city needs to be rejuvenated.
- I truly hope that the City has the courage to take on this challenge it is to ensure life for the next many generations. The City declared a Climate Emergency almost two years ago but has done absolutely NOTHING that reflects the fact that we are in a crisis. We can't even house our homeless-but choose to violently remove them and their belongings and let them fend for themselves. We have very little to be proud of at the moment as a city, with sewage water constantly leaking into our natural habitats-once the most biodiverse in the country but now struggling because of our mismanaged urban sprawl and polluting industries. It is time for the City to shape up, learn from the original people of this land and become proper stewards of this land, to ensure that our children have a future in this city!!
- Residents wanting to live in a single home, or a bigger townhouse should pay a significant premium in taxes for it, as their choice affects the community. These taxes should be put into work to enhance public transportation, guarantee enough services are available in the new developed areas, and offset climate change impact.
- Respect Climate Emergency.
- Build the LRT, bring better transit links to the existing suburbs. Stop building outward. The inner city is subsidizing the suburbs and we can't sustain it as seen by our poor infrastructure that is resembling a third world country in some parts of the city. All design needs to have the marginalized in mind. Build for them and the whole city wins!!
- Implementing more co-op business. Hamilton has made great decisions and has accomplished great projects moving towards helping the climate, I think just like having an ambitious growth, we need an ambitious decision making in everyday for the climate.
- Make business parks build up, not out. The amount of concrete being poured in areas that used to be natural land is creating a terrible landscape.



Public and Stakeholder Engagement Round 3

Appendix D:

Summary of Questions, Letters and Social Media Posts

Questions submitted in advance January 18, 2021 virtual public webinar



1. Slightly west of the intersection of Golf Club Rd and Hendershot Rd (Southside, greenbelt), across from the southeastern boundary of one of the large lands slated for development. - what is the timeline for developing this area? When would they install water and wastewater infrastructure along golf club road? If our well does dry up, what then? Who pays for a solution, us or City? Will it be a cistern or connection to City water?
2. "How do the plans reflect the teaching that, 'We are All Treaty People' and demonstrate adequate respect for the Dish With One Spoon Treaty Wampum that is reference daily in our public schools?
3. Do we know what potential exists for intensification within the existing urban boundary, for example by development of the "Missing Middle" we have started hearing about? Do we know what incentives and disincentives exist for intensification within the current urban boundary, and how we might create more incentives? 2. Have changes in population characteristics been considered in preparing this LNA, specifically the fact that baby boomers have begun to divest themselves of their single family detached homes, and are looking for other forms of housing? History shows us that it will take about 15 years for this bubble to move through, with an increased availability of detached homes during this time.

Questions submitted in advance January 20, 2021 virtual public webinar

1. What has to happen for the City to adopt the "increased targets" or "ambitious density" in its planning. Can Council mandate use of these targets and require new developments to adhere to them?
2. What incentives and initiatives has the City been pursuing to encourage more intensification in the urban area?
3. Will water servicing be available for rural properties on the boundary of the expansion areas? Will the road cross-sections of the urban-rural boundary be upgraded on both sides of the road to include sidewalks?
4. How have population and demographic information been taken into consideration in the calculation of Community Area Land Need? Particularly, the aging of baby boomers and the implications for housing supply.
5. How is the City engaging in meaningful consultation with the local indigenous community through this planning work?
6. How is the Land Needs assessment taking into account the Community Energy and Environment "low carbon modelling" which would change some of the assumptions contained in the "Business as Planned" assumptions. I am referring to the data presented in the June 15 CEEP Advisory Committee presentation by SSG

Summary of e-mail correspondence received by the project team during the consultation period.



January 19, 2021

- Would like to consider an intensification rate of 81%, as part of achieving a 0 ha of new community land area need.
- Emphasis on intensification with no greenfield development
- Highlights importance of complete community features (mix of housing, green space, green design, mix use, proximity of services/shopping/employment)
- <https://www.weforum.org/agenda/2020/07/tiny-urban-forests-miyawaki-biodiversity-carbon-capture/>
- <https://www.brooklyn.energy/>
- <https://insideclimatenews.org/news/27082019/12-years-climate-change-explained-ipcc-science-solutions/>

January 20, 2021

- Concern raised regarding timing of recommendations to Council in March or early April; concern that this is not enough time to fully consult with the CEEP consultations.
- Concern that recommendations regarding expansion of city boundaries must be made in consideration with LNA decision.
- Request to delay.
- Would like to see the 81% intensification, “no urban boundary expansion” option considered.

January 20, 2021

- Owns, with her sister, 10 acres on north east corner of airport road and Upper James.
- Concern that development cannot take place on her land, while other land closer to airport is being developed.

January 20, 2021

- Would like some clarity on timing of phasing options being presented to GI Committee.

January 21, 2021

- Question on what extent Lands Needs planning staff is collaborating with CEEP staff.
- Would like to see highest level of intensification, concerns regarding impact of future development on climate change.
- Would like to see the 0 h growth as an option.
- Could you please let me know to what extent GRIDS2 is collaborating at this time with CEEP?
- Can you please add 0 h growth as an option to get a true sense of what people want and allow people to go back and alter their answer if needed?

January 22, 2021

- Preferred scenario is the Ambitious Density Scenario
- Comments: to help make Hamilton “cleaner and greener by reducing need for urban expansion
- Climate change, complete communities, and transit accessibility top three factors
- More lots with smaller frontages
- Even mix of street townhouses and stacked/back-to-back units
- Ranking for priorities: 5) Green Building design, 4) Alternative/renewable energy planning, 3) Transit connection, 2) Greenspace, 1) low impact development techniques for stormwater management
- Other priorities: Higher densities help to promote the growth of public transit and reduce the greenhouse gas emissions that are driving climate change.
- I’m pleased that the city has a small surplus of employment area land and does not need to add new employment land. Corporations should be encouraged to promote employment that’s consistent with mitigating the effects of climate change, as urged by the city’s Climate Change Task Force
- There is growing public support for environmentally sustainable planning that promotes healthier, more attractive communities, and reduces the pressure for urban sprawl and leapfrog development...The city should plan for low impact development as much as possible.

January 25, 2021

- Owners of property at the northeast corner of upper James street are trying to understand why this property isn’t being rezoned, as it is difficult to find a buyer with the current status.
- Why would the city of Hamilton choose this path? Is there anything we can do to change this? We don’t have the resources to pay 250 thousand dollars to amend a bylaw”.

January 29, 2021

- Participated in Virtual Information Meetings on January 18th and 20th 2021.
- In support Growth Plan Minimum (50% intensification) and Increased Targets (55% intensification) “as both scenarios represent reasonable growth targets that are in keeping with the Provinces’ market-based approach for land use planning”.
- Opinion that Elfrida continues to remain a logical and viable option to expand the City’s urban boundary to accommodate growth and development.

February 1, 2021

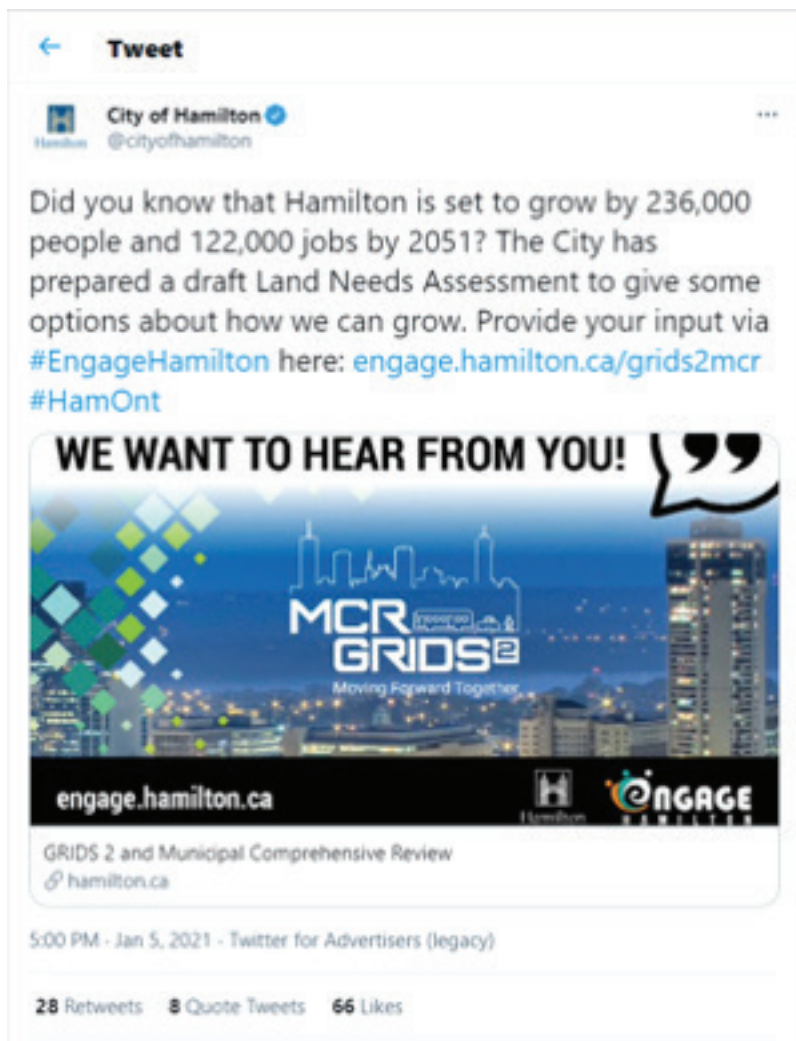
Thank you for the session re: Land Use Planning. I have a couple of questions about details:

1. Was “grey” land taken into account when calculating the number of hectares required for population growth (grey lands include parking lots of current commercial operations, such as Limeridge Mall, Eastgate Square and the lands along lower Centennial Highway)
2. The presentation included the number of people expected to move into the Hamilton area by 2051 but does not include the specific number of units that will be required to house the increased population. Please supply if available.

Twitter Comments:

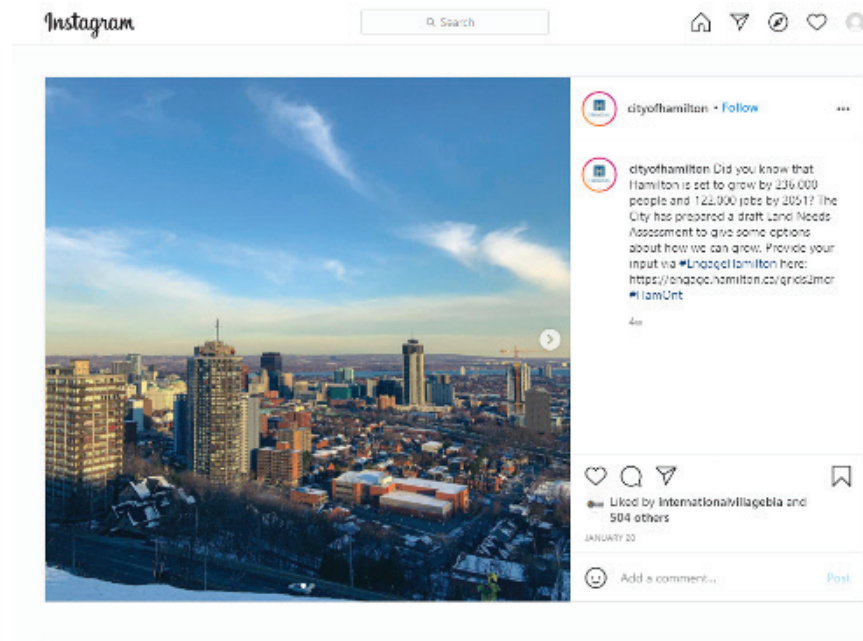
Numerous people reposted and/or commented on the City's social media posts. In those comments, there was mention of a need for transit, protection of the Greenbelt, affordable housing, concern about the existing drinking water issues among First Nations and the long term nature of this exercise, and some skepticism about whether public input would be considered in decision making for this project.

- Jan 5, 2021: <https://twitter.com/cityofhamilton/status/1346549615915622400>
- Jan 5, 2021 (paid ad): <https://twitter.com/cityofhamilton/status/1346577212045021185>
- Jan 13, 2021: <https://twitter.com/cityofhamilton/status/1349375668040196098>
- Jan 16, 2021: <https://twitter.com/cityofhamilton/status/1350545623603433474>
- Jan 20, 2021: <https://twitter.com/cityofhamilton/status/1351968752452198403>



Instagram Comments:

- Jan 20, 2021: <https://www.instagram.com/p/CKRmYjFFNSP/?igshid=q4xxx7j4zk7w>
- Jan 5, 2021: <https://www.instagram.com/cityofhamilton/>
(Instagram story – no longer visible)



**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
Anonymous	<p>How do the plans reflect the teaching that, 'We are All Treaty People' and demonstrate adequate respect for the Dish With One Spoon Treaty Wampum that is reference daily in our public schools?</p> <p>How is the City engaging in a meaningful way with indigenous communities throughout this process?</p>	<p>Consultation with indigenous communities is an important part of our planning process for this project and all other planning projects. The City has engaged with local indigenous communities at earlier phases in this planning process. Staff have reached out and will continue to reach out to consult and engage throughout the various phases of the GRIDS project.</p>
Jeannette, Ann Marie	<p>We own lands located northeast of Upper James and Airport Road. Lands are being shown as blue meaning that they will not be developed for residential uses because of noise contours. Why are other residential homes being developed closer to the airport?</p> <p>We expected to be able sell this land, which the buyer could rezone for a number of uses. After today, I feel this will not come to fruition and am pretty upset. Business is beginning to boom out there, and our land is a prime location for development.</p> <p>If these lands are not required for employment uses for the next 30 years and will not be brought into the urban boundary, what else can they be used for? Industrial, commercial? There is no interest in agricultural uses. How can a property be zoned as useless?</p>	<p>The property is located within the Rural area and is also located above the 30 Noise Exposure Forecast (NEF) contour of the airport. Because of the location of the lands above the 30 NEF contour, the development of sensitive land uses (for example residential or institutional development) is not permitted on the lands. This restriction comes from both provincial and local planning policies.</p> <p>The City's draft Land Needs Assessment has identified that the City does not require any additional Employment Area lands up to 2051. The City will require urban boundary expansion to accommodate Community Area growth, which is lands for primarily residential uses, and also some institutional and commercial uses. Because the lands in question cannot be used for residential purposes, they cannot be considered for urban boundary expansion at this time.</p> <p>The lands can be used for the uses permitted within the Rural (A2) Zone which includes agriculturally-related uses.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
<p>Open House questions</p> <p>(combined theme of boundary lines)</p>	<p>When did the Province establish the built boundary line?</p> <p>Is there any opportunity to change the line?</p>	<p>The built boundary line was established in 2006 by the Province.</p> <p>The built boundary line can only be changed by the Province. There was no change to the built boundary during the last review of the Growth Plan.</p>
<p>Open House questions</p> <p>(combined theme of population forecasts)</p>	<p>Where do the population forecasts come from?</p> <p>Who are the population and density "forecasters" (names/departments)? How do treaty people living in Hamilton reach these Ontario forecasters to discuss our concerns about their imposed mandates.</p> <p>What is the responsibility of the City to adhere to the provincial forecasts. Can the City choose not to work to the provincial forecasts? What are the risks if the City does not plan to these forecasts?</p> <p>How would citizens encourage Hamilton city planning to assess its own sustainable carrying capacity for human population within its boundaries (so that it may communicate with province of Ontario about what is appropriate)?</p> <p>Is human and ecological carrying capacity considered in the creation of the forecasts?</p> <p>Have changing demographic needs, such as those from the baby boomer generation, been taken into account in this process?</p>	<p>The population forecasts are provided to the City by the Province of Ontario through the Growth Plan 2019, as amended (Schedule 3). The Province recently updated the forecasts to 2051 based on background work completed by Hemson Consulting (Greater Golden Horseshoe Growth Forecasts to 2051).</p> <p><i>Supplementary Information</i></p> <p>The Growth Secretariat within the Ministry of Municipal Affairs and Housing should be contacted for additional information on the consultation that was undertaken as part of the development of the forecasts.</p> <p>The Growth Plan requires the City to plan to the mandated forecasts. If the City does not plan to the forecasts the City's Official Plan Amendment to implement the Municipal Comprehensive Review may not receive provincial approval.</p> <p>As part of the evaluation and phasing framework that will be used to assess future urban boundary expansion areas in the next Phase of GRIDS2, there are a number of environmental and economic factors that will be considered.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
		<p>Because the City is required to plan to the provincial forecasts, there are no plans to create separate, local forecasts. Through the next round of GRIDS 2 / MCR, the City will be identifying a growth strategy to accommodate the forecasted growth in the most sustainable and efficient manner.</p> <p>The forecasts are based on age-related trends in household formation and unit type preference and therefore demographic needs are taken into account in the process.</p>
<p>Open House questions (combined theme of whitebelt)</p>	<p>Could the whitebelt be considered as periurban?</p> <p>What is the proportion of the whitebelt to already developed land?</p> <p>Does the whitebelt include prime agricultural land?</p>	<p>Yes, much of the whitebelt could be considered peri-urban, or on the urban-rural fringe. What differentiates the whitebelt from the remainder of the City's rural lands is that it is not within the Greenbelt Protected Countryside.</p> <p>The whitebelt represents approximately 4% (4,320 gross ha) of Hamilton's total land area. Of this 4,320 gross ha, 2,220 gross ha are available for community area. In comparison, the Urban area represents 21% (24,000 gross ha) of the total land area. This community land area would represent an increase of 2% in total land area to be added to the urban area</p> <p>Another 74% of the City's total land area is within the Greenbelt Plan.</p> <p>Yes, some of the whitebelt lands is considered prime agricultural.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
Open House questions (combined theme of Waterdown)	Are there any urban boundary expansions proposed from Waterdown? Is the allowance for a 10 ha expansion from Waterdown a new policy?	There is an exception in the Growth Plan that allows expansion from Waterdown or Binbrook. These areas are identified as Towns in the Greenbelt Plan. A 10 hectare expansion to either or both of these areas through the Municipal Comprehensive Review is permitted, using criteria specified in the Growth Plan for evaluation of requests for expansion. Only half of that land can be used for residential purposes. It is an option and there are land owners in Waterdown that have an interest in seeing some urban expansion. This is something that will be reviewed in the coming phases of the GRIDS2 and MCR project. The policy allowing the 10 ha expansion from a Town / Village in the Greenbelt Plan was introduced in the recent revisions to the Growth Plan.
Open House question	Are there any wetlands or other sensitive areas that are vulnerable to development? Are these areas identified and how are they accounted for?	Yes, there are natural features, including wetlands, in areas of the whitebelt lands. These features are considered non-developable lands and are not included in the potential developable land area calculations. As part of future planning phases, these areas will be further mapped and identified through sub-watershed studies and other environmental impact studies.
Open House question	Is it possible to include local power generation in the lands need assessment? community owned power generation, that is?	It has not been part of the assessment to date, but could be reviewed in later (secondary) planning stages. <i>Supplementary Information</i> District energy will be implemented as urban boundary expansions occur.
Open House question	Will there be refinements to the natural heritage system through the MCR process?	If any refinements to the natural heritage system are required, they could be considered as part of

**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
		the MCR process. No determination on this requirement has been made to date.
Open House question	What considerations are made to improve transportation methods to accommodate increased population in the urban areas?	<p>The City is completing a transportation network review as part of GRIDS 2 which will include consideration of enhanced transportation infrastructure requirements.</p> <p><i>Supplementary Information</i> Different types of transportation include planning for public transit, the potential use of autonomous vehicles and other micro mobility methods.</p>
Open House question (combined theme of farmland protection)	<p>How many hectares of good farm land gets paved over in your various scenarios?</p> <p>I'm really concerned about farm lands. I hope they receive the protection they and our food source deserve.</p>	<p>The scenarios range from 1,300 ha to 1,600 ha of land required for urban expansion. Some parts of the whitebelt lands are currently in agricultural production.</p> <p>As part of the next phase of the project, an agricultural impact assessment will be completed to examine impacts on agriculture arising from the growth scenarios and identify ways to minimize and mitigate impacts.</p> <p>74% of the City's total land area is within the Greenbelt Plan.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
<p>Open House questions</p> <p>(combined theme of expansion)</p>	<p>Is expansion being "encouraged" by the provincial govt?</p> <p>What do you see as the main risks of not expanding the urban boundary? for who?</p>	<p>The Province requires municipalities to plan for forecasted growth in accordance with the land needs assessment methodology.</p> <p><i>Supplementary Information</i></p> <p>The no urban boundary expansion option was not modelled in the land needs assessment or included as an option for the following reasons:</p> <ul style="list-style-type: none"> - This option, with a significantly increased intensification target, far exceeds the identified market demand in the RI Market Demand report. The provincial LNA methodology requires the use of a market-based demand approach to the calculation of land needs. In light of the market-based direction, it is questionable if the Province would accept a proposed intensification rate of 80%. - The RI Supply Update Report has identified a supply potential of approximately 70,000 units to 2051. The required intensification units under this option would be in the range of 89,000 units to 2051 which exceeds the estimated supply within the planning horizon. - This option would not result in a balanced unit supply of new units as is required by planning policy to contribute to the development of complete communities. Approximately 75% of new intensification units would be in the form of apartments. There is a concern that an unbalanced future unit supply would not satisfy the demand for lower density housing forms, and that the City may lose growth opportunities if that demand cannot be met.

**Public / Stakeholder Comments –
Land Needs Assessment: General**

Submitted by	Comment / Question	Staff Response
Open House question	Can you provide some context on how Binbrook got developed?	Binbrook was developed prior to the implementation of the Greenbelt Plan, and prior to amalgamation of the City of Hamilton. It was identified as one of the former Township of Glanbrook's urban areas in the 1980's. A Secondary Plan was prepared in the 1990's.
Open House question	There is a TC energy pipeline that runs within the hydro corridor that is located between Twenty Road and Rymal Road. Does this get taken into account through the LNA / GRIDS process?	<p>Pipelines and other rights-of-way are factored out when the City is determining developable area. In the future, if the lands are brought into the urban boundary, it would have to be determined through the secondary planning stage how the community would be developed and how the corridor would be worked into the neighbourhood design.</p> <p>TC energy pipeline will be considered as the City undertakes the next stages of GRIDS2/MCR process.</p>

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
Sonja	Do we know what potential exists for intensification within the existing urban boundary, for example by development of the "Missing Middle" we have started hearing about?	Intensification is not limited to new tall buildings. There is intensification supply potential in areas designated as 'Neighbourhoods' in the Urban Hamilton Official Plan. The Plan encourages compatible intensification in these areas and these areas is where the mid-rise, missing middle could fit. There are other opportunities for intensification in the City as well, such as second dwelling units in existing homes. The Residential Intensification Supply Update identified a potential supply of up to 26,000 units in the Neighbourhoods areas.
	What incentives and disincentives exist for intensification within the current urban boundary, and how we might create more incentives?	The City has been working to prioritize intensification for quite some time. The City has pre-zoned certain areas where we significant growth is anticipated (eg. downtown, future priority transit corridor, and areas around our GO stations). These areas, as well as the Commercial and Mixed Use zoning, allow for significant residential growth as-of-right, meaning that the lands can be certain residential uses without having to get additional planning approvals. The City also has financial incentives in place for intensification, such as Development Charge exemptions, Parkland Dedication exemption, and programs for lands in the downtown Community Improvement Plan area.
	Have changes in population characteristics been considered in preparing this LNA, specifically the fact that baby boomers have begun to divest themselves of their single family detached homes, and are looking for other forms of housing? History shows us that it will take about 15 years for this bubble to move through, with an	This baby boomer shift does happen over time and analysis of the shift has been undertaken. Two points are important. First, age-related trends in household formation and unit type preference are included in the forecast (in accordance with the mandated method), meaning that many factors related to the aging of the population are embedded in the housing unit forecast results,

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
	increased availability of detached homes during this time.	including the turnover of units to younger families as the boomers ages. It should be noted that the number of households that may downsize does not create new units; the City is required to plan for forecasted growth. Second, the age at which this shift happens has generally been rising and now stands at around 80, or the 80-84 age group. The largest group of Baby Boomers will reach 80 by about 2040 so the switch itself is later. The turnover is not producing enough units to meet demand since the largest younger age group is just hitting peak family formation age (beginning in the 20-24 age group and increasing through the 30s and 40s) and increasing ground-related housing demand.
Dave	What has to happen for the City to adopt the Increased Targets or Ambitious Density scenario in its planning? Can Council mandate use of these targets and require new developments to adhere to them?	Staff will recommend a final land needs assessment scenario to Council for Council to consider and adopt a final scenario. This chosen scenario will inform the direction for the rest of the GRIDS process, because it establishes how much additional land may be needed. The implementation of targets related to intensification and density will be written into our Official Plan through the Municipal Comprehensive Review.
Brenda	To summarize, my varied life experiences have given me an appreciation, understanding, respect and support for building housing and communities that consider the needs and integration of the varied cultural-socio-economic aspects of the Ontario and Canada we are. Everyone needs to be considered in the Master Plan with a place to live happily, with dignity, under rooves of many types, and a community that is inclusive to call "home". Affordable housing, programs and a	Comments are noted and appreciated. Future planning phases including the preparation of Secondary Plans will consider opportunities to create inclusive and equitable communities with the inclusion of affordable housing.

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
	sense of community are paramount to a healthy city and future Hamilton.	
Diana	I believe that the 81% intensification "no urban boundary expansion" should be a consideration. It was mentioned that we cannot force development in the built up areas but I disagree. If we have no urban boundary expansion then developers will of course have no option but to get creative with our existing grey fields and within existing neighbourhoods. Can this be included in your survey and considerations?	<p><i>Supplementary Information</i></p> <p>The no urban boundary expansion option was not modelled in the land needs assessment or included as an option for the following reasons:</p> <ul style="list-style-type: none"> - This option, with a significantly increased intensification target, far exceeds the identified market demand in the RI Market Demand report. The provincial LNA methodology requires the use of a market-based demand approach to the calculation of land needs. In light of the market-based direction, it is questionable if the Province would accept a proposed intensification rate of 80%.
Nancy	The land needs survey does not give 0 h growth as an option but I believe it should. Citizens should be given a say as to whether we want to freeze our boundaries and focus on infilling our existing neighbourhoods by building up rather than out. I know there is space for comment but people may not give it a second thought if it is not an option. Can you please add 0 h growth as an option to get a true sense of what people want and allow people to go back and alter their answer if needed?	<ul style="list-style-type: none"> - The RI Supply Update Report has identified a supply potential of approximately 70,000 units to 2051. The required intensification units under this option would be in the range of 89,000 units to 2051 which exceeds the estimated supply within the planning horizon. - This option would not result in a balanced unit supply of new units as is required by planning policy to contribute to the development of complete communities. Approximately 75% of new intensification units would be in the form of apartments. There is a concern that an unbalanced future unit supply would not satisfy the demand for lower density housing forms, and that the City may lose growth opportunities if that demand cannot be met.

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
Frances	Was "grey" land taken into account when calculating the number of hectares required for population growth (grey lands include parking lots of current commercial operations, such as Limeridge Mall, Eastgate Square and the lands along lower Centennial Highway)?	<p>The City's estimation of residential intensification supply takes into account greyfield redevelopment opportunities, including redevelopment of shopping centres, commercial corridors such as Centennial Parkway and some vacant parking lots.</p> <p><i>Supplementary Information</i> Intensification has long been a planning goal of the City. This goal is reflected in the Nodes and Corridors structure of the UHOP as well as many initiatives within the City, including: two recently approved Secondary Plans in Downtown Hamilton and Centennial Neighbourhood Secondary Plans which encourage the mixed use redevelopment of commercial corridors and areas; the City's Downtown, Transit-Oriented Corridor and Commercial-Mixed Use Zones which allow redevelopment of commercial sites is as-of-right; and Secondary Dwelling Units that will be permitted more broadly across the urban area</p>
	The presentation included the number of people expected to move into the Hamilton area by 2051, but does not include the specific number of units that will be required to house the increased population. Please supply if available.	The land needs assessment identifies an increase of 110,320 housing units in the City between 2021 and 2051.
GSAI	We are providing our comments in support of Staff's findings thus far through this process; being that the draft Lands Needs Assessment confirms the City needs to support intensification and responsible urban boundary expansion to meet its 2051 population and growth projections. We would like to express our support of the land needs scenarios, <i>Growth Plan Minimum</i> (50% intensification) and <i>Increased Targets</i> (55% intensification), as both scenarios	Comments are noted and appreciated.

