Airport Employment Growth District

Planning Justification Report for the AEGD Secondary Plan

Dillon Consulting Limited
June 2, 2010

The City of Hamilton
77 James Street North
Hamilton, ON
L8R 2K3

Attention: Mr. Guy Paparella, Director of Industrial Parks and Airport Development

Re: Hamilton Airport Employment Growth District
Secondary Plan
Planning Justification Report

Dear Mr. Paparella:

Enclosed please find the Planning Justification Report in support of the Secondary Plan for the Airport Employment Growth District.

This planning justification report represents my independent professional opinion on the suitability of the proposed urban boundary expansion, as well as the Secondary Plan’s land use designations and policies. This opinion is based on the information made available to me at the time this report was prepared.

I trust that you will find everything in order. Should you have any questions, please do not hesitate to contact the undersigned.

Yours sincerely,

DILLON CONSULTING LIMITED

Rory Baksh, MCIP RPP
Associate
Executive Summary

Introduction and Purpose
This report is prepared in support of the City of Hamilton’s amendment to the Official Plan to permit the boundary expansion and redesignation of lands for the Hamilton Airport Employment Growth District (AEGD) which would permit the urban development of lands with a range of employment, airport-related, and employment-supportive amenity uses. This report provides the planning justification for the urban boundary expansion and establishment of urban land uses in the AEGD now that the supporting studies are complete and a preferred land use concept has been determined through the AEGD study.

Figure ES-1: AEGD Study Area

AEGD Study Area Lands and Context
The AEGD Study Area lands¹, including the existing airport, have an area of 3,156 gross hectares (7,799 acres) as shown on Figure ES-1. The Study Area lands are located in the west end of Glanbrook, extending between Garner Road / Twenty Road West in the north and

¹ The AEGD Study Area lands differ from the AEGD Secondary Plan lands. Refer to Section 4 of this report for further details.
Carluk Road East / White Church Road in the south, Fiddlers Green Road in the west and Upper James Street in the east.

Employment Land Supply and Demand
Hemson Consulting Limited (“Hemson”) was retained by the City of Hamilton to prepare an updated employment area land budget. The resulting Employment Area Land Budget Update (2009) report updated the conclusions of the previous Comprehensive Employment Study (2006) by taking in account more recent 2006 Census employment figures and an updated land inventory to year-end 2009 prepared by City of Hamilton staff. The key summary and conclusion point from Hemson’s report was that approximately 660 net hectares or 830 gross hectares of new Employment Area lands are required in addition to current designations.

The Proposed AEGD
To determine what portion of the AEGD Study Area lands would comprise the AEGD Secondary Plan lands, consideration was given to:

- Maintaining a contiguous urban area and a contiguous pattern of development;
- Access to available water and wastewater servicing;
- Development priorities for lands to serve airport and employment growth needs; and,
- Logical boundaries for the AEGD.

Figure ES-2: AEGD Secondary Plan Employment Lands

[Diagram of AEGD Secondary Plan Employment Lands]

Source: Dillon Consulting Limited, Phase 2 Land Use Report
The AEGD Secondary Plan lands are located in the west end of Glanbrook, extending between Garner Road / Twenty Road West in the north and White Church Road in the south, Highway No. 6 / the Greenbelt / Glancaster Road in the west and Upper James Street in the east. The AEGD Secondary Plan employment lands (i.e., excluding the airport) comprise:

- 97 net hectares in the existing airport business park already in the urban area; and,
- 662 net hectares of lands subject to an urban boundary expansion.

The AEGD Secondary Plan employment lands are illustrated in Figure ES-2.

Policy Context

The planning justification for the AEGD considers the following policy context:

- The Provincial Policy Statement (2005);
- The Growth Plan for the Greater Golden Horseshoe (2006);
- The Greenbelt Plan²;
- Existing Region of Hamilton-Wentworth Official Plan;
- Existing Township of Ancaster Official Plan;
- Existing Township of Glanbrook Official Plan;
- Adopted City of Hamilton New Official Plan; and,
- Ontario Municipal Board Decision No. 3080.

Planning Analysis

Through a comparison of the proposed AEGD and the policy context, it has been determined that:

- The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the PPS;
- The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the Growth Plan for the Greater Golden Horseshoe;
- The study process, proposed urban boundary expansion, establishment of the proposed urban land uses, and proposed policies for the development and implementation of the AEGD Secondary Plan is consistent with the Ontario Municipal Board Decision/Order No. 3080;
- The proposed urban boundary expansion, establishment of the proposed urban land uses, and proposed policies for the development and implementation of the AEGD

² Although it abuts the Greenbelt Plan area, no portion of the proposed AEGD falls within the Greenbelt Plan, and the Greenbelt Plan is not considered further in this planning justification report.
Secondary Plan is consistent with the Existing Region of Hamilton-Wentworth Official Plan;

- The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the Existing Town of Ancaster Official Plan;
- The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the Existing Town of Glanbrook Official Plan;
- The proposed urban boundary expansion, establishment of the proposed urban land uses, and proposed policies for the development and implementation of the AEGD Secondary Plan is consistent with the adopted City of Hamilton New Official Plan.

Final Conclusion

Based on the analysis and individual conclusions contained in this Planning Justification Report, as well as the other supporting technical studies that have been undertaken as part of the AEGD study, it is concluded that the expansion of the City of Hamilton’s urban boundary to encompass the AEGD Secondary Plan lands is appropriate and justified.

It is further concluded that the future land uses and planning policies in the proposed Secondary Plan for the AEGD are also appropriate and justified.
# Table of Contents

1. Introduction & Purpose ........................................................................................................... 1

2. Description of AEGD Study Area Lands and Context .......................................................... 2

3. Employment Land Supply and Demand .............................................................................. 3
   Review of Employment Area Land Budget Update (2009) ...................................................... 3
   Summary and Conclusions .................................................................................................... 10

4. The Proposed AEGD .......................................................................................................... 11
   Refinement from the AEGD Study Area Lands to the AEGD Secondary Plan Lands ............. 11
   Development Concept ......................................................................................................... 13
   Vision .................................................................................................................................. 13
   Urban Structure, Land Use and Supporting Components ..................................................... 14
   Phasing ................................................................................................................................. 18

5. Policy Context ...................................................................................................................... 19
   Provincial Policy Statement .................................................................................................. 19
   The Growth Plan for the Greater Golden Horseshoe ............................................................. 19
   The Greenbelt Plan ............................................................................................................... 20
   Existing Region of Hamilton-Wentworth Official Plan .......................................................... 20
   Existing Township of Ancaster Official Plan ....................................................................... 20
   Existing Township of Glanbrook Official Plan ..................................................................... 20
   Adopted City of Hamilton New Official Plan ....................................................................... 20
   Ontario Municipal Board Decision No. 3080 ..................................................................... 21
   Zoning ................................................................................................................................ 21

6. Planning Analysis and Comment ......................................................................................... 21
   Provincial Policy Statement (2005) ..................................................................................... 22
   Vision for Ontario’s Land Use Planning System .................................................................... 22
   Provincial Policy Statement ................................................................................................. 22
   Building Strong Communities (Part V, Policy 1.0) ............................................................... 22
   Managing and Directing Land use to Achieve Efficient Development and Land Use Patterns (Part V, Policy 1.1) .................................................................................. 22
Hamilton Airport Employment Growth District: Planning Justification Report

Settlement Areas (Policy 1.1.3) ........................................................................................................ 23
Rural Areas in Municipalities (Policy 1.1.4) .................................................................................. 24
Employment Areas (Policy 1.3) .................................................................................................... 24
Public Space and Parks and Open Space (Policy 1.5) ................................................................... 24
Infrastructure and Public Service Facilities (Policy 1.6) ............................................................ 25
Long-Term Economic Prosperity (Policy 1.7) ............................................................................ 26
Energy and Air Quality (Policy 1.8) ............................................................................................ 26
Wise Use and Management of Resources (Policy 2.0) ................................................................. 26
Natural Heritage (Policy 2.1) ...................................................................................................... 27
Water (Policy 2.2) ...................................................................................................................... 27
Agriculture & Removal of Land from Prime Agricultural Areas (Policy 2.3) ......................... 27
Cultural Heritage and Archaeology (Policy 2.6) ...................................................................... 28
Natural Hazards (Policy 3.1) ...................................................................................................... 28
Human-Made Hazards (Policy 3.2) .......................................................................................... 29
Conclusion .................................................................................................................................. 29

The Growth Plan for the Greater Golden Horseshoe ............................................................... 29
Vision for 2031 (Policy 1.2) ...................................................................................................... 29
Growth Forecasts (Policy 2.2.1) ................................................................................................. 30
Managing Growth (2.2.2) ......................................................................................................... 30
Employment Lands (Policy 2.2.6) ............................................................................................ 30
Designated Greenfield Areas (Policy 2.2.7) ............................................................................ 31
Settlement Area Boundary Expansion (Policy 2.2.8) .............................................................. 31
Infrastructure to Support Growth (Policy 3.2) ....................................................................... 32
Water and Wastewater Systems (Policy 3.2.5) ..................................................................... 33
Community Infrastructure (Policy 3.2.6) ............................................................................ 33
Natural Systems (Policy 4.2.1) .................................................................................................. 33
A Culture of Conservation (Policy 4.2.4) ............................................................................... 34
Conclusion .................................................................................................................................. 34

Ontario Municipal Board Decision/Order No. 3080 ............................................................... 34
Conclusion .................................................................................................................................. 37

Existing Region of Hamilton-Wentworth Official Plan .......................................................... 37
Environment (Part B) .................................................................................................................. 37
Land Use Strategy (Part C, Section 1) ....................................................................................... 38
Agricultural Soils Protection (Policy 2.1.1) ............................................................................. 39
Urban Areas and Compact Urban Form (Policies 3.1 and 3.1.1) ........................................... 39
Urban Area Boundary (Policy 3.1.2) ......................................................................................... 39
Business Parks and Airport Business Park (Policies 3.1.3 and 3.1.4) .................................... 40
Transportation and Transportation Infrastructure (Policies 4.1 and 4.3) ................................ 40
Water Supply and Sewage Treatment (Policies 4.1 and 4.2.1) ............................................... 41
7. Final Conclusion

........................................................................................................................................ 50
1. **Introduction & Purpose**

This report is prepared in support of the City of Hamilton’s amendment to the Official Plan to permit the boundary expansion and redesignation of lands for the Hamilton Airport Employment Growth District (AEGD) which would permit the urban development of lands with a range of employment, airport-related, and employment-supportive amenity uses.

The lands proposed for the urban boundary expansion and designation for urban land uses relate to those lands surrounding the airport. The majority of the lands encompassed by the urban boundary expansion are predominantly rural, with natural heritage features and small pockets of estate residential, private recreational, and institutional land uses. Existing adjacent land uses include the John C. Munro Hamilton International Airport ("airport"), residential, and rural/agricultural uses.

