

Housing Report

Prepared By: UrbanSolutions Planning & Land Development Consultants Inc.
Prepared For: Official Plan Amendment Application (Secondary Plan)
Location: White Church Secondary Plan area, Hamilton, Ontario
Owner: Whitechurch Landowners Group Inc.
Date: November 21, 2023

UrbanSolutions Planning & Land Development Consultants Inc. (UrbanSolutions) has been retained as the authorized planning consultant acting on behalf of Whitechurch Landowners Group Inc., an ownership group representing a large portion of the White Church Urban Expansion Area bounded by Upper James Street to the West, Miles Road to the East, Airport Road East to the North and White Church Road East to the South, in the City of Hamilton as shown on Figure 1 below.

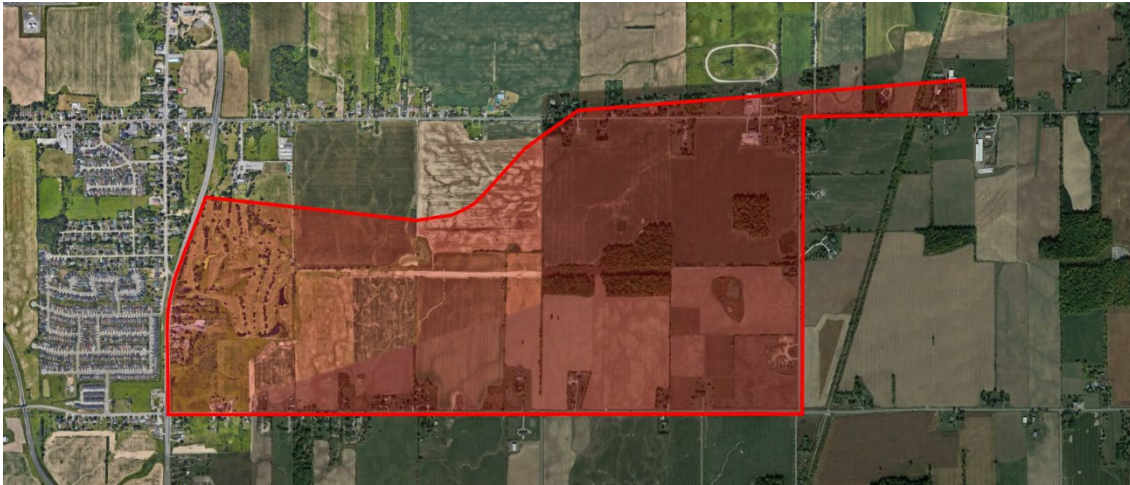


Figure 1 - Aerial of subject lands

On January 27th, 2023, a request for Formal Consultation was submitted to the City for review, intended to confirm the required supporting studies for an Official Plan Amendment to implement a new Secondary Plan within the White Church Urban Expansion Area. The Development Review Team meeting was held on March 22nd, 2023, with the Formal Consultation Document being issued on April 23rd, 2023. As per the Formal Consultation Document, a Housing Report is required to demonstrate how the residential development of the Secondary Plan area contributes to meeting the housing policies and targets set out in the Urban Hamilton Official Plan.

The original parcel of land submitted for Formal Consultation consisted of approximately 395 gross hectares of land, inclusive of the lands abutting the northwest corner of the subject site below Airport Road, a portion of lands south of White Church Road, and excluded the “panhandle” portion of the subject site to the northeast. As such, the gross area of the site has been reduced to 326.27 hectares, and excluding identified natural heritage constraints, stormwater management pond requirements, and the proposed road network, the net developable area of the site sits at 282.64 hectares.