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
	<p>represent reasonable growth targets that are in keeping with the Province's market-based approach for land use planning.</p>	
Hamilton International Airport	<p>The John C. Munro Hamilton International Airport ('Airport') has reviewed the submitted Land Needs Assessment with respect to the City of Hamilton's Community Area Land Needs and Employment Area Land Needs under its Growth-Related Integrated Development Strategy (GRIDS 2) and the mandated Municipal Comprehensive Review (MCR) process for growth planning horizon to 2051.</p> <p>The reports were assessed against the John C. Munro Hamilton Airport Zoning Regulations SOR/2017-200 and the Airport Noise Exposure Forecast (NEF) contours. Based on the information provided, the preliminary assessment shows that portion of the lands identified as Designated Greenfield Area – "community area" for residential growth fall within the John C. Munro Hamilton Airport Zoning Regulations SOR/2017-200 and the Airport Noise Exposure Forecast (NEF) contours.</p> <p>The registered lands affected by the John C. Munro Hamilton Airport Zoning Regulations SOR/2017-200 are subject to building/structure height restrictions, vegetation growth and wildlife hazard control and compliance with prohibition of interference with aircraft communications and navigational facilities.</p> <p>For lands that fall within NEF 40-28 contours, it is strongly recommended that new residential developments not be undertaken in these areas due to high susceptibility to aircraft noise and</p>	<p>Comments are noted and appreciated. The City's UHOP supports the comments made by the HIA in restricting the development of new sensitive land uses above the 28NEF contour.</p> <p>The HIA will continue to be included in the GRIDS 2 / MCR process and future planning initiatives going forward.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
	<p>impact to quality of life. It is also recommended that noise mitigation measures be implemented for lands between NEF 28-25 in accordance with City of Hamilton, Ministry of the Environment and Climate Change and Transport Canada standards/guidelines.</p> <p>A detailed review will be required by the Airport for each land during the Site Plan process to ensure the compatibility of the proposed land uses.</p> <p>The proposed growth scenario plans for the designated community and employment areas also should be submitted to NAV CANADA for assessment against its future performance-based navigation (PBN) procedures and other technology changes planned for the Airport as part its Air Navigation System (ANS) Plan.</p> <p>The Airport recognizes the City's forecasted population growth and residential housing demand needs to accommodate its growth to 2051. As such, the Airport is committed to continued collaboration to create positive economic benefits for the City while ensuring future growth of the Airport is accounted for.</p>	
Hamilton Conservation Authority (response to stakeholder questionnaire)	It is difficult to provide detailed opportunities and challenges as this is a high level planning exercise and it is noted that the planning report (PED17010(h)) does an excellent job of explaining the issues and challenges at hand at this stage. The detailed work to come in the form of official plan amendments and secondary plans	Comments are noted and appreciated. Staff look forward to working with HCA staff through future project phases particularly related to whitebelt lands within the HCA's jurisdiction.

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
	<p>and their associated studies will provide a better venue to consider these issues in detail.</p> <p>With that said, the opportunities related to both scenarios relate to addressing the effects of climate change as it relates to built form, reduced sprawl and having a more compact development area and the resulting opportunities for increases in use of public transit and more walkable communities. Effectively reducing or limiting our urban footprint as growth occurs. This also relates to a greater ability to maintain existing natural areas to remain in and outside of the urban boundary and even to plan for greater green spaces and connections to core natural areas as part of the overall planning program.</p> <p>The challenges relate to meeting the targets which average for intensity 55% and 60% respectively while current trends are 40%. Given the market demand approach specified by the Province and given actual market demands and preferences for lower density development, both scenarios will be challenging. From the HCA staff perspective, on a spectrum, these are targets that should be pursued with a view to the higher intensification and density targets.</p> <p>From a realistic perspective, "Increased Targets" should be selected. However, and we note the challenges, planning over the time period to 2051 for the "Ambitious Density" target seems to be an appropriate approach, target and vision for the City.</p>	

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
	<p>It is noted that the white field areas noted are largely located outside of the HCA jurisdiction and largely located in the jurisdiction of the Niagara Peninsula Conservation Authority. With that said, the north areas, generally, of "Twenty Road West/Garner Road", "Twenty Road East" and "Elfrida" are located in the HCA watershed. In reviewing these areas, the are existing headwater features specifically and other natural features that will pose development restrictions. While we note that this is discussed in the documentation provided as being included in the calculations, it will have an impact on the development lands available and this will be further detailed at the Official Plan and Secondary Plan level.</p>	
<p>Hamilton Wentworth Catholic District School Board (response to stakeholder questionnaire)</p>	<p>From the perspective of Planning staff, there is a strong interest in better understanding how future development may unfold with respect to housing type, locations, and overall housing numbers, particularly in Elfrida, in order that the Board has ample opportunity to appropriately plan for future school sites.</p> <p>Staff support a balanced approach to Community Area land need, one that takes into consideration market-demand and the need for increased intensification as mandated by the Province. In our opinion, The City's 50-55-60% "Increased Targets" appear to be a reasonable compromise that not only addresses market demand, but also focuses on overall community land needs, affordable housing needs, preservation of Greenland areas and climate change implications.</p> <p>Further to this, the need to carefully consider the preservation of Greenland areas and prime agricultural lands, and the fight against climate</p>	<p>Comments are appreciated and noted. Staff will continue to work with HWCDSD including through future secondary planning phases to ensure School Board needs are met.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
	<p>change, closely aligns with our Board's policy of "Stewardship of Creation". Over the past three years, 100 percent of HWCDSB schools have achieved Ontario Eco Schools certification for their efforts to conserve energy, create green space, and minimize waste. Our Catholic faith and mission also teaches us the importance of ensuring people from all walks of life have reliable access to affordable housing and improved transit.</p>	
<p>Hamilton Wentworth District School Board (response to stakeholder questionnaire)</p>	<p>From a school board perspective, the opportunities and challenges are not that dissimilar as they are currently - selection of educational sites, servicing, timing, and all the variables in between.. assessments, site plan approvals etc.</p> <p>The Increased Targets scenario should be supported in the final land needs assessment.</p>	<p>Comments are appreciated and noted. Staff will continue to work with HWDSB including through future secondary planning phases to ensure School Board needs are met.</p>
<p>International Village BIA (response to stakeholder questionnaire)</p>	<p>Supportive development policies (residential/commercial) by each department of the City of Hamilton are needed to reach the Growth Plan minimum of 50% intensification.</p> <p>Over the last 10 years, the City of Hamilton has continued to place a priority on development in suburban areas, well intensification has progressed at a slower pace. There is an opportunity for the City of Hamilton to communicate the benefits of intensification to investors and residents to increase demand in these types of commercial and residential units.</p> <p>Emphasis needs to be placed on creating sustainable neighbourhoods near already established commercial corridors (i.e. business</p>	<p>Comments are noted and appreciated.</p>

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
	<p>improvement areas) through the introduction of new mid-rise developments.</p> <p>The City of Hamilton should adopt the 'Ambitious Density' Scenario with no new development outside of the current urban boundary until 2031.</p> <p>The City of Hamilton has to put even more supportive policies and grants in place to encourage new development (residential/commercial) in urban areas, specifically in Downtown Hamilton.</p> <p>All new developments within business improvement areas need to include a portion of commercial space (i.e. retail, restaurant, or office space).</p> <p>Priority should be placed on developing new commercial/residential units within business improvement areas through supportive policies and grants.</p> <p>Increased tax for vacant land on commercial corridors.</p>	
D. Spoelstra (stakeholder meeting)	<p>Eventually this city is going to run out of greenfield development land. Why not be bold and intensify now and reserve that land for growth after 2051.</p> <p>There are many that question the population forecasts for 2050 and therefore the growth targets as well. We're in the middle of a pandemic where people are dying. Populations are aging, People aren't having children in high rates like the past. There are infertility issues,</p>	<p><i>Supplementary Information</i></p> <p>Staff acknowledge there is a finite supply of whitebelt land (not impacted by the NEF contours) to accommodate future Community area and the City will meet a mature City state in the future.</p> <p>The LNA option based on Ambitious Density targets requires the least amount of whitebelt to be designated for future Community area. The phasing of the whitebelt lands is part of the next phase of the GRIDS 2 process. Through phasing,</p>

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
	<p>shifts in family dynamics, different priorities etc. 30 years is a long time and a lot can change in terms of what will be needed and what will be wanted.</p> <p>Many benefits to high intensification targets. The big one for Hamilton is fixing the combined sewer system once and for all and ending sewage over flows. Make it attractive for people to live in a dense community and the market will support it. Livable walkable complete well planned communities that support transit opportunities, maximize infrastructure investments and provide local food opportunities are just some of the benefits. Thanks for the opportunity to contribute today.</p>	<p>City will look at series of criteria (e.g. impacts on agriculture, infrastructure requirements, costs, etc.) to determine the order in which the land would be developed for urban uses over the next 30 years.</p> <p>In a letter dated February 23, 2021 from the Growth Secretariat, the Province reaffirmed the requirement that lands to accommodate the 2051 forecasts must be designated in an Official Plan.</p>
L. Lukasik (stakeholder meeting)	<p>What is meant by an 'unbalanced supply? Not enough of all types of housing?</p> <p>Regarding Climate Emergency - Provincial direction is problematic to addressing climate crisis. Do we trust the provincial government's approach by forcing a 30 year planning horizon? Frustrated that we don't present the 'no UBE' scenario as an option to consider.</p> <p>Don't want to place our fate in the hands of the market - time to stop this!</p> <p>The leapfrogging, etc - these are issues that a provincial government needs to address through effective regional planning policies!!</p>	<p>An unbalanced housing supply refers to a housing supply that does not provide a range of unit types sufficient to meet market demand.</p> <p>The no urban boundary expansion option (81% intensification) was not modelled in the land needs assessment because it is the opinion of both City staff and the consultant team that this option would not meet the provincial requirement of a market-based land needs assessment study, which must satisfy the provision of a full range of housing options.</p> <p>The on-line survey was not updated to include this option, since those who had previously completed the survey were not given this option. However, the comment section after the question about the two intensification scenarios allowed for those who responded to the survey to indicate if they were</p>

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
		<p>unsatisfied with the options, or if they had other comments.</p> <p><i>Supplementary Information</i> Council declared a climate emergency in March 2019 and directed the Task Force to investigate actions to be taken which could be incorporated into the City’s existing plans and policies to achieve net zero carbon emissions before 2050. As part of this direction, GRIDS 2/MCR is focusing on climate change and the impacts of growth. The approved 10 GRIDS Directions includes a new direction “Plan for climate change mitigation and adaptation, and reduce greenhouse gas emissions.”. In addition, the proposed Ambitious Density scenario and the future evaluation and phasing framework consider climate change in a number of ways.</p>
N. Mott (stakeholder meeting)	<p>With the recent rapid shift to remote work, what are the implications for the need for new office supply?</p> <p>Secondly, now that remote work has been allowed and proven successful, I am seeing a shift to demand for housing outside the GTA/H to find more affordable housing. What are the implications of that for housing demand in Hamilton?</p>	<p><i>Supplementary Information</i> The LNA identifies a growth in major office from 15% to 19% of the total share of employment over the next 30 years.</p>
D. Deluce (stakeholder meeting)	<p>How will stormwater issues e.g. flooding/water quality be addressed during intensification? What will the City be doing to ensure these issues are addressed moving forward?</p>	<p>GRIDS 2 is integrated with updates to the Water / Wastewater and Stormwater Master Plans. Different growth options will be modelled and the Master plan update will consider major storm events.</p>

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
		In response to climate change and as part of any future secondary Plans, buffers adjacent to the natural heritage system will be identified
R. Braithwaite (stakeholder meeting)	If we want to support intensification in our urban core we need to support the developers to do it. Not put up road blocks and hurdles that are currently pushing developers away. We have so many empty properties on Barton St that could be housing but the property owner has no incentive or interest to develop. I agree it needs to be made attractive for people wanting to live here - i.e. remove industrial truck routes, plant more trees, make the streets safer....	Comments noted and appreciated. Intensification has long been a planning goal of the City. This goal is reflected in the Nodes and Corridors structure of the UHOP as well as many initiatives within the City, including: two recently approved Secondary Plans in Downtown Hamilton and Centennial Neighbourhood Secondary Plans which encourage the mixed use redevelopment of commercial corridors and areas; the City's Downtown, Transit-Oriented Corridor and Commercial-Mixed Use Zones which allow redevelopment of commercial sites is as-of-right; and Secondary Dwelling Units that will be permitted more broadly across the urban area
Open House questions (combined theme of mixed use communities)	Would novel zoning regulations be considered in order to allow for more 'complete communities' such as small workshops in residential areas or certain urban agriculture allowances? With increased intensification has consideration been given for mixed use where more people might be able to shop, work and live in a more compact form so that it will be more accessible to active transportation?	The City has zoning that permits urban farms and community gardens. The creation of compact, mixed use communities which facilitates active transportation is a planning goal and will be considered in the design of new communities.

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
Open House questions (combined theme of missing middle)	<p>Many architects refer to the missing middle (up to 6 or 7 stories in height) that they feel should be developed. Have they been considered in this process?</p> <p>Can intensified neighbourhoods within the built up area be reconfigured to have more missing middle, more greenspace and more commercial. Walking neighbourhoods, with shopping, services and green spaces within walking distance?</p> <p>Did intensification planning include the possibility of increasing density in single-family areas, so that townhouses and low-rise apartments could be added to areas that are now only single family?</p>	<p>Intensification is not limited to new tall buildings. There is intensification supply potential in areas designated as ‘Neighbourhoods’ in the Urban Hamilton Official Plan. The Plan encourages compatible intensification in these areas and this is where the mid-rise, missing middle could fit. There are other opportunities for intensification in the City as well, such as second dwelling units in existing homes.</p> <p>The City’s Commercial and Mixed Use zoning allows for multiple dwellings, between 2 and 6 storeys, along commercial corridors.</p>
Open House questions (combined theme of greyfield development)	<p>Would we be looking to utilize all of the grey lands in the built up area.</p> <p>Why is the city only looking at greenfields? what about redevelopments on things like large surface parking lots?</p> <p>Can Hamilton built up on the grey field lands instead of moving outwards?</p>	<p>The City’s estimation of residential intensification supply takes into account greyfield redevelopment opportunities, including redevelopment of shopping centres, commercial corridors such as Centennial Parkway and some vacant parking lots.</p> <p>The Residential Intensification Supply Update identified a potential supply of up to 26,000 units in the Neighbourhoods areas</p>
Open House question	Does the city have the authority to dispute the intensification targets set by the province?	Municipalities do have the ability to request a lower intensification target from the Province. Lower intensifications targets (less than 50%) have to be justified by the City. The City can also plan for a higher target than what is required by the Growth Plan.

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
Open House question	Could you please just mention what is meant by 50/60% etc. Eg. would 100% mean that our current density would be doubled?	50% or 60% refers to the City's intensification target, which is the number of new dwelling units to be built within the built-up area each year. 100% intensification would mean a significant amount of growth in the built up area each year, more than double of the City's current intensification trends.
Open House questions (combined theme of market demand)	<p>Given the Provincial requirement to use market demand for planning, which of the scenarios would be able to meet this objective?</p> <p>Please elaborate on how the provincial requirement to consider market demand has changed how the city is approaching its land needs assessment. Is it fair to say that this is an approach that unavoidably requires more land?</p> <p>How is "market based" taking account of changing tastes - not only looking at past market demands but also gathering new inputs on how tastes and demand is changing. If you only look at past market demand you will inevitably end up with replicating sprawl</p>	<p>The 'Growth Plan Minimum', 'Increased Targets' or 'Ambitious Density' would meet the provincial requirements for a market-based land needs assessment.</p> <p>Compared to the previously released version of the provincial LNA methodology, which was focused less on ensuring a supply of specific unit types but instead on accommodating the anticipated population overall, it is likely that the 'market based' method does have the potential to require additional land, but how much compared to the previous method is unknown.</p> <p>The market is defined through the provincial forecasts for the type of housing units that would be anticipated (projected need for single detached, semi detached, townhouses and apartments). Much of the determination of market demand is based on demographic information, such as age structure of the anticipated population, and the housing choices throughout their lifecycle. Planning for market demand means providing the full range of housing types to meet the demographic needs. It does not directly account for changing tastes.</p>

Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)

Submitted by	Comment / Question	Staff Response
Open House question	Will there be more green space if you increase the density?	There may be opportunity for more greenspace if density is increased. Having lands in a natural state is an advantage from a climate change perspective. These questions are going to be addressed further in the planning process, at the secondary planning phase, when we look at land uses, parks and open space requirements.
Open House question	Can the existing sewer and water systems take all this development?	The servicing capacity is being reviewed through this process, as this is an integrated planning process that is combined with updates to the Infrastructure Master Plans – Water / Wastewater and Stormwater. Servicing capacity will be reviewed to determine if there are upgrades needed to the existing infrastructure to support the anticipated growth.
Open House question (combined theme of covid related implications)	<p>And has COVID been considered in the sense of where and how people are working into the future?</p> <p>With the onset of the COVID crisis what consideration is the City giving to an increased work from home culture theoretically requiring less density/intensification?</p> <p>Is your planning accounting for the increase in working from home brought about by the Covid crisis. In other words, are you accounting for the desire for larger, ground related housing that seems to be what people are now desiring?</p>	<p>The Province's background document for the population and job forecasting by Hemson Consulting (Greater Golden Horseshoe: Growth Forecasts to 2051), did consider the repercussions of COVID as an assumption. The speculation is that within 3 years, overall growth is assumed to return to pre-pandemic expectations.</p> <p>The forecasts also recognize changes in the way office space is used, however increased working from home would reduce the need for new office space. More working from home could also affect the tolerance for smaller living spaces that accompany denser development. But it is not certain that workers or firms will be working from home in the long term. In sum, the long term impacts are currently unknown.</p>

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
Open House question	Are there any large scale plans for cleaning up and using old industrial areas?	The City encourages the redevelopment of brownfield sites and offers incentive programs to support development efforts.
Open House question	Can you describe your idea of what the ambitious plan would look like in Hamilton?	The ambitious density assumes higher levels of intensification and density within the City and new growth areas.
Open House questions (combined theme of affordable housing)	Is affordable housing included in the plans? In what way was the city's need for affordable and co-op housing been taken into account in planning for intensification and density?	Affordable housing is not directly addressed through the land needs assessment, but addressing affordable housing needs continues to be a city priority. <i>Supplementary Information</i> The City is exploring the use of the Community Benefits Charge and Inclusionary Zoning to increase the supply of affordable housing.
Open House question	Is the tall building plan by the city part of this intensification?	Intensification assumptions are in line with the Downtown Hamilton Secondary Plan and tall building guidelines.
Open House question	Is laneway housing part of this discussion? there are environmental impacts.	The City is currently completing a study on regulations to permit secondary dwelling units, which would include detached secondary dwelling units, more widely throughout the urban area. Secondary dwelling units has the potential to contribute to the City reaching its intensification targets. <i>Supplementary Information</i> The LNA identifies that approximately 90 Secondary Dwelling Units, both detached and accessory dwelling units, can be accommodated in the City on an annual basis.

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
Open House question	I believe you just said the green field area "can be and should be developed". Is the city already taking the position that green fields should be developed?	There are Designated Greenfield Areas that are already within the City's urban boundary. They are designated as urban and identified for future growth. Many of these areas have been designated for future residential growth within Secondary Plan. The assumption is made that existing greenfield areas in the City's urban boundary will be developed.
Open House question	Is there an assumption that existing urban lands will be developed first prior to expansion?	The assumption is that all of the greenfield lands in the City's urban boundary will be developed by the year 2031. In terms of intensification, the assumption is that intensification will continue throughout the planning period to 2051, and the City will work to meet its annual intensification targets.
Open House question	Does planning presume the LRT will be going ahead?	The assumption is that there will be a higher order transit along the corridor. It is anticipated there will be significant development along the corridor in the form of intensification.
Open House question	What is the rationale for the City to go higher than what the province requires regarding intensification and density? Isn't there a risk to over intensifying?	There are many reasons why the City would plan for higher than the 50% intensification rate minimum, including the land supply constraints, intensification trends and the anticipation that Hamilton's growth will continue to occur. The climate change perspective also provides a basis to push the target higher. There will be multiple opportunities throughout the planning period to review this target. The Official Plan is reviewed every 5 years, and through this review, there is opportunity to review if the City is having a challenge meeting its targets, or if the City is exceeding the targets.

**Public / Stakeholder Comments –
Land Needs Assessment: Community Area (Intensification, Density)**

Submitted by	Comment / Question	Staff Response
Open House question	How have population and demographics been taken into consideration in determining community area land need?	The shift in different generations moving through their housing choices is taken into account in the forecast that the City receives from the Province. The forecast determines how many housing units the City needs based on the demographic information.
Open House question	Why did staff not model the 81% intensification rate based on the Provincial Govt's market-based approach?	The no urban boundary expansion option (81% intensification) was not modelled in the land needs assessment because it is the opinion of both City staff and the consultant team that this option would not meet the provincial requirement of a market-based land needs assessment study, which must satisfy the provision of a full range of housing options.

**Public / Stakeholder Comments –
Land Needs Assessment: Employment Area**

Submitted by	Comment / Question	Staff Response
Open House question	Is the Hamilton Airport still expected to grow to the degree that the AEGD's size is still justified	<p>The growth of the Hamilton Airport is independent of the lands surrounding the Airport (i.e. AEGD)</p> <p>There are lands in the Airport Employment Growth District (AEGD) that are currently vacant, but it is anticipated that they will develop before 2051 and accommodate jobs. There have been some announcements recently about larger projects focused on warehousing and logistics in that area and it is anticipated the demand for these uses will continue in the future. However it is not anticipated that any additional lands are required to accommodate growth to 2051.</p>
Open House question	It was mentioned that no new employment areas would be needed in these planning scenarios. Yet the idea of "complete communities" was also mentioned as an intention. Wouldn't complete communities' include walkable / neighborhood employment opportunities?	<p>In the context of the LNA, 'Employment' areas refer to lands used for industry, research and development, warehousing, etc..</p> <p>It is anticipated that Community Areas will have a certain percentage of jobs, likely related to commercial, retail, some office, and institutional jobs (schools) which will contribute to the achievement of complete communities. It is the traditional manufacturing and industrial jobs that are not planned for the Community Areas, these would be located in Employment Areas.</p>
Open House question	It was said we already have a lot of vacant lands in our employment areas. If there is a 60 ha surplus can some be added to greenbelt, eg along Garner road?	<p>In parallel to this work, as part of the Municipal Comprehensive Review, the City is also completing an Employment Lands Review. This project is an opportunity for the City to review the Employment Areas to see if there are lands that should no longer be designated for employment use. The only time that a municipality can remove lands from an Employment Area is through the MCR process. It is also a chance for property owners who own Employment Lands to request a conversion of their lands for other uses.</p> <p>Through that process it is anticipated that there will be some employment lands that will be converted to allow other uses, including mixed-use or</p>

**Public / Stakeholder Comments –
Land Needs Assessment: Employment Area**

Submitted by	Comment / Question	Staff Response
		<p>commercial development. The total area that may be converted through this process could be anywhere from 40 hectares to 100 hectares, which will use up the 60 hectares of surplus employment lands.</p> <p>Adding lands to the Greenbelt Plan can only be completed at the time of the next Provincial Plan review and requires provincial approval or if the Province.</p>
Open House question	Based on the communication that employment lands are not required, I'm not clear if the blue lands around the airport will be available for development in the near future?	These lands will remain rural into the future because the LNA has identified that there is no need for additional employment land to the year 2051. These lands are still not within the Greenbelt Plan, but will remain rural during this planning horizon.
Open House question	There are lands in the AEGD along Garner Road that are designated Institutional but have special policies indicating that they shall be developed for employment uses if institutional uses are not developed. Were these identified as emp. or res in LNA?	The assumption was that there would be jobs on those lands (either institutional or employment area jobs).
Open House question	If there is a surplus can we stop Business parks like 03/6 gobbling up Ag. land?	The LNA has not identified a need for additional employment lands. The City's existing employment lands are assumed to be fully developed by 2051.

Public / Stakeholder Comments –
Land Needs Assessment: Climate Change Lens

Submitted by	Comment / Question	Staff Response
Dave	How is the Land Needs assessment taking into account the Community Energy and Environment "low carbon modelling" which would change some of the assumptions contained in the "Business as Planned" assumptions. I am referring to the data presented in the June 15 CEEP Advisory Committee presentation by SSG.	The Land Needs Assessment does not take into account the Community Energy and Emissions Plan Business As Planned (BAP) modeling scenario. This is because the LNA has a prescribed methodology under the Growth Plan. The forthcoming Low Carbon Scenario can inform decisions on how we grow and will be considered as the City addresses Planning Act and Growth Plan requirements which speak to including policies in our official plan for setting targets for greenhouse gas emissions and planning for low-carbon communities. Staff will be looking at the modeling of the city wide Low Carbon Scenario to understand if and how that modeling can inform GRIDS 2 / MCR work going forward.
Nancy	I'm wondering to what extent the Land Needs planning staff is collaborating with the CEEP staff? At first glance, energy and emissions and land needs may not seem aligned but it is easy to connect the dots. To my knowledge the CEEP consultation period just began this month and is still in the early stages of gathering feedback. Hamilton has declared a climate emergency which indicates that the City has recognized the need to cut our CO2 emissions in half by 2030, only nine years from now. In light of this, it seems to me that our focus moving forward should be on the highest level of intensification that we can achieve rather than new developments paving over prime agricultural lands. Digging and turning soil, further sprawl and loss of green space are just a few contributors to climate change.	Staff on the GRIDS 2 / MCR project team are part of the staff working group on the CEEP. However, the Land Needs Assessment, which is the current focus of the GRIDS 2/ MCR work, does not take into account the CEEP Business As Planned (BAP) modeling scenario. This is because the LNA has a prescribed methodology under the Growth Plan. The forthcoming Low Carbon Scenario can inform decisions on how we grow and will be considered as the City addresses Planning Act and Growth Plan requirements which speak to including policies in our official plan for setting targets for greenhouse gas emissions and planning for low-carbon communities. We will be looking at the modeling of the city wide Low Carbon Scenario to understand if and how that modeling can inform our work going forward.

**Public / Stakeholder Comments –
Land Needs Assessment: Climate Change Lens**

Submitted by	Comment / Question	Staff Response
Open House question	Given that climate change has become much more of a pressing issue since the IPCC report was released... has the 2030 deadline to keep warming under 2 degrees Celsius affected planning?	The City has declared a climate emergency and set its own goal to be carbon neutral by 2050. All planning initiatives including GRIDS 2 / MCR will consider how the work does or does not help to meet that City goal.
Open House question	How does the City ensure that developers and builders meet higher building codes so that all new homes are built to the highest insulation and heating standards, instead of providing the cheapest products to complete the development?	The City is currently working on the development of a Green Standards document. It will provide staff and developers a guideline to push for higher building standards that are more efficient. However, it should be noted the voluntary green standards cannot override the Ontario Building Code. Nevertheless, staff are exploring mechanisms to implement the Green Standards through the development approvals process.
Open House question	Many think the Climate Change needs to be a lens through which development is planned. Should it not be considered first given that?	Climate change is an important lens to view all planning decisions and will be considered along with many factors during the planning of new communities.
Open House question	One aspect of climate change are dramatically increased precipitation events. What provisions with expanded areas for watersheds have been made?	Sub-watershed planning is required as part of the future Secondary Planning process for the development of new communities.

**Public / Stakeholder Comments –
Land Needs Assessment: Phasing Evaluation**

Submitted by	Comment / Question	Staff Response
Roderick	During the presentation it was mentioned there would be an Agricultural Impact Assessment under GRIDS 2 in the near future. Our family has a chicken broiler operation that borders the urban boundary in Waterdown. We would very much appreciate the opportunity to participate in the Agricultural Impact Assessment process.	The AIA will consider potential expansion in the Waterdown area and will be made available for public review.
Colin Chung – Glenn Schnarr & Associates Inc	It is understood that urban expansion to include the Elfrida area has been long debated. Through the GRIDS 1 process (2006), the City identified Elfrida as Hamilton's next urban boundary expansion area to accommodate growth to 2031, coupled with intensification of the downtown and built-up areas. Furthermore, in 2017 and 2018, the City held public consultation and community meetings on the "Elfrida Growth Area Study" seeking public input on 'visioning and design' and community structure scenarios for Elfrida. Through GRIDS 2, Elfrida continues to be studied and is identified as a strategic growth option that is necessary to meet the City's population and employment projections. Contrary to other submissions made to the Committee, it is our opinion that the Elfrida area continues to remain a logical and viable option to expand the City's urban boundary to accommodate growth and development.	Comments are noted and appreciated. All work on Elfrida has been suspended until the completion of GRIDS2/MCR process.
Open House question (combined theme of agriculture)	At the December 14 GIC Meeting city planning staff and city councilors stated that the city is considering phasing development over the 30 years to 2051. Will that phasing be based on Provincial Preservation of Prime Agricultural Lands in the later phases? In regards to phasing, will priority be given to non-prime agricultural lands over prime agricultural land?	In accordance with requirements of the Growth Plan, agricultural impact, including prime agricultural lands, will be considered as a key component of the evaluation and phasing review.