In 2006, the preferred growth scenario developed for the Growth Related Integrated Development Strategy (GRIDS) identified the AEGD as one of the main areas to address the City’s need for employment lands to the year 2031. Similarly, the Growth Plan for the Greater Golden Horseshoe (2006) encourages municipalities to designate and preserve lands within settlement areas in the vicinity of existing airports “as areas for manufacturing, warehousing, and associated retail, office and ancillary facilities, where appropriate”.

In order to respond to future growth and to recognize the importance of the airport as an employment node, the City of Hamilton prepared Official Plan Amendments to the Regional Municipality of Hamilton-Wentworth, Town of Ancaster and the Township of Glanbrook Official Plans to identify a Special Policy Area. The Special Policy Area is centred on the Airport Employment Growth District and the airport. These amendments were approved by the Ontario Municipal Board (OMB) Decision No. 3080 issued on November 2, 2006. The OMB decision noted that a planning review process must be undertaken in order to consider the lands subject to the amendments for an urban designation.

This report provides the planning justification for the urban boundary expansion and establishment of urban land uses in the AEGD now that the supporting studies are complete and a preferred land use concept has been determined through the AEGD study. Supporting studies, including vision / principles, airport land needs analysis, employment market analysis, eco-industrial / urban design analysis, natural heritage analysis, built / cultural heritage analysis, and master plans for infrastructure have been completed.
The proposed urban boundary expansion will provide for the long-term development of the lands as an employment area which will include a range of prestige business and light industrial land uses, airport-related land uses, supporting amenity uses for employees, and an extensive natural heritage system, all developed within the context of a sustainable eco-industrial business park with urban design guidelines.

For the build-out proposed, the Secondary Plan area is expected to accommodate a total of 28,097 employees. 3,720 employees on 97 net hectares are planned for the existing airport business park (already within the urban area). 24,376 employees on 662 net hectares are planned for new employment land (proposed urban area expansion). Amenities such as restaurants and personal services are planned at nodes in key locations for accessibility by employees.

The Secondary Plan has been prepared to provide a detailed land use and phasing plan, as well as related policies for the regulation of land use and development within the study area in accordance with the applicable policies of the City’s Official Plan, the Growth Plan for the Greater Golden Horseshoe, and the Provincial Policy Statement.

2. **Description of AEGD Study Area Lands and Context**

The AEGD Study Area lands\(^3\), including the existing airport, have an area of 3,156 gross hectares (7,799 acres) as shown on [Figure 1](#).

The Study Area lands are located in the west end of Glanbrook, extending between Garner Road / Twenty Road West in the north and Carluke Road East / White Church Road in the south, Fiddlers Green Road in the west and Upper James Street in the east.

There are existing land uses including the airport, industrial development near the airport, rural / agricultural, residential, institutional, and private recreational land uses. There are a range of natural features within the AEGD Study Area lands. The lands are generally flat with some floodplain areas.

The predominant land uses to the south, west, and east of the AEGD Study Area lands are rural / agricultural; the lands to the north are urban, with residential being the predominant land use

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\(^3\) The AEGD Study Area lands differ from the AEGD Secondary Plan lands. Refer to Section 4 of this report for further details.
along the northern boundary (Garner Road / Twenty Road West) of the AEGD Study Area lands.

Highway 6 traverses the AEGD Study Area lands. Existing utility corridors run adjacent to Twenty Road, Glancaster Road, and east-west between Garner Road and Book Road.

Figure 1: AEGD Study Area

Source: Dillon Consulting Limited, AEGD Phase 1 Land Use Report

### 3. Employment Land Supply and Demand

The following section of this report describes how the employment land supply and demand have been rationalized in order to determine the volume of AEGD lands that can be justified for an urban boundary expansion.

**Review of Employment Area Land Budget Update (2009)**

Hemson Consulting Limited (“Hemson”) was retained by the City of Hamilton to prepare an updated employment area land budget. The resulting Employment Area Land Budget Update...
(2009) report updated the conclusions of the previous Comprehensive Employment Study (2006) by taking into account more recent 2006 Census employment figures and an updated land inventory to year-end 2009 prepared by City of Hamilton staff. The intent of the study was to determine the amount of new land required, but not the preferred location.

Hemson’s report recognizes that the employment outlook in the Growth Plan continues to be for strong performance in the GTAH and the broader GGH to 2031. The strong employment outlook is based on the continued attractiveness of the southern Ontario economy for new investment and a strategic location relative to markets in the United States.

The Growth Plan targets for Hamilton are summarized in Table 2.1.

<table>
<thead>
<tr>
<th>Growth Plan Employment Targets for Hamilton</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
</tr>
<tr>
<td>Jobs</td>
</tr>
</tbody>
</table>


Hemson indicates that as a result of the community’s strategic location and other competitive advantages, employment is forecasted to grow to 300,000 jobs in 2031. This figure is the forecast shown in the Growth Plan, and reflects the anticipation that Hamilton will become an increasingly attractive location for economic development over time. As illustrated below, the Hemson forecast is for employment to grow steadily and at a somewhat more rapid rate than in the past.

The updated forecast prepared by Hemson, which takes into account the most recent Census information, anticipates that employment land employment is forecast to grow by 36,000 jobs over the period to 2031, which translates into approximately 45% of the total job growth. The breakdown of the jobs by category is provided in Table 2.2 below.
Table 2.2

Employment Forecast by Major Type
City of Hamilton, 2006 to 2031

<table>
<thead>
<tr>
<th>Employment Type</th>
<th>2006</th>
<th>2031</th>
<th>Growth</th>
<th>Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>Major Office</td>
<td>14,500</td>
<td>27,500</td>
<td>13,000</td>
<td>16%</td>
</tr>
<tr>
<td>Population-Related</td>
<td>96,500</td>
<td>128,300</td>
<td>31,800</td>
<td>39%</td>
</tr>
<tr>
<td>Employment Land</td>
<td>108,200</td>
<td>144,200</td>
<td>36,000</td>
<td>45%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>219,200</strong></td>
<td><strong>300,000</strong></td>
<td><strong>80,800</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Hemson Consulting, Employment Area Land Budget Update (2009)

Consistent with the Growth Plan, Hamilton is planning to accommodate a total 2031 employment of 300,000 jobs, representing growth of approximately 80,000 jobs from the 2006 level of 220,000 jobs.

For the Employment Area Land Budget Update report, the employment area land supply, as defined by the City of Hamilton, are lands located within:

- Six business parks, namely:
  - the Airport Business Park;
  - Ancaster Business Park;
  - Flamborough Business Park;
  - Mountain Business Park;
  - North Glanbrook Business Park;
  - Stoney Creek Business Park; and,
- Seven industrial areas, namely:
  - the Bayfront;
  - East Hamilton;
  - the West Hamilton Innovation District (WHID);
  - Dundas Industrial Area;
  - Hester Industrial Area;
  - Rifle Range Industrial Area; and,
  - Stuart Street Industrial Area.
Hemson’s updated 2008 land supply takes into consideration:

- The land supply prepared by City of Hamilton staff in 2007;
- An update in 2008 which reflected more detailed mapping of environmental and natural features;
- More detailed information on the occupied and vacant land supply in the City’s Industrial Areas (such information was not available for the CES);
- A refinement of the boundaries of some Employment Areas to better reflect the land use designations in the approved and in-force local official plans, including the removal of lands planned exclusively for airport uses in the Airport Business Park, as well as lands approved for commercial uses in some of the City’s Business Parks and Industrial Areas; and,
- The exclusion of certain sites shown as Employment Areas on Schedule E-1 to the City’s Urban Official Plan, which are identified for conversion to non-employment uses, and therefore removed for the purposes of estimating future land need.

The City of Hamilton has an estimated total Employment Area land supply of approximately 3,300 net hectares, divided about evenly between the City’s Industrial Areas and Business Parks, as shown in Table 2.3 and illustrated in Figure 2.

<table>
<thead>
<tr>
<th>Employment Areas</th>
<th>Business Parks (ha)</th>
<th>Industrial Areas* (ha)</th>
<th>Total Supply (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Net Occupied Area</td>
<td>950</td>
<td>1,690</td>
<td>2,640</td>
</tr>
<tr>
<td>Net Vacant Area</td>
<td>620</td>
<td>20</td>
<td>640</td>
</tr>
<tr>
<td>Total Area (ha)</td>
<td>1,570</td>
<td>1,710</td>
<td>3,280</td>
</tr>
</tbody>
</table>

*includes sites which are identified for conversion to non-employment uses; these sites are excluded in later calculations for estimating future land need

Source: Hemson Consulting, Employment Area Land Budget Update (2009)
The methodology used by Hemson determines the estimated demand for employment land by applying a density of 37 jobs per net hectare to the forecast employment land employment growth, consistent with the approach taken in the CES and considerably higher than currently observed densities in the City of Hamilton.

As shown in **Table 2.4**, Hemson has determined that the City of Hamilton will require an estimated 960 net hectares of Employment Area lands to accommodate employment growth to 2031. Most of this will be for employment land but will also include a small component of population-related uses and major office.

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4 The population-related employment is not large-format or “big box” retail jobs, but rather the range of service–commercial activities that tend to locate within Employment Areas, including the accessory and ancillary uses permitted in the City’s urban official plan, such as hotels, health and recreation facilities and commercial parking facilities.
### Table 2.4
Estimated Employment Area Land Need
City of Hamilton 2006 to 2031

<table>
<thead>
<tr>
<th>Component of Estimate</th>
<th>Employment Growth</th>
<th>Major Office</th>
<th>Population-Related</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>36,000</td>
<td>13,000</td>
<td>31,800</td>
<td>80,800</td>
</tr>
<tr>
<td>Share of growth in Employment Areas</td>
<td>95%</td>
<td>35%</td>
<td>5%</td>
<td>50%</td>
</tr>
<tr>
<td>Employment Growth in Employment Areas</td>
<td>34,200</td>
<td>4,600</td>
<td>1,600</td>
<td>40,400</td>
</tr>
<tr>
<td>Density (jobs/net ha)</td>
<td>37</td>
<td>250</td>
<td>85</td>
<td>42</td>
</tr>
<tr>
<td>Land Demand (net ha)</td>
<td>920</td>
<td>20</td>
<td>20</td>
<td>960</td>
</tr>
<tr>
<td>Share of Total Land Demand</td>
<td>96%</td>
<td>2%</td>
<td>2%</td>
<td>100%</td>
</tr>
</tbody>
</table>

**Notes:**

i) Density of 37 jobs per net hectares for employment land is consistent with actual densities observed in other GTAH communities and density factor applied to employment land employment in the CES. The share of 95% growth in the Employment Areas reflects the anticipation that a small amount (5%) of employment land employment land will be accommodated in rural areas, consistent with currently observed patterns.

ii) Density of 250 jobs per net hectare for major office is based on 70% coverage and 28 square metres per employee.

iii) Density of 85 jobs per net hectare for population-related employment is based on 35% coverage and 40 square metres per employee — this is an estimate of service commercial uses that tend to locate within Employment Areas including the ancillary and accessory uses permitted in the Employment Areas in Hamilton’s urban official plan.

