



**DILLON**  
CONSULTING

CITY OF HAMILTON

# Greenbelt Boundary Review Report

November, 2015

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# Executive Summary

## *Background*

On February 27<sup>th</sup> the Province released its discussion document for the 2015 coordinated review of the Greenbelt Plan, Oak Ridges Moraine Conservation Plan, Niagara Escarpment Plan and the Growth Plan for the Greater Golden Horseshoe (Growth Plan).

The City of Hamilton has and will continue to be providing input to the Province on this coordinated plan review. The City engaged Dillon Consulting Limited (Dillon) to: facilitate four community open houses on the topic; develop a consultation report; and complete a high-level report which considers the issues from a land use planning and public perspective. The report is intended to provide background and context for engagement with the Province on the Greenbelt Plan boundary review. The results of this report may inform a City report to Council and ultimately the City submission to the Province on recommended changes to the Greenbelt boundary.

There are three primary objectives of this report:

1. Provide a high-level analysis of the issues associated with the current Greenbelt configuration in relation to the noise and other constraints in the remaining "Whitebelt" lands;
2. Identify isolated lands or other poorly functioning areas of the Greenbelt; and
3. Explore options for Greenbelt boundary refinement considering both the perspectives of stakeholders and the results of a land use planning analysis.

## *Growth Projections and Land Need*

The Greenbelt has a significant effect on opportunities to grow in Hamilton. The Greenbelt covers 91% of rural Hamilton leaving only 6,178 ha of land potentially available for future greenfield urban development. The amount of future growth is defined by the Growth Plan (2013) and indicates that Hamilton will grow to 778,000 residents and 350,000 jobs to 2041. Some growth will occur within the urban area and the remaining growth will be captured through greenfield development which will take place within the "Whitebelt". Whitebelt is an informal term used to describe those lands available for urban expansion – i.e., lands both outside of the current urban boundary and the existing Greenbelt.

The Greenbelt transects the Whitebelt land available for development in Hamilton. Within the Whitebelt there are also significant growth constraints including: the existing Airport lands; Airport expansion lands, and Greenbelt and City of Hamilton natural heritage features. In addition to such constraints, areas within the Whitebelt have already been identified to accommodate growth to 2031 (AEGD and EUB). Figure E1 summarizes these constraints and opportunities.

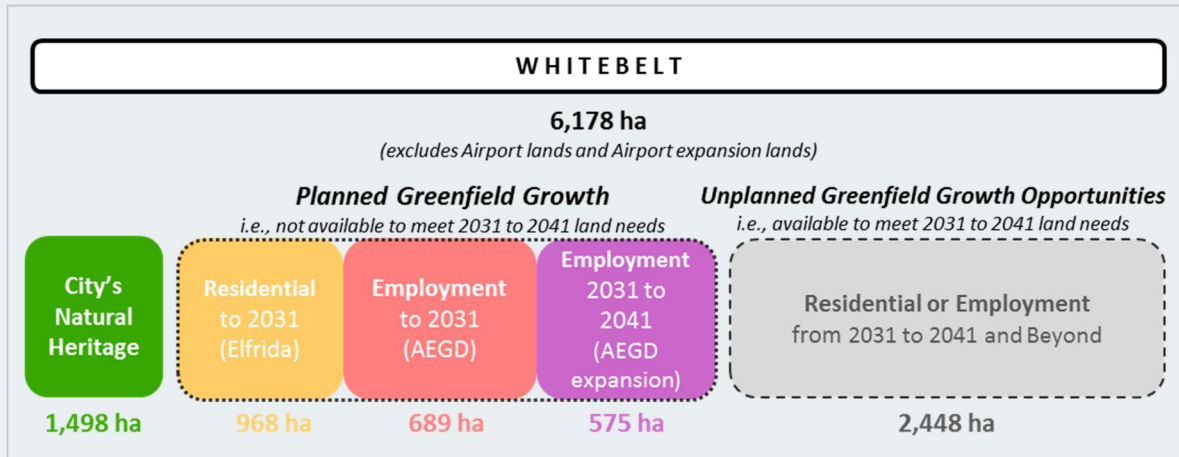


FIGURE E1 – OVERVIEW OF PLANNED GREENFIELD GROWTH AND GREENFIELD GROWTH OPPORTUNITIES IN THE WHITEBELT

At first glance, this seems like a substantial amount of land available in the Whitebelt to accommodate future greenfield growth. However, 63% of the 2,448 gross ha are constrained by noise from the airport (Noise Exposure Forecast 28), meaning that these lands are only suitable for employment uses thereby restricting the land available for future greenfield residential use.

#### *Influence of Provincial Plans in Hamilton*

It is recognized that additional work is needed to test the assumptions in this report and consider land needs, deficits, residential intensification, supply and constraints in much greater detail. However, based on the assumptions in this report, the City is faced with the following:

- The City is committed to upholding the vision and function of the Greenbelt and after ten years of working with the Plan is aware of local opportunities for refinement;
- There is more than enough Whitebelt land available to accommodate projected greenfield employment needs from 2031 to 2041 and beyond;
- Assuming a maximum greenfield growth scenario (i.e., targeting only 40% intensification), there is not enough suitable land in the Whitebelt to accommodate projected Greenfield residential growth from 2031 to 2041;
- Based on a conservative land need estimate, the deficit ranges from approximately 200 to 700 gross ha of residential land supply;
- As a result, based on these assumptions, there is currently limited flexibility in planning for growth including planning to a comprehensive urban structure;
- Without this flexibility, it is difficult for the City to uphold the vision and function of the Greenbelt Plan as well as plan to the policies of the Growth Plan and the PPS;
- This challenge could be mitigated by increased focus on residential intensification and/or achieving greater residential capacity in Elfrida than is required to 2031 thus leaving land available to serve future years.

- To make the most informed decision around the future of the City, a more comprehensive analysis is needed;
- However, without flexibility in the land supply the scope of a municipal comprehensive review would be limited.

### *Planning to Uphold the Greenbelt*

The City explored areas where Greenbelt boundary refinement opportunities may be situated within the municipality should a future comprehensive review confirm that additional lands are needed outside of the Whitebelt to accommodate growth to 2041. There were key planning considerations that resulted in lands excluded from consideration for addition to or removal from the Greenbelt. Lands excluded from consideration for addition to the Greenbelt include:

- Lands as designated for use by the airport;
- Lands with existing Master Plans (AEGD); and
- Lands surrounded by existing urban areas.

Lands excluded from removal from the Greenbelt include:

- Lands within the Niagara Escarpment area;
- Lands distant from existing Urban Areas or the Whitebelt;
- Lands separated from existing Urban Areas by natural heritage features and noise contours; and
- Isolated Urban Areas surrounded by Greenbelt Protected Countryside.

In planning to uphold the Greenbelt, suitable areas of land that could be added to or removed from the Greenbelt were established. If lands are considered for removal from the Greenbelt in order to refine and add land to the Whitebelt, a similar area of land would also need to move from the current Whitebelt into the Greenbelt.

### *Area Analysis*

An area analysis was completed for the remaining lands, to further explore where some of areas for Greenbelt boundary refinement opportunities may be situated should a future comprehensive review confirm that additional lands are needed outside of the Whitebelt to accommodate growth to 2041. The areas being considered for addition or removal were presented to the public and assessed from a land use planning perspective using evaluation criteria that were based heavily on the vision and function of the Greenbelt, Provincial criteria to expand the Greenbelt, and local context. After revising the areas based on feedback heard, it still remains that there are no clear "best" options for Greenbelt boundary refinement.

The land use planning analysis, in many cases, reveals that there are distinct opportunities and tradeoffs for each area. The public perspective around each area's suitability for addition/removal is equally dichotomous. This is not surprising when one considered the cross-section of perspectives within the public including the perspectives of: individual landowners,

environmental interests, agricultural interests, former municipalities, City-wide, Provincial perspective, etc.

### *Greenbelt Boundary Refinement Review Options*

To help the City explore the implications of the above options, five options were presented for consideration. The options are presented in Table E1. The advantages and disadvantages of each are described in the report for each component area and for the each option.

TABLE E1: GREENBELT BOUNDARY REVIEW OPTIONS

Option	Description
1 No Change to Boundaries	The City can choose to not make any changes to the Greenbelt boundary.
2 Minor Area Changes	The City can choose to recommend minor area (~200 ha) addition and removal refinements to the Greenbelt boundary.
3 Major Area Changes	The City can choose to recommend major area (~700 ha) addition and removal refinements to the Greenbelt boundary.
4 Defer Decision	The City can choose to recommend that the province defer any decisions around finalizing the Coordinated Provincial Plan Review (applicable to the City) until the City has completed the MCR.
5 Grow the Greenbelt	The City can choose to grow the Greenbelt by adding lands to the Greenbelt.

## 1.0

# Introduction

As an introduction to the Greenbelt Boundary Review Report, this section provides the report background and outlines the structure of the report.

## 1.1

## Report Background

On February 27<sup>th</sup> the Province released its discussion document for the 2015 coordinated review of the Greenbelt Plan, Oak Ridges Moraine Conservation Plan, Niagara Escarpment Plan and the Growth Plan for the Greater Golden Horseshoe (Growth Plan). The City of Hamilton has and will continue to be providing input to the Province on this coordinated plan review. The City has provided comment to the Province on the first phase of the review which focused on policy. The second phase of the City's input on the provincial review is in regards to the Greenbelt boundary.

The City engaged Dillon Consulting Limited (Dillon) to: facilitate four community open houses on the topic; develop a consultation report; and complete a high-level report which considers the issues from a land use planning and public perspective. The report is intended to provide background and context for engagement with the Province on the Greenbelt Plan boundary review. The results of this report may inform a City report to Council and ultimately the City submission to the Province on recommended changes to the Greenbelt boundary. As such, this work does not have any relationship to the on-going Elfrida Urban Boundary Expansion OMB hearing and it is not to be considered as a component of a municipal comprehensive review. The work is strictly intended to inform the City's input to the coordinated Provincial Plan Review.

There are three primary objectives of this report:

1. Provide a high-level analysis of the issues associated with the current Greenbelt configuration in relation to the noise and other constraints in the remaining "Whitebelt" lands;
2. Identify isolated lands or other poorly functioning areas of the Greenbelt; and
3. Explore options for Greenbelt boundary refinement considering both the perspectives of stakeholders and the results of a land use planning analysis.

To expand on objective one, "Whitebelt" is an informal term used to describe those lands that are potentially available for urban expansion – i.e., lands both outside of the current urban boundary and the existing Greenbelt. Hamilton is in a unique situation where a large portion of the Whitebelt lands are constrained by noise from the regional airport.

Objectives two and three are related in that they both rest on the City's commitment to uphold the vision and function of the Greenbelt Plan while meeting local needs and objectives related to growth. The intent of this report is not to undermine the extent, function or value of the Greenbelt. Rather it is to consider if there are ways to modify and optimize the Greenbelt to

better meet both Provincial and local objectives and to provide the residential and employment lands needed to achieve the 2041 growth targets identified by the Province in the Growth Plan.

This topic is very important to the people of Hamilton. There were over 400 participants across the four open houses and nearly 500 comments received. In attempting to bring together the perspective of the public and the land use planning needs and objectives of the City within this report, it becomes clear that at present there is no single "best" answer to the question of if and where Greenbelt boundary refinement should take place. While the report does explore options for refinement, ultimately, additional work is needed to test the assumptions and data used in this report including land needs, supply, and constraints in much greater detail as would be appropriate in a municipal comprehensive review

This report is strictly for discussion to feed into the Provincial Plan Review process. While this report considers future growth opportunities, it is not motivated by or intended to inform the Elfrida Urban Boundary Expansion hearing currently at the Ontario Municipal Board. Similarly, the report discusses high-level opportunities for expanding the urban boundary. However, it is not intended to be – nor does not qualify as – a part of a Municipal Comprehensive Review (MCR) process.<sup>1,2</sup> An MCR process will take place separately and will reflect a more rigorous analysis of urban boundary expansion options including refined population projections, land needs assumptions, and evaluation of expansion opportunities as well as engagement with stakeholders.

## 1.2 Report Structure

This report is carefully structured into six main sections as follows

- Section 2.0 - Influence of Provincial Plans in Hamilton. Discussion of impact of Greenbelt Plan and the Grown Plan on the City.
- Section 3.0 - Planning to Uphold the Greenbelt. Exploration of planning issues to consider when discussing opportunities as part of the Greenbelt boundary review.
- Section 4.0 – Area Analysis. Analysis of areas that could be added to or removed from the Greenbelt (includes land use planning and public perspective)
- Section 5.0 – Options for Greenbelt Refinement. Possible options for Greenbelt Boundary Refinement.
- Section 6.0 – Conclusions.

<sup>1</sup> Municipal Comprehensive Review is defined as "a plan, undertaken by the City, which comprehensively applies the policies and schedules of the Growth Plan for the Greater Golden Horseshoe, the Provincial Policy Statement and the Official Plan. It can be undertaken on specific land use components, such as residential, employment, or undertaken as one comprehensive plan." (UHOP Appendix G p. 12)

<sup>2</sup> Definition is currently under appeal at the Ontario Municipal Board.

## 2.0

## Influence of Provincial Plans in Hamilton

Like all municipalities within the Greater Golden Horseshoe, the City of Hamilton plans its future growth to meet the objectives of both the Greenbelt Plan (2005) and the Places to Grow: Growth Plan for the Greater Golden Horseshoe (2013). These plans work together to manage and direct growth (Growth Plan), and to protect lands (Greenbelt Plan). In effect, the Greenbelt Plan defines the Whitebelt, which are those lands remaining to be considered for future growth. Thus, while separate plans, the influence of both of these plans on the City of Hamilton must be considered in tandem.

### *Greenbelt in Hamilton*

The Greenbelt boundary has a profound effect on the lands in Hamilton, especially on how the urban boundary can grow. Of the lands available for growth – i.e., those lands subject to the Rural Hamilton Official Plan - more than 90%<sup>3</sup> of the lands are governed by Greenbelt features / designations (e.g., Protected Countryside, Tender Fruit and Grape, Natural Heritage System). Figure 1 shows the Greenbelt features, the areas within the current urban boundary and the Whitebelt – i.e., lands that are potentially available for urban expansion if the need and justification is demonstrated through a Municipal Comprehensive Review process.<sup>4</sup>

The Greenbelt plays an important role in protecting the significant agricultural resources and economy of the area, as well as the robust natural heritage systems that are highly valued by both the rural and urban populations.

### *Whitebelt in Hamilton*

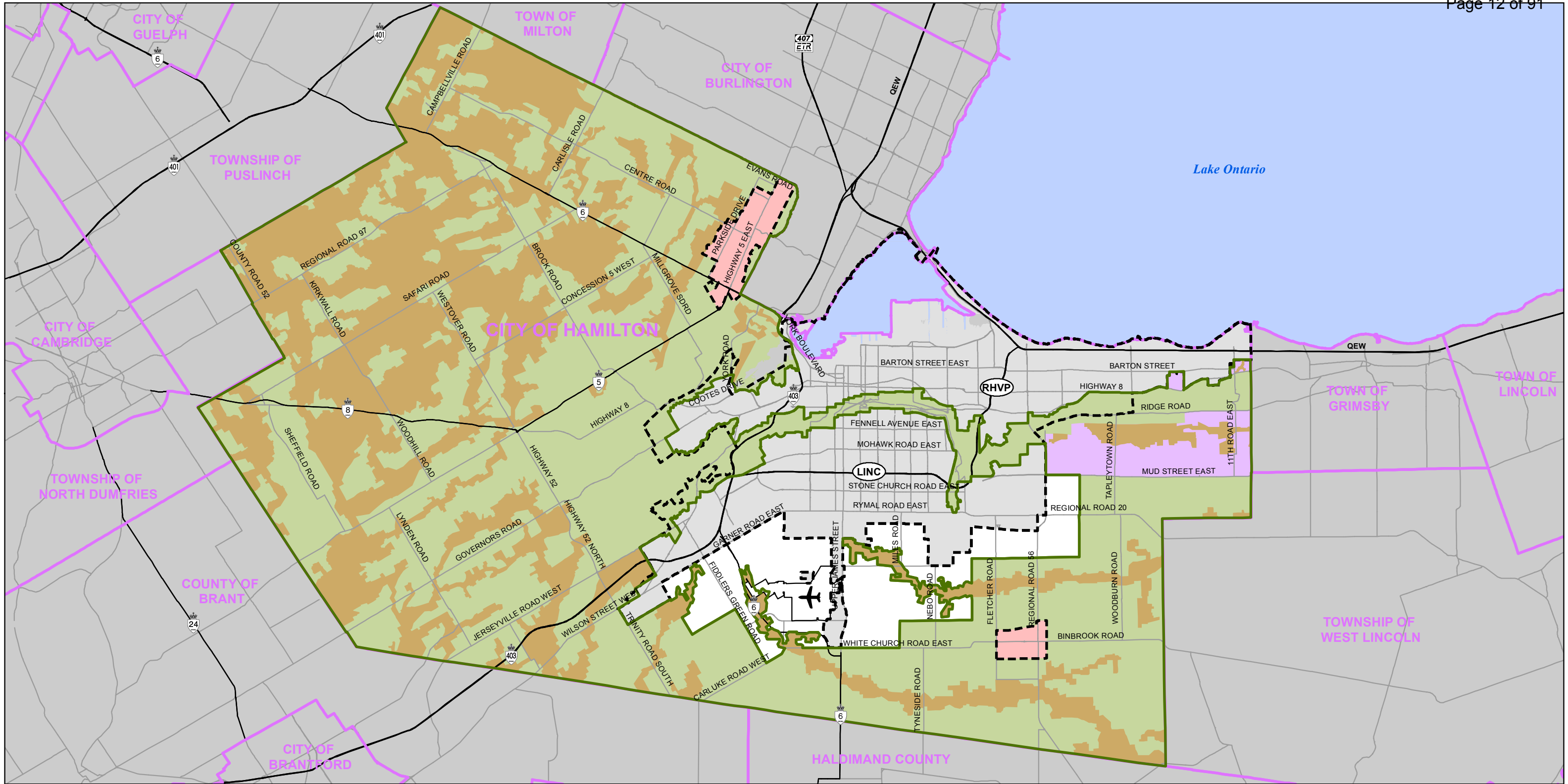
At first glance, it would appear that Hamilton was afforded a generous area of Whitebelt to accommodate future employment and residential growth with ease and flexibility. However, a closer examination reveals that much of this Whitebelt land is constrained by a range of issues including noise from the John C. Munro Hamilton International Airport (the Airport), protected natural heritage features, isolated land blocks and access constraints, as illustrated in Figure 2.

To understand the implications of these constraints, the sections that follow explore the influence of the Growth Plan and the Greenbelt Plan together. At a high-level, the growth projections from 2031 to 2041 from the Growth Plan are examined, followed by a review of the quantum of growth opportunities (planned and potential) within the Whitebelt.

<sup>3</sup> Calculated using GIS data provided by City of Hamilton.

<sup>4</sup> This report is not intended to be – nor does it qualify as – a part of a Municipal Comprehensive Review process.





**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Greenbelt and Whitebelt Lands**  
Figure 1

Arterial Roads	Urban Area*	John C. Munro Hamilton International Airport	<b>Greenbelt Plan Features</b>	Tender Fruit and Grape
Highway	Whitebelt	Waterbody	Natural Heritage System	Towns and Villages
Urban Boundary*	Municipal Boundary		Protected Countryside	



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON &  
THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Does not show recently approved Airport Employment  
Growth District Secondary Plan urban boundary expansion

0 1 2 4 km

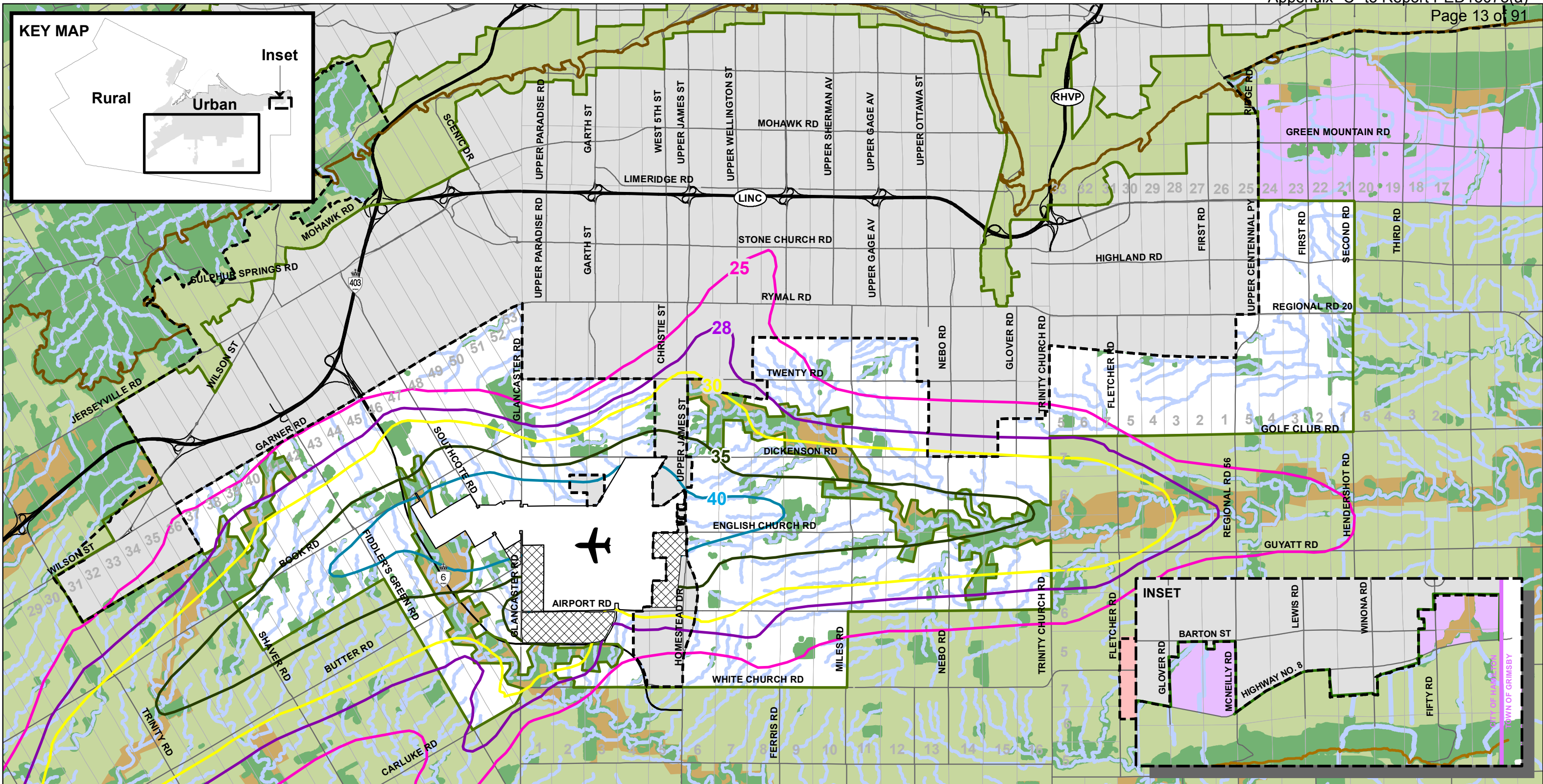
SCALE 1:185,000



FILE LOCATION: I:\GIS\115318 - Hamilton AEGD\Greenbelt  
Transition Discussion Paper\Mapping\Project Location.MXD

PROJECT: 151970 STATUS: FINAL DATE: 10/19/2015





**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Environmental Constraints**  
Figure 2

<b>Greenbelt Plan Features</b>	Towns and Villages	<b>Noise Exposure Forecast Contours</b>	2010 NEF Contour 35dB	Urban Boundary*
Natural Heritage System	<b>City of Hamilton Natural Heritage</b>	2010 NEF Contour 25dB	2010 NEF Contour 40dB	Urban Area*
Protected Countryside	Core Areas	2010 NEF Contour 28dB	<b>Other Features</b>	John C. Munro Hamilton International Airport
Tender Fruit and Grape	Key Hydrologic Feature Streams with 30 m Buffer	2010 NEF Contour 30dB	Niagara Escarpment	Airport Expansion Lands

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MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON & THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Does not show recently approved Airport Employment Growth District Secondary Plan urban boundary expansion

0 0.375 0.75 1.5 km

SCALE 1:65,000

FILE LOCATION: I:\GIS\115318 - Hamilton AEGD\Greenbelt Transition Discussion Paper\Mapping\Potential Lands to be Removed and Added to the Greenbelt Plan.MXD

PROJECT: 151970 STATUS: FINAL DATE: 10/19/2015

## 2.1

## Growth Projections & Land Need in the City of Hamilton

The City is expected to grow significantly in the next thirty years and may need new development areas in the Whitebelt for urban expansion. The Province has provided strong guidance on where and how municipalities will grow through the Growth Plan (2013). This Plan provides a schedule of population and employment forecasts to be used in planning and managing growth in the Greater Golden Horseshoe (GGH). The supporting Technical Report completed by Hemson for the Province concluded that there were no land supply constraints that would prevent any municipality from meeting Growth Plan targets.<sup>5</sup> However, the high-level analysis to follow reveals that this may not appear to be the case in the City of Hamilton if simplified assumptions about land need are made.

