

CITY OF HAMILTON

EMPLOYMENT LAND REVIEW:

DEFERRED CONVERSION REQUESTS AND ANALYSIS

APRIL 2022



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1.0 INTRODUCTION

1.1 BACKGROUND

On August 4, 2021, Planning Staff presented the findings of the City’s Employment Land Review to the General Issues Committee through Report PED17010(k). This report and appendices summarized staff identified candidate conversion sites, as well as requests for conversion from private landowners. Council approved conversion of 53.5 hectares of employment designated lands for non-employment uses. A total of six (6) requests for Employment Land Conversion were deferred from decision at the time, either to allow staff more time to review supplementary information from Applicants, or to wait for further direction on matters related to the City’s future growth strategy.

The purpose of this Report is to review the six outstanding deferred Employment land conversion requests and provide recommendations to Council for consideration. Analysis of each outstanding request for conversion will include an overview the site and surrounding context, summary of the proposed conversion, review of the conversion criteria provided through the Growth Plan for the Greater Golden Horseshoe 2019, as amended, review of the City’s additional criteria for conversion, and a concluding recommendation.

1.1.1 PROVINCIAL AND MUNICIPAL CONVERSION CRITERIA, AND MUNICIPAL COMPREHENSIVE REVIEW

Growth Plan 2019, as amended

The most recent version of the Growth Plan for the Greater Golden Horseshoe (“Growth Plan”) was released in May 2019 and amended in August 2020. Policy 2.2.5.9 of the Growth Plan identifies criteria that must be met prior to the conversion of lands to non-employment uses. The Provincial conversion criteria, as outlined in the Growth Plan, are as follows:

- “2.2.5.9 The conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:
- a) There is a need for the conversion;
 - b) The lands are not required over the horizon of this Plan for the employment purposes for which they are designated;

- c) The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
- d) 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 the other policies of this Plan; and.
- e) There are existing or planned infrastructure and public service facilities to accommodate the proposed uses.”

The 2019 Growth Plan introduced the concept of Provincially Significant Employment Zones (PSEZs). PSEZs are employment areas identified by the Province for the purpose of long term employment planning and economic development. Additional direction regarding Employment Land conversion for lands outside of PSEZs prior to the next MCR are provided in Growth Plan policy 2.2.5.10:

“2.2.5.10 Notwithstanding policy 2.2.5.9, until the next municipal comprehensive review, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the conversion would:

- a) Satisfy the requirements of policy 2.2.5.9 a), d) and e);
- b) Maintain a significant number of jobs on those lands through the establishment of development criteria; and,
- c) Not include any part of an employment area identified as a provincially significant employment zone unless part of the employment area is located within a major transit station area as delineated in accordance with the policies in subsection 2.2.4.”

While it is acknowledged that Growth Plan policy 2.2.5.10 permits employment land conversions outside of PSEZs to be considered in advance of the completion of the MCR, it is the City’s intention to consider all employment land conversion requests comprehensively as part of the current MCR.

City of Hamilton Employment Conversion Criteria

In accordance with Policy F.1.1.11 of the Urban Hamilton Official Plan (UHOP), the City of Hamilton has established additional criteria to guide the employment conversion analysis.

Additional criteria established by the City of Hamilton are:

1. Site(s) are mixed use blocks and located along the edges of employment areas;
2. Conversion of the site(s) will not adversely affect the long-term viability and function of the employment areas;
3. Conversion of the site(s) will not compromise any other planning policy objectives of the City, including planned commercial functions;
4. 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;
5. Conversion of the site(s) will not negatively affect the long-term viability of existing employment uses, including large, stand-alone facilities;
6. Conversion of the site(s) will not create incompatible land uses, including a consideration of the Ministry of Environment, Conservation and Parks Land Use Planning guidelines (D-series guidelines); and,
7. Conversion of the site(s) will result in a more logical land use boundary for an employment area.

City of Hamilton Criteria 1 was used as an initial screening of conversion requests to determine whether a site / area may warrant additional information / studies, such as a Planning Justification Report, Noise Impact Study, or other supporting studies. All of the above criteria, including Provincial criteria in the Growth Plan, must be met prior to staff recommending conversion of a site.

Municipal Comprehensive Review – Land Needs Assessment

The Employment Land conversion analysis serves as one component of the City’s Municipal Comprehensive Review (MCR). The City’s Land Needs Assessment (LNA) is a supply and demand analysis which identifies how much of the City’s forecasted population and employment growth to the year 2051 can be accommodated in the City’s existing land supply. Based on Provincial growth projections, Hamilton’s employment areas are forecasted to accommodate approximately 112,090 jobs by the year 2051. The calculated supply capacity of the employment areas across the City is approximately 114,420 jobs, which, when considered in combination with the City’s planned employment area density targets, equates to an approximate surplus of 60 hectares of employment land over the 30-year planning horizon.

2.0 ANALYSIS OF DEFERRED CONVERSION REQUESTS

The following section of this report provides analysis of the six (6) requests for employment land conversion which were previously deferred through the recommendations of Report PED17010(k) as well as motions from Council. The deferred employment land conversion requests reviewed through the subsequent sections include the following sites:

- McMaster Innovation Park, Hamilton (West Hamilton Innovation District);
- 70-100 Frid Street, Hamilton (West Hamilton Innovation District);
- Twenty Road West, Glabrook (Airport Employment Growth District);
- 700 Garner Road East, Ancaster (Airport Employment Growth District);
- 1725 Stone Church Road East, Hamilton (Red Hill North Business Park); and,
- 1400 South Service Road, Stoney Creek (Stoney Creek Business Park).

Sites have been grouped by Business Park in the following sections. Each request for conversion is reviewed under both the Growth Plan Policy 2.2.5.9 criteria and the City’s criteria noted in Section 1.1 of this Report.

2.1 WEST HAMILTON INNOVATION DISTRICT

Two deferred requests for employment conversion are located within the West Hamilton Innovation District (WHID) Secondary Plan Area. Volume 2 of the City’s Urban Hamilton Official Plan contains policy direction and mapping for the WHID Secondary Plan. The WHID Secondary Plan was completed in 2013 and was informed by the planned future vision of the district at that time, including the 2009 McMaster Innovation Park (MIP) Master Plan. The two sites within WHID that have been considered for potential employment land conversion, but which were deferred in August 2021, include the McMaster Innovation Park area along Longwood Road South, and 70-100 Frid Street on the east side of the district.

2.1.1 MCMASTER INNOVATION PARK

Overview and Existing Context

Conversion Area: undefined

Location:

- North: Highway 403 and Main Street West;
- South: Aberdeen Avenue, rail yards and Chedoke Golf Course;

- East: Rail corridor, WHID employment lands on Frid Street; and,
- West: Highway 403.

Current Land Use:

- Research facilities, education facilities, offices, surface parking

Urban Hamilton Official Plan:

- Designated as Employment Area – Business Park on Vol. 1, Schedule E-1; and,
- Designated as Research District in WHID Secondary Plan which permits a range of research, office, medical and pharmaceutical industries, as well as hotel and conference facilities and limited supportive commercial uses to serve the employment area.
 - Identified as Site Specific Policy – Area A – permits limited development of educational, residential and commercial uses ancillary to MIP to encourage a research community.

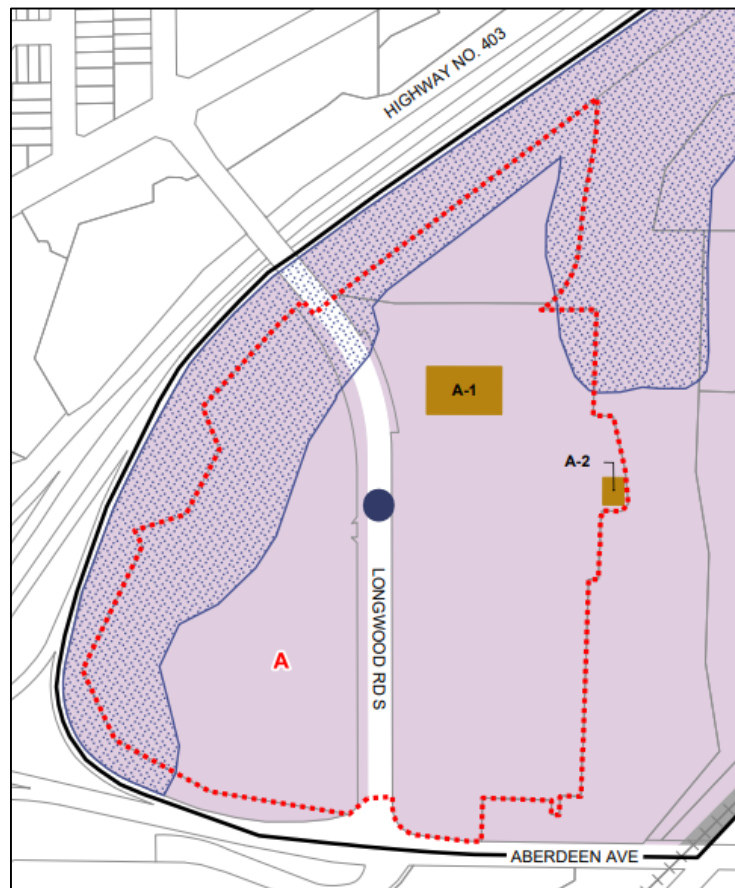


Figure 1 – McMaster Innovation Park (Area A) as shown on the West Hamilton Innovation District Secondary Plan – Land Use Plan

Zoning (By-law 05-200):

- M1 – Research and Development zone, with Special Exception (SE-7)
 - SE-7 permits multiple dwellings, to a maximum 11,500 square metres, provided that the Gross Floor Area (GFA) for multiple dwelling uses is limited to a maximum of 8% of the total GFA of all buildings used for other M1 Zone uses (excluding parking, multiple dwellings, educational establishments, and warehousing). The multiple dwelling use is limited to locating in a maximum of two (2) buildings.

Applicant’s Proposed Land Use and Rationale

The original McMaster Innovation Park (MIP) Master Plan was developed in 2009, and envisioned development of approximately 145,857 square metres (1,570,000 square feet) of employment area uses in the lands. Currently, 60,264 square metres (648,676 square feet) of employment related space has been developed on the lands in three buildings (The Atrium, CANMET, and MARC/BEAM). In 2021, MIP developed a proposed new Master Plan concept to guide the future development vision of the area. The proposed revised MIP Master Plan represents a significant increase in planned development for the lands. The total proposed GFA for the MIP area, including existing and proposed buildings (excluding parking) is 276,572 square metres (2,977,000 square feet), which is roughly double the GFA proposed through the 2009 MIP Master Plan. As a percentage of the overall GFA, the proposed new MIP Master Plan concept includes the following employment related uses:

- 67% GFA for lab/research space - 185,990 sq. metres (2,002,000 sq. feet);
- 9% GFA for office uses - 25,362 sq. metres (273,000 sq. feet);
- 5% GFA for hotel / long-term stay and hospitality uses - 13,192 sq. metres (142,000 sq. feet); and,
- 4% GFA for amenity areas within buildings - 10,590 sq. metres (114,000 sq. feet).

Among additional research, office and hospitality uses, the proposed new MIP Master Plan vision is to introduce three (3) multiple dwellings (identified as E1, E5, and E6 in Figure 2), ranging from 14 to 26 storeys in height, with a total of 524 residential units. The total GFA for the proposed residential uses at MIP is approximately 41,341 square metres (445,000 square feet), representing approximately 15% of the existing and proposed GFA of the site.

MIP has submitted a Planning Justification Report (PJR) to support the proposed expansion to residential land use permissions, as well as an Environmental Noise and Vibration Feasibility Study. The PJR was prepared to justify that no conversion is required to facilitate the ancillary residential uses proposed for MIP, as residential uses are already permitted through Special Policy Area – Area A in the WHID Secondary Plan, and included within the applicable Special Exception SE-7 zoning.