Source: Hemson Consulting, Employment Area Land Budget Update (2009)

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5 Only a limited amount of major office employment is included in the estimate of land need. Consistent with the Growth Plan’s objective to focus major offices in the UGCs, Hamilton’s urban official plan restricts major offices in the Employment Areas, with the exception of planned lands around the HIA.
In order to compare supply and demand, Hemson’s methodology allows for two assumptions:

1. The full employment capacity of the land base is estimated to occur at 90% development. This is a standard factor made up of: a 5% long-term vacancy factor — lands that will never develop; and a 5% land under-utilization factor — lands developed now, but which will be either occupied at lower employment densities or will have changed from employment to non-employment use by 2031; and,

2. In the CES, land under-utilization was characterized as “declines in the existing base” and calculated as a share of employment land employment. Similarly, long-term vacancy was calculated as a share of the Business Park lands supply as opposed to the entire land supply. While the method is different, both factors are taken into account in this updated analysis.

The result of the comparison of supply to demand is provided in Table 2.5.

It is recognized that the employment density used in the analysis is lower than the target in the Growth Plan for the Greater Golden Horseshoe. Hemson states the following with respect to this concern:

“While planning for higher employment land densities would reduce the overall land need and make Growth Plan conformity more feasible, in our view this simply results in an understatement of land need...

We maintain the view that a density of 37 jobs per net ha is an appropriate factor to be used for employment land planning in Hamilton. It is higher than existing densities, consistent with the CES, and consistent with densities in other GTAH communities. We also continue to support the use of long-term vacancy and land under-utilization factors in planning for Employment Areas, as these factors are based on observed patterns of development...

...We are of the view that the estimate of land need provided in this report is conservative, and is a reasonable basis for long-range planning for employment in the City of Hamilton.”
### Table 2.5

#### Comparison of Employment Area Land Supply to Demand

**City of Hamilton, 2006 to 2031**

<table>
<thead>
<tr>
<th>Component of Estimate</th>
<th>Net Hectares</th>
</tr>
</thead>
<tbody>
<tr>
<td>Occupied Employment Area Land</td>
<td>2,550</td>
</tr>
<tr>
<td>Vacant Employment Area Land</td>
<td>730</td>
</tr>
<tr>
<td>Total Employment Area Land (Census Day 2006)</td>
<td>3,280</td>
</tr>
<tr>
<td>Adjusted for Approved Conversion Sites* (Removal of Approximately 115 Net Ha)</td>
<td>3,160</td>
</tr>
<tr>
<td>Occupied Land Area of Existing Employment Areas at 2031 — Adjusted Area at 90% Occupancy</td>
<td>2,850</td>
</tr>
<tr>
<td>Occupied Employment Area Land, 2006</td>
<td>2,550</td>
</tr>
<tr>
<td>Employment Area Land Demand, 2006 to 2031</td>
<td>960</td>
</tr>
<tr>
<td>Total Occupied Land Area in 2031</td>
<td>3,510</td>
</tr>
<tr>
<td>Occupied Land Area of 2006 Supply in 2031</td>
<td>2,850</td>
</tr>
<tr>
<td><strong>Shortfall (In Net ha)</strong></td>
<td><strong>(660)</strong></td>
</tr>
<tr>
<td>Total Land Need, in Gross Hectares, Using an 80% Net-to-gross Conversion Factor</td>
<td>(830)</td>
</tr>
</tbody>
</table>

*Note: The conversion sites are: the 30 net hectare Stuart Street area (converted through the Setting Sail secondary plan), and the approximately 85 net hectares of staff approved and Council requested conversion sites, which includes the “return” of approximately 5 net hectares to an Employment Area designation in the Hester Street Industrial Area.

Source: Hemson Consulting, Employment Area Land Budget Update (2009)

### Summary and Conclusions

The key summary and conclusion points from Hemson’s reports are:

- Approximately 660 net hectares or 830 gross hectares of new Employment Area lands are required in addition to current designations.

- In order to avoid over-designating new land for future urban development, development phasing can be incorporated into future secondary plans, including the plan for the Airport Employment Growth District (AEGD).
Designation of an appropriate long-term land supply means that the City of Hamilton will be in a sound position to compete for new economic investment, thereby advancing the Growth Plan’s objectives for economic vitality.

4. The Proposed AEGD

This section of the report describes the proposed Airport Employment Growth District’s urban area expansion, development concept, and supporting land use framework.

Refinement from the AEGD Study Area Lands to the AEGD Secondary Plan Lands

As noted in Section 2 of this report, the AEGD Study Area lands encompass 3,156 gross hectares; however, based on the residual land supply by Hemson described in Section 3, only 830 gross hectares (660 net hectares) of lands can be justified for urban expansion to serve employment needs to 2031.

To determine what portion of the AEGD Study Area lands would comprise the AEGD Secondary Plan lands, consideration was given to:
  - Maintaining a contiguous urban area and a contiguous pattern of development;
  - Access to available water and wastewater servicing;
  - Development priorities for lands to serve airport and employment growth needs; and,
  - Logical boundaries for the AEGD.

The AEGD Secondary Plan lands are located in the west end of Glanbrook, extending between Garner Road / Twenty Road West in the north and White Church Road in the south, Highway No. 6 / the Greenbelt / Glancaster Road in the west and Upper James Street in the east. The AEGD Secondary Plan employment lands (i.e., excluding the airport) comprise:
  - 97 net hectares in the existing airport business park already in the urban area; and,
  - 662 net hectares of lands subject to an urban boundary expansion.

The AEGD Secondary Plan employment lands are illustrated in Figure 3.
The AEGD Secondary Plan lands are planned to be an employment area which will include a range of prestige business and light industrial land uses, airport-related land uses, supporting amenity uses for employees, and an extensive natural heritage system, all developed within the context of a sustainable eco-industrial business park with urban design guidelines. Although there are some existing non-employment land uses, it is anticipated these land uses will continue until such time that their redevelopment become feasible.

The proposed extension of the urban boundary and establishment of employment-related land uses proposed for the AEGD conforms to the preferred growth scenario developed for the Growth Related Integrated Development Strategy (GRIDS). The boundary extension and additional employment-related land is also complementary to the existing function of the airport and planned land use of the existing Airport Business Park. The range of employment land uses contemplated will encourage a diverse base of employment around the airport. The eco-industrial vision for the AEGD supports the development of a compact urban form.
Development Concept

Through the AEGD study, three development options were created and evaluated, and the preferred option was refined into the development concept for the AEGD (as shown in Figure 3). The preferred option is based on a comprehensive understanding of opportunities and constraints that affect the overall AEGD Study Area lands and land use configuration, as well as vision for the AEGD which was prepared in conjunction with the Community Liaison Committee.

Vision

The overall vision for the AEGD is:

The employment area is vibrant and visually appealing and the natural and cultural heritage resources in the area have been preserved and used to establish a distinct character for the area. It is a working community that attracts a range of airport related and other businesses providing both conventional and knowledge-based services. The environmental footprint of the district has been managed through a range of sustainable design techniques and the character of the surrounding land uses have been protected through appropriate land use transitions and transportation planning.

A series of supporting principles provide further direction for the AEGD’s design. The principles address:

- Sense of place;
- Public realm;
- Built form;
- Movement and connections;
- Occupants (i.e., businesses and employees);
- The district as an employment area;
- Relationships with surrounding land uses;
- Services and infrastructure;
- Fiscal responsibility;
- Natural heritage;
- Cultural heritage; and,
- Agriculture.
Urban Structure, Land Use and Supporting Components

The urban structure components of the Secondary Plan’s development concept are:

- **Existing Hamilton International Airport**: The Hamilton International Airport (HIA) is located in the centre of the development concept.

- **Airport Reserve**: Lands to provide for runway expansions and airfield operations are needed to ensure the long-term viability of the airport. The lands necessary were determined through a report prepared by LPS Avia for the City of Hamilton and are part of the development concept; however, as future airport operations lands rather than employment lands, they are not counted as part of the land supply for employment uses.

- **Existing Airport Business Park**: The development concept encompasses the existing Airport Business Park lands (note: these lands are already within the urban area and designated Airport Business Park so consequently they are not considered urban area expansion lands).

- **Natural Open Space**: Core natural features outside of the Greenbelt such as provincially and municipally significant environmental features as evaluated by the environmental studies conducted for the AEGD are lands planned for protection from development.

- **Lands Designated for Development to 2031**: 662 net hectares of new Greenfield lands, over and above the 97 net hectares of lands already designated as Airport Business Park, are proposed for urban boundary expansion. The 662 net hectares of AEGD lands provide for a range of employment, airport-related, and employment-supportive amenity uses to serve the forecasted employment land demand to 2031.

The urban land use components of the Secondary Plan’s development concept are:

- **Prestige Business**: Areas proposed as Prestige Business are planned for employment uses that will benefit from frontage on the existing and future major roads in the Airport Employment Growth District, incorporate urban design treatments because of their visibility from major roads, and are able to accommodate buffering from sensitive land uses. Planned land uses include:
  - manufacturing, assembly, warehousing, repair service, transportation terminals, research and development, office, communication establishment, private power generation, high technology industry, and post-secondary schools;
o uses which primarily support industry including labour association halls, hotels, trade schools, training facilities, commercial motor vehicle and equipment sales, commercial rental establishments, and utility activities benefiting from proximity to airport services; and,
o small-scale accessory uses which primarily support employees such as cafes, fitness centres, or personal service uses which are developed integrally with the principal building on a site.

- **Light Industrial:** Areas proposed as Light Industrial are planned for employment uses that do not necessarily require frontage on the existing or future major roads in the Airport Employment Growth District, but will incorporate urban design treatment and are able to accommodate buffering from sensitive land uses. Planned land uses include:
  o manufacturing, assembly, warehousing, repair service, building or contracting supply establishments, transportation terminals, research and development, office, communication establishment, private power generation, high technology industry, and post-secondary schools;
o uses which primarily support industry including labour association halls, trade schools, training facilities, commercial motor vehicle and equipment sales, commercial rental establishments;
o airport-related industrial uses including airport transportation and cargo services, airport waste processing facilities within wholly enclosed buildings, airport waste transfer facilities within wholly enclosed buildings, and utility activities benefitting from proximity to airport services;
o outdoor storage of goods that do not cause interference with airport operations; and,
o small-scale accessory uses which primarily support employees such as cafes, fitness centres, or personal service uses which are developed integrally with the principal building on a site.

- **Airside Industrial:** Areas proposed as Airside Industrial are planned for employment uses that need to be adjacent to the John C. Munro Hamilton International Airport. Planned land uses include:
  o warehousing, transportation terminals, research and development, office, communication establishment, fuel storage, and airport catering services;
o airport-related industrial uses such as airport transportation and cargo services, airport waste processing facilities, and airport waste transfer facilities, and utility activities benefitting from proximity to airport services
  o outdoor storage of goods that do not cause interference with airport operations.
As a condition of development approval, the City may require confirmation from the John C. Munro Hamilton International Airport operator that a proposed development in the Airside Industrial designation warrants and shall be granted direct access to the airport.

