

REVIEW OF CONFEDERATION GO STATION EMPLOYMENT LAND
CONVERSION

ANALYSIS OF 395 CENTENNIAL PARKWAY NORTH / 460 KENORA AVENUE, 185 BANCROFT STREET AND 25 ARROWSMITH DRIVE

Background

In November of 2019, Staff brought forward Report PED17010(f) - GRIDS 2 and Municipal Comprehensive Review – Consultation Update and Employment Land Review to the General Issues Committee of Council. This Report and appendices summarized the draft recommendations for employment land conversions. At this time, a Motion was put forward to have staff review the potential conversion of the lands of the Confederation GO Station (395 Centennial Parkway North, 185 Bancroft Street and 25 Arrowsmith Drive) from the current Light Industrial designation to a Mixed Use – High Density Designation. This appendix summarizes the employment conversion review of these lands.

Overview and existing context

The subject lands are bound by Centennial Parkway North to the east, Goderich Road to the north, Arrowsmith Road to the south, and Bancroft Street to the east. The subject lands are bisected by the CN Rail corridor, resulting in two parcels of land - one north and one south of the tracks. The lands are located within the East Hamilton Industrial Area and are the site of the Confederation GO station. The northern portion of the site is to be developed with the transit station, while the southern portion has been proposed as a vehicle parking area.

The northern parcel (395 Centennial Parkway and 460 Kenora Avenue) area is approximately 1.92ha (4.74 acres), while the southern parcel (185 Bancroft Street and 25 Arrowsmith Drive) area is approximately 2.13ha (5.28 acres). Both parcels of the subject lands are designated “Industrial Land” on Volume 1, Schedule E-1 – Urban Land Use Designations of the Urban Hamilton Official Plan (UHOP).

The lands are located within the Centennial Neighbourhoods Secondary Plan area. The lands are designated “Light Industrial” and identified as a “Commuter Bus and Rail Station” on Volume 2, Map B.6.7-1 – Centennial Neighbourhoods Secondary Plan Land Use Plan. The lands surrounding the site are designated on Volume 2, Map B.6.7-1 as follows: “Mixed Use High Density” along Centennial Parkway North east and south of the southern parcel; “Arterial Commercial” and “Light Industrial” north of the northern parcel; and, “Light Industrial” to the west of both parcels. The subject lands are identified as Site-Specific Policy Area “A” on Volume 2, Map B.6.7-4 – Site Specific Policy Areas. The Confederation Go station lands act as a transitional buffer between the future high density, mixed-use development along Centennial Parkway, and the active industrial uses to the west.

The northern parcel is partially developed as the Confederation GO station, consisting of a self-serve kiosk and bus pick up and drop off and 60 vehicle parking spaces. The southern portion of the site is currently vacant. The parcels to the west of the site are developed with a mix of automotive, trucking and manufacturing uses along Bancroft Avenue, and an active City waste transfer station (Kenora Waste Transfer Station) west of the northern portion of the site. To the south of the subject lands are office and commercial uses. North of the subject lands are employment related office uses (commercial/office plaza), trucking uses, and a hotel. To the east of the subject lands is Centennial Parkway North (immediately adjacent to northern site), an automotive parts manufacturing business, and automotive dealership (immediately adjacent to southern site).

Proposed Conversion, Proposed Land Use, and Rationale

The request to review the potential conversion of the subject lands was a result of a motion at the City's General Issues Committee meeting on November 20, 2019. The motion requested that Staff investigate a possible conversion of the lands from the "Light Industrial" designation to a mixed-use designation. The intent of the motion was to increase the flexibility of the lands for future potential development in conjunction with the operation of the Confederation GO Station.

Metrolinx has initiated a Transit Oriented Development (TOD) Program for the Greater Golden Horseshoe Transit Network with a focus on a Market Driven approach. TOD is development at a higher density, with a mix of uses that is connected to, or within a short walking distance of transit stations and stops. The design of TOD is to encourage increased transit ridership. The provincial agency's Market Driven approach to TOD is driven by the need to increase transit ridership and to assist in finding private sector partnerships for the construction or re-construction of transit stations and infrastructure.