Housing Information

Based on a preliminary application of proposed densities across the lands designated for residential within the proposed White Church Secondary Plan area, it is anticipated that approximately 4,836 residential units will be developed within the study area. These residential units will be contained in single detached dwellings, semi-detached dwellings, street townhouse dwellings, stacked townhouse dwellings, low – mid-rise multiple dwellings and low – mid-rise mixed use buildings. It is noted that the total residential unit count could be higher when development occurs as the lands designated as Mixed Use - Medium Density have not been included in the estimated residential calculation. The ultimate tenure of the residential dwellings in the Secondary Plan area will be at the discretion of individual landowners through planning applications in the future. However, it is anticipated that the tenure of proposed dwellings will be dictated by existing market conditions and vary from freehold ownership to purpose built rental and condominium units. Similarly, the breakdown of dwelling unit designs is challenging to predict at this preliminary stage given that the choice of developing a one-bedroom unit as opposed to a two-bedroom unit will be made by individual owners on a market-based approach further along the municipal approvals process.

At this stage of the municipal approvals process, what can be confirmed is that all residential development within the White Church Secondary Plan area will take place within the Neighbourhoods designation and must conform to the policies of the Urban Hamilton Official Plan (UHOP). The UHOP policies prescribe developments to provide opportunity for a full range of housing forms, types and tenure, including affordable housing and housing with supports. Further, the UHOP policies related to the implementation of Secondary Dwelling Units would also be applicable to the subject lands and encouraged given the low-density nature of the anticipated residential units proposed for the area.

Housing Considerations

As previously stated, the ultimate type and tenure of the residential dwellings in the Secondary Plan area will be at the discretion of individual landowners through planning applications in the future. As such, the inclusion of affordable housing, flexible unit designs or rent-to-own models within the White Church Secondary Plan area will be determined on a site-by-site basis, using a market-demand approach. The regulating policies within the White Church Secondary Plan and the Urban Hamilton Official Plan will align land use planning with applicable housing and homelessness plans and aim to address housing needs from an affordability and rental perspective.

Planning Rationale

Section 1.4 of the Provincial Policy Statement (PPS) contains a range of Housing policies that must be considered by municipalities and implemented. The relevant Housing policies of the PPS have been evaluated below:

- “1.4.1 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.”

Planning Comment: The proposed development is anticipated to provide a range of dwelling types including an estimated dwelling count of at least 4,836 residential units contained in single detached, semi-detached, townhouse and low – mid-rise multiple dwellings. These housing forms are also expected to be comprised of a mix of unit types to meet current market demands. The provision of the 4846 residential units assists the City of Hamilton in accommodating the forecasted residential growth for the next 15 years for both high density and low density dwellings through greenfield development.

- “1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
- a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;
 - b) permitting and facilitating:
 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
 - c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
 - d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
 - e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and

- f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

Planning Comment: To ensure market-based needs are met for low-density, ground-related housing forms, greenfield development should occur in tandem with intensification of infill sites in the City’s built-up area. Accordingly, the proposed development aids in providing for a mix of housing options and densities which meet market-based needs of current and future residents. This enhances the overall affordability of the area by increasing supply of residential units on the market and ensuring the provision of unit sizes that fit numerous backgrounds and lifestyles. Further, through the implementation of a Master Servicing Plan and comprehensive design guidelines for the entire study area, the Secondary Plan community will efficiently utilize infrastructure, land resources and public service facilities.

Section 2.2.1 of the Growth Plan provides context on the Greater Golden Horseshoe as a growing region and those matters which should be emphasized by communities in accommodating this growth.

“2.2.1.1 Population and employment forecasts contained in Schedule 3 or such higher forecasts as established by the applicable upper- or single-tier municipality through its municipal comprehensive review will be used for planning and managing growth in the GGH to the horizon of this Plan in accordance with the policies in subsection 5.2.4.”

Planning Comment: Schedule 3 of the Growth Plan establishes a population target of 820,000 for the City of Hamilton by the year 2051. Based on the subject property being located within the City’s Urban Settlement Boundary, the proposed development aids the City in achieving its growth target and implements appropriate development within a designated greenfield area to meet market demands for a variety of dwelling forms.