- **Airport-Related Business**: Areas proposed as Airport-Related Business are planned for employment uses that benefit from proximity to the airport or provide services to travellers. Planned land uses include:
  - labour association halls, conference and convention centres, trade schools, commercial motor vehicle and equipment sales, commercial rental establishments, hotels, private health and recreational facilities, restaurants, personal services, motor vehicle service stations and washing, commercial parking facilities, catering services, automobile rental / leasing and services, taxi terminals, and financial institutions; and,
  - convenience stores up to a maximum of 500 square metres of gross floor area.

It should be noted that all of the development in the above land uses shall be subject to the supporting policies, principles and requirements of the Airport Employment Growth District Eco-Industrial Design Guidelines and Urban Design Guidelines.

The **supporting components** of the Secondary Plan’s development concept are:

- **Employment Supportive Centres within the Prestige Business Designation**: Sub-areas within Prestige Business proposed as Employment Supportive Centres are planned for a limited range of amenity uses that serve the employees of the Airport Employment Growth District. The Employment Supportive Centres are directed to specific locations within the business park, so that the amenities in these centres would be within a reasonable walking distance of the majority of the AEGD’s employees. Limitations on the total gross floor area and floor area of an individual Employment Supportive Centre use are proposed. The additional land uses planned where an Employment Supportive Centre is identified are:
  - convenience stores;
  - private health and recreational facilities;
  - financial establishments;
  - restaurants;
  - personal services; and,
  - gas bars and/or car washes, but no truck wash.

To excise control over the development of Employment Supportive Centre land uses, they are permitted subject to a Zoning By-law amendment. As a nodal development, Employment Supportive Centre uses are encouraged to be developed in buildings with
convenience stores and personal services on the main floor and offices in the upper floors, or as a main street configuration with multiple Employment Supportive Centre uses.

- **Three Site Specific Land Use Permissions within the Prestige Business Designation:** Three site specific land use permissions recognize existing land uses, specifically:
  - a golf driving range;
  - a landscape contractor’s business; and,
  - a high school.

- **Specific Urban Design within the Prestige Business Designation:** Prestige Business lands along the north edge of the Secondary Plan area which abut residential development are subject to mandatory urban design policies in the Secondary Plan. The intent of these mandatory urban policies is to encourage employment development that effectively integrates with nearby residential uses by minimizing and/or mitigating potential impacts through specific urban design.

- **Transportation System:** The transportation system is planned to promote a variety of modes of travel, including active transportation (e.g., cycling and walking), transit, and automobiles. The transportation system provides access the employment area, the safe and efficient movement of goods, and allows employees to access the amenities provided within the employment area. The elements of the transportation system include:
  - **Transit, Pathways, and Roads:** To encourage increased transit modal share and reduce reliance on the personal automobile, the development concept proposes enhanced transit stops, car pool lots, and a future rapid transit connection to the airport / AEGD. Bike / pedestrian trails are proposed to be integrated throughout the AEGD. Arterial and collector roads have been planned to provide automobile access to and within the AEGD, and future interchanges with Highway 6 are encouraged when necessary.
  - **Green Servicing Corridor:** An allowance in the right-of-way for a servicing corridor is proposed which would support the eco-industrial design of the business park and be capable of accommodating sustainable design elements such as but not limited to distribution of renewable energy, distribution of district energy, water recirculation systems, or light rail.
  - **Road Extensions and Widening:** Extensions and widening of existing roads are part of the development concept.
Dry Storm Water Management Ponds: The low-impact approach to the eco-industrial design of the AEGD and the restrictions on open water/wetland features imposed by the airport’s operator requires that “dry” storm water management techniques be used to manage storm water and maintain runoff characteristics for the area’s ecosystem. The proposed locations of storm water management facilities determined through the AEGD study are identified conceptually in the Secondary Plan.

Phasing

The development of the lands must be phased over time on the basis of the prevailing employment land supply/demand, Growth Plan targets, and availability of infrastructure. It is anticipated that the overall development of the urban expansion lands for the AEGD will proceed to 2031 with blocks of land being developed at a time.

The phasing strategy for the total 759 net hectares comprising the Secondary Plan lands is as follows:

• **Phase 1 in the Short-Term / Medium-Term:** Phase 1 of the phasing strategy includes approximately 227 net hectares of land for urban employment uses. It comprises:
  o The existing Airport Business Park, representing 97 net hectares of land; and,
  o Urban area expansion lands totalling 130 net hectares of land.

The new greenfield employment lands in Phase 1 which are subject to the urban boundary expansion are a contiguous and logical extension to Hamilton’s urban area. All of the lands in Phase 1 can be adequately serviced by reserve capacity in the municipality’s water and wastewater systems.

• **Phase 2 in the Medium-Term / Long-Term (to 2031):** Phase 2 of the phasing strategy includes approximately 532 net hectares of land for urban employment uses. It comprises:
  o Urban area expansion lands totalling 532 net hectares of land.

As with Phase 1, the Phase 2 lands which are subject to the urban boundary expansion are planned as a contiguous and logical extension to Hamilton’s urban area. The lands in Phase 2 can only be developed once the municipal water and wastewater systems have been appropriately upgraded to provide the capacity needed to adequately service these lands. It is proposed that the lands in Phase 2 be subject to a holding provision in the Zoning By-law to prevent their premature development.
The development of lands in Phase 1 and Phase 2 is not subject to strict timelines; rather, it is dependent on market forces, the take-up of these lands, and the availability of servicing. It is proposed that the Secondary Plan include policies that allow for the swapping of lands between Phase 1 and Phase 2 as well as the build-out of any Phase 2 lands as long as servicing is available.

Inherent to the build-out of the AEGD is the recognition of existing residential, institutional and private recreational establishments within the plan’s area – although these uses are designated for future employment and employment-related uses. It is proposed that the Secondary Plan recognize the legal non-conforming status of these uses and anticipates that these lands shall be redeveloped at an appropriate time.

Furthermore, it is proposed that the maintenance and enhancement of the productive agricultural capacity of the lands be encouraged and any existing activities related to the productive agricultural capacity of the lands, including farm vehicle access, be encouraged to remain for as long as feasible in the Secondary Plan’s policies.

5. **Policy Context**

The following section of the report identifies the planning policy context for the AEGD and the relevance of each policy element. The discussion of how the proposed AEGD aligns with the policy context is provided in the Planning Analysis and Comment section of this report.

**Provincial Policy Statement**

The Provincial Policy Statement (2005) provides overall policy direction on a number of matters of provincial interest and provides the policy foundation for planning and regulating the development and use of land. The Provincial Policy Statement (PPS) applies to all planning and development in Ontario.

**The Growth Plan for the Greater Golden Horseshoe**

The Growth Plan for the Greater Golden Horseshoe (2006) is the growth management plan for the broad area east, west, and north of Toronto, including the City of Hamilton. The plan establishes a vision of growth of the region; comprehensive review requirements for urban boundary expansion; targets for population, housing, employment, intensification; and requirements for regional and local planning policy. The AEGD, as a proposed area of employment requiring an urban boundary expansion, is subject to many of the policies of the Growth Plan.
The Greenbelt Plan

The Greenbelt Plan intends to provide protection to the agricultural land base and ecological features in the Greater Golden Horseshoe area and identifies where urbanization should not occur. It encompasses lands within the Niagara Escarpment Plan and the Oak Ridges Moraine Conservation Plan. Although it abuts the Greenbelt Plan area, *no portion of the proposed AEGD falls within the Greenbelt Plan, and the Greenbelt Plan is not considered further in this planning justification report.*

Existing Region of Hamilton-Wentworth Official Plan

Council of the former Regional Municipality of Hamilton-Wentworth adopted the region’s Official Plan which was approved by the Minister on January 5, 1995. All lands of the AEGD are within the planning area of the Official Plan and are subject to policies related to urban boundary expansions, an airport business park, and air transportation. Given that the new City of Hamilton Official Plan is pending Ministerial approval (see discussion below) then the proposed AEGD should be planned with regard to the policies of the Region of Hamilton-Wentworth Official Plan.

Existing Township of Ancaster Official Plan

Council of the former Township of Ancaster adopted the Ancaster Official Plan on March 26, 1984 and it was approved by the Minister on July 6, 1984. The lands west of Glancaster Road in the proposed AEGD fall within the planning area of the Ancaster Official Plan. Given that the new City of Hamilton Official Plan is pending Ministerial approval (see discussion below) then the proposed AEGD should be planned with regard to the policies of the Township of Ancaster Official Plan.

Existing Township of Glanbrook Official Plan

Council of the former Township of Glanbrook adopted the Glanbrook Official Plan on October 21, 1985 and it was approved through a series of Minister’s decisions in 1987, 1988, 1989, and 1992. The north, east, and south portions of the proposed AEGD, including the airport itself, fall within the planning area of the Glanbrook Official Plan. Given that the new City of Hamilton Official Plan is pending Ministerial approval (see discussion below) then the proposed AEGD should be planned with regard to the policies of the Township of Glanbrook Official Plan.

Adopted City of Hamilton New Official Plan

In February 2003, Hamilton City Council authorized staff to develop a new Official Plan for the City. The first phase culminated with the Rural Hamilton Official Plan which was adopted by Council on September 27, 2006. The second phase culminated with the Urban Hamilton Official
Plan which was adopted by Council on July 9, 2009. Both plans are pending approval by the Ministry of Municipal Affairs.

Although the Rural Hamilton Official Plan and Urban Hamilton Official Plan are not in force, it is anticipated that the AEGD will be consolidated into the municipality’s new Official Plan once they are approved. Therefore, the portions of the AEGD proposed for urbanization will have to be planned consistent with the policies of the Urban Hamilton Official Plan. It should also be noted that policies related to the airport’s operating influence area appear in both the Urban and Rural Hamilton Official Plan.

**Ontario Municipal Board Decision No. 3080**

OMB Decision No. 3080 was issued on November 2, 2006 and relates to the appeals filed with respect to Official Plan Amendment No. 25 to the Regional Municipality of Hamilton-Wentworth Official Plan, Official Plan Amendment No. 104 to the Town of Ancaster Official Plan, and Official Plan Amendment No. 50 to the Town of Glanbrook Official Plan. The proposed amendment was to identify a Special Policy Area in which to consider an Airport Employment Growth District centred on the John C. Munro International Airport with the necessary further study to include land requirements, land use, infrastructure and servicing, maintenance of airport function, and financial implications. The resulting decision by the Ontario Municipal Board “no way changes the underlying land use designations… It clarifies the planning review necessary to consider these lands for an urban designation.” The planning justification for the AEGD must demonstrate how the planning review established through the Ontario Municipal Board decision has been satisfied.

**Zoning**

At the time this report was prepared, the lands proposed for the AEGD are zoned for their existing uses which include rural and airport type uses. It is anticipated that the lands will be appropriately rezoned in accordance with the planned land uses and proposed phasing strategy for the AEGD.

**6. Planning Analysis and Comment**

This section of the report provides a discussion of the relevant policies from each component of the policy context and how the AEGD has appropriately responded to the policy context. In the discussion below, reference to the AEGD represents the AEGD Secondary Plan lands.
Provincial Policy Statement (2005)

The Provincial Policy Statement (PPS) is a key element of Ontario’s policy-led planning system. It defines the policy foundation for regulating development and use of land. The PPS came into effect on March 1, 2005 under Section 3 of the Planning Act.