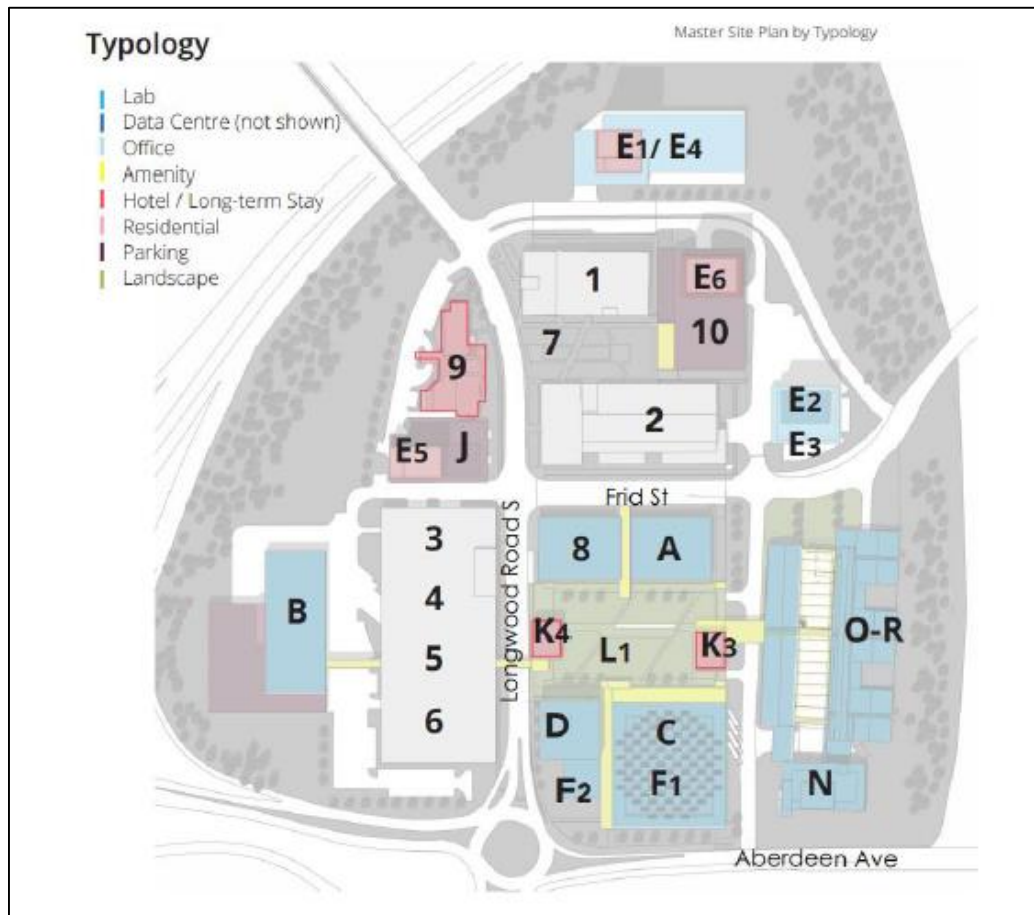


Figure 2 – McMaster Innovation Park Master Plan – Building Typologies (from Refined Master Site Plan prepared by McCallum Sather)

Analysis

Given that the existing WHID Secondary Plan and associated zoning permits residential uses ancillary to MIP, there may not be a need for employment land conversion but rather a refinement and clarification of existing Official Plan policy to allow for limited additional floor area for residential uses beyond what was contemplated in the original UHOP policy and zoning. Planning staff agree that limited residential uses ancillary to the Research District uses continue to be integral to the overall vision and function of

MIP. For this reason, provincial conversion criteria and local conversion criteria are not provided as analysis for this proposal. Instead, the analysis focuses on the amount of increase to the existing residential use permissions within the policy and zoning that can be supported without triggering the requirement for employment land conversion.

Residential uses have been envisioned for MIP since the initial policy development for these lands, recognizing that the use will complement the Master Plan development of this section of the innovation district. Site Specific Policy Area A of the Secondary Plan states:

- “6.4.10.1 a) Educational, residential and commercial uses permitted ancillary to McMaster Innovation Park shall be developed in accordance with the long term vision to create a dynamic, integrated state-of-the-art research community that shall foster innovation, entrepreneurialism and creativity
- 6.4.10.1 b) Limited accommodations for visiting scholars, professors and/or professionals shall be permitted.”

As noted above, the site specific zoning on the lands defines the extent of the ancillary residential use permissions by limiting the GFA for residential uses to a maximum of 11,500 sq m, up to a maximum of 8% of total existing GFA for other permitted M1 zone uses within MIP, and a maximum of two buildings. Under the proposed revision to the MIP Master Plan, the GFA for residential uses (in three buildings) would increase to 15% of the total existing and proposed GFA for the site; or 17.5% of the GFA for all of the existing and proposed M1 zone permitted uses (lab, amenity, office, hotel).

Staff have reviewed the submitted PJR and Noise & Vibration Study. Staff concur with the general findings of the PJR which demonstrate that, given the existing local policy framework permits limited residential use as supportive to the research and innovation function, it may be appropriate to expand residential permissions without requiring an employment land conversion. Generally, land use compatibility has been considered through the placement of the residential uses at the northern end of the site, at a greater separation from the more intensive employment uses to the south.

Regarding the Noise and Vibration study findings, Staff concur that impacts on sensitive land uses from Stationary Sources (existing and proposed employment/office buildings) can generally be mitigated at the source, and through building façade features and design. However, proposed residential building E5 is located nearest to the MARC building, and mitigation from the loud rooftop noise sources from MARC may require that there be no outdoor living areas or operable windows on the entire south side of the tower, as well as partially on the west side.

Staff are generally in agreement that there is ability to expand the existing residential permissions on the site but have concerns with the extent of the proposed residential uses as per the Master Plan (Figure 2). Residential uses at MIP are intended to be ancillary to the function of the site as a research and innovation district. Therefore, a development scenario where residential uses are limited to two (2) buildings (E1 and E6) is preferred for the following reasons:

- Limiting the residential uses to two buildings is consistent with the site specific zoning that currently applies which restricts multiple dwellings to being located in a maximum of two buildings;
- Residential buildings E1 and E6 are proposed to be clustered in the northeast quadrant of MIP and result in a concentrated land area for residential uses that is less likely to result in future incompatibility; and,
- Residential Building E5 is proposed to be located on the west side of Longwood Road, separated from the other residential buildings, and in proximity to the loud stationary noise sources from MARC, and is therefore less suitable for residential development.

Should the two Staff-supported residential buildings (E1 and E6) be constructed in accordance with the current proposed Master Plan for MIP, this would result in a GFA of approximately 31,215 square metres (336,000 square feet), representing 11.7% of the existing and proposed GFA of the development area. In accordance with the M1 zone SE-7 provisions, this would result in a percentage of residential use that is proportional to approximately 13% of the existing and proposed GFA for all other permitted M1 uses on the site. Staff are prepared to support a maximum of 15% GFA for residential uses as a proportion of the existing/proposed employment use GFA to support additional design flexibility for the residential uses in the two Staff supported buildings proposed for the north-east quadrant.

The chart below summarizes the current permissions for residential uses in MIP as per the Secondary Plan / zoning, the proposed expansion from MIP, and the staff supported recommendation:

	Current Residential Use Permissions	Proposed under new MIP Master Plan	Staff preliminary recommendation (removal of building E5 from residential)
Total GFA – multiple dwelling	5,750 sq m, but may increase to 11,500 sq m provided not	41,341 sq m	31,839 sq m

	Current Residential Use Permissions	Proposed under new MIP Master Plan	Staff preliminary recommendation (removal of building E5 from residential)
	exceeding % total below		
GFA of multiple dwelling as % of total GFA for other M1 uses (excluding parking, multiple dwellings etc.)	8%	17.5%	15%
# of multiple dwelling buildings	2	3	2

The future development of the MIP Master Plan will require a privately initiated Official Plan Amendment and Zoning By-law Amendment Application to consider additional matters, including but not limited to proposed building heights (currently limited to 10 storeys), servicing and transportation capacity for the intensity of use, as well as the proposed increase in GFA for the multiple dwellings.

Recommendation

Staff recommend that an employment land conversion is not required if the proposed residential development is limited to a maximum of two buildings as per the existing zoning, a maximum 15% of the GFA for all existing/proposed M1 zone uses (excluding residential, parking, education, and warehousing), and is concentrated in one geographic area of the MIP lands (the north-east quadrant of the site). Staff further recommend that policies of Site Specific Policy – Area A in WHID be amended through the Municipal Comprehensive Review Official Plan Amendment, to clarify the permissions for residential uses on these lands. The proposed modifications to the existing Site Specific Policy – Area A are as follows (bold = addition, strikethrough = deletion):

“6.4.10.1 In addition to Policy B.6.4.3.1 – General Development Policies, the following policies shall apply to the lands shown as Site Specific Policy – Area A - McMaster Innovation Park on Map B.6.4-1 - West Hamilton Innovation District – Land Use Plan:

- a) Educational, residential **multiple dwellings** and commercial uses permitted ancillary to McMaster Innovation Park shall be developed in accordance with the long-term vision to create a dynamic, integrated

state-of-the-art research community that shall foster innovation, entrepreneurialism and creativity. **Residential Uses shall be subject to the following policies:**

- i) **Multiple dwellings in mixed use buildings shall be permitted;**
- ii) **Multiple dwellings will be clustered in the North East quadrant of the site;**
- iii) **A maximum of two multiple dwellings shall be permitted;**
- iv) **The Gross Floor Area for multiple dwellings shall be limited to a maximum of 15% of the total gross floor area of all existing and proposed buildings, which are to be used for other permitted M1 uses, located on the said lands, save and except for the following uses:**
 - a. **Educational Establishments;**
 - b. **Multiple Dwelling(s);**
 - c. **Commercial Parking Facilities; and,**
 - d. **Warehouse (as a primary use);**
- v) **The Zoning By-law shall regulate matters related to timing and sequencing of residential development to ensure that any residential use permitted on the site is proportional to the development of the established employment uses within McMaster Innovation Park; and,**
- iv) **The Zoning By-law shall regulate matters for residential use, among other regulations as required – including, building heights, parking requirements, and other site-specific performance standards for development.”**

~~b) Limited accommodations for visiting scholars, professors and/or professionals shall be permitted.~~

(Note: Staff propose to remove sub-policy section b) because long term stay accommodations and hotels are permitted as of right in the Secondary Plan / zoning. Heritage resource policies contained in sub-policy sections c) and d) to remain unchanged)

2.1.2 70-100 FRID STREET

Overview and Existing Context

Conversion Area: 2.2 hectares

Location:

- North: employment designated lands, former Spectator building, Main Street West;
- South: Recreational business, contractors establishments, vacant buildings formerly used for employment;
- East: Frid Street and additional business park uses and recreational facilities on the east side of Frid Street, active asphalt plant; and,
- West: Highway 403.

Current Land Use:

- Subject lands are developed with several buildings, including recreational facilities, offices, as well as manufacturing and distribution uses. Surface parking and loading for these uses is also provided on site.

Urban Hamilton Official Plan:

- Identified as Employment Areas on Vol. 1, Schedule E-1 – Urban Structure;
- Designated as Employment Area – Business Park on Vol. 1, Schedule E-1; and,
- Designated as Research District in WHID Secondary Plan which permits a range of research, office, medical and pharmaceutical industries, as well as hotel and conference facilities and limited supportive commercial uses to serve the employment area.

Zoning (By-law 05-200)

- M1 – Research and Development zone, which permits a range of manufacturing, research related industries, offices, limited production facilities, and supportive uses such as restaurants and retail. Sensitive land uses are prohibited, including dwelling units.

Applicant’s Proposed Land Use and Rationale

The Applicant proposes to develop a portion of the lands (2.24 ha) with mixed use multiple dwellings, ranging from 4 to 24 storeys, including ground floor uses permitted within the M1 zone. The introduction of residential uses is proposed to support a

campus-like setting in the business park to attract new research and technology-based businesses, and to stimulate further investment.

The Applicant submitted a Planning Justification Report in support of the proposed conversion, detailing the rationale for the introduction of residential uses on the subject lands. The Applicant’s planning analysis argues that the proposed conversion is consistent with the policies of the PPS, conforms to the employment conversion and intensification policies of the Growth Plan, and satisfies the City’s additional employment conversion criteria. The planning justification further argues that the residential development is suitable for the area as it is within an area that is well served by public services, transit, and municipal infrastructure.