Public / Stakeholder Comments –
Land Needs Assessment: Phasing Evaluation

Submitted by	Comment / Question	Staff Response
	<p>Famous architect and planner Christopher Alexander had identified a planning pattern referred to as "city-country fingers" whereby urban corridors are extended outward like a star (or fingers); so that urbanites and farmers could be within walkable distance of each other (a good symbiosis).. would the city consider the merits of such an elegant regional design plan? Clarification: my question about "city and country fingers" pattern is about the where.. it has to be thought of when choosing where to expand.</p>	<p>Many factors will be considered in the evaluation of where and when the City will grow, including development of complete communities and impact on agricultural lands.</p>
<p>Open House question</p>	<p>Doesn't it make sense to develop the closest Whitebelt lands to the Downtown Community Node in Phase one of the residential urban boundary expansion to reduce commute times and greenhouse gas emissions instead of "Leap Frog" development?</p>	<p>The next project phase will look at where and when growth will occur, and potential scenarios to consider. Connectivity to the existing urban area will be a key consideration when we are evaluating growth options. The connectivity of development also plays into our evaluation through a climate change lens.</p>
<p>Open House question</p>	<p>We have an intensive farming operation on the border of urban designation in Waterdown. What does the GRIDS2 process envision to help avoid conflict between current farms & future developments. Will Hamilton ensure minimum distance separation is respected?</p>	<p>When the City looks at a potential urban boundary expansion, the Growth Plan provides criteria for the City to review. Protection of agricultural lands is key amongst these criteria, including MDS compliance and maintenance of the agricultural food network. If there are any potential impacts that are unavoidable, they must be minimized and mitigated to the greatest extent possible. The City will be undertaking an agricultural impact assessment as part of the evaluation of growth options to assist with addressing these concerns.</p>
<p>Open House question</p>	<p>What consideration is given to releasing or extending land need on a staged basis; i.e assuming new expansion only takes place after all existing land is used; thereby deferring expansion for 10/20 years</p>	<p>Phasing consideration is the next stage of the planning process. It is known that not all expansion lands will be required before 2031, so the City will be exploring options for where and when the City will grow over the 2051 planning horizon.</p>

Public / Stakeholder Comments –
Land Needs Assessment: Phasing Evaluation

Submitted by	Comment / Question	Staff Response
		In a letter dated February 23, 2021 from the Growth Secretariat, the Province reaffirmed the requirement that lands to accommodate the 2051 forecasts must be designated in an Official Plan.



Memorandum

Date:	February 26, 2021
To:	Doug Annand, UrbanMetrics; Robert Feldgaier, Altus Group; Audrey Jacob, IBI Group; Russell Mathew, Hemson Consulting Ltd.
Cc:	Michael Kovacevic, Solicitor, City of Hamilton; Heather Travis, Senior Project Manager, Growth Management Strategy
From:	Antony P. Lorius
Subject:	City of Hamilton Land Needs Assessment (LNA) to 2051

Purpose

The purpose of this memorandum is to provide an initial response to the preliminary questions and information requests made in regards to the draft results of the City of Hamilton Land Needs Assessment (LNA) over the period to 2051. The focus is on four documents that were presented at the December 14th, 2020 General Issues Committee:

- *City of Hamilton Land Needs Assessment to 2051 – Technical Working Paper – Draft Summary of Results, “Appendix B”;*
- *Residential Intensification Market Demand Analysis “Appendix C”;*
- *Residential Intensification Supply Update “Appendix D”;* and
- *Existing Designated Greenfield Area Density Analysis, “Appendix E”.*

The preliminary questions and information requests are summarized and addressed in turn in the sections that follow. Where applicable, the City has provided an initial response in the form of base background information, which continues to be reviewed and assessed as the current “GRIDS2” and Municipal Comprehensive Review (MCR) process unfolds.

Following review of this memorandum, we anticipate further follow up to discuss the results, implications for overall land need and approach moving forward.

City of Hamilton Land Needs Assessment to 2051 – Technical Working Paper – Draft Summary of Results (December 2020) “Appendix B”

- 1. In Table 4, is the forecast growth by dwelling type forecast household growth or forecast growth of new housing units?**

The forecast growth by dwelling type shown in Table 4 is growth in new housing units, particularly units occupied by usual residents. The population in units not occupied by usual residents (the non-household population) is added later in the analysis as part of the estimation of *Growth Plan* density for the three main LNA scenarios.

- 2. Have allowances been made for units lost within the existing housing stock (e.g., through demolitions) changes in dwelling type within the existing housing stock (e.g., through creation of accessory units within single-detached dwellings) and/or for a change in the number of vacant units?**

No adjustments are made to the base forecasts in the Hemson report (2020) or subsequent draft LNA to 2051 for units lost through demolition or change in the number of vacant units. However, in the 2020 Hemson forecasts the Census definition of housing unit types is restated to account for the creation of accessory units within single-detached units.

The starting assumption is that all duplex units as defined by the Census are in pre-existing single and semi-detached units. Half of those units are allocated to a new category titled “accessory units” to better reflect how these units are typically treated from a planning perspective. The number of purpose-built duplexes in southern Ontario markets are few, if any. The few we are aware of in Toronto are replacements of existing houses, providing the same net effect as the one house plus one apartment approach. For convenience, these accessory units are included as apartments for the purposes of the draft LNA because ground-related units rather than apartments generate land need.

- 3. Why are the figures for housing need by dwelling type in Table 4 the same as in the Hemson report (2020) for row units but different for other dwelling types in 2031, 2041 and 2051?**

In the Hemson report (2020), the unit-type occupancy patterns used to prepare the housing forecast in Appendix B were adjusted from 2016 and from 2021 estimated rates to provide a market-based outlook for housing type. In that work, Hemson described the market mix of housing to generally reflect the average mix demonstrated over the most recent 15 or 20 years plus some further adjustment to reflect an aging population or to reflect a particularly strong recent shift in the housing market by unit type.

A standardized approach to setting the housing market mix was taken in the 2020 Hemson report because of the need to consider a large number of local markets simultaneously and within an overall GGH-wide forecast control total. Following the release of the Hemson report, a more detailed analysis specific to Hamilton was undertaken. The market mix was refined from the one that was applied in the Hemson report in August of 2020: the difference being a small downward adjustment in the number of new accessory units and a corresponding increase in apartment building units.

4. In Tables 6,7, and 8 what is the basis for the specific adjustments made to the market-based growth by dwelling type for each of the scenarios and for the specific allocations of growth by dwelling type between the built-up area and designated greenfield area for each of the scenarios?

The basis for the specific adjustments made to the market-based growth by dwelling type is summarized on page 19 of Appendix B. There are three steps:

- First, a ‘typical’ housing unit mix is set for inside and outside the built boundary. The mix inside the built boundary is focussed on apartments rather than ground-related units and vice versa for the designated greenfield (DGA) and rural area.

The specific housing unit mix is shown near the top of Tables 6 and 7 and broadly comprises an 80/20% split of apartment versus ground-related units inside the built boundary and roughly the opposite in the DGA and rural area, which comprises a 94/6% split of ground-related versus apartment units. This ‘typical’ housing unit mix is maintained for each of the three main LNA scenarios.

- Second, the housing mix for inside and outside the built-up area is applied to the total housing growth from 2021-2051 (110,320 units) in accordance with the intensification target applied to each LNA scenario; which ranges from 50% of new units over the period to 2051 in the *Growth Plan* Minimum scenario to an average of 55% and 60% in the *Increased Targets* and *Ambitious Density* scenarios, respectively.
- Third, the resulting housing forecast, by type, for inside and outside the built-up area is combined to create an overall City-wide housing mix of growth to 2051, with the result that the growth is “shifted” away from ground-related units (under the market-based forecast) towards apartment units to accommodate the mandated *Growth Plan* intensification target or the higher scenario rates.

The specific adjustments to the market-based forecast are shown in Tables 6 and 7:

- As shown in Table 6, under the *Growth Plan* minimum scenario (50% intensification) approximately 20,730 new households that would otherwise occupy ground-related housing are shifted to apartments; and
- As shown in Table 7, under the Current Trends scenario (40% intensification) a lesser shift is required: approximately 12,570 units. The shift to apartments is greater under the *Increased Targets* and *Ambitious Density* scenarios because they are based on higher rates of intensification. These details are not shown in the report but can certainly be provided as necessary. The resulting allocations and City-wide unit mix for the three main scenarios is summarized in Table 8.

5. In Tables 7, 8 and 9, for ground-related units within the built-up area what is the split between single and semi-detached and row units?

For Tables 7 and 8, ground-related housing demand in the built-up Area is allocated largely to rows (75% of the total) since a greater proportion of rowhouses and other multiple forms tend to be achieved through intensification than single and semi-detached units. Single and semi-detached units are grouped together for the purposes of the Hemson forecast and draft LNA results, but semis are typically small in number in the Hamilton market at approximately 3% of the total units.

The remaining Rowhouse market is allocated as a residual to the DGA in accordance with the intensification target applied to the analysis. This approach has the effect of allocating a gradually increasing share of greenfield rowhouses within the ground-related category for the *Growth Plan* Minimum, *Increased Targets* and *Ambitious Density* Scenarios. Table 9 does not show supply within the built-up area.

6. What analysis has been undertaken to confirm that the ground-related dwellings allocated to the built-up area in Tables 7 can be accommodated within the built-up area apart from the analysis presented in Appendix C and Appendix D?

No specific analysis has been undertaken beyond the material presented in Appendix C and Appendix D. However, it should be noted that a conservative approach was taken to the estimate of ground-related supply since there are many challenges associated with identifying all potential intensification units with accuracy, especially over the extended 30-year planning horizon to 2051. For ground-related units in particular, there is likely to be some intensification beyond the supply potential identified by City staff.

Additional small-scale development opportunities can be expected to arise over time as a source of intensification for ground-related units, especially rows. This type of supply typically includes non-residential lots that may become underutilized or obsolete over time, school or place of worship sites that become available for neighbourhood infill development and other current or future surplus public lands not yet known. While some of these types of opportunities can be reasonably identified in advance, many simply cannot.

7. For the supply information in Table 9, are the units in registered plans based on units for which building permits have not been issued, units not yet started or units not yet completed.?

For the Vacant Residential land Inventory (VRLI) the units in registered plans in are based on units where building permits have not yet been issued.

8. Can you please provide additional details for the supply information in Table 9 similar to the previous response to the 2016 Residential Land Budget (Deloitte)?

Details are forthcoming. However, there would be relatively little change from the previous details provided in terms of overall supply, with the exception of some additional details for known growth areas such as Waterdown South and Fruitland-Winona.

9. For Table 10, can you please provide the CMHC data and building permit data that were used to estimate completions from year end 2019 to mid-year 2021 in the DGA?

For the draft LNA, the City-wide completions over the 2016-2021 period were estimated by Hemson Consulting Ltd. in June 2020. The CMHC data and associated completions estimate is shown on the following page. Summing the total estimated completions by unit type for 2020 and the first half of 2021 (2021F) yields the estimated completions on a City-wide basis from year-end 2019 to mid-year 2021 that is shown in Table 10.

Completions to 2016-2021 Estimated							
	2016S	2017	2018	2019	2020	2021F	TOTAL
Single	376	719	509	522	607	243	2,976
Semi	90	94	14	44	64	25	331
Row	448	735	839	1,002	1,056	423	4,503
Apt	219	348	0	5	727	347	1,645
	1,133	1,896	1,362	1,573	2,454	1,038	9,456
Add 1,500 accessory units and total used is:					9,456	1500	10,956

Source: Hemson Consulting Ltd. 2020

Since the CMHC data are not disaggregated between the built-up and designated greenfield area, the estimated share of DGA completions to mid-year 2021 is based on City of Hamilton building permit data for the first half of 2020 (to the end of June). The information by dwelling type and policy area is summarized in the table below.

2020 Residential Activity: Jan-June 2020			
Dwelling Type	Built Boundary	DGA	Total
Single Family Dwelling	48	122	170
Semi-Detached Dwelling	18	10	28
Townhouses	29	124	153
Apartments	771	257	1,028
Total	866	513	1,379

Source: City of Hamilton 2020

This information indicates a share of approximately 66% single and semi-detached units, 81% rowhouse and 25% apartments within the DGA during the first half of 2020. The shares are rounded for the purposes of the DGA supply adjustment:

- The single and semi-detached share is rounded to 70%;
- The townhouse (Rows) share is rounded to 80%; and
- The apartment share is maintained at 25%.

The application of the rounded shares to the City-wide estimate completions from year-end 2019 to mid-year 2021 yields the adjusted DGA unit supply potential shown in Table 10. These figures will be updated given the availability of more recent housing market information since the original estimates were prepared for June 2020.

10. Can you please provide any supporting documentation to support the net-to-gross ratio of 50% applied in Tables 14-17?

The net-to-gross ratio of 50% was based on a sample of large new residential communities in the DGA. Residential and non-residential land areas for the sample communities is provided below and shows an average ratio of approximately 50% which is the rate applied in the LNA to determine gross (buildable) land need.

Mplan	Hamilton Subdivisions Registered	Year	Gross(ha)	Core(ha)	GrossNet (h	TakeOut (ha)	Net (ha)	% Net to Gross	
1249	Caterini - Phase 1	2018	10.18	0.00	10.18	6	4.18	41%	59%
1252	Binbrook Heights Addition Phase 2	2018	3.51	0.00	3.51	0.86	2.65	75%	25%
1255	Cortland	2018	2.93	0.00	2.93	0.98	1.95	67%	33%
1258	50 Albright	2018	5.52	0.00	5.52	0.23	5.29	96%	4%
1250	Central Park	2018	25.13	0.00	25.13	9.85	15.28	61%	39%
1257	Red Hill, Ph.3-4	2018	39.43	12.50	26.93	27.35	12.08	31%	69%
1251	Summit Park - Phase 10, Stage 1	2018	27.09	0.00	27.09	12.83	14.26	53%	47%
1254	Eringate Court	2018	1.90	0.00	1.90	0.43	1.47	77%	23%
1244	Victory Ridge Phase 5A/5B	2017	2.29	0.56	1.73	1.42	0.87	38%	62%
1241	Foothills of Winona, Ph.2/3	2017	13.33	0.00	13.33	3.57	9.76	73%	27%
1239	Ancaster Woodlands, Ph.2	2017	13.57	3.00	10.57	10.01	3.56	26%	74%
1237	Ancaster Meadows, Ph2b	2017	19.13	0.00	19.13	3.75	15.38	80%	20%
1243	Kaleidoscope, Ph.2	2017	2.35	0.00	2.35	1.14	1.21	52%	48%
1245	Ancaster Glen Phase 3	2017	2.36	0.00	2.36	0.3	2.06	87%	13%
1240	198 First Road West, Ph.2	2017	4.64	0.00	4.64	0.65	3.99	86%	14%
1238	Waterdown Bay, Ph.2	2017	35.54	0.00	35.54	14.8	20.74	58%	42%
	TOTAL 2017-2020		208.90	16.06	192.84	94.17	114.73	55%	45%
	Large Subdivisions		183.39	15.50	167.89	88.16	95.23	52%	48%

Source: City of Hamilton 2020

11. What specific PPU assumptions by dwelling type were used to estimate *Growth Plan* density for the expansion scenarios and what adjustments were used to include non-household population and the undercount?

The *Growth Plan* density is estimated by applying the PPU factors for new units from the City's 2019 Development Charge (DC) Background Study: 3.405 for low density and 2.437 for medium density units, and adjusted to include non-household population (at a rate of 1.67%) and the undercount (at a rate of 2.86%) based on 2016 Census information.

Apartment unit growth is not included in the estimate of *Growth Plan* density for the purposes of the LNA, meaning that the density figures are somewhat conservative. Population related employment is estimated at a rate of 1 job per 8.0 new residents for the purposes of the LNA which is different from the employment calculated in Appendix E.

- 12. Can you please explain the differences between the estimated total population and employment for the existing designated greenfield area shown in Table 19 and the figures shown in the City's greenfield density analysis (Table 4 in Appendix E): 106,170 versus 114,710 persons? Also, what are the effective dates of the population counts shown for both Tables?**

There is a typographical error in Table 4 of Appendix E. The Draft Approved Population which is noted as 14,400 should read "17,400". The number of units is correct. Correcting the misprint results in a population of approximately 109,000. With the Census net under-coverage (the "undercount") added, the total population in Table 4 Appendix E is consistent with the figure of 114,700 shown in Table 19 Appendix B. The effective date of the population counts is December 2019.

- 13. Can you please explain the differences between the residential supply information shown in Appendix E and the City's year-end 2019 Vacant Residential Land Inventory (VRLI) outside the built boundary. Can you please provide a breakdown and the basis for the total units by dwelling type and for unit counts not based on the 2019 VRLI?**

The residential supply information provided in Appendix E includes an additional component of housing unit potential: 'Other Residential Supply Opportunities' which are not included in the VRLI. The VRLI only considers lands which are vacant and designated for residential development. Other sites within the existing DGA which are not vacant but may represent potential designated supply opportunities include:

- Larger parcels currently developed with a single detached dwelling, but which may offer the potential for severance and future additional residential development; and
- Land assembly opportunities for parcels currently developed with single detached dwellings, which may offer the potential to be developed at a higher density.

These potential supply opportunities do not form part of the VRLI because they are not vacant. However, because these lands are designated for residential development and represent longer-term potential, a portion is included in the ultimate DGA density calculation. The unit breakdown by type for these units is approximately: 300 singles and semi-detached units, 500 townhouses, and 200 apartment units.

These additional units are not included in the LNA because of their uncertain development timing and in accordance with the mandated Provincial method for completing the LNA, which requires that the housing supply potential in the DGA be based on the vacant, designated and available inventory of dwellings by type (p.11 of 21).

14. Were the PPU's on page 10 of Appendix E used to calculate the population shown in Table 19 in Appendix B and Table 4 in Appendix E? What assumptions were used to adjust the population shown in Table 19 in Appendix B and Table 4 in Appendix E for non-household population and the undercount?

The PPU's used to calculate population in new units in Table 4 of Appendix E and Table 19 of Appendix B are the same as the PPU's used to estimate *Growth Plan* density and are from the City's 2019 Development Charge (DC) Background Study – 3.405 for low density and 2.437 for medium density units. Apartment units are included at a PPU of 1.663. The total population is adjusted to include non-household population (at a rate of 1.67%) and the undercount (at a rate of 2.86%) based on 2016 Census information.

The PPU's shown on page 10 of Appendix E by unit type are the PPU's used to calculate the population within existing units in the DGA and are based on average household size by unit type and period of construction data provided by Statistics Canada.

The wording in regards to the PPU's in Appendix E will be revised to clarify this distinction.

15. Can you please explain how the number of jobs were calculated for the existing designated greenfield area shown in Table 19 in Appendix B and Table 4 in Appendix E?

The number of jobs calculated for the existing DGA is based on the City's employment survey information adjusted to align with the known 2016 Census employment total. The number of jobs in the new DGA is based on the build-out of existing vacant Commercial lands (at 60 jobs per net ha) and Institutional lands (at 38 jobs per net ha).

“Work at home” employment is estimated at 3% of the total DGA population, which has been adjusted for the non-household population and undercoverage at the same rates noted previously. The breakdown is as follows:

- Employment survey (adjusted) – 5,100 jobs;
- Work at home (3% of total population) – 1,740 jobs;
- Vacant commercial potential – 5,180 jobs;
- Vacant institutional potential – 1,250 jobs.

The resulting employment of approximately 13,270 is used to provide the estimated ratio of total DGA employment to population of 1 job per 8.6 residents as shown in Table 19 in Appendix B. This ratio is distinct from the ratio of 1 job per 8.0 persons applied to the estimate of *Growth Plan* density for the various LNA scenarios, as noted previously.

This ratio is also slightly lower for the new DGA (meaning proportionately more population-related jobs) to take into account the potential for increased levels of remote working that are anticipated to arise out of the abrupt changes brought about by the COVID Pandemic. The wording in Appendix E will be revised to clarify this approach.

16. Can you please explain why stacked townhouse units are included within the row category in Tables 15, 16, and 17 when that is not consistent with the Census of Canada definition of row houses that forms the basis for the forecast of housing by type in Table 4?

It is acknowledged that the Census definition of rows includes standard street or condo townhouses as well back-to-back townhouses and rowhouses attached to an apartment building. "Stacked" towns, along with similar forms where at least part of a unit is above or below another, is considered an apartment of less than 5 storeys.

Where it can be discerned, the reported Census structure types are not always fully consistent with the definitions, which is understandable recognizing that there are some "grey areas" in the definition as well as some uncertainty in the source data relied upon for these data. Overall, stacked townhouses and rows in apartment buildings make up only a very small part of the housing market and an extremely small part of the total housing stock.

On review, however, it is apparent that the wording in Appendix B suggests that stacked towns will play a significant role in achieving the *Increased Targets* and *Ambitious Density* scenarios. This conclusion was not the intent in the draft LNA.

The intent was to include stacked towns notionally as part of future demand for a broad grouping of higher-density rowhouse forms including smaller lot townhomes, back-to-back units and occasionally side-to-back units that tend to develop at higher densities than traditional street-related or "block" towns. This approach also reflects the expectation that higher density row-like forms will primarily be constructed on lands designated for townhouse development.

Notwithstanding, the forecast of housing by type that is shown in Table 4 is for row houses as defined by the Census. Similarly, the City's VRLI for row houses is for traditional street or block towns and contains no stacked units. The City of Hamilton also considers stacked towns to be multiple dwellings for building permit tracking, official plan and zoning purposes. Accordingly, the wording in the final reporting for the LNA will be clarified to indicate that Stacked Towns are considered apartment units as defined for the Census.

Residential Intensification Market Demand Analysis (December 2020) "Appendix C"

17. Can you please provide the breakdown of the annual intensification in Hamilton by dwelling type for the 2008-2019 period? Could you also clarify if any of these units are in collective dwellings such as student housing or seniors' residences?

The breakdown of the annual intensification in Hamilton by dwelling type for the 200-2019 period is shown in the chart below. In some cases, the intensification figures include student housing but only in situations where a new apartment development occurs outside of post-secondary school campuses.

Residential Intensification by Dwelling Type - City of Hamilton												
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Single Family												
InBuiltLine	342	232	280	194	228	185	190	159	119	137	108	95
OutBuildLine	730	443	1,030	712	982	835	672	943	693	375	383	474
Total	1,072	675	1,310	906	1,210	1,020	862	1,102	812	512	491	569
Intense Rate Singles	32%	34%	21%	21%	19%	18%	22%	14%	15%	27%	22%	17%
Semi-Detached												
InBuiltLine	31	18	28	1	9	9	10	13	9	10	2	30
OutBuildLine	10	0	40	17	84	78	102	24	76	84	20	26
Total	41	18	68	18	93	87	112	37	85	94	22	56
Intense Rate Semis	76%	100%	41%	6%	10%	10%	9%	35%	11%	11%	9%	54%
Townhouse												
InBuiltLine	238	100	116	3	222	70	146	57	78	42	14	270
OutBuildLine	616	267	650	366	541	372	661	552	806	970	845	693
Total	854	367	766	369	763	442	807	609	884	1,012	859	963
Intense Rate Towns	28%	27%	15%	1%	29%	16%	18%	9%	9%	4%	2%	28%
Apartments												
InBuiltLine	224	46	242	375	124	354	464	942	401	470	1,146	907
OutBuildLine	19	15	0	34	142	0	0	128	1	477	22	331
Total	243	61	242	409	266	353	464	1,070	402	947	1,168	1,238
Intense Rate Apts	92%	75%	100%	92%	47%	100%	100%	88%	100%	50%	98%	73%
Total Units												
InBuiltLine	835	396	666	573	583	618	810	1,171	607	659	1,270	1,302
OutBuildLine	1,375	725	1,716	1,129	1,749	1,284	1,435	1,647	1,576	1,906	1,270	1,524
Total	2,210	1,121	2,382	1,702	2,332	1,902	2,245	2,818	2,183	2,565	2,540	2,826
Intense Rate Total	38%	35%	28%	34%	25%	32%	36%	42%	28%	26%	50%	46%

Source: City of Hamilton 2020

Residential Intensification Supply Update (December 2020) “Appendix D”

18. For units shown in Table 1 and Table 2, can you please provide a breakdown on the units by dwelling type?

For Tables 1 and 2, the supply potential by dwelling type reflects the location of the residential intensification area in question. The unit breakdowns by location and dwelling type for the identified supply potential are broadly as follows:

- Downtown – 100% high-density apartments, no ground-related units;
- Nodes and Corridors – 90% high-density apartments, 10% ground-related units;
- Neighbourhoods – 80% high-density apartments, 20% ground-related units.

These shares translate into an estimated ground-related supply of approximately 7,500 units based on the figures shown in Table 2 of Appendix D. This supply potential is largely in balance with the future demand for approximately 8,830 units in the *Current Trends* scenario as shown in Table 7 of Appendix B. For higher density LNA scenarios, however, additional ground-related intensification is expected to occur beyond the City-identified supply potential: up to 5,800 units for the *Ambitious Density* scenario. The potential for these additional units has been considered as noted previously in the response to Question #6.

We trust that this memorandum is of assistance. As noted, the City of Hamilton continues to review and revise its base residential and greenfield area land supply and density information as part of the current LNA process, which may affect the results of the analysis. A process of consultation is also underway, including for the LNA, which will have a bearing on the outcomes of the current GRIDS2 and Municipal Comprehensive Review (MCR) Process.

We look forward to discussing the results, implications on overall land need and preferred approach moving forward within the context of the current MCR process.

**Ministry of
Municipal Affairs and Housing**

**Ministère des Affaires
municipales et du Logement**

Ontario Growth Secretariat

**Secrétariat des initiatives de
croissance de l'Ontario**

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February 23, 2021

Jason Thorne
General Manager of Planning and Economic Development
City of Hamilton

Dear Jason Thorne:

As part of Ontario's COVID-19 economic recovery efforts, this past summer changes were made to A Place to Grow: Growth Plan for the Greater Golden Horseshoe to help increase housing supply, create more jobs, attract business investments, and better align infrastructure while protecting what matters most, including the Greenbelt.

I am writing to you today in follow up to our discussions this past summer regarding the proposed and final changes to the Plan and the upcoming requirements for Municipal conformity. The date by which upper and single-tier municipalities must update their official plans to conform with the policies in A Place to Grow is July 1, 2022. This can be achieved through phasing a series of official plan amendments or a single official plan amendment.

As you know, the Plan's policies require municipalities to designate all land required to accommodate the Schedule 3 growth forecasts to the 2051 planning horizon. We encourage you to work with the Ministry of Municipal Affairs and Housing staff at the various stages as you work towards meeting conformity. As a reminder, Official Plans/Official Plan Amendments must be submitted by end of 2021 or early 2022.

Continued engagement with our Indigenous partners helped inform the changes to A Place to Grow. As part of these changes, a reminder that municipalities have a requirement to work with Indigenous communities in recognition of the unique relationship that all levels of government have with Indigenous Peoples.