Both parcels of the subject lands (north and south of the tracks) are owned by Metrolinx for the development of the Confederation GO Station. The final station construction will include a self-serve rail station with island platforms (including accessible platform), pedestrian tunnel and stair access from Centennial Parkway. Currently, GO bus Route 12 has begun serving the site of the future Confederation GO station and a drop off/pick up and parking area is located on the northern parcel of land. While the scope of the Confederation GO station has been finalized, the tender for development of the site has not been released. Through the adoption of the market-driven approach, Metrolinx may wish to integrate the development of the Confederation GO Station with a mixed-use development proposal.

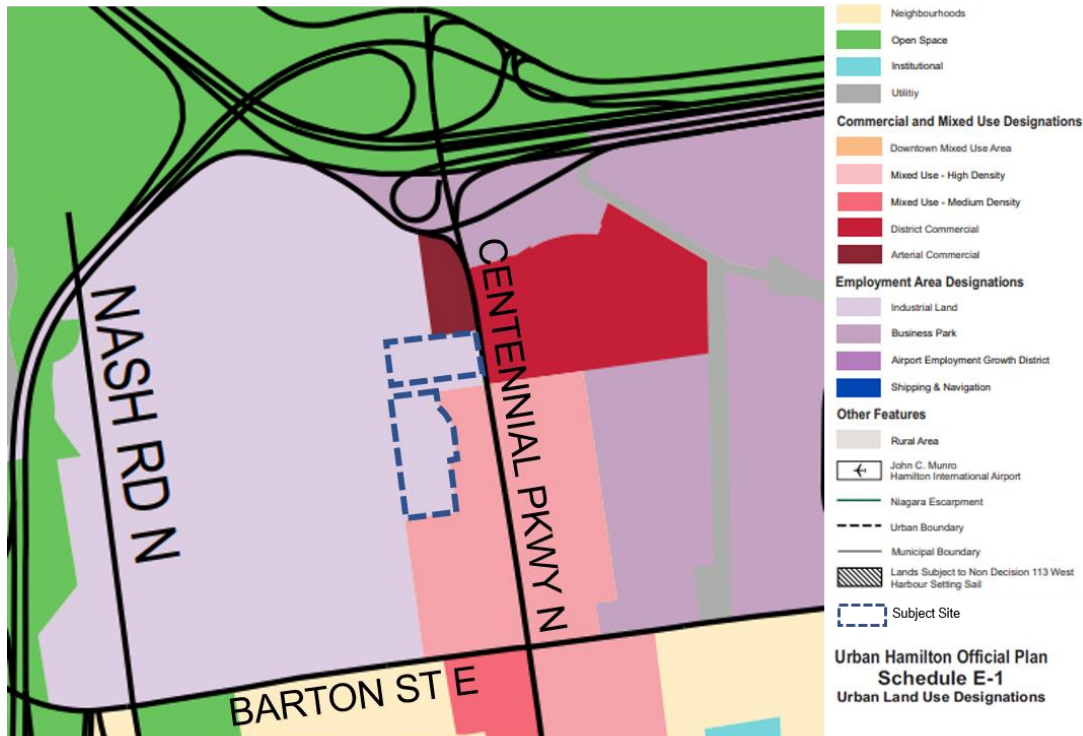


Figure 1 – Land Use designations for 395 Centennial Parkway North / 460 Kenora Avenue, 185 Bancroft Street And 25 Arrowsmith Drive and surrounding lands



Figure 2 – Portion of Centennial Neighbourhoods Secondary Plan Map B.6.7-1 with subject site (395 Centennial Parkway North / 460 Kenora Avenue, 185 Bancroft Street And 25 Arrowsmith Drive)