The Province has directed municipalities to plan for an adequate supply of land to accommodate the forecasts to 2041. The original 2006 Growth Plan contained forecasts to 2031, which the City has been working to accommodate through its Official Plans. Part of this planning was supported by the Growth Related Integrated Development (GRID) process, which was adopted by the City to guide growth to 2031. A proportion of growth to 2031 planned for through GRIDS was to be directed to the existing urban area in addition to the proposed urban boundary expansions to accommodate growth. The 2013 Growth Plan includes updated 2031 projections and the addition of the 2041 planning horizon. The discussion in this report is based on the difference between the 2031 projections released in 2006, and the 2041 projections released in 2013 because much of the planning to 2031 is complete. As seen in Table 1, the projections for the City of Hamilton increased by 18% for population and 17% for employment. The City now has to plan for an additional 120,000 residents and 50,000 jobs.

TABLE 1: POPULATION AND EMPLOYMENT PROJECTIONS FROM THE GROWTH PLAN

Projections	2031 (2006 Growth Plan Schedule 3 Forecast)	2041 (2013 Growth Plan Schedule 3 Forecast)	2031 to 2041 Difference	Percent Change
Population	660,000	780,000	120,000	+18%
Employment	300,000	350,000	50,000	+17%

Exactly how much Whitebelt lands may be needed to accommodate this projected growth? To increase certainty, a formal employment/housing demand analysis is required to have greater confidence in the assumptions. For the purposes of this report, a high-level analysis was completed to act as a starting point from which to launch discussion. The high-level analysis assumes that 40% of residential growth will be accommodated through intensification in the existing urban area (the minimum required by the Growth Plan) and only the remaining

<sup>5</sup> Source: Hemson Consulting Limited, "Greater Golden Horseshoe Growth Forecasts to 2041: Technical Report", November 2012, p. 25

projected growth would need to be accommodated in the Whitebelt. This is considered a "maximum greenfield growth" scenario and is an underlying assumption throughout this report.

Three scenarios (i.e., three sets of assumptions) were used to provide an estimate of the amount of land needed to accommodate the portion of population and employment that would be accommodated in greenfield areas (i.e., 72,000 people and 20,000 jobs)<sup>6</sup> from 2031 to 2041 under a maximum greenfield growth assumption. (The assumptions and methodologies used in this analysis are presented in Appendix A.) The scenarios used indicate the range of land needed for new urban expansion growth from 2031 to 2041 would be about 1,830 to 2,458 gross ha. This number reflects a 628 ha difference between these methods. For the purpose of this high-level report, the most conservative estimate is assumed moving forward (1,830 total gross ha). The breakdown of this estimate is 1,109 gross ha of land for residential growth<sup>7</sup> and 721 gross ha of land for employment growth through greenfield development from 2031 to 2041.

Where could this projected greenfield development be accommodated? Does the City have enough suitable land? Growth constraints and opportunities within the Whitebelt are examined to help answer these questions.

## 2.2 Growth Constraints and Opportunities in the Whitebelt

At first glance, there is a large amount of land in the Whitebelt (over 6,100 gross ha as identified in Table 2) available for development should the City decide to move forward with a maximum greenfield growth scenario. However, there are both growth constraints (Figure 2) and growth opportunities that impact how much Whitebelt land is actually available to meet projected greenfield development needs from 2031 to 2041. Growth constraints are features that preclude development. In addition, large areas of the Whitebelt have already been identified and planned for the growth projected to 2031 and beyond.

The growth constraints are simplified in Figure 3 and include:

- Existing Airport lands;
- Airport expansion lands;
- Noise contours resulting from the Airport – specifically NEF 28 which is not suitable for residential development per policy C.4.4.8 in the Urban Hamilton Official Plan<sup>8</sup>; and

<sup>6</sup> Per the Growth Plan, 40% of residential unit growth will be captured through intensification. Assumes half of the 50,000 new jobs will be accommodated through employment lands, 80% of which would be greenfield development.

<sup>7</sup> Value includes need for population-related commercial, institutional, open space, and other land uses.

<sup>8</sup> All new development of residential and other sensitive land uses shall be prohibited between from 28 NEF and greater. Note that policy is currently under appeal.

- City of Hamilton Natural Heritage features (Core Areas and streams with a 30 m buffer).<sup>9</sup>

Not only do these environmental constraints make the lands they directly impact non-developable, they also impact lands that are contiguous to them by creating isolated or fragmented parcels. Additionally, the Greenbelt itself transects portions of the Whitebelt in three notable areas: including south of Garner Road and west of Fiddler's Green Road; along Highway 6 just south-west of the Airport; and within NEF 28 constrained lands east of the Airport.

Removing the City's non-developable natural heritage features, there are 4,680 gross ha of Whitebelt land available for growth opportunities. A quantitative overview of the Whitebelt lands, environmental constraints, and planned growth areas are found in Table 2.

<sup>9</sup> The City of Hamilton identified Natural Heritage features remove 24% of available Whitebelt land (1,498 ha).

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TABLE 2: LAND AREAS IN THE WHITEBELT

Geography	Land Area		Figure Reference	
	(ha)	(%)	Fig. #	Feature Colour
Whitebelt Lands <sup>1</sup>	6,178	100%	1	White
<b>Environmental Constraints in the Whitebelt</b>				
City of Hamilton Natural Heritage (Core Areas and Key Hydrologic Feature Streams with 30 m Buffer)	1,498	24%	3	Dark Green
<b>Growth Opportunities in the Whitebelt<sup>2,3,4</sup></b>				
Residential to 2031 (Elfrida Urban Boundary Expansion – under review at OMB)	968 gross ha	16%	3	Orange
Employment to 2031 (AEGD – approved by OMB)	689 gross ha	11%	3	Pink
Employment from 2031 to 2041 (AEGD expansion area addressed by Master Plans)	575 gross ha	9%	3	Dark Purple
Employment Beyond 2041 <sup>5</sup> (Remaining Whitebelt Lands NEF 28 Constrained)	1,552 gross ha	25%	3	Blue
Residential or Employment from 2031 to 2041 (Remaining Whitebelt Lands)	896 gross ha	15%	3	Yellow
<sup>1</sup> Whitebelt lands total does not include existing Airport lands or Airport Expansion lands. <sup>2</sup> Land areas are gross – i.e., they exclude natural heritage features which are non-developable. <sup>3</sup> The total land area of planned and unplanned growth opportunities in the Whitebelt equals 4,680 gross ha (Orange + Pink + Dark Purple + Blue + Yellow). <sup>4</sup> The total land area of unplanned growth opportunities in the Whitebelt equals 2,448 gross ha (Blue + Yellow). <sup>5</sup> It is noted that these lands could potentially be used to accommodate employment land needs from 2031 to 2041.				

Some growth opportunities are already planned up to 2031 and work has been completed to set the ground work for employment lands from 2031 to 2041 (shown as Pink, Orange, and Dark Purple in Figure 3).

### 2.2.1 Land Supply to 2031 – Employment & Residential

Two areas have been identified to accommodate growth forecasts to 2031:

- Airport Employment Growth District (AEGD); and
- Elfrida Urban Boundary Expansion (EUB).

### AEGD

The 689 gross ha AEGD employment lands were approved by the Ontario Municipal Board (OMB) in February 2015 (Pink in Figure 3).

### EUB

The 968 gross ha of EUB residential lands are currently before the OMB (Orange in Figure 3). The results of the hearing will define the exact area needed to accommodate residential needs to 2031. While it is expected that much of the Elfrida area will be needed to meet the 2031 projections, there is a possibility that not all of the lands will be needed to meet land need to 2031. The above mentioned growth areas will be needed even when it is assumed that 40% of residential development occurring annually will be within the current built up area.

## 2.2.2 Land Supply from 2031 to 2041 – Employment

A further 575 gross ha of AEGD lands are planned for employment uses to 2041 (Dark Purple in Figure 3). Infrastructure Master Plans have been completed and approved by the Ministry of the Environment and Climate Change for these employment lands. These planned areas leave over 2,448 gross ha of Whitebelt lands that are unplanned and thus potentially available to accommodate growth from 2031 to 2041 (Blue and Yellow in Figure 3).<sup>10</sup>

However, of these 2,448 gross ha, only 896 gross ha – or 37% – are available for residential development from 2031 to 2041 due to noise constraints. The remaining 63% of lands – 1,552 gross ha – (i.e. Blue in Figure 3) that are currently unplanned are suitable only for employment uses due to noise constraints. These lands are technically available for employment growth for two time horizons - from 2031 to 2041 and beyond 2041.

This result means that a total of 2,127 gross ha of land<sup>11</sup> (Dark Purple and Blue in Figure 3) are available to accommodate a conservative need of 721 gross ha of employment land from 2031 to 2041. That is nearly 3 times as much employment lands as is required based on a high-level land needs analysis.

## 2.2.3 Land Supply from 2031 to 2041 – Residential

The 896 gross ha of land (Yellow in Figure 3) is technically available for employment or residential uses. Even without these lands, there are more than sufficient employment lands available. Thus, for the sake of discussion these lands could be assumed to be used for residential uses.

Even if all 896 gross ha were appropriate for residential uses, this area does not meet the estimated need of 1,109 gross ha, using the conservative estimate of land need and the

<sup>10</sup> 1,552 gross ha Employment Beyond 2041 + 896 gross ha Residential or Employment to 2041.

<sup>11</sup> 575 gross ha Employment to 2041 (AEGD) + 1,552 Employment Beyond 2041.

maximum greenfield growth assumption. Therefore, under these assumptions, there would be a shortage of land in the Whitebelt for greenfield residential growth from 2031 to 2041 to accommodate the full range of housing needs.<sup>12</sup>

### *Considering Land Supply Suitability*

If one takes a closer look at the distribution of the 896 gross ha (Yellow in Figure 3), it is evident that not all of the lands are necessarily suitable for residential development and may not meet provincial and City objectives for complete, mixed use communities established in a node and corridor context. As established in Policy E.2.0 Urban Structure of the UHOP, an urban structure focus enables for a foundation of consistent decision making including for infrastructure investments and providing a general, high-level land use vision for the City. It is in this context that should guide considerations around land suitability. A node and corridor structure provides a focus for re-urbanization, focal points for activity, connects communities, enables sustainable transportation, and evolves with higher residential densities and mixed use developments (per Policy E.2.1). It is this consideration for the larger urban fabric that helps the City meet its larger quality of life objectives.

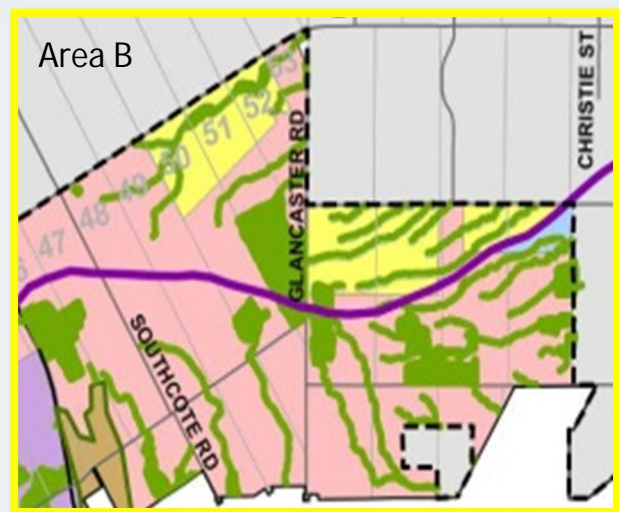
#### *Area A*

With this in mind, there are three particular areas of note that may not be suitable for residential development. Area A, southeast of the airport (along White Church Road and Airport Road), is isolated from the urban area and remain fragmented by the noise constraints from the Airport. Currently, the corridor identified along Upper James St goes south to Airport Road. These lands are likely only suitable for employment uses, meaning that there is potentially approximately 250 gross ha less of land suitable for residential uses.



#### *Area B*

Area B includes the three areas within the AEGD Study Area currently subject to the Rural Hamilton Official Plan (shown as yellow blocks). These lands (124 gross ha in total) will have employment uses on



<sup>12</sup> 1,109 gross ha estimate of residential need identified minus 896 gross ha suitable residential lands available equals deficit of 213 gross ha

several sides and are not guaranteed to be used for residential purposes. These lands were planned for employment uses and were initially part of the AEGD employment area. As such, these lands are not currently established as part of the urban structure for residential uses; however, they were evaluated through the *GRIDS MCR*. With the exception of a potential rapid transit line along Garner Road (per UHOP Appendix B), these lands are not a part of an identified Corridor and Node system (per UHOP Schedule E – Urban Structure). The recent AEGD hearing outcome specifically identified these lands to be considered for inclusion in the urban boundary as part of the upcoming MCR.<sup>13</sup>

#### Area C

Area C (Book Road Area), 125 gross ha of land south of Garner Road and west of Fiddler's Green Road, will be similarly surrounded by future employment uses (to the west and east). The area is also fragmented by existing Greenbelt Natural Heritage System features and City Core Areas. With the exception of a potential rapid transit line along Garner Road (per UHOP Appendix B), these lands are not a part of an identified Corridor and Node system (per UHOP Schedule E – Urban Structure). Thus, these lands may not meet provincial and City objectives for higher density, mixed use communities in a node and corridor framework. Table 3 describes the potential deficits in land available for residential greenfield development depending on the suitability of the above described areas.

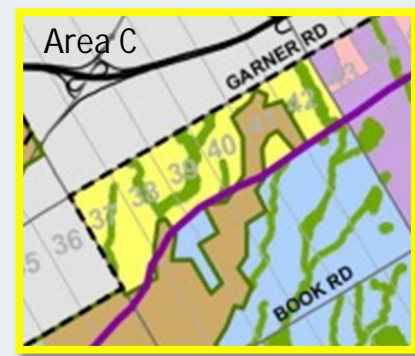


TABLE 3: POTENTIAL LAND DEFICIT FOR RESIDENTIAL USE FROM 2031 TO 2041

Area Suitable for Residential Development	Land Area Available (gross ha)	Deficit (1,109 minus Land Area Available)
All Yellow in Figure 3 Suitable	896	213
If Area A Not Suitable	(896 – 250 = 646)	463
If Area B Not Suitable	(896 – 124 = 772)	337
If Area C Not Suitable	(896 – 125 = 771)	338
If Areas A + B Not Suitable	(896 - 250 – 124 = 522)	587
If Areas A + B + C Not Suitable	(896 - 250 - 124 – 125 = 397)	712

This analysis indicates a shortage of approximately 200 to 700 gross ha of land for residential development depending on the suitability of the lands available for residential growth from

<sup>13</sup> As per Paragraphs 37 to 41 of the OMB Phase 3 decision issued for PL101300, PL090114, PL110331 on April 10, 2015.



2031 to 2041 (Yellow in Figure 3). The assumptions around this land range are:

- All of the Elfrida Urban Boundary Expansion area lands will be used to accommodate growth to 2031;
- The land need scenario is based on a high-level land needs analysis that assumes a maximum greenfield development scenario and therefore that the minimum required level of intensification occurs within the urban boundary;
- The land need assumptions for Scenario 3 (Appendix A);
- The variability of the land suitability of Areas A, B, and C (described above).

While these numbers are important to consider as part of this review, they do not define the scope of this high-level discussion. While the land deficit can be used as anchor for discussion about the Greenbelt if and when desired, the planning issues and context drive this report.

### 2.3 Factors that would Reduce the Need for Greenfield Growth

As mentioned, the maximum greenfield growth scenario – i.e., 60% of Growth Plan projections will be accommodated through greenfield development – is an underlying assumption in this report. There are two factors that could reduce the need for greenfield residential growth.

First, the capacity of the Elfrida Urban Boundary expansion area may be greater than needed to accommodate growth to 2031. This would leave remaining lands available to accommodate growth from 2031 to 2041; thus reducing the need for greenfield growth lands.

Second, accommodating 40% of the Growth Plan projections through intensification is a minimum requirement of the Province. An increased focus on planning and achieving higher density across Hamilton, centred around the identified nodes and corridors urban structure, would absorb more growth through intensification. This would also reduce the need for greenfield growth to 2041.

### 2.4 Implication of Land Need and Supply on Changes to the Greenbelt

Land need and supply is an important consideration when planning for the future of municipalities. The potential land shortage faced by the City of Hamilton concurrent with the opportunity to provide comment to the Province on the Greenbelt are key drivers of the discussion within this report. As explored in the previous sections, there is currently not a clear answer to the question of how much land is needed and available for growth - specifically for residential growth.

There are three implications that underlie this discussion. First, this potential land deficit range (200 to 700 gross ha) is based on a simplified analysis and other basic assumptions. Additional work is needed to test the assumptions including exploring land need, land supply, constraints, and opportunities for residential intensification in much greater detail. It is typically at the stage of a Municipal Comprehensive Review that a detailed analysis would take

place. Through this process the best residential and employment lands for expansion would be identified based on refined land need and feasibility.

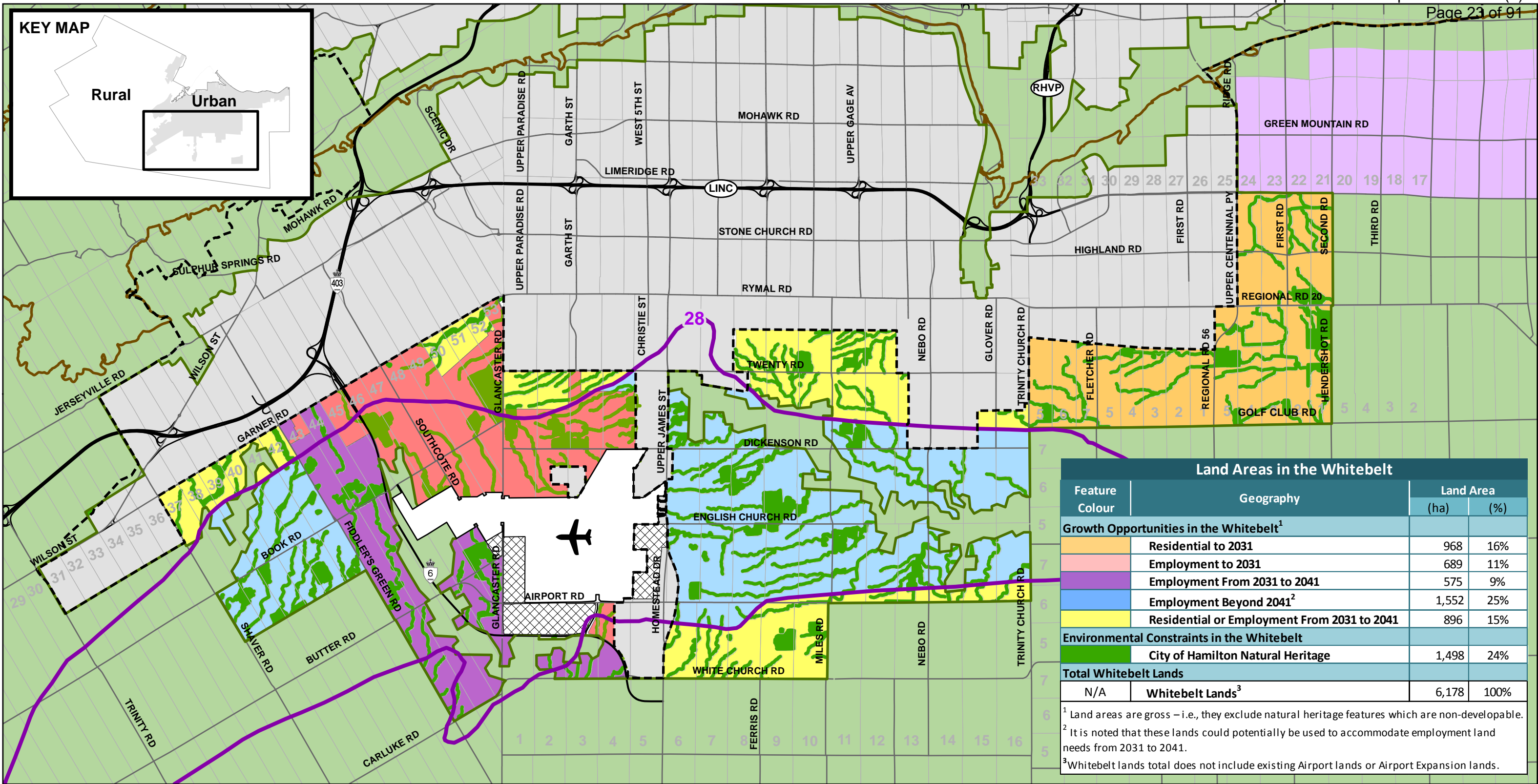
Second, the assumed land need and supply indicates that there is currently limited flexibility in planning for growth. As explored in Section 2.2, not all Whitebelt lands are necessarily the best lands for residential uses from a comprehensive planning perspective as established by the node and corridor urban structure (UHOP Policy E.2.0).

Without flexibility, it is difficult for the City to plan to the policies of the Province including the Growth Plan and the PPS. The PPS states that communities shall direct new housing growth to areas where appropriate servicing and infrastructure exist or will be available (Policy 1.4.3.c)). Further detailed in the Growth Plan, the City needs to plan Designated Greenfield Areas (Growth Plan Policy 2.2.7.1) that are "planned, designated, zoned, and designed in a manner that contributes to creating complete communities". These Greenfield Areas also need to allow for street configurations and densities that support sustainable transportation, and create high quality public open spaces with site design and urban design standards. When planning for community infrastructure, the availability and location of existing/planned community infrastructure must be considered to ensure that growth is efficient and effective (Growth Plan Policy 3.2.6.4). Without an adequate range of options, the City would simply be growing – not necessarily growing efficiently and effectively.