Vision for Ontario’s Land Use Planning System

The vision indicates that growth should be focused within settlement areas and away from areas of significant or sensitive resources. Achieving efficient development patterns is another component of the vision. Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities and promote a mix of housing, employment, parks and open space, and transportation choices.

Comment: The AEGD Secondary Plan, which proposes the extension of urban development and servicing abutting the existing urban area of Hamilton, rather than a “leap-frog” development, is consistent with the vision outlined in the PPS. A range of employment uses anticipated for the AEGD is also consistent with the PPS’s vision.

Provincial Policy Statement

Building Strong Communities (Part V, Policy 1.0)

The PPS supports wisely managing change. A core philosophy is that efficient land use and development patterns help build strong communities and facilitate economic growth.

Comment: The volume of land identified for urban expansion and employment uses in the AEGD Secondary Plan have been aligned to the forecasted need with employment densities that are supportive of efficient land use and development. As an employment area, it is planned to facilitate economic growth in terms of job creation, strengthening the work component of Hamilton’s live-work ratio, and business investment.

Managing and Directing Land use to Achieve Efficient Development and Land Use Patterns (Part V, Policy 1.1)

Section 1.1 of the PPS establishes requirements to ensure the sustainability of healthy, liveable and safe communities. The proposed development must promote efficient development and land use patterns insuring the financial well-being of the province and municipalities. Planning is
to accommodate an appropriate range of employment, recreational, and open space uses to meet long term needs. Development must also avoid patterns which may cause environmental or public health and safety concerns and patterns that would prevent efficient future expansion of settlement areas. The policy also promotes cost-effective development, accessibility, and the provision of necessary infrastructure and public facilities.

Comment: The overall land use framework for the AEGD recognizes existing environmental features and directs development to lands that do not have environmental constraints. Development is planned for a range of employment to meet long-term needs. The development and servicing of the AEGD is planned on a cost-recovery basis in terms of the provision of services.

Settlement Areas (Policy 1.1.3)

This section of the PPS dictates that Settlement Areas shall be the focus of growth and their vitality and regeneration shall be promoted. The land use patterns within settlement areas shall be based upon densities and mix land uses to efficiently use land and resources. The policy promotes efficient use of infrastructure and public service facilities which are planned and available. Development must strive to minimize negative impacts to air quality, and climate change, and promote energy efficiency; while avoiding the need for the unjustified and or uneconomic expansion of services.

Comment: The proposed expansion of the Urban Boundary to encompass the abutting AEGD and to bring the lands into the City’s settlement area is in conformity with the PPS. As a business park developed on eco-industrial and sustainability principles, the policies promote energy efficient development.

The PPS requires that planning authorities establish and implement phasing policies to guarantee that forecasted targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas. Phasing policies also ensure the orderly progression of development within designated growth areas and the timely provisions of the infrastructure and facilities to meet public needs.

Comment: The AEGD includes policies for the phasing-in and orderly progression of the business park’s development, including requirements for infrastructure to be provided in order to serve growth needs.
Rural Areas in Municipalities (Policy 1.1.4)

The PPS addresses impacts on rural areas, to ensure the appropriate and harmonious integration of new development. The policies require that municipalities implement limitations and restriction on new development to ensure the compatibility of development with the rural landscape and that development can be sustained by rural service levels.

Comment: The AEGD includes policies that support the agricultural and rural use of lands which are planned for business park uses so that these land uses can continue until such time that they are developed.

Employment Areas (Policy 1.3)

The employment areas policy provides details to obtain the appropriate mix and range of employment to meet long-term needs. Employment opportunities should provide for a diversified economic base, which supports a range of economic activities, and ancillary uses while ensuring the necessary infrastructure. Development must also protect and preserve employment areas for present and future uses.

Comment: The AEGD is planned to serve the long-term needs of Hamilton; Phase 1 serves short/mid-term needs and Phase 2 serves mid/long-term needs to 2031. The mix of land uses proposed provide for a range of economic activities such as office, airport-related business, and ancillary amenities for employees, and has been targeted to serve the future light industrial and airport-related industrial land needs.

Public Space and Parks and Open Space (Policy 1.5)

This policy provides standards to ensure public spaces and streets are safe and meet the needs of vehicles, pedestrians and cyclists. These spaces are to provide a full range of publicly accessible built and natural setting for recreational uses including parkland, open spaces area and trails.

Comment: The AEGD incorporates the natural heritage system as a key element of the area’s open space framework and encourages the creation of recreational open space. Policies in the Secondary Plan support the creation of safe streets as well as on-street and off-street trails.
Infrastructure and Public Service Facilities (Policy 1.6)

The PPS outlines policies pertaining to infrastructure and public service facilities and describes the standard of services where a coordinated, efficient and cost-effective approach is necessary to accommodated projected needs. The planning of these services is to be integrated with the planning for growth.

Comment: The provision of infrastructure is coordinated with the planned development of the AEGD through the work conducted for the various Master Plans for water, wastewater, stormwater, and transportation. The Secondary Plan’s policies address the coordination of infrastructure and build-out.

According to the PPS, municipal sewage and water systems must be available to accommodate expected growth and adhere to preferred practices (i.e., urban development on municipal water and sewer).

Comment: The Secondary Plan’s phasing strategy requires that adequate water and sewer services be in place in advance of development of the AEGD. All of the business park’s development will be on municipal water and sewer.

Transportation systems are required by the PPS to efficiently service development while promoting public safety and accessibility. Transportation and infrastructure corridors are required to serve system demands and needs while utilizing existing or abandoned facilities.

Comment: The transportation system has been designed, through the Transportation Master Plan, to provide an adequate system for active transportation (i.e., walking and cycling), transit, vehicular movement, and goods movement. Policies in the Secondary Plan encourage co-location of infrastructure within the existing utility corridor of the AEGD, where practicable.

Policy 1.6.7 of the PPS indicates that planning in the vicinity of airports is expected to protect the long-term operation and economic role of airports. The policy requires that airports and sensitive land uses be appropriately designed/buffered and that airports be protected from incompatible land uses.

Comment: The Secondary Plan’s policies as well as existing policies in the Hamilton-Wentworth Official Plan and the adopted Hamilton New Official Plan address protection of the long-term operation and economic role of the airport. The land use designations and policies of the Secondary Plan direct land uses which
might negatively impact the airport away from the airport. The Secondary Plan’s policies also encourage that development proponents pre-consult with the airport operator regarding adverse effects and potential incompatibilities.

Long-Term Economic Prosperity (Policy 1.7)

The PPS encourages long-term economic prosperity by optimizing the long term availability, maintenance, and enhancement of land, resources, infrastructure and public service facilities. The policy outlines a number of best practices such as redeveloping brownfields, providing and promoting multi-modal transportation systems, and minimizing land use conflicts.

Comment: The AEGD is planned to support the development of employment lands and job creation and has been identified as one of two primary locations in the City which are planned to support long-term economic growth and prosperity.

Energy and Air Quality (Policy 1.8)

There are a number of provisions in the PPS which encourage land use and development patterns that support energy efficiency and improve air quality. The policies promote compact form through the use of public transit and other alternative modes. The development of major employment land uses should be directed to areas best served by public transit. The development must also promote and provide the means of best practices for smart and sustainable energy consumption (e.g., renewable energy systems and alternative energy systems).

Comment: The Secondary Plan’s land use concept, transportation plan, and policies, as well as the supporting Transportation Master Plan encourage the creation of enhanced transit stops and the provision of transit service to the AEGD. As an eco-industrial park, the Secondary Plan’s eco-industrial policies and related eco-industrial guidelines are intended to create a district and site development that is energy efficient.

Wise Use and Management of Resources (Policy 2.0)

To ensure Ontario’s long-term prosperity, environmental health, and social well-being the PPS contains polices to ensure the protection and proper uses of the province’s resources.
Natural Heritage (Policy 2.1)

The PPS requires the protection of habitats, wetlands, woodlands, valleylands, etc. and development shall not impact or alter any of the province’s recognized distinctive habitats and natural features. The PPS restricts development and site alteration on lands adjacent to natural heritage features and requires that lands adjacent to natural features be evaluated in advance of development.

Comment: The subwatershed study undertaken for the Secondary Plan evaluated the major natural heritage features of the AEGD; environmental features and certain buffers for these features have been identified for environmental protection in the Secondary Plan. Natural heritage features that were not specifically evaluated since their evaluation is more appropriate at the time of site-specific development have been identified in the Secondary Plan with a cross-reference to policies in the New Hamilton Official Plan that require appropriate environmental study and establishment of buffers in accordance with the PPS.

Water (Policy 2.2)

Ontario’s water resources are protected through a series of polices that detail prohibited impacts and limitations on impacts to protect, improve and restore the quality and quantity of water. Planning authorities are expected to identify surface water features, ground water features, hydrologic functions, and natural heritage features and areas which are necessary for ecological and hydrological integrity of the watershed. Development is required to implement the necessary restriction to protect all municipal drinking water supplies and designated vulnerable areas, as well as vulnerable surface and ground water.

Comment: The subwatershed study undertaken for the Secondary Plan included the review of the ecological and hydrological features and functions of the watershed. The Secondary Plan and the related Stormwater Master Plan identify a range of controls, including the location of storm water management ponds, which will be required during development to protect water resources.

Agriculture & Removal of Land from Prime Agricultural Areas (Policy 2.3)

The PPS requires the protection of prime agricultural areas for the long-term use of agriculture, in the priority order of, from highest to lowest, specialty crop areas, Class 1 soils, Class 2 soils, and Class 3 soils.
Policy 2.3.5 of the PPS details the characteristics and conditions of agricultural land that would result in its qualification for removal from agricultural use. The land must not be a speciality crop area and there needs to be no reasonable alternative location for development in which avoiding prime agricultural areas is feasible.

Comment: There are no specialty crop areas within the AEGD.

Urban expansion lands in the AEGD Secondary Plan lands fall on lands designated as Rural in the New Hamilton Official Plan; these lands are defined as “having lower capability for agriculture” (whereas the lands designated Agriculture specifically protect prime agricultural areas).

A small portion of Phase 2 lands comprising 39 net hectares (96 acres) located south/west of Highway 6 and north of White Church Road East are on lands designated as Agriculture in the New Hamilton Official Plan. These lands are expected to continue in their rural/agricultural use until servicing is extended to provide for the development of Phase 2. The lands are planned for airport-related business such as hotels and taxi terminals and it is appropriate for these uses to be located near the entrance to the airport.

Cultural Heritage and Archaeology (Policy 2.6)

Significant cultural and built heritage resources and cultural heritage landscapes land must be conserved. The PPS requires the protecting archaeological resources areas of potential significance have been conserved by removal and documentation; or significant archaeological resources must be preserved on site.

Comment: The policies in the Secondary Plan recognize the need to protect the local built and cultural heritage features of the AEGD, and require special studies in accordance with the PPS and the policies of the New Hamilton Official Plan.