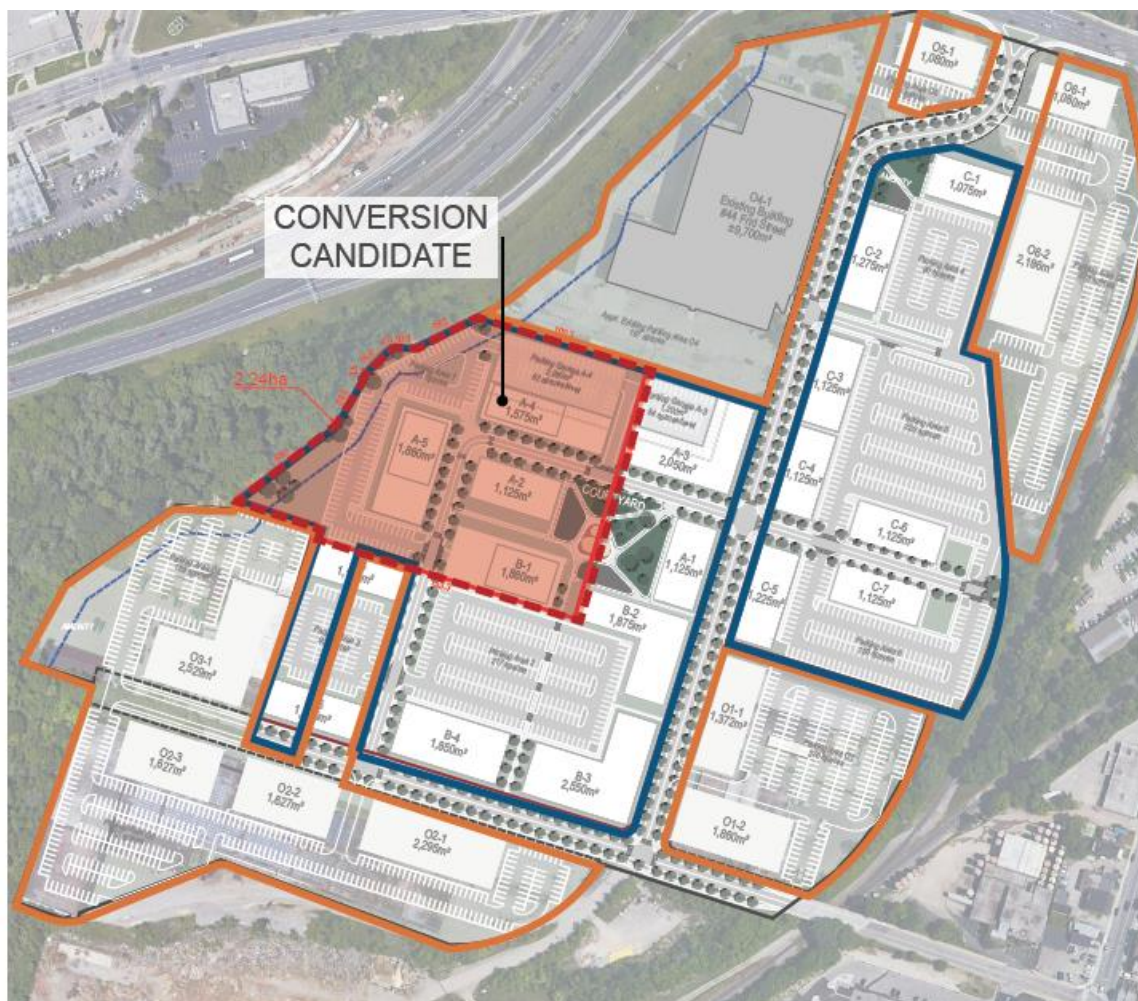


Figure 3 – 70-100 Frid Street Conversion Area (from Planning Justification Report prepared by GSP Group)

Analysis

Table 1 – Analysis of 70-100 Frid Street using Provincial Conversion Criteria

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
There is a need for the conversion	<p>While there may be justification for the need to obtain permissions for additional uses on these lands in order to stimulate investment for further compatible business park uses, staff feel that the development of other supportive uses in the business park could also serve to enhance the attractiveness of the area.</p> <p>While residential use would assist in meeting the need for future residential intensification units in the City’s built boundary, staff have already identified priority areas for future residential intensification through the draft policy amendments for the current MCR.</p> <p>A future review of the West Hamilton Innovation District Secondary Plan may be initiated by the City at a future date to ensure the planning direction for the WHID Secondary Plan is consistent with the overall planning framework for the City, including review of potential additional uses that may be appropriate.</p>	Neutral
The lands are not required over the horizon of this Plan for the employment purposes for which they are designated	The lands are designated as “Business Park” in the Urban Hamilton Official Plan. The City has completed the Land Needs Assessment (LNA) to the year 2051 which has demonstrated that the City has sufficient employment land supply for the planning horizon. The removal of the lands for employment purposes	Yes

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	(2.24 ha in size) would likely not significantly impact the overall land supply for the uses for which it was designated.	
The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan	<p>The City’s current LNA indicates that there is sufficient supply of employment lands to accommodate forecasted growth to the year 2051, with a small surplus of approximately 60 hectares.</p> <p>However, if additional lands are identified for conversion beyond the 53.5 hectares supported through Report PED17010(k) in August 2021, the cumulative impact may result in an Employment Land shortfall, which will need to be evaluated and addressed through revised LNA calculations for employment land supply.</p>	Neutral
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 the other policies of this Plan	The lands are located internal to an active industrial area / business park. Development of sensitive land uses on this property would not be compatible with certain land uses, including manufacturing, storage, and distribution uses that are near to the site. Further, the active asphalt plant in the immediate area restricts the development of these lands in accordance with Provincial land use compatibility guidelines (see criteria re D-Series D6 Guidelines in the City Criteria in Table 2).	No
There are existing or planned infrastructure and public service facilities to accommodate the proposed uses	The site is located in the urban area of the City of Hamilton, and infrastructure and facilities may be available to support the proposed use, but this has not been confirmed.	Neutral

Table 2 – Analysis of 70-100 Frid Street using City Criteria

City Conversion Criteria	Analysis	Conversion Criteria Met?
The sites are mixed use blocks and located along the edges of employment areas	<p>The site is not within a mixed use block, as the primary uses of the lands surrounding the site continue to facilitate uses that are permitted in the business park, and are designated and zoned accordingly.</p> <p>The site is internal to an established area for employment uses, and therefore not along an edge.</p>	No
Conversion of the site(s) will not adversely affect the long-term viability and function of the employment areas	<p>The long term vision of the Research District designation is to promote areas for innovative technology sector jobs, as well as research and associated manufacturing of products.</p> <p>Unlike McMaster Innovation Park, on the west side of the WHID, this area of the business park does not have any established residential land use permissions through Official Plan policy or zoning. As such, the introduction of permissions for sensitive land uses is not appropriate for the current planned function of the employment area.</p>	No
Conversion of the site(s) will not affect the long-term viability of the existing employment uses, including large, stand-alone facilities	There are existing, stand-alone facilities that are in operation in the immediate area, including an active asphalt plant. Sensitive land uses on the subject lands would not be compatible with this use, or other employment uses in the area, such as contractors yards, and storage/warehousing facilities for local businesses.	No

City Conversion Criteria	Analysis	Conversion Criteria Met?
Conversion of the site(s) will not compromise any other planning policy objectives of the City, including planned commercial functions	<p>The City has identified through existing and proposed UHOP policy that higher density, residential intensification is most appropriate in the City’s Nodes and Corridors. Intensification in other areas where residential uses are already present, is also encouraged.</p> <p>Residential intensification by way of conversion of these lands, should not be permitted at this time, as they are not a focal area for growth.</p>	No
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 Compatibility (D-series) guidelines	<p>There are existing, stand-alone facilities that are in operation in the immediate area, including an active asphalt plant (at 501 Main Street West). The asphalt plant would be classified as a Class III land use under the Province’s D-6 Guidelines and would result in an Area of Influence (AOI) of 1000 meters, and a recommended Minimum Separation Distance (MSD) of 300 meters. The proposed conversion area on the subject lands is within approximately 220 meters of the asphalt plan. Development of sensitive land uses within the MSD of this existing facility would not be compatible and would not meet provincial guidelines.</p>	No
Conversion of the site(s) will be beneficial to the community through its contribution to the overall intent and goals of the City policies and demands on servicing and infrastructure	<p>While the development may make use of existing servicing and infrastructure, residential development on these lands is not envisioned through the current policy framework. Continuous monitoring of the City’s land supply for employment lands as well as rates of intensification will dictate if further</p>	Neutral

City Conversion Criteria	Analysis	Conversion Criteria Met?
	consideration of this area for a broader mix of uses is warranted.	
Conversion of the site(s) will result in a more logical land use boundary	The site located interior to an active business park and surrounded on three sides by lands designated for employment uses. The side that is not adjacent to the business park is the boundary of the Highway 403, which is not a local road that provides frontage. Conversion of this site does not create a more logical land use boundary for employment uses in WHID.	No

Recommendation

Planning Staff have reviewed the documentation submitted by the Applicant and have considered the existing and planned context of this eastern area of the WHID. The existing context of the Frid Street area of the business park is very different to that of the McMaster Innovation Park to the west, where limited residential use is permitted through existing policy and zoning. While the Frid Street area has diversified with the introduction of office and recreational facilities, there remain many active employment uses near the subject lands, including an active asphalt plant. At this time, the existing context of the area is not compatible with the proposed introduction of residential uses, interior to the business park.

Conversion of 70-100 Frid Street is not recommended.

However, given the changing land use context around the West Hamilton Innovation District through the planned introduction of the Light Rail Transit (LRT) and the unique location within the centre of the City, there may be a need to conduct a fulsome review and update to the policies and land use designations within the WHID Secondary Plan. Through a future review of the WHID Secondary Plan there may be opportunity to consider expansion of uses (which may include commercial and residential). Should there be an identified need to allow for a wider variety of uses in WHID, staff would consider implementation through a future MCR, if deemed appropriate.

2.2 Airport Employment Growth District

There are two conversion requests within the Airport Employment Growth District (AEGD) which were deferred through report PED17010(k) in August 2021. These two sites are adjacent to the City’s urban boundary and abut rural lands on Twenty Road West and Garner Road East respectively. These adjacent rural lands are whitebelt lands which were once considered for potential urban boundary expansion under the “Ambitious Density” growth scenario presented in Report PED17010(o) in November 2021. However, Hamilton City Council has directed that the City shall pursue a “No Urban Boundary Expansion” growth scenario to accommodate community area land need and population growth to the year 2051. Therefore, the rural lands adjacent to these employment conversion request sites are no longer considered for accommodation of residential and community development over the planning horizon.



Figure 4 – AEDG Secondary Plan – Land Use Plan depiction of general area of two conversion requests (Twenty Road West and 700 Garner Road East)

2.2.1 TWENTY ROAD WEST

Overview and Existing Context

Conversion Area: 55.2 hectares

Location:

- North: Twenty Road West and Garth Street intersection, mixed residential uses;
- South: Dickenson Road and additional lands for AEGD;
- East: Natural heritage lands, Upper James Street; and,
- West: Natural heritage lands, Glancaster Road.

Current Land Use:

- Subject lands are currently undeveloped. The subject lands are a collective of properties held by various land owners, including an area of the former Glancaster Golf and Country Club.

Urban Hamilton Official Plan:

- Identified as Employment Areas on Vol. 1, Schedule E-1 – Urban Structure;
- Designated Airport Employment Growth District and Open Space on Vol. 1, Schedule E-1 – Urban Land Use Designations;
- Designated Airport Prestige Business, Airport Light Industrial and Natural Open Space on AEGD Secondary Plan – Land Use Plan (Figure 5)
 - Partially identified as Site Specific Policy – Area I which restricts certain industrial and utility uses and permits certain non-employment uses; and,
 - Partially identified as an Employment Supportive Centre in the area of Garth Street and Twenty Road West as a gateway into the AEGD along the future Garth Street Extension. Non-employment uses such as retail, commercial schools, day nursery, medical offices and clinics are permitted exclusively in the Employment Supportive Centre;
- Identified as being affected by the Airport Noise Exposure Contours on Vol. 1, Appendix D (Figure 6) - The lands proposed for conversion are affected by the NEF 28 and NEF 30 noise contours from noise generated from the John C. Munroe Airport.

