



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Mayor and Members General Issues Committee
COMMITTEE DATE:	April 20, 2022
SUBJECT/REPORT NO:	GRIDS 2 and Municipal Comprehensive Review – Deferred Employment Land Conversion Requests (PED17010(p)) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Lauren Vraets (905) 546-2424 Ext. 2634
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That the City of Hamilton Employment Land Review: Deferred Conversion Requests and Analysis, dated April 2022, attached as Appendix “A” to Report PED17010(p), be received;
- (b) That, in addition to the approved conversion of certain employment lands to non-employment designations through Report PED17010(k), the conversion of an additional 7.4 hectares of Employment Lands as identified in Appendix “A” to Report PED17010(p) through the Municipal Comprehensive Review process, be approved;
- (c) That the MCR Official Plan Amendment (UHOP Conformity Amendment) to be brought forward in May 2022 include the following amendments to implement the recommendations of the City’s Employment Land Review:
 - (i) The redesignation of 58.9 ha of employment lands to a non-employment designation, as recommended through Reports PED17010(k) and PED17010(p);

OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

- (ii) Refinements to previously approved conversion for the lands located in the Flamborough Business Park, as identified in Appendix “B” to Report PED17010(p);
- (iii) Addition of a new Site Specific Policy in the Fruitland Winona Secondary Plan for the lands known as 1400 South Service Road, Stoney Creek;
- (iv) Revisions to the existing Area Specific Policy – A in the West Hamilton Innovation District Secondary Plan for McMaster Innovation Park;
- (v) Revision to the existing Institutional designation policies of the Airport Employment Growth District Secondary Plan as they relate to the future development of the lands at 700 Garner Road East.

EXECUTIVE SUMMARY

On August 4, 2021, Planning Staff presented Report PED17010(k) Employment Land Review as part of the City’s Growth Related Integrated Development Strategy (GRIDS) 2 and the Municipal Comprehensive Review (MCR). A total of 53.5 hectares of Employment Area designated land were approved for conversion to non-employment designations through the MCR. Final recommendations for six employment land conversion requests were deferred for further consideration through the MCR. Two additional requests for conversion were submitted after the presentation of Report PED17010(k), however one of the requests was subsequently withdrawn.

Report PED17010(p) presents the final recommendations for the six deferred Employment Land Review conversion requests, and one new conversion request. The deferred conversion request for lands at 1725 Stone Church Road East (7.4 hectares) is being recommended for conversion to a non-employment designation. Policy amendments for clarification purposes have been prepared for three Employment designated sites that are not recommended for conversion at this time but may warrant consideration in the future. Staff have also identified a refinement to the recommended area for conversion in the Flamborough Business Park from Report PED17010(k), resulting in 2.0 hectares of previously approved conversion land no longer requiring conversion.

The resulting total land area for all Employment conversions considered through the City’s current Municipal Comprehensive Review (MCR) is 58.9 hectares, which is within the anticipated 60 hectare surplus of employment lands to the year 2051, identified in the City’s 2021 Land Needs Assessment.

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The final MCR Official Plan Amendment will include the implementation of the proposed employment conversion amendments, as well as additions / refinements to the existing policy framework for three employment sites which are not currently being recommended for conversion.

Alternatives for Consideration – See Page 10

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: The recommendations of the Employment Land Review will be implemented through the GRIDS2 and MCR Official Plan Amendment, and the Province is the final approval authority for this forthcoming Official Plan Amendment (OPA).

HISTORICAL BACKGROUND

Report PED17010(k) – Employment Land Review

On August 4, 2021 Planning Staff brought forward Report PED17010(k) to the General Issues Committee, which provided the final recommendations for the Employment Land Review (ELR). A total of 48.2 hectares of lands designated as Employment Area in the Urban Hamilton Official Plan (UHOP) were recommended by Staff for conversion to allow for non-employment uses, including conversion of the Confederation Go Station lands. Council directed conversion of one additional 5.3 hectare site at 1280 Rymal Road East and 385 Nebo Road for non-employment uses. The total land area for employment land conversions endorsed by Council through the August 2021 ELR was 53.5 hectares.