Natural Hazards (Policy 3.1)

The PPS generally requires that development be directed away from land susceptible to flooding and erosion. It does not permit development and site alteration in locations where flooding and erosion are significant, but allows for development and site alteration where standards are met, public safety is maintained, hazards are not created/aggravated, and there are no adverse environmental impacts.
Comment: The subwatershed study undertaken for the Secondary Plan evaluated the susceptibility of lands for flooding and erosion. There are no locations on the AEGD proposed for development where public health and safety and damage to property would be issues due to development or site alteration. The Secondary Plan and the related Stormwater Master Plan identify a range of controls, including the location of storm water management ponds, which will be required during development to manage runoff.

Human-Made Hazards (Policy 3.2)

The PPS requires that development on, abutting, or adjacent to lands impacted by human-made hazards be rehabilitated or remediated, as appropriate, to address/mitigate issues or ensure no adverse effects.

Comment: There are no human-made hazards impacting the AEGD lands.

Conclusion

The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe

Vision for 2031 (Policy 1.2)

The vision for the Greater Golden Horseshoe (GGH) is to offer a wide variety of choices in living by offering thriving, liveable, vibrant and productive urban and rural areas. The Growth Plan promotes an integrated transportation network by providing convenient and accessible public transit options. The vision is also to create a healthy environment where walking and cycling can become more practical elements of the transportation system. The Growth Plan’s vision also includes vibrant and more compact settlement and development patterns.

The guiding principles include: more compact, vibrant and complete communities; growth to support a strong economy; proper and wise consumption of valuable natural resources; community-specific approaches to managing growth; and intergovernmental collaboration.
Comment: The proposed AEGD supports the Growth Plan’s vision through the creation of a business park that offers a mix of employment land uses to support job creation, amenities for employees, protection of the natural environment, and transit-supportive development. The intent to develop an eco-industrial business park that reduces its burden on energy and the environment as compared to traditional business park development is also supportive of the Growth Plan’s vision.

Growth Forecasts (Policy 2.2.1)

The Growth Plan establishes growth forecasts for municipalities to use in planning and managing growth.

Comment: The AEGD supports the Growth Plan by creating an employment district that will help job creation and assist Hamilton in meeting its Growth Plan target for employment by 2031.

Managing Growth (2.2.2)

The Growth Plan expects that growth will be accommodated by building compact, transit-supportive communities that would help create a better intra- and inter-city transit while reducing the dependency on the automobile. Planning and investing for employment land and a balance of jobs to support the economy is anticipated, as well as complete communities with a range of employment uses and easy access to local stores and services. It anticipates that major growth will be directed to settlement areas where it can be serviced by municipal water and wastewater systems.

Comment: The employment district is planned at a density that is supportive of transit with nodes that favour transit modal share. The land uses provide for a range of employment uses and employment supportive centres within the AEGD are planned to provide convenience stores and services for employees within walking distance. The AEGD is situated adjacent to the existing built-up area so that services can be logically and cost-effectively extended to it.

Employment Lands (Policy 2.2.6)

The Growth Plan describes the need for an adequate supply of lands for employment uses to accommodate forecasted growth. Municipalities are expected to promote a diversified economic base that is made up of a mix of industrial, commercial and institutional industries.
Comment: The AEGD is expected to serve the long-term employment needs for Hamilton to 2031 and will be phased-in over time to serve growth needs. The land use provisions for office, light industrial, manufacturing, warehousing, storage, and airport-related business, with suitable ancillary local stores and services, provide for diversity within the employment area.

Designated Greenfield Areas (Policy 2.2.7)

Developments being located in or near a designated Greenfield are expected to meet all dictated policies to achieve the vision of complete communities. Each municipality plans to achieve a minimum density target that is measured over the entire designated Greenfield area. Municipalities are also expected to develop and implement official plan polices that include phasing polices and other strategies to achieve intensification and density targets.

Comment: The planning for the AEGD and the resulting Secondary Plan policies are based on a minimum density of employees that is expected to contribute to Hamilton achieving its Growth Plan target for not less than 50 residents and jobs combined per hectare.

Settlement Area Boundary Expansion (Policy 2.2.8)

In order for a settlement area boundary expansion to occur, the Growth Plan requires a comprehensive review addressing residual lands, intensification, 20-year supply, phasing, and infrastructure. The expansion must not compromise specialty crop areas and have no other reasonable alternative that avoid prime agricultural areas.

Comment: The planning for the AEGD incorporated a comprehensive review that addressed residual land supply, demand, and a 20-year supply. The infrastructure master planning has ensured that adequate services are or will be made available. Policies in the Secondary Plan address the phasing of the AEGD.

The AEGD abuts the existing built-up area of the City of Hamilton and the airport. As a business park requiring blocks of land large enough to support long-term job creation, oriented to support the airport, needing to benefit from existing and planned multi-modal transportation connections, and requiring the efficient/cost-effective extension of water/wastewater servicing, there are no other suitable locations for the AEGD.
There are no specialty crop areas within the AEGD. The AEGD’s lands that serve the municipality’s 20-year employment land need is predominantly on non-prime agricultural lands. A small portion of the Phase 2 lands are on lands designated Agriculture in the New Hamilton Official Plan but are planned for airport related business uses that need proximity to the airport’s entrance.

**Infrastructure to Support Growth (Policy 3.2)**

The Growth Plan requires coordination between infrastructure planning, land use planning, and infrastructure investment.

**Comment:** Through the completion of the master plans for transportation, water/wastewater, and storm water, as well as the analysis and planning evaluation to determine the proposed land use concept for the AEGD, infrastructure, planning and investment have been coordinated. Policies in the Secondary Plan require ongoing coordination between land use and infrastructure as development is phased-in.

A multi modal transportation system (Policy 3.2.2) within the GGH is expected to provide balanced and sustainable connectivity among transportation modes. The Growth Plan requires that new or existing transportation corridors be identified and protected in order to meet existing or forecasted needs. Plans should promote multi-modal uses as well as prioritized transit and goods movement routes.

**Comment:** The land use plan and transportation plan for the AEGD have identified a hierarchy of streets that are intended to accommodate transit, personal automobiles, and goods movement vehicles. The planned enhanced transit stops provide multimodal connectivity. The AEGD also recognizes the existing Highway 6 corridor and encourages that interchanges be constructed when justified.

In terms of moving people, the Growth Plan emphasizes public transit (Policy 3.2.3) for infrastructure planning and or major transportation investments. The policies place importance on planning transit-supportive employment densities to sustain growth and ensure the efficiency and viability of planned transit service. The growth plan also recommends the increase of modal share of transit to achieve its priority of moving people.

**Comment:** The street configuration and employment densities in the AEGD have been planned to support transit ridership and transit modal share. The proposed
enhanced transit stops and car pool lots are also expected to contribute to transit ridership and transit modal share. Policies encourage a “green corridor” which would provide additional right-of-way space for the creation a transit corridor, if it is feasible.

Moving goods is a first priority of highway investment as it is an essential transportation feature to the development and growth of economic drivers. This sub-section of the Growth Plan provides policies pertaining to the management, co-ordination, and development of an acceptable goods movement system.

Comment: The AEGD recognizes the existing Highway 6 corridor and encourages that interchanges be constructed when justified to support goods movement.

Water and Wastewater Systems (Policy 3.2.5)

The Growth Plan directs municipalities to manage, maintain and ensure cost-effectiveness of water and wastewater systems. The Growth Plan recommends the expansion of services to serve growth in accordance with appropriate conservation measures, for development at appropriate densities, and in consideration of inter-jurisdictional agreements.

Comment: The AEGD’s policies and related Water/Wastewater Master Plan provide for the efficient and cost-effective extension of services. As an eco-industrial park, consideration has been given to water conservation measures in the design and planning of water and wastewater infrastructure for the AEGD.

Community Infrastructure (Policy 3.2.6)

To meet the GGH vision of complete communities, development needs to account for future requirements to accommodate population changes through efficient community planning. The Growth Plan recommends an appropriate range of community infrastructure to meet the needs resulting from population changes and efficiently planning for that growth.

Comment: The land uses permitted in the AEGD allow for community infrastructure, such as recreation facilities, to be developed in order to serve the needs of employees.

Natural Systems (Policy 4.2.1)

Municipalities are encouraged and directed to protect and facilitate public accessibility of open space, parkland, trails, and shorelines within the GGH. The Growth Plan encourages the
identification of natural heritage features and areas that complement, link or enhance the natural system. Development is expected to establish an urban open space system within built-up areas. Rooftop gardens, communal courtyards and public parks are encouraged.

Comment: The AEGD has an open space framework based on the area’s significant features. Site-specific recreational open space for employees and rooftop / at-grade gardens are encouraged in the Secondary Plan’s policies, and future recreational trails are identified as part of the area’s active transportation network.

A Culture of Conservation (Policy 4.2.4)

The Growth Plan directs municipalities to implement water conservation, energy conservation, air quality protection, integrated waste management, and cultural heritage conservation policies in their official plans.

Comment: The eco-industrial philosophy and policies for the AEGD encourage future development to incorporate a wide range of conservation measures in the design of sites and buildings. Policies in the Secondary Plan require that air quality and cultural heritage be appropriately addressed during development review.

Conclusion

The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the Growth Plan for the Greater Golden Horseshoe.

Ontario Municipal Board Decision/Order No. 3080

OMB Decision/Order No. 3080 implements the Minutes of Settlement relating to the amendments to the Regional Municipality of Hamilton-Wentworth Official Plan, the Town of Ancaster Official Plan, and the Township of Glanbrook Official Plan to identify a “special policy area in which to consider an Airport Employment Growth District centred around the John C. Munro International Airport.”

The settlement “clarifies the planning review necessary to consider these lands for an urban designation” and recognizes that further study is required to demonstrate such matters as “the amount of land required for the Airport Employment Growth District, the nature of the proposed employment uses, the infrastructure (particularly sewage, water and transportation) needed to
service the lands, provisions required to maintain the key functions of the airport, including the minimization of land use conflicts related to existing/planned airport operations, and the cost and method of financing the employment district.”

The lands subject to OMB Decision/Order No. 3080 are illustrated in Figure 4 below.

Figure 4: Special Policy Area subject to OMB Decision/Order No. 3080

Comment: The area studied and proposed by the Official Plan Amendment to implement the AEGD Secondary Plan falls within the special policy area identified in OMB Decision/Order No. 3080.

With respect to the study process for the Hamilton AEGD, the Order and Minutes of Settlement established Official Plan policies that required:

a. Public consultation, including a community liaison committee;
b. Justification of an urban boundary expansion based on a land budget analysis (occupied and vacant urban land, land use densities, and intensification opportunities);
c. Environmental impact statements pertaining to the natural heritage system;
d. Suitable water, wastewater, and transportation infrastructure;
e. Financing policy for cost-effective urban services and community infrastructure;
f. An assessment of agricultural capability which considers directing urban uses to lands which are not designated Agriculture or lower priority lands which are designated Agriculture;

g. Demonstrating that impacts from new or expanding employment areas to nearby agricultural operations are mitigated; and,
h. Other studies as deemed necessary by the City.