Third, land need and supply is just one of the variables that needs to be considered when making informed planning decisions and undertaking long range planning. Other key considerations include the local and global economy, servicing costs and constraints, environmental opportunities, policy changes, demographic trends, housing trends and related market demands – to name a few. To make the most informed decision around the future of the City, a more comprehensive analysis is needed.

As such, at this stage of the discussion, the land need does not define the scope of the Greenbelt boundary review. Focusing on a range of numbers implies a level of detail and certainty that does not align with the level of detail currently available and considered as part of this discussion. It would also undermine the potential for an appropriate municipal comprehensive review.

Throughout this report, where appropriate, the range of 200 to 700 gross ha is used only as a general guideline around potential land need. The purpose of the analysis in Section 3.0 is to explore the following question: *"If a future comprehensive review confirms that additional lands are needed outside of the Whitebelt to accommodate 2041 growth, where might these lands be situated"?*



Land Areas in the Whitebelt			
Feature Colour	Geography	Land Area	
		(ha)	(%)
<b>Growth Opportunities in the Whitebelt<sup>1</sup></b>			
[Orange]	Residential to 2031	968	16%
[Light Orange]	Employment to 2031	689	11%
[Purple]	Employment From 2031 to 2041	575	9%
[Blue]	Employment Beyond 2041 <sup>2</sup>	1,552	25%
[Yellow]	Residential or Employment From 2031 to 2041	896	15%
<b>Environmental Constraints in the Whitebelt</b>			
[Green]	City of Hamilton Natural Heritage	1,498	24%
<b>Total Whitebelt Lands</b>			
N/A	<b>Whitebelt Lands<sup>3</sup></b>	6,178	100%

<sup>1</sup> Land areas are gross – i.e., they exclude natural heritage features which are non-developable.  
<sup>2</sup> It is noted that these lands could potentially be used to accommodate employment land needs from 2031 to 2041.  
<sup>3</sup> Whitebelt lands total does not include existing Airport lands or Airport Expansion lands.

**CITY OF HAMILTON**  
 Greenbelt Boundary Discussion Paper

**Residential and Employment Growth Opportunities in the Whitebelt**  
 Figure 3

<b>Growth Constraints</b>	<b>Growth Opportunities</b>	<b>Other Features</b>
[Green] City of Hamilton Natural Heritage (Core Areas & Streams)	[Light Orange] Employment to 2031 (AEGD - Approved by OMB)	[Blue] Employment Beyond 2041 (Whitebelt lands within NEF 28 Contour) <sup>2</sup>
[Airplane] John C. Munro Hamilton International Airport	[Orange] Residential to 2031 (Elfrida Urban Boundary Expansion - under review at OMB)	[Yellow] Residential or Employment From 2031 to 2041 (Whitebelt lands outside NEF 28 contour)
[Cross-hatch] Airport Expansion Lands	[Purple] Employment From 2031 to 2041 (AEGD Expansion/Master Plan Area)	[Brown] Niagara Escarpment
		[Pink] Greenbelt Protected Countryside
		[Purple] Greenbelt Tender Fruit and Grape
		[Red] Greenbelt Towns and Villages
		[Black line] 2010 NEF Contour 28dB
		[Grey outline] Urban Boundary*
		[White fill] Urban Area*

## 3.0 Planning to Uphold the Greenbelt

The purpose of the analysis in this section is to explore the following question: *"If a future comprehensive review confirms that additional lands are needed outside of the Whitebelt to accommodate 2041 growth, where might these lands be situated?"*

To maintain the integrity of the Greenbelt Plan, ensure a logical boundary of the Greenbelt, and to address the potential shortage of residential lands for growth to 2041, the City applied a planning lens to the review of the boundary. A Greenbelt-oriented planning lens was created to develop a draft set of evaluation criteria for whether certain lands could be considered for addition to / removal from the Greenbelt.

### 3.1 Lands Excluded from the Greenbelt Boundary Review

#### 3.1.1 Excluded from Consideration for Addition to the Greenbelt

Within the City there are two geographies of land that could be considered for addition to the Greenbelt: lands within the Urban Area or Whitebelt lands (see Figure 1). By virtue of their inclusion within the Urban Boundary, lands in the Urban Area are not necessarily the most suitable for addition to the Greenbelt. There are two primary reasons for this. First, the lands in the Urban Area have already been designated for urban uses and subject to urban policies in the Urban Hamilton Official Plan. Second, one of the primary visions of the Greenbelt is oriented around rural areas including protecting the agricultural land base. While there would not necessarily be agricultural uses within the Urban Area, there are natural heritage and water resource systems – some such areas are urban river valleys. Urban river valleys could qualify for consideration and are considered an important part of the Greenbelt. See Section 4.2.3, for further discussion on the option to add urban river valleys to the Greenbelt.

If no other lands within the Urban Area are considered suitable for addition to the Greenbelt that leaves the Whitebelt – those lands currently neither in the Greenbelt nor in the Urban Area. At first glance, there are a lot of lands that could be considered for addition to the Greenbelt. However, the following planning considerations, summarized in Figure 4, rules out much of these lands and therefore they were not considered for addition to the Greenbelt.

- Designated Airport Lands. Within the Whitebelt there are lands that have been identified within the UHOP for existing and future airport uses (black hatch in Figure 4).
- Identified for Future Residential Use. As mentioned previously, the Elfrida Urban Boundary Expansion area has been identified in the UHOP for residential uses to accommodate growth to 2031. (It is noted that this is currently under appeal at the OMB.)



- Areas with Existing Master Plans. The Airport Employment Growth District expansion lands are subject to existing master plans and therefore are not prime candidate lands for addition to the Greenbelt.
- Surrounded by Existing Urban Areas. There are some areas of land that are surrounded by existing urban areas (green hatch in Figure 4). Due to the potential for agricultural uses and urban uses to conflict with each other, at this point in the discussion, these lands are not considered for potential addition to the Greenbelt. Further, due to their proximity to the existing urban area, these areas are prime candidates for potential future urban areas.
- Lastly, there is a large area of land adjacent to the urban area (yellow hatching in Figure 4) that is east of the airport. This area contains a major arterial road, has no major natural heritage systems, and should be developed and planned for comprehensively.

### 3.1.2 Excluded from Consideration for Removal from the Greenbelt

Since the City of Hamilton is committed to upholding the vision and function of the Greenbelt, there are some areas of land that are not considered appropriate for removal from the Greenbelt. The underlying reasons for not considering certain areas of land for potential removal are twofold:

1. Some lands, if removed, would undermine the vision and function of the Greenbelt.
2. Some lands, if removed, would not help meet the local needs and vision of the City and partner agencies in planning for environmental stewardship, resource protection (including agricultural lands), future growth and complete communities.

With these underlying objectives in mind, there were four key planning considerations used when ruling out lands that could be considered for removal from the Greenbelt (see Figure 5). The first and primary consideration for whether lands are appropriate for removal from the Greenbelt is proximity to Urban Areas or Whitebelt lands. The intention is not to create small, urban pockets of land within the Greenbelt. Those Greenbelt lands that are distant from existing Urban Areas or the Whitebelt were not considered for removal from the Greenbelt (green hatch in Figure 5).

Second, the intention is to not expand on existing urban pockets of land – namely, Waterdown and Binbrook. These communities are subject to the Urban Hamilton Official Plan but sit separate to the rest of the City's Urban Area within the Greenbelt. The portions of Greenbelt Protected Countryside surrounding these communities were not considered for removal from the Greenbelt (black hatch in Figure 5).

Third, the intention is to not undermine the Niagara Escarpment, existing natural heritage systems, or create servicing challenges for the City. There are several natural heritage systems that run through and/or border both the Whitebelt and the Urban Area. These are crucial elements of the Greenbelt and are not considered appropriate for removal from the Greenbelt at this time – however, minor refinements may be appropriate. Further, within some of this

system sits the escarpment. The escarpment creates a natural barrier which increases the costs and challenges to servicing. These areas are important to the Greenbelt, and would not suit the second underlying need of the City (yellow hatch in Figure 5).

Fourth, there is an area of land that borders the Whitebelt to the south (pink hatch in Figure 5) so it meets the first planning consideration. However, much of these lands are separated from the existing Urban Areas by Greenbelt Natural Heritage System features (for example, Twenty Mile Creek). Thus, if these were to be removed from the Greenbelt for future urban uses, they would not be contiguous with the existing urban area. Additionally, some of these lands would still be affected by noise contours.



**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Lands Excluded from Addition to the Greenbelt**  
Figure 4

- |                 |  |                                |
|-----------------|--|--------------------------------|
| Arterial Roads  | Urban Area*                                  | <b>Greenbelt Plan Features</b> |
| Highway         | Whitebelt                                    | Natural Heritage System        |
| Urban Boundary* | John C. Munro Hamilton International Airport | Protected Countryside          |



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON &  
THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Shows recently approved Airport Employment  
Growth District Secondary Plan urban boundary expansion

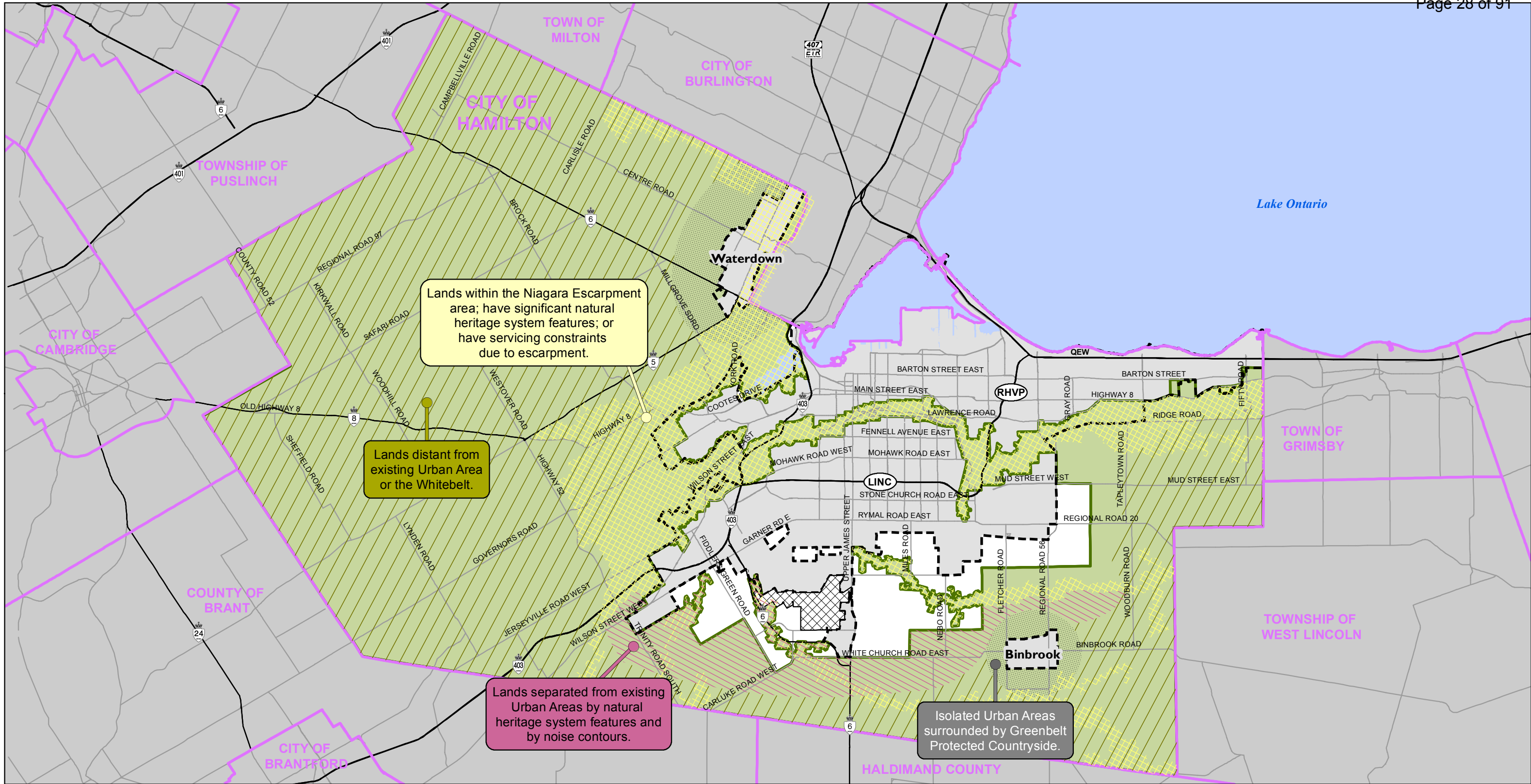
0 0.5 1 2 km SCALE 1:60,000



FILE LOCATION: I:\GIS\151970-Greenbelt Boundary Review  
1\01615 Report Figures\Mapping\Figure 4

PROJECT: 151970 STATUS: FINAL DATE: 05/11/2015





Lands within the Niagara Escarpment area; have significant natural heritage system features; or have servicing constraints due to escarpment.

Lands distant from existing Urban Area or the Whitebelt.

Lands separated from existing Urban Areas by natural heritage system features and by noise contours.

Isolated Urban Areas surrounded by Greenbelt Protected Countryside.

**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Lands Excluded from Removal from the Greenbelt**  
Figure 5

- Arterial Roads
- Highway
- Urban Boundary\*
- Urban Area\*
- Whitebelt
- John C. Munro Hamilton International Airport

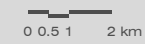
**Greenbelt Plan Features**

- Protected Countryside



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON & THE MINISTRY OF NATURAL RESOURCES AND FORESTRY  
MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Shows recently approved Airport Employment Growth District Secondary Plan urban boundary expansion



SCALE 1:60,000



FILE LOCATION: I:\GIS\151970-Greenbelt Boundary Review\101615 Report Figures\Mapping\Figure 4  
PROJECT: 151970 STATUS: FINAL DATE: 10/19/2015



## 3.2 Areas for Consideration

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The considerations described in the prior section focused on upholding the vision and function of the Greenbelt, and resulted in areas of land that were presented to the public to facilitate discussion.

### 3.2.1 Considered for Potential Addition to the Greenbelt

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After the considerations in Section 3.1.1, there were two areas of land that remained for potential addition to the Greenbelt. These areas are Area A1 – Book Road and Area A2 – Nebo Road. (The configuration of these areas, as presented to the public, can be found in Appendix C of the Consultation Report.) These areas are shown as they were presented to the public.) These areas contain, or are in close proximity to, existing Greenbelt Protected Countryside and/or Greenbelt Natural Heritage Systems. For these reasons, they were put forward to the public at the open houses for discussion for potential addition to the Greenbelt.

Because of their noted importance in the context of natural heritage systems and water resources, one urban river valley (Red Hill Valley) was specifically presented to the public as another potential addition to the Greenbelt. Part of the intent was to gauge the public's response in general to adding urban river valleys to the Greenbelt. For this reason, Red Hill Valley was not assigned an area number, but was treated as a separate consideration when presented to the public. See Section 4.2.3, for further discussion on the option to add urban river valleys to the Greenbelt.

### 3.2.2 Considered for Potential Removal from the Greenbelt

---

After the considerations in Section 3.1.2, there remained a few areas that were not constrained and therefore could be appropriate for potential removal from the Greenbelt. Those areas are Area R1 – Lower Stoney Creek, Area R2 – Upper Stoney Creek, Area R3 – Stoneybrook, and Area R4 – North Twenty Mile Creek. (The configuration of these areas, as presented to the public, can be found in Appendix C of the Consultation Report.)

## 3.3 Evaluation Criteria to Assess Areas for Consideration

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To be able to explore the potential for adding or removing areas, criteria were developed to help assess the advantages and disadvantages of different areas. The City developed draft evaluation criteria based on provincial and local considerations to present to the public.

The Province (Ministry of Municipal Affairs and Housing (MMAH)) has provided some guidance on items to be considered when expanding the Greenbelt. However, in order to explore local issues and values, it is also important to highlight the criteria of critical importance to the City. The City has done some thinking on this in the past during the Growth Related Integrated Development (GRIDS) Process and more recently, has engaged the public on their thoughts with respect to the Greenbelt Plan policy and the other Provincial plans that are under review.

The following sections explore Provincial and local considerations used to create evaluation criteria.

### 3.3.1 MMAH Criteria for Greenbelt Expansion

The MMAH criteria are designed to ensure that the goals of the 2005 Greenbelt Plan are being met (see Appendix B).<sup>14</sup> In 2008, MMAH provided guidance to municipalities who wished to propose expansions to the Greenbelt through a council resolution. The full listing of the six criteria is contained in Appendix C. In short they are:

1. Municipal Request – requirement for a Council resolution from an upper or single tier government.
2. Additions to the Greenbelt – The request identifies a proposed expansion area that is adjacent to the Greenbelt or demonstrates a clear functional relationship to the Greenbelt area and how the Greenbelt policies will apply.
3. Embraces the Greenbelt Purpose – The request demonstrates how the proposed expansion area meets the intent of the vision and one or more of the goals of the Greenbelt Plan.<sup>15</sup>
4. Connections to Greenbelt Systems – One or more of the Greenbelt systems (Natural Heritage System, Agricultural System and Water Resource System) is identified and included in the proposed expansion area and their functional relationship to the existing Greenbelt system is demonstrated.
5. Complements the Growth Plan for the Greater Golden Horseshoe - The proposed area for expansion cannot impede the implementation of the Growth Plan. The municipality must demonstrate how the expansion area supports the goals, objectives and targets of both the Greenbelt Plan and the Growth Plan.

Expansions to the Greenbelt will be considered for areas that are outside of existing urban settlement areas. An exception may be considered for major natural heritage systems that are located within existing urban settlement areas. The natural heritage system must be designated within the municipal official plan.

6. Timing and Relationship to Other Provincial Initiatives - The request has to demonstrate that the proposed expansion area will not undermine provincial

<sup>14</sup> Some key Greenbelt Plan goals in the context of Hamilton include agricultural protection (e.g. specialty crops, prime agricultural areas, etc.), environmental protection (e.g., natural heritage, hydrologic and landform features, etc.), settlement areas (e.g. sustaining the character of the countryside and rural communities, etc.), and infrastructure and natural resources (e.g. support for infrastructure while minimizing impact on natural resources). Appendix B contains the full listing.

<sup>15</sup> See Appendix B for Greenbelt Plan Vision and Goals.

interests, or the planning or implementation of complementary provincial initiatives (e.g., Source Protection Plans under the Clean Water Act, 2006, Metrolinx's Regional Transportation Plan, proposed Lake Simcoe Protection Strategy, etc.).

The identified criteria by MMAH acts as a foundation for the proposed enhanced evaluation criteria that considers the local context.

### 3.3.2 Hamilton-Specific Evaluation Criteria

---

To ensure the local context and key issues important to Hamilton are being considered, City planning staff drafted Hamilton-specific evaluation criteria to be used in assessing opportunities to modify the Greenbelt (Appendix D). These criteria were informed by the nine "directions" (Appendix D) identified through the GRIDS process in 2006. The objective of the GRIDS process was to identify a broad land use structure, associated infrastructure, economic development strategy and financial implications for the growth options to serve Hamilton for the next 30 years (i.e., 2003 to 2031). (The GRIDS process identified the need of the AEGD and EUB expansions.)

### 3.3.3 Enhanced Evaluation Criteria to Consider in Assessing Opportunities

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The provincial criteria for expanding the Greenbelt, and the ultimate goals of the Greenbelt Plan, form the foundation of the draft evaluation criteria. By combining the MMAH and Hamilton-specific criteria, a set of enhanced criteria to consider in assessing opportunities to refine the Greenbelt were developed. The criteria were developed from the perspective of considerations for addition and considerations for removal.

These criteria were iteratively presented to the public – first through a key stakeholder focus group, and then through the four open houses.<sup>16</sup> The final evaluation criteria are presented in Table 4. For more information on the results of the consultation around the evaluation criteria, see Section 4.0 of the Consultation Report.

---

<sup>16</sup> Most of the comments from the public around the evaluation criteria fed into key messaging which is included in the Consultation Report. A summary of the evaluation criteria-specific comments and responses are provided in Appendix E.

TABLE 4: ENHANCED EVALUATION CRITERIA (MMAH AND CITY OF HAMILTON) AS PRESENTED TO THE PUBLIC

REVISED Group	REVISED ADDITION ASSESSMENT CRITERIA To be a good addition to the Greenbelt, the area should....	REVISED REMOVAL ASSESSMENT CRITERIA To be suitable for removal from the Greenbelt, the area should....
Protection of Agriculture	Contain Agricultural lands	Not contain Agricultural lands
	Contain Specialty Crop lands	Not contain Specialty Crop lands
	Be adjacent to established farms to protect the land in the long-term for agricultural use.	Be surrounded by land uses that prohibit typical agricultural practices
Rural Character & Economy	Contain agricultural-related uses (e.g. farm markets, farm implement dealers, etc.) or on-farm diversified uses (e.g. farmers markets)	Not be supportive of rural character nor allow for rural amenities and assets
	Support rural character, and leverage rural amenities	
Environmental Protection	Contain portions of the City's Natural Heritage System, which could include portions of the existing ravine system) and protect core features and functions by connecting linkages	Not contain portions of the City's Natural Heritage System (local features)
	Be an extension of the Greenbelt Natural Heritage System	Not contain portions Greenbelt Plan's Natural Heritage System
	Be an extension of the Greenbelt Protected Countryside	
Cultural Heritage	Provide opportunity for protection to known municipally identified trails, parks, conservation areas, or other cultural heritage (landscapes or buildings).	Not undermine known, municipally identified trails, parks, conservation areas, or other cultural heritage (buildings and landscapes).
Settlement Areas/Existing Urban Area(s)	Contain land that is constrained by the NEF 28 contour because it precludes residential and any other sensitive land use within the NEF contour	Contain land that is not constrained by the NEF 28 contour as those have greater flexibility for a range of land uses including residential and institutional uses
	Not contain land that is highly suitable for employment or residential uses (i.e., surrounded by existing or future employment / residential uses)	Contain land that is clearly highly suitable for employment uses
		Be contiguous with existing urban land that would create a complete community or complete an existing community

REVISED Group	REVISED ADDITION ASSESSMENT CRITERIA To be a good addition to the Greenbelt, the area should....	REVISED REMOVAL ASSESSMENT CRITERIA To be suitable for removal from the Greenbelt, the area should....
	Contain lands that are suitable for a limited amount of land uses (e.g., only employment)	Have a configuration suitable for urban uses
Infrastructure and Natural Resources	Not contain existing or planned water/wastewater servicing and not provide opportunities for efficient servicing expansion.	Be serviced or in an area where water/wastewater servicing is already planned or provide opportunities for efficient servicing expansion.
	Not contain existing or planned connections to higher-order road networks (e.g., arterial roads)	Contain existing or planned connections to higher-order transportation networks (e.g., arterial roads).
	Not be in proximity to identified inter-regional transit corridors, mobility hubs, or other sustainable transportation networks.	Be in proximity to identified inter-regional transit corridors, mobility hubs, or other sustainable transportation networks.
	Contain aggregate mineral aggregate resources	

In utilizing these criteria for assessment, map sources were identified for each criteria group. This included maps from Official Plans and applicable Master Plans. To supplement this information, basic desktop research was completed (specifically related to rural assets) using Google Earth. This was done to ensure that the most recent, publically available sources were utilized.