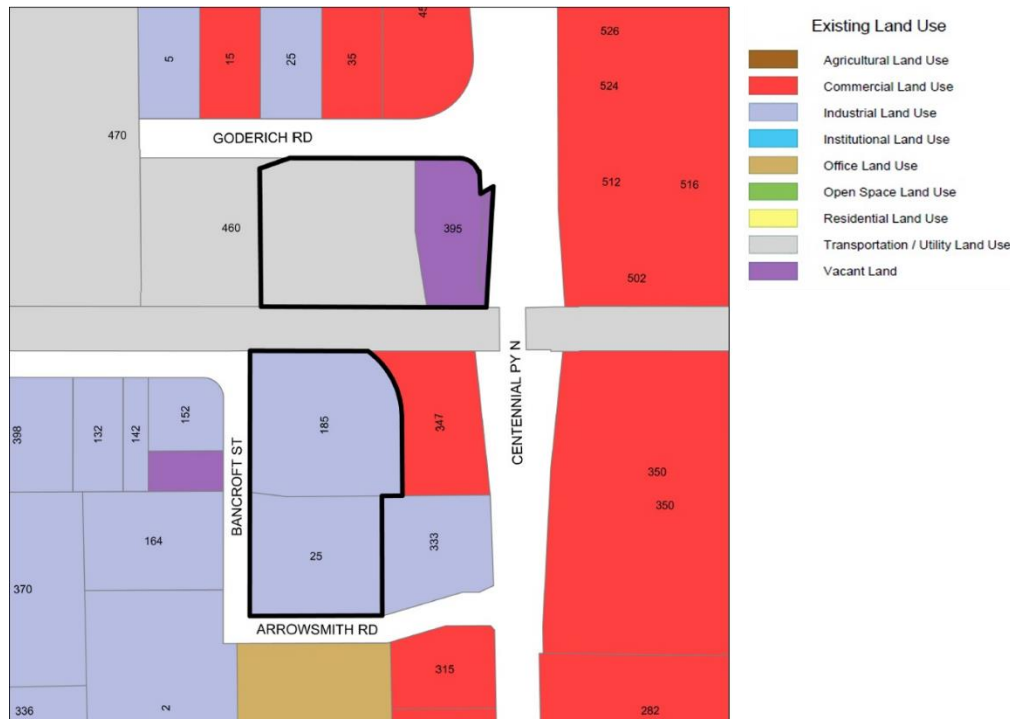


Figure 2 – Land Uses for 395 Centennial Parkway North / 460 Kenora Avenue, 185 Bancroft Street And 25 Arrowsmith Drive and surrounding lands

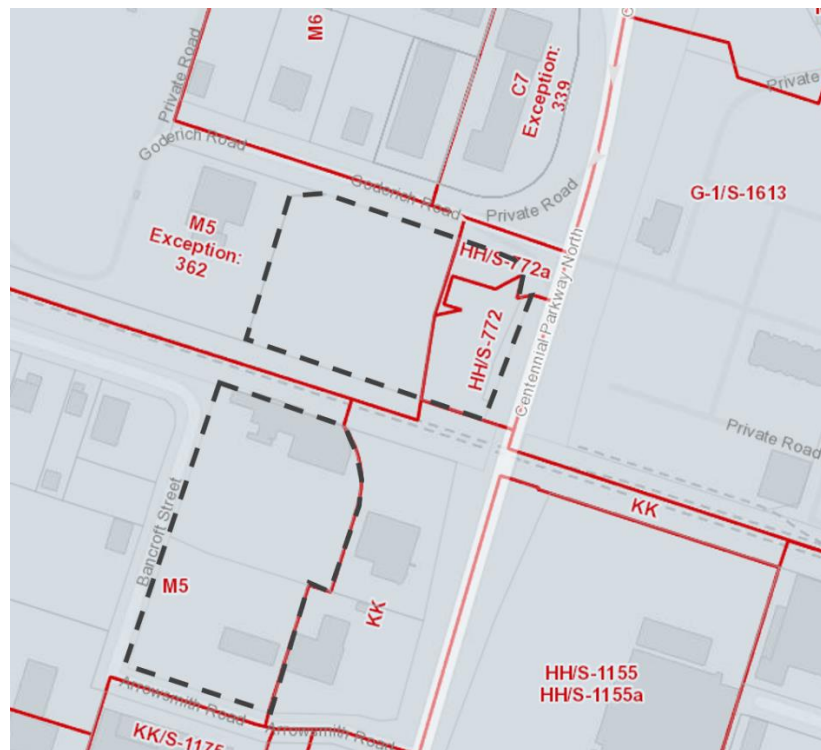


Figure 4 – Zoning for 395 Centennial Parkway North / 460 Kenora Avenue, 185 Bancroft Street And 25 Arrowsmith Drive and surrounding lands

Analysis and Application of Criteria

Northern Parcel – Conversion Potential

In evaluating conversion potential of the northern parcel, the following factors were considered:

- Given the existing industrial land uses that are present to the west of the subject property, compatibility of any mixed-use development in close proximity will need to adhere to all provincial and local regulatory and policy requirements. Notably, the northern parcel is located immediately adjacent to the City’s Kenora Waste Transfer station. Site Specific Policy Area “C” of the Centennial Neighbourhoods Secondary Plan identifies that the waste transfer facility may be moved in the future to avoid negative impacts on nearby mixed use properties (Policy B.6.7.18.3):

B.6.7.18.3 b) – To reduce the potential for negative impacts such as odors on the mixed use areas along Centennial Parkway north, consideration shall be given to relocating this facility to a new location in the east Hamilton or Stoney Creek area if a suitable alternative site can be located.