Comment: The planning process and studies undertaken for the AEGD have included the consultation, land budget justification, environmental analysis, servicing analysis, agricultural analysis, and financial analysis required by the OMB Decision/Order No. 3080. The findings of these studies are implemented by related policies in the proposed Secondary Plan.

With respect to the Secondary Plan for the Hamilton AEGD, the Minutes of Settlement established Official Plan policies that required:

a. Sub-watershed plans and secondary plan/policies designations for natural heritage protection/management;

b. Designation of appropriate employment land uses and policies addressing design and density;

c. Completion of City-wide water/wastewater, storm water, and transportation master plans that “will produce an infrastructure servicing strategy for the proposed AEGD and adjacent urban communities as may be relevant”;

d. Completion of Class Environmental Assessments for major servicing infrastructure essential for the lands; and,

e. A staging, phasing or implementation strategy.

Comment: The Secondary Plan incorporates land use designations and policies for natural heritage protection/management (i.e., the “Natural Open Space” designation) and employment land uses (e.g., “Prestige Business” and “Light Industrial” designations). Density is addressed in the Secondary Plan’s general policies for employment areas, design is addressed through the plan’s eco-industrial and urban design policies, and staging / implementation is addressed through respective policies in the plan.
Conclusion

The study process, proposed urban boundary expansion, establishment of the proposed urban land uses, and proposed policies for the development and implementation of the AEGD Secondary Plan is consistent with the Ontario Municipal Board Decision/Order No. 3080.

Existing Region of Hamilton-Wentworth Official Plan

Environment (Part B)

(Policy 2.2) The Hamilton-Wentworth Official Plan (HWOP) encourages environmental protection and enhancement practices. Energy conservation policies promote the incorporation of energy conservation practices in design, construction and operation of Regional capital projects which is also expected from municipal authorities. Municipalities are expected to promote compact urban form and provide public and private agencies, industries, and individuals to participate in energy conservation programs.

Comment: The AEGD is envisioned to be an energy-efficient business park that promotes sustainable development and encourages energy-efficient sites and buildings.

(Policy 4.1) The HWOP recognizes a shift in the type of predominant industries supporting the municipality’s economic core. An Economic Action Plan is expect to help develop a superior workforce while improving the competitiveness of local business. The plan would help provide resources for financing entrepreneurs and established business to help improve the image of the quality of living in Hamilton-Wentworth. The Action Plan must also help develop community infrastructure that is supportive of the economic development activities.

Comment: The AEGD supports the municipality’s action plan by providing serviced lands for new business to establish as a means to promote employment and economic development.

(Policy 4.2) Farming is one of the region’s largest industries and is supported in the HWOP. Polices require support of existing and new farming programs.

Comment: The phasing strategy for the AEGD contemplates that any land not being developed is encouraged to remain in agricultural/rural use.
(Policy 9) The social well-being of the region’s complex community structure is addressed through a number of policies in the HWOP. The HWOP encourages development that meets priorities and standards for community social services.

*Comment:* The AEGD promotes employee well-being with land use permissions for recreation and amenities for employees.

(Policy 9) The HWOP requires that heritage features and resources are preserved and protected, especially regionally-significant historical and cultural resources.

*Comment:* The study for the AEGD identified historical and cultural resources. The Secondary Plan policies require the necessary further evaluation, protection, and/or appropriate adaptive reuse of these resources.

(Policy 10) Green space and recreation accessibility is encouraged in the HWOP to promote sustainable development practices. Development planning is expected to consult with municipalities, conservation authorities, community organization and private property owners to ensure public access to lands with the Regional Natural Heritage System. Development must also help facilitate open space, recreational areas, and green space linkages.

*Comment:* The AEGD’s natural open space framework is based on the area’s significant local features and the Secondary Plan’s policies support trails to be developed.

**Land Use Strategy (Part C, Section 1)**

The Land Use Strategy in the HWOP provides for the protection and sustainable utilization of resources and a sustainable regional development pattern and infrastructure. The policies are intended to conserve and enhance the system of natural areas in groupings of the Regional Natural Heritage System (Greenlands System), environmentally significant areas, hazard lands, Lake Ontario and Hamilton Harbour, the Niagara Escarpment and the Parkway Belt West.

*Comment:* The AEGD represents a sustainable pattern of development and infrastructure since it is proposed abutting the existing built-up area of Hamilton and will be serviced by abutting water/wastewater servicing systems. Major natural areas are protected in appropriate land use designations in the Secondary Plan.
Agricultural Soils Protection (Policy 2.1.1)

The HWOP protects agricultural soils with policies that address the necessity of identifying and preserving Prime Agricultural Lands and Speciality Crop Areas for agricultural uses. The HWOP directs non-farm development to urban areas, rural settlement areas and existing business parks. The HWOP also protects agricultural lands from development where viable farm operations could be established.

Comment: The AEGD Secondary Plan lands do not include any specialty crop areas. A small portion of the Phase 2 lands are on lands designated Agriculture in the New Hamilton Official Plan but are planned for airport related business uses that need proximity to the airport's entrance. The volume of land planned for development is tied to need with phasing provisions that support farming until lands can be serviced and developed.

Urban Areas and Compact Urban Form (Policies 3.1 and 3.1.1)

The HWOP promotes compact urban form and a firm urban area boundary where business parks contribute to economic prosperity. Mixed forms of development are preferable in order to support a density that reduces servicing costs, efficient transit, proximity between residents and employment areas, and viable options for walking and cycling.

Comment: The AEGD is planned at a density of 37 employees per hectare that supports compact form. The boundary for the business park that will be established is firm and can not be changed unless a municipally-initiated comprehensive review is undertaken.

Urban Area Boundary (Policy 3.1.2)

The HWOP establishes an urban area boundary with policies describing the necessary review and justification for adding lands to the urban area. Urban area boundary changes are anticipated only at the time of the five-year Official Plan review and by evaluating the land need given long-term forecasts. An adequate reserve of industrial lands is expected to be maintained to satisfy anticipated demand.

Comment: The urban boundary expansion for the AEGD is based on an evaluation of land need given the current supply of employment lands, the long-term build-out of existing employment areas and the future demand for employment lands to 2031.
**Business Parks and Airport Business Park (Policies 3.1.3 and 3.1.4)**

The HWOP plans business parks to accommodate a “full range of manufacturing, construction, wholesale establishments, truck terminals, research and development uses and office development associated with these uses.” It also accommodates service type uses such as hotels and recreational facilities. The HWOP provides further guidance for the Airport Business Park (“the lands north and east of the Airport”) and permits “airport-related commercial uses; airport related uses; high technology industry; offices; and, ancillary and service uses supporting the above.” The HWOP also permits “general commercial, business, recreational, entertainment, public, and institutional uses on lands on the west side of Homestead Drive north of Airport Road, to serve the needs of the area residents.”

*Comment: The land uses proposed for the AEGD include the land uses contemplated for the existing Airport Business Park, while providing spatial differentiation of these land uses in the Prestige Business, Light Industrial, Airport-Related Business, and Airside Industrial designations.*

**Transportation and Transportation Infrastructure (Policies 4.1 and 4.3)**

An integrated transportation system is envisioned in the HWOP with an emphasis on reducing reliable on the automobile. The HWOP establishes a road hierarchy and right of way widths and has policies addressing right-of-way acquisition, minimizing road impacts through landscaping or other techniques, and provisions for design (sidewalks, bicycle facilities, trees, etc.). Transit is to be provided so that is a viable alternative to the automobile, an integral part of planning for all employment centres (including safe, convenient, and direct pedestrian access to the public transit system), and commuter transit connections. Cycling is to be accommodated in secondary plans through provisions for land uses patterns and design features which accommodate cycling, with zoning provisions for bicycle parking in high activity areas.

*Comment: The Transportation Master Plan undertaken for the AEGD as well as the Secondary Plan’s policies support active transportation and transit and a reduced emphasis on the automobile. The land use concept which includes enhanced transit stops, facilities for carpooling, and cycling trails support the HWOP policies.*

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6 It should be noted that the lands subject to Special Policy Area 1 and Special Policy Area 2 for the Airport Business Park which are subject to studies, provision of servicing, and redesignation prior to development are subject to the policies of the Special Policy Area 9 established by the OMB Decision.
Water Supply and Sewage Treatment (Policies 4.1 and 4.2.1)

The HWOP anticipates that the water supply and sewage treatment system will be guided by a strategy with staging of services and system improvements. Only urban areas are to be serviced with water and sewers (unless there is a public health hazard) and water conservation measures are anticipated.

Comment: The AEGD is proposed to be included in the municipality’s urban area with the Water/Wastewater Master Plan and Secondary Plan policies guiding the appropriate phasing-in of water/wastewater services.

Transmission Facilities (Policy 4.2.3)

The policies of the HWOP aim to ensure that the impacts of transmission facilities are minimized. It requires, where feasible, that corridors or easements be used for secondary purposes (e.g., recreation).

Comment: The Secondary Plan includes policies that encourage, if appropriate, the co-location of a multi-use trail in the area’s utility corridor.

Watershed/Subwatershed Planning (Policy 9)

Where it is determined that subwatershed planning will benefit the formulation of a new secondary plan, the HWOP requires that a subwatershed implementation program be prepared that identifies priority areas, terms of reference for specific plans, and methods to finance the plan(s).

Comment: A subwatershed study has been undertaken for the AEGD and its recommendations have been incorporated into the Secondary Plan’s policies for stormwater management and environmental management, as well as a Stormwater Master Plan.

Fiscal Responsibility (Policy 10)

The HWOP establishes that the municipality will undertake its capital works with a long term commitment for “pay as you go” capital financing, in accordance with a five-year capital works programs.
Comment: The policies in the Secondary Plan require that the AEGD be serviced in a cost-effectively and financially sustainable way.

Conclusion

The proposed urban boundary expansion, establishment of the proposed urban land uses, and proposed policies for the development and implementation of the AEGD Secondary Plan is consistent with the Existing Region of Hamilton-Wentworth Official Plan.

**Town of Ancaster Official Plan**

**Hamilton Civic Airport (Policy 5.9)**

The Ancaster Official Plan requires that any development or redevelopment of the area that is subject to the Noise Exposure Forecast contours will be subject to the appropriate guidelines and noise abatement measures.

Comment: The Secondary Plan’s policies for development in the AEGD require that appropriate technical studies and mitigation be undertaken to address noise. The Secondary Plan’s policies also require that development proponents pre-consult with the airport operator regarding adverse effects and potential incompatibilities and require that development applications be circulated to the airport operator for comment.

Conclusion

The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the Existing Town of Ancaster Official Plan.

**Town of Glanbrook Official Plan**

**Airport (Policy B.1.10)**

The TGOP directs that all development or redevelopment on lands in the vicinity of the airport satisfy Transport Canada’s airport zoning regulations. It further directs that requirements for the “application of the noise exposure forecast contours be satisfied” and all new development
exposed to a noise exposure forecast of 28 or higher satisfy provincial requirements for acoustic design.