“2.2.1.4 Applying the policies of this Plan will support the achievement of complete communities that:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;

- ii. public service facilities, co-located and integrated in community hubs;
- iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and iv. healthy, local, and affordable food options, including through urban agriculture;
- e) provide for a more compact built form and a vibrant public realm, including public open spaces;
- f) mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
- g) integrate green infrastructure and appropriate low impact development.

Planning Comment: The proposed Secondary Plan policies will support the development of the White Church community as a complete community. Built form permissions within the Secondary Plan will encourage a diverse range and mix of housing options which are part of a compact built form in keeping with the UHOP’s density target for designated greenfield areas. Additionally, the Land Use Plan for the White Church Secondary Plan area includes a variety of land uses inclusive of commercial, institutional, and residential while also providing an appropriate supply of parks and open space. Further, the sustainability policies within the Secondary Plan and UHOP as well as the recommendations of the Energy and Environmental Assessment Report will ensure the study area deploys low impact development practices and green infrastructure to improve climate resiliency and energy efficiency.

Section 2.2.6 of the Growth Plan provides policy direction on Housing within the Greater Golden Horseshoe. The relevant policies under Section 2.2.6 are evaluated against the proposed Secondary Plan below:

- “2.2.6.1 Upper-and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
- a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
 - i. identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents; and
 - ii. establishing targets for affordable ownership housing and rental housing;
 - b) identify mechanisms, including the use of land use planning and financial tools, to support the implementation of policy 2.2.6.1 a);
 - c) align land use planning with applicable housing and homelessness plans required under the Housing Services Act, 2011;
 - d) address housing needs in accordance with provincial policy statements such as the Policy Statement: “Service Manager Housing and Homelessness Plans”; and

- e) implement policy 2.2.6.1 a), b), c) and d) through official plan policies and designations and zoning by-laws.”

Planning Comment: The regulating policies within the White Church Secondary Plan and the Urban Hamilton Official Plan will align land use planning with applicable housing and homelessness plans and aim to address housing needs from an affordability and rental perspective. The estimated dwelling count of at least 4,836 residential dwellings will also support housing choice for the residents of Hamilton by providing a range of ground-related dwelling forms and tenures to meet market demands.

- “2.2.6.2 Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:
- a) planning to accommodate forecasted growth to the horizon of this Plan;
 - b) planning to achieve the minimum intensification and density targets in this Plan;
 - c) considering the range and mix of housing options and densities of the existing housing stock; and
 - d) planning to diversify their overall housing stock across the municipality.”

Planning Comment: The proposed White Church Secondary Plan aids the City in accommodating the 820,000 people forecast outlined for the City of Hamilton in Schedule 3 of the Growth Plan. Specifically, the future development of the Secondary Plan area is anticipated to provide a range of dwelling types including an estimation of at least 4,836 residential units contained in single detached, semi-detached, townhouse and low – mid-rise multiple dwellings. These housing forms are also expected to be comprised of a mix of unit types to meet current market demands. The provision of the 4846 residential units assists the City of Hamilton in accommodating the forecasted residential growth to the year 2051 and ensures that development into the future maintains a diversity of low-density, ground-related dwellings in addition to those denser intensification projects expected to be implemented within the delineated built boundary.

- “2.2.6.5 When a settlement area boundary has been expanded in accordance with the policies in subsection 2.2.8, the new designated greenfield area will be planned in accordance with policies 2.2.6.1 and 2.2.6.2.”

Planning Comment: As outlined above, the new designated greenfield area contained in the White Church Urban Expansion Area is planned in accordance with policies 2.2.6.1 and 2.2.6.2 of the Growth Plan.