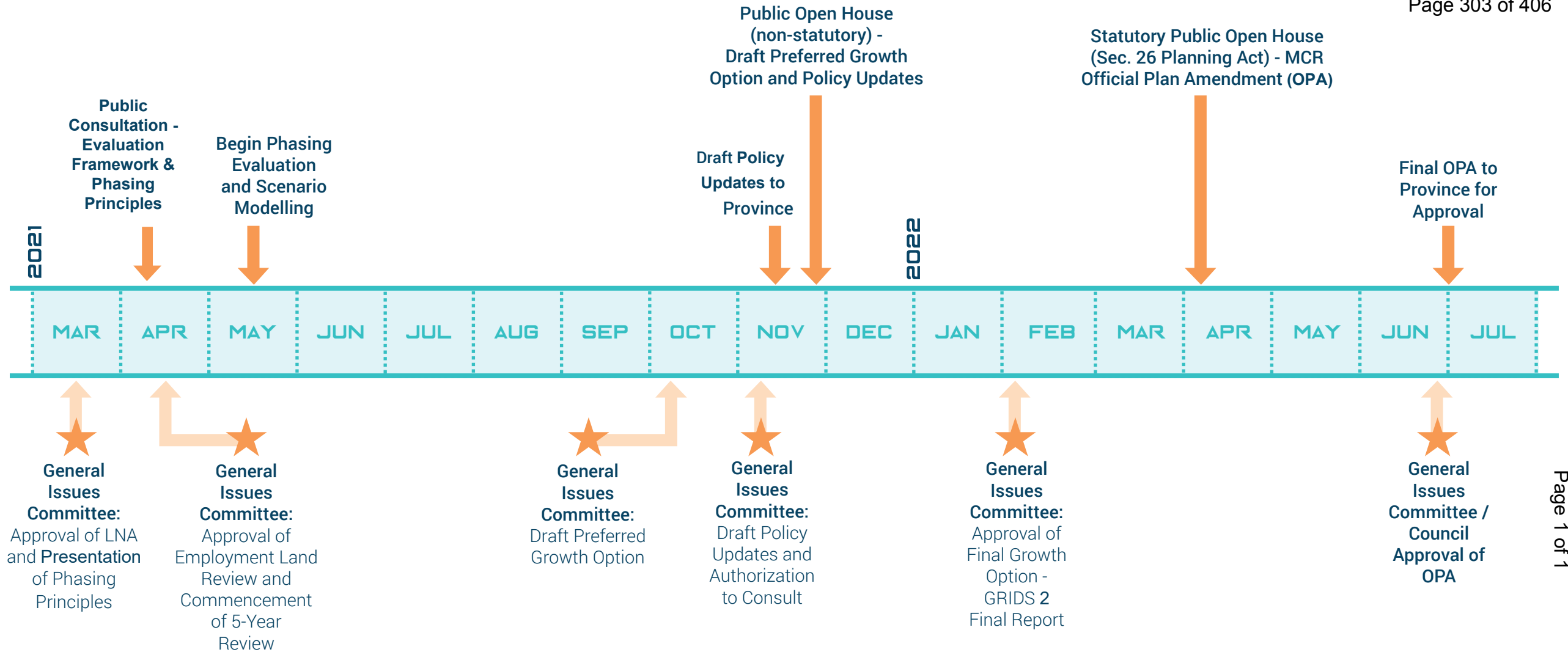
We are committed to continue working with you and our inter-ministerial partners to achieve balance that ensures local decision-making that better reflects local realities. Should you or your staff have any questions about A Place to Grow, its implementation criteria, or matters related to conformity, please feel free to contact the Ontario Growth Secretariat at growthplanning@ontario.ca.

Thank you for your ongoing commitment to your community and for your ongoing collaboration and engagement in support of effective growth management in the Greater Golden Horseshoe.

Sincerely,

A handwritten signature in black ink, appearing to read 'Cordelia Clarke Julien', with a stylized flourish at the end.

Cordelia Clarke Julien
Assistant Deputy Minister





General Issues Committee
March 29, 2021
Item 8.1

Today's agenda

1. **Joanne Hickey-Evans (Manager, Policy Planning & Zoning By-law Reform)**: an overview of growth management and a view of the City in 2051
2. **Antony Lorius (Lorius & Associates)**: growth context to 2051 and the Land Needs Assessment results
3. **Heather Travis (Senior Project Manager, Growth Management Strategy)**: a review of the LNA public engagement and staff recommendations

Status of LNAs / Growth Options for municipalities in the Growth Plan Area:

Municipality	Status
Niagara	May 2021 - LNA
Halton	February 2021 – Growth Options (no separate LNA)
Peel	Draft LNA - December 2020 Final LNA - June 2021
York	March 28 - LNA only
Durham	Fall 2021 - LNA only Early 2022 - Growth Options
Waterloo	May 2021 – LNA only Fall 2021 - Growth Options
Simcoe	LNA underway; no specific date set.

Managing Growth.....



Looking Forward: Hamilton in 2051

POPULATION

BE MORE DIVERSE

Immigration will continue to increase.

BE MORE POPULATED

Population will increase by 236,000;
Dwelling units will increase by 110,000.

HAVE SMALLER HOUSEHOLD SIZES

Persons per unit will decrease from 2.51 (2021) to 2.37 (2051).
Population will grow by 41% but households will grow by 49%.

IN
2051
HAMILTON
WILL...

HAVE A POPULATION THAT LIVES LONGER

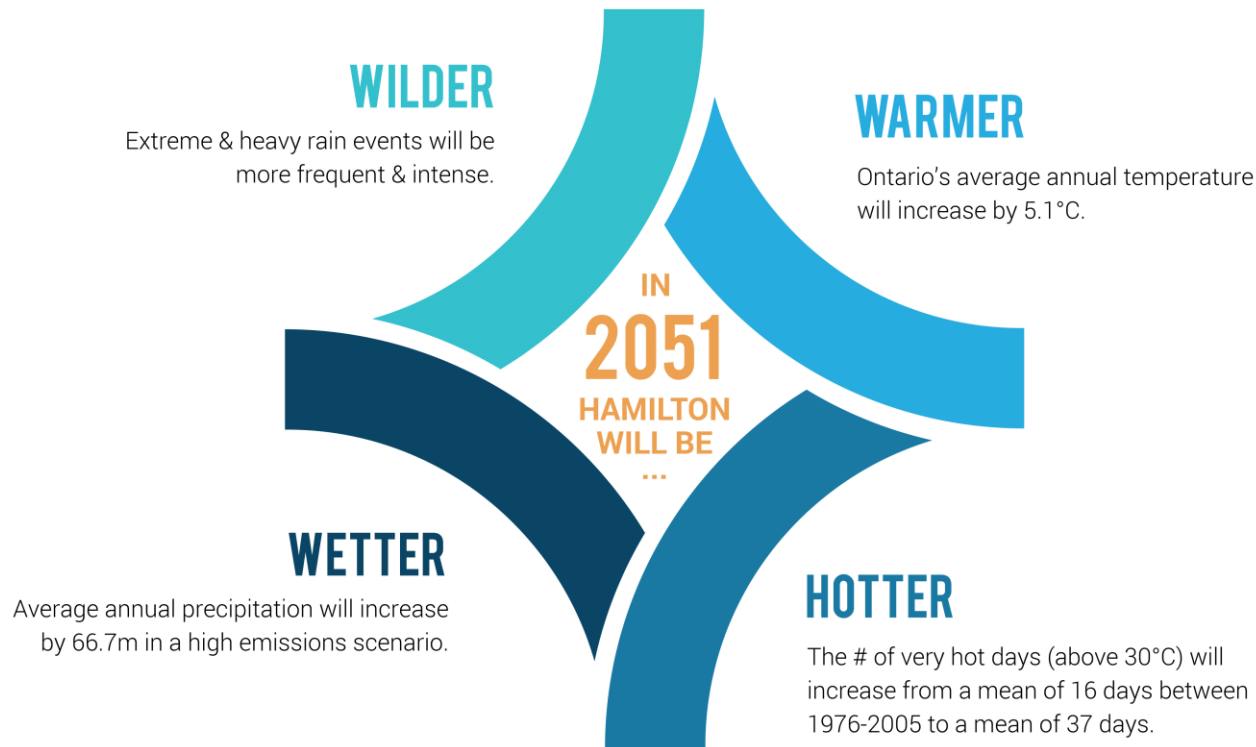
Life expectancy will increase from 84 to 88 for females
and 80 to 86 for males from 2016 to 2046.

BE OLDER

Median age will increase from 39.6 in 2021
to 42.9 in 2051.

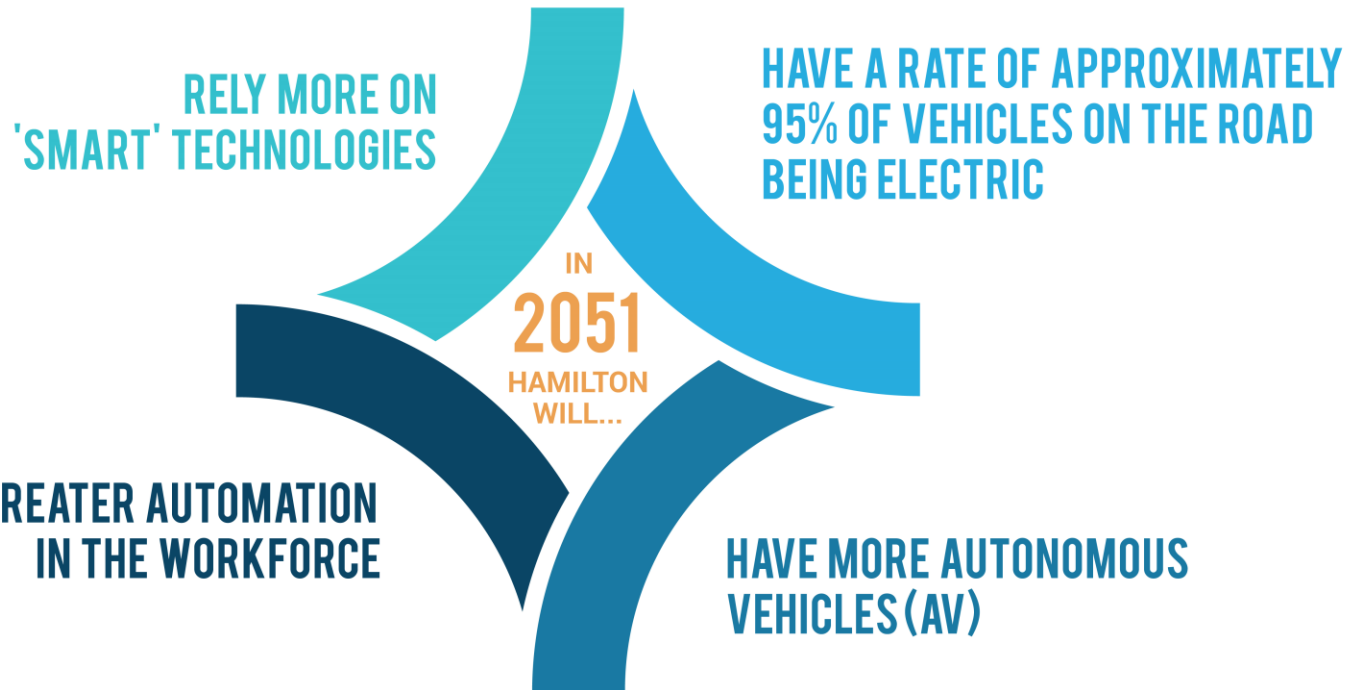
Looking Forward: Hamilton in 2051

CLIMATE



Looking Forward: Hamilton in 2051

TECHNOLOGY



The Growth Context to 2051

- The Greater Golden Horseshoe evolving into a **global economic powerhouse**
- **Hamilton set to grow significantly** towards a mature urban state
- **Driven by migration:** especially the level of international migration set annually by the Federal Government
- City has become very **attractive for both** residential and new business investment
- And is **very well-suited to accommodate growth** given its location, urban structure and multi-modal transportation connections



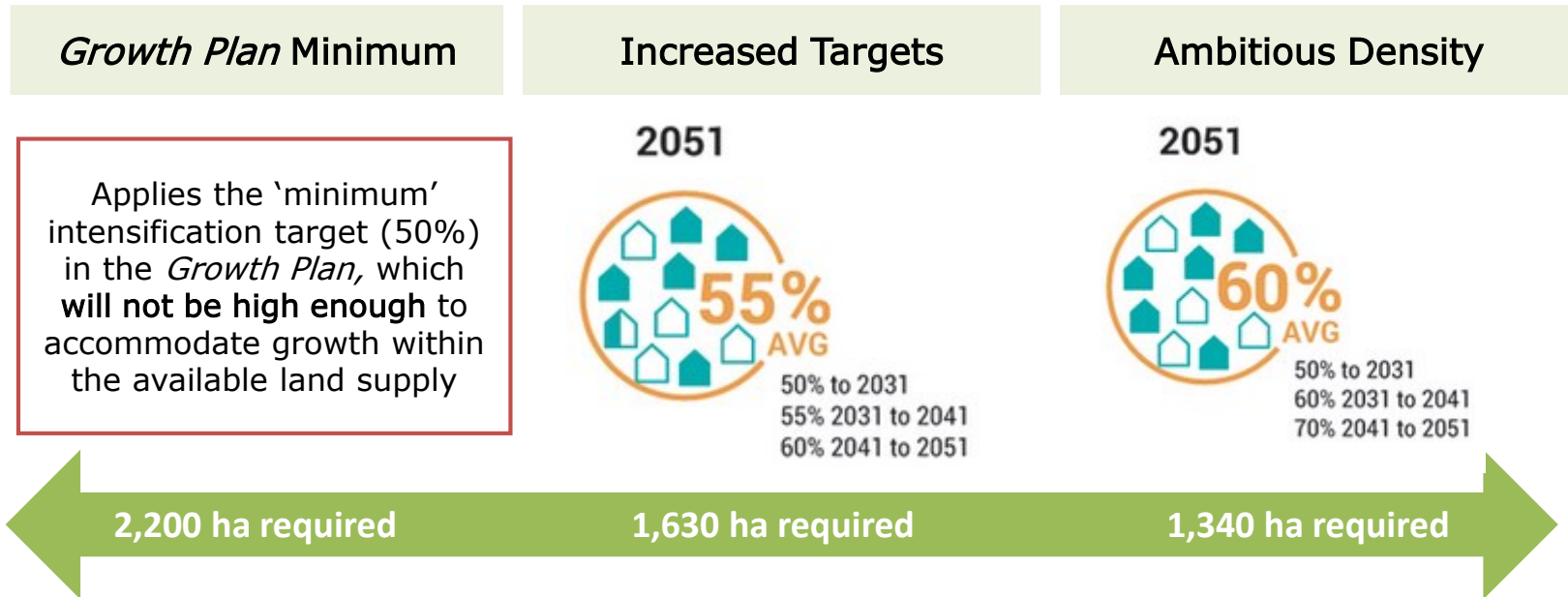
An increase of 236,000 people, for a total population of 820,000 people



An increase of 122,000 jobs, for a total employment of 360,000 jobs

The Land Need Scenarios

- **Three main scenarios** for Community Area lands



- **“No Expansion Scenario”** does not conform to Provincial planning policy requirements
- For **Employment Area lands**: supply and demand in balance with no new lands required

Ambitious Density Scenario Details

<i>Growth Plan Policy Area</i>	Single / Semi-Detached Units	Townhouses	All Apartment Units	Total Housing Units (%)
Built-up Area	3,310	9,930	52,950	66,190 (60%)
Existing DGA	5,570	7,120	2,650	15,330 (14%)
Urban Expansion Area	18,110	10,550	n/a	28,660 (26%)
Rural	140			140 (>1%)
City Total (%)	27,120 (25%)	27,600 (25%)	55,600 (50%)	110,320 (100%)

Apartment units are not shown for the urban expansion area due to the **surplus of apartment sites** within the existing DGA but will be included in secondary planning for the new growth areas to meet complete community policy objectives

A Balanced Approach Moving Forward

- City is in a **strong position** to shift to more compact forms
- **Land supply is not sufficient** even with significantly increased intensification
- Intensification and greenfield areas are **both required**
- Long-term land **designation does not “create”** the market
- Urban expansion areas are **managed by phasing** of planning approvals, services and financing

Employment Growth:
especially office in the
downtown

Investment in the
Urban Environment:
infrastructure and
public services

Planning Tools:
including financial and
other incentives



Evaluation of growth
options in the next
phase of GRIDS 2

Public consultation



★ Social media "boosting" was used to promote the posts for an additional 86,000 impressions.

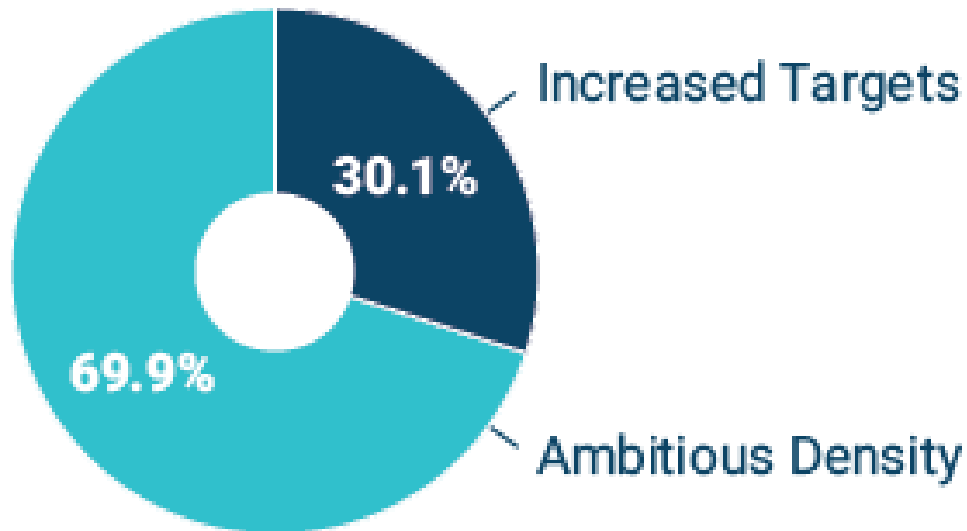
Engagement Statistics:



Survey results - intensification

Which intensification scenario is preferred: the 'Increased Targets' or the 'Ambitious Density' scenario?

Preferred Scenario



(Note: 143 responses were received)

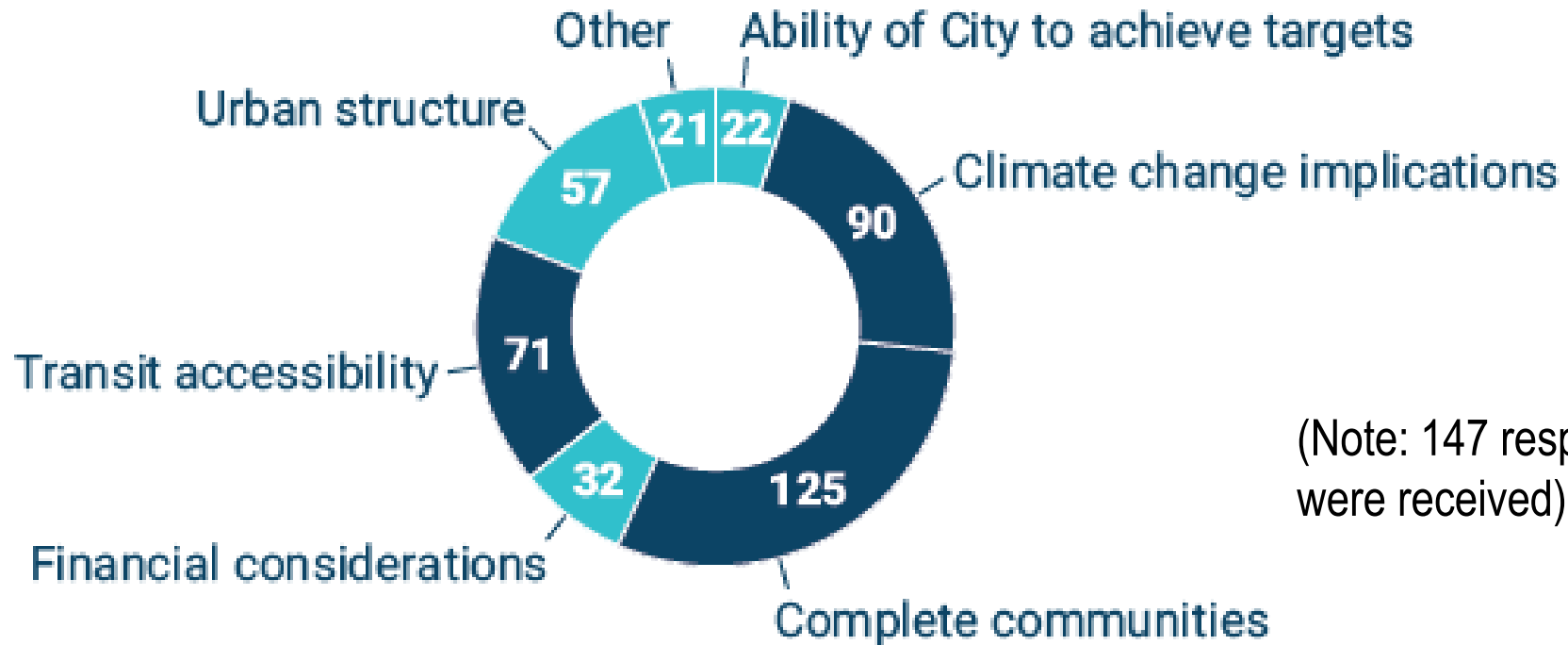
Comments:

- “Build-up, not out” (20)
- Neither option, or no expansion, preferred (12)
- Protect agricultural land (11)
- Need for a mix of housing types (9)
- Focus most growth in the urban area / downtown (8)

Survey results - scenarios

In choosing between the 'Increased Targets' or the 'Ambitious Density' scenario, what factors should be considered?

Top 3 Factors

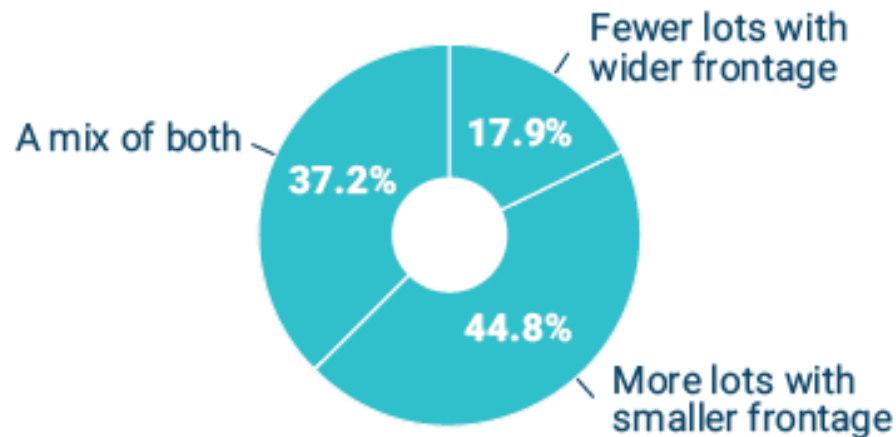


(Note: 147 responses were received)

Survey results – density of new communities

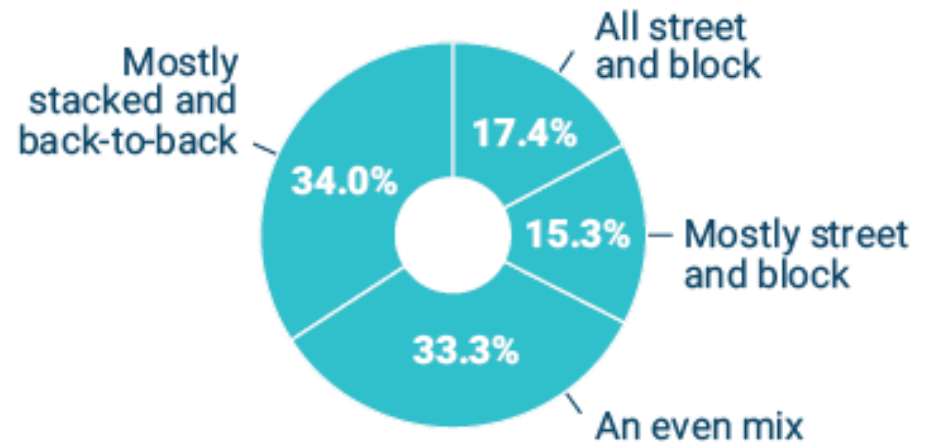
What mix of lot widths and unit types would you like to see in new designated greenfield areas?

Singles and Semis



(Note: 145 responses were received)

Townhomes



(Note: 144 responses were received)

What did we hear? Major themes ...

A 'no urban boundary expansion' option should have been modelled in the LNA and included as an option in the survey.

Response:

- This option would require an intensification rate of approximately 80% over the next 30 years.
- This rate exceeds the identified market demand for intensification, particularly in the short term.
- Would not result in a market-based range of housing types in accordance with Provincial requirements.

What did we hear? Major themes ...

*Adding less land to the urban area was generally favoured.
Concern over urban ‘sprawl’.*

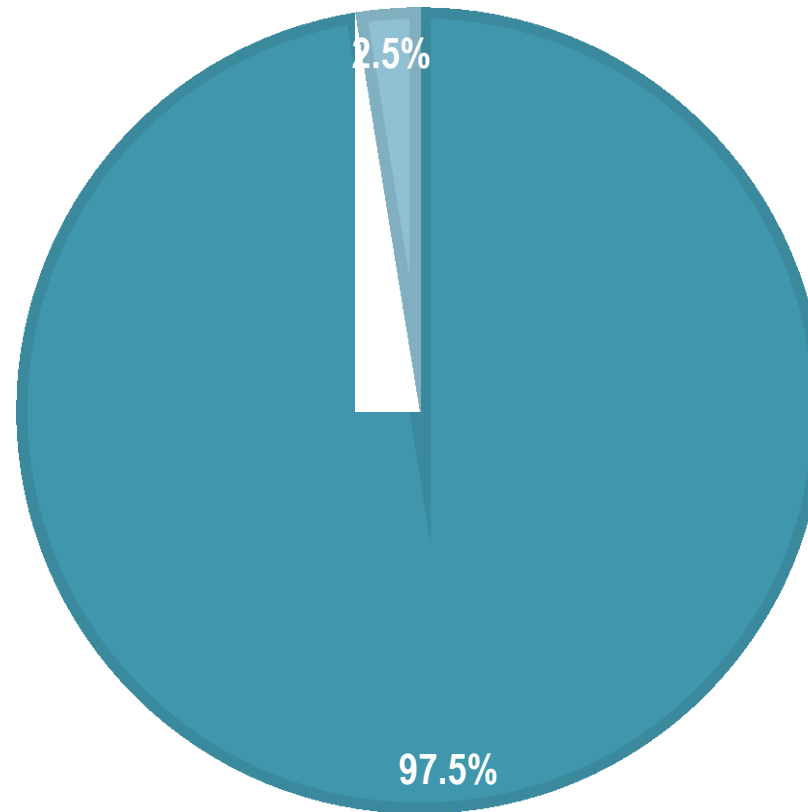
Response:

- Ambitious Density scenario results in the least land need.
 - 1,340 ha is equal to 1.5% of the City’s rural land area.
 - 98.5% of the City’s rural lands will remain part of Rural Hamilton.
- 2.5% of the City’s ‘prime’ agricultural lands may be included in a future urban boundary expansion.

What did we hear? Major themes ...

'PRIME AGRICULTURAL' LANDS

■ Outside the Community Area whitebelt ■ Inside the Community Area whitebelt



60% of Rural Hamilton, or 53,700 ha, is designated Agriculture or Specialty Crop ('Prime').

Of this 53,700 ha, only 1,355 ha, or approx. 2.5%, is located in the potential Community Area expansion areas.

What did we hear – major themes?