Comment: The Secondary Plan’s policies for development in the AEGD require that appropriate technical studies and mitigation be undertaken to address noise. The Secondary Plan’s policies also require that development proponents pre-consult with the airport operator regarding adverse effects and potential incompatibilities and require that development applications be circulated to the airport operator for comment.

Special Policy Area 1 (Policy B.1.11)

The TGOP identifies lands for the potential future expansion of the airport and/or for additional airport-related industrial and commercial development, subject to a redesignation of the lands. The redesignation is contingent upon demonstrated need for the land, location and timing of a new terminal north of the airport, and the provision of full municipal services to a new terminal.

Comment: The Secondary Plan provides for the appropriate redesignation of land for employment uses, employment-related uses, and airport-related uses. The technical studies undertaken demonstrate that the need, location, and timing of the proposed development are appropriate. The Secondary Plan requires that development be on full municipal services.

An official plan amendment is required to establish appropriate land use designations and policies and address “the issue of fairness and protection” for the existing residents in and around the Special Policy Area 1 lands.

Comment: The Secondary Plan provides appropriate land use designations with policies that address the relationship between employment uses and existing residential uses. Character Area policies and urban design policies guide built form and landscaping for the employment area so that it is sensitive to existing residential uses.

The TGOP establishes that the permitted land use is Agricultural until the lands are redesignated.

Comment: Lands proposed for development are designated for employment use in the AEGD Secondary Plan with policies that allow lands to continue in their agricultural/rural use for as long as practical.
Airport Industrial-Business Park (Policy B.2.6)

The TGOP establishes land uses for an Airport Industrial-Business Park abutting the airport with land uses limited to airport-related industrial uses, “including but not limited to, airport transportation and cargo services, light manufacturing or assembly, wholesale and distribution warehouses, storage of non-hazardous materials in enclosed buildings, and communication and utility activities benefiting from proximity to airport services.” Permitted land uses also include “airport-related commercial uses” (e.g., hotels, restaurants, automobile rental, etc.), as well as high technology industry, offices, and ancillary and service uses supporting the aforementioned uses. Permitted interim uses include “agricultural uses, excluding intensive livestock operations, and a golf course and its ancillary uses.” The TGOP requires that land uses shall not be polluting, hazardous or obnoxious.

Comment: The land uses proposed for the AEGD carry forward the land uses contemplated for the existing Airport Industrial-Business Park from the TGOP, while providing spatial differentiation of these land uses in the Prestige Business, Light Industrial, Airport-Related Business, and Airside Industrial designations. As a light industrial business park, the Secondary Plan does not contemplate polluting, hazardous or obnoxious uses which would be better suited in the City’s industrial areas where heavy industry is permitted.

The TGOP requires that the airport industrial-business park proceed in phases, with Phase 1 being developed on readily available municipal services and Phase 2 being developed with servicing becomes available.

Comment: The Secondary Plan’s phasing policies continue the TGOP’s intention to phase-in development of the AEGD.

Development of the Airport Industrial-Business Park is subject to a Secondary Plan being prepared that addresses land use, the internal road network, protection of sensitive land uses, limitations of nuisance by industrial operations, landscaping, storm water management, and Transport Canada’s airport zoning.

Comment: The studies undertaken for the AEGD and the Secondary Plan’s policies address all of the concerns identified in the TGOP.

The TGOP encourages the residential development in the Airport Industrial-Business Park to be redeveloped and requires in the interim that all development in the Airport Industrial-Business
Park be adequately “separated, screened and buffered from existing residential and institutional uses.”

Comment: The policies in the Secondary Plan that recognize that existing residential uses are allowed to continue and require prestige business and industrial development to be buffered from residential uphold the policy of the TGOP.

OPA No. 8 to the TGOP allowed for the development of an “air cargo and aircraft maintenance facility, and accessory uses, buildings and structures” with policies regarding site planning, provision of servicing, and site-specific zoning.

Comment: The land uses permitted in the Secondary Plan allow for the use permitted in OPA No. 8 to continue.

Conclusion

The proposed urban boundary expansion and establishment of the proposed urban land uses is consistent with the Existing Town of Glanbrook Official Plan.

Adopted City of Hamilton New Official Plan (Urban)

The existing Airport Business Park falls within the extent of the Urban Hamilton Official Plan (UHOP). The Airport Employment Growth District will become part of the City’s urban area and be subject to the Urban Hamilton Official Plan.

Introduction Policies (Chapter A)

The UHOP includes a vision and strategic directions, and establishes a linkage to the City’s Strategic Plan, which addresses a common theme of “the creation of healthy, sustainable communities and the development of a strong economy.”

Comment: The AEGD is intended to establish an employment area where businesses can locate which is intended to support job creation and economic development for Hamilton. The new business and jobs stimulated by the AEGD supports the City’s Strategic Plan.
Employment Targets (Section A.2.3.2)

The UHOP establishes an employment target of 300,000 jobs by 2031, based on the Growth Plan for the Greater Golden Horseshoe.

Comment: The AEGD, by providing a supply of lands to serve employment growth to 2031, supports the ability of Hamilton to achieve its jobs target.

Communities Policies (Chapter B)

The UHOP endeavours to support and build strong communities in Hamilton which provide opportunities to live, work and play; offer healthy and safe lifestyles; offer unique neighbourhoods; and, interesting, human-scale places.

Comment: The vision for the AEGD and the Secondary Plan policies support the creation of an employment district that offers amenities for employees and recreation opportunities. Urban design policies and guidelines encourage appropriately scaled development and building relationships along streets.

Urban Boundary Expansion (Section B.2.2)

The UHOP notes that the Future Airport Employment Growth District was identified by the GRIDS Growth Strategy as an area to accommodate employment growth targets to 2031. In accordance with the OMB Decision discussed earlier in this report, the UHOP requires that a municipally-initiated comprehensive review be undertaken with supporting technical studies and consultation be completed.

Comment: The studies and consultation undertaken for the AEGD (which are in accordance with the OMB Decision) are sufficient in their nature and scope to represent a municipally-initiated comprehensive review.

Future Airport Employment Growth District (Section B.2.3)

In accordance with the OMB Decision discussed earlier in this report, the UHOP requires that an Official Plan Amendment be undertaken to establish policies and designations for the Airport Employment Growth District.

Comment: The Secondary Plan contains policies and land use designations for the Airport Employment Growth District.
Energy and Environmental Design (Section B.3.7)

The UHOP encourages energy efficient land use patterns, energy efficient and environmentally-designed development, and increasing the supply of energy (including renewable and alternative energy).

Comment: The land use concept and transportation plan for the AEGD promote active transportation and transit modal share. As an eco-industrial business park, the Secondary Plan’s policies promote energy efficient sites and buildings. Land use policies permit the development of light industrial development that incorporate renewable and alternative energy.

City-Wide Systems and Designations (Chapter C)

Natural Heritage System (Section C.2)

The UHOP establishes policies for environmental protection for the Natural Heritage System outside the Greenbelt Plan.

Comment: The Secondary Plan policies identify all areas requiring environmental protection outside the Greenbelt Plan. The Secondary Plan’s policies cross-reference the policies in the New Hamilton Official Plan that ensure the environmental features are protected and that adjacent development is subject to an environmental study and establishment of buffers.

Integrated Transportation Network (Section C.4)

The UHOP intends to support and foster a “balanced and integrated transportation network which includes all modes of transportation such as active transportation, transit, automobiles, goods movement vehicles, rail, air and marine.”

Comment: The transportation network and the Secondary Plan’s policies for the AEGD promote active transportation and transit modal share. The proximity of the airport afforded to businesses that locate in the AEGD is expected to support the airport’s function as a good movement hub.
Transportation – Airport Policies (Section C.4.8)

The UHOP supports the John C. Munro International Airport as a 24 hour, seven day a week operation. Policies address the Noise Exposure Forecast, Airport Influence Area and minimizing of future conflict between the operations of the airport and surrounding land uses help support the long-term viability of the airport.

*Comment:* The Secondary Plan’s policies encourage pre-consultation with the airport’s operator in advance of development and require that the appropriate technical studies are undertaken to address issues such as noise.

Infrastructure (Section C.5)

The UHOP establishes that all new development within the urban area shall be connected to the City’s water and wastewater system, and notes that the City shall endeavour to recover the lifecycle costs of providing water and wastewater services.

*Comment:* The Secondary Plan’s policies require that development be on full municipal services and that the area be developed cost-effectively.

Urban Systems and Designations (Chapter E)

The UHOP intends for Hamilton to develop with a node-and-corridor urban structure and recognizes that the “John C. Munro International Airport... [is] important to Hamilton’s urban structure.”

*Comment:* The AEGD creates an employment district with employees and businesses that help strengthen the airport’s role as a node within Hamilton’s urban structure.

Employment Areas (Section E.2.6)

The existing Airport Business Park is currently identified as an Employment Area in the UHOP. The UHOP policies encourage a broad range of uses in employment areas, as well as uses which support the businesses and employees of the employment area, and a diverse range of employment opportunities.

*Comment:* The lands proposed for the AEGD are being designated as an employment area in the UHOP. The range of business park uses, light industrial uses, and
employee amenities proposed for the AEGD are in line with the policies of the UHOP.

Employment Area – Airport Business Park Designation (Section E.5.5)

The existing Airport Business Park is currently designated as “Airport Business Park” in the UHOP. The UHOP policies contemplate the development of airport-related industrial uses, airport-related commercial uses, high technology industry, office, and ancillary uses that support the principally permitted uses.

Comment: The AEGD Secondary Plan will encompass the existing Airport Business Park. The range of uses proposed in the AEGD’s designations (e.g., Prestige Business, Light Industrial, Airside Industrial, etc.) continue to contemplate the development of airport-related industrial uses, airport-related commercial uses, high technology industry, office, and ancillary uses.

Implementation (Chapter F)

The UHOP enables the City to use a variety of Planning Act and non-Planning Act tools to implement the policies of the Official Plan and Secondary Plans, including but not limited to Zoning, Site Plan Control, Holding By-laws, and complete application requirements. It also recognizes the need for supporting plans and special studies such as storm water management / watershed /subwatershed plans and transportation master plans, as well as environmental impact statements and urban design guidelines.

Comment: The Secondary Plan policies identify the planning tools (e.g., site plan control, holding zoning) and supporting studies (e.g., servicing, energy efficiency, environmental impact statements) that will be used and/or required for development in the AEGD with cross-references to the implementation policies of the UHOP as necessary.

Conclusion

The proposed urban boundary expansion, establishment of the proposed urban land uses, and proposed policies for the development and implementation of the AEGD Secondary Plan is consistent with the adopted City of Hamilton New Official Plan.
7. **Final Conclusion**

Based on the analysis and individual conclusions contained in this Planning Justification Report, as well as the other supporting technical studies that have been undertaken as part of the AEGD study, it is concluded that **the expansion of the City of Hamilton’s urban boundary to encompass the AEGD Secondary Plan lands is appropriate and justified**.

It is further concluded that **the future land uses and planning policies in the proposed Secondary Plan for the AEGD are also appropriate and justified**.