



INFORMATION REPORT

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	December 5, 2023
SUBJECT/REPORT NO:	Staging of Development Report 2024 - 2026 (PED23257) (City Wide)
WARD(S) AFFECTED:	City Wide
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SIGNATURE:	

COUNCIL DIRECTION

The City's Urban Hamilton Official Plan provides direction for the preparation of an annual Staging of Development Report. In particular, policy F.3.6.3 of Volume 1 of the Urban Hamilton Official Plan states, "the City's Staging of Development Report shall be prepared and approved annually. The City's Staging of Development Report and the City's Capital Works Program shall generally be prepared in concert with each other."

INFORMATION

The intent of the Staging of Development Report is to outline a plan for the future growth of the City over the next three years that co-ordinates the financing and construction of infrastructure with development approvals. Orderly development is important to optimize the use of existing / planned infrastructure.

The focus of the Staging of Development Report is on the approval and servicing of Draft Plans of Subdivision. Through a series of tables and maps, the report outlines the City's expectation toward the processing and approval of Draft Plan of Subdivision applications, as well as the servicing and ultimately the registration of Draft Approved Plans. The report identifies those Plans to be approved or serviced in 2024, 2025, 2026 or for which no timing can be determined. Further information on the anticipated timing related to Draft Plans of Subdivision is provided below. A new introduction to this year's

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.

Staging of Development Report is the identification and mapping of potential short, medium and long term residential intensification developments. Traditionally, the Staging of Development Report has identified only those developments occurring through Draft Plan of Subdivision. Given the City's focus on development through intensification as a means of meeting growth targets, it is appropriate to recognize and include potential intensification projects in this year's report. Further information on anticipated intensification projects and how they are considered in the Staging of Development Report is provided below.

Finally, the Staging Report also provides information on infrastructure requirements to support the planned growth, which informs the City's capital forecast, as further described below.

The Staging Report will assist with providing direction on where to focus development review efforts and where to focus on short and long range planning and capital projects.

STAGING OF DEVELOPMENT REPORT 2024 – 2026

Due to size of the document, a complete copy of the report can be found at:
www.hamilton.ca/stagingofdevelopment.

The Staging of Development Report includes a series of tables as well as maps which comprehensively illustrate anticipated development by geographic area of the City over the next three years or beyond. Details of each Section of the Staging Report are provided below.

DRAFT PLANS OF SUBDIVISION – ANTICIPATED TIMING FOR APPROVALS AND SERVICING

The primary focus of the Staging of Development program is on the approval and servicing of Draft Plans of Subdivision. A Draft Plan of Subdivision is a survey plan which divides a larger piece of land into smaller parcels of land. Draft Plans can be created for all types of land uses including residential, institutional, industrial or commercial. The purpose of a Draft Plan of Subdivision is to provide for orderly development, to ensure that the lands are developed in accordance with City policies and regulations, infrastructure and other services are in place to accommodate the future land uses, and other requirements such as financial obligations, legal agreements, planning objectives and protection of natural and cultural heritage resources are accounted for.

The Staging of Development Report and the identification of forthcoming Draft Plans of Subdivision over the next three years considers both Draft Plans that are not yet Draft approved (early in the process) and Draft Plans that have received Draft Plan Approval

and are working toward Registration / Servicing (later in the process). One can therefore conclude that the Draft Plans that are identified in the Staging report as already Draft Approved and working toward Servicing / Registration could see development occurring in the near term, while Draft Plans working toward Draft Plan Approval are likely several years away from seeing development proceeding.

Draft Plans of Subdivision Anticipated for Draft Plan Approval, 2024 – 2026

The recommended Staging Plan identifies the following timing for the anticipated Approval of Draft Plan of Subdivision applications which are currently in process but not yet Draft Approved:

- Eighteen (18) Draft Plans of Subdivision for potential Draft Approval in 2023/2024;
- Five (5) Draft Plans for potential Draft Approval in 2025;
- Six (6) Draft Plans for potential Draft Approval in 2026 or beyond;
- Two (2) Draft Plans with no timing identified; and,
- Nine (9) Draft Plans which are currently before the Ontario Land Tribunal and for which timing of approval will be dependent on the outcome of the Tribunal proceedings.

A full listing of Draft Plan of Subdivision applications anticipated to be approved by year can be found in the Staging of Development Report. Mapping is included in the Report as Appendix “A” to Report PED23257.

In sum, the Draft Plans identified for anticipated approval between 2024 and 2026 (and beyond, including those at the Ontario Land Tribunal) account for a total of 11,162 dwelling units and 857,870 square metres of industrial and commercial space. The proposed residential dwelling units represent a mix of dwelling types and densities, including 453 single and semi-detached dwellings, 2,000 townhouses and 8,709 apartment units.

Note that the timing as indicated in the Staging of Development Report represents a best estimate on the part of Staff for the anticipated timing of future Draft Plan Approval. Several factors may intervene to change the proposed timing of Draft Plan Approval including unexpected issues or concerns arising during the review of the application; delay on the part of the applicant to respond to concerns or provide updated studies / plans; staffing and workload challenges; legislative changes; economical factors in the housing market; or priority applications needing attention. The timing outlined in the Report is subject to change and does not represent a guarantee that applications will be brought forward for approval in the identified year, nor that applications will receive Draft Plan Approval.