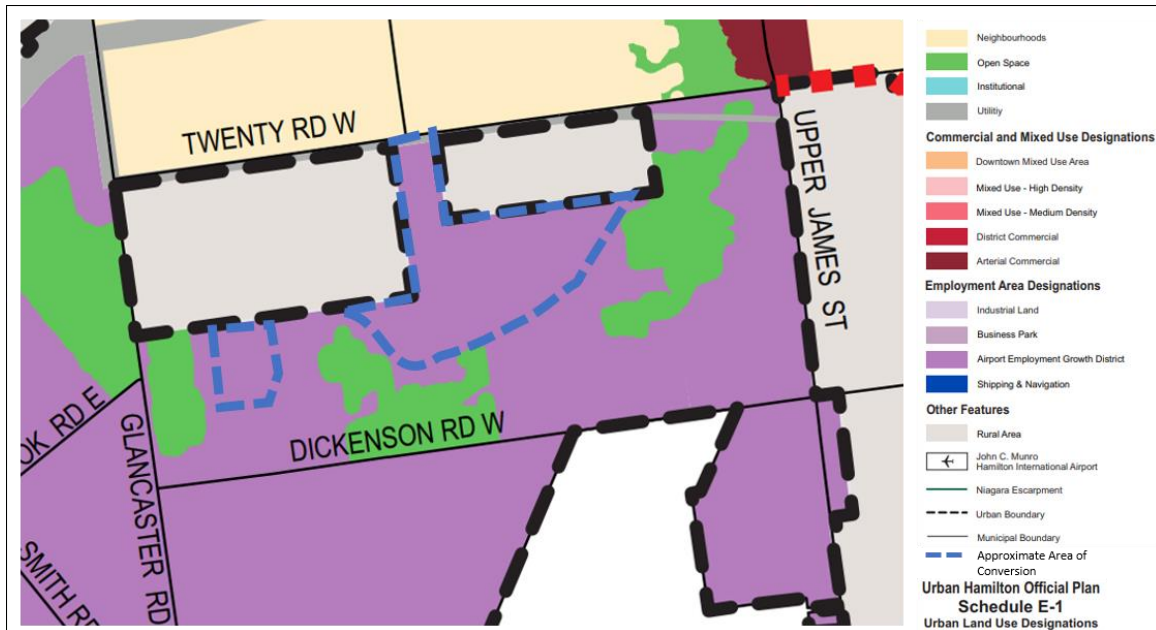


Figure 5 – Land Use designations for Twenty Road West and surrounding lands from UHOP Vol. 1 – Urban Land Use Designations and approximate boundary of conversion request area

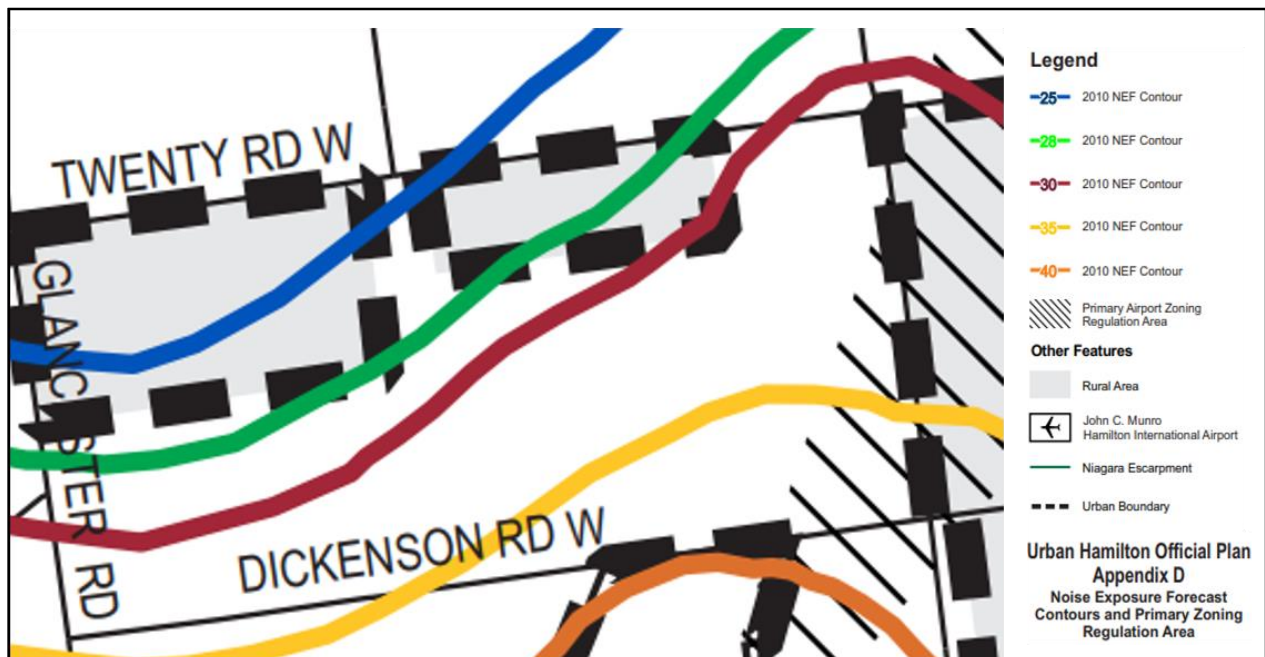


Figure 6 – Airport Noise Forecast Contours around Twenty Road West from UHOP Vol. 1 – Appendix D - Noise Exposure Forecast Contours and Primary Zoning Regulation Area

Zoning (By-law 05-200):

- M10 Airport Light Industrial – Holding H37 – permits variety of light industrial uses with holding to ensure that lands have access to servicing and transportation infrastructure prior to site alteration;
- M11 Airport Prestige Business – Exception 36, Holding H37 – exception prohibits warehousing, transportation terminal, power generation and utility activities along the Garth Street extension, holding to ensure that lands have access to servicing and transportation infrastructure prior to site alteration; and,
- P5 – Conservation/Hazard Lands – passive recreational uses and flood and erosion control permitted

Applicant's Proposed Land Use and Rationale

The proposed employment conversion request involves approximately 55.2 hectares (135.9 acres) of lands within the Airport Employment Growth District (AEGD). The requested conversion proposes the introduction of mixed-use development along the southerly extension of Garth Street, as well as compact residential uses such as townhouses, stacked townhouses, and low-rise multiple dwellings. Conversion areas are depicted in yellow outline and marked as ‘MU’ – Mixed -Use and ‘CR’ – Compact Residential on Figure 7. Natural heritage features are proposed to be retained and utilized as buffers separating the proposed lands for conversion from the lands to remain for employment use.

As noted, the lands proposed for conversion are located between two parcels of rural land that were identified as whitebelt lands and which could be considered for urban boundary expansion to accommodate future residential and community growth under the “Ambitious Density” growth scenario in Report PED17010(o). The Council decision to adopt the “No Urban Boundary Expansion” growth scenario has removed these lands from consideration for future development. Therefore, while Figure 7 depicts these adjacent rural lands as ‘CR’ – Compact Residential east and west of the conversion site, these lands are not supported by Council to develop as such and will remain rural to the planning horizon of 2051.

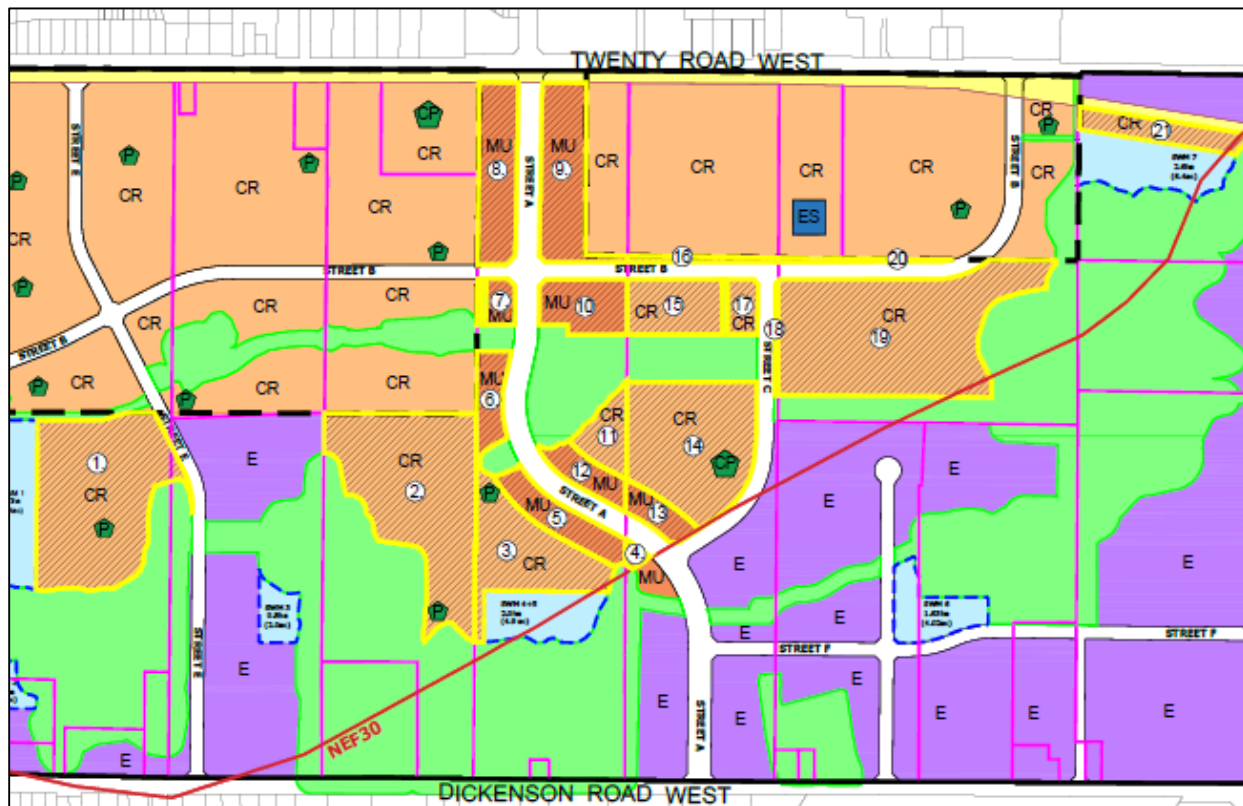


Figure 7 –Twenty Road West development concept plan (prepared by Corbett Land Strategies)

The Applicant has provided a Planning Justification Report to describe how their conversion request aligns with the policy framework of the Provincial Policy Statement (2020) and Growth Plan for the Greater Golden Horseshoe (2019, as amended), and how the proposal addresses the findings of the City’s recent Land Needs Assessment (LNA).

The Applicant has conducted their own review of the land needs assessment and estimates that the City’s oversupply of employment lands is approximately 245 hectares to 2051, whereas the City has determined this surplus to be approximately 60 hectares. The Applicant argues that proposed conversion of the subject lands would assist in reducing the City’s over-supply of employment lands indicated in their calculations.

The Applicant further justifies their proposal by stating that proposed land uses would enhance the overall profile of the AEGD lands by increasing their marketability for a variety of employment uses, serving the needs of the businesses and employees of the AEGD, and creating better visibility for future businesses in the area.