Planning staff has communicated with staff from the City’s Environmental Services group and can confirm that there are no plans to move or decommission the Kenora Waste Transfer station in the foreseeable future

- The northern parcel is located between the rail corridor and in close proximity to the QEW Niagara and associated interchange. The conversion to a more sensitive land use on this northern parcel would require increased mitigation of noise and vibration from these sources.
- The Centennial Neighbourhoods Secondary Plan Land Use Plan (Map B.6.7-1) identifies a corridor of mixed uses of varying densities along the east and west sides of Centennial Parkway, ending at the south side of the rail line. This mixed-use corridor is also identified as a Pedestrian Focus Street ending at the southern boundary of the rail line. The northern side of the rail line, west of Centennial Parkway is primarily occupied by Light Industrial Uses as well as limited Arterial Commercial. No lands north of the rail corridor are currently identified for mixed use development.

Considering the bus station area on the northern site is currently operational, the waste transfer facility is not planned to be relocated at this time, and the closer proximity to a

major highway interchange, the conversion of these lands for mixed-use development is not currently supported.

However, staff do recommend that the northern parcel be removed from the Employment Area - Industrial Land designation and placed in a Utilities Designation which is a better reflection of the existing and future use of the lands as a GO Station (transit terminal). The City's other two GO Stations, located within Downtown Hamilton, are designated Utilities within the Downtown Hamilton Secondary Plan. While this redesignation of the northern parcel is a technical change to better reflect the use of the property as a transit terminal, the removal of the parcel from the Employment Area designation would allow for a future redesignation of the lands to a different designation outside of the MCR process, should surrounding circumstances change (i.e. the waste transfer station is relocated). Staff are also recommending that a site-specific policy be applied to the land to be designated as Utility, to note that should a redevelopment of the lands for mixed uses be proposed in the future, that various studies for compatibility (noise, vibration etc.) would be required to support a redesignation to an appropriate mixed use designation, and that the nearby waste transfer station must be relocated.

Southern Parcel – Conversion Potential

The southern portion of the lands would potentially be a more suitable location for a mixed-use development. The analysis of the conversion potential against the Provincial and local evaluation criteria will therefore be limited to the southern portion of the subject lands. The potential development of the southern parcel of land will need to integrate a 'buffer zone' between any sensitive land use, and the existing "Light Industrial" designated lands to the west. Policy B.6.7.13 of Volume 2 of the UHOP speaks to Industrial Transition Areas:

B.6.7.13 e) - Proponents of new sensitive land uses within 300 metres of lands designated General Industrial, Light Industrial or Business Park shall demonstrate compatibility with existing industrial uses and shall be responsible for addressing and implementing necessary mitigation measures to the satisfaction of the City and in accordance with all applicable provincial and municipal guidelines and standards. The City may require the submission of a land use compatibility study or other studies deemed appropriate with an application for development to identify potential adverse impacts including but not limited to noise, vibration, odours, dust or other emissions, and to determine appropriate mitigation measures.

B.6.7.13 f) - Any new sensitive land uses north of Barton Street shall be located a minimum of 70 metres from lands designated Light Industrial or Business Park.

This separation distance shall not include parking areas ancillary to a sensitive land use.

The 70-metre setback applied from the “Light Industrial” designated property on the west side of Bancroft Street results in a setback of 50 metres from the western property line. No sensitive land uses would be permitted in this setback. The remaining area of the southern parcel of the site is approximately 1.03ha (acres).

Should Metrolinx wish to integrate the southern Confederation GO property with a mixed-use development proposal, the lands will need to be redesignated from the current “Light Industrial” designation in the Centennial Neighbourhoods Secondary Plan to a “Mixed Use – High Density” designation and corresponding zoning. The “Mixed-Use – High Density” designation is consistent with the lands located east of the southern parcel of the site, along Centennial Parkway.