Section 2.2.7 of the Growth Plan provides policy direction related specifically to Designated Greenfield Areas. The relevant policies under Section 2.2.7 are evaluated against the proposed Secondary Plan below:

- “2.2.7.1 New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:

- a) supports the achievement of complete communities;
- b) supports active transportation; and
- c) encourages the integration and sustained viability of transit services”

Planning Comment: The policies of the White Church Secondary Plan support the achievement of a complete community and the corresponding land use plan deploys a variety of land uses to further implement this objective. A multimodal trail which traverses the Secondary Plan area from east to west provides for an active transportation network throughout the study area. Additionally, the urban design guidelines prepared in conjunction with the Secondary Plan encourages rights-of-way which can accommodate active transportation infrastructure such as bike lanes. While there is limited transit service to the greenfield area today, it is anticipated that the development of the White Church Secondary Plan area will support the expansion of transit options to the location.

- “2.2.7.2 The minimum density target applicable to the designated greenfield area of each upper-and single-tier municipality is as follows:
- a) The Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will plan to achieve within the horizon of this Plan a minimum density target that is not less than 50 residents and jobs combined per hectare.”

Planning Comment: The proposed White Church Secondary Plan land use plan and policies currently exceeds this density target through the implementation of a density of 77 residents and jobs per hectare for the study area.

- “2.2.7.3 The minimum density target will be measured over the entire designated greenfield area of each upper-or single-tier municipality, excluding the following:
- a) natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas;
 - b) rights-of-way for:
 - i. electricity transmission lines;
 - ii. energy transmission pipelines;
 - iii. freeways, as defined by and mapped as part of the Ontario Road Network;
 - iv. railways;
 - c) employment areas; and
 - d) cemeteries.”

Planning Comment: The proposed density target of 70 persons and jobs per hectare is achieved over the White Church Secondary Plan area, as measured to exclude natural heritage features, systems, floodplains, utility rights-of-way and employment areas.

- “2.2.7.4 Councils of upper-and single-tier municipalities may request an alternative to the target established in policy 2.2.7.2 where it is demonstrated that the target cannot be achieved and that the alternative target will support the diversification of the total range and mix of housing options and the achievement of a more compact built form

in designated greenfield areas to the horizon of this Plan in a manner that is appropriate given the characteristics of the municipality and adjacent communities.”

Planning Comment: The City of Hamilton establishes an alternative density target for designated greenfield development of 70 persons and jobs per hectare under Section A.2.3.4.3 of the UHOP. Accordingly, the proposed land use plan and policies of the White Church Secondary Plan currently exceeds this density target through the implementation of a density of 77 persons and jobs per hectare for the study area.

“2.2.7.5 The Minister may permit an alternative to the target established in policy 2.2.7.2. If council does not make a request or the Minister does not permit an alternative target, the target established in policy 2.2.7.2 will apply.”

Planning Comment: The City of Hamilton establishes an alternative density target for designated greenfield development of 70 persons and jobs per hectare under Section A.2.3.4.3 of the UHOP. Accordingly, the proposed land use plan and policies of the White Church Secondary Plan exceed this density target for the study area.

Chapter B, Section 3.2 of the UHOP contains housing policies to guide development within the City. The relevant policies of this Section have been evaluated against the Secondary Plan proposal below:

“3.2.1.1 Provide for a range of housing types, forms, and densities to meet the social, health and well-being requirements of all current and future residents.”

Planning Comment: The proposed development within the White Church Secondary Plan is anticipated to provide a range of dwelling types including an estimation of at least 4,836 residential units contained in single detached, semi-detached, townhouse and low – mid-rise multiple dwellings. These housing forms are also expected to be comprised of a mix of unit types to meet current market demands.

“3.2.1.2 Provide housing within complete communities.”

Planning Comment: The proposed Secondary Plan policies will support the development of the White Church neighbourhood as a complete community. Built form permissions within the Secondary Plan will encourage a diverse range and mix of housing options which are part of a compact built form in keeping with the UHOP’s density target for designated greenfield areas. Additionally, the Land Use Plan for the White Church Secondary Plan area includes a variety of land uses inclusive of commercial, institutional, and residential while also providing an appropriate supply of parks and open space.