## 4.0

## Area Analysis

This section provides a brief introduction of the areas analyzed, including results of the public consultation that informed this report. This is followed by a comprehensive analysis of the areas considered as part of Greenbelt boundary refinement.

It is important at this point to reiterate the intent of this analysis. The purpose of the analysis is to explore the following question: *"If a future comprehensive review confirms that additional lands are needed outside of the Whitebelt to accommodate 2041 growth, where might these lands be situated?"*

## 4.1

### Revising the Areas Considered based on Feedback

An important stage in the discussion around possible Greenbelt boundary refinement was to consult with the public. (The approach and results of these sessions are detailed in the Consultation Report under separate cover.) There was a high level of interest and a lot of different perspectives that came out through the consultation. Several comments directly inform the area analysis.

To facilitate discussion at the open houses around the advantages and disadvantages of the areas, the evaluation criteria (Table 4) were applied to the preliminary areas of land that could be added to or removed from the Greenbelt (Appendix C of the Consultation Report). The results of the evaluation for each Area were presented to the public. (These results can be found in Appendix C of the Consultation Report.) Members of the public were invited to point out omissions / gaps in the information.

There were three key pieces of information that came out of the public consultation that resulted in revisions to the lands to be considered for addition or removal from the Greenbelt. These are described below.

#### *Waterdown*

Some comments referred to opportunities to remove lands from the Greenbelt in the Waterdown area. More specifically, the area south of the recently approved and planned Waterdown East West Road Corridor was identified for potential removal. This area is located north of Parkside Dr. and east of Centre Dr. While this consideration does contradict the intention to not expand on existing urban pockets of land, this is a unique situation. The planned east-west corridor will bisect a small portion of Greenbelt Protected Countryside, creating a small isolated parcel of land. With a planned road, the area essentially will become an isolated pocket of rural land surrounded by urban uses on all sides. It is for these reasons that the City has added this small area south of the proposed by-pass for consideration for potential removal from the Greenbelt in this report. This area is numbered Area R5.

### *Urban River Valleys*

The Red Hill Urban River Valley was presented to the public as a separate opportunity to add to the Greenbelt. The public was asked to comment on adding this specific area, or if other urban river valleys should be considered for addition. As described in the Consultation Report (Section 5.1.3), the response to adding the Red Hill Urban River Valleys (and even other valleys or natural features in the urban area) was quite positive. For this reason, the urban river valleys are considered as a whole to add to the Greenbelt – not just the Red Hill Urban River Valley. The Red Hill Urban River Valley is specifically identified to represent urban river valleys as a whole and is numbered Area A3.

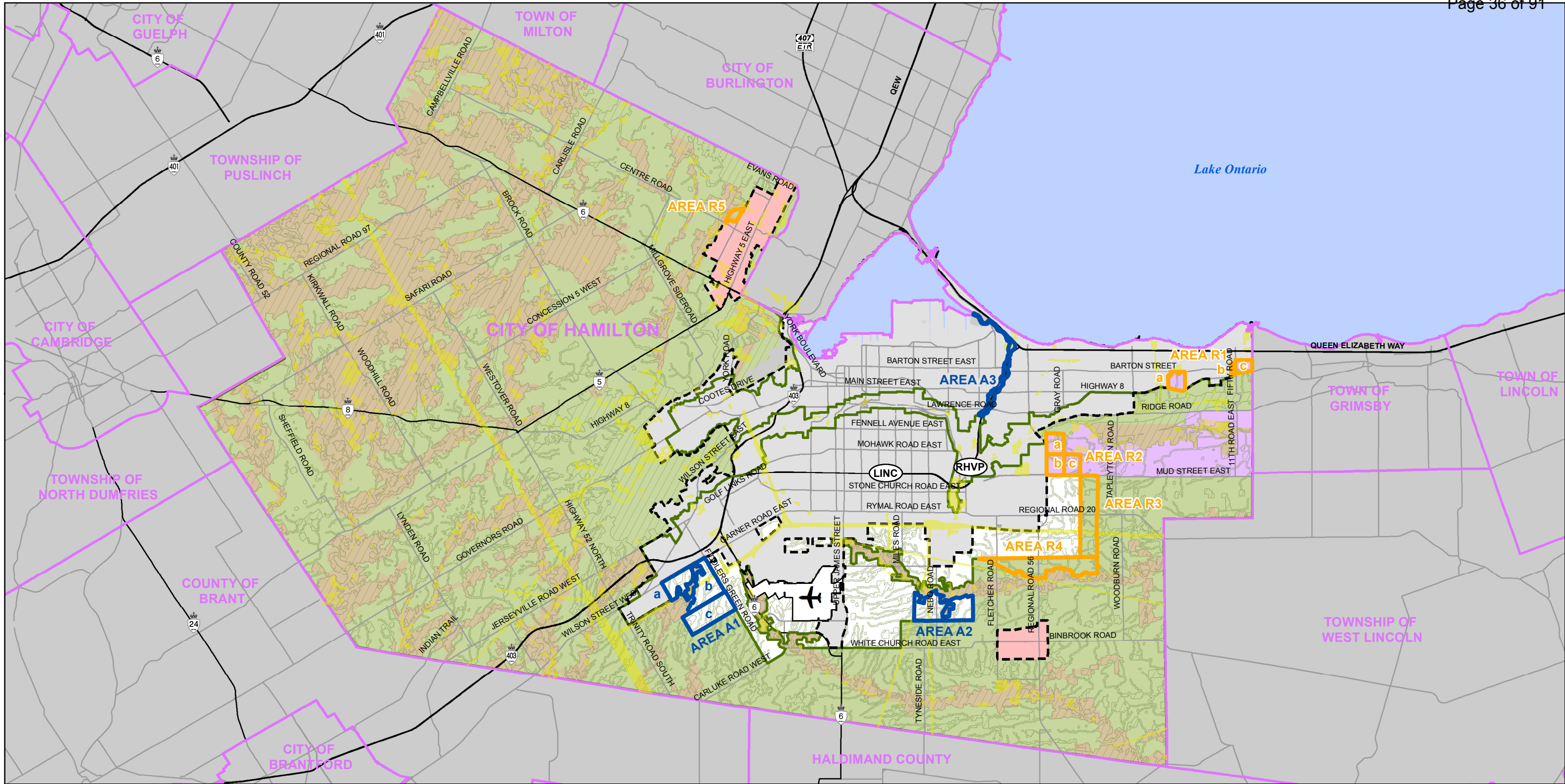
### *Hamilton Conservation Authority Land Acquisition*

The Hamilton Conservation Authority (HCA) has very recently purchased 78 ha (178 acres) of land within Area R2 – Upper Stoney Creek. The lands are adjacent and link to the Dofasco 2000 Trail and the Devil's Punchbowl Conservation Area. The land acquisition is a part of the HCA's project to "acquire floodplain lands, existing and former forested and wetland areas in the East Escarpment with the potential for restoration and enhancement and to provide for passive recreation" (October 1 media release). The lands purchased are contained within what was presented to the public as "sub-area b". In recognition of this acquisition, this area is no longer considered for potential removal from the Greenbelt moving forward in this report (see Section 4.2.5). Moving forward in this analysis, Area R2 – Upper Stoney Creek is revised.

It should be noted that in providing comments, some individuals provided specific feedback about area assessment results based on their own observations and knowledge. It is clear that the data used and considered in the area assessments is important to the public. The data used at this time is the best available and suitable for this level of assessment and was available for all geographies. As this report focuses on high-level planning considerations, specific comments have been kept on file for consideration during more detailed planning review in the future.

Each area as assessed for potential addition to or removal from the Greenbelt is discussed in Section 4.2 and shown on Figure 6.





**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Revised Areas Considered for Greenbelt Boundary Review**  
Figure 6

Lands that Could be Added to the Greenbelt Plan	Highway	Whitebelt	City of Hamilton Natural Heritage (Core Areas and Streams)	<b>Greenbelt Plan Features</b>	Tender Fruit and Grape
Lands that Could be Removed from the Greenbelt Plan	Urban Boundary*	Municipal Boundary	City of Hamilton Linkages	Natural Heritage System	Towns and Villages
Arterial Roads	Urban Area*	John C. Munro Hamilton International Airport	Waterbody	Protected Countryside	

Area R2 reflects a revised configuration of the original area presented to the public. Area R5 was added for consideration for removal after the public consultation. Areas A1, A2, A3, R1, R3, and R4 are the same configuration that was presented to the public.



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON &  
THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Shows recently approved Airport Employment  
Growth District Secondary Plan urban boundary expansion



SCALE 1:185,000



FILE LOCATION: I:\GIS\115318 - Hamilton AEGD\Greenbelt  
Transition Discussion Paper\Mapping\Project Location.MXD

PROJECT: 151970

STATUS: FINAL

DATE: 10/19/2015



## 4.2 Area Analysis

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This section presents the area analysis through summary tables, illustrating the advantages and disadvantages of each area. The impact to and perspective of the public is an important part of land use planning. Although land use planning and public perspectives are not mutually exclusive, this area analysis applies two lenses:

1. Land Use Planning – a summary of the application of the final evaluation criteria (Section 3.3) as applied to the areas.<sup>17</sup>
2. Public Perspective – a summary of the public perspective based on comments received.

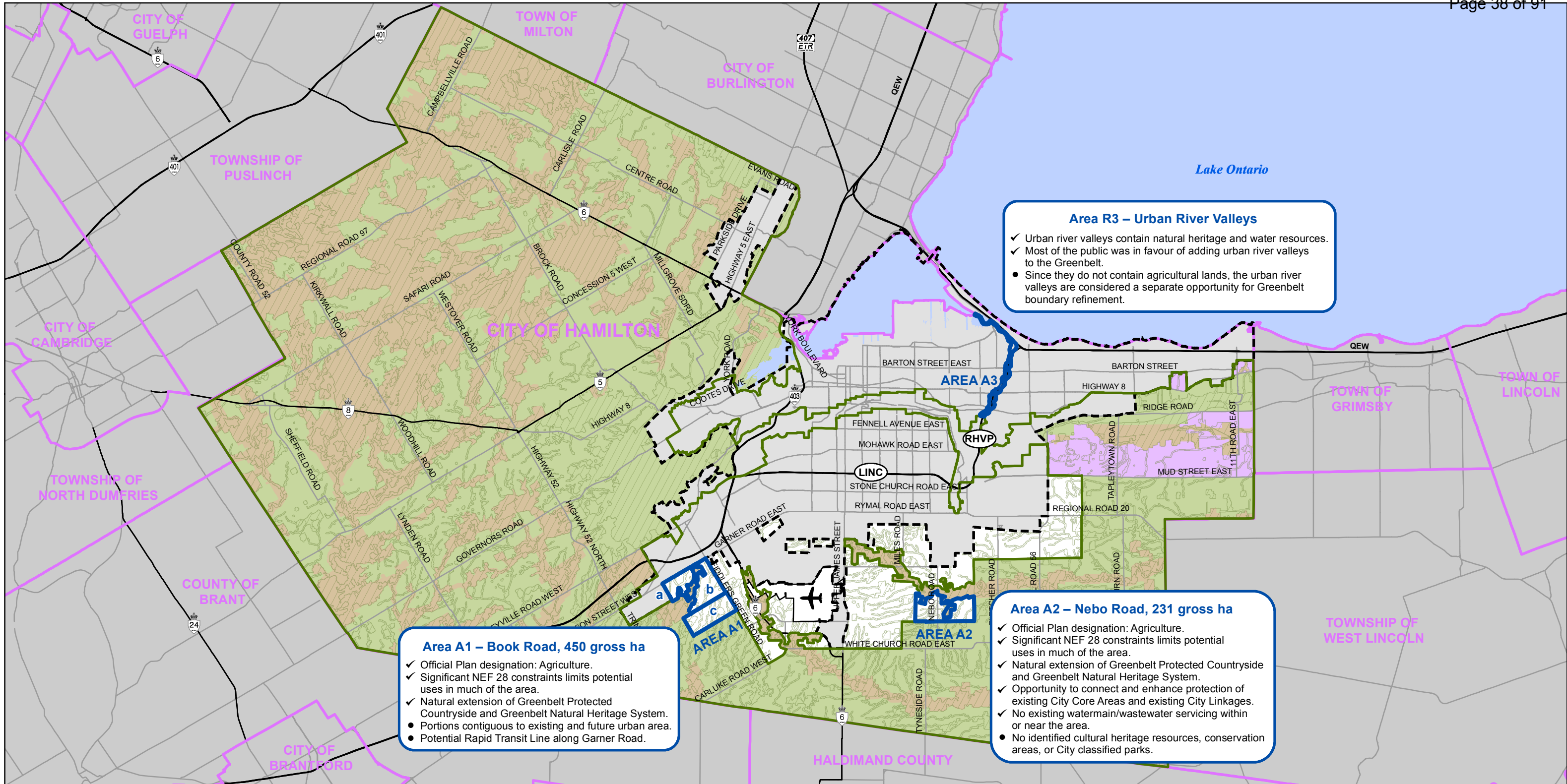
These lenses are applied for each of the areas where possible, in part due to the varying public perspectives (and often individual landowner interests) heard through the public consultation.

Following each summary table is a brief area commentary in an attempt to summarize some of the key features of that particular area. Figures 7 and 8 illustrate some of the key points for each area from the land use planning lens.

Sections 4.2.1 to 4.2.8 provide a summary description of each area considered for addition or removal. Areas for potential addition are labeled as A1 to A3 and areas for potential removal are labeled as R1 to R5.

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<sup>17</sup> Includes updated and corrected information as identified through the open houses and public comment. Full detailed application found in Appendix F.



**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Summary of Evaluation of Lands that Could be Added to the Greenbelt**  
Figure 7

Arterial Roads	Urban Area*	John C. Munro Hamilton International Airport	<b>Greenbelt Plan Features</b>	
Highway	Whitebelt	City of Hamilton Natural Heritage (Core Areas and Streams)	Natural Heritage System	Tender Fruit and Grape
Urban Boundary*	Municipal Boundary	Waterbody	Protected Countryside	Towns and Villages

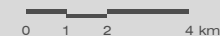
Areas A1, A2, A3 are the same configuration that was presented to the public.



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON &  
THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Shows recently approved Airport Employment  
Growth District Secondary Plan urban boundary expansion



SCALE 1:185,000



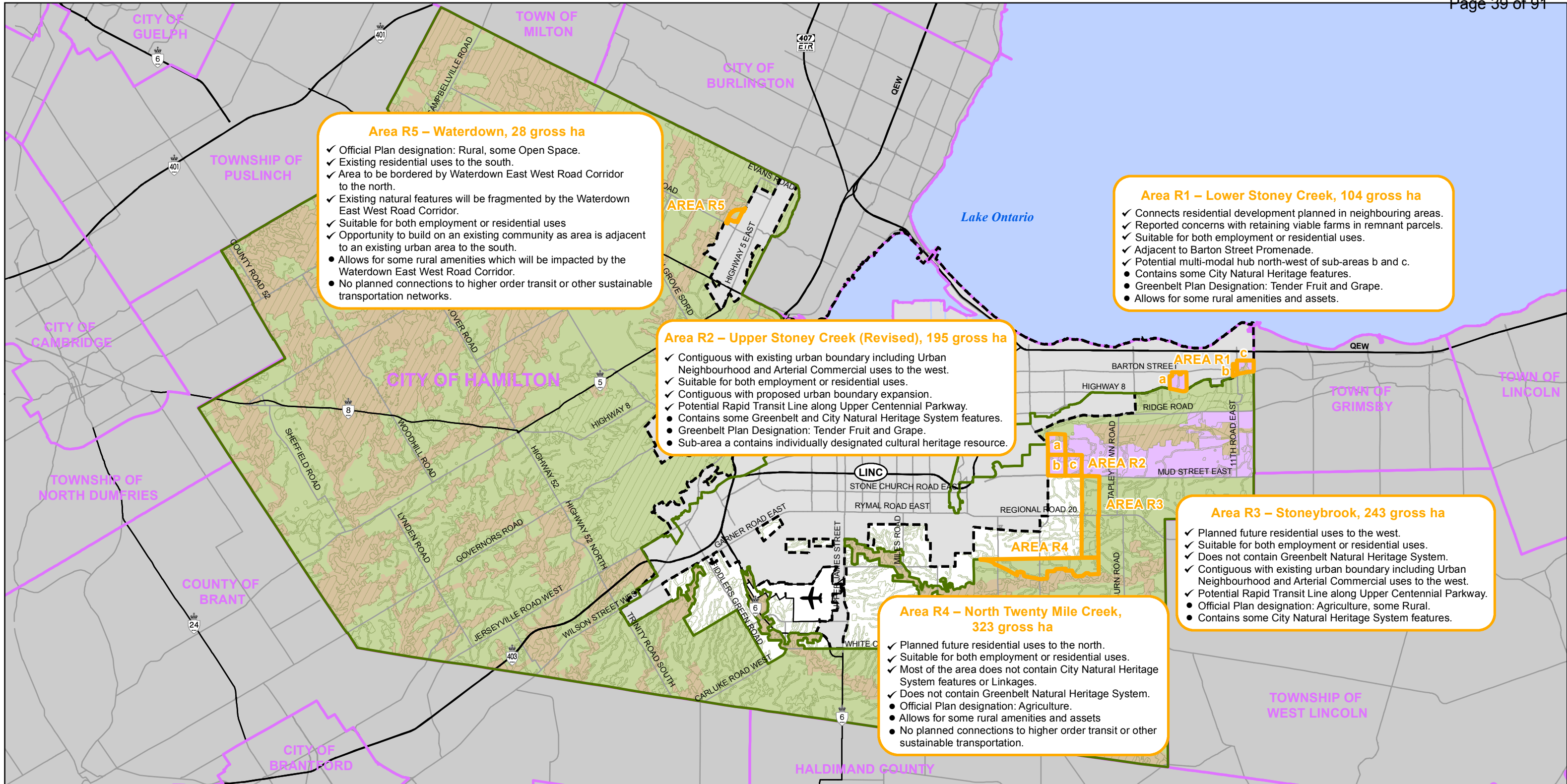
FILE LOCATION: I:\GIS\115318 - Hamilton AEGD\Greenbelt  
Transition Discussion Paper\Mapping\Project Location.MXD

PROJECT: 151970

STATUS: FINAL

DATE: 10/19/2015





**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Summary of Evaluation of Lands that Could be Removed from the Greenbelt**  
Figure 8

Arterial Roads	Urban Area*	John C. Munro Hamilton International Airport	<b>Greenbelt Plan Features</b>	
Highway	Whitebelt	City of Hamilton Natural Heritage (Core Areas and Streams)	Natural Heritage System	Tender Fruit and Grape
Urban Boundary*	Municipal Boundary	Waterbody	Protected Countryside	Towns and Villages

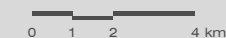
Area R2 reflects a revised configuration of the original area presented to the public.  
Area R5 was added for consideration for removal after the public consultation.  
Areas R1, R3, and R4 are the same configuration that was presented to the public.



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON &  
THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Shows recently approved Airport Employment  
Growth District Secondary Plan urban boundary expansion



SCALE 1:185,000



FILE LOCATION: I:\GIS\115318 - Hamilton AEGD\Greenbelt  
Transition Discussion Paper\Mapping\Project Location.MXD

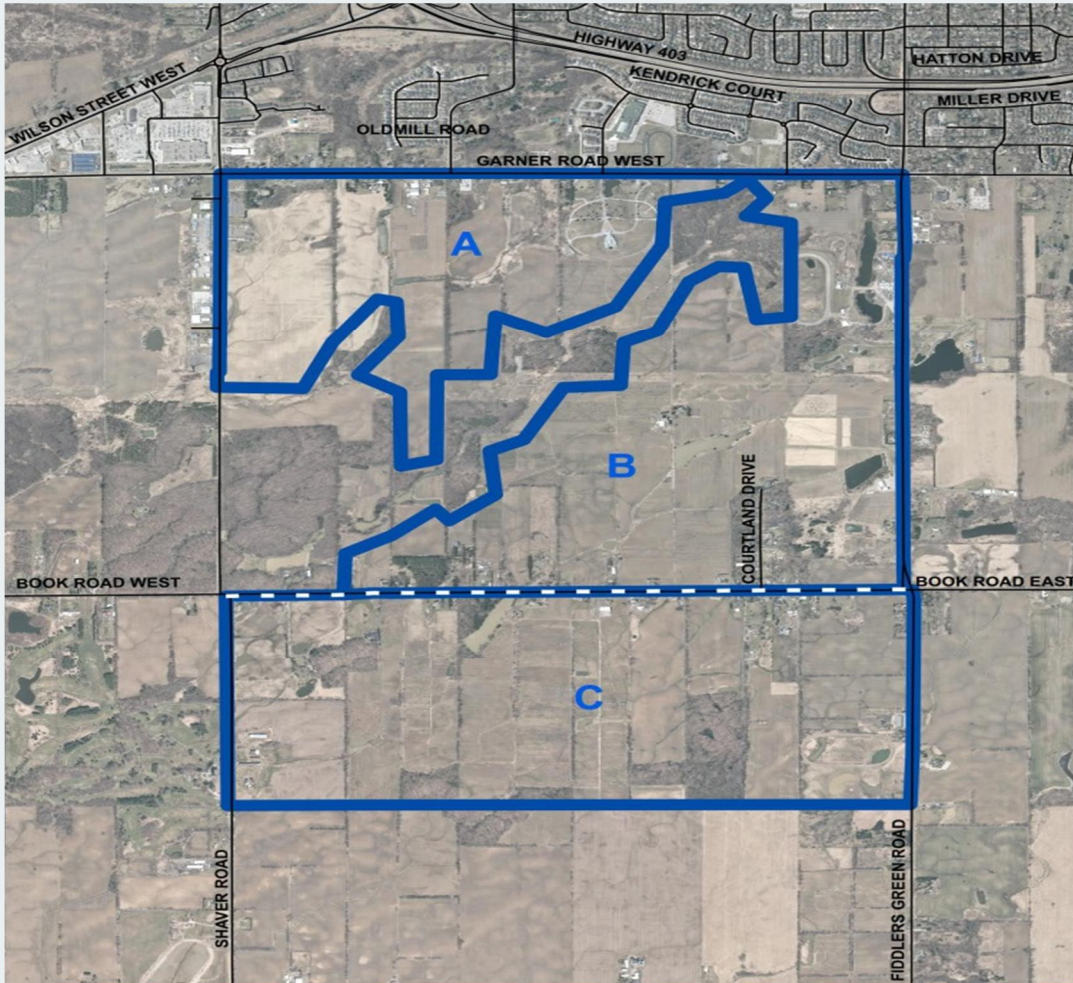
PROJECT: 151970 STATUS: FINAL DATE: 10/19/2015



4.2.1

Area A1 – Book Road

Area A1 – Book Road: Potential Addition  
450 gross ha



<p>Land Use Planning Perspective</p>	<p>Area A1 – Book Road is Suitable for Addition because</p> <ul style="list-style-type: none"> <li>• Agriculture is primary City land use land use designation.</li> <li>• Significant NEF 28 constraints limit potential uses in much of the area.</li> <li>• Protects and extends significant City Natural Heritage System due to system that bisects the area.</li> <li>• Natural extension to existing Greenbelt Protected Countryside and Greenbelt Natural Heritage System.</li> <li>• Existing bike route on Book Road / Fiddlers Green.</li> <li>• No existing servicing in the area.</li> <li>• Contains small area of mineral aggregate resources.</li> </ul>
	<p>Area A1 - Book Road is Not Suitable for Addition because</p> <ul style="list-style-type: none"> <li>• Portions are contiguous to existing urban boundary and future urban area.</li> <li>• No identified cultural heritage resources, conservation areas, or City</li> </ul>

	<p>classified parks. (However, it does contain a large cemetery.)</p> <ul style="list-style-type: none"> <li>Some wastewater infrastructure to the north.</li> </ul>
Public Perspective	<p>The Public thought Area A1 – Book Road Should be added to the Greenbelt because</p> <ul style="list-style-type: none"> <li>Will prevent big box development and protect important site specific lands and recreational trails.</li> <li>Land here is arable and suitable for cash crops which make it an ideal area for adding to the Greenbelt.</li> <li>Contains important water features that should be added to the Greenbelt for protection and to balance the runoff from nearby developed areas.</li> <li>All Whitebelt lands should be added to the Greenbelt in order to protect the natural environment and prevent sprawl.</li> </ul>
	<p>The Public thought Area A2 – Book Road Should Not be added to the Greenbelt because</p> <ul style="list-style-type: none"> <li>Can be used for future residential development and employment because it is adjacent to existing urban area.</li> <li>Area is well served by transportation which makes it a good idea for development.</li> <li>There are limited natural heritage features in the area - the presence of natural features cannot be the only reason to add land to the Greenbelt.</li> <li>While farmland protection is needed in Hamilton, the Greenbelt boundary should be left alone.</li> <li>Current noise contours could/should change, therefore opening up development in this area.</li> </ul>

The land use planning and public perspectives are quite very similar for Area A1 – Book Road. On one hand, there is an opportunity to expand on existing Natural Heritage features. On the other hand, the area is in close proximity to the existing Urban Area.