Efforts to increase intensification within the urban area need to be a focus, including brownfield and greyfield development

Response:

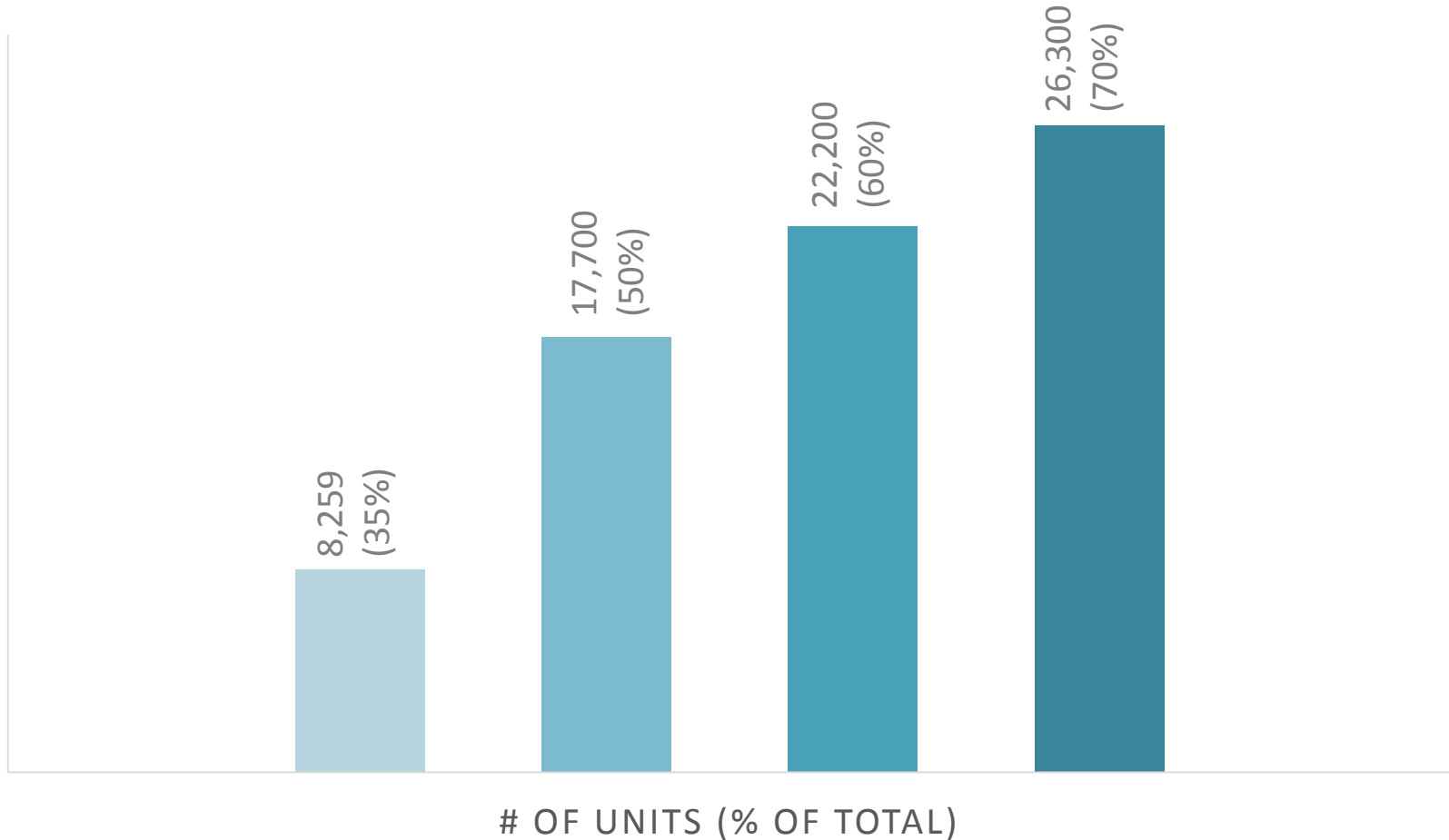
- Assumed in the intensification supply update that brownfield and greyfield redevelopment will occur.
- Planned intensification rates under the Ambitious Density scenario are significantly higher than:
 - the Growth Plan minimum requirement (55,160 units minimum target vs 66,190 units under Ambitious Density);
 - recent rates of intensification in the City (35% average over past 10 years vs 60% average over next 30 years)

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What did we hear – major themes?

PAST & FUTURE INTENSIFICATION UNITS BY DECADE

■ 2010 - 2019 ■ 2021 - 2031 ■ 2031 - 2041 ■ 2041 - 2051



What did we hear – major themes?

The City should not make a decision on the Land Needs Assessment until (1) the Community Energy & Emissions Plan (CEEP) is completed; and (2) in-person engagement can resume

Response:

- Opportunities for incorporating the modelling of the CEEP into future phases of GRIDS 2 / MCR are supported and being investigated.
- GRIDS 2 must continue to move forward to ensure that other City initiatives, including the Master Plan updates and Development Charges By-law update, are not delayed, and to meet the Provincial conformity deadline.

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Staff Recommendations

That the **City of Hamilton Land Needs Assessment to 2051 – Technical Working Paper**, prepared by Lorus & Associates, dated March 2021, **be adopted by Council** for the GRIDS 2 / MCR integrated growth management planning process;

That the **following reports be approved by Council**:

- Residential Intensification Market Demand Study, prepared by Lorus and Associates, dated March 2021
- Residential Intensification Supply Update, dated March 2021
- Existing Designated Greenfield Area Density Analysis, dated March 2021

Staff Recommendations

That **Council adopt the “Ambitious Density” scenario** as the preferred Community Area land needs scenario, and the following be incorporated into the development of growth scenarios:

- A projected household growth of 110,300 households;
- An intensification target of 50% between 2021 and 2031, 60% between 2031 and 2041, and 70% between 2041 and 2051;
- A planned density of 60 persons and jobs per hectare (pjh) in existing Designated Greenfield Areas (DGA) and 77 pjh in new DGA (urban expansion areas);
- A Community Area land need of 1,340 gross developable ha to 2051;
- An Employment Area land need of 0 ha, to be confirmed subject to the finalization of the Employment Land Review report.

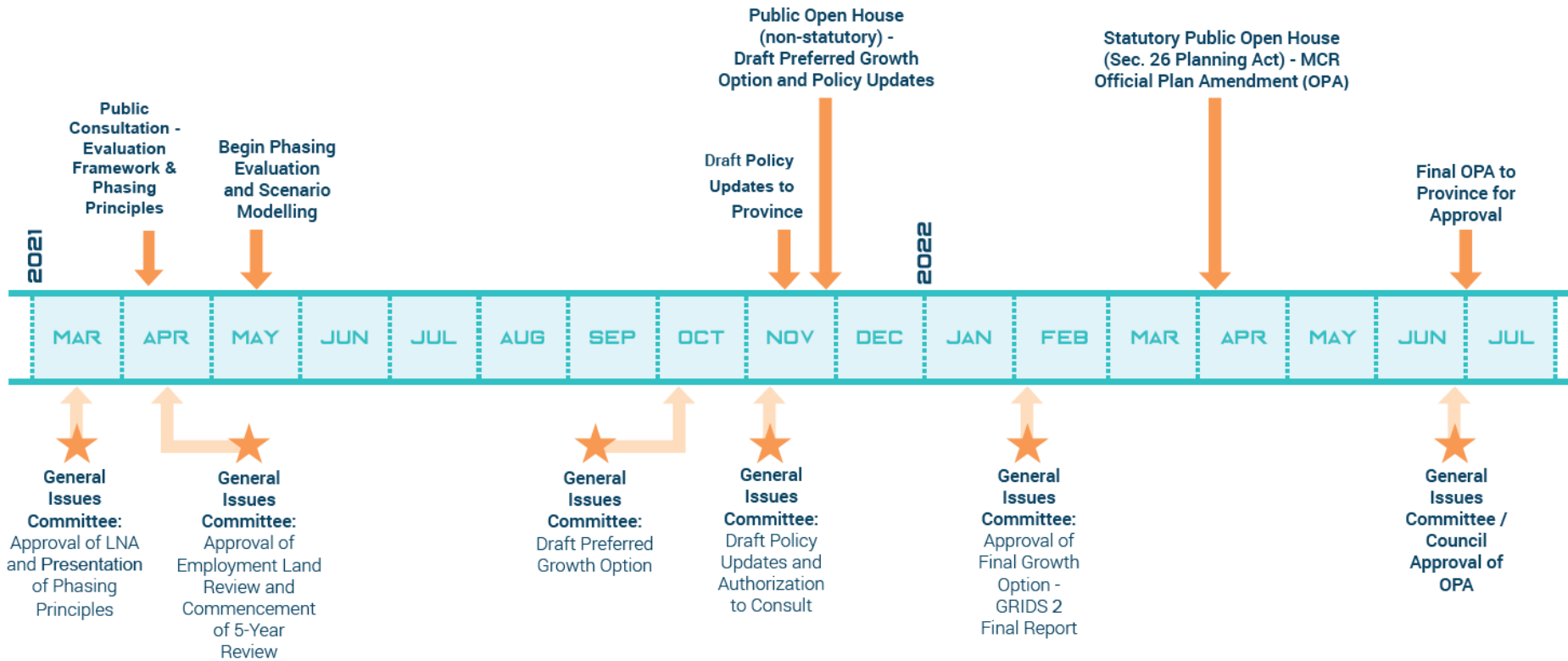
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Staff Recommendations

That the GRIDS 2 / MCR process and the development and evaluation of scenarios consider **phasing options** that would ensure that any future urban boundary expansions are controlled and phased, including consideration of options for identifying growth needs beyond 2041 without formally designating the land as urban at this time; and,

That at the conclusion of GRIDS 2 / MCR and the final approval of the implementing Official Plan Amendments identifying the land need to accommodate growth to 2051, thereby **setting the City's 'mature state'**, staff prepare a report for Council with respect to the necessary steps for recommending to the Province that **any remaining Community Area whitebelt lands be added to the Greenbelt.**

Next Steps





CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members General Issues Committee
COMMITTEE DATE:	March 29, 2021
SUBJECT/REPORT NO:	GRIDS 2 and Municipal Comprehensive Review – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (PED17010(j)) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Heather Travis (905) 546-2424 Ext. 4168
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That Council receive the GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands), attached as Appendix “A” to Report PED17010(j);
- (b) That Council receive the GRIDS 2 / MCR – Draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook), attached as Appendix “B” to Report PED17010(j); and,
- (c) That Council authorize staff to commence public and stakeholder consultation, utilizing both digital and non-digital platforms, on the draft evaluation framework and phasing criteria identified in Appendices “A” and “B” attached to Report PED17010(j), and that staff report back on the results of the consultation prior to final approval of the evaluation framework and phasing criteria.

EXECUTIVE SUMMARY

Following the final approval of the Land Needs Assessment (LNA), the next phase of GRIDS (Growth Related Integrated Development Strategy) 2 and the Municipal

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SUBJECT: GRIDS 2 and Municipal Comprehensive Review – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (PED17010(j)) (City Wide) - Page 2 of 18

Comprehensive Review (MCR) will be the evaluation of where and when the City will grow to the year 2051, as noted on the project timeline attached as Appendix “F” to Report PED17010(j). Staff will commence the process of evaluating the implications of alternative scenarios in terms of where growth could occur as a result of an urban expansion, and to develop and assess alternative models relating to the phasing of development of those expansion lands. All alternative growth options are predicated on the City meeting or exceeding provincially mandated residential intensification and density targets (i.e. intensification targets increasing from 50% between 2021 and 2031, to 60% between 2031 and 2041, and 70% between 2041 and 2051, and a planned density of new designated greenfield areas of 77 persons and jobs per hectare).

The attached GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands) and Draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook) have been designed as tools to assist in this evaluation and decision making process.

The framework and principles are reflective of the policy direction of the Provincial Policy Statement, Provincial Growth Plan, and Urban Hamilton Official Plan, the GRIDS 2 10 Directions to Guide Development endorsed by Council, and address important themes relating to climate change, financial implications, complete community building, and infrastructure requirements.

Staff are requesting Council to receive the draft framework and phasing principles, attached as Appendices “A” and “B” to Report PED17010(j) and authorize staff to consult with the public and stakeholders on the materials. Based on the results of the public consultation, staff will report back to Council on any changes or additions to the framework and phasing criteria resulting from the consultation prior to final approval and application of the GRIDS 2 / MCR – Planning for Growth to 2051: Evaluation Framework and Phasing Criteria (Whitebelt Lands) and Screening Criteria and Evaluation Tool (Waterdown and Binbrook) to the growth options.

Alternatives for Consideration – See Page 17

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: N/A

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HISTORICAL BACKGROUND

Through GRIDS 2 and the MCR, the City is planning for growth to the year 2051. The Provincial Growth Plan identifies an ultimate 2051 population of 820,000 persons and employment of 360,000 jobs in the year 2051.

In December 2020, Staff presented the GRIDS 2 / MCR draft Land Needs Assessment to General Issues Committee. A Land Needs Assessment (LNA) is a study that identifies how much of the forecasted growth can be accommodated within the City's existing urban area based on inputted targets, and how much growth may need to be accommodated within any potential urban expansion area. Following public consultation on the draft LNA in January 2021, staff are recommending Council approval of the final LNA through Report PED17010(i) in March 2021.

Staff have recommended Council adoption of the "Ambitious Density" scenario in the final LNA. The "Ambitious Density" scenario results in the lowest land need out of the four scenarios modelled in the LNA, and from a climate change policy perspective, represents the preferred option. This scenario identifies a need of approximately 1,340 gross developable ha of Community Area lands and 0 ha of employment lands to the year 2051. The land need of 1,340 gross developable ha is based on a planned intensification target which increases, over time, from 50% between 2021 and 2031, to 60% between 2031 and 2041 and to 70% between 2041 and 2051, and a density of 77 persons and jobs per hectare (pjh) in new growth areas. The GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria has been developed independent of the LNA and growth scenarios.

Following Council receipt of the Draft Evaluation Framework and Phasing Criteria, the following are the next steps in the GRIDS 2 / MCR process:

Time frame	Key Project Milestones	Status
Spring 2017	MCR Commencement, Employment Land Review call for requests	Completed
May 2017	Growth Plan 2017 released	Completed
May 2018	Land Needs Assessment Methodology released by Province	Completed
May / June 2018	First round of public / stakeholder consultation – focus on urban structure (i.e. where should intensification occur?) and major transit station area planning	Completed

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Time frame	Key Project Milestones	Status
November 2018	Imagining New Communities – information sessions on greenfield density	Completed
May 2019	Growth Plan 2019 released	Completed
April 2021	Public Consultation on Draft Framework and Phasing Criteria	Pending (Pre-planning work has commenced)
April 2021	Approval of Employment Land Review report	Pending
May 2021	Approval for Evaluation Framework and Phasing Criteria	Pending
May to September 2021	Growth Options Evaluation / Scenario Modelling	Pending
October 2021	Public Consultation on Evaluation and Phasing Analysis Results, including Preliminary Preferred Growth Option	Pending
December 2021 / January 2022	Approval of Final Preferred Growth Option	Pending

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Policies at both the Provincial and local level provide direction on criteria and requirements to be considered in advance of a settlement (urban) area boundary expansion. A complete policy review is included in Appendix “D” to Report PED17010(j).

The Province has advised City staff that the City’s Growth Plan conformity (MCR) is to be completed by July 1, 2022 (see Appendix “E” to Report PED17010(j)).

Key policy considerations are highlighted below.

Growth Plan 2019, as amended

Policies 2.2.8.2 and 2.2.8.3 of the Growth Plan identify a series of comprehensive criteria that must be considered prior to expansion of the urban boundary. Policy

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2.2.8.2 requires a municipality to demonstrate that sufficient opportunities to accommodate projected growth through intensification and existing designated greenfield area lands are not available, based on minimum intensification and density targets of the Plan. This review has been undertaken through the GRIDS 2 / MCR LNA.

Policy 2.2.8.3 outlines that, where the need for a *settlement area* boundary expansion has been justified in accordance with policy 2.2.8.2, the feasibility of the proposed expansion will be determined and the most appropriate location for the proposed expansion will be identified based on the comprehensive application of all of the policies in this Plan, including a list of criteria addressing servicing, financial viability, watershed planning and protection of the natural heritage system, and impacts on the agricultural system, amongst other matters. The GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands), attached as Appendix “A” to Report PED17010(j), has been designed to ensure compliance with the above noted matters. Analysis of how each component above has been addressed can be found in the Analysis and Rationale for Recommendation section of this Report.

Policy 2.2.8.3(k) provides particular direction on potential settlement area boundary expansion within the Protected Countryside of the Greenbelt. Policy 2.2.8.3(k) restricts expansions into the Greenbelt Protected Countryside to a minor expansion of up to 10 ha (of which no more than 50% may be used for residential purposes) from a defined Town / Village only (in Hamilton, both Waterdown and Binbrook are considered ‘Towns’ in the Greenbelt Plan). Special consideration to policy 2.2.8.3(k) regarding small expansion into the Greenbelt Protected Countryside is also included in this Report, and the GRIDS 2 / MCR – Draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook), attached as Appendix “B” to Report PED17010(j) responds to this policy direction.

Corporate Goals and Areas of Focus for Climate Change

The City of Hamilton has declared a climate change emergency and set a target to reduce greenhouse gas (GHG) emissions and be carbon neutral by 2050. Land use planning and growth management can play an important role in helping the City achieve that goal. In the City’s Corporate Goals and Areas of Focus for Climate Change Mitigation and Adaptation, Goal #4 is related to planning and aims to ensure that a climate change lens is applied to all planning initiatives to encourage the use of best climate mitigation and adaptation practices. In particular, a climate change lens, as part of the GRIDS 2 / MCR evaluation framework, is one area of focus. This direction is also consistent with Direction #1 of the GRIDS 2 10 Directions to Guide Development. Discussion of the climate change lens as part of the GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands) attached as Appendix “A” is included in the Analysis / Rationale for Recommendations section below.

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Urban Hamilton Official Plan (UHOP)

The Urban Hamilton Official Plan contains policies regarding urban boundary expansion and, specifically, the studies and criteria that must be considered prior to the City expanding its urban boundary (all UHOP policies cited in Appendix “D” to Report PED17010(j) remain under appeal).

The UHOP criteria identifies the need to address similar matters as those identified in the Growth Plan, to be completed as part of a secondary plan and municipally initiated comprehensive review, including the completion of a land needs assessment, sub-watershed plan and environmental impact study, agricultural impact assessment and financing policy. These matters are addressed in the GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands) attached as Appendix “A” to Report PED17010(j).

RELEVANT CONSULTATION

Public and Stakeholders

Consultation and public engagement has been a fundamental component of the GRIDS and GRIDS 2 processes. Throughout the GRIDS 2 process, staff have strived to both build awareness about growth management planning in general, and to seek feedback about growth planning in Hamilton, through multiple engagement opportunities throughout the process (both in person and virtual), in addition to extensive information, graphics and videos on the project website.

In staff report PED17010(g) (December, 2020), staff reported on the second round of consultation completed for GRIDS 2 / MCR, which was held in November and December of 2019. As one component of the second round of public consultation, members of the public were asked about what criteria would be important for the City to consider in the evaluation phase of GRIDS 2 / MCR. Several themes emerged from these comments, including climate change impacts, affordable housing, protection of green space and agricultural lands, servicing capability, and the provision of a variety of housing types. These comments were summarized in the Public and Stakeholder Engagement Report attached to Report PED17010(g). Many of the themes identified by members of the public are reflected in Appendix “A” to Report PED17010(j). Further public consultation on the evaluation framework and phasing principles will be undertaken in late March / early April 2021.

A second GRIDS 2 / MCR stakeholder event was held on December 16, 2019 and focussed on how a climate change lens could be used in the future evaluation of growth options. Ideas that emerged from the discussion included the provision of transit, low impact development for stormwater management, active transportation and walkable

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SUBJECT: GRIDS 2 and Municipal Comprehensive Review – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (PED17010(j)) (City Wide) - Page 7 of 18

communities, green building standards, protection of natural areas and food security. Consideration of the stakeholder comments has provided input into how a climate change lens can be utilized in the evaluation and phasing of growth. The next phase of public consultation with the public and stakeholders will focus on the GRIDS 2 / MCR evaluation framework and phasing principles. This consultation will occur in April 2021.

Long Range Planners of Ontario (LORAPON) workshop

On February 21, 2020, City of Hamilton staff designed, organized and hosted a workshop on the inclusion of a climate change lens in growth management planning for members of the Long Range Planners of Ontario (LORAPON) to identify and develop capacity and understanding of “best practices”. One of the key discussion topics was the inclusion of a climate change lens in the evaluation of urban expansion areas.

Some of the key themes which emerged from the discussion included:

- Should an urban boundary expansion be undertaken, there are a range of topics and criteria that could be integrated into an evaluation framework using a climate change lens.
- The ability to meaningfully compare the differences between different candidate sites will depend on the granularity of the metrics used and the available data.
- Land fragmentation could be a barrier to the creation of complete communities, for example, due to the need to protect natural heritage systems and the potential impact on the ability to make transportation connections.
- Planning for land use and transportation to prioritize sustainable modes of transportation is one the main opportunities for planners to respond to climate change.
- Prioritizing land use decisions that enable and encourage active modes of transportation and support transit is a key opportunity to reduce greenhouse gas emissions
- Compact built form was largely considered to be a well-accepted key indicator of low-emissions intensification, with a range of potential measures discussed – e.g. the ‘15-minute Neighbourhood’ approach.

Staff Review

Members of the GRIDS 2 / MCR staff working group (including water / wastewater planning, transportation planning, growth management, community planning, public health) have reviewed the draft framework and phasing principles and provided input and commentary on the documents and will continue to be involved in the preparation of the final framework.

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ANALYSIS AND RATIONALE FOR RECOMMENDATION

1. Growth Options and Phasing of Development: Where and When Will the City Grow?

The next phase of the GRIDS 2 / MCR project, following the approval of the LNA, is the evaluation of where and when the City will grow. The draft LNA has identified a required Community Area land need ranging between 1,300 and 1,600 ha of lands to be added to the urban boundary for the 2021 to 2051 time period.

The Ambitious Density scenario of the LNA (which is being recommended by staff for endorsement in Report PED17010(i)), identifies a required land need of 1,340 ha to 2051. Under the Ambitious Density scenario, a choice will need to be made through the evaluation and phasing analysis regarding which whitebelt lands are added to the urban boundary and which lands will remain rural, and further, when and how will the lands be phased for development.

Where can the City grow?

In terms of where the City can grow, as has been previously noted in Report PED17010(h), the City's options for expanding the urban boundary to accommodate population growth are limited. The majority of Rural Hamilton (94%) is within the Greenbelt Plan area. Staff respect and support the Greenbelt Plan and the protections it provides, including the restriction on urban boundary expansion into the Greenbelt Plan area. Staff do not support any removal of lands from the Greenbelt Plan boundary. (The Growth Plan does allow an exception for a minor expansion from Waterdown / Binbrook, which is discussed further below).

Urban boundary expansion is therefore restricted to lands that are referred to as the whitebelt lands (i.e. rural lands that are not within the Greenbelt Plan Protected Countryside). The City has a finite supply of whitebelt lands. The total area of whitebelt lands is approximately 4,320 ha. Of this area, only 2,200 ha can be considered for expansion for Community Area uses due to restrictions from the airport Noise Exposure Forecast contours. Netting out non-developable features, such as natural heritage features, cemeteries and rights-of-way, reduces the developable whitebelt land area for Community Area uses to approximately 1,600 ha. These areas are shown on Appendix "C" to Report PED17010(j). Further delineation of gross developable areas will occur through future planning phases.

The question of 'where' the City will grow will be focussed on the four Candidate Expansion Areas shown on Appendix "C" to Report PED17010(j), including various growth options and combinations related to these lands. Under the Ambitious Density scenario of the LNA, which identifies a required land need of 1,340 ha, the

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City will not require all of the whitebelt lands to be added to the urban boundary for development prior to 2051.

When will the City grow?

The question of phasing of development will be a key consideration in planning the City's growth to 2051. While the LNA has identified an ultimate land need to 2051, it is known that not all the lands will be required for development immediately. Based on the Ambitious Density scenario (which is being recommended by staff for endorsement in Report PED17010(i)), the approximate phasing breakdown of land need is as follows:

Table 1: Approximate Phasing Breakdown of Land Need Under the Ambitious Density LNA Scenario

Timeframe	Land Need (ha)	Available Community Area Whitebelt Lands (ha)	Remaining Community Area Whitebelt Lands After Urban Expansion (ha)
2021 – 2031	300	1,600	1,300
2031 – 2041	600	1,300	700
2041 - 2051	440	700	260

The analysis of when growth will occur amongst the Candidate Expansion Areas is of equal importance as the where growth will occur. The consideration of phasing has significant impacts on the provision of servicing, transportation, and community services as well as the City's ability to pay for and maintain these services.

Further, as shown in Table 1 above, following the determination of when and where the City will grow to 2051, there will be remnant Community Area whitebelt lands in the approximate amount of 300 ha. A recommended direction on the future of these lands from a planning policy perspective will also be an outcome of the phasing analysis.

2. Structure of Feasibility Evaluation and Phasing Framework

As noted above, the evaluation has two components: where and when the City will grow. Therefore, the GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands), that has been developed by the City's consultant team (Dillon Consulting), is premised on a two-stage evaluation approach, outlined below:

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Stage 1: Feasibility Evaluation of Candidate Expansion Areas:

The first phase of the evaluation will include a feasibility analysis of each of the Candidate Expansion Areas against a series of considerations based primarily on the Growth Plan criteria identified in Policy 2.2.8.3. The Growth Plan policy provides a detailed list of criteria to be satisfied prior to urban boundary expansion occurring, including servicing, financial, natural heritage, and agricultural impacts to be accounted for. In addition to the Growth Plan criteria, additional considerations / criteria have been identified resulting from the GRIDS 2 10 Directions to Guide Development and the Urban Hamilton Official Plan. A summary of the themes and considerations to be evaluated during Stage 1 is described below.

The feasibility evaluation in Stage 1 will identify any Candidate Expansion Areas that do not meet the provincial and local criteria and therefore would not be screened through to the second stage of evaluation. The Stage 1 feasibility evaluation will not prioritize or rank one area against another, rather each Candidate Expansion Area will be assessed individually.

The overall recommendation as to whether a given Candidate Expansion Area is feasible for expansion will be based on the comprehensive application of all of the criteria and the most appropriate areas will advance to the more detailed Phasing Analysis in Stage 2. A Candidate Area may not be carried forward to the detailed phasing analysis in an instance where the evaluation shows that the area addresses none or very few of the considerations. It is also important to note that from a policy alignment perspective, there are a few considerations which must be addressed in a fulsome manner in order to proceed to the phasing analysis. For example, Growth Plan Policy 2.2.8.3(a) states that there is to be “sufficient capacity in existing or planned infrastructure and public service facilities” to accommodate the expansion. Similarly, Growth Plan Policy 2.2.8.3(b) requires that the “infrastructure and public service facilities needed would be financially viable over the full life cycle of these assets”. These considerations differ from others, such as agriculture, where the Provincial direction is to avoid prime agricultural lands where possible and to minimize and mitigate the impact on the agricultural system where prime agricultural lands can’t be avoided. Accordingly, based on the interpretation of Provincial Growth Plan policies, if any one of the Candidate Areas addresses none of the considerations for Infrastructure Services, Transportation Systems or Municipal Finance, then the Candidate Area would likely not be feasible for expansion.

Stage 2: Phasing Criteria and Analysis

The second stage of the evaluation will be focused on determining the preferred order of phasing of future development based on the anticipated land need by decade noted above. The phasing analysis will evaluate a series of growth

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scenarios (anticipated to be 4 – 5) against each other to ultimately determine the preferred scenario. For example, a distributed allocation of growth to all candidate areas or an allocation of a quantum of growth to one or more areas by decade could be considered. The scenarios will be identified following the approval of the final LNA including endorsement of the final land needs scenario. The evaluation of each scenario will be undertaken based on a series of considerations identified in the next section.

Modelling of required infrastructure and transportation upgrades, public service facility needs, and financial impacts will be undertaken as part of Stage 2. Staff are investigating opportunities to model greenhouse gas emissions resulting from each scenario with support from the Community Energy & Emissions Plan. Evaluation of climate change risks / opportunities, agricultural impacts, and complete community considerations will also be undertaken (more details below).

It is important to note the phasing evaluation will consider all themes comprehensively, and the scenario that produces the best results overall will be identified as the preferred option. It is possible for a scenario to perform higher in certain areas compared to the scenario chosen as preferred, but the preferred scenario will represent the option that performs best across the greatest number of themes. The preferred scenario must provide for alignment of land use planning, infrastructure planning, and fiscal impacts of growth.

The GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands) is attached as Appendix “A” to Report PED17010(j).

3. Feasibility and Phasing Evaluation Themes and Considerations

Both the Stage 1 – Feasibility Evaluation and the Stage 2 – Phasing Analysis are based on the evaluation of several key themes:

Climate Change

Climate change is a critical part of both the Stage 1 and Stage 2 evaluations. While climate change is identified as its own theme in both stages, it is noted that climate change considerations are embedded within many of the other themes as well. Many of the themes / considerations in both stages are complementary and inter-related to each other. Both mitigation and adaptation considerations are addressed in the evaluation framework and phasing criteria.

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Climate change considerations in Stage 1 relate to opportunities to reduce GHGs and private automobile use through built form, district energy opportunities, infrastructure resiliency, tree canopy protection and hazard land planning.

Through Stage 2, the phasing analysis will consider opportunities and risks from a climate change lens resulting from the different phasing scenarios. Further, staff are investigating the inclusion of GHG emissions modelling through the Community Energy & Emissions Plan to investigate the impact on GHG emissions resulting from the phasing of whitebelt development.

Complete Communities

Complete communities refer to areas that allow people of all ages and abilities to conveniently access the necessities of daily living, including jobs, stores and services and a full range of housing and transportation options. Consideration of how a Candidate Expansion Area can be developed as a complete community, or can contribute to the completeness of the surrounding community is an important factor. Considerations to be evaluated in Stage 1 include the ability of each area to function as a standalone complete community, provision of a range of housing options, access to existing or planned community facilities, and the degree of contiguity with the existing urban area.

Stage 2 will also include an evaluation of complete communities as part of the phasing analysis, including whether or not the phasing scenario contributes to the development of complete communities, responds to market needs and what infrastructure is required to support a complete community.