Table 1 identifies how the proposed conversion for the southern parcel of the Confederation GO station lands (185 Bancroft Street and 25 Arrowsmith Drive) performs against the Provincial conversion criteria, as outlined in Policy 2.2.5.9 of the Growth Plan. Table 2 identifies how the proposed conversion performs against City’s conversion criteria.

Table 1: Analysis of 185 Bancroft Street and 25 Arrowsmith Drive using Provincial Conversion Criteria

Conversion Criteria	Analysis	Conversion Criteria Met?
There is a need for conversion	<p>The need for conversion on this site is related to the potential future redevelopment of the lands for uses in addition to the Confederation GO station. Should the lands be converted for a suitable mixed-use development, the site would assist with Metrolinx’s market-driven approach to transit station development.</p> <p>At the time of writing this report, Metrolinx has not investigated a potential land use development proposal for these lands, however the agency has noted that they would be interested in opportunities to pursue additional development on the southern portion of the subject lands,</p>	Neutral

Conversion Criteria	Analysis	Conversion Criteria Met?
	should there be an interest from the private sector.	
The lands are not required over the horizon of this plan for the employment purpose for which they are designated	The subject lands were not intended to develop for employment purposes. Site Specific Policy Area "A" of the Centennial Neighbourhoods Secondary Plan states that the "lands shall only be used for an interregional bus and rail station". The removal of these lands from the employment designation will not have a significant effect on the overall land need because they were not anticipated to develop for employment uses.	Yes
The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this plan	<p>The City's Land Needs Assessment, completed as part of the MCR, has identified that the City has sufficient employment land supply for the 2051 planning horizon. The City is anticipated to have a surplus of approximately 60 hectares of employment land.</p> <p>The conversion of the southern area of the site would result in a 2.1 hectare employment land conversion, and could be accommodated within the employment land surplus.</p>	Yes
The proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets in this plan, as well as other policies of this plan	Should the southern portion of the subject lands develop with mixed use development, including residential use, there is potential that the use could impact the overall viability of the employment area, namely the parcels immediately to the west. However, in accordance with the Industrial Transition Area policies of the Centennial Neighbourhoods Secondary Plan, any future	Yes, with conditions

Conversion Criteria	Analysis	Conversion Criteria Met?
	development will need to be setback appropriately and will need to demonstrate compatibility through the appropriate studies.	
There are existing or planned infrastructure and public services to accommodate the proposed use	There are no anticipated issues with infrastructure and public service facilities in the area to accommodate future development of the lands for mixed use but detailed study would be required at the time of future development to confirm infrastructure requirements.	Yes

Table 2: Analysis of 185 Bancroft Street And 25 Arrowsmith Drive Using City Conversion Criteria

Conversion Criteria	Analysis	Conversion Criteria Met?
Site(s) are mixed use blocks and located along the edges of employment areas	The lands are located on the eastern edge of the East Hamilton Industrial Area. The block containing the southern parcel of the Confederation GO lands contains land use designations for "Mixed Use - High Density" development along Centennial Parkway. The lands immediately to the south of this parcel also are designated for "Mixed Use - High Density" development.	Yes
Conversion of the site(s) will not adversely affect the long-term viability and function of the employment areas	The southern parcel of the Confederation GO station lands is located at the western boundary of the industrial area. The introduction of a new sensitive land use on these lands may compromise the function of the adjacent employment area if compatibility is not addressed appropriately.	Yes, with conditions

Conversion Criteria	Analysis	Conversion Criteria Met?
	<p>In accordance with policy B.6.7.13 of Volume 2, any development proponent will need to demonstrate that they can responsibly address and implement the necessary mitigation measures to the satisfaction of the City and in accordance with all applicable provincial and municipal guidelines and standards. The development of any sensitive land use will also need to be located a minimum of 70 metres from the "Light Industrial" designated property in the East Hamilton Industrial Area.</p>	
<p>Conversion of the site(s) will not compromise any other planning policy objectives of the City, including planned commercial functions</p>	<p>There are no existing employment uses on the site, however there are existing employment uses to the west of the subject lands. See the comments above regarding the Industrial Transition Area policy in the Centennial Neighbourhoods Secondary Plan Area that must be fulfilled prior to introducing a new sensitive land use on the subject lands.</p> <p>Centennial Parkway supports both Arterial Commercial and District Commercial uses. The lands are already located within a Sub-Regional Service Node Boundary and therefore will not compromise the commercial function of the node.</p>	Yes
<p>Conversion of the site(s) will be beneficial to the community through its contribution to the overall intent and goals of the City's policies and demands on servicing and infrastructure</p>	<p>The conversion of the site will provide a potential community benefit by potentially assisting in supporting Metrolinx's Market Driven Approach to Transit Oriented Development. The Market Driven Approach may assist in expediting the full development of the</p>	Yes