This area was presented to the public with three sub-areas (a, b, and c). However, very few participants compared sub-areas. There are two big picture items that should be emphasized and which suggest that this area could be considered for potential addition as a whole:

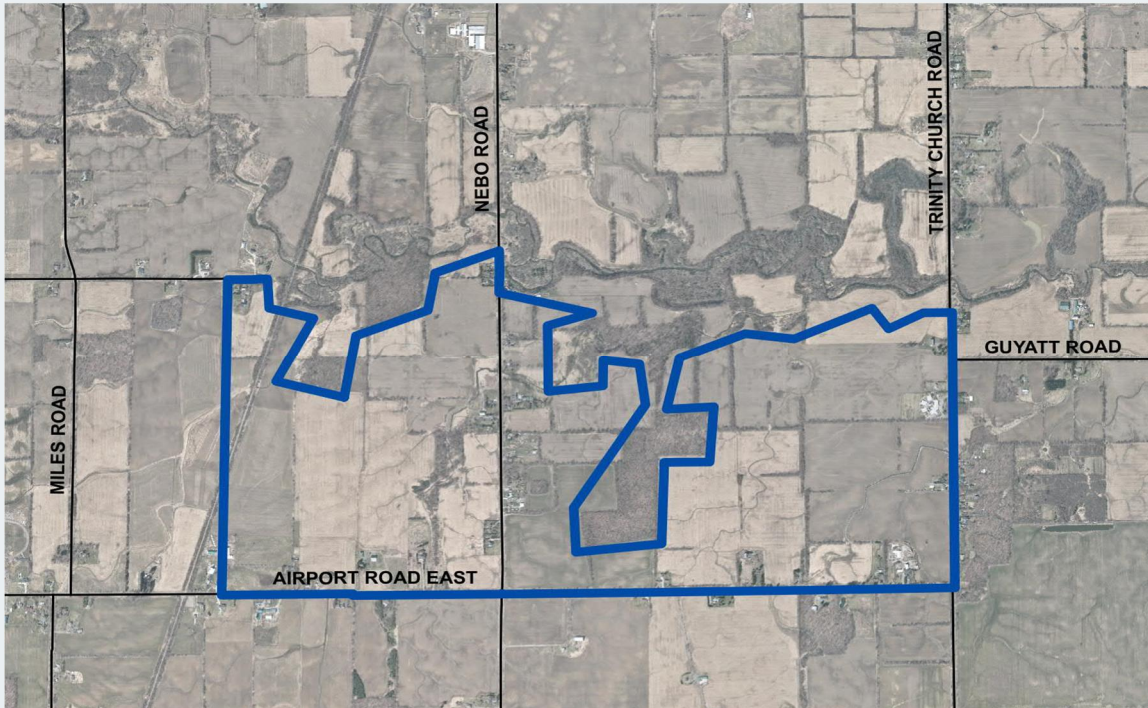
- Area 1 is bisected by a significant Greenbelt Natural Heritage System feature and contains a large cemetery which limits development potential; and
- Area 1 is heavily impacted by the noise contours which limits the potential uses, and therefore currently limits the urban land use options for the City as it plans for the future.



4.2.2

Area A2 – Nebo Road

Area A2 – Nebo Road: Potential Addition  
231 gross ha



<p>Land Use Planning Perspective</p>	<p>Area A2 – Nebo Road is Suitable for Addition because</p> <ul style="list-style-type: none"> <li>• Primary land use is Agriculture in and surrounding the Area.</li> <li>• Significant NEF 28 constraints limit potential uses in much of the area.</li> <li>• Protects and extends significant Greenbelt Natural Heritage System and Greenbelt Protected Countryside.</li> <li>• Opportunity to connect and enhance protection of existing City Core Areas and existing City Linkages.</li> <li>• Multi-use path goes through north-west portion of area.</li> <li>• No existing watermain/wastewater servicing within or near the area.</li> </ul>
	<p>Area A2 – Nebo Road is Not Suitable for Addition because</p> <ul style="list-style-type: none"> <li>• No identified cultural heritage resources, conservation areas, or City classified parks.</li> </ul>

Public Perspective	<p>The Public thought Area A2 – Nebo Road Should be added to the Greenbelt because</p> <ul style="list-style-type: none"> <li>• Would help protect the watershed and recreational trails in this area.</li> <li>• Would help tackle the loss of farmland experienced from 2001 to 2006.</li> <li>• All Whitebelt lands should be added to the Greenbelt in order to protect the natural environment and prevent sprawl. Suggested adding Whitebelt area north of Area A2 and the Greenbelt NHS to the Greenbelt to act as a buffer.</li> </ul>
	<p>The Public thought Area A2 – Nebo Road Should Not be added to the Greenbelt because</p> <ul style="list-style-type: none"> <li>• Inclusion in the Greenbelt is a hurdle for landowners and farmers and impacts the property rights of individuals who rely on this property for retirement.</li> <li>• The noise contour maps need to be updated and does not reflect accurate noise constraints.</li> <li>• Lands in Hamilton would be better protected as designated parks and conservation areas over agricultural land.</li> </ul>

From a land use planning perspective, there are opportunities and tradeoffs to Area A2 – Nebo Road. Similar to Area A1, the public is divided on whether these lands should be added to the Greenbelt or not. There are three big picture items that should be emphasized for this area:

- Area A2 is bordered by the existing Greenbelt (Greenbelt NHS to the north and Greenbelt Protected Countryside to the east and south).
- Area A2 is disconnected by existing urban area due to the significant Greenbelt Natural Heritage System feature.
- Area A2 is encumbered by the NEF noise contour so does not allow sensitive / residential land uses.

## 4.2.3

## Area A3 – Urban River Valleys

## Area A3 – Urban River Valleys Exploring Opportunities for Addition

The urban river valleys (specifically Red Hill Valley) were presented to the public and considered as a separate opportunity for Greenbelt Boundary refinement.<sup>18</sup> As introduced in Section 3.1.1, the urban river valleys contain valuable natural heritage and water resource systems. These systems are important features of the Greenbelt.

In upholding the vision and function of the Greenbelt, the City intends to add lands of equal or greater value if lands are being removed from the Greenbelt. While the urban river valleys may contain significant natural heritage system features, they do not allow for agricultural uses that are reflective of those lands currently within the Rural area.

Thus, from a land use planning perspective, the urban river valleys should not be considered as options to add to the Greenbelt to ensure no net loss, should the City recommend lands be removed. Instead, the urban river valley systems are standalone considerations.

In consulting with the public on the opportunity to add the urban river valleys, the response was mostly supportive for their addition to the Greenbelt. Those in favour of the issue indicated that urban river valleys could:

- Be used as a buffer from development, create needed green space in the urban area, support the protection of natural features, and prevent flooding;
- Protect wildlife, endangered species and connect to the escarpment

Some natural features that were recommended by the public for addition to the Greenbelt (in addition to the Red Hill Valley) include:

- Lower Spencer/Spencer Gorge;
- Ancaster Crescent Valley;
- Chedoke Valley;
- Tributaries through Dundas and Ancaster; and
- Grindstone Creek Valley.

Some members of the public did question the viability of adding such features to the Greenbelt if major infrastructure (e.g. Red Hill Valley Parkway) runs through them. Some participants also made the observation that if agricultural lands are being removed from the Greenbelt, the urban river valleys are not equivalent replacements. Further, there were concerns that Greenbelt designation will restrict future opportunities that might be afforded by the Red Hill Valley Expressway.

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<sup>18</sup> For this reason, the evaluation criteria were not applied to this area.

The key points regarding the opportunity to add urban river valleys in the context of this report include:

- The public was in support of adding urban river valleys to the Greenbelt.
- While urban river valleys may contain significant natural heritage and water resource features, they are not a suitable "replacement" should agricultural lands be removed from the Greenbelt.
- The Red Hill Valley contains significant infrastructure that may need to be improved or adjusted over time to responding to changing transportation needs including transit. Placing these lands in the Greenbelt may be perceived to restrict such future opportunities to best use this significant infrastructure.
- Urban river valleys are considered a separate opportunity for Greenbelt Boundary refinement, thus are not included as part of the options in Section 5.0.

4.2.4 Area R1 – Lower Stoney Creek

Area R1 – Lower Stoney Creek: Potential Removal  
104 gross ha



<p>Land Use Planning Perspective</p>	<p>Area R1 – Lower Stoney Creek is Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Connects residential development planned in neighbouring areas immediately to the east, north, and west (Fruitland-Winona Secondary Plan; Town of Grimsby Secondary Plan).</li> <li>• Adds virtually isolated blocks to urban area.</li> <li>• Reported concerns with retaining viable farms in remnant parcels.</li> <li>• No NEF 28 constraints.</li> <li>• Suitable for both employment and residential uses.</li> <li>• Contiguous with existing urban boundary.</li> <li>• Potential Rapid Transit Route along Barton Street.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Adjacent to Barton Street Promenade.</li> <li>• Some existing servicing in the area.</li> <li>• Potential multi-modal hub north of the area.</li> <li>• Land Evaluation and Area Review (LEAR) (2005) did not identify these lands as specialty crop</li> </ul>
	<p>Area R1 – Lower Stoney Creek is Not Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Contains some Natural Heritage features (City)</li> <li>• Contiguous with existing Greenbelt.</li> <li>• Greenbelt Plan Designation: Tender Fruit and Grape.</li> <li>• Official Plan designation: Specialty Crop.</li> <li>• Allows for some rural amenities and assets (i.e., Winona Gardens and Imperial Precast Corp. by Fifty Road).</li> </ul>
Public Perspective	<p>The Public thought Area R1 – Lower Stoney Creek Should be removed from the Greenbelt because</p> <ul style="list-style-type: none"> <li>• Logical development can occur in this area.</li> <li>• Farming is no longer viable for the area and cannot be supported.</li> <li>• Removal is appropriate upon the condition that development. Controls are strict (i.e., sustainable building practices) and there is enough density to allow for proper servicing.</li> <li>• Removal is appropriate upon the condition that the area be conserved through other means like a park or conservation designation.</li> </ul> <p>The Public thought Area R1 – Lower Stoney Creek Should Not be removed from the Greenbelt because</p> <ul style="list-style-type: none"> <li>• It is important to protection natural features and farmland including wetlands, flood plain areas, green spaces and farmland, including the tender fruit and grape lands and specialty crop areas.</li> <li>• Flooding is an issue in this area especially when climate change is considered.</li> <li>• It supports urban sprawl and appears to favour the development over the protection of the environment.</li> </ul>

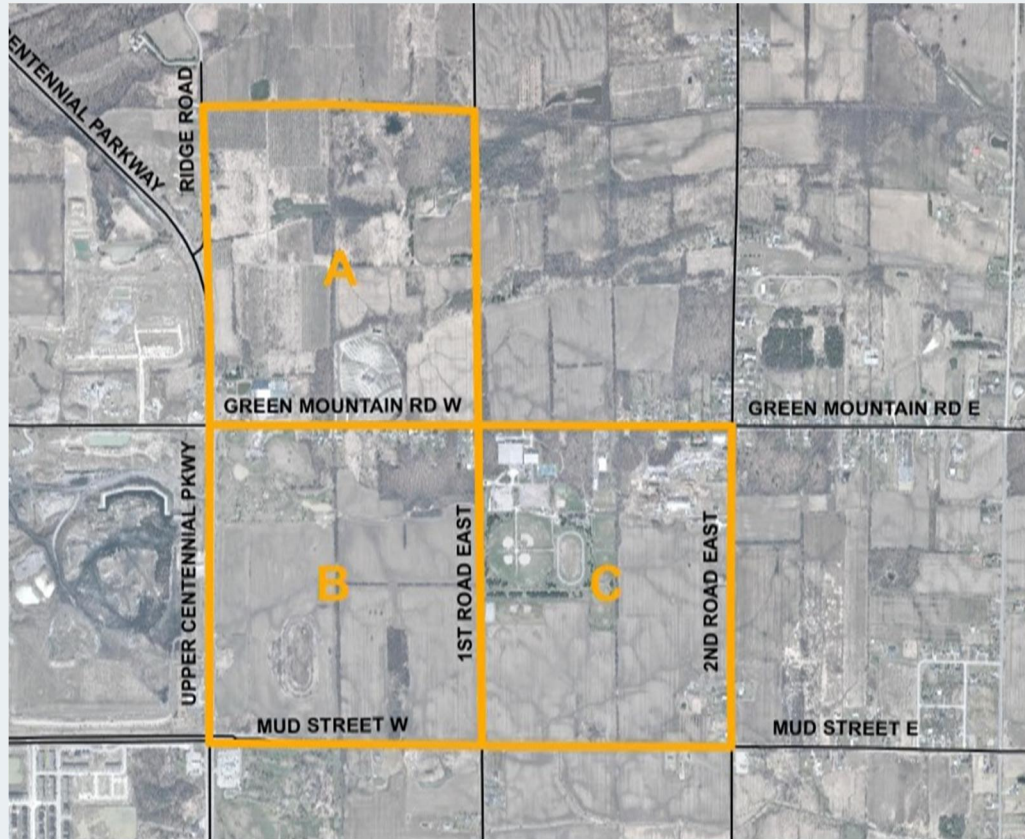
The tradeoffs and opportunities identified for this area are generally consistent across both the land use planning and public perspectives. The key takeaways for this area are:

- Area R1, due to its configuration, is a natural addition to the existing urban area in considering transportation, servicing and land use.
- Area R1 is designated as Greenbelt Tender Fruit and Grape which is identified as a provincial resource, though there was some feedback that these lands may not be viable for tender fruit or other agricultural uses.
- Area R1 was not identified as specialty crop through the Land Evaluation and Area Review (2005).



4.2.5 Area R2 – Upper Stoney Creek (Revised)

Area R2 – Upper Stoney Creek (Revised): Potential Removal  
195 gross ha



<p>Land Use Planning Perspective</p>	<p>Area R2 – Upper Stoney Creek is Suitable for Removal because:</p> <ul style="list-style-type: none"> <li>• No NEF 28 noise constraints.</li> <li>• Suitable for both employment and residential uses.</li> <li>• Contiguous with existing urban boundary including Urban Neighbourhood and Arterial Commercial uses to the west.</li> <li>• Contiguous with proposed urban boundary expansion.</li> <li>• Potential Rapid Transit Line along Upper Centennial Parkway.</li> <li>• Some opportunity for water and wastewater servicing expansion from the west.</li> </ul>
	<p>Area R2 – Upper Stoney Creek is Not Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Contains some Greenbelt and City Natural Heritage System features.</li> <li>• Official Plan designation: Specialty Crop.</li> </ul>

	<ul style="list-style-type: none"> <li>Greenbelt Plan Designation: Tender Fruit and Grape.</li> <li>Allows for some rural amenities and assets (i.e., Drive-in theatre, container/trailer services, golf centre, Dofasco Park, and Green Mountain Gardens most found along Green Mountain Road).</li> <li>Large individually designated cultural heritage property in north-west portion of the area (sub-area a)</li> </ul>
Public Perspective	<p>*The Public thought Area R2 – Upper Stoney Creek Should be removed from the Greenbelt because</p> <ul style="list-style-type: none"> <li>The area would allow for logical development and meet transportation needs (e.g., since it is near a future transit corridor).</li> <li>The soil in this area is nutrient depleted and in poor condition for farming. Specialty crop areas are not being used as they were intended.</li> </ul>
	<p>*The Public thought Area R2 – Upper Stoney Creek Should Not be removed from the Greenbelt because</p> <ul style="list-style-type: none"> <li>It would encourage urban sprawl and unwanted development – future growth should focus on intensification.</li> <li>The livelihood of farmers is impacted by future development plans (e.g., conflict between neighbouring uses).</li> <li>Lands are sensitive and need to be protected for their agricultural and natural value.</li> <li>Lands are needed to support wildlife (e.g. bird migration area for Canadian Geese and Hawks).</li> <li>Area is too close to Niagara Escarpment.</li> <li>Would lose farm heritage of the area.</li> <li>Keeping it in the Greenbelt is a long-term opportunity to enhance the environmental attractiveness of Hamilton's relatively neglected eastern end.</li> </ul>

*\* Note: The public perspective summarized in this table is reflective of the original area as presented to the public (Area R2 – Upper Stoney Creek as seen in Figure 6).*

As described through the public and land use planning analysis, there are some features about this area that could make it suitable for removal from the Greenbelt. Namely these features include proximity to the urban area and related transportation infrastructure.

Similar to Area R1, this area contains lands designated as Greenbelt Tender Fruit and Grape which makes it an important resource provincially. People also noted that this is an important area from an environmental perspective, and is an important area for migratory birds and should therefore remain in the Greenbelt. Alternatively, members of the public indicated that the soil in the area is nutrient depleted and the lands are not viable for farming. It indicates that the specialty crop lands are not being used as intended. This aligns with the news that the

Hamilton Conservation Authority recently purchased lands within the original Area R2 – Upper Stoney Creek (as discussed in Section 4.1) (which is now considered adjacent to the Area R2 – Upper Stoney Creek (Revised)). From a land use planning perspective, one thing to consider is that important natural resources (e.g., bird migration areas) can conflict with farming practices.

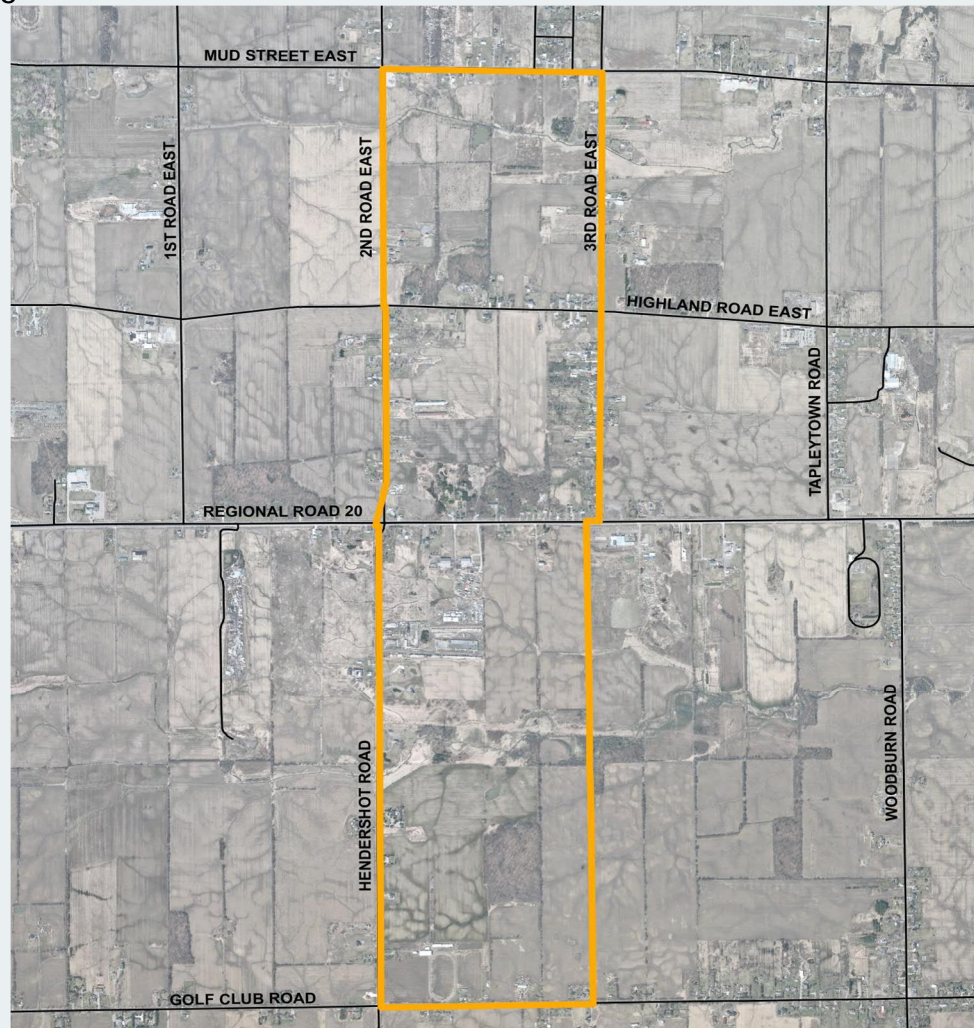
The key points about this area are:

- Area R2 is in close proximity to existing and future urban areas providing the opportunity for a natural extension of servicing and transportation.
- Area R2 is comprised of Greenbelt Tender Fruit and Grape lands; however, these may not be viable farming lands and the lands have been indicated to be an important natural heritage protection resource which may conflict with agriculture.
- Sub-area of Area R2 contains a large Individually Designated cultural heritage resource.