Analysis

Table 3 – Analysis of Twenty Road West using Provincial Conversion Criteria

Conversion Criteria	Analysis	Conversion Criteria Met?
There is a need for the conversion	<p>The rural lands on Twenty Road West, immediately adjacent to the east and west subject lands, are no longer being considered as a candidate urban boundary expansion area, as Council has adopted a “No Urban Boundary Expansion” growth scenario to 2051. Therefore, there is no need to convert these lands to align with other community land uses.</p> <p>Planning staff have prepared a draft OPA that implements the Council direction to accommodate population growth within the existing urban boundary. Population growth is proposed to be directed to the City’s Node, Corridors, existing and planned Major Transit Station Areas, and existing residential neighbourhood communities. Conversion of employment land to accommodate growth was not considered as part of the City’s growth management plan within the existing urban boundary.</p>	No
The lands are not required over the horizon of this Plan for the employment purposes for which they are designated	<p>The City’s LNA has determined that the supply and demand of Employment Area lands are roughly in balance to the year 2051. A slight surplus of 60 hectares of Employment Area lands was identified.</p> <p>Through Council direction as a result of Report PED17010(k), 53.5 hectares of Employment Area lands was approved for conversion through the</p>	No

Conversion Criteria	Analysis	Conversion Criteria Met?
	City’s current Municipal Comprehensive Review. The Applicant has requested conversion of 55 hectares of Employment designated lands, which, combined with the employment conversions already endorsed by Council in August 2021, may result in a deficient supply of employment land over the 2051 planning horizon.	
The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan	Removal of all of the requested conversion area (55 hectares) from the AEGD, in addition to other employment conversions endorsed by Council (53.5 hectares) may have the effect of putting the City into an Employment Land deficit over the planning horizon to 2051.	No
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 the other policies of this Plan	The function of the AEGD is to support the growth of the City’s airport facilities as a strategic transportation and goods movement facility. The introduction of sensitive land uses, such as residential, would remove lands from an area that has been determined to serve the needs of airport related businesses, therefore affecting the viability of certain areas of the employment area.	No
There are existing or planned infrastructure and public service facilities to accommodate the proposed uses	The AEGD is subject to a Transportation Master Plan, Water and Waste Water Servicing Master Plan, and a Subwatershed Study and Stomwater Master Plan. The use of the lands for residential was not contemplated through these studies, and further review would be required to determine if there would be capacity.	Neutral

Table 4 – Analysis of Twenty Road West using City Criteria

Conversion Criteria	Analysis	Conversion Criteria Met?
The sites are mixed use blocks and located along the edges of employment areas	<p>The lands subject to the employment conversion request are not located within a block of mixed use lands. Lands to the east and west of the subject lands are not within the City’s Urban Boundary and have not been approved for inclusion through any future urban boundary expansion.</p> <p>The lands are located at the northern end of the AEGD Business Park. A small area of the subject lands is adjacent to the intersection of Twenty Road West and Garth Street and is planned to act as a gateway to the employment area. These lands, while being at the northern edge of the employment area, are already permitted to have a limited amount of non-employment use without the need for conversion.</p>	Neutral
Conversion of the site(s) will not adversely affect the long-term viability and function of the employment areas	The lands are planned to develop comprehensively as part of an area to support the airport use. Introduction of sensitive land uses such as residential would potentially affect the viability of adjacent employment lands to develop as envisioned through the AEGD.	No

Conversion Criteria	Analysis	Conversion Criteria Met?
Conversion of the site(s) will not affect the long-term viability of the existing employment uses, including large, stand-alone facilities	<p>The John C. Munroe Airport operates a 24 hour freight and passenger airport facility. These uses form the foundation of the AEGD and their viability shall be protected.</p> <p>The Applicant has proposed introduction of sensitive land uses up to the 30 NEF airport noise contour, whereas the City’s Urban Hamilton Official Plan only allows development of sensitive land uses up to the 28 NEF noise contour. The potential for noise disturbance for the proposed area for conversion is high, and therefore there may be increased complaints to the airport about the aircraft noise.</p>	No
Conversion of the site(s) will not compromise any other planning policy objectives of the City, including planned commercial functions	Planning objectives that may be in conflict with the proposal are related to the protection of airport related uses. With regard to this concern, staff will only support conversion of lands outside the 28 NEF contour for the introduction of sensitive land uses as per the policies of the UHOP.	No
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 Compatibility (D-series) guidelines	Planning staff will only support the development of sensitive land uses outside of the 28 NEF contour, as noted in the policies of the Urban Hamilton Official Plan. The proposed conversion may result in incompatible land uses between the residential uses and airport and airport industrial uses.	No

Conversion Criteria	Analysis	Conversion Criteria Met?
Conversion of the site(s) will be beneficial to the community through its contribution to the overall intent and goals of the City policies and demands on servicing and infrastructure	Staff cannot confirm if the planned infrastructure in the AEGD is appropriate to support the intensity of use proposed through the conversion request.	Neutral
Conversion of the site(s) will result in a more logical land use boundary	The conversion of the lands will not result in a more logical land use boundary for the northern limit of the AEGD. Proposed residential uses will not be adjacent to other non-employment, community area lands, as adjacent rural lands are not proposed to be brought into the urban boundary for future residential development.	No

Recommendation

Planning Staff do not recommend conversion of the subject lands, as they are not adjacent to lands to be developed for community uses, and the proposed conversion area may result in an employment land supply deficit over the planning horizon.

2.2.2 700 GARNER ROAD EAST

Overview and Existing Context

Conversion Area: 26.6 hectares

Location:

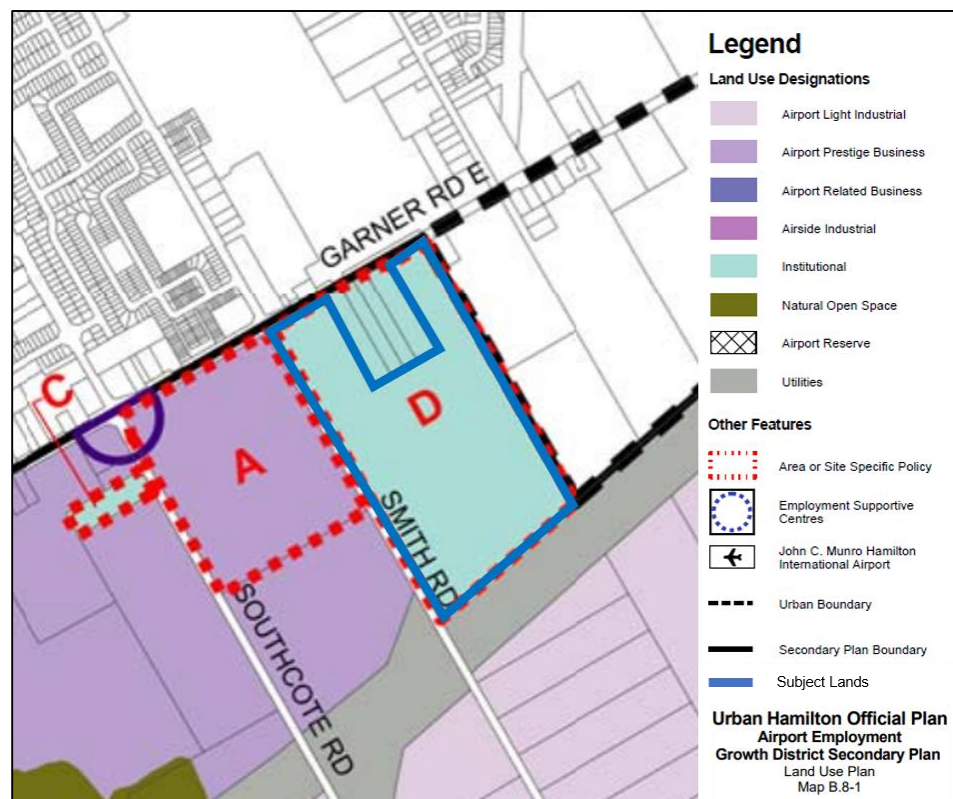
- North: Garner Road East, Redeemer University College;
- South: Hydro electric corridor;
- East: Rural lands outside of the urban boundary; and
- West: Vacant lands designated for future AEGD development.

Current Land Use:

- Subject lands are currently undeveloped and being used for agricultural purposes. The lands were previously planned to develop as an extension to the existing Redeemer University College campus, however this is no longer the development proposed for the lands. The landowner has submitted a plan of subdivision to the City for the future development of the lands (File 25T-202105 – see Figure 9 below).

Urban Hamilton Official Plan:

- Identified as Employment Areas on Vol. 1, Schedule E-1 – Urban Structure;
- Designated Institutional on Vol. 1, Schedule E-1 – Urban Land Use Designations;
- Designated Institutional on AEGD Secondary Plan – Land Use Plan (Figure 8), however Institutional policies (B.8.7.2) in the AEGD Secondary Plan direct that the lands be considered as “Airport Prestige Business” should the property not develop for institutional purposes.
 - Identified as Site Specific Policy – Area D which prohibits residential use, unless it is developed ancillary to an institutional use, such as student residences, convents or continuing care homes.



**Figure 8 – Land Use designations for 700 Garner Road East (identified as Area D)
and surrounding lands from AEGD Secondary Plan – Land Use Plan**

Zoning (By-law 05-200):

- I3 – Major Institutional – Exception 27 – E27 prohibits all residential uses, except in the case that a multiple dwelling or lodging home is built in conjunction with an educational establishment, and provided the multiple dwelling or lodging home is only used for students from the educational establishment.

Applicant’s Proposed Land Use and Rationale

The subject lands are not proposed to be developed with the institutional uses for which they were originally designated. The AEGD secondary plan policy B.8.7.2 therefore applies, and the lands are to be considered as “Airport Prestige Business” for the purposes of determining future uses. The Applicant has requested that the 26.6 hectare parcel of land be considered for conversion from their default employment designation to a designation which would permit a mix of uses including residential, institutional (long-term care, educational facilities), office and commercial uses. They have indicated that these land uses would provide additional economic and housing opportunities. No specific non-employment designation has been proposed through the request.

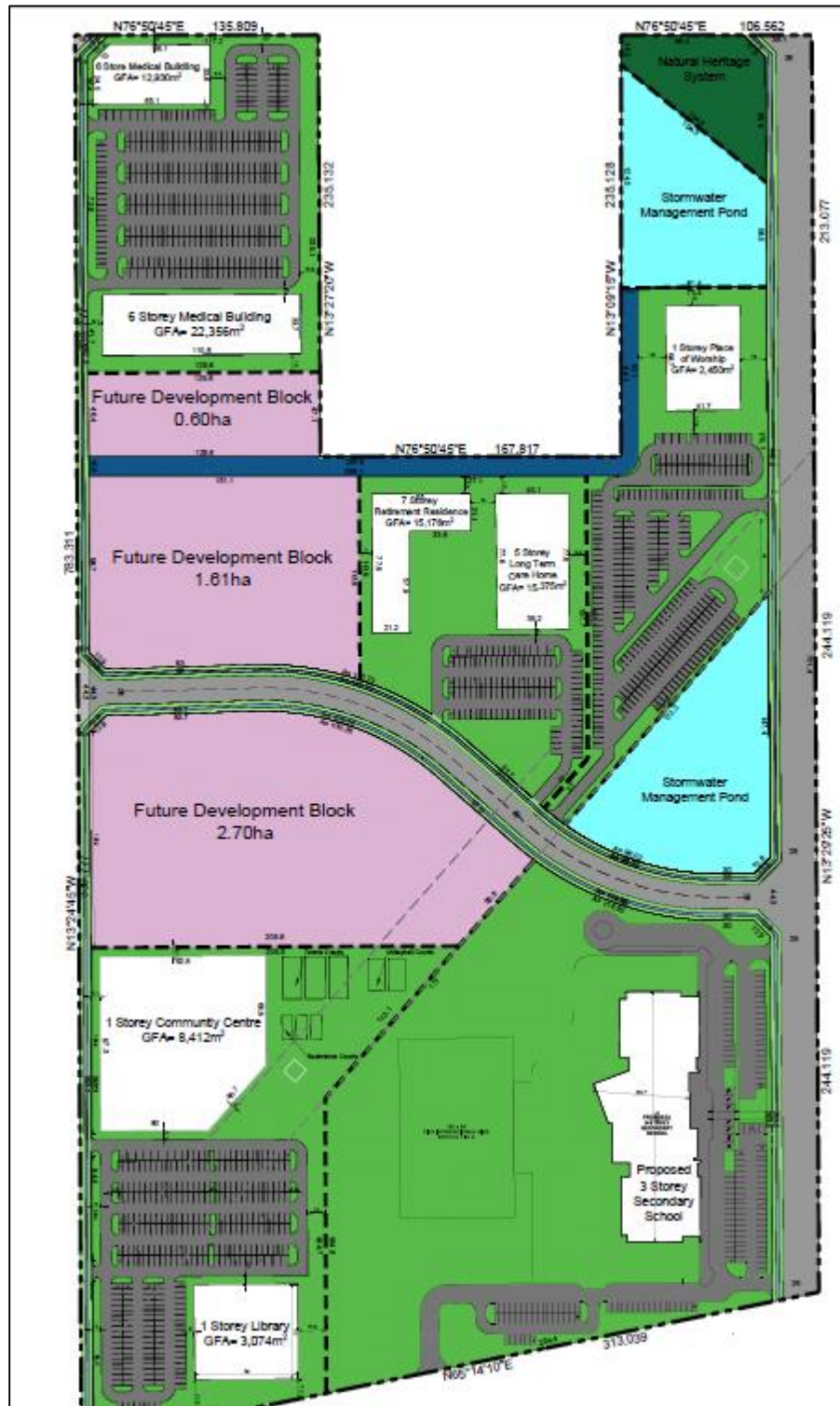


Figure 9 – Proposed development of 700 Garner Road East, as submitted through a current Subdivision Application (from Concept Plan prepared by MHBC Planning)