Report PED17010(k) also identified four conversion requests which were recommended by Staff for deferral until a later date. Council directed Planning Staff to defer consideration of two additional sites, resulting in a total of six deferred Employment Land conversion requests. Report PED17010(p) provides the final evaluation and recommendation for these six deferred Employment Land conversion requests.

Report PED17010(n) - Final Land Needs Assessment and Addendum and Peer Review Results

On November 9, 2021 Planning Staff provided Report PED17010(n) to the General Issues Committee to present the final Land Needs Assessment (LNA) and addendum as well as peer review results. With respect to Employment Area land need, the final LNA determined that the City had sufficient supply of employment land area to accommodate forecasted job growth to the year 2051. The LNA noted that there is potential for a small surplus of approximately 60 ha of employment area land over the 30-year planning horizon. Further discussion of the City's employment land supply is provided in the Analysis / Rationale for Recommendation section of this Report.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

A complete review of provincial and local employment policies was provided in Report PED17010(k). No provincial or local policies related to employment or employment conversions have been changed since that time.

RELEVANT CONSULTATION

Applicants for Deferred Requests for Conversion

Since the presentation of Report PED17010(k) in August 2021, Staff have met with several Applicants whose sites were deferred from decision at that time. In some cases, Applicants have provided additional material for staff to consider with respect to the conversion request. Staff have provided initial feedback about the supplementary material that was submitted and, in some cases, asked for further additional clarification.

City Department Consultation

Economic Development Division staff have reviewed the proposed conversion sites and confirmed that they are in support of the staff recommended conversions.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

1.0 Summary of Deferred Employment Conversion Requests

Table 1 to Report PED17010(p) summarizes the deferred employment land conversion requests that were considered and staff's recommendation on each request. A detailed summary of each of the deferred employment conversion requests and the analysis and

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rationale for staff's recommendation on each request is provided in Appendix "A" attached to Report PED17010(p).

Table 1: Summary of Deferred Employment Conversion Requests

Location / Employment Area	Land Area	Requested Conversion	Recommendation (see details in Appendix "A" attached to Report PED17010(p))
McMaster Innovation Park West Hamilton Innovation District (WHID)	Undefined (residential uses not clustered)	Request for extension of existing limited residential permissions to approx. 15% site wide GFA, located within 3 buildings.	No conversion required as residential uses are already permitted within the existing Secondary Plan and zoning. Staff support limited extension of existing residential permissions to a maximum of 15% of the permitted employment use GFA, and concentration within two clustered mixed-use multiple dwellings.
70-100 Frid Street West Hamilton Innovation District (WHID)	2.24 ha	Conversion to permit the development of mixed use multiple dwellings ranging from 4 to 24 storeys in height.	Conversion not recommended. Site is interior to the existing business park and sensitive land uses would not be compatible with the current industrial use in the employment area.
Twenty Road West Lands, Glanbrook Airport Employment Growth District (AEDG)	55.2 ha	Conversion to permit the development of a mixed use corridor along the Garth Street extension and compact residential uses to the east and west of Garth Street.	Conversion not recommended. Adjacent lands were not supported by Council for inclusion within the City's Urban Boundary for Community Area land supply. The proposed conversion for residential uses is not consistent with the planned future development of the area.

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Location / Employment Area	Land Area	Requested Conversion	Recommendation (see details in Appendix "A" attached to Report PED17010(p))
			Conversion could result in a land supply deficit for employment lands to the year 2051.
700 Garner Road East, Ancaster Airport Employment Growth District (AEGD)	26.2 ha	Conversion to permit a comprehensive site development including residential, institutional, office, as well as community and institutional uses	Conversion not recommended. Adjacent lands were not supported by Council for inclusion within the City's Urban Boundary for Community Area land supply. The proposed conversion for residential uses is not consistent with the planned future development of the area. Conversion could result in a land supply deficit for employment lands to the year 2051. Staff do support minor amendments to the existing AEGD Secondary Plan as related to these lands to clarify the intended use.
1725 Stone Church Road East, 130 & 140 Mud Street East, Hamilton Red Hill North Business Park	7.4 ha	Proposed conversion to allow for additional commercial and retail uses to complement the existing commercial uses in the general area. No residential uses are proposed.	Conversion recommended to the District Commercial designation, with a site specific policy to prohibit residential uses.
1400 South Service Road, Stoney Creek	7.2 ha	Proposed conversion to mixed use high density to support the development of 986 residential dwelling	Conversion not recommended. Lands are interior to a block of employment land