4.2.6

Area R3 – Stoneybrook

Area R3 – Stoneybrook: Potential Removal  
243 gross ha



Land Use Planning Perspective	AreaR3 – Stoneybrook is Suitable for Removal because <ul style="list-style-type: none"> <li>• Opportunity to complete an existing community as area is adjacent to planned future residential uses to the west.</li> <li>• Planned future residential uses to the west.</li> <li>• No NEF 28 noise constraints.</li> <li>• Suitable for both employment and residential uses.</li> <li>• Does not contain Greenbelt Natural Heritage System.</li> <li>• No identified cultural heritage resources, existing trails, conservation areas, or City classified parks.</li> </ul>
	Area R3 – Stoneybrook Not Suitable for Removal because <ul style="list-style-type: none"> <li>• Official Plan designation: Agriculture, some Rural (north of Highland</li> </ul>



	<p>Road).</p> <ul style="list-style-type: none"> <li>• Contains some City Natural Heritage System features north of Highway 20 and between Highway 20 and Golf Club Road.</li> <li>• Allows for some rural amenities and assets (i.e., B&amp;G Multi Services on Highway 20).</li> <li>• Individually designated cultural heritage property in north-west portion of the area.</li> <li>• No existing water or wastewater servicing in or near the area.</li> <li>• No planned connections to higher order transit or other sustainable transportation networks.</li> </ul>
Public Perspective	<p>The Public thought Area R3 – Stoneybrook Should be removed from the Greenbelt because</p> <ul style="list-style-type: none"> <li>• It is the most suitable for removal because it contains the least number of sensitive land features.</li> <li>• It is along a major transit corridor.</li> <li>• Majority of the area is rural and not used for farming.</li> </ul>
	<p>The Public thought Area R3 – Stoneybrook Should Not be removed from the Greenbelt because</p> <ul style="list-style-type: none"> <li>• It would encourage urban sprawl and unwanted development – future growth should focus on intensification.</li> <li>• Tender Fruit and Grape lands exist in the area – these lands and other farmlands need to be protected.</li> <li>• Would increase the risk of flooding in lower Hamilton.</li> <li>• Should protect water and natural features in this area.</li> </ul>

Similar to the other areas analyzed so far, there are tradeoffs and opportunities for this area.

The key points to consider for Area R3 – Stoneybrook are:

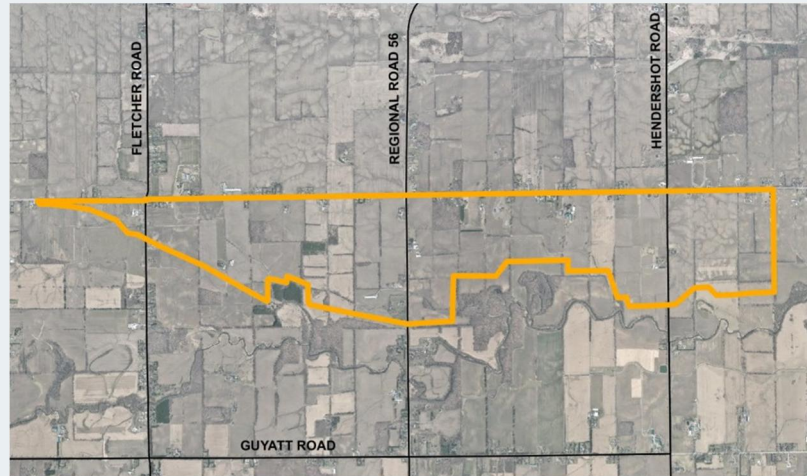
- Area R3 contains agricultural designated land which may not be viable for farming.
- Area R3 is in close proximity to the existing and future urban areas and is comprised of a large land area.
- Area R3 is not constrained by the airport noise contours.
- Area R3 removal from the public perspective may increase the risk of flooding and contribute to urban sprawl.



4.2.7

Area R4 – North Twenty Mile Creek

Area R4 – North Twenty Mile Creek: Potential Removal  
243 gross ha



<p>Land Use Planning Perspective</p>	<p>Area R4 – North Twenty Mile Creek is Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Planned future residential uses to the north.</li> <li>• No NEF 28 noise constraints.</li> <li>• Suitable for both employment and residential uses.</li> <li>• Most of the area does not contain City Natural Heritage System features or Linkages.</li> <li>• Does not contain Greenbelt Natural Heritage System.</li> <li>• No identified cultural heritage resources, existing trails, conservation areas, or City classified parks.</li> <li>• Existing watermain along Highway 56 to Binbrook.</li> <li>• Existing sewer on Golf Club Road and Highway 56 to Binbrook.</li> </ul>
	<p>Area R4 – North Twenty Mile Creek Not Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Official Plan designation: Agriculture.</li> <li>• Allows for some rural amenities and assets (i.e., Fletcher Fruit Farms, and Slack Lumber &amp; Supplied Limited on Highway 56).</li> <li>• No planned connections to higher order transit or other sustainable transportation.</li> </ul>
<p>Public Perspective</p>	<p>The Public thought Area R4 – North Twenty Mile Creek Should be removed from the Greenbelt because it is suitable for residential development and has access to services.</p> <ul style="list-style-type: none"> <li>• Twenty Mile Creek acts as a buffer for residential development.</li> <li>• Twenty Mile Creek could be a resource for community recreational purposes and parkland in the event of future development.</li> </ul>

	<p>The Public thought Area R4 – North Twenty Mile Creek Should Not be removed from the Greenbelt because</p> <ul style="list-style-type: none"><li>• The area is too close to the Niagara Escarpment Area and should not be used for development.</li><li>• The area is needed for providing the City with a source of food and the lands can serve as a buffer to protect water resources in the area.</li><li>• It is not clear why these lands were identified for removal over other areas.</li><li>• Current noise contours could/should change, therefore opening up development in this area</li></ul>
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The primary tradeoffs and opportunities around Area R4 include:

- Area R4 is suitable for residential or employment uses, may be viable to service efficiently and effectively, and is adjacent to the future urban area.
- Area R4 is designated as agriculture uses and is adjacent to a significant Greenbelt Natural Heritage System.

4.2.8

Area R5 – Waterdown

Area R5 – Waterdown: Potential Removal  
28 gross ha



As discussed in Section 4.1, it was noted by the public that there was a recently approved Waterdown East-West Road Corridor. It is through the public consultation this area was added to the areas that could be removed from the Greenbelt. As such, this specific area was not presented to the public for feedback, so there is not the same area-specific public feedback as for the other areas. However, the land use planning evaluation criteria were applied to this area. The results are presented below.

<p>Land Use Planning Perspective</p>	<p>Area R5 – Waterdown is Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Official Plan designation: Rural with some Open Space, some Rural (north of Highland Road).</li> <li>• Existing residential uses to the south; planned Waterdown East-West Road Corridor to the north.</li> <li>• Contains portions of the City's Natural Heritage System (primarily Core Area) and portions of the Greenbelt Natural Heritage System but these systems will be fragmented by the Waterdown East West Road Corridor.</li> <li>• No NEF 28 noise constraints.</li> <li>• Suitable for both employment and residential uses.</li> <li>• Opportunity to build on an existing community as area is adjacent to</li> </ul>
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	<p>an existing urban area to the south. Existing urban area includes residential, commercial, and institutional uses.</p> <ul style="list-style-type: none"> <li>• Existing watermain along Parkside Drive.</li> <li>• Some existing wastewater servicing to the south of the area.</li> <li>• Area to be bordered by Major Arterial – Waterdown East West Corridor.</li> </ul>
	<p>Area R5 – Waterdown Not Suitable for Removal because</p> <ul style="list-style-type: none"> <li>• Allows for some rural amenities (i.e., Connon Nurseries) which will already be impacted by the Waterdown East West Corridor</li> <li>• No planned connections to higher order transit or other sustainable transportation networks.</li> </ul>

The key trade-off / summary points for Area R5 include:

- Area R5 is designated Rural and Open Space and contains Greenbelt and City Natural Heritage Systems that will be bisected by the planned Waterdown East-West Road Corridor.
- Area R5 is a small area of land that will be bordered by urban uses including residential and is suitable for residential and employment uses.

## 5.0

## Options for Greenbelt Refinement

The purpose of this section is to identify options for lands to accommodate 2041 growth should the future MCR review identify that such lands are needed.

## 5.1

### Context

There are several issues that establish the context of the overall area analysis and inform the possible options for the Greenbelt boundary review including those points below and a need to comprehensively plan for urban structure.

- **Land Need.** Additional work is needed to test the assumptions considered in this report, including exploring land need, supply, and constraints in much greater detail.
- **Logical Expansion of Lands.** To accommodate growth (land need), there is a logical sequence to expansion of urban lands in Hamilton that has been anticipated and comprehensively planned for over the past decade. The first employment and residential areas to be added to the urban area are the AEGD employment lands and the residential EUB lands to 2031 (shown as Pink and Orange in Figure 3). The GRIDS process established the need and priority for these areas. The next priorities for employment and residential growth will be established through a future MCR.
- **Tender Fruit & Grape Lands.** The Province has identified lands within the City as Tender Fruit and Grape which are an important Provincial resource. Consequently, these lands may not be a good candidate for removal from the Greenbelt. The Province may not accommodate a proposal to remove Tender Fruit and Grape lands from the Greenbelt despite the opportunities from a local perspective.
- **Airport Noise Contours.** The airport noise contours were a topic of great interest to the public. Any changes to the Noise Exposure Forecast (NEF) policy could release more land for residential use.

## 5.1.1

#### Comprehensively Planning for Urban Structure

Based on the Area analyses, there is no stand out "best" opportunities to create options for the City to meet Provincial objectives for residential uses. This fact is especially true when considering the strong public response – both for and against changes to the Greenbelt boundary. This point is emphasized when considering the commentary in Section 2.4 around the implications of land need and supply. With sufficient options, an MCR process would identify the most efficient and effective approach that is based on good planning objectives for creating complete communities using a node and corridor urban structure.





It is also difficult to create clear cut options since the Areas are of varying sizes, as they were revealed based on planning issues and not strictly land area. This makes it more challenging to 'balance' any removals with additions, and meet the City's intent to ensure no net loss of land to the Greenbelt and to uphold its vision and function.

## 5.2 Options

There are five options that the City can consider:

1. No Change to Boundaries. The City can choose to not make any changes to the Greenbelt boundary.
2. Minor Area Changes. The City can choose to recommend minor area (~200 ha) addition and removal refinements to the Greenbelt boundary.
3. Major Area Changes. The City can choose to recommend major area (~700 ha) area addition and removal refinements to the Greenbelt boundary.
4. Defer Decision. The City can choose to recommend that the Province defer any decisions around finalizing the Coordinated Provincial Plan Review (applicable to the City) until the City has completed the MCR.
5. Grow the Greenbelt. The City can choose to grow the Greenbelt by adding lands to the Greenbelt.

In the sections to follow, each option is described in further detail including potential associated strengths and risks. While Areas of land that could support each option are listed in each section, the strengths and weaknesses of individual areas can be found in Section 4.2.

The areas considered as part of the options described in the section below can be found in Figure 9.

### 5.2.1 Option 1 - No Changes to the Greenbelt Boundary

Option description: Option 1 proposes no changes to the Greenbelt boundary. It maintains the status quo for the Greenbelt as well as those lands within the Whitebelt.

While there are a lot of uncertainties in planning for the future, some of the potential strengths of Option 1 – No Changes to the Greenbelt Boundary include:

- The community members of Hamilton care about the Greenbelt. This Greenbelt boundary review drew comments from hundreds of stakeholders reflecting a large cross section of interests, motivations, and opinions. Since the public is divided on the topic, one response to such a mix of viewpoints is to maintain the status quo.
- Additional work is needed to test the assumptions including exploring land need, supply, and constraints in much greater detail.

- This option generally upholds the vision and function of the Greenbelt which is important to the City and the public.
- As pointed out by members of the public, with changes in aircraft technology and regulation, the noise contours could be less impactful than the current situation. Maintaining the existing Greenbelt boundaries at this time allows some of these potential scenarios to play out. This could mean that the profile of current Whitebelt lands in terms of suitability for sensitive land uses could change making more land available for residential and other sensitive uses.

Some neutral effects of this option may include:

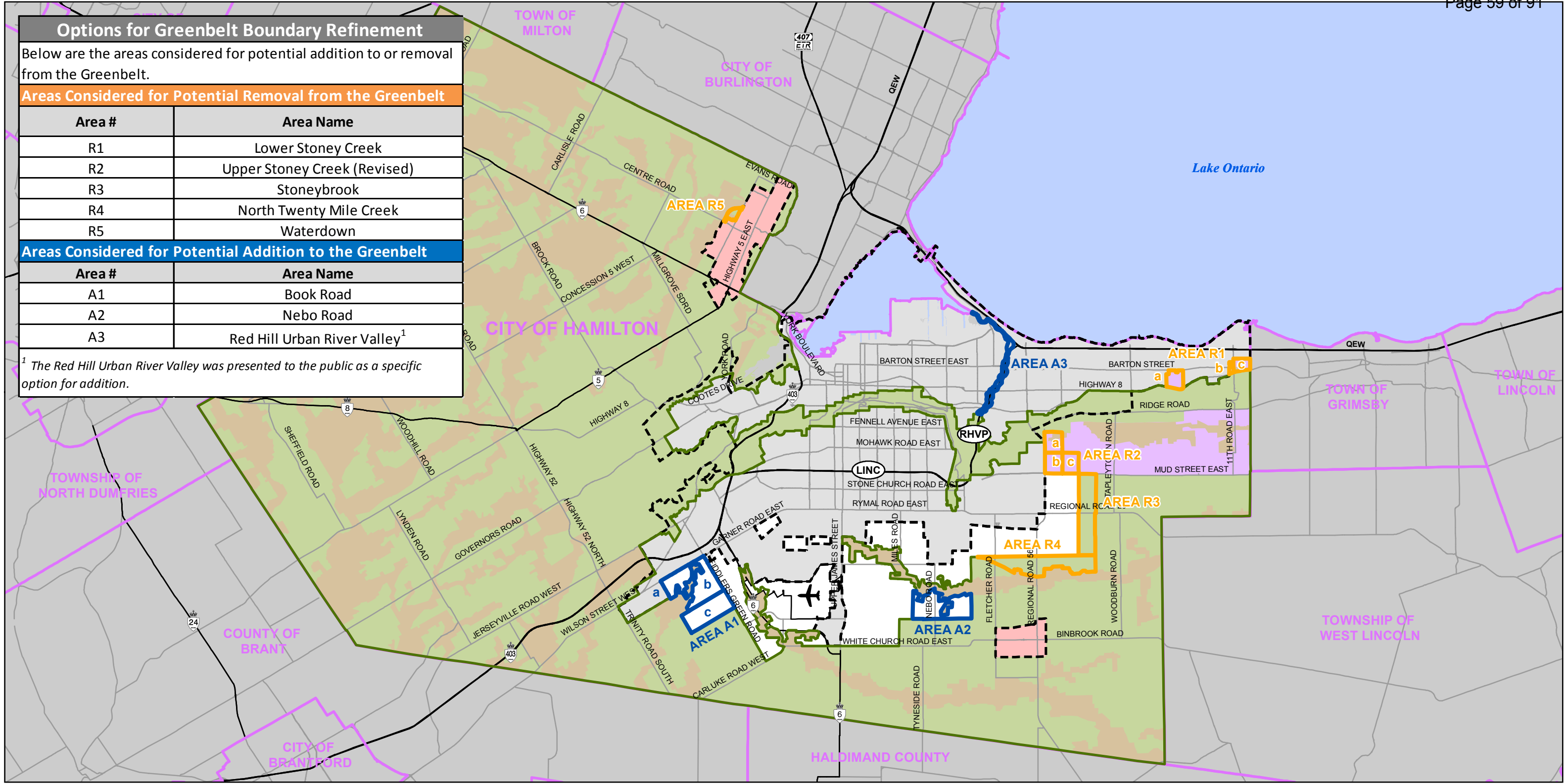
- Modifying UHOP policies to increase intensification targets in existing Urban Areas to meet the 2041 Growth Plan projections for population and employment.

Some of the potential risks in moving forward with Option 1 – No Changes to the Greenbelt Boundary include:

- Potential risk of insufficient land supply for greenfield residential growth from 2031 to 2041 based on the assumptions in this report, including a maximum greenfield growth scenario. An insufficient land supply could have several impacts including,
  - Potential inability to accommodate Growth Plan projections to 2041;
  - Creating pressure to define those lands not constrained by the noise contours for residential land uses. This pressure may conflict with Provincial Policy Statement and Growth Plan policies, including those for efficient and effective, complete communities and concentrated development around transit.
  - Limits the scope of comprehensive planning through a Municipal Comprehensive Review. It is at this stage that a detailed analysis would take place, and those lands needed and most suitable for contribution to the UHOP would be selected.

Options for Greenbelt Boundary Refinement	
Below are the areas considered for potential addition to or removal from the Greenbelt.	
Areas Considered for Potential Removal from the Greenbelt	
Area #	Area Name
R1	Lower Stoney Creek
R2	Upper Stoney Creek (Revised)
R3	Stoneybrook
R4	North Twenty Mile Creek
R5	Waterdown
Areas Considered for Potential Addition to the Greenbelt	
Area #	Area Name
A1	Book Road
A2	Nebo Road
A3	Red Hill Urban River Valley <sup>1</sup>

<sup>1</sup> The Red Hill Urban River Valley was presented to the public as a specific option for addition.



**CITY OF HAMILTON**  
Greenbelt Boundary Review Report

**Areas for Consideration for Options 2 to 4**  
Figure 9

- Lands that Could be Added to the Greenbelt Plan
- Lands that Could be Removed from the Greenbelt Plan
- Arterial Roads
- Highway
- Urban Boundary\*
- Urban Area\*
- Whitebelt
- Municipal Boundary
- John C. Munro Hamilton International Airport
- Waterbody
- Greenbelt Plan Features**
- Natural Heritage System
- Protected Countryside
- Tender Fruit and Grape
- Towns and Villages

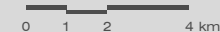
Area R2 reflects a revised configuration of the original area presented to the public.  
Area R5 was added for consideration after the public consultation.  
Areas A1, A2, A3, R1, R3, and R4 are the same configuration that was presented to the public.



MAP DRAWING INFORMATION:  
DATA PROVIDED BY THE CITY OF HAMILTON &  
THE MINISTRY OF NATURAL RESOURCES AND FORESTRY

MAP CREATED BY: SFG  
MAP CHECKED BY: AJ  
MAP PROJECTION: NAD 1983 UTM Zone 17N

\*Shows recently approved Airport Employment  
Growth District Secondary Plan urban boundary expansion



SCALE 1:185,000



FILE LOCATION: I:\GIS\115318 - Hamilton AEGD\Greenbelt  
Transition Discussion Paper\Mapping\Project Location.MXD

PROJECT: 151970 STATUS: FINAL DATE: 10/19/2015

## 5.2.2

**Option 2 - Minor Area Changes**

Option description: Option 2 proposes minor area changes – around 200 gross ha or less. A small area of land (~200 gross ha) would be recommended for removal from the Greenbelt and a small area of land (~200 gross ha) would be recommended for addition to the Greenbelt.

- This option is anchored in the lower end of the 200 to 700 gross ha range of land need assumed for residential development.
- This land need range is based on an assumption of a maximum greenfield growth scenario and 40% intensification.
- This land need range is dependent on the suitability of the lands available for residential growth from 2031 to 2041 (Yellow in Figure 3 – also referred to as Areas A, B, and C.).

This option may meet the expected land need for residential and employment lands with minimal effects on the Greenbelt. Through this option, a Municipal Comprehensive Review would be used to determine which lands are the most suitable for addition to the Urban Area. Table 5 presents potential areas that could be considered for addition or removal as a part of this option.

TABLE 5: OPTION 2 - MINOR AREA CHANGES

Minor Area Removal Options – Select One from Below		
Area #	Area Name	Area Size (gross ha)
R5 & R1	<i>Waterdown &amp; Lower Stoney Creek</i>	132 <i>(28 gross ha R5, 104 gross ha R1)</i>
R2	<i>Upper Stoney Creek (Revised)*</i>	195
Minor Area Addition Option – Area for Addition to be Paired with Removal		
Area #	Area Name	Area Size
A2	<i>Nebo Road</i>	231

\* Note: Area R2 referred to in this table does not include those lands recently purchased by the Hamilton Conservation Authority. Details are provided in Section 4.1.

It is important to the City to uphold the vision and function of the Greenbelt as it explores the opportunities, trade-offs, and challenges in meeting the policies of the Growth Plan and the Greenbelt Plan. While there are a lot of uncertainties in planning for the future, some of the potential strengths of Option 2 – Minor Area Changes include:

- Creates some ability to meet Growth Plan projections based on the land need and assumptions in this report; and
- Strives to uphold the vision and function of the Greenbelt by adding suitable lands back into the Greenbelt.



Some neutral effects of this option may include:

- Modifying UHOP policies to increase intensification targets in existing Urban Areas to meet the Growth Plan projections for population and employment.

Some potential risks in moving forward with Option 2 – Minor Area Changes include:

- Potential risk of insufficient land supply for greenfield residential growth from 2031 to 2041 based on the assumptions in this report, such as a maximum greenfield growth scenario.
- Potentially creates pressure to define those lands not constrained by the noise contours (Areas A, B, and C) for residential land uses.
- Potentially limits the scope of comprehensive planning through a Municipal Comprehensive Review. It is at this stage that a detailed analysis would take place, and those lands needed and most suitable for contribution to the UHOP would be selected.
- Not allowing for consideration of changes to the NEF 28 policy, aircraft technology, and industry regulations could release more lands into the land supply.
- Addition to the Whitebelt based on the high-level analysis and assumptions in this report (as opposed to a more detailed assessment of land need and land supply).
- The hundreds of comments from stakeholders reflecting a large cross section of interests, motivations, and opinions indicate that many residents of Hamilton care deeply about the Greenbelt. This option is potentially in-line with some perspectives and directly conflicts with others, since the public was divided on the issues.
- The Province may not accommodate a proposal to remove Tender Fruit and Grape lands from the Greenbelt. Areas R1 and R2 lands considered for potential removal in this option are designated by the Province as Tender Fruit and Grape. The City's position is that Area R1 – Lower Stoney Creek lands are not specialty crop (per the 2005 LEAR study).

### 5.2.3

#### Option 3 - Major Area Changes

Option description: Option 3 proposes larger area changes – around 700 gross ha (at minimum greater than 300 gross ha). A larger amount of land (~300 to 700 gross ha) would be recommended for removal from the Greenbelt and a larger amount of land (~300 to 700 gross ha) would be recommended for addition to the Greenbelt.

- This option is anchored in the higher end of the 200 to 700 gross ha range of land need assumed for residential development.
- This land need range is based on an assumption of a maximum greenfield growth scenario and 40% intensification.
- This land need range is dependent on the suitability of the lands available for residential growth from 2031 to 2041 (Yellow in Figure 3 – also referred to as Areas A, B, and C.).

Through this option, a Municipal Comprehensive Review would be used to determine which lands are the most suitable for addition to the Urban Area.

Table 6 presents potential areas that could be considered for addition or removal as a part of this option.

TABLE 6: OPTION 3 - MAJOR AREA CHANGES

**Major Area Removal Options – Select ~ 700 gross ha from these Areas (min ~300 gross ha)**

Area #	Area Name	Area Size (gross ha)
R3	<i>Stoneybrook</i>	243
R4	<i>North Twenty Mile Creek</i>	323

**Major Area Addition Option – Area for Addition to be Paired with Removal (above)**

Area #	Area Name	Area Size (gross ha)
A1	<i>Book Road</i>	450
A2	<i>Nebo Road</i>	231

While there are a lot of uncertainties in planning for the future, some of the potential strengths of Option 3 – Major Area Changes include:

- Creates greater ability to meet Growth Plan projections based on the land need assumptions in this report.
- Removing pressure to define those lands not constrained by the noise contours (Areas A, B, and C,) for residential land uses.
- Enables decisions to be made through a Municipal Comprehensive Review. It is at this stage that a detailed analysis could take place, and those lands needed and most suitable for contribution to the UHOP would be selected as necessary.
- Flexibility to help allow the City to plan on a city-wide basis with consideration for the node and corridor urban structure, efficient / cost effective municipal services and transportation. It would also allow the City to plan to Provincial Policy Statement and Growth Plan policies, including those for efficient and effective growth and providing housing options.
- Strives to uphold the vision and function of the Greenbelt by adding suitable lands back into the Greenbelt.