Analysis

Table 5 – Analysis of 700 Garner Road East using Provincial Conversion Criteria

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
There is a need for the conversion	<p>The rural lands on Garner Road East, immediately east of the subject lands, are no longer being considered as a candidate urban boundary expansion area, as Council has adopted a “No Urban Boundary Expansion” growth scenario to 2051. Therefore, there is no need to convert these lands to align with other community land uses on neighbouring lands.</p> <p>The City’s draft MCR OPA contains residential intensification and development policies to locate residential growth to 2051 to strategic growth areas and existing neighbourhoods across the City.</p> <p>Conversion of employment land to accommodate growth was not considered as part of the City’s growth management plan within the existing urban boundary.</p> <p>While staff do not find a need for the conversion of the lands to permit uses other than the ‘Institutional’ or “Airport Prestige Business” use which are currently permitted, staff do find that an amendment to the AEGD Secondary Plan is warranted for clarity purposes. Amendment to existing AEGD Institutional policy B.8.7 to remove reference to the lands developing exclusively for Redeemer College would provide clarity on the permitted uses on the lands for the</p>	No

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	development for other institutional uses.	
The lands are not required over the horizon of this Plan for the employment purposes for which they are designated	<p>The City has completed the Land Needs Assessment to the year 2051 which has demonstrated that the City has sufficient employment land supply for the planning horizon.</p> <p>The subject lands at 700 Garner Road East included in the LNA calculations as part of the City’s employment land supply. The lands are identified as Employment Areas on Schedule E – Urban Structure (Volume 1), designated Institutional in the AEGD Secondary Plan, and default to the designation “Airport Prestige Business” in the AEGD Secondary Plan if the institutional uses for which they are designated are not developed.</p> <p>The removal of 26.6 hectares of employment designated land in the AEGD may impact the overall land supply for the uses for which it was designated.</p>	No
The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan	<p>The Land Needs Assessment completed as part of the MCR, indicates that there is sufficient supply of employment lands to accommodate forecasted growth to the year 2051, with a small surplus of approximately 60 hectares.</p> <p>Through Council direction as a result of Report PED17010(k), 53.5 hectares of Employment Area lands was approved for conversion through the</p>	Neutral

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	City's current Municipal Comprehensive Review. The removal of 26.6 hectares of employment land from the City's employment land base may result in a shortfall of employment designated lands over the planning horizon.	
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 the other policies of this Plan	The proposed development of the site with sensitive land uses in the form of institutional uses (long term care) would not affect the overall viability of the employment area, as sensitive land uses were already considered within the current designation.	Yes
There are existing or planned infrastructure and public service facilities to accommodate the proposed uses	Extension of public sanitary sewer is required to facilitate the development, and water services can be provided by connection to existing infrastructure.	Neutral

Table 6 – Analysis of 700 Garner Road East using City Criteria

City Conversion Criteria	Analysis	Conversion Criteria Met?
The sites are mixed use blocks and located along the edges of employment areas	The site is located at the western edge of the AEGD Business Park, however the lands are not within a mixed use block, as rural lands to the east are not proposed to be developed for community uses over the planning horizon.	Neutral
Conversion of the site(s) will not adversely affect the long-term viability and function of the employment areas	The lands were originally indented to be developed with institutional uses, which included consideration of ancillary residential uses. Conversion of the lands would not adversely affect	Yes

City Conversion Criteria	Analysis	Conversion Criteria Met?
	the overall viability the employment area.	
Conversion of the site(s) will not affect the long-term viability of the existing employment uses, including large, stand-alone facilities	There are no large stand-alone facilities in the vicinity of the subject lands. The Hamilton Airport is located further south-east, and the site is not significantly affected by airport noise.	Yes
Conversion of the site(s) will not compromise any other planning policy objectives of the City, including planned commercial functions	The City had determined that the lands should be developed for Airport Prestige Business uses, should it not develop for Institutional uses. If a broader range of institutional uses is permitted, it would not compromise the original planning objectives of the City, however standalone residential uses should continue to be developed in areas designated and zoned appropriately.	Neutral
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 Compatibility (D-series) guidelines	There are currently no land uses surrounding the site which would be incompatible with the uses proposed for the site.	Yes
Conversion of the site(s) will be beneficial to the community through its contribution to the overall intent and goals of the City policies and demands on servicing and infrastructure	The conversion to allow additional institutional uses on the subject lands, as well as standalone residential uses, may not be beneficial to the overall intent and goals of the City, as residential uses should be developed as part of a complete community. There are no current opportunities to connect the residential component of the proposed conversion to adjacent lands and the lack of connectivity may	No

City Conversion Criteria	Analysis	Conversion Criteria Met?
	render them isolated from other residential uses.	
Conversion of the site(s) will result in a more logical land use boundary	Currently, the logical land use boundary for AEGD is the lands immediately east on Garner Road, which are outside of the City’s Urban Boundary. If the lands were to be removed from the AEGD, Smith Road may also be a logical land use boundary.	Neutral

Recommendation

Planning staff do not recommend conversion of the subject lands. The Planning Division will continue to review and process the active Plan of Subdivision Application for the lands (File 25T-202105) and assess the proposed development in consideration of future municipal servicing upgrades to the area.

Staff recommend that the existing UHOP Vol. 1 Institutional Policy B.8.7 be amended through the current MCR process to remove reference to the lands developing exclusively for Redeemer University College as the only institutional use. This minor amendment would clarify that the site would be eligible for development with additional institutional uses, with a continued restriction on residential uses, unless they are ancillary to institutional.

2.3 RED HILL NORTH BUSINESS PARK

There is one employment land conversion request within the Red Hill North Business Park which was deferred through motion of Council after the staff presentation of Report PED17010(k) in August 2021. The conversion request is located at 1725 Stone Church Road East and was previously not recommended by Planning staff for conversion through Report PED17010(k). The rationale by staff at that time was that there was not sufficient need demonstrated for the conversion, and there were concerns that there may be impacts on the commercial function of nearby commercial lands in the Heritage Greene Secondary Plan area. Further, the Applicant previously noted that residential uses were potentially contemplated for the site. After the motion for deferral, the Applicant provided additional justification to staff to respond to the initial concerns.

2.3.1 1725 STONE CHURCH ROAD EAST, 130 & 140 MUD STREET EAST

Overview and Existing Context

Conversion Area: 7.4 hectares

Location:

- North: Lincoln Alexander Parkway (LINC), interchange of LINC and Red Hill Valley Parkway
- South: Stone Church Road East, mixed business park uses
- East: Upper Red Hill Valley Expressway, Mixed Use – Medium Density area of the West Mountain (Heritage Green) Secondary Plan, Stoney Creek
- West: Hydro electric corridor, business park office buildings, Arterial Commercial designated lands

Current Land Use:

- Subject lands are currently undeveloped.

Urban Hamilton Official Plan:

- Designated Business Park on Vol. 1, Schedule E-1 – Urban Land Use Designations
 - Partially designated Employment West Mountain Area (Heritage Green) Secondary Plan – Land Use Plan

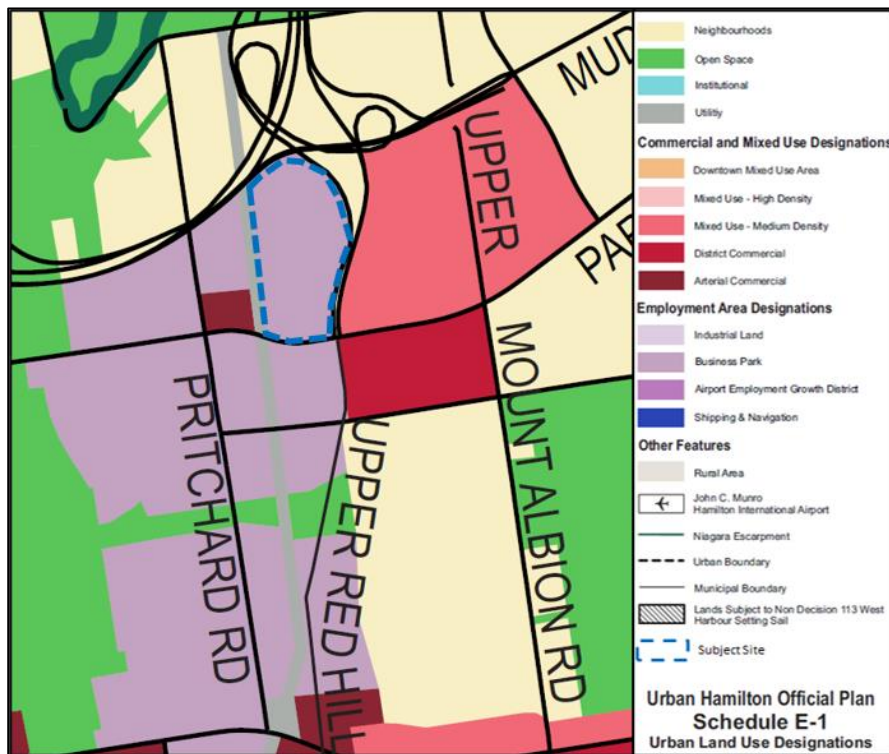


Figure 10 – Land use designations for 1725 Stone Church Road East

Zoning (By-law 05-200):

- M3 – Prestige Business Park – permits a wide range of employment area land uses, as well as office, hotel and restaurants, among others. Intensive industrial activities are prohibited (rock crushing, smelting, production of chemicals), as are sensitive land uses such as residential, places of worship and day nurseries.

Applicant’s Proposed Land Use and Rationale

Following the August 2021 General Issues Committee meeting for Report PED17010(k), and the subsequent Council motion for deferral of the conversion request for the subject land, the Applicant met with City staff and provided additional documents for clarification. The Applicant provided a Retail Commercial Demand and Impact Assessment to justify the need for the conversion, and an addendum letter to the original Planning Justification Report to clarify that residential uses and major office uses were no longer planned for the site.