Draft Plans of Subdivision Anticipated for Servicing / Registration, 2024 – 2026

The recommended Staging Plan identifies the following timing for the anticipated timing for Servicing / Registration of Approved Draft Plan of Subdivision applications:

- twenty-six (26) existing Draft Approved Plans of Subdivision expected to proceed with Servicing in 2024;
- nine (9) Approved Draft Plans expected to proceed with Servicing in 2025;
- eight (8) Approved Draft Plans expected to proceed with Servicing in 2026 and beyond;
- six (6) Approved Draft Plans with no timing identified; and,
- two (2) Approved Draft Plans dependent on the outcome of related Ontario Land Tribunal proceedings.

A full listing of Approved Draft Plans of Subdivision anticipated to be Serviced by year can be found in the Staging of Development Report. Mapping is included in the Report as Appendix “A” to Report PED23257.

In sum, the Draft Plans identified for anticipated Servicing between 2024 and 2026 (and beyond) account for a total of 5,940 dwelling units and 445,500 square metres of industrial and commercial space. The proposed residential dwelling units represent a mix of dwelling types and densities, including 2,369 single and semi-detached dwellings, 2,819 townhouses and 752 apartment units.

As noted above regarding anticipated Draft Plan Approval, anticipated timing for Servicing and Registration of Draft Plans also represents a best estimate on the part of Staff. Several factors may intervene to change the proposed timing of servicing and the anticipated residential units yield outlined above. These factors include unexpected issues or concerns arising during the review of grading and servicing plans; delay on the part of the applicant to respond to concerns or provide updated plans; potential economical factors pertaining to the housing market; staffing and workload challenges; or priority applications needing attention. The timing outlined in the Report is subject to change and does not represent a guarantee that applications will be brought forward for Servicing nor that the anticipated unit-supply estimates will be achieved in the identified timeframes.

Total Residential Unit Approvals Anticipated Through Draft Plan of Subdivision 2024 – 2026

In summary, the total residential units anticipated to be approved / serviced through Draft Plan of Subdivision between 2024 and 2026 and beyond is approximately 17,100 units, as identified in Table 1 below. Of these units, the majority are planned multiple dwelling units, accounting for more than 9,400 of the proposed units or more than 55%

of the total. Townhouse dwelling units account for the next greatest dwelling type at 4,800 units, or 28% of the total. Finally, low density dwelling units (single and semi detached dwellings) account for 2,800 units or 16% of the total.

Interestingly, the unit mix amongst the “Units Anticipated to be Serviced” (i.e. units which have already received Draft Plan Approval) is more skewed toward lower density dwelling forms (singles, semis and towns). These are the units which will see construction and occupancy in the near term. The unit mix of the Draft Plans which have not yet received Draft Plan Approval is more skewed toward the higher density dwelling forms, with the almost 4,000 units proposed at Eastgate Square significantly impacting that number.

The numbers in the table below represent total potential unit approvals through in-process Draft Plan of Subdivision applications and servicing reviews. As noted, due to multiple factors, there is no guarantee that the units will be approved or serviced within the timeframes identified in the Staging Report.

Table 1: Total Anticipated Residential Unit Approvals Through Draft Plan of Subdivision 2024 – 2026 (and beyond)

	Single & Semi Detached	Towns	Apartment	Total
Units Anticipated to be Draft Approved	453	2,000	8,709	11,162
Units Anticipated to be Serviced	2,369	2,819	752	5,940
Total	2,822	4,819	9,461	17,102

RESIDENTIAL INTENSIFICATION

As noted, the 2024 – 2026 Staging of Development Report includes information on potential residential intensification projects for the first time. For the purposes of the Staging Report, residential intensification projects are identified as proposed development at a higher density than currently exists, located within the City’s urban boundary, outside of an active (i.e. not Registered) Draft Plan of Subdivision application. Intensification therefore may occur anywhere throughout the urban boundary and may include any form of residential redevelopment (singles, towns, apartments). In addition, the Report includes only major residential intensification projects proposing 100 units or more. Small scale infill projects, secondary units etc. are therefore not included.

It can be difficult to predict not only where intensification will occur, but also when. For the purposes of anticipating residential intensification that may occur in the short, medium and long term time frames for the Staging report, staff queried all development

applications submitted in the last three years, as of June 2023, and made the following assumptions:

Table 2: Type of Development Application and Anticipated Timeframe for Development – Residential Intensification

Type of Application	Anticipated Development Timeframe	# of Years
Site Plan Control Application <i>(in process or approved but full building permit not yet issued)</i>	Short Term	Less than 1 year
Official Plan / Zoning By-law Amendment <i>(in process and / or not yet proceeded to Site Plan)</i>	Medium Term	1 to 3+ years
Formal Consultation Application <i>(in process and / or not yet proceeded to full application)</i>	Long Term	No timing identified

The above timeframes are based on the level of certainty associated for each type of application. For example, at the Site Plan Control stage of development, the lands are already zoned for the permitted use. Further, many issues would have already been addressed at an earlier stage in the planning process. It is therefore reasonable to assume that an in-process Site Plan Control application could proceed to building permit issuance within one year, and is therefore considered as Short Term intensification potential.