Some potential risks in moving forward with Option 3 – Major Area Changes include:

- Addition to the Whitebelt based on the high-level analysis and assumptions in this report (as opposed to a more detailed assessment of land need and land supply).
- The hundreds of comments from stakeholders reflecting a large cross section of interests, motivations, and opinions indicate that the residents of Hamilton care about the Greenbelt. This option is potentially in-line with some perspectives and directly conflicts with others since the public were divided on the issues.

## 5.2.4

**Option 4 – Deferral of Decision until City Completes an MCR**

Option description: The City would request of the Province that prior to Provincial finalization of the Coordinated Provincial Plan Review applicable to the City of Hamilton, the Province defer any decisions until the City has completed the municipal comprehensive review.

Some of the potential strengths of Option 4 – Deferral of Decision until City Completes an MCR include:

- An MCR would allow for a full assessment of the opportunities and constraints to determine the amount of land (both non-employment and employment) required to meet the 2031 to 2041 forecasts;
- An MCR would identify the appropriate lands to add to the Whitebelt area, in the event that additional land is required for an urban boundary expansion on the basis of meeting the planning objectives at a cost effective, complete and healthy community.
- Allowing the City to recommend Greenbelt boundary changes, if necessary, based on a detailed assessment.

Some neutral effects of this option may include:

- Modifying UHOP policies to increase intensification targets in existing Urban Areas in order to meet the Growth Plan projections for population and employment.

Some potential risks in moving forward with Option 4 – Deferral of Decision until City Completes an MCR include:

- Potential risk of insufficient land supply for greenfield residential growth from 2031 to 2041 based on the assumptions in this report, such as a maximum greenfield growth scenario.

## 5.2.5

**Option 5 – Growing the Greenbelt**

Option description: Option 5 proposes growing the Greenbelt to enhance the protection of agricultural lands and natural heritage resources.

There are areas that were revealed through the planning analysis that may be appropriate to add to the Greenbelt. These include the areas in Table 7.

TABLE 7: OPTION 5 – GROWING THE GREENBELT

## Growing the Greenbelt – Area Options for Addition

Area #	Area Name	Area Size (gross ha)
A1	<i>Book Road</i>	450
A2	Nebo Road	231
A3	Red Hill Urban River Valley	104

While there are a lot of uncertainties in planning for the future, some of the potential strengths of Option 5 – Growing the Greenbelt include:

- Some stakeholders expressed a desire for growing the Greenbelt due to its significance local and provincially in protecting agricultural lands and natural heritage resources. This included a large amount of support for adding urban river valleys. Though the Red Hill Urban River Valley is included as a specific option, many stakeholders were in favour of protecting more than one urban river valley.
- Alignment with the City's commitment to uphold the vision and function of the Greenbelt Plan.

Some neutral effects of this option may include:

- Modifying UHOP policies to increase intensification targets in existing Urban Areas to meet the Growth Plan projections for population and employment.

Some of the potential risks in moving forward with Option 5 – Growing the Greenbelt are the same as Option 1 – No Changes to the Greenbelt Boundary with one exception:

- Some stakeholders expressed opposition to adding Areas A1 or A2 to the Greenbelt.



## 6.0

## Conclusion

This report offers a high-level discussion on the impacts of the Greenbelt within the City of Hamilton as the City looks ahead to planning for the growth projected from 2031 to 2041. This report is a discussion isolated from both the ongoing OMB hearing on the Elfrida Urban Boundary expansion and from a municipal comprehensive review process.

### *Influence of Provincial Plans in Hamilton*

It is recognized that additional work is needed to test the assumptions in this report and consider land needs, deficits, residential intensification, supply and constraints in much greater detail. However, based on the assumptions in this report, the City is faced with the following responsibilities:

- The City is committed to upholding the vision and function of the Greenbelt and after ten years of working with the Plan is aware of local opportunities for refinement;
- There is more than enough Whitebelt land available to accommodate projected greenfield employment needs from 2031 to 2041 and beyond;
- Assuming a maximum greenfield growth scenario (i.e., targeting only 40% intensification), would be enough suitable land in the Whitebelt to accommodate projected Greenfield residential growth from 2031 to 2041. Based on a conservative land need estimate, the deficit ranges from approximately 200 to 700 gross ha of residential land supply;
- Based on the assumptions in this report, there is currently limited flexibility in planning for growth including planning to a comprehensive urban structure;
- Without this flexibility, it is difficult for the City to uphold the vision and function of the Greenbelt Plan as well as plan to the policies of the Growth Plan and the PPS;
- To make the most informed decision around the future of the City, a more comprehensive analysis is needed;
- However, without flexibility in the land supply the scope of a municipal comprehensive review is severely limited.

### *Planning to Uphold the Greenbelt*

The City explored where some of areas for Greenbelt boundary refinement opportunities may be situated within the municipality should a future comprehensive review confirm that additional lands are needed outside of the Whitebelt to accommodate growth to 2041 and to add lands that should be more appropriately included in the Greenbelt. There were key planning considerations that resulted in lands excluded from consideration for addition to or removal from the Greenbelt. Lands excluded from consideration for addition to the Greenbelt include:

- Lands as designated for use by the airport;
- Lands with existing Master Plans (AEGD); and

- Lands surrounded by existing urban areas.

Lands excluded from removal from the Greenbelt include:

- Lands within the Niagara Escarpment area;
- Lands distant from existing Urban Areas or the Whitebelt;
- Lands separated from existing Urban Areas by natural heritage features and noise contours; and
- Isolated Urban Areas surrounded by Greenbelt Protected Countryside.

In planning to uphold or expand the Greenbelt, suitable areas of land that could be added to or removed from the Greenbelt were established. If lands are considered for removal from the Greenbelt in order to refine and add land to the Whitebelt, a similar area of land would also need to move from the current Whitebelt into the Greenbelt.

### *Area Analysis*

The areas being considered for addition or removal were presented to the public and assessed from a land use planning perspective using evaluation criteria that were based heavily on the vision and function of the Greenbelt, Provincial criteria to expand the Greenbelt, and local context. After revising the areas based on feedback heard, it still remains clear that there are no “best” options for Greenbelt boundary refinement.

The land use planning analysis, in many cases, reveals that there are distinct opportunities and tradeoffs for each area. The public perspective around each area’s suitability for addition/removal is equally dichotomous. This result is not surprising considering the cross-section of perspectives within the public including: individual landowners, environmental interests, agricultural interests, former municipalities, City-wide, Provincial perspective, etc.

### *Greenbelt Boundary Review Options*

To help the City explore the implications of the above options, five options were presented for consideration, with detailed descriptions in Section 5.2.

1. No Change to Boundaries. The City can choose to not make any changes to the Greenbelt boundary.
2. Minor Area Changes. The City can choose to recommend minor area (~200 ha) addition and removal refinements to the Greenbelt boundary.
3. Major Area Changes. The City can choose to recommend major area (~700 ha) area addition and removal refinements to the Greenbelt boundary.
4. Defer Decision. The City can choose to recommend that the province defer any decisions around finalizing the Coordinated Provincial Plan Review (applicable to the City) until the City has completed the MCR.
5. Grow the Greenbelt. The City can choose to grow the Greenbelt by adding lands to the Greenbelt.

# Appendix A

## *High-Level Land Needs Analysis*

## Overview of High-Level Land Needs Analysis

As part of this report, a high-level land needs analysis was completed to determine whether existing Whitebelt lands could sufficiently meet residential and employment land needs to 2041. This analysis is not related to nor intended to inform the ongoing Elfrida Urban Boundary expansion OMB hearing. To increase certainty in the results, a formal employment/housing demand analysis would be required in part to have greater confidence in the assumptions. For the purposes of this report, three scenarios were evaluated: Growth Plan, Historical Densities, and Compact Development. Table A1 below summarizes the assumptions and the results for each scenario.

The baseline variables for all scenarios were population projections provided by the Province from the Places to Grow: Growth Plan for the Greater Golden Horseshoe (2013). The 2006 Growth Plan identified a 2031 population projection of 660,000, and later (in 2013) added the 2041 planning horizon which projected a population of 780,000. This is an increase of 120,000 people to 2041. Similarly, the Growth Plan provided projections for employment resulting in an increase of 50,000 jobs. All scenarios also assume that 40% of residential growth will be accounted for through intensification, which is the minimum required by the Growth Plan, reflecting growth of 72,000 people. Assumptions for greenfield development needed for employment uses varied based on the scenario.

To determine land need, Scenario 1 used the Growth Plan density of 50 people and jobs per hectare. Reflecting a simple approach to land need, it does not account for housing mix and the different densities which would impact the amounts of land needed. This simple approach also assumes that all 50,000 jobs will be captured through Greenfield growth. To provide a breakdown by employment and residential needs, it is assumed that 60 percent of the total growth will be residential and 40 percent employment. This is a high-level estimate based on the understanding that the density of residential uses will vary but employment uses will typically be a lower density, therefore requiring more land. This scenario results in a total gross land need of 2,440 ha (1,464 of which would be for residential development, 976 for employment).

Scenarios 2 and 3 assume a housing mix to better reflect the realities of residential growth and also take into consideration the average number of people per unit estimated in 2031 (2.37 PPU).<sup>19</sup> Both scenarios also assume a unit mix of 45% low-density housing, 25% medium-density housing, and 30% high-density housing and resulting net densities for each type.<sup>20</sup> (The net land area is then adjusted to gross land area to capture population-related commercial, institutional, and other land uses.)

<sup>19</sup> Source: Watson & Associates Economists Ltd., May, 2014. Development Charge Background Study. Table 3-1 Residential Growth Forecast Summary.

<sup>20</sup> Watson & Associates Economists Ltd., May, 2014. Development Charge Background Study. Page 3-5



Similarly, Scenarios 2 and 3 use more detailed calculations for employment land needs. These scenarios assume that 50% of the 50,000 jobs projected from 2031 to 2041 will be captured through employment lands. It is further assumed that underutilized lands/facilities will account for 20% of this need, meaning that 80% of the 25,000 jobs will be captured through greenfield development. This results in a need to accommodate 20,000 jobs through greenfield development from 2031 to 2041  $((50,000 * 0.50) * 0.80) = 20,000$  jobs).

Scenario 2 uses historic densities based on Dillon's experience with land needs analysis and familiarity with residential development in Hamilton. It assumes net densities of 15, 60, and 100 units per net ha for low, medium, and high-density housing respectively. This results in the highest amount of land need identified – 2,468 total gross ha (1,737 gross ha residential, 721 gross ha employment).

Scenario 3 uses estimates based on the City of Hamilton's Official Plan reflecting more compact greenfield development. Compared to Scenario 2, the net densities used were higher for all types of housing – 25, 75, and 125 units per net ha (low, medium, high). Best estimates were made based on knowledge of development in Hamilton and identified policies from the Urban Hamilton Official Plan:

- Policy E.3.4.4 states maximum of 60 units per net ha for low-density;
- Policy E.3.5.7 states between 60 and 100 units per net ha medium-density; and
- Policy E.3.6.6.b) states between 100 and 200 units per net ha for high-density development.

Both Scenarios 2 and 3 use a net to gross land adjustment of 65% for residential uses. Similar to the adjustment used for employment lands (75%), this is an estimate which should be further refined based on a review of best practices within Hamilton and the Greater Toronto Area as part of a more detailed analysis. Further, both residential scenarios use a unit forecast and a unit mix which is founded on a Development Charge-based forecast, and not a long-range planning forecast that one would use in a detailed planning analysis (such as the 2012 Greater Golden Horseshoe Technical Report).

The assumptions in Scenario 3 result in the lowest land need identified – 1,830 gross ha total (1,109 for residential and 721 for employment). The highest land need identified is Scenario 2 with 2,458 gross ha (1,737 for residential and 721 for employment).

TABLE A1: SUMMARY OF HIGH-LEVEL LAND NEED ANALYSIS SCENARIOS

#	Scenario	Assumptions <sup>(1)</sup>	Population Land Need <sup>(2)</sup> (gross ha)	Employment Land Need <sup>(3)</sup> (gross ha)	Total Gross Ha
1	Growth Plan	40% Residential Intensification Growth Plan Density: 50 ppj/gross ha	1,464	976	2,440
2	Historical Densities	40% Residential Intensification Average PPU: 2.37 Unit Mix: Low 45%; Med 25%; High 30% Net Densities: Low 15 upnh; Med 60upnh; High 100upnh Employment Density: 37 jpnh	1,737	721	2,458
3	Compact Development	40% Residential Intensification Average PPU: 2.37 Unit Mix: Low 45%; Med 25%; High 30% Net Densities: Low 25 upnh; Med 75 upnh; High 125 upnh Employment Density: 37 jpnh	1,109	721	1,830
Short-form Key: PPU – People per Unit   upnh – Unit Per Net Hectare   jpnh – Jobs per Net Hectare					

<sup>(1)</sup> 2031 Average PPU and Unit Mix Source: Watson & Associates Economists Ltd., May, 2014. Development Charge Background Study.

<sup>(2)</sup> Net to Gross Adjustment for Greenfield Residential for Scenarios 2 and 3: 65% net developable; 35% infrastructure and other services and land uses.

<sup>(3)</sup> Net to Gross Adjustment for Greenfield Employment for Scenarios 2 and 3: 75% net developable; 25% infrastructure and other services and land uses.

## Appendix B

### *Greenbelt Plan Vision and Goals*

Source: Greenbelt Plan, 2005

## 1.2 Vision and Goals

### 1.2.1 Vision

The Greenbelt is a broad band of permanently protected land which:

- Protects against the loss and fragmentation of the agricultural land base and supports agriculture as the predominant land use;
- Gives permanent protection to the natural heritage and water resource systems that sustain ecological and human health and that form the environmental framework around which major urbanization in south-central Ontario will be organized; and
- Provides for a diverse range of economic and social activities associated with rural communities, agriculture, tourism, recreation and resource uses.

### 1.2.2 Goals

To enhance our urban and rural areas and overall quality of life by promoting the following matters within the Protected Countryside:

#### 1. Agricultural Protection

Protection of the *specialty crop area* land base while allowing supportive infrastructure and value added uses necessary for sustainable agricultural uses and activities;

- a. Support for the Niagara Peninsula *specialty crop area* as a destination and centre of agriculture focused on the agri-food sector and agri-tourism related to grape and tender fruit production;
- b. Protection of *prime agricultural areas* by preventing further fragmentation and loss of the agricultural land base caused by lot creation and the redesignation of *prime agricultural areas*;
- c. Provision of the appropriate flexibility to allow for *agriculture*, *agriculture-related* and *secondary uses*, *normal farm practices* and an evolving agricultural/rural economy; and
- d. Increasing certainty for the agricultural sector to foster long-term investment in, improvement to, and management of the land.

#### 2. Environmental Protection

- a. Protection, maintenance and enhancement of natural heritage, hydrologic and *landform* features and functions, including protection of habitat for flora and fauna and particularly species at risk;
- b. Protection and restoration of natural and open space connections between the Oak Ridges Moraine, the Niagara Escarpment, Lake Ontario, Lake Simcoe and the major river valley lands, while also maintaining connections to the broader natural systems of southern Ontario beyond the Golden Horseshoe such as the Great Lakes Coast,



the Carolinian Zone, the Lake Erie Basin, the Kawartha Highlands and the Algonquin to Adirondacks Corridor;

- c. Protection, improvement or restoration of the quality and quantity of ground and surface water and the hydrological integrity of watersheds; and
- d. Provision of long-term guidance for the management of natural heritage and water resources when contemplating such matters as development, infrastructure, open space planning and management, aggregate rehabilitation and private or public stewardship programs.

### 3. Culture, Recreation and Tourism

- a. Support for the conservation and promotion of cultural heritage resources;
- b. Provision of a wide range of publicly accessible built and natural settings for recreation including facilities, parklands, open space areas, trails and water-based/shoreline uses that support hiking, angling and other recreational activities; and
- c. Enabling continued opportunities for sustainable tourism development.

### 4. Settlement Areas

- a. Support for a strong rural economy by allowing for the social, economic and service functions through the residential, institutional and commercial/industrial uses needed by the current and future population within the Greenbelt, particularly within settlements; and
- b. Sustaining the character of the countryside and rural communities.

### 5. Infrastructure and Natural Resources

- a. Support for infrastructure which achieves the social and economic aims of the Greenbelt and the proposed Growth Plan while seeking to minimize environmental impacts;
- b. Recognition of the benefits of protecting renewable and non-renewable natural resources within the Greenbelt; and

Provision for the availability and sustainable use of those resources critical to the region's social, environmental, economic and growth needs.

## Appendix C

### *Greenbelt Boundary Expansion Criteria*

Source: Ministry of Municipal Affairs and Housing, Growing the Greenbelt, August 2008

## Expansion Criteria

The Ministry of Municipal Affairs and Housing will consider municipal requests to grow the Greenbelt that address the following six criteria. The ultimate discretion rests with the Minister of Municipal Affairs and Housing as to whether an expansion proposal addresses the criteria.

### 1. Municipal Request

The request is from a regional, county or single-tier municipal government and is supported by a council resolution.

In a region or county, the lower-tier host municipality (or municipalities) in the proposed expansion area supports the request through a council resolution.

For regions and counties, a council resolution is needed from the upper-tier council as well as the lower-tier council of the host municipality (or municipalities) where the proposed expansion to the Greenbelt would be located. The submission should consider and build on existing municipal data and resources such as official plan mapping and policies.

Municipalities will need to provide documentation and supporting rationale as to how they have addressed the criteria and are encouraged to work together in preparing a submission.

The municipality documents how it has addressed the Ministry of Municipal Affairs and Housing's expectations for:

- Engagement with the public, key stakeholders, and public bodies such as conservation authorities, including notification of affected landowners.
- Engagement with Aboriginal communities.

Council will need to demonstrate what measures it has taken to engage the public, affected landowners, key stakeholder organizations and public bodies about growing the Greenbelt in its municipality. Considerations for engagement should build on the consultation process municipalities use for a comprehensive official plan amendment such as the five-year review of a municipal official plan.

The Ministry of Municipal Affairs and Housing expects that engagement will occur early in the process and will include notifying all affected landowners, adjacent municipalities and the public. Engagement would also include notifying and working with public bodies such as local conservation authorities, the Niagara Escarpment Commission and key stakeholder organizations. Notification can be achieved by mail and supported by ads in local news reports. Municipalities are encouraged to hold public open house(s) or meeting(s) to allow council to hear all viewpoints on the proposed expansion.

Council will also need to demonstrate how it has engaged Aboriginal communities. Sharing information upfront and early in the process should be part of the municipality's regular

business practices and can help build co-operative relationships and mutual respect. Initial considerations should include identifying Aboriginal communities who may have Aboriginal or treaty rights or other interests in the area under consideration for Greenbelt expansion.

There are a number of ways that municipalities can engage Aboriginal communities. Initial contact could be made through personal mail delivery with follow-up phone calls. Council should also work with Aboriginal communities to determine appropriate timing, methods and approaches for any proposed meetings to explain and discuss the process for growing the Greenbelt.

## 2. Additions to the Greenbelt

The request identifies a proposed expansion area that is adjacent to the Greenbelt or demonstrates a clear functional relationship to the Greenbelt area and how the Greenbelt Plan policies will apply.

Proposed additions to the Greenbelt should be connected to the existing Greenbelt area to add Protected Countryside areas to the Greenbelt Plan. However, lands that are not immediately adjacent to the Greenbelt may also be considered for expansion where it can be demonstrated that there is a clear functional relationship to the Greenbelt.

A functional relationship is based on natural heritage, water resources or agriculture. For example, this could include the protection of headwaters, recharge areas and associated wetlands.

## 3. Embraces the Greenbelt Purpose

The request demonstrates how the proposed expansion area meets the intent of the vision and one or more of the goals of the Greenbelt Plan.

The Greenbelt Plan establishes its main purpose through its vision and goals. Municipal submissions to grow the Greenbelt need to demonstrate how the proposed expansion area meets the vision of the Greenbelt.

The Greenbelt plan aims to enhance urban and rural areas and overall quality of life in the Protected Countryside. While providing permanent agricultural and environmental protection, and supporting a strong agricultural and rural economy, the Greenbelt Plan also provides for a wide range of recreation, tourism and cultural opportunities. Municipal submissions to grow the Greenbelt need to demonstrate how the proposed expansion area meets one or more goals of the Greenbelt Plan.

A commitment to implement and support the existing policies of the Greenbelt Plan needs to be demonstrated. Changes to the existing policies of the Greenbelt will not be considered through this process.

### Greenbelt Vision

The Greenbelt is a broad band of permanently protected land which:

- Protects against the loss and fragmentation of the agricultural land base and supports agriculture as the predominant land use.
- Gives permanent protection to the natural heritage and water resource systems that sustain ecological and human health, and that form the environmental framework around which major urbanization in south-central Ontario will be organized.
- Provides for a diverse range of economic and social activities associated with rural communities, agriculture, tourism, recreation and resource uses.

Please refer to the MMAH website for more information on the Greenbelt's goals.

#### Greenbelt Goals

To enhance our urban and rural areas and overall quality of life by promoting the following matters within the Protected Countryside:

1. Agricultural protection
2. Environmental protection
3. Culture, recreation and tourism
4. Settlement areas
5. Infrastructure and natural resources

Please refer to the Greenbelt Plan for more information on the Greenbelt's goals.

#### 4. Connections to Greenbelt Systems

One or more of the Greenbelt systems (Natural Heritage System, Agricultural System and Water Resource System) is identified and included in the proposed expansion area and their functional relationship to the existing Greenbelt system is demonstrated.

Municipal requests to grow the Greenbelt need to identify and include one or more of these systems in the proposed expansion area. The municipality will have to demonstrate a functional relationship between the proposed expansion area and one or more of the systems of the existing Greenbelt Plan.

The Greenbelt Plan includes a provincial-scale Agricultural System and Natural System that also maintain connections to the broader agricultural and natural systems of southern Ontario. The Natural System is made up of a Natural Heritage System and a Water Resource System. The area identified for Greenbelt expansion must be based on the same provincial scale systems approach that was used in the Protected Countryside of the Greenbelt Plan.

The Agricultural System is made up of specialty crop areas that include the Holland Marsh and the Niagara Peninsula tender fruit and grape areas, prime agricultural areas and rural areas. The Agricultural System is connected both functionally and economically to agriculture beyond the existing Greenbelt.

The Natural Heritage System includes natural heritage features and areas linked by natural corridors necessary to maintain biological and geological diversity, natural functions, viable



populations of indigenous species and ecosystems. The Water Resource System is made up of both ground and surface water features and their associated functions, such as primary recharge, head-water and discharge areas. These provide the water resources necessary to sustain healthy aquatic and terrestrial ecosystems and human drinking water sources.

#### Building the Greenbelt by Layers

The process of building the Greenbelt during 2004 and 2005 involved extensive consultation and collaboration. The Greenbelt Task Force, an advisory group, conducted public meetings and reported back to the Minister of Municipal Affairs and Housing in August 2004. The Greenbelt Plan was drafted based on the task force's recommendations and advice. For more information on those recommendations, please review the task force's report.