Analysis

Table 7 – Analysis of 1725 Stone Church Road East and 130 & 140 Mud Street East using Provincial Conversion Criteria

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
There is a need for the conversion	The Applicant’s Retail Commercial Demand and Impact Assessment has demonstrated that there is a demand for additional commercial opportunities in the immediate area, as the adjacent commercial centres are fully tenanted. There are also physical size restrictions, parking supply restrictions, and restrictive covenants in existing leases that do not allow for additional commercial uses to locate in the existing commercial areas in the vicinity.	Yes
The lands are not required over the horizon of this Plan for the employment purposes for which they are designated	The lands are designated as Business Park in the Urban Hamilton Official Plan. The City has completed the Land Needs Assessment to the year 2051 and it has forecasted that there will be a small surplus of employment lands over the planning horizon. While the 7.4 hectare conversion is a significant area of land, the conversion of this parcel will not have a significant effect on overall land need due to the available surplus of approximately 60 ha identified in the LNA.	Yes
The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan	The Land Needs Assessment completed as part of the MCR, indicates that there is sufficient supply of employment lands to accommodate forecasted growth to the year 2051. There is a small surplus of employment land of approximately 60 hectares.	Neutral

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	The inclusion of these lands for conversion as well as previously Council endorsed conversions of 53.5 ha through Report PED17010(k) is still within the range of the anticipated surplus and is acceptable.	
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 the other policies of this Plan	The proposed use of the site for commercial purposes does not pose potential concern in terms of the viability of the employment area. There are no sensitive land uses proposed, and a clear prohibition on sensitive land uses will be included in a site specific policy for the lands.	Yes
There are existing or planned infrastructure and public service facilities to accommodate the proposed uses	Would require further study to confirm requirements.	Yes

Table 8 – Analysis of 1725 Stone Church Road East and 130 & 140 Mud Street East using City Criteria

City Conversion Criteria	Analysis	Conversion Criteria Met?
The sites are mixed use blocks and located along the edges of employment areas	The site is on edge of the Red Hill Business Park (North). The surrounding land uses are mixed, with commercial uses to the east, west, and south, industrial uses to the southwest, and a mix of road network, open space, and residential to the north.	Yes
Conversion of the site(s) will not adversely affect the long-term viability and function of the employment areas	The employment area in the immediate area is made up of a mix of land uses and is bordered by Mixed Use Medium Density and District Commercial designated lands. The	Neutral

City Conversion Criteria	Analysis	Conversion Criteria Met?
	Applicant has clarified that the land owner does not intend to develop the site with residential uses, rather a mix of larger commercial units that are no longer able to be accommodated in the Heritage Green area to the east. Given the mix of uses in the area and the decision to not include residential in the development, it isn't likely that the long term viability of the employment are will be compromised by this development.	
Conversion of the site(s) will not affect the long-term viability of the existing employment uses, including large, stand-alone facilities	There are no existing large industrial facilities in the immediate area. Existing employment uses in close proximity to the subject lands include self-storage, tool manufacturing, uniform manufacturing, graphic design/embroidery/screen printing and are not anticipated to be negatively impacted by a conversion.	Yes
Conversion of the site(s) will not compromise any other planning policy objectives of the City, including planned commercial functions	The owner of the subject lands is also the owner of the commercial plazas in the immediate vicinity. Therefore, the development of the subject lands would not be planned in a way that would result in a detrimental impact to the commercial function of the other commercial areas in the vicinity. The Applicant's market needs assessment indicates that the conversion will likely increase the general consumer traffic to the area, increasing the trade area for the commercial quadrant.	Yes
Conversion of the site(s) will not create incompatible land uses, including a consideration of the Ministry of the Environment, Conservation and Parks Land	The Applicant has clarified that no residential uses are proposed for the lands, and as there are no large scale manufacturing uses in the immediate	Yes

City Conversion Criteria	Analysis	Conversion Criteria Met?
Use Compatibility (D-series) guidelines	vicinity, a compatibility issue is not anticipated.	
Conversion of the site(s) will be beneficial to the community through its contribution to the overall intent and goals of the City policies and demands on servicing and infrastructure	The site is currently undeveloped. Development of the site would constitute intensification of a site within an area that is already developed, which would be a community benefit. While the employment land base is an important component of the City’s future growth, the conversion of the subject lands is not likely to result in a deficiency of employment lands for future job growth.	Neutral
Conversion of the site(s) will result in a more logical land use boundary	The Applicant proposes to shift the boundary to the hydro corridor directly west of the parcel. While Staff previously noted that the Red Hill Valley Parkway was a logical land use separator, Staff can support this shift of the employment boundary, as the proposed commercial function of the lands fits better with the uses in the commercial quadrant. The hydro corridor is a clear, linear boundary, and will remain intact for the long term.	Neutral

Recommendation

Staff recommend conversion of the lands to the District Commercial designation, with a site specific policy prohibiting residential uses from developing on the lands. This prohibition will ensure long term land use compatibility between the employment land uses in the Red Hill Valley North Business Park and the subject lands. The proposed Site Specific Policy to be added to Vol. 3 of the UHOP, is drafted as follows:

“In addition to Section E.4.0 – Commercial and Mixed Use Designations, the following policies apply:

- a) Notwithstanding policies E.4.7.2 and E.4.7.9, sensitive land uses such as, but not limited to live work units, daycare uses, and residential uses shall not be permitted; and,
- b) As part of a complete Application for development, an Architectural and Urban Design Guidelines document shall be prepared and submitted to the satisfaction of the City, describing the overall community structure of the subject lands and providing built form and landscaping guidelines to ensure that the physical design of the site is consistent with the overall intended character and design vision for the neighboring Heritage Greene lands to the east. Specifically, the guidelines should address private and public realm components, including streetscape design, connectivity and enhancement of the pedestrian network, and the physical design of any proposed open space and built form. The submitted Architectural and Urban Design Guidelines shall also address policy C.3.3 - Urban Design Policies, and the City’s Site Plan Guidelines.”

The Site Specific Amendment will be included in the forthcoming MCR Official Plan Amendment.

2.4 STONEY CREEK BUSINESS PARK

There is one request for conversion in the Stoney Creek Business Park that was deferred as a result of a Council motion following the presentation of Report PED17010(k) in August 2021. Following the deferral of the site, the Applicant submitted an Official Plan Amendment and Zoning By-law Amendment for the subject lands to initiate the development approvals process for the proposed site concept. Planning Staff have reviewed the development concept, as well as the supporting material submitted for the OPA / ZBA Application, including a Market Needs Assessment and Noise Study.

2.4.1 1400 SOUTH SERVICE ROAD

Overview and Existing Context

Conversion Area: 7.2 hectares

Location (Surrounding Context):

- North: QEW Highway;
- South: Railway corridor and agricultural lands in Rural area of Hamilton;
- East: Vacant lands, natural heritage feature (watercourse), and active outdoor aggregate operation serving the landscaping and contracting sector (DVC Aggregates); and,
- West: vacant lands owned by MTO, Fifty Road, and District Commercial development (Costco and other commercial uses).

Current Land Use:

- Subject lands are currently undeveloped.

Urban Hamilton Official Plan:

- Designated Business Park on Vol. 1, Schedule E-1 – Urban Land Use Designations; and,
- Designated Business Park on Vol. 2, Fruitland Winona Secondary Plan – Land Use Plan.

Zoning (By-law 05-200):

- M3 – Prestige Business Park with Special Exception 404 – SE404 permits the following uses in addition to the permitted uses of the M3 zone – Tourist

Information Centre, Travel Plaza, Commercial recreation, financial establishments, medical clinics, restaurants accessory to all uses.

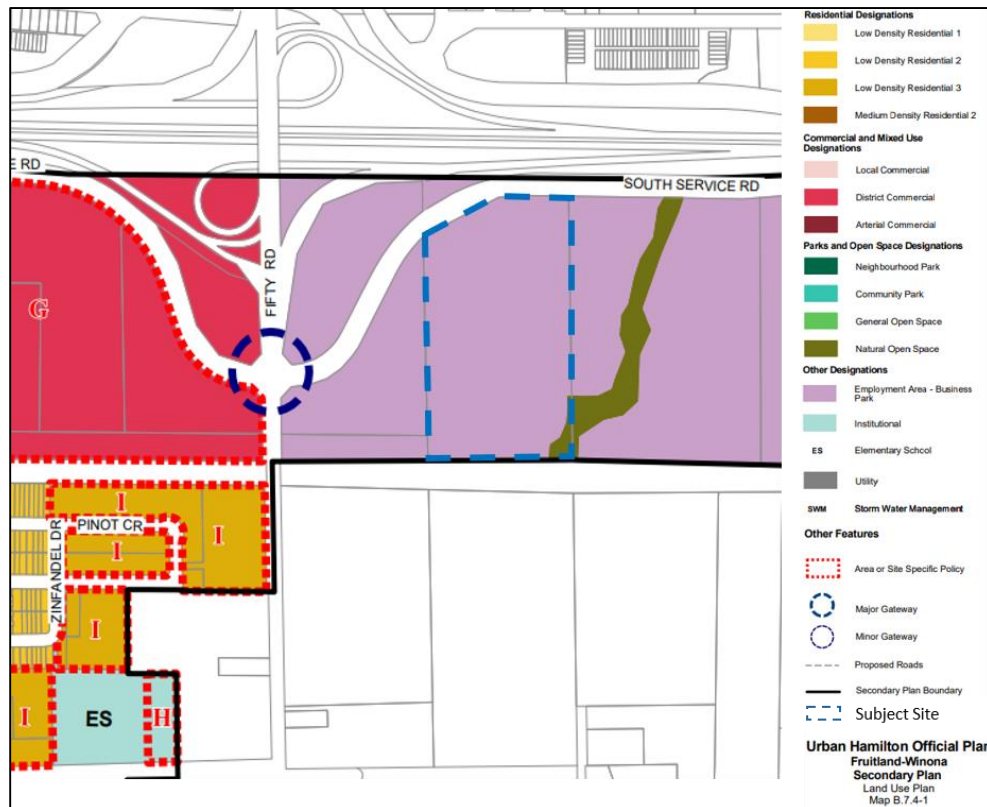
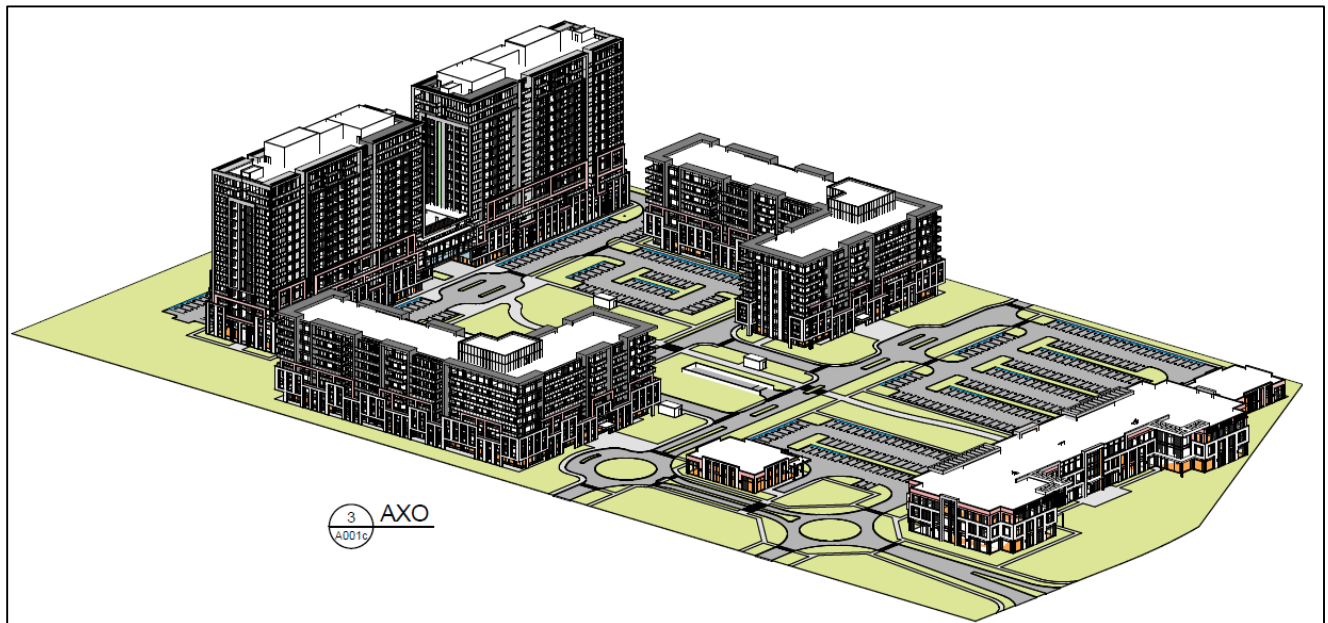


Figure 11 – Fruitland-Winona Secondary Plan area with 1400 South Service Road within Plan area

Applicant’s Proposed Land Use and Rationale

The Applicant proposes the redesignation of the lands at 1400 South Service Road from the current Business Park designation, to a Mixed Use – High Density designation. The proposed development of the lands consists of the following:

- Two 16 storey multiple dwellings;
- Two 8 storey multiple dwellings;
- 986 residential dwelling units;
- One 3 storey Office building with 10,233 square metres GFA;
- Two 1 storey commercial buildings with GFAs of 510 square metres and 456 square metres respectively; and,
- 1,882 parking spaces (444 surface, 1,438 underground).



**Figure 12 – Rendering of proposed development for 1400 South Service Road
(prepared by MHBC Planning for submission of an OPA ZBA in 2021)**

Following the August 2021 Council motion to defer consideration of the employment conversion, the Applicant submitted a complete Application for Official Plan Amendment and Zoning By-law Amendment for the proposed development.