Conversion Criteria	Analysis	Conversion Criteria Met?
	transit station at Confederation GO station and assist in delivering more frequent transit service along this line.	
Conversion of the site(s) will not negatively affect the long-term viability of existing employment uses, including large, stand-alone facilities	<p>The intersection of Centennial Parkway and Arrowsmith Drive is planned to accommodate mixed-use high-density development in the future, on both the north and south sides of the intersection. The re-designation of these lands may permit land assembly for future development along this corridor to support the transit station development.</p> <p>As noted, any sensitive land use must be able to adequately demonstrate it can mitigate any potential negative impacts to the employment lands further to the west of the site.</p>	Yes, with conditions
Conversion of the site(s) will not create incompatible land uses, including a consideration of the Ministry of the Environment Conservation and Parks Land Use Planning guidelines (D-series guidelines)	A 70-metre setback from "Light Industrial" designated land uses is noted in the policies of the Centennial Neighbourhoods Secondary Plan. This setback is representative of the distancing requirements of the Provinces D-6 Guidelines for the 'Area of Influence' for Class 1 industrial facilities. The development of any new sensitive land use will need to adhere to the Secondary Plan policy as well as any additional requirements from the MECP. A noise / vibration study will be required at the development review phase to demonstrate that the impacts from nearby stationary noise and the rail line and nearby roadway traffic can be mitigated.	Yes, with conditions

Conversion Criteria	Analysis	Conversion Criteria Met?
Conversion of the site(s) will result in a more logical land use boundary for an employment area	The conversion of the southern portion of the lands aligns with the western edge of the Sub-Regional Service Node Boundary identified on Map B.6.7-1 in Volume 2 of the UHOP. Should the lands be designated as “Mixed Use – High Density” they would align with the western boundary of lands to the south, which are currently designated “Mixed Use – High Density”. The rail corridor divides the southern and northern portions of the site, and represents a logical boundary for the end of the “Mixed Use – High Density” designation in the Sub-Regional Service Node.	Yes

Staff Recommendation:

Staff recommend conversion of southern parcel of land of the Confederation GO Station (185 Bancroft Street and 25 Arrowsmith Drive) to the “Mixed Use – High Density” designation with site-specific policy restrictions for placement of sensitive uses in proximity to the nearby “Light Industrial” lands. The conversion of the southern parcel of land represents an opportunity to increase the development potential immediately surrounding the Confederation Go Station. The need for conversion is related to supporting Metrolinx’s Market Driven Approach to TOD. Should development occur on these lands through partnership with the transit agency, it could result in increased ridership along the transit corridor. Provided no sensitive land uses are permitted within 70 metres of the “Light Industrial” land uses, the development of these lands to support the TOD of the station area does not offend evaluation criteria related to compatibility. The removal of the lands from the “Light Industrial” employment designation results in a more logical boundary of the mixed-use designations along Centennial Parkway, consistent with the Sub Regional Service Node Boundary.

The northern parcel of land (395 Centennial Parkway North and 460 Kenora Avenue) is immediately adjacent to an active municipal waste transfer station that is not proposed to be relocated in the near future, and is therefore not a candidate for conversion to a Mixed Use – High Density designation at this time. Staff recommend the redesignation

of the northern parcel from the Industrial Land designation to the Utilities designation with a site specific policy in recognition of the existing and planned use of the GO Station on the site. The site specific policy to apply to these lands will speak to the future potential redevelopment of the lands for mixed uses to support the transit station, and the compatibility studies and local conditions that would be required to support any future redesignation of the lands for mixed use, including a requirement that the Kenora Waste Transfer station no longer be active adjacent to the lands.