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Location / Employment Area	Land Area	Requested Conversion	Recommendation (see details in Appendix “A” attached to Report PED17010(p))
Fruitland Winona Secondary Plan / Stoney Creek Business Park		units in four multiple dwellings (2 – 16 storey buildings, 2 – 8 storey buildings), as well as commercial and office buildings.	that extends beyond the creek to the municipal border. Review of additional material submitted indicated capacity issues for both sub-surface infrastructure (sanitary sewer) and the transportation network. Staff propose a site specific policy for these lands to clarify criteria that must be satisfied for conversion through a future MCR.

In summary, of the outstanding deferred employment conversion requests, Staff recommend support for the conversion of one additional site at 1725 Stone Church Road East for future commercial development. Two deferred employment conversion requests in the AEGD Business Park, adjacent to lands which were directed not to be included within the urban boundary through Council's adoption of the “No Urban Boundary Expansion” (No UBE) growth scenario, are not recommended for conversion. In the West Hamilton Innovation District (WHID), staff support limited extension of existing residential permissions for the McMaster Innovation Park area, however staff do not recommend conversion of the site on Frid Street due to the existing nearby incompatible employment land uses. Finally, staff do not support the conversion request for 1400 South Service Road in the Stoney Creek Business Park, as these lands are interior to a block of employment lands and servicing capacity limits the potential intensity of development in the future. Further details of the staff rationale for each recommendation are provided in Appendix “A” attached to Report PED17010(p).

2.0 New Requests for Employment Conversion

2.1 54 Dundas Street East, Waterdown – Flamborough Business Park (1.4ha)

On February 10, 2022, Staff received a request for employment conversion for 1.4 ha of land at 54 Dundas Street East in the Flamborough Business Park. The proposed

conversion is requested to develop a portion of the site with a retirement home and long-term care facility. The Applicant has proposed the District Commercial designation for these lands to facilitate the intended use.

These lands are located within the Niagara Escarpment Plan area, and development of this site would need to be reviewed comprehensively with staff from external agencies including the Niagara Escarpment Commission. Given the deadline of July 2022 for the City's MCR, there is not sufficient time to circulate this conversion request to external and internal staff for comment and consideration. Staff encourage the applicant to request employment conversion through a subsequent MCR process.

3.0 Staff Identified Refinements

Through review of the staff identified conversion in the Flamborough Business Park (Appendix "C" attached to Report PED17010(k)), specifically portions of lands located at 56 Parkside Drive, 90 and 96 Parkside Drive and 546 Hwy 6, it was brought to staff's attention that an area that is currently zoned for light industrial uses and intended to be developed through a plan of subdivision was mistakenly included in an area for employment conversion. These lands are adjacent to a Utility corridor which is designated and zoned appropriately. Neither the Utility corridor nor the area immediately adjacent that is part of the plan of subdivision for industrial uses is proposed for conversion. This clarification and refinement results in a reduced conversion total by 2.0 hectares in the Flamborough Business Park, and a reduction in the Staff identified conversion total from 37.1 ha to 35.1 ha.

UHOP Volume 3, Chapter C – Urban Site Specific Policies contains a site specific policy for this area though policy UFE-2 (OPA 107). This Site Specific Policy incorrectly identifies the lands of the Utility corridor as part of the Business Park, and states that they shall only to be used for Open Space uses. This Site Specific Policy should be deleted in its entirety through the City's MCR OPA as there is no need for the Site Specific Policy once the appropriate lands are converted from the Employment Area – Business Park designation. The deletion of this Site Specific Policy will ensure that there is consistency between all policies and maps in the UHOP.