“3.2.1.3 Increase Hamilton’s stock of affordable housing of all types, particularly in areas of the City with low levels of affordable housing.”

Planning Comment: The 4,836 residential units at minimum contained within the White Church Secondary Plan are anticipated to be a mix of single detached dwellings, semi-detached dwellings and townhouses, with some low – mid-rise multiple dwellings along the periphery. The addition of these units will increase the supply and diversification of Hamilton’s housing stock, thereby improving

affordability for housing of all types. Communities located on the edges of the City's Urban Boundary tend to be largely comprised of ground-related housing, which make up a smaller proportion of the City's housing stock as opposed to multiple dwellings. As such, the provision of additional ground-related housing in the White Church Secondary Plan area focuses on improving affordability in a location which does have low levels of affordable housing currently.

"3.2.1.4 Increase Hamilton's stock of housing for those whose needs are inadequately met by existing housing forms or tenure, affordability or support options."

Planning Comment: The provision of at least 4,836 residential units through the White Church Secondary Plan achieves a diversity of low-density, ground-related dwellings for Hamilton's housing stock in relation to those denser intensification projects expected to be implemented within the delineated built boundary. Without greenfield development like that which is proposed through the White Church Secondary Plan, the overall affordability of Hamilton's low-density, ground-related housing stock would be negatively impacted.

"3.2.1.5 Maintain a balance of primary rental and ownership housing stock as outlined in the Affordable Housing Strategy."

Planning Comment: Through future planning applications necessary to facilitate development within the White Church Secondary Plan will be evaluated by the City of Hamilton and its Official Plan policies to ensure a balance of rental and ownership housing stock. As the ultimate type and tenure of the residential dwellings in the Secondary Plan area will be at the discretion of individual landowners through future planning applications, the ratio of rental to ownership housing stock within the White Church Secondary Plan area will be determined on a site-by-site basis through a market-demand approach.

"3.2.1.6 Increase the mix and range of housing types, forms, tenures, densities, affordability levels, and housing with supports throughout the urban area of the City."

Planning Comment: The proposed development within the White Church Secondary Plan is anticipated to provide a range of dwelling types including approximately 4,836 residential units at minimum contained in single detached, semi-detached, townhouse and low – mid-rise multiple dwellings. These housing forms are also expected to be comprised of a mix of unit types to meet current market demands. Further, the location of the White Church Secondary Plan on the periphery of the Urban Boundary assists in the establishment of housing throughout the City.

"3.2.1.7 Promote subdivision design and building orientation to maximize energy efficiency and conservation, improve air quality, reduce greenhouse gas emissions, promote green infrastructure and preserve and/or enhance natural features."

Planning Comment: The sustainability policies within the Secondary Plan and UHOP as well as the recommendations of the Energy and Environmental Assessment Report will ensure the study area deploys low impact development practices and green infrastructure to improve climate resiliency and energy efficiency. Individual planning applications carried out in the future to facilitate development

within the Secondary Plan area will also be evaluated against the sustainability policies of the UHOP to ensure subdivision and building orientation is implemented in a manner which maximizes conservation, preserves natural features and aims to reduce greenhouse gas emissions where feasible.

“3.2.2 The housing targets in Tables B.3.2.1 – Housing Targets – Ownership and B.3.2.2 – Housing Targets – Rental are based on future population growth forecasts to the year 2051 and future housing need. Targets for affordable rental housing are divided into housing affordable for low and moderate income households. The targets for the provision of housing which is affordable to low and moderate income households is informed by, and shall align with the City’s Housing and Homelessness Action Plan. Meeting the housing targets for housing affordable for low and moderate income households will require sustainable and predictable funding from senior levels of government.”

Planning Comment: The individual planning applications that must take place in the future to facilitate the build out of the White Church Secondary Plan area will be evaluated against the City’s Housing and Homelessness Action Plan as well as the Housing Targets established within Tables B.3.2.1 and B.3.2.2.