The provincial Growth Plan for the Greater Golden Horseshoe was developed at the same time as the Greenbelt Plan to identify where growth should take place and to reduce development pressures on rural and agricultural areas.

The Oak Ridges Moraine Conservation Plan and Niagara Escarpment Plan form the backbone of the Greenbelt. The Greenbelt's Natural Heritage System includes and builds on the natural heritage systems in the moraine and the escarpment.

The final Greenbelt area was determined by identifying a natural heritage system and defining an agricultural system. Together, these components form the Protected Countryside of the Greenbelt. The government also considered the amount of land required to accommodate anticipated growth.

The Natural Heritage System identifies major core areas containing high concentrations of natural features and linking areas that ecologically connect the core areas. Major valley corridors of rivers flowing from the Oak Ridges Moraine and the Niagara Escarpment also provide links from the Greenbelt to Lake Ontario.

The Agricultural System was identified based on a number of factors, including the Greenbelt Land Evaluation Area Review study, the existing pattern of agriculturally protected lands set out in municipal official plans and a consideration of projected future growth patterns. This method uses a scoring system and considers a number of potential factors such as soils, climate, productivity and land fragmentation. Studies were also done to identify two Specialty Crop Areas: the Niagara Peninsula tender fruit and grape area, and the Holland Marsh.

#### 5. Complements the Growth Plan for the Greater Golden Horseshoe

A municipality's request to expand the Greenbelt may be considered by the Ministry of Municipal Affairs and Housing while the municipality is engaged in its associated Growth Plan conformity exercise. The proposed area for expansion cannot impede the implementation of the Growth Plan. The municipality must demonstrate how the expansion area supports the goals, objectives and targets of both the Greenbelt Plan and the Growth Plan.

Expansions to the Greenbelt will be considered for areas that are outside of existing urban settlement areas. An exception may be considered for major natural heritage systems that are located within existing urban settlement areas. The natural heritage system must be designated within the municipal official plan.

The Growth Plan sets out a framework for managing growth and revitalizing existing urban communities in the Greater Golden Horseshoe. It also steers growth away from environmentally sensitive and prime agricultural areas. The Greenbelt Plan identifies where major urban growth cannot take place.

Municipalities are required to bring their official plans into conformity with the Growth Plan by June, 2009. A municipality may initiate a request to grow the Greenbelt at the same time as it is undertaking its Growth Plan conformity exercise. However, it must demonstrate that the Greenbelt expansion area supports the goals, objectives and targets of both the Growth Plan and the Greenbelt Plan. This includes addressing how its future growth needs will be met and how the Greenbelt expansion complements the municipality's Growth Plan conformity exercise.

Proposed expansions to the Greenbelt should be outside of urban settlement areas designated in municipal official plans. An exception may be considered for major natural heritage systems that are designated as part of an urban settlement area and a significant connection to the Greenbelt area can be demonstrated. This would not include lands that have been designated for public parks, or active recreation uses (e.g. sports fields) that have been approved as part of an urban community.

#### 6. Timing and Relationship to Other Provincial Initiatives

A municipality's request to expand the Greenbelt may be considered by the Ministry of Municipal Affairs and Housing while complementary provincial initiatives are being developed.

The request has to demonstrate that the proposed expansion area will not undermine provincial interests, or the planning or implementation of complementary provincial initiatives (e.g. Source Protection Plans under the Clean Water Act, 2006, Metrolinx's Regional Transportation Plan, proposed Lake Simcoe Protection Strategy.)

There are a number of provincial initiatives currently affecting the Greater Golden Horseshoe, including broader transportation /transit planning and protection of water resources. Some of these provincial initiatives include Source Protection Plans under the Clean Water Act, 2006, Metrolinx's Regional Transportation Plan, the Ministry of Transportation's planning, design and construction projects and the proposed Lake Simcoe Protection Strategy.

Municipal requests to grow the Greenbelt will need to identify the relationship to relevant provincial initiatives and demonstrate that the proposed expansion would complement and support them, and would not impede their planning or implementation.

## Appendix D

### *GRIDS' Nine Directions to Guide Development & Proposed Hamilton- Specific Criteria*

### Nine Directions to Guide Development

1. Encourage a compatible mix of uses in neighbourhoods that provide opportunities to live work and play.
2. Concentrate new development within existing built-up areas and within a firm urban boundary.
3. Protect rural areas for a viable rural economy, agricultural resources, environmentally sensitive recreation and enjoyment of the rural landscape.
4. Design neighbourhoods to improve access to community life.
5. Retain and attract jobs in Hamilton's strength areas and in targeted new sectors.
6. Expand transportation options that encourage travel by foot, bike and transit and enhance efficient interregional transportation connections.
7. Maximize the use of existing buildings, infrastructure and vacant or abandoned land.
8. Protect ecological systems and improve air, land and water quality.
9. Maintain and create attractive public and private spaces and respect the unique character of existing buildings, neighbourhoods and settlements.

Source: Growth Related Integrated Development Strategy: Growth Report, May 2006

## Proposed Hamilton-Specific Criteria For Modifying the Greenbelt

Criteria
Recognize noise constraints to residential and other sensitive land uses in proximity to airport (28 NEF applied as per policy C.4.4.8 in Urban Hamilton Official Plan <sup>21</sup> )
Retain a continuous urban area
Protection of agriculture - Consider Agricultural (i.e. protection of specialty crop, prime agricultural) versus Rural Designated Lands – Rural preferred
Ability to connect to existing transportation routes and infrastructure (i.e. water mains and sewers)
Ability to achieve compact, vibrant and complete communities
Ability to meet density targets (i.e. employment and population forecasts based on 40% intensification and 50 persons and jobs per hectare)
Ability to protect, conserve, enhance and wisely use the valuable natural heritage system
Ability to provide conservation, promotion and opportunities for culture, recreation and tourism support,
Ability to provide for a range of housing forms (i.e. housing market choices)
Avoid isolated pockets of rural designated lands
Reduce land fragmentation (i.e. lot sizes for employment and agricultural uses require larger lots)

<sup>21</sup> All new development of residential and other sensitive land uses shall be prohibited between from 28 NEF and greater. See Figure 2. Policy currently under appeal.



## Appendix E

*Comments from the Public on  
Evaluation Criteria*

### Comments from the Public: Evaluation Criteria

The evaluation criteria were presented to the public for their comment. This appendix provides a summary of the comments heard and responses.

Many of the comments provided were general in nature and fed into the key messages found in the Consultation Report. There were some comments about the specific criteria themselves. (While comments may have been provided from an "addition" or "removal" perspective, the criteria were developed from each perspective where necessary.) In general, these comments were:

- Consider watershed/headwater protection and floodplains;
- Consider impact to wildlife corridors;
- Consider impact to Species-at-Risk and Endangered Species habitat;
- Consider opportunities to expand and upgrade Conservation Areas;
- Consider the specific costs of infrastructure;
- Consider access in agricultural areas to recreational features;
- Concern about contradictory criteria between add/remove;
- Request to define " typical" as part of 'typical agricultural practices'; and
- Provincial criteria should drive the evaluation.

The City considered these comments acknowledging the potential for criteria revision. Many of the comments are themed around environmental considerations and are very important things to consider when discussing areas for removal as well as addition. These comments are captured within the data that was used to evaluate the areas. (The data used to implement the criteria were available to the public upon inquiry, but not presented on a panel). Specifically, the Natural Heritage System (which includes Core Areas and Linkages) found in Schedules B of both the Urban and Rural Hamilton Official Plan address these considerations. Per Policy C.2.0 – Natural Heritage System of the Urban Hamilton Official Plan, the Natural Heritage System was created through areas identified based on requirements of the Provincial Policy Statement.

Not only does the City's Natural Heritage System Official Plan schedule consist of the Core Areas and Linkages, but it also includes those lands between them which may be suitable for restoration. The Natural Heritage System was developed using Provincial data, City data, and local field studies. As such, this information reflects the most reliable information available around these important interests. At this stage of the discussion, it is not feasible or appropriate to re-examine the delineation of the Natural Heritage System.

While opportunities to expand and upgrade Conservation Areas would typically be reflected in the Natural Heritage System, it is noted that it is not always reflective of current plans to expand or create Conservation Areas.

The comment regarding details around servicing costs must be considered within the context of what is an appropriate level of detail for this review. Unfortunately, site specific and detailed servicing and cost data is not available at this time. However, consideration is given to existing

servicing as of 2006 through the existing Water and Wastewater (W/WW) Systems as found in the 2006 W/WW Master Plan.

The evaluation criteria were designed to consider access to recreational features through the Cultural Heritage criteria group which assessed area parks and trails. While it is possible that there are "desire paths" that run through agricultural areas that access recreational features, this would reflect a level of detail that is not available or feasible at this time. These paths would not be publicly accessible.

The separate add and remove criteria are necessary because the characteristics that support removal are not the same as those that support addition. While certainly not the most explicit, the word "typical" was used as a descriptive term to reflect those agricultural practices most common in the local area.

It is acknowledged that provincial criteria should drive the evaluation. This is why the MMAH criteria for Greenbelt expansion and the Greenbelt Plan goals were used as a foundation for the development of evaluation criteria.

## Appendix F

### *Assessing Potential Lands for Addition or Removal*

RESULTS OF ASSESSMENT OF POTENTIAL LANDS FOR ADDITION TO THE GREENBELT

Criteria Group	To be a good addition to the Greenbelt, the area should....	Area A1: Book Road Area	Area A2: Nebo Road Area
Protection of Agriculture	Contain Agricultural lands	<ul style="list-style-type: none"> <li>✓ Primary land use is Agriculture in and surrounding the area</li> </ul>	<ul style="list-style-type: none"> <li>✓ Agriculture land use is only land use in and surrounding the area</li> </ul>
	Contain Specialty Crop lands	<ul style="list-style-type: none"> <li>• Some areas of Open Space and Rural (north-east of area) land uses and Urban land uses to the north</li> </ul>	<ul style="list-style-type: none"> <li>✓ No Specialty crop lands</li> </ul>
	Be adjacent to established farms to protect the land in the long-term for agricultural use.	<ul style="list-style-type: none"> <li>✓ No Specialty Crop lands</li> </ul>	
Rural Character & Economy	Contain agricultural-related uses (e.g., farm implement dealers, auction barn, etc.) or on-farm diversified uses (e.g. farmers markets)	<ul style="list-style-type: none"> <li>✓ Agriculture-related uses such as a farmer's market on Fiddlers Green Road</li> </ul>	<ul style="list-style-type: none"> <li>✓ Potential on-farm diversified uses (e.g. scrap yard) which may be defined as a rural amenity that maintains rural character</li> </ul>
	Support rural character, and leverage rural amenities		
Environmental Protection	Contain portions of the City's Natural Heritage System, which could include portions of the existing ravine system) and protect core features and functions by connecting linkages	<ul style="list-style-type: none"> <li>✓ City Core Area and Existing Greenbelt Natural Heritage System features bisect the area</li> </ul>	<ul style="list-style-type: none"> <li>✓ Opportunity to connect City Core Areas within the area and to the north and south</li> </ul>
	Be an extension of the Greenbelt Natural Heritage System.	<ul style="list-style-type: none"> <li>✓ Opportunity to enhance protection of an existing east-west City Linkage</li> </ul>	<ul style="list-style-type: none"> <li>✓ Extension of Greenbelt Natural Heritage System to the north</li> </ul>
	Be an extension of the Greenbelt Protected Countryside.	<ul style="list-style-type: none"> <li>✓ Opportunity to extend City Core Area south of Garner Road.</li> <li>✓ Greenbelt Protected Countryside borders the area to the west and the south.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Opportunity to enhance protection of existing north-south City Linkages</li> <li>✓ Extension of Greenbelt Protected Countryside found to the east and south</li> </ul>
Cultural Heritage	Provide opportunity for protection to known municipally identified trails, parks, conservation areas, or other cultural heritage (landscapes or buildings).	<ul style="list-style-type: none"> <li>✓ Existing bike route on Book Road and Fiddlers Green</li> <li>• No identified cultural heritage resources, conservation areas, or City classified parks</li> </ul>	<ul style="list-style-type: none"> <li>✓ Multi-use path (Trans-Canada Trail) goes through the north-west portion of the area</li> <li>• No identified cultural heritage resources, conservation areas, or City classified parks</li> </ul>
Settlement Area	Contain land that is constrained by the NEF 28 contour because it precludes residential and any other sensitive land use within the NEF contour.	<ul style="list-style-type: none"> <li>✓ Major NEF 28 noise contour constraint on the area meaning sensitive land uses (i.e., residential and institutional uses) are not</li> </ul>	<ul style="list-style-type: none"> <li>✓ Major NEF 28 noise contour constraint on the area meaning sensitive land uses (i.e., residential and institutional uses) are not suitable</li> </ul>



Criteria Group	To be a good addition to the Greenbelt, the area should....	Area A1: Book Road Area	Area A2: Nebo Road Area
	<p>Not contain land that is highly suitable for employment or residential uses (i.e., surrounded by existing or future employment / residential uses).</p> <p>Contain lands that are suitable for a limited amount of land uses (e.g., only employment)</p>	<p>suitable</p> <ul style="list-style-type: none"> <li>✓ Bounded by residential uses to the north and commercial uses to the north-west</li> <li>✓ Bounded by future employment to the east and partially to the west.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Bounded by Agriculture uses</li> </ul>
Infrastructure and Natural Resources	Not contain existing or planned water/wastewater servicing and not provide opportunities for efficient servicing expansion.	<ul style="list-style-type: none"> <li>✓ No existing watermain servicing within or near the area</li> <li>• Some wastewater infrastructure to the north of the area</li> <li>• Potential Rapid Transit Line to run along Garner Road East</li> </ul>	<ul style="list-style-type: none"> <li>✓ No existing watermain servicing within or near the area</li> <li>✓ No existing wastewater servicing within or near the area</li> <li>• Current transportation infrastructure is a rural network including rural Arterial road (Nebo Rd)</li> <li>• Does not contain mineral aggregate resources</li> </ul>
	Not contain existing or planned connections to higher-order road networks (e.g., arterial roads).	<ul style="list-style-type: none"> <li>• Current transportation infrastructure is a rural network</li> </ul>	
	Not be in proximity to identified inter-regional transit corridors, mobility hubs, or other sustainable transportation networks.	<ul style="list-style-type: none"> <li>• Potential to connect to infrastructure serving existing residential development north of the are</li> </ul>	
	Contain mineral aggregate resources	<ul style="list-style-type: none"> <li>✓ Contains a small area of mineral aggregate resources</li> </ul>	

## RESULTS OF ASSESSMENT OF POTENTIAL LANDS FOR REMOVAL FROM THE GREENBELT

Criteria Group	To be suitable for removal from the Greenbelt, the area should....	Area 1: Lower Stoney Creek	Area R2: Upper Stoney Creek (Revised)	Area R3: Stoneybrook	Area R4: North Twenty Mile Creek	Area R5: Waterdown
Protection of Agriculture	Not contain Agricultural lands.	<ul style="list-style-type: none"> <li>Specialty Crop is the only land use in the area.</li> <li>✓ Surrounded by residential and employment uses to the west, north, and east.</li> </ul>	<ul style="list-style-type: none"> <li>Specialty Crop is the only land use in the area.</li> <li>✓ Urban Neighbourhood and Arterial Commercial uses to the west.</li> <li>✓ Planned future residential uses to the south.</li> </ul>	<ul style="list-style-type: none"> <li>Agriculture is primary land use, with Rural land use north of Highland Road.</li> <li>✓ Planned future residential uses to the west.</li> </ul>	<ul style="list-style-type: none"> <li>Agriculture is the only land use in the area.</li> <li>✓ Planned future residential uses to the north.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Primarily Rural land use with some Open Space.</li> <li>✓ Existing residential uses to the south and planned Waterdown East West Corridor to the north.</li> </ul>
	Not contain Specialty Crop lands.					
	Be surrounded by land uses that prohibit typical agricultural practices.					
Rural Character and Economy	Not be supportive of rural character nor allow for rural amenities and assets.	<ul style="list-style-type: none"> <li>Allows for some rural amenities and assets (i.e., Winona Gardens and Imperial Precast Corp. by Fifty Road).</li> </ul>	<ul style="list-style-type: none"> <li>Allows for some rural amenities and assets (i.e., Drive-in theatre, container/trailer services, golf centre, Dofasco Park, and Green Mountain Gardens most found along Green Mountain Road).</li> </ul>	<ul style="list-style-type: none"> <li>Allows for some rural amenities and assets (i.e., B&amp;G Multi Services on Highway 20).</li> </ul>	<ul style="list-style-type: none"> <li>Allows for some rural amenities and assets (i.e., Fletcher Fruit Farms, and Slack Lumber &amp; Supplied Limited on Highway 56).</li> </ul>	<ul style="list-style-type: none"> <li>Allows for some rural amenities (i.e., Connon Nurseries) which will already be impacted by the Waterdown East West Corridor.</li> </ul>
Environmental Protection	Not contain portions of the City's Natural Heritage System (local features).	<ul style="list-style-type: none"> <li>✓ Most of the area does not contain City's Natural Heritage System features (Core Area nor Linkage) or Greenbelt Natural Heritage System.</li> </ul>	<ul style="list-style-type: none"> <li>Contains some City Natural Heritage System features (Core Area and Linkage) in the north of the area and south of Green Mountain Road.</li> <li>Contains some Greenbelt Natural Heritage System in the north.</li> </ul>	<ul style="list-style-type: none"> <li>Contains some City Natural Heritage System features (Core Area and Linkage) north of Highway 20 and between Highway 20 and Golf Club Road.</li> <li>✓ Does not contain Greenbelt Natural Heritage System.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Most of the area does not contain City Natural Heritage System features (Core Area nor Linkage)</li> <li>✓ Area does not contain Greenbelt Natural Heritage System.</li> </ul>	<ul style="list-style-type: none"> <li>Contains portions of the City's Natural Heritage System (primarily Core Area).</li> <li>Contains portions of the Greenbelt Natural Heritage System.</li> <li>✓ However, these systems will be fragmented by the Waterdown East West Corridor.</li> </ul>
	Not contain portions Greenbelt Plan's Natural Heritage System.					
Cultural	Not undermine known, municipally identified	<ul style="list-style-type: none"> <li>Eastern part of the area contains a small Community Park and a</li> </ul>	<ul style="list-style-type: none"> <li>Large Individually Designated cultural heritage</li> </ul>	<ul style="list-style-type: none"> <li>✓ No identified cultural heritage resources, existing</li> </ul>	<ul style="list-style-type: none"> <li>✓ No identified cultural heritage resources, existing</li> </ul>	<ul style="list-style-type: none"> <li>Contains an existing multi-use path, and is</li> </ul>

Criteria Group	To be suitable for removal from the Greenbelt, the area should....	Area 1: Lower Stoney Creek	Area R2: Upper Stoney Creek (Revised)	Area R3: Stoneybrook	Area R4: North Twenty Mile Creek	Area R5: Waterdown
Heritage	trails, parks, conservation areas, or other cultural heritage (buildings and landscapes).	<p>small Individually Designated cultural heritage property</p> <ul style="list-style-type: none"> <li>✓ No conservation areas or existing trails in the area.</li> </ul>	<p>property in north-west portion of the area (sub-area a)</p> <ul style="list-style-type: none"> <li>✓ No conservation areas, existing trails, or City classified parks.</li> </ul>	trails, conservation areas, or City classified parks.	trails, conservation areas, or City classified parks.	<p>adjacent to an On-Street Bike Route (Parkside Drive) and a Cautionary On-Street Bike Route (Centre Road).</p> <ul style="list-style-type: none"> <li>• Contains some Natural Open Space.</li> <li>✓ No conservation areas.</li> </ul>
Existing Urban Area(s)	Contain land that is not constrained by the NEF 28 contour as those have greater flexibility for a range of land uses including residential and institutional uses.	<ul style="list-style-type: none"> <li>✓ Area is not constrained by NEF 28 noise contour.</li> <li>✓ Opportunity to complete an existing community as area is virtually surrounded by employment or residential uses.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Area is not constrained by NEF 28 noise contour</li> <li>✓ Suitable for employment uses.</li> <li>✓ Opportunity to complete an existing community as area is adjacent to existing urban boundary and planned future residential uses to the east and south.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Area is not constrained by NEF 28 noise contour.</li> <li>✓ Suitable for employment uses.</li> <li>✓ Opportunity to complete an existing community as area is adjacent to planned future residential uses to the west.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Area is not constrained by NEF 28 noise contour.</li> <li>✓ Suitable for employment uses.</li> <li>✓ Opportunity to complete an existing community as area is adjacent to planned future urban uses to the north.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Area is not constrained by NEF 28 noise contour.</li> <li>✓ Suitable for employment uses.</li> <li>✓ Opportunity to build on an existing community as area is adjacent to an existing urban area to the south. Existing urban area includes residential, commercial, and institutional uses.</li> <li>• However, the area will be bordered by the Waterdown East West Corridor to the north which will place some limitations on development.</li> </ul>
	Contain land that is clearly highly suitable for employment uses.					
	Be contiguous with existing urban land that would create a complete community or complete an existing community.					
	Have a configuration suitable for urban uses.					

Criteria Group	To be suitable for removal from the Greenbelt, the area should....	Area 1: Lower Stoney Creek	Area R2: Upper Stoney Creek (Revised)	Area R3: Stoneybrook	Area R4: North Twenty Mile Creek	Area R5: Waterdown
Infrastructure and Natural Resources	Be serviced or in an area where water/wastewater servicing is already planned or provide opportunities for efficient servicing expansion.	<ul style="list-style-type: none"> <li>✓ In proximity to existing water and wastewater servicing (Barton Street, Fifty Road).</li> <li>✓ Potential Rapid Transit Route along Barton Street.</li> <li>✓ Adjacent to Barton Street Pedestrian Promenade.</li> <li>✓ Near potential multi-modal hub.</li> <li>✓ Adjacent to Highway 8 potential transportation corridor expansion.</li> </ul>	<ul style="list-style-type: none"> <li>• No existing water or wastewater servicing in or near the area.</li> <li>✓ Some opportunity for water and wastewater servicing expansion from the west.</li> <li>✓ Potential Rapid Transit Line along Upper Centennial Parkway.</li> <li>✓ Adjacent to identified transportation corridor (Upper Centennial Parkway).</li> </ul>	<ul style="list-style-type: none"> <li>• No existing water or wastewater servicing in or near the area.</li> <li>• No planned connections to higher order transit or other sustainable transportation networks.</li> <li>✓ Contains rural collector and arterial roads.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Existing watermain along Highway 56 to Binbrook.</li> <li>✓ Existing sewer on Golf Club Road and Highway 56 to Binbrook.</li> <li>✓ Contains rural collector and arterial roads.</li> <li>• No planned connections to higher order transit or other sustainable transportation networks.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Existing watermain along Parkside Drive</li> <li>✓ Some existing wastewater servicing to the south of the area.</li> <li>✓ Area to be bordered by Major Arterial – Waterdown East West Corridor.</li> <li>• No planned connections to higher order transit or other sustainable transportation networks.</li> </ul>
	Contain existing or planned connections to higher-order transportation networks (e.g., arterial roads).					
	Be in proximity to identified inter-regional transit corridors, mobility hubs, or other sustainable transportation networks.					