The revised boundaries of the proposed conversion in the Flamborough Business Park and the proposed amendments to site specific policy UFE-3 are identified on Appendix "B" attached to Report PED17010(p).

4.0 Next Steps

Staff will prepare the final OPA for the MCR to include the conversion requests supported through Report PED17010(k) as well as the site at 1725 Stone Church Road

East supported through Report PED17010(p). The proposed site specific policy and refinements to existing policies related to certain employment lands will also be included in the final MCR OPA. A total of 58.9 hectares of Employment Land is recommended for conversion:

Table 2: Summary of recommended Employment Land conversions

Conversion Analysis	Area (ha)
ELR Conversions (Staff identified)	35.1
Residential Enclaves	5
Request for Conversion (including deferrals)	9.5
Confederation Go Station	4.0
Council directed conversion (1280 Rymal Road East / 385 Nebo Road)	5.3
Total Recommended Conversions	58.9

The final report presenting the Urban and Rural OPAs for the MCR will be presented in May 2022 at the statutory Public Meeting of Planning Committee to consider the proposed GRIDS2 / MCR Official Plan Amendment.

5.0 Impact of Employment Land Conversions on City's Employment Land Supply

The LNA completed as part of the GRIDS 2 and MCR (Report PED17010(o)) concluded that the existing supply and forecasted demand for Employment Area land in the City was roughly in balance. A small surplus of approximately 60 hectares of Employment Area land was identified through the LNA, which provides some limited flexibility to convert specific areas to allow for non-employment uses over the planning horizon.

However, it is important to reiterate that the Employment Area LNA is predicated on a very efficient use of the existing land and building supply. Of particular importance is a much more optimistic outlook for major office development and expectations for increased density and employment intensification within existing areas, in accordance with *Growth Plan* policy requirements (Section 2.2.5). Many factors could shift the current balance into a shortage position, including slower than anticipated major office growth, declines in the density of existing employment areas or delays in the redevelopment of the Stelco lands. As discussed in the November 2021 Addendum to Land Needs Assessment Report (Appendix "A1" attached to Report PED17010(n)), Employment Area land need would be higher if lower density expectations are incorporated into the analysis, potentially translating into a need for up to 650 additional

gross ha. As a result, specific actions will need to be taken to maximize the potential of the land supply in both vacant and occupied areas going forward and will be assessed as part of the required future ten-year reviews of the City's Official Plans.

The total proposed land area for employment conversion through Reports PED17010(k) and PED17010(p) is 58.9 hectares, which effectively consumes the identified surplus. Under a No UBE growth scenario, pressure for conversion is likely to increase as a result of more limited greenfield opportunities to accommodate new housing growth. Should significant additional conversions be approved beyond the current recommended amount, there will be a need to offset this loss by providing additional employment lands to ensure the City's ability to accommodate growth to 2051. This would likely take the form of expansion to the Airport Employment Growth District (AEGD).

Accordingly, Planning staff will need to monitor the supply and demand for employment lands closely over the coming years, including conversion pressure, to ensure that the City maintains an adequate land base for future Employment Area development to 2051. Planning staff will report back to Council annually on the City's employment land supply as part of this process.

ALTERNATIVES FOR CONSIDERATION

Council could choose to endorse additional Employment Land conversions beyond those recommended by Staff. This approach is not recommended, as removal of additional employment lands may result in a deficit of employment land based on the 30-year planning horizon to 2051. An urban boundary expansion for employment lands may be required to offset the deficit resulting from additional conversions.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Economic Prosperity and Growth

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

Clean and Green

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

Built Environment and Infrastructure

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

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APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PED17010(p) - City of Hamilton Employment Land Review:
Deferred Conversion Requests and Analysis

Appendix "B" to Report PED17010(p) - Refinements to Staff supported conversion in
Flamborough Business Park

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