Servicing Infrastructure

Evaluation of servicing requirements to support growth will be a key component of the evaluation of both Stage 1 and 2. GRIDS 2 is an integrated strategy that is being informed by updates to the City's Infrastructure Master Plans (Water / Wastewater and Stormwater). The Master Plans will, in turn, be updated to the year 2051 based on the identification of the preferred growth option through GRIDS 2 / MCR. Stage 1 of the evaluation will include high level assessment of the capacity in existing and planned water and wastewater distribution and treatment systems to accommodate growth, ability of a growth area to maximize existing capacity within the water / wastewater systems, required expansions or extensions to trunk infrastructure, capacity in existing or planned stormwater management systems, and capacity in existing or planned waste management systems.

Stage 2 will include modelling of the phasing scenarios to identify if the phasing scenario allows for efficient servicing based on existing or planned water,

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wastewater and stormwater infrastructure. Efficient servicing can generally mean maximizing existing infrastructure, not needing to build significant new infrastructure, cost effective solutions to accommodate development, and other matters.

Transportation System

Evaluation of the impacts of expansion on the transportation system will be undertaken as part of Stage 1 and 2, and will include an evaluation of existing and planned road, transit, sidewalk, and cycling infrastructure. The Stage 1 evaluation will include analysis of each Candidate Expansion Area in relation to existing and planned transit routes / stops and pedestrian / cycling networks. Further, the analysis will review capacity in the existing street network to accommodate the proposed population and job increase. Connection to surrounding street and active transportation networks will also be considered. Staff in the City's Transportation Planning Section will undertake modelling of the proposed growth areas to determine impacts on the transportation infrastructure.

The phasing evaluation in Stage 2 will consider how phasing of growth areas could prioritize areas that are connected to the BLAST network or planned transit, alignment with the existing road and active transportation network, and phasing impacts on street network capacity.

Municipal Finance

Financial impacts resulting from future growth and development is a key consideration in the evaluation of where and when the City will grow. Does the Candidate Expansion Area and / or the proposed phasing of growth have an unreasonable or unanticipated financial impact on the City? The Growth Plan criteria identify the requirement that municipal infrastructure and public service facilities required to support growth must be financially viable over the full life cycle of the assets. The information provided by the modelling and identification of required infrastructure upgrades, transportation improvements and new or expanded public service facilities will be used to inform the completion of a Fiscal Impact Assessment (FIA) to be completed as part of GRIDS 2 / MCR by Watson & Associates. The FIA will inform evaluation of both Stage 1 and 2.

In accordance with Council direction approved at the January 15, 2020 GIC meeting, the FIA being completed by Watson & Associates will also evaluate options for the timing of construction and financing of infrastructure related to both intensification / redevelopment, the completion of existing communities and greenfield development (urban expansion). Informed by a best practices review, options to consider will include front ending the cost of infrastructure and facilities by the City and / or developers.

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Agriculture

The vast majority of the City's rural lands area located within the Greenbelt Plan area which provides long term protection of the City's agricultural land base. Impact on the agricultural system, including the agricultural land base and the agri-food network, will be considered as part of both the Stage 1 and Stage 2 evaluation. The Growth Plan requires that expansion into prime agricultural areas should be avoided where possible, and if avoidance is not possible, alternative locations will be evaluated and prioritized based on minimizing and mitigating impacts on the agricultural system. The City will be completing an Agricultural Impact Assessment (AIA) to supplement existing information on the Agricultural System within the whitebelt areas. Each Candidate Expansion Area will be evaluated in relation to prime and non-prime agricultural lands, potential impacts on the agricultural system, including the agri-food network, presence of agricultural assets, and compliance with Minimum Distance Separation formula.

As part of the Stage 2 phasing analysis, the AIA will evaluate the proposed phasing scenarios in relation to prioritizing development of non-prime agricultural lands, as well as prioritizing development of areas that contain fewer existing agricultural and livestock operations, and minimizing land fragmentation.

Natural Heritage and Water Resources

Consideration of impacts on the natural heritage and water resource system and the ability to demonstrate avoidance or the minimization / mitigation of impacts will be evaluated as part of Stage 1. As per the direction of the Growth Plan, evaluation of impacts on watershed conditions, key hydrologic areas, and the diversity, connectivity and long term ecological function of the natural heritage system will be considered for each Candidate Expansion Area.

Cultural Heritage

Consideration of cultural heritage and archaeological resources will take place as part of the Stage 1 evaluation and will consider the presence of significant cultural heritage resources and significant archaeological resources within the potential expansion areas, and the ability for these resources to be conserved.

Natural Resources

Natural resources, including mineral aggregate resources and active or abandoned gas / petroleum wells are to be considered in the evaluation as per the direction of the Growth Plan. While it is not anticipated that any of the expansion areas contain

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significant resources, this evaluation will be undertaken as part of Stage 1 to identify any areas that require protection or avoidance.

4. Greenbelt Protected Countryside – Waterdown and Binbrook

As noted above in the policy review section, the Provincial Growth Plan includes a special provision for a minor expansion of up to 10 ha into the Greenbelt Protected Countryside from lands identified as a Town or Village within the Greenbelt Plan. Within Hamilton, both Binbrook and Waterdown are identified as ‘Towns’ in the Greenbelt Plan. Therefore, a consideration could be given to permit a 10 ha expansion from each of Waterdown and Binbrook.

If an expansion from one of these areas is to occur, the Growth Plan requires that the expansion be limited to no more than 10 ha in size, and further, that no more than 50% of the expansion area be used for residential purposes. Other criteria identified in the Growth Plan which must be satisfied for such an expansion to occur are the requirement for the expansion to support the achievement of a complete community or support the local agricultural economy, demonstration that the proposed use cannot be reasonably accommodated within the urban boundary, servicing by existing water and wastewater systems, and prohibition of expansion into the Natural Heritage System.

It should be noted that there is no requirement for the City to expand the urban boundary from these two areas, and consideration of such an expansion will only be undertaken if there is a need for a logical rounding out of the boundary or a recognition of existing uses. Further, as the Growth Plan policy restricts the expansion area in not only size but also in use, with a restriction on a maximum of 50% of the expansion area to be used for residential purposes, the City must be satisfied of a need and / or use for the remaining 50% of the lands (non-residential portion) prior to consideration of expansion.

Staff have prepared a modified framework for the evaluation of any requests for expansion from Binbrook or Waterdown; it is based on the criteria identified in Growth Plan policy 2.2.8.3(k), in conjunction with some of the criteria identified in the Evaluation Framework and Phasing Criteria for the whitebelt lands. A two phase process is proposed.

Phase one will include the evaluation of all expansion requests from Waterdown and Binbrook against a set of screening criteria based on Growth Plan policy 2.2.8.3(k). These criteria are mandatory, and an expansion area will only be screened through to the second phase of evaluation if the mandatory screening criteria are all satisfied.

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The second phase will evaluate each proposed expansion area that remains against a series of criteria which represent local and provincial planning priorities, including the GRIDS 2 10 Directions to Guide Development. The criteria identified in the GRIDS 2 / MCR – Draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook) were selected to ensure that, in addition to the mandatory criteria identified in the Growth Plan, other local priorities are also evaluated and considered in the decision-making process, including logical expansion, agricultural, fiscal and transportation impacts. Certain criteria that are included in the whitebelt evaluation framework are not appropriate for the evaluation of the small expansion requests for Waterdown and / or Binbrook due to the size restriction, Growth Plan policy direction, and the existing conditions in these areas.

Each expansion area will be evaluated against the criteria in phase 2 and identified as fully addressing, mostly addressing, partially addressing or not addressing the criteria. Following the evaluation, the areas will be ranked against each other, and the expansion area that best satisfies the criteria will be identified as the preferred expansion option. If no expansion requests are put forward which meet the criteria, no expansion from either of these areas will be recommended.

A direction on implementation of the proposed expansion, including requirements for future studies and appropriate land use designations and controls to limit development on the non-residential portion of the lands will also be recommended.

Staff are aware of a number of interested landowners in the Waterdown area that are requesting consideration of lands for inclusion in the urban boundary. To date, no expressions of interest from Binbrook have been received. The evaluation of requests in the Waterdown area (and Binbrook if any are received) will take place concurrently with the evaluation in the whitebelt lands.

The GRIDS 2 / MCR – Draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook) is attached as Appendix “B” to Report PED17010(j).

5. User-Friendly Format

To ensure that members of the public can participate meaningfully in the next phase of GRIDS 2 / MCR and understand the process and results of the evaluation and phasing analysis, the GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands) have been designed to be a user-friendly, easy to understand and graphically pleasing document. The purpose of this tool is to provide a logical and understandable format for evaluating expansion requests against planning priorities to ensure that council, applicants / land owners, members of the public and outside agencies can easily understand the performance of Candidate Expansion Areas as suitable growth areas, and the

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preferred phasing order of the growth. The framework has been designed to graphically display complicated information in an accessible manner. Background information and technical reports that inform the evaluation framework will also be available for public review, if interested, but the framework will provide a snapshot of all information in an easy to use format.

6. Next Steps

Public and stakeholder consultation on the framework will take place in the month of April. Staff will report back to Committee with a final framework for endorsement following the consultation period.

The two phase evaluation process will occur over the spring and summer of 2021, concluding in the fall of 2021 with the identification of a preliminary preferred growth scenario. High level evaluation of each whitebelt Candidate Expansion Area in Stage 1 of the evaluation process will be undertaken immediately following the approval the Urban Boundary Expansion - Evaluation and Phasing Criteria (Whitebelt Lands).

ALTERNATIVES FOR CONSIDERATION

Do not endorse the evaluation framework and phasing principles. This option would also have the risk of delaying the GRIDS 2 / MCR process.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

Clean and Green

Hamilton is environmentally sustainable with a healthy balance of natural and urban spaces.

Built Environment and Infrastructure

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” – GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands)

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- Appendix “B” – GRIDS 2 / MCR – Draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook)
- Appendix “C” – Community Area whitebelt growth options
- Appendix “D” – Policy Review
- Appendix “E” – Letter from Ministry of Municipal Affairs and Housing (Ontario Growth Secretariat)
- Appendix “F” – Updated GRIDS 2 / MCR Project Timeline

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CITY OF HAMILTON GRIDS 2/MCR – PLANNING FOR GROWTH TO 2051: DRAFT EVALUATION FRAMEWORK AND PHASING CRITERIA (WHITEBELT LANDS)

PREPARED BY DILLON CONSULTING LIMITED



URBAN BOUNDARY EXPANSION WHITEBELT LANDS

Where it has been determined that planned growth cannot be accommodated within the existing urban area, then an urban boundary expansion may be considered. An urban boundary expansion means that whitebelt lands may be added to the urban area, if appropriate and feasible. **Figure 1** shows community area and employment area whitebelt lands.

Urban boundary expansions require justification to satisfy a number of Provincial and local policy tests. The land needs assessment for GRIDS 2 provides the overall justification for additional greenfield lands from a land needs perspective and as a next step there is a requirement to assess the feasibility of potential Candidate Expansion Areas to determine which lands are suitable for new urban designation. The Province and the City outline very specific feasibility criteria to be assessed for an urban boundary expansion.

Specifically, Policy 2.2.8.3 of the Growth Plan outlines the policy tests for assessing the feasibility of lands for urban boundary expansion. The City’s Urban Hamilton Official Plan and the GRIDS 10 Directions to Guide Development complement and support the policies outlined in 2.2.8.3 of the Growth Plan.

The overall approach for assessing Candidate Expansion Areas is a two-step process:

1. Evaluation to determine which whitebelt lands are feasible for expansion based on provincial and local criteria; and,
2. Phasing analysis, including more detailed technical analysis and modelling to determine which areas are most suitable for expansion and the associated timing for development.



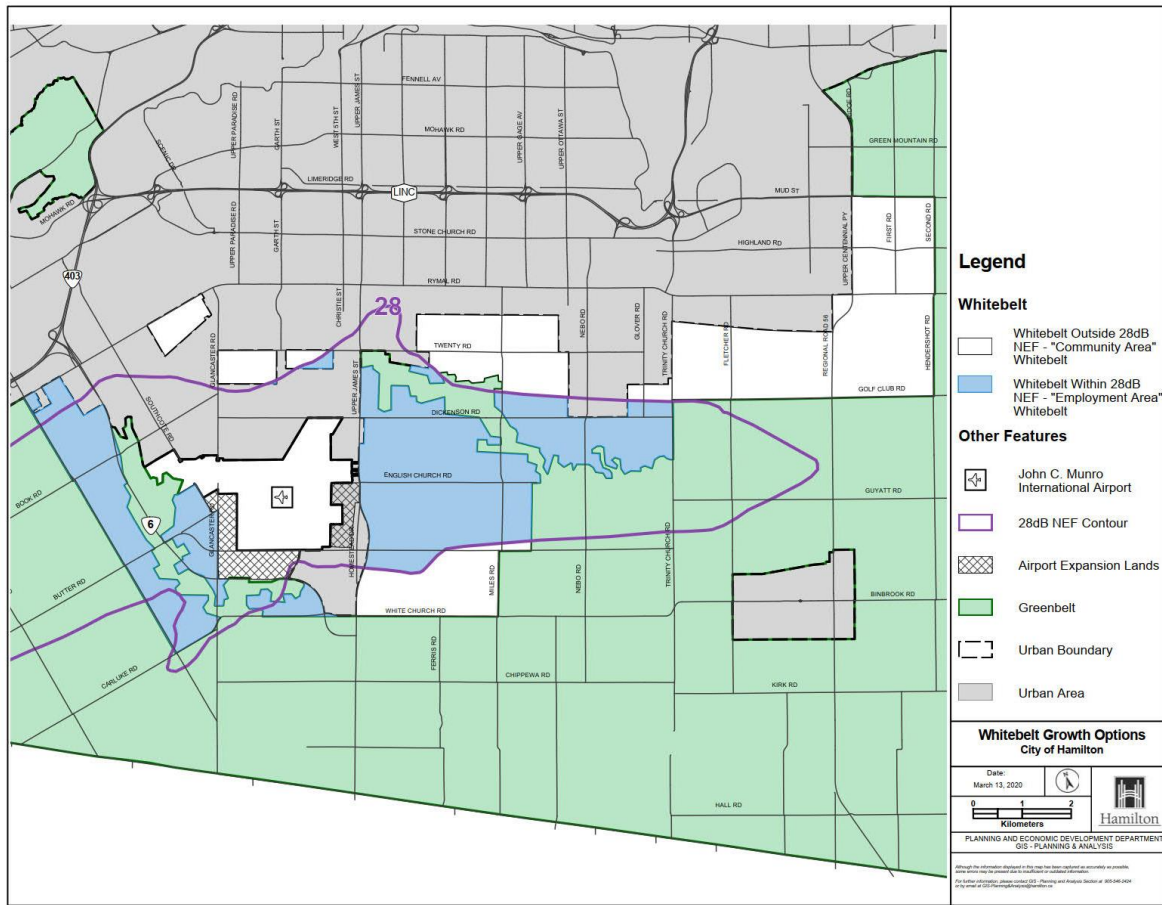


FIGURE 1: WHITEBELT LANDS IN HAMILTON



PART 1: EVALUATION APPROACH FOR WHITEBELT LANDS

This first part of the document presents the approach to step 1, the evaluation of whitebelt lands. The evaluation criteria outlined in this document will be used to assess the four Candidate Expansion Areas in Hamilton’s whitebelt area. For ease of understanding, the urban boundary expansion evaluation criteria are organized around nine major themes (following page). While the themes have been identified as distinct items for simplicity, it is important to note that they are complementary and sometimes overlap. For example, prioritizing public transit as part of the consideration of the transportation system also supports climate change mitigation.

Evaluation Criteria Themes



1. Climate Change



2. Municipal Finance



3. Servicing Infrastructure



4. Transportation Systems



5. Natural Heritage and Water Resources



6. Complete Communities



7. Agricultural System

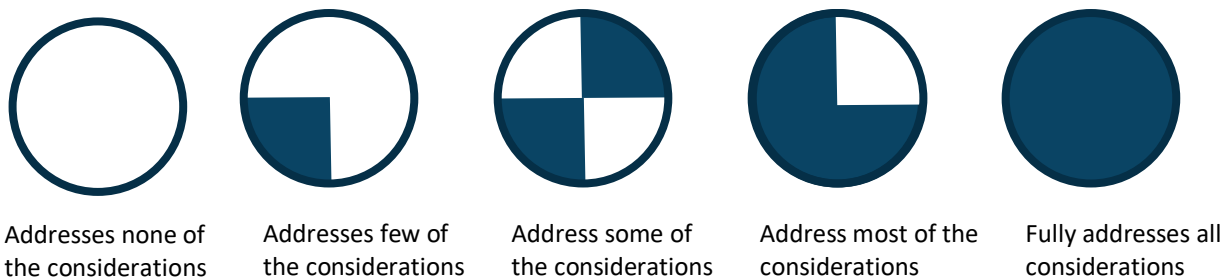


8. Natural Resources



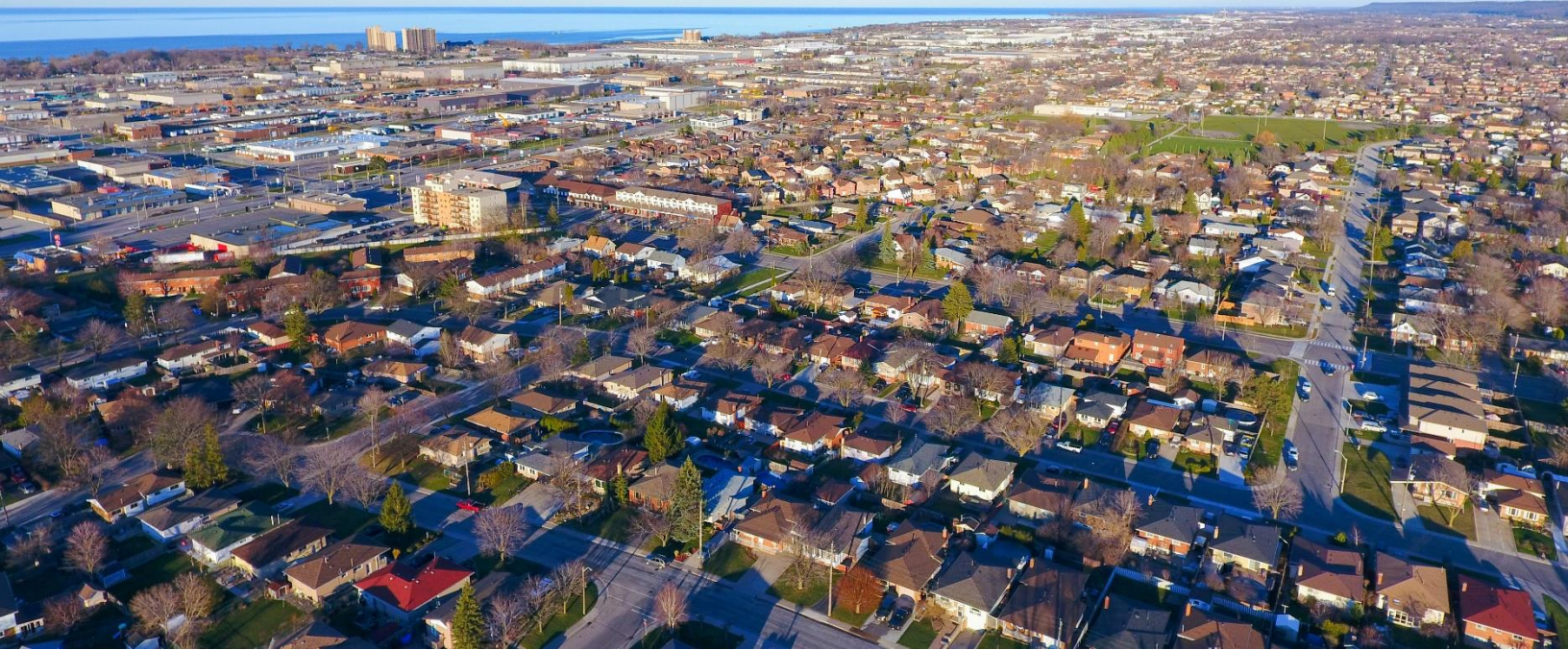
9. Cultural Heritage

Each of the evaluation criteria themes includes multiple key considerations. The key considerations are connected to the policy tests outlined in the Growth Plan, Urban Hamilton Official Plan and the GRIDS-2 10 Directions to Guide Development. To assess each consideration, the analysis will draw upon a number of information sources to test the feasibility of each Candidate Expansion Area. The evaluation results will be documented in a detailed Technical Appendix, showing the line-by-line findings for each theme and the associated considerations. A theme-level summary will also be provided to help communicate how well each Candidate Expansion Area addresses the key considerations. Based on the balance of considerations, each Candidate Area will receive a theme-level assessment according to the following categories:



The overall recommendation as to whether a given Candidate Expansion Area is feasible for expansion will be based on the comprehensive application of all of the criteria and the most appropriate areas will advance to a more detailed Phasing Analysis in Part 2. A Candidate Area may not be carried forward to the detailed phasing analysis in an instance where the evaluation shows that the area addresses none or very few of the considerations.

It is also important to note that from a policy alignment perspective, there are foundational considerations which must be addressed in a fulsome manner in order for a growth option to proceed to the next steps, including a phasing analysis. For example, Growth Plan Policy 2.2.8.3(a) states that there is to be “sufficient capacity in existing or planned infrastructure and public service facilities” to accommodate the expansion which includes (but is not limited to) consideration of sewage and water systems, transit and transportation corridors and facilities, police and fire protection, and health and educational programs. Similarly, Growth Plan Policy 2.2.8.3(b) requires that the “infrastructure and public service facilities needed would be financially viable over the full life cycle of these assets”. These considerations differ from others, such as agriculture, where the Provincial direction is to avoid prime agricultural lands where possible and to minimize and mitigate the impact on the agricultural system where prime agricultural lands cannot be avoided. Accordingly, based on the interpretation of Provincial Growth Plan policies, if any one of the Candidate Areas addresses none of the considerations for Infrastructure Services, Transportation Systems or Municipal Finance, then the Candidate Area would likely not be feasible for expansion.



Climate Change

Climate change has the potential to have a range of impacts on the City including on infrastructure, the natural environment, and on existing and future residents and their communities. This demands consideration of climate change in the context of long range planning, recognizing both the risks and opportunities for climate change mitigation and climate change adaptation.

What are the key considerations?

Reduced GHGs and Sustainable Transportation

- Does the Candidate Expansion Area have the ability to promote a community form that reduces reliance on private automobiles helping to reduce transportation GHG's?

District Energy

- Does the Candidate Expansion Area provide an opportunity for district energy?

How will we measure this?

- Level of connectivity of Candidate Expansion Area to existing or planned transit and active transportation network

- Input from City staff and electrical distribution providers

What are the key considerations?

How will we measure this?

<p>Infrastructure Resiliency</p> <ul style="list-style-type: none"> • Is there sufficient capacity in existing stormwater management systems to manage potential changes in weather patterns and increased climate variability? • Does the proposed stormwater management provide resiliency and consider climate change adaptability? • Does the proposed stormwater management consider Low Impact Development Best Management Practices 	<ul style="list-style-type: none"> • Capacity in existing stormwater management system based on population and employment forecast • Input from City staff
<p>Prioritizing Tree Canopy Protection/Enhancement</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area support the maintenance and enhancement of the existing tree canopy? 	<ul style="list-style-type: none"> • Assessment of existing tree canopy and potential for maintenance and enhancement should a boundary expansion occur • Based on input from City with reference to available mapping and data.
<p>Avoid Natural Hazardous Lands</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area contain any natural hazards? 	<ul style="list-style-type: none"> • Assessment of identified hazardous lands including but not limited to flood plains and other CA regulated areas • Based on input from City and Conservation Authority staff with reference to available mapping and data



Municipal Finance

Municipal Finance involves managing existing and future financial impacts on the City, to ensure that the costs associated with growth are financially viable over the long term.

What are the key considerations?

- Does the Candidate Expansion Area have an unreasonable or unanticipated financial impact on the City?
- Would the municipal infrastructure (water, wastewater and transportation) and public service facilities needed be financially viable over the full life cycle of the assets?

How will we measure this?

- High level assessment of potential financial impacts for Candidate Expansion Areas
- Based on input from City staff with reference to the Financial Impact Assessment
- Relative assessment of new infrastructure costs



Servicing Infrastructure

Servicing Infrastructure includes the physical structures that form the foundation for development and generally include water and wastewater systems, stormwater management systems and waste management systems. Transportation systems are addressed in the following section.

What are the key considerations?

How will we measure this?

Water Infrastructure

- Is there sufficient capacity in existing or planned water distribution and treatment systems?
- Does the Candidate Expansion Area maximize existing capacity within the available water distribution systems?

- High level assessment of new infrastructure requirements
- Assessment of capacity in existing and planned water/wastewater systems

What are the key considerations?

How will we measure this?

<ul style="list-style-type: none"> • Are significant extensions / expansions beyond planned/budgeted trunk infrastructure required in order to service this area? 	<ul style="list-style-type: none"> • Based on input from City staff and with reference to Water/Wastewater Master Plan
<p>Wastewater Infrastructure</p> <ul style="list-style-type: none"> • Is there sufficient capacity in existing or planned wastewater distribution, collection and treatment systems? • Does this option maximize existing capacity within the available wastewater collection systems? • Are significant extensions / expansions beyond planned/budgeted trunk infrastructure required in order to service this area? 	<ul style="list-style-type: none"> • High level assessment of new infrastructure requirements • Assessment of capacity in existing and planned water/wastewater systems • Based on input from City staff and with reference to Water/Wastewater Master Plan
<p>Stormwater Management</p> <ul style="list-style-type: none"> • Is there sufficient capacity in existing or planned stormwater management systems based on current stormwater management criteria? 	<ul style="list-style-type: none"> • Assessment of capacity in existing and planned stormwater management systems • Assessment of new infrastructure requirements and costs • Based on input from City staff and with reference to existing master plans and related documents.
<p>Integrated Waste Management Planning</p> <ul style="list-style-type: none"> • Is there sufficient capacity in existing waste management facilities? • Is there sufficient capacity in planned waste management facilities? 	<ul style="list-style-type: none"> • Assessment of capacity in existing and planned waste management facilities • Based on input from City waste management staff and with reference to the Solid Waste Management Master Plan



Transportation System

Transportation Systems support the movement of residents and goods within the city as well as establishing a connection to the wider regional transportation network. Transportation Systems are comprised of facilities, corridors and rights-of-way and include roads, transit stops and stations, sidewalks, cycle lanes, bus lanes, HOV lanes, rail facilities, park and ride lots and a host of other transportation facilities.

What are the key considerations?

Prioritizing Public Transit

- Does the Candidate Expansion Area contain an existing City transit route or stops?
- Is the Candidate Expansion Area adjacent to an existing City transit route or stops?

How will we measure this?

- Assessment of the location of existing HSR transit routes/stops and planned or funded transit (BLAST) within 800 metres of Candidate Expansion Areas
- Based on reference to applicable UHOP, RHOP, and master plan mapping.

What are the key considerations?

- Can the Candidate Expansion Area be connected to a planned City transit route or stop in a way that is financially viable?

Comprehensive Active Transportation Network

- Does the Candidate Expansion Area contain an existing or planned pedestrian or cycling networks?
- Can the Candidate Expansion Area be connected to existing or planned pedestrian or cycling networks?

Connected Street Network

- Is there sufficient reserve capacity in the existing street network (with consideration to the proposed street network) to accommodate the proposed increase in population and/or employment?
- Is the proposed or potential street network within the Candidate Expansion Area a logical extension of the existing street network? Does it connect the Candidate Expansion Area to surrounding areas and key destinations?

How will we measure this?

- Based on reference to the Financial Impact Assessment

- Proximity to existing or planned pedestrian or cycling network
- Based on reference to applicable UHOP, RHOP, and master plan mapping.

- Assessment of potential street connectivity and block size
- Based on input from City staff and with reference to the existing street network and applicable UHOP, RHOP, and master plan mapping.



Natural Heritage and Water Resources

A Natural Heritage System includes natural heritage features and areas, such as wetlands, woodlands, and wildlife habitat and the linkages that provide connectivity to support various natural processes. Water Resources are a system of features, such as groundwater features and surface water features, as well hydrologic functions which sustain healthy aquatic and terrestrial ecosystems and human water consumption.

What are the key considerations?

Protect Water Resource System

- Does the Candidate Expansion Area demonstrate an avoidance and/or mitigation of potential negative impacts on watershed

How will we measure this?

- Assessment of indicators of hydrologic function
- Based on input from City and Conservation Authority staff

What are the key considerations?

How will we measure this?