“3.2.4.2 The development of housing with a full range of tenure, affordability, and support services shall be provided for and promoted throughout the City in accordance with the City’s Housing and Homelessness Action Plan, and the Housing Targets provided in Tables B.3.2.1 and B.3.2.2. Housing with a full range of tenure, affordability and support services in a full range of built housing forms means both ownership and primary rental housing with a full range of affordability, social housing, rent-geared-to-income housing, lodging houses, shared and/or congregate-living housing arrangements, housing with supports, emergency and transitional housing, and housing that meets all needs.”

Planning Comment: The individual planning applications that must take place in the future to facilitate the build out of the White Church Secondary Plan area will be evaluated against the City’s Housing and Homelessness Action Plan as well as the Housing Targets established within Tables B.3.2.1 and B.3.2.2. The variety of dwellings permitted within the White Church Secondary Plan will contribute to improved affordability across a range of dwelling types.

“3.2.4.3 Housing with supports, including residential care facilities, shall be permitted in the Institutional, Neighbourhoods, Commercial and Mixed Use designations, as shown on Schedule E-1 – Urban Land Use Designations, and shall be subject to zoning regulations where applicable.”

Planning Comment: The Neighbourhoods designation has been proposed for all residential areas within the White Church Secondary Plan. This ensures that housing with supports and residential care facilities can be appropriately considered and accommodated within all residential areas of the White Church community without the need for an Official Plan Amendment.

“3.2.4.4 A secondary dwelling unit and a secondary dwelling unit - detached shall be permitted on a single, semi-detached or townhouse lot in all Institutional, Neighbourhoods, Commercial and Mixed Use designations, as shown on Schedule E-1 – Urban Land Use Designations, provided it complies with all applicable policies and Zoning By-law regulations.”

Planning Comment: The Neighbourhoods designation has been proposed for all residential areas within the White Church Secondary Plan. This ensures that secondary dwelling units can be appropriately considered and accommodated within all residential areas of the White Church community without the need for an Official Plan Amendment.

“3.2.4.8 Where there are documented unmet needs for housing tenure, affordability levels or support services, priority shall be given to development Applications that help meet those needs.”

Planning Comment: During the City’s last Municipal Comprehensive Review, a Residential Intensification Market Demand Analysis was completed by a Lorus and Associates – a consultant hired by the City to evaluate how to evaluate their residential needs. In that report, Lorus states:

“The majority of young families and ageing millennials will be seeking affordable ground-related starter homes, especially those moving to Hamilton from other locations in the GTHA: many of which will be coming from small apartments in Halton, Peel and Toronto. As a result, intensification alone will not be enough. Both greenfield housing and intensification will be required to accommodate growth. Particularly in the case of greenfields, where demand outstrips available supply, the evidence is that the ground-related market tends to simply move to the next location rather than shifting into high-rise apartment units. If the supply of family-sized and smaller units is not balanced, there is a risk that the Growth Plan forecast will not be achieved, which has fiscal and regional planning implications.”

Based on the above, it can be concluded that there is a documented unmet need for ground-related housing that is addressed in part through the implementation and build out of the White Church Secondary Plan.

The proposed development is in keeping with the relevant Provincial Policy Statement, Growth Plan and Urban Hamilton Official Plan housing policies as the eventual build out of the Secondary Plan area is anticipated to support a range of housing types and tenures as part of a complete community. Moreover, the proposed development aids the City of Hamilton in ensuring that development into the future maintains a diversity of low-density, ground-related dwellings in addition to those denser intensification projects expected to be implemented within the delineated built boundary. Through this diversification of development, the affordability of Hamilton’s housing stock will be supported for both ground-related dwellings and mid – high-rise multiple dwelling units.

We trust the enclosed is in order; however, please feel free to contact the undersigned with any questions.

Regards,
UrbanSolutions

A handwritten signature in black ink, appearing to read 'M Johnston', with a large, stylized flourish at the end.

Matt Johnston, MCIP, RPP
Principal