On the contrary, Formal Consultation applications have a low level of certainty regarding whether or not an applicant / owner will proceed to submit a full application, or when that future application may be submitted. Formal Consultation applications are therefore deemed to be Long Term intensification potential in light of that uncertainty and the time that will be required to obtain approvals as part of future *Planning Act* application(s).

It is important to note that the Tables below identify in-process development applications. Inclusion in the Staging Report does not indicate a guarantee of approval of the development application, nor does the associated time frame identified in the Report guarantee that developments will move forward within that time period. Further, approval of the application does not guarantee that an applicant will proceed to the building permit stage. Therefore, it is not anticipated that all of the units identified in the Staging Report will be realized, and for those that do proceed to development, it is not expected that the indicated timeframes will be met. Rather, the Staging Report provides a high-level estimation of major intensification opportunities occurring over the next

several years for the purposes of understanding where development may be occurring and to demonstrate the importance of residential intensification to the City's future housing supply.

In sum, the total number of potential units identified over the three time periods is summarized as follows:

- approximately 18,100 potential units created through significant residential intensification applications in the short term,
- approximately 14,600 potential units in the medium term; and,
- approximately 17,000 potential units in the long term.

Application details are provided within the Staging of Development Report, including mapping within Appendix "A" to Report PED23257.

INFRASTRUCTURE TO SUPPORT GROWTH

The Staging of Development program assists in the development of a comprehensive, multi-year Capital Works program, in order to ensure adequate infrastructure is in place to support growth in the City.

Growth generally impacts the municipal infrastructure system. Development projects, including redevelopments, may require extension of municipal services such as sewers, watermains, and roads, and stormwater management. Development projects may also require that existing infrastructure be expanded, upsized, or otherwise upgraded to accommodate expansion and continued growth. It is important to identify, plan and have the infrastructure in place and available to support the growth.

Although Development Charge fees generally pay for growth related infrastructure, developers are also responsible for a share of the cost of that infrastructure that serves their development. The developer's contribution is described as the local share of growth-related infrastructure and is integral to the philosophy of the City's Development Charges By-Law Local Service Policy that defines developer's obligations. The Staging of Development Report identifies a list of Development Charge funded Capital Projects, included within Table 8 of the Staging Report.

CONSULTATION WITH DEVELOPMENT INDUSTRY

A key input into the drafting of the Staging Report and identification of anticipated timing for Approval and Servicing of Draft Plans of Subdivision involves consultation with the development industry. In 2023 letters were mailed to applicants / agents for their input in terms of their short term future development intentions and the identification of potential municipal financing for capital infrastructure. The information received in response to

the mailings is compared to anticipated timing for Approvals and Servicing provided by staff. These timing projections in combination with criteria identified in the Staging Report inform the staging program.

In addition, regarding intensification developments, Staff conducted a mail-out to twenty-one applicants representing forty Formal Consultation applications submitted over the past three years to enquire whether or not they had plans to proceed with a future *Planning Act* application. Seven responses were received and five formal consultation applications were removed from the application list in the Staging Report as a result.

RELATIONSHIP TO FUTURE MARKET AND LAND SUPPLY MONITORING REPORT

The Urban Hamilton Official Plan, policies F.3.5.1 and F.3.5.2, requires the City to monitor and report annually on growth and land supply, including items such as construction activity, progress toward various growth targets including the residential intensification target and planned densities, employment land supply, and housing costs. Planning staff will be bringing forward this Monitoring report in early 2024. This future Monitoring report is being highlighted for two reasons:

- a portion of the information that will be included within the future Monitoring report was previously included within older versions of the Staging of Development Report. Information that was previously included in the Staging Report but has now been removed for future inclusion in the Monitoring report includes past building permit activity, information from the City's Vacant Residential Land Inventory, analysis of the City's progress toward the intensification target, and information on meeting the land supply requirements outlined in the Provincial Policy Statement. Removing these items from the Staging Report allows the Staging Report to remain a forward-looking document as opposed to a summary of past approvals, and further, ensures that there will be no duplication between the two reports going forward; and,
- regarding information on residential intensification, as is explained in the Staging Report (Section 4.0), there are many different ways to define intensification. The Staging Report is taking a broad definition to highlighting potential significant intensification opportunities across the City, regardless of whether or not these opportunities would contribute to the City's intensification target under the Growth Plan. The Growth Plan target measures only those intensification units that are constructed with the City's built-up area, as defined. The reason this is being highlighted is to ensure there is no confusion in future when comparing potential intensification opportunities as outlined in the Staging Report with progress toward the City's intensification target as measured in the future Monitoring Report.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PED23257 - Staging of Development Report, 2024 - 2026