<p>conditions and the water resource system including quality and quantity of water?</p>	
<p>Avoid Key Hydrological Areas</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area avoid key hydrologic areas including significant ground water recharge areas, vulnerable aquifers, surface water contribution areas, and intake protection zones? 	<ul style="list-style-type: none"> • Assessment of Impacts to key hydrological areas • Based on input from City and Conservation Authority staff with reference to available mapping and data
<p>Connected and Protected Natural Heritage System</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area avoid and protect Natural Heritage Systems as identified by the City and the Growth Plan? 	<ul style="list-style-type: none"> • Assessment of the location of Natural Heritage System • Based on input from City and Conservation Authority staff with reference to available mapping and data
<p>Mitigate Impact on Natural Heritage</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area maintain, restore, or improve the functions and features of the area including diversity and connectivity of natural features, the long-term ecological function and biodiversity of natural heritage systems? 	<ul style="list-style-type: none"> • Assessment of existing natural heritage features such as significant woodlots, wetlands, and species at risk wildlife habitat. • Based on input from City and Conservation Authority staff with reference to available mapping and data



Complete Communities

Complete Communities are places within a community that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities of daily living, including an appropriate mix of jobs, local stores, services, a full range of housing, transportation options and public service facilities.

What are the key considerations?

How will we measure this?

<p>Complete Community</p> <ul style="list-style-type: none"> Can the Candidate Expansion Area function as a complete community including an appropriate mix of jobs, stores, services, housing, transportation options, and public service facilities for all ages and abilities? 	<ul style="list-style-type: none"> Assessment of the Candidate Expansion Area’s ability to be designed as a complete community
<p>Proximity to Existing Community Services and Amenities</p> <ul style="list-style-type: none"> Based on identified gaps in specific geographies, does the Candidate Expansion Area contribute to the surrounding community’s completeness? Is the Candidate Expansion Area contiguous to the existing settlement area boundary? 	<ul style="list-style-type: none"> Consideration of ability to contribute to walkability and access to transit, amenities and park space of adjacent built up area Assessment of proximity of Candidate Expansion Area to existing settlement area and any development constraints
<p>Diverse Range of Housing and Affordable Housing</p> <ul style="list-style-type: none"> Can the Candidate Expansion Area provide a diverse range and mix of housing options including affordable housing? 	<ul style="list-style-type: none"> Assessment of Candidate Expansion Area’s ability to physically accommodate a mix of housing options and affordable housing
<ul style="list-style-type: none"> Does the Candidate Expansion Area have access to existing community facilities? Are there any gaps in the types of facilities currently available? 	<ul style="list-style-type: none"> Assessment of proximity to existing parks, public facilities Potential need for additional community facilities based on relative size of the expansion area
<ul style="list-style-type: none"> Does the Candidate Expansion Area have access to planned community facilities? 	<ul style="list-style-type: none"> Input from City staff



Agricultural System

The agricultural system is the land base used for the purposes of growing food and the raising of livestock, providing a source of food and employment to a community, as well as the agri-food network. The agricultural land base includes prime agricultural areas and specialty crop lands and the agri-food network refers to the elements that support the viability of sector, such as farm buildings, farm markets, distributors, processing facilities and transportation networks.

What are the key considerations?

How will we measure this?

<p>Avoid Prime Agricultural Land / Mitigate Impact on Agricultural System</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area avoid prime agricultural areas? • Does the Candidate Expansion Area provide an opportunity to mitigate or minimize impacts on the Agricultural System? 	<ul style="list-style-type: none"> • Assessment of prime agricultural areas and soil classes • Based on input from City staff with reference to an Agricultural Impact Assessment and available mapping and data
<p>Minimize Agri-food Network, Agricultural Operations, and Agricultural Systems Impacts</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area avoid or minimized and mitigate any adverse impacts on the agri-food network, including agricultural operations? 	<ul style="list-style-type: none"> • Assessment of agricultural operations within and in proximity to the Candidate Expansion Area • Based on input from City staff with reference to the Agricultural Impact Assessment and OMAFRA’s guideline.
<p>Minimize Impact on Existing Agricultural Assets</p> <ul style="list-style-type: none"> • Does the Candidate Expansion Area contain existing agricultural operational assets such as barns or processing facilities? 	<ul style="list-style-type: none"> • Qualitative assessment of location of existing agricultural assets • Based on information provided by the City and available through OMAFRA
<p>Compatibility with Existing Livestock Operations</p> <ul style="list-style-type: none"> • Is the Candidate Expansion Area in compliance with the minimum distance separation formulae? 	<ul style="list-style-type: none"> • Assessment of the distance between the Candidate Expansion Area and existing agricultural operations • Based on the Minimum Distance Separation (MDS) Formula with reference to OMAFRA’s guideline



Natural Resources

Natural resources are to be managed wisely and include mineral aggregate and petroleum resources.

What are the key considerations?

Aggregate Resources and Petroleum Resources

- Does the Candidate Expansion Area include any known mineral aggregate resource areas or petroleum resources?
- Are there any active mineral aggregate operations within or adjacent to the Candidate Expansion Area?
- Does the Candidate Expansion Area contain any active or abandoned gas and petroleum wells?

How will we measure this?

- Assessment of aggregate resource areas and petroleum resource areas
- Assessment of active mineral aggregate operations
- Assessment of active or abandoned gas and petroleum wells



Cultural Heritage

Cultural heritage resources and archaeological resources that have been determined to have cultural heritage value or interest are to be conserved in order to foster a sense of place and benefit communities.

What are the key considerations?

How will we measure this?




<p>Cultural Heritage Resources</p> <ul style="list-style-type: none"> Does the Candidate Expansion Area contain significant cultural heritage resources including designated heritage properties and can they be conserved? 	<ul style="list-style-type: none"> Assessment of existing cultural heritage resources Consideration of Policy Framework Based on input from City staff with reference to RHOP and UHOP mapping.
<p>Archeological Resources</p> <ul style="list-style-type: none"> Does the Candidate Expansion Area contain significant archaeological resources and can they be conserved? 	<ul style="list-style-type: none"> Assessment of potential archaeological resources Consideration of Policy Framework Based on input from City staff with reference to RHOP and UHOP mapping.




PART 2: PHASING CRITERIA, WHITEBELT LANDS

Phasing is about timing of development and determining the appropriate order of development over time. While the Province does not outline specific phasing criteria, both the Growth Plan and the Provincial Policy Statement provide policy direction on efficient development patterns and use of infrastructure in addition to requiring integrated planning to implement the Growth Plan. It is anticipated that the City will require all or a portion of its whitebelt lands to accommodate forecast community growth to 2051. Not all of the lands will be required for development immediately. The use of phasing criteria will allow the City to identify the timing of development for new greenfield areas. It is anticipated that a portion of the expansion lands will be required for development prior to 2031, additional lands between 2031 and 2041, and the remaining lands between 2041 and 2051.

Once the candidate area urban boundary expansion feasibility assessment is complete, all feasible expansion areas will be subject to a phasing analysis based on the criteria outlined in the following pages. To assist with the analysis, the City will identify a variety of alternative phasing scenarios. Each scenario will be tested and ranked based on a scale ranging from Most Preferred to Least Preferred. Detailed technical analysis of future population and employment is required to understand the implications for each scenario.

THEME	PHASING CRITERIA	SCENARIO 1	SCENARIO 2	SCENARIO 3	SCENARIO 4
Climate Change 	Does the phasing scenario present any significant opportunities associated with climate change?				
	Does the phasing scenario present any significant risks associated with climate change?				
Municipal Finance 	What are the cost estimates associated with the phasing scenario?				
	Are there any significant municipal financial risks associated with the scenario?				
	What is the impact on municipal debt load/capacity?				
Servicing Infrastructure 	Does the phasing scenario allow for efficient servicing based on existing or planned water infrastructure?				
	Does the phasing scenario allow for efficient servicing based on existing or planned wastewater infrastructure?				

THEME	PHASING CRITERIA	SCENARIO 1	SCENARIO 2	SCENARIO 3	SCENARIO 4
<p>Transportation System</p> 	<p>Does the phasing scenario allow for efficient stormwater management based on existing or planned stormwater master plans/Subwatershed studies?</p>				
	<p>Are there options which optimize the timing and delivery of servicing infrastructure to reduce the City's financial exposure?</p>				
	<p>Does the phasing scenario prioritize development of areas that would be connected to the planned BLAST network or existing transit?</p>				
	<p>Does the phasing scenario align well with existing and planned road network and existing and planned active transportation network?</p>				
	<p>What are the impacts of the phasing scenario on the capacity of the road network?</p>				
	<p>Are there options which optimize the timing and delivery of transportation infrastructure to reduce the City's financial exposure?</p>				

THEME	PHASING CRITERIA	SCENARIO 1	SCENARIO 2	SCENARIO 3	SCENARIO 4
<p data-bbox="228 296 444 380">Complete Communities</p> 	<p data-bbox="492 296 760 428">Does the phasing scenario support the creation of a complete community?</p>				
<p data-bbox="237 590 435 674">Agricultural System</p> 	<p data-bbox="492 590 748 753">Does the phasing scenario prioritize development of areas that are non-prime agricultural?</p>				
	<p data-bbox="492 800 748 1026">Does the phasing scenario prioritize development of areas that have fewer existing agricultural operations or active livestock operations?</p>				
	<p data-bbox="492 1073 756 1163">Does the phasing scenario minimize land fragmentation?</p>				

**GRIDS 2 / MCR – DRAFT SCREENING CRITERIA
AND EVALUATION TOOL**

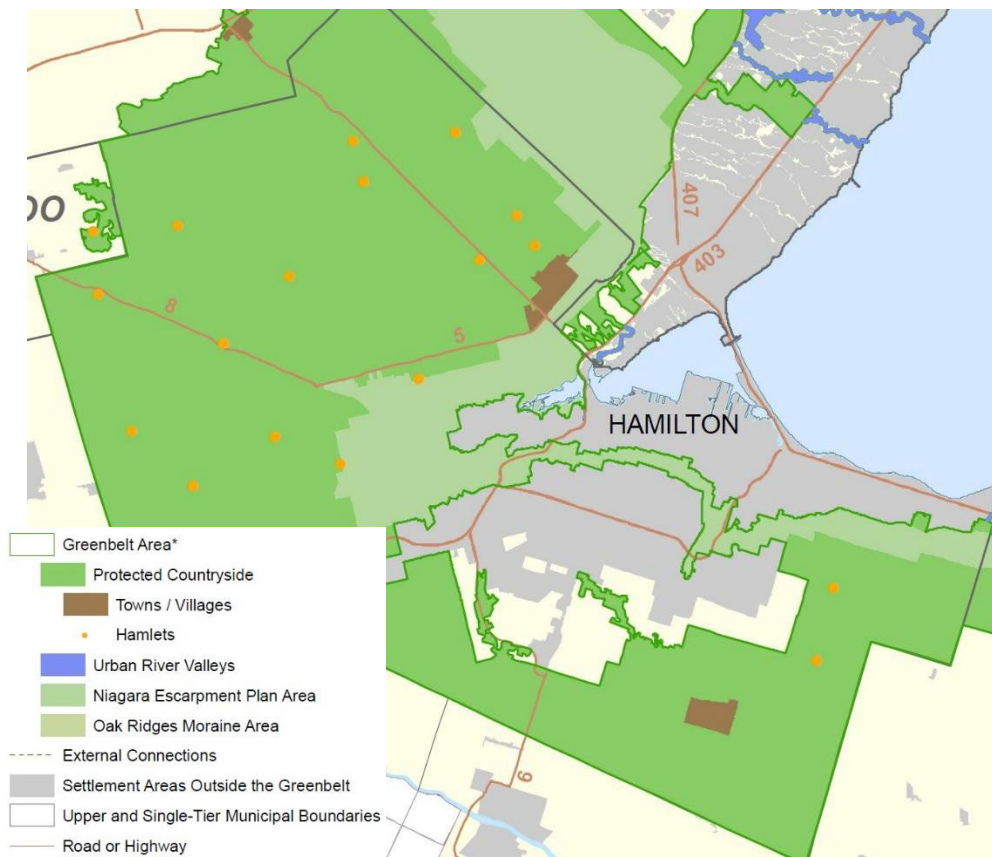
(WATERDOWN AND BINBROOK)



URBAN BOUNDARY EXPANSION EVALUATION – WATERDOWN AND BINBROOK

The Provincial Growth Plan 2019, as amended, allows for minor expansions of a settlement area boundary into the Greenbelt Plan Protected Countryside from areas that are identified as a Town or Village in the Greenbelt Plan. Within the City of Hamilton, both Waterdown and Binbrook are classified as ‘Towns’ within the Greenbelt Plan.

The expansion permitted by the Growth Plan policy in these areas, as noted below, is minor in size, being restricted to only 10 ha of land in total, with a maximum of 50% of that area permitted to be used for residential development. Because of the size restriction on expansions from these areas, the City has developed a special evaluation tool to be used for the consideration of expansions from Binbrook or Waterdown.



Source: Province of Ontario, Greenbelt Plan, 2017

The tool is a scaled down version of the GRIDS 2 / MCR Planning for Growth to 2051: Evaluation Framework and Phasing Criteria being used as part of the evaluation of the City’s whitebelt growth areas. Certain criteria that are included in the whitebelt evaluation are not appropriate for the evaluation of the small expansion requests from Waterdown and / or Binbrook due to

the size restriction, including the restriction on residential development, the Growth Plan policy direction, and the existing conditions in these areas.

Policy 2.2.8.3 (k) of the Growth Plan 2019, as amended, identifies the following criteria for the consideration of settlement area boundary expansion within the Greenbelt Plan area:

- k. within the Protected Countryside in the *Greenbelt Area*:
 - i) the *settlement area* to be expanded is identified in the Greenbelt Plan as a Town/Village;
 - ii) the proposed expansion would be modest in size, representing no more than a 5 per cent increase in the geographic size of the *settlement area* based on the *settlement area* boundary delineated in the applicable official plan as of July 1, 2017, up to a maximum size of 10 hectares, and residential *development* would not be permitted on more than 50 per cent of the lands that would be added to the *settlement area*;
 - iii) the proposed expansion would support the achievement of *complete communities* or the local agricultural economy;
 - iv) the proposed uses cannot be reasonably accommodated within the existing *settlement area* boundary;
 - v) the proposed expansion would be serviced by existing *municipal water and wastewater systems* without impacting future *intensification* opportunities in the existing *settlement area*; and
 - vi) expansion into the Natural Heritage System that has been identified in the Greenbelt Plan is prohibited

To assist the City with evaluation requests to expand the urban boundary in Waterdown and / or Binbrook, the evaluation framework on the following pages will be used.

The first phase of the evaluation is a screening tool. Each proposed expansion area will be evaluated against screening criteria based on the Growth Plan policy 2.2.8.3(k). Any expansion areas that cannot meet the screening criteria will not be considered further for expansion.

Expansion requests that pass the screening criteria will be evaluated in phase two against a series of criteria representing both provincial and local priorities to identify the preferred expansion option, if any.

It is noted that there is no requirement for the City to expand the urban boundary from Waterdown and / or Binbrook. Consideration of such an expansion will only be undertaken if there is a demonstrated need for the expansion (eg. logical rounding out of the boundary or recognition of existing uses), including an identified need for the non-residential portion of the expansion area.

PHASE ONE: INITIAL SCREENING:

All potential expansion areas from Waterdown and Binbrook will be screened against the Growth Plan criteria identified in Policy 2.2.8.3(k).

Any areas that do not pass ALL of the screening criteria will be excluded from consideration in the second phase of the evaluation.

This phase of the evaluation is an individual evaluation of each potential expansion area.

PHASE ONE: SCREENING CRITERIA:

THEME	SCREENING CRITERIA	AREA 1	AREA 2	AREA 3
Size / Use	Is the proposed expansion area less than 10 ha in size?	✓	✓	✗
	Is residential development restricted to a maximum of 50% of the expansion area?			
	Is there a demonstrated use / need for the non-residential portion of the expansion area?			
Complete Communities	Does the proposed expansion support the creation of a complete community or the local agricultural economy?			
	Has it been demonstrated that the proposed uses cannot be reasonably accommodated within the existing urban boundary?			
Servicing Infrastructure	Can the proposed expansion area be serviced by existing water / wastewater systems without impacting future intensification opportunities in the existing urban area?			
Natural Heritage	Does the proposed expansion area avoid the natural heritage system?			

PHASE TWO: EVALUATION CRITERIA AND IDENTIFICATION OF PREFERRED EXPANSION OPTION

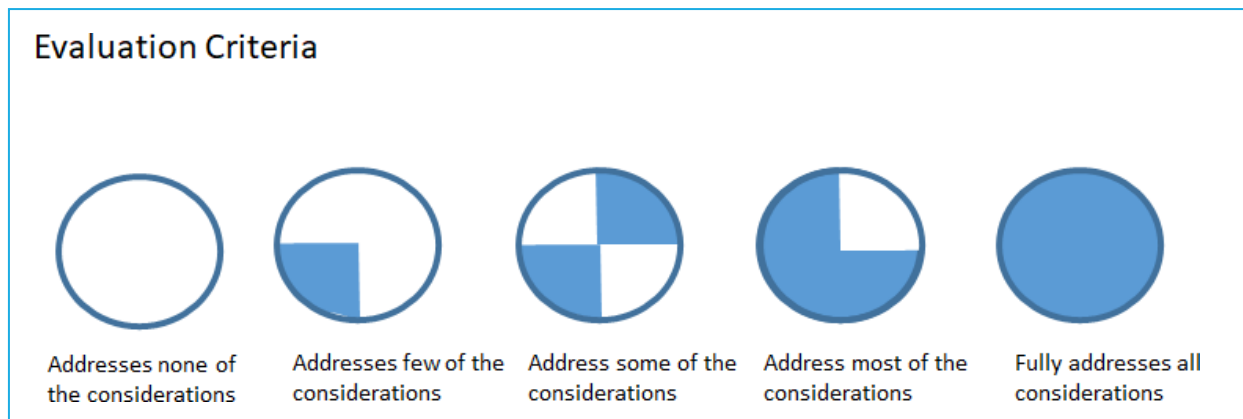
The second phase of the evaluation will evaluate each proposed expansion area that remains after the initial screening against a series of criteria which represent local and provincial planning priorities, including the GRIDS 2 10 Directions to Guide Development.

Each expansion area will be evaluated against the criteria and identified as fully addressing, mostly addressing, partially addressing or not addressing the criteria. Following the evaluation, the areas will be ranked against each other, and the expansion area that best satisfies the criteria will be identified as the preferred expansion option. If deemed necessary, proposed expansion areas may be divided into smaller areas for the purposes of evaluation.

If no expansion areas perform well against the criteria (i.e. only partially address or do not address all or most of the criteria), no areas will be identified as the preferred expansion area.





Only one expansion may take place from each of Waterdown and Binbrook.




The following is an example of the proposed evaluation tool:

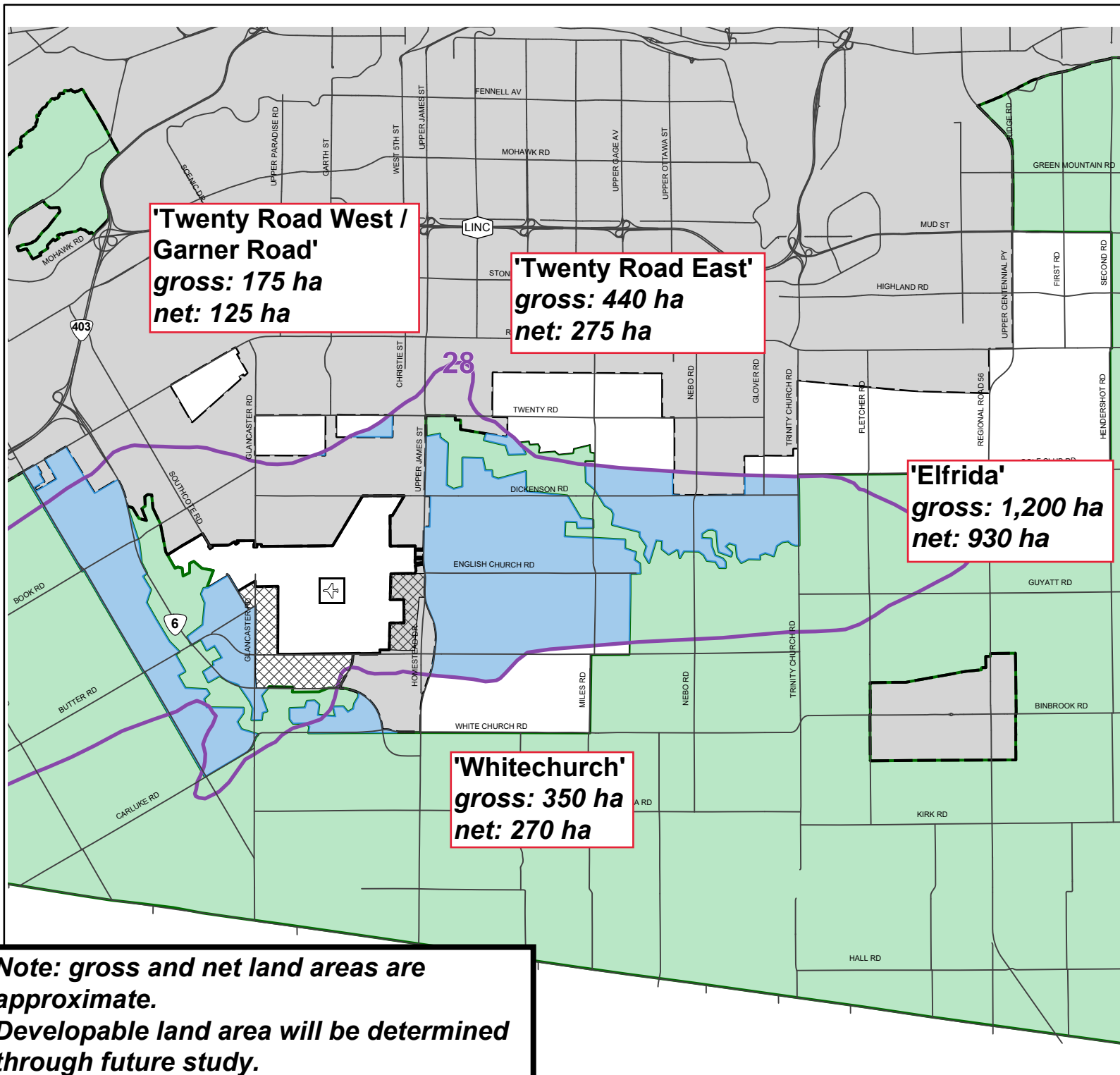


The chart on the next page summarizes the criteria to be considered in relation to the Phase 2 evaluation of expansion areas from Waterdown and Binbrook.

PHASE 2 EVALUATION CRITERIA:

Theme	Criteria	Area 1	Area 2	Area 3
Efficient Servicing 	Can the expansion area be efficiently serviced based on existing water / wastewater and stormwater infrastructure?			
Transportation 	Does the expansion area align well with existing and planned road and active transportation networks?			
	What is the impact of the expansion area on the capacity of the road network?			
Complete Communities 	Does the expansion area contribute to the surrounding area's completeness?			
	Does the expansion area represent a logical rounding out of the urban boundary and / or recognize existing uses?			
Climate Change 	Does the expansion area present any significant opportunities or risks associated with climate change?			

Theme	Criteria	Area 1	Area 2	Area 3
<p>Natural Heritage and Water Resources</p> 	<p>Does the expansion area demonstrate avoidance and / or mitigation of potential negative impacts on watershed conditions?</p>			
	<p>Does the expansion area avoid key hydrologic areas?</p>			
	<p>Does the expansion area maintain, restore or improve the functions and features of the area including diversity and connectivity of natural features?</p>			
<p>Agriculture</p> 	<p>Does the expansion area minimize / mitigate impacts on the agricultural system, including the agri-food network?</p>			
	<p>Does the expansion area minimize land fragmentation?</p>			
	<p>Is the expansion area in compliance with MDS guidelines?</p>			
<p>Finance</p> 	<p>Does the expansion area have an unreasonable or unexpected financial impact on the City?</p>			



'Twenty Road West / Garner Road'
 gross: 175 ha
 net: 125 ha

'Twenty Road East'
 gross: 440 ha
 net: 275 ha



'Elfrida'
 gross: 1,200 ha
 net: 930 ha

'Whitechurch'
 gross: 350 ha
 net: 270 ha







Note: gross and net land areas are approximate. Developable land area will be determined through future study.

Legend

Whitebelt

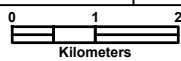
-  Whitebelt Outside 28dB NEF
-  Whitebelt Restricted to Employment Only

Other Features

-  John C. Munro International Airport
-  28dB NEF Contour
-  Airport Expansion Lands
-  Greenbelt
-  Urban Boundary
-  Urban Area

**Whitebelt Growth Options
 City of Hamilton**

Date: March 13, 2020



PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
 GIS - PLANNING & ANALYSIS

Although the information displayed in this map has been captured as accurately as possible, some errors may be present due to insufficient or outdated information. For further information, please contact GIS - Planning and Analysis Section at 905-546-2424 or by email at GIS.Planning@analysis@hamilton.ca

Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) provides direction on the considerations that a municipality must undertake prior to expanding a settlement area (urban area) boundary:

“1.1.3.8 A planning authority may identify a *settlement area* or allow the expansion of a *settlement area* boundary only at the time of a *comprehensive review* and only where it has been demonstrated that:

- a) sufficient opportunities to accommodate growth and to satisfy market demand are not available through *intensification*, *redevelopment* and *designated growth areas* to accommodate the projected needs over the identified planning horizon;
- b) the *infrastructure* and *public service facilities* which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;
- c) in *prime agricultural areas*:
 1. the lands do not comprise *specialty crop areas*;
 2. alternative locations have been evaluated, and
 - i. there are no reasonable alternatives which avoid *prime agricultural areas*; and
 - ii. there are no reasonable alternatives on lower priority agricultural lands in *prime agricultural areas*;
- d) the new or expanding *settlement area* is in compliance with the *minimum distance separation formulae*; and
- e) impacts from new or expanding *settlement areas* on agricultural operations which are adjacent or close to the *settlement area* are mitigated to the extent feasible.

In undertaking a *comprehensive review*, the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary expansion or development proposal.”

The PPS requires municipalities to assess availability of infrastructure and public service facilities including financial viability, and impacts on agricultural lands, prior to expansion of the urban boundary.

Growth Plan 2019, as amended

The Growth Plan identifies a series of comprehensive criteria that must be considered prior to expansion of the urban boundary:

“2.2.8.2 A *settlement area* boundary expansion may only occur through a *municipal comprehensive review* where it is demonstrated that:

- a) based on the minimum intensification and density targets in this Plan and a land needs assessment undertaken in accordance with policy 2.2.1.5, sufficient opportunities to accommodate forecasted growth to the horizon of this Plan are not available through *intensification* and in the *designated greenfield area*:
 - i. within the upper- or single-tier municipality, and
 - ii. within the applicable lower-tier municipality;
- b) the proposed expansion will make available sufficient lands not exceeding the horizon of this Plan, based on the analysis provided for in policy 2.2.8.2 a), while minimizing land consumption; and
- c) the timing of the proposed expansion and the phasing of development within the *designated greenfield area* will not adversely affect the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan.”