The Applicant’s rationale for the proposed conversion is that a high-density, mixed-use development on this parcel would support future transit facilities along the GTA-Niagara rail corridor, as well as local transit expansion. The Applicant has provided the opinion that the watercourse east of the parcel bisects the employment area and creates an edge condition for the employment area, and further that the block of employment lands is physically isolated from the greater area of the Stoney Creek Business Park to the west. Given the Council direction for a “No Urban Boundary Expansion Growth Scenario” the Applicant argues that the proposed development would assist in the City meeting its intensification and density targets within the urban boundary over the planning horizon. Similarly, the Applicant has presented the opinion that the City’s employment land demand has been overstated in the City’s Land Needs Assessment (LNA) and there is likely a larger surplus of employment land available beyond the 60 hectares noted in the LNA. Finally, the Applicant notes that the development of the site with a mix of uses will likely result in the lands being developed more quickly with jobs (in the proposed commercial and office buildings) than if it were to remain in the Business Park designation.

Analysis

Staff previously presented a comprehensive analysis of the proposed conversion for 1400 South Service Road through Appendix “C” of Report PED17010(k) in August of 2021. The analysis provided in the following section builds on the previous analysis and references the additional material submitted by the Applicant in support of the conversion request.

Table 9 – Analysis of 1400 South Service Road, Stoney Creek Using Provincial Conversion Criteria

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
There is a need for conversion	<p>The need for conversion has not been established. There are no higher order transit facilities planned at the intersection of Fifty Road and the QEW that would necessitate the development of this parcel to support ridership. A future local transit hub in the Fifty Road and QEW area may be developed in the future, however the timing of providing transit services to this area is not definitive. The immediate area is well served with residential designated land in the Fruitland-Winona Secondary Plan and the nearby Urban Lakeshore Area Secondary Plan.</p> <p>The Applicant has submitted a Market Needs Assessment in order to establish the need for conversion to the Mixed Use – High Density designation. Within the City’s built-up area, areas for higher density, mixed use development to accommodate residential population growth have already been considered through the MCR process and have not included these lands as a potential growth area. The City has not identified that these lands are needed to assist in accommodating population growth to the year 2051.</p>	No

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	<p>The Applicant has noted the development of high density residential uses is needed as it will result in the lands developing with jobs in the office and commercial components faster than if it were developed solely for business park uses. While staff support a use of these lands that includes jobs, the proposed office building proposed far exceeds the 4,000 square metres and would be considered a Major Office use. The Growth Plan dictates that Major Office uses be located in Urban Growth Centres, Major Transit Station Areas, and strategic growth areas with existing or planned frequent transit.</p>	
<p>The lands are not required over the horizon of this Plan for the employment purposes for which they are designated</p>	<p>The lands are designated as “Business Park” in the Urban Hamilton Official Plan. The City has completed the Land Needs Assessment to the year 2051 which has demonstrated that the City has sufficient employment land supply for the planning horizon.</p> <p>While the removal of the lands alone for employment purposes may not significantly impact the overall land supply for the uses for which it was designated, there is a risk that conversion of the site would limit the business park development potential on adjacent lands and set a precedent for future conversions of adjacent parcels. City will closely monitor the supply of all types of employment land on an annual basis.</p>	<p>Neutral</p>
<p>The municipality will maintain sufficient employment lands to accommodate forecasted</p>	<p>The Land Needs Assessment completed as part of the MCR indicates that there is sufficient supply of employment lands to accommodate</p>	<p>Neutral</p>

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
employment growth to the horizon of the plan	<p>forecasted growth to the year 2051, with a small surplus of approximately 60 hectares.</p> <p>The inclusion of these 7.2 hectare lands for conversion, in addition to previously Council endorsed conversions of 53.5 ha through Report PED17010(k), may still result in an employment land supply that is within the margin of error for the anticipated surplus. However, staff are concerned that conversion of these lands would set a precedent and result in additional request for conversion on nearby lands.</p> <p>Should additional lands be identified for conversion beyond those recommended in this Report, the cumulative impact may result in an Employment Land shortfall which will need to be evaluated and addressed through revised employment area land need calculations.</p>	
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 the other policies of this Plan	<p>The lands are not located on the periphery of an industrial area. An active, open-air aggregate supply operation is located on lands to the east, separated by the natural heritage feature, but within the block of employment lands. While the creek separates the two parcels, there is no buffer from potential development of employment uses on vacant lands located to the west. Development of sensitive land uses on this property may compromise the development of future employment uses on adjacent parcels. Additional residential designated land is not needed in the Secondary Plan area. Development of this parcel with high-</p>	No

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	<p>density mixed-uses may compromise the ability of priority intensification areas of the City (Downtown Urban Growth Centre, MTSAs, Nodes and Corridors) to achieve their intensification goals set out in the UHOP.</p> <p>Similarly, while the Applicant notes that the development itself is a complete community, Planning Staff are not satisfied that it has sufficient pedestrian, active transit, or public transit connectivity to other community uses in the area. The result is a development that would require occupants to drive a private vehicle to accomplish most daily tasks.</p>	
<p>There are existing or planned infrastructure and public service facilities to accommodate the proposed uses</p>	<p>While the site is in the Urban Area of the City, there is no water, waste water or sanitary servicing extended to the frontage of this property at this time. The Applicant would be required to extend the servicing from the intersection of Fifty Road and South Service Road to the frontage of this property.</p> <p>Development Engineering staff reviewed the Applicant’s Functional Servicing Report submitted as part of their concurrent OPA/ZBA. Comments indicate that existing, newly constructed, sanitary sewer infrastructure is not sized to accommodate the population density that is proposed for the site (sized for 125pph, not 396 pph). Development Engineering staff did not support the OPA/ZBA submission.</p>	<p>No</p>

Provincial Conversion Criteria	Analysis	Conversion Criteria Met?
	Transportation Planning staff did also not support the development concept submitted for the OPA/ZBA as the proposed population density cannot be supported effectively by the existing road network without significant queuing and delays.	

Table 10 – Analysis of 1400 South Service Road using City Criteria

City Conversion Criteria	Analysis	Conversion Criteria Met?
The sites are mixed use blocks and located along the edges of employment areas	<p>The site is not located on a block that contains a mix of uses. The parcel is constrained by a rail corridor and Urban/Rural Boundary to the south, and the QEW to the north. Designations on either side of these corridors do not inform a mixed use condition due to a lack of connectivity to the parcel. Lands to the west and east of the parcel are designated employment lands.</p> <p>While lands are not contiguous with majority of the Stoney Creek Business Park to the west, they are part of a continuous block of employment lands leading into Grimsby (Niagara Region). Niagara Region, through it's MCR, has proposed a designation of Core Employment Area on their employment lands on this block with a density of approx. 45 pjh for employment uses.</p> <p>While this employment block is bisected by a small area identified as a Core Natural Heritage Area on Schedule B of Vol. 1 of the UHOP, the presence of the linear natural heritage feature does not create an edge condition as the</p>	No

City Conversion Criteria	Analysis	Conversion Criteria Met?
	employment area continues on lands to the east.	
Conversion will not adversely affect the long-term viability and function of the employment areas.	The lands are located interior to an employment area. The request for conversion only considers conversion of the subject lands, which is between two parcels designated for Employment uses. The lands on either side of the property are shown as conceptually functioning to assist the development of the site, but are not part of the development proposal, nor are they requested for conversion. Therefore, the conversion of the subject lands would not allow these adjacent parcels to develop with the uses for which they are currently designated. Conversion may affect the long-term viability of these adjacent employment lands.	No
Conversion will not negatively affect the long-term viability of existing employment uses, including large, stand-alone facilities.	There are no large, stand alone employment facilities located in the area of the subject lands. The introduction of sensitive uses on the property may preclude the development of adjacent lands for the employment purposes for which they were intended.	Neutral

City Conversion Criteria	Analysis	Conversion Criteria Met?
Conversion will not compromise any other planning policy objectives of the City, including planned commercial functions.	<p>The conversion proposes mixed-uses for the property including high-density housing, office and commercial space. The commercial component would not represent a substantial addition of commercial uses to the area, and it is not anticipated to have an impact on planned commercial functions.</p> <p>The introduction of high density housing in this location may compromise UHOP intensification objectives in the priority intensification areas in the City (Downtown Urban Growth Centre, Major Transit Station Areas, Nodes and Corridors).</p>	No
Conversion will not create incompatible land uses, including a consideration of MOECP Land Use Compatibility Guidelines.	<p>The Applicant submitted a noise and vibration report as part of their concurrent Application for OPA / ZBA. The noise study found generally acceptable noise levels for the site. Warning clauses and mitigation measures for certain facades was recommended.</p> <p>Details about the operations from nearby DVC Aggregates to the east was not provided. Therefore, there may be land use compatibility issues resulting from the location near to the outdoor aggregates operations.</p> <p>Similarly, there was no confirmation about potential land use conflicts from potential employment land uses on the Business Park designated lands immediately to the west.</p>	No

City Conversion Criteria	Analysis	Conversion Criteria Met?
<p>Conversion 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>Residential development in the form of complete communities is clearly stated as a desirable planning outcome in the UHOP. Complete communities have a high level of physical connectivity to other communities and public facilities. The development of an isolated parcel of land within an employment area would not assist in the achievement of complete communities.</p> <p>Comments from the circulation of the additional materials submitted for the OPA/ZBA for the development resulted in City Transportation and Development Engineering not supporting the increased intensity of use of the site, as proposed. This was due to capacity issues with the local road network and constructed sanitary sewer capacity in the area.</p>	<p>No</p>

City Conversion Criteria	Analysis	Conversion Criteria Met?
Conversion will result in a more logical land use boundary.	<p>Since the request for conversion is only for the subject lands and does not include employment lands to the east or west, the proposed redesignation would result in an isolated parcel of mixed use development within a block of land designated for employment uses. This would not create a more logical land use boundary for the employment area. While the Applicant has argued that the logical land use boundary could be the creek to the west, the development concept does not include these lands at this time, but rather refers to them developing with the project at a future date.</p> <p>Should all lands in the employment block from Fifty Road to the creek buffer boundary be converted, the amount of land removed from the employment land supply would be approx. 10.4 ha. The City has not identified these other parcels as being candidates for conversion, nor has there been any request to convert these adjacent lands from land owners.</p>	No

Recommendation

Staff do not recommend conversion of the lands at 1400 South Service Road to the Mixed Use - High Density designation at the present time. The City will continue to monitor the land supply for employment uses on an annual basis and may initiate a MCR for employment land supply refinements at a future date, if there is an identified need for more or less employment area lands.

The planned use of the MTO owned lands to the west of the site are unknown at this time. Should they be acquired by the Applicant or developed with uses that could support transit development to the immediate area, there may be a need to review the employment conversion request given the changed context.

Planning Staff propose a Site Specific Policy for the subject lands to provide requirements for consideration of a future conversion of the lands. The proposed Site-Specific Policy for inclusion in the Fruitland Winona Secondary Plan is as follows:

“For the lands located on at 1400 South Service Road, designated Business Park, shown as Site Specific Policy – Area X on Map B.7.4-1 – Fruitland Winona Secondary Plan – Land Use Plan, the City shall assess of the appropriateness of these lands as Employment – Business Park designated lands during the next Municipally Initiated Comprehensive Review, and may consider a conversion to other non-employment uses. The assessment for conversion shall consider, but not be limited to the following factors:

- a) There is sufficient City-wide employment land supply;**
- b) Any proposed development would support planned local and/or regional transit services;**
- c) There is sufficient infrastructure capacity in the area, specifically with regard to sanitary servicing and transportation;**
- d) The development area includes adjacent lands on the block, from Fifty Road to Fifty Creek, and is developed as part of a complete community in a manner that is transit supportive; and,**
- e) The proposed development is able to satisfy provincial and local employment land conversion criteria.”**

The Site Specific Amendment will be included in the forthcoming MCR Official Plan Amendment.

3.0 CONCLUSION

Staff have reviewed six (6) requests for conversion which were deferred from the Employment Land Review report presented to the General Issues Committee in August 2021 (Report PED17010(k)). Of the reviewed deferrals contained in this report, Staff recommend conversion of one site at 1725 Stone Church Road East (7.4 ha). Staff also recommend policy amendments with respect to the McMaster Innovation Park lands, 700 Garner Road East, and 1400 South Service Road. The policy and mapping changes to the Urban Hamilton Official Plan resulting from the recommendations of this report will be included in the City’s final draft Official Plan Amendment as part of the Municipal Comprehensive Review.