2.2.8.3. Where the need for a *settlement area* boundary expansion has been justified in accordance with policy 2.2.8.2, the feasibility of the proposed expansion will be determined and the most appropriate location for the proposed expansion will be identified based on the comprehensive application of all of the policies in this Plan, including the following:

- a) there is sufficient capacity in existing or planned *infrastructure* and *public service facilities*;
- b) the *infrastructure* and *public service facilities* needed would be financially viable over the full life cycle of these assets;
- c) the proposed expansion would be informed by applicable water and wastewater master plans or equivalent and *stormwater master plans* or equivalent, as appropriate;
- d) the proposed expansion, including the associated water, wastewater and stormwater servicing, would be planned and demonstrated to avoid, or if

avoidance is not possible, minimize and mitigate any potential negative impacts on watershed conditions and the *water resource system*, including the *quality and quantity of water*,

- e) *key hydrologic areas* and the *Natural Heritage System for the Growth Plan* should be avoided where possible;
- f) *prime agricultural areas* should be avoided where possible. To support the *Agricultural System*, alternative locations across the upper-or single-tier municipality will be evaluated, prioritized and determined based on avoiding, minimizing and mitigating the impact on the *Agricultural System* and in accordance with the following:
 - i. expansion into *specialty crop areas* is prohibited;
 - ii. reasonable alternatives that avoid *prime agricultural areas* are evaluated; and
 - iii. where *prime agricultural areas* cannot be avoided, lower priority agricultural lands are used;
- g) the *settlement area* to be expanded is in compliance with the *minimum distance separation formulae*;
- h) any adverse impacts on the *agri-food network*, including agricultural operations, from expanding *settlement areas* would be avoided, or if avoidance is not possible, minimized and mitigated as determined through an *agricultural impact assessment*;
- i) the policies of Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS are applied;
- j) the proposed expansion would meet any applicable requirements of the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plans and any applicable source protection plan; and
- k) within the Protected Countryside in the *Greenbelt Area*:
 - i. the *settlement area* to be expanded is identified in the Greenbelt Plan as a Town/Village;
 - ii. the proposed expansion would be modest in size, representing no more than a 5 per cent increase in the geographic size of the *settlement area* based on the *settlement area* boundary delineated in the applicable official plan as of July 1, 2017, up to a maximum size of 10 hectares, and residential *development* would not be permitted on

more than 50 per cent of the lands that would be added to the *settlement area*;

- iii. the proposed expansion would support the achievement of *complete communities* or the local agricultural economy;
- iv. the proposed uses cannot be reasonably accommodated within the existing *settlement area* boundary;
- v. the proposed expansion would be serviced by existing *municipal water and wastewater systems* without impacting future *intensification* opportunities in the existing *settlement area*; and
- vi. expansion into the Natural Heritage System that has been identified in the Greenbelt Plan is prohibited.”

The criteria identified in the Growth Plan requires a municipality to consider a wide range of potential impacts of urban boundary expansion including servicing, financial viability, watershed planning and protection of the natural heritage system, and impacts on the agricultural system, amongst other matters. The draft Urban Boundary Expansion - Evaluation and Phasing Criteria (Whitebelt Lands), attached as Appendix “A” to Report PED17010(j), has been designed to ensure compliance with the above noted matters. Analysis of how each component above has been addressed can be found in the Analysis and Rationale for Recommendation section of this Report. Special consideration to policy 2.2.8.3(k) regarding small expansion into the Greenbelt Protected Countryside is also included in this Report, and the draft Screening Criteria and Evaluation Tool (Waterdown and Binbrook), attached as Appendix “B” to Report PED17010(j) responds to the policy direction above.

Urban Hamilton Official Plan (UHOP)

The Urban Hamilton Official Plan contains policies regarding urban boundary expansion and, specifically, the studies and criteria that must be considered prior to the City expanding its urban boundary. Note that all policies cited below remain under appeal, and policies noted in bold or strikethrough are the subject of Ministry modifications to the UHOP.

- ~~B.2.2.22.2.1~~** The exact limits of the lands to be included as part of the *urban boundary* expansion shall be determined as part of a *municipally initiated comprehensive review* and secondary plan.
- ~~B.2.2.32.2.2~~** No *urban boundary* expansion shall occur until a *municipally initiated comprehensive review* and secondary plan have been completed.
- ~~B.2.2.42.2.3~~** Prior to the initiation of an *urban boundary* expansion, the City shall undertake a *municipally initiated comprehensive review* and secondary

plan, in accordance with the policies of the Growth Plan for the Greater Golden Horseshoe. As part of these processes, the City shall complete background studies and conduct community planning and public consultation events including the establishment of a community liaison committee. The background studies and consultation processes shall assist in identifying the layout of future land uses, determining more precise needs, land supply and infrastructure requirements, and development of community growth management policies and designations. More specifically, a *municipally initiated comprehensive review* and secondary plan shall include the following elements:

- a) a comprehensive review and land budget analysis is required to determine the need for an *urban boundary* expansion, which includes an assessment of occupied and vacant urban land, brownfield availability, greenfield densities, and *intensification* targets **to determine if sufficient opportunities to accommodate forecasted growth contained in Policy A.2.3.1 and Policy A.2.3.2 are not available [Mod 4(b)];**
- b) a *sub-watershed plan* to address storm water infrastructure and natural heritage system impacts, in accordance with Section F.3.1.6 – Watershed and Sub-watershed Plans;
- c) Environmental Impact Statement(s) pertaining to the natural heritage system, as required by applicable Official Plan and provincial policies;
- d) ~~an assessment of agricultural capability which considers directing urban growth onto those lands which are or are not on lower priority lands, which are designated Agriculture in prime agricultural areas, the lands do not comprise specialty crop areas, there are no reasonable alternatives that avoid prime agricultural areas and there are no reasonable alternatives on agricultural lands [Mod 4(c)];~~
- e) demonstrating that impacts from new or expanding *urban areas* on agricultural operations which are adjacent or close to the *urban areas* are mitigated to the extent feasible; and,
 - i) the designation of appropriate land uses and policies pertaining to the design and density of such uses;
 - ii) completion of Class Environmental Assessments for major urban servicing infrastructure deemed to be essential for commencement or completion of *development* of all or part of the lands; and,

iii) an urban *development* staging, phasing or implementation strategy in keeping with City-wide master plan priorities and secondary plan objectives.

iv) the timing of the urban boundary expansion and the phasing of development within the greenfield areas shall not adversely affect the of the residential intensification target and Greenfield density targets [Mod 4(d)].

f) completion of a financing policy for urban services and other community infrastructure; and,

g) other studies and policies which the City deems necessary for the development of the future urban growth district as a sustainable transit oriented urban community.

h) the *urban boundary expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy ~~B.2.2.4 a) B.2.2.3 a) [Mod 4 (e)]~~*

The UHOP criteria identifies the need to address similar matters as those identified in the Growth Plan, to be completed as part of a secondary plan and municipally initiated comprehensive review, including the completion of a land needs assessment, sub-watershed plan and environmental impact study, agricultural impact assessment and financing policy. These matters are addressed in the draft Urban Boundary Expansion - Evaluation and Phasing Criteria (Whitebelt Lands) attached as Appendix "A" to Report PED17010(j).

**Ministry of
Municipal Affairs and Housing**

Ontario Growth Secretariat

777 Bay Street, 23rd Floor, Suite 2304
Toronto ON M7A 2J3
Tel: 416 325-1210
Fax: 416 325-7403

**Ministère des Affaires
municipales et du Logement**

**Secrétariat des initiatives de
croissance de l'Ontario**

777, rue Bay, 23^e étage, bureau 2304
Toronto ON M7A 2J3
Tél. : 416 325-1210
Télééc. : 416 325-7403



February 23, 2021

Jason Thorne
General Manager of Planning and Economic Development
City of Hamilton

Dear Jason Thorne:

As part of Ontario's COVID-19 economic recovery efforts, this past summer changes were made to A Place to Grow: Growth Plan for the Greater Golden Horseshoe to help increase housing supply, create more jobs, attract business investments, and better align infrastructure while protecting what matters most, including the Greenbelt.

I am writing to you today in follow up to our discussions this past summer regarding the proposed and final changes to the Plan and the upcoming requirements for Municipal conformity. The date by which upper and single-tier municipalities must update their official plans to conform with the policies in A Place to Grow is July 1, 2022. This can be achieved through phasing a series of official plan amendments or a single official plan amendment.

As you know, the Plan's policies require municipalities to designate all land required to accommodate the Schedule 3 growth forecasts to the 2051 planning horizon. We encourage you to work with the Ministry of Municipal Affairs and Housing staff at the various stages as you work towards meeting conformity. As a reminder, Official Plans/Official Plan Amendments must be submitted by end of 2021 or early 2022.

Continued engagement with our Indigenous partners helped inform the changes to A Place to Grow. As part of these changes, a reminder that municipalities have a requirement to work with Indigenous communities in recognition of the unique relationship that all levels of government have with Indigenous Peoples.

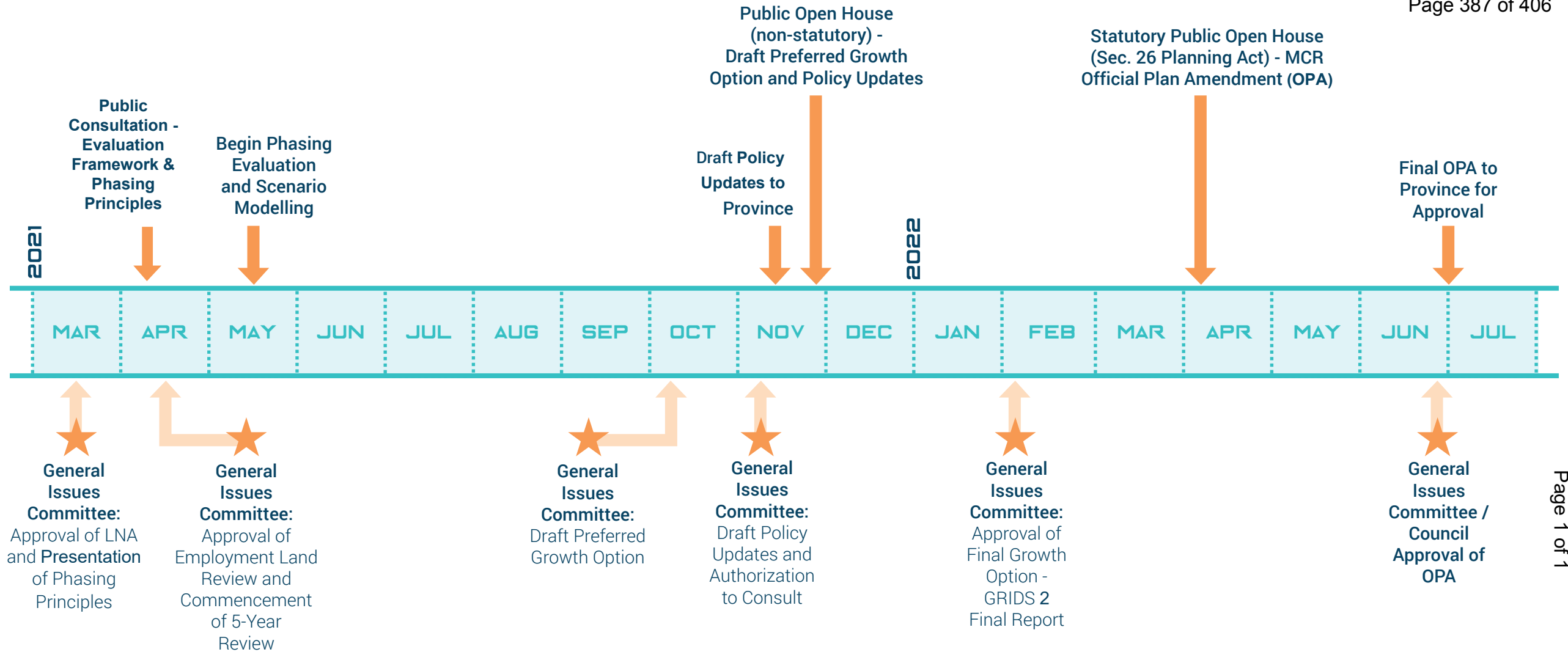
We are committed to continue working with you and our inter-ministerial partners to achieve balance that ensures local decision-making that better reflects local realities. Should you or your staff have any questions about A Place to Grow, its implementation criteria, or matters related to conformity, please feel free to contact the Ontario Growth Secretariat at growthplanning@ontario.ca.

Thank you for your ongoing commitment to your community and for your ongoing collaboration and engagement in support of effective growth management in the Greater Golden Horseshoe.

Sincerely,

A handwritten signature in black ink, appearing to read 'Cordelia Clarke Julien', with a stylized flourish at the end.

Cordelia Clarke Julien
Assistant Deputy Minister



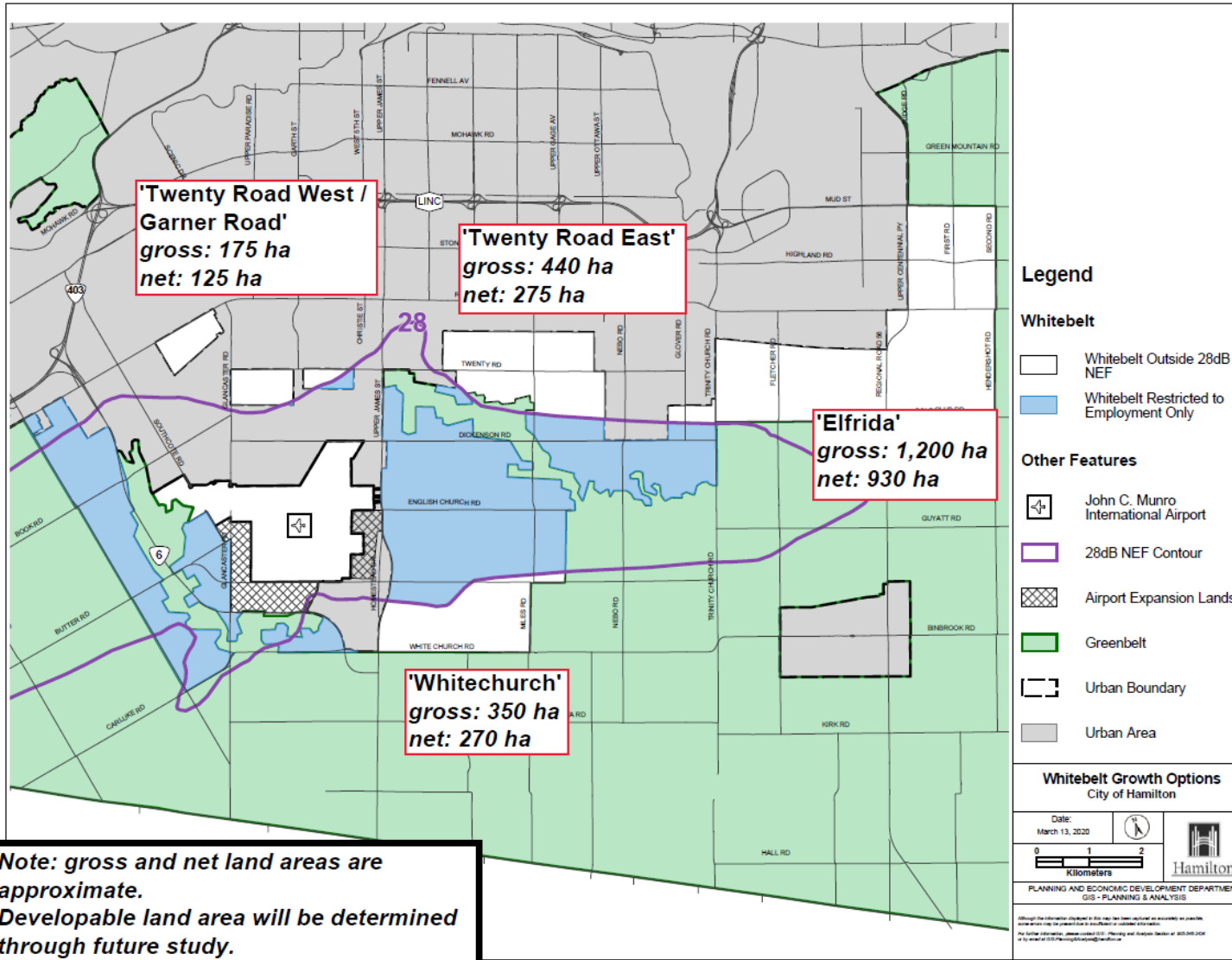


General Issues Committee
March 29, 2021
Item 8.2

Where and When will the City grow?

- The next phase of the GRIDS 2 / MCR project is the evaluation of where and when the City will grow.
- The question of where and when lands will be added to the urban boundary will be the subject of significant evaluation and analysis.

Where will the City grow?



Note: gross and net land areas are approximate. Developable land area will be determined through future study.

Appendix C - Report Cover (1/17/20)

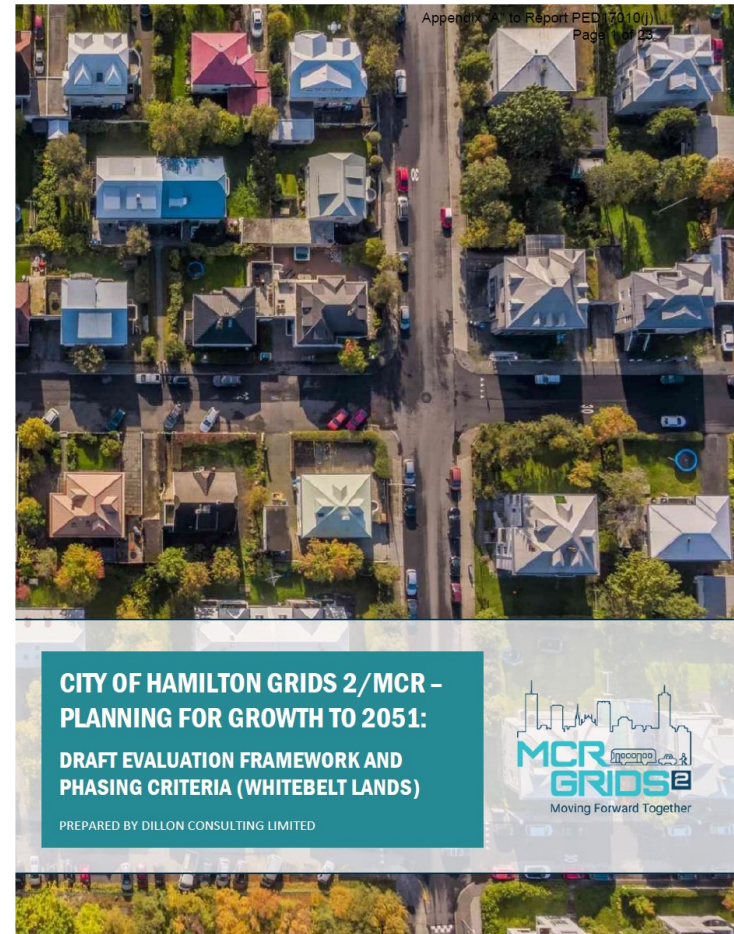
When will the City grow?

Approximate Phasing Breakdown of Land Need Under the Ambitious Density LNA Scenario

Timeframe	Land Need (ha)	Available Community Area Whitebelt Lands (ha)	Remaining Community Area Whitebelt Lands After Urban Expansion (ha)
2021 – 2031	300	1,600	1,300
2031 – 2041	600	1,300	700
2041 - 2051	440	700	260

Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands)

Dillon Consulting has prepared an evaluation tool to assist with this assessment: GRIDS 2 / MCR – Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands)



2 stage evaluation approach

Stage 1

Evaluation to determine which Candidate Expansion Areas are feasible for expansion based on provincial and local criteria.

Candidate Expansion Areas that meet the criteria will be screened through to Stage 2.

Stage 2

Phasing analysis, including more detailed technical analysis and modelling to determine which areas are most suitable for expansion and the associated timing for development.

Stage 1 – Feasibility Evaluation

Evaluation Criteria Themes



1. Climate Change



2. Municipal Finance



3. Servicing Infrastructure



4. Transportation Systems



5. Natural Heritage and Water Resources



6. Complete Communities



7. Agricultural System

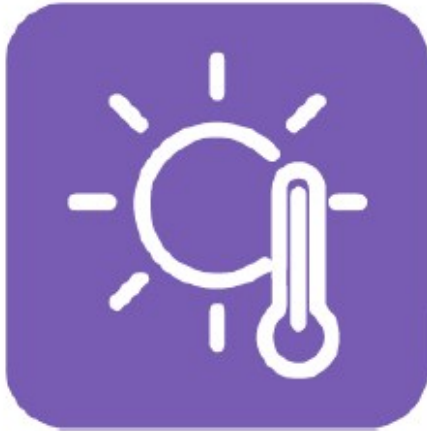


8. Natural Resources



9. Cultural Heritage

Stage 1 – Feasibility Evaluation



Climate Change

Climate change has the potential to have a range of impacts on the City including on infrastructure, the natural environment, and on existing and future residents and their communities. This demands consideration of climate change in the context of long range planning, recognizing both the risks and opportunities for climate change mitigation and climate change adaptation.

What are the key considerations?

Reduced GHGs and Sustainable Transportation

- Does the Candidate Expansion Area have the ability to promote a community form that reduces reliance on private automobiles helping to reduce transportation GHG's?

District Energy

- Does the Candidate Expansion Area provide an opportunity for district energy?

How will we measure this?

- Level of connectivity of Candidate Expansion Area to existing or planned transit and active transportation network

- Input from City staff and electrical distribution providers

Stage 1 – Feasibility Evaluation

What are the key considerations?

How will we measure this?

Infrastructure Resiliency

- Is there sufficient capacity in existing stormwater management systems to manage potential changes in weather patterns and increased climate variability?
- Does the proposed stormwater management provide resilience and consider climate change adaptability?
- Does the proposed stormwater management consider Low Impact Development Best Management Practices

- Capacity in existing stormwater management system based on population and employment forecast
- Input from City staff

Prioritizing Tree Canopy Protection/Enhancement

- Does the Candidate Expansion Area support the maintenance and enhancement of the existing tree canopy?

- Assessment of existing tree canopy and potential for maintenance and enhancement should a boundary expansion occur
- Based on input from City with reference to available mapping and data.

Avoid Natural Hazardous Lands

- Does the Candidate Expansion Area contain any natural hazards?

- Assessment of identified hazardous lands including but not limited to flood plains and other CA regulated areas
- Based on input from City and Conservation Authority staff with reference to available mapping and data

Stage 2 – Phasing Criteria

Servicing Infrastructure



Does the phasing scenario allow for efficient servicing based on existing or planned water infrastructure?

Does the phasing scenario allow for efficient servicing based on existing or planned wastewater infrastructure?

Municipal Finance



What are the cost estimates associated with the phasing scenario?

Are there any significant municipal financial risks associated with the scenario?

What is the impact on municipal debt load/capacity?

Stage 2 – Phasing Criteria

Transportation System



Does the phasing scenario prioritize development of areas that would be connected to the planned BLAST network or existing transit?

Does the phasing scenario align well with existing and planned road network and existing and planned active transportation network?

What are the impacts of the phasing scenario on the capacity of the road network?

Are there options which optimize the timing and delivery of transportation infrastructure to reduce the City's financial exposure?

Agricultural System



Does the phasing scenario prioritize development of areas that are non-prime agricultural?

Does the phasing scenario prioritize development of areas that have fewer existing agricultural operations or active livestock operations?

Does the phasing scenario minimize land fragmentation?

Stage 2 – Phasing Criteria

Climate Change



Does the phasing scenario present any significant opportunities associated with climate change?

Does the phasing scenario present any significant risks associated with climate change?

Complete Communities



Does the phasing scenario support the creation of a complete community?

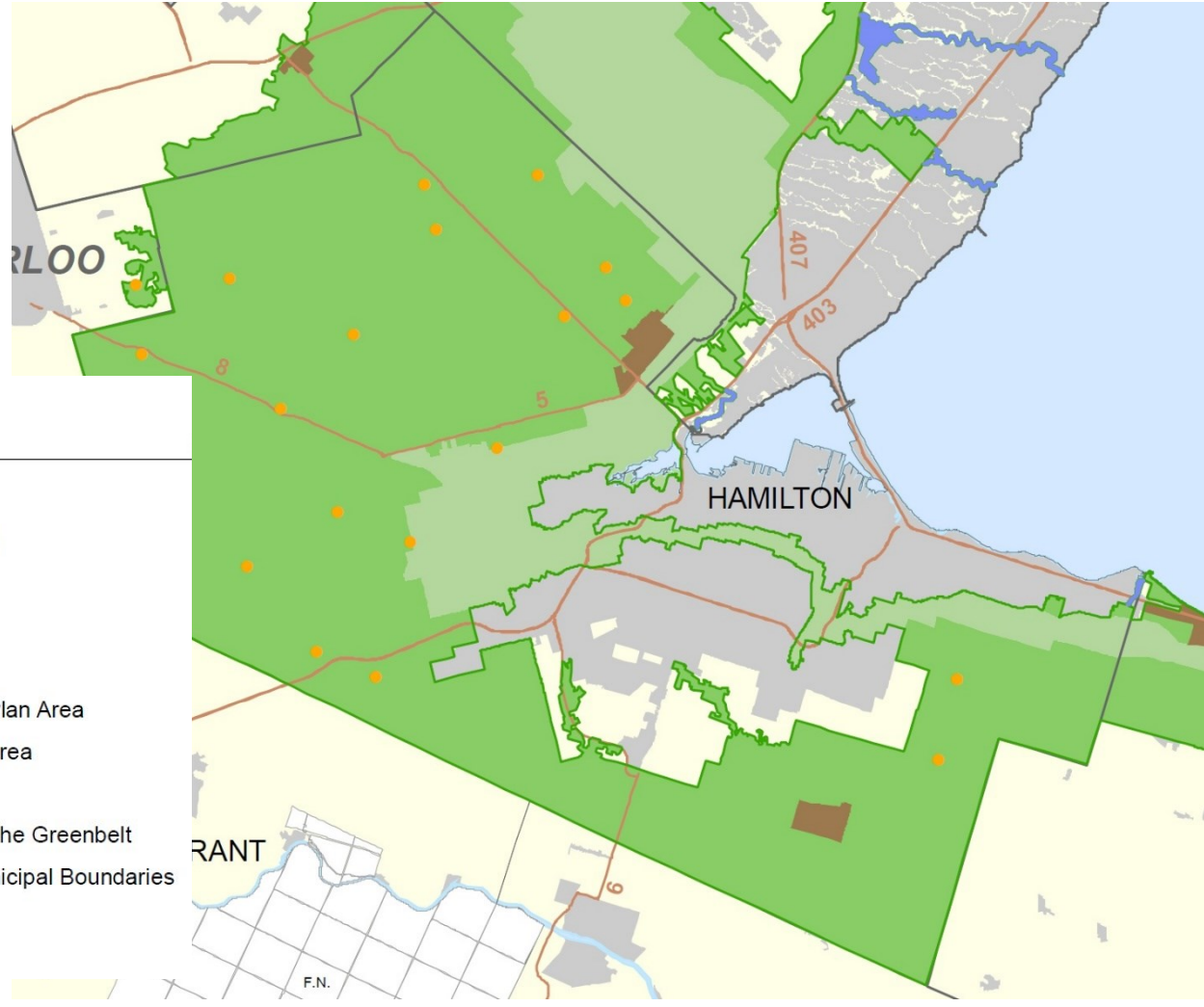
Planning for Growth to 2051: Draft Evaluation Framework and Phasing Criteria (Whitebelt Lands)

- User-friendly tool to aid in meaningful public participation in the next phase of GRIDS 2 / MCR
- Designed to graphically display complicated information in an accessible manner
- Background information and technical reports that inform the evaluation framework will also be available for public review, if interested

GRIDS 2 / MCR – Draft Screening Criteria and Evaluation Tool (Waterdown / Binbrook)

- Growth Plan allows a provision for a minor expansion (up to 10 ha) from a “Town / Village” in the Greenbelt Plan.
- Waterdown and Binbrook are classified as “Towns” in the Greenbelt Plan.
- Staff have prepared a modified framework for the evaluation of any requests for expansion from Binbrook or Waterdown; a two phase process is proposed.

Waterdown and Binbrook – Greenbelt Plan



LEGEND

- Greenbelt Area*
- Protected Countryside
- Towns / Villages
- Hamlets
- Urban River Valleys
- Niagara Escarpment Plan Area
- Oak Ridges Moraine Area
- External Connections
- Settlement Areas Outside the Greenbelt
- Upper and Single-Tier Municipal Boundaries
- Road or Highway
- F.N. First Nations

Draft Screening Criteria and Evaluation Tool (Waterdown & Binbrook) – Phase 1

- Phase 1 is the evaluation of all requests against a set of screening criteria based on Growth Plan policy 2.2.8.3(k). These criteria are mandatory and must be satisfied to move to Phase 2.
- Phase 1 criteria include:
 - Maximum size of expansion of 10 ha, with a restriction on the maximum amount of residential land area to 50%
 - Demonstrated need for the remaining 50% of the lands
 - servicing by existing water and wastewater systems
 - prohibition of expansion into the Natural Heritage System
 - Complete communities

Draft Screening Criteria and Evaluation Tool (Waterdown & Binbrook) – Phase 2

- Modified version of the whitebelt lands evaluation framework and phasing criteria
- Each candidate expansion area will be evaluated against the Phase 2 criteria. Following the evaluation, the areas will be ranked, and the area that best satisfies the criteria will be identified as the preferred expansion option.

Draft Screening Criteria and Evaluation Tool (Waterdown & Binbrook) – Phase 2

Complete Communities



Efficient Servicing




Finance




Natural Heritage and Water Resources



Climate Change



Transportation



Agriculture



Next Steps

- Public and stakeholder consultation – April 2021
- Report back to Council with any changes recommended by consultation and seek adoption of the framework
- Evaluation and modelling of growth options – spring to fall 2021