SUBJECT: New Official Plan Policies for Urban Structure (PED08118(a)) (City Wide)

RECOMMENDATION:

That Council endorse the draft Urban Structure policies and associated Schedule, attached as Appendix “C” to Report PED08118(a), for inclusion in the new Official Plan (OP) in June 2009.

EXECUTIVE SUMMARY:

This Report seeks Council’s endorsement of the draft urban structure policies and schedule for inclusion in the Urban Official Plan (OP). A draft of the comprehensive Urban OP will be presented to Council in Spring 2009. At that time, the statutory open houses/public meetings will be held prior to Council adoption of the OP.

Staff presented the draft Urban Structure policies to Economic Development and Planning Committee on May 9, 2008. The staff report presented at that time (Report PED08118) provides detailed background and explanation of the Urban Structure policies and is attached as Appendix “A” to this Report. During June 2008, staff held five public information centres (PICs) and met with groups to gain input on the
policies and mapping. The policies and OP Schedule have been revised and are contained in Appendix "C" to this Report.

The Urban Structure policies establish the major structural elements of an urban system. At a regional scale, it sets up the general locations for mixed uses, employment areas, large open spaces, activity areas, as well as the major linkages that connect these elements. Hamilton's draft Urban Structure follows the nodes and corridors concept and considers the infrastructure and transportation upgrades required to support future growth.

The Urban Structure policies take the GRIDS growth concept to a greater level of detail and formalizes the growth concept in land use policy. More specifically, the policies:

- Identify the general land use(s), functions and densities of the nodes/corridors;
- Harmonize the infrastructure and transportation requirements for the nodes and corridors;
- Provide intensification targets for the hierarchy of nodes; and,
- Establish urban design principles for the nodes and corridors which will be used as the basis for the development of secondary plans and/or corridors studies.

The policies and schedules reviewed in May 2008 have been changed as follows:

- Increasing the density target for the Downtown Urban Growth Centre from 200 to 250 persons and jobs per hectare;
- Addition of Mohawk Road between Upper James and the Meadowlands Node as a Secondary Corridor;
- Reorganization of the policies to fit into specific sections of the forthcoming Urban OP; and,
- Editing of the policies for consistency in wording and style between other OP policies being developed concurrently.

Public input was received at five open houses held in June 2008. No issues were identified that required a change in the draft policies other than the density target for the Downtown Urban Growth Centre as mentioned above.

**BACKGROUND:**

1.0 **Purpose of Report**

The purpose of this Report is to seek Council's endorsement of the recommended draft OP policies respecting Urban Structure.

2.0 **Context**

The new Urban OP is one of many vehicles through which the GRIDS approved growth scenario will be implemented within the Urban Boundary. Urban Structure policies identify the key structural elements and the linkages between the elements
and establish the strategic land use framework within which more detailed land use designations and policies can be established. Policies related to the growth areas beyond the existing urban boundary, the Future Employment Growth District (Airport Employment Growth District) and the Future Urban Growth District (Elfrida area) were incorporated into the adopted Rural Hamilton OP.

3.0 Related City Initiatives

Since 2007, staff have been monitoring and commenting on Metrolinx's regional transportation planning initiatives as a result of the Province's MoveOntario 2020 Plan. The draft Regional Transportation Plan for the Greater Toronto Hamilton Area (GTHA), released by Metrolinx in September 2008 identifies higher order transit corridors for Hamilton, that are in conformity with the City’s Transportation Master Plan (2007). These corridors were originally identified in the GRIDS adopted growth scenario in 2006. Concurrent with Metrolinx’s Regional Transportation Plan process, the City’s Rapid Transit Feasibility Study has assessed the potential for a rapid transit system for Hamilton utilizing light rail. The Study was supported by Council on October 22, 2008. Work on the OP Urban Structure policies has also proceeded concurrently with the Rapid Transit Feasibility Study and the Urban Structure policy development coordinated in defining corridors suitable for higher order transit. Establishment of rapid transit in key corridors in the City will be essential for the implementation of the Urban Structure and urban growth policies in the OP in general.

ANALYSIS/RATIONALE:

1.0 Highlights of OP Policies

The Urban Structure policies identify the key structural elements of the urban area of the City and linkages between the elements. For each element of the urban structure, the function, scale and general design principles are established through the policies. These high-level policies form the basis for subsequent land use designations.

The draft Urban Structure policies identify a node and corridor system consisting of the following elements:

a) **Urban Nodes (various scales)** – A hierarchy of nodes are established and include the most intensely developed Downtown Urban Growth Centre; Sub-Regional Nodes in the areas of the City’s major retail areas; and the smaller scale Community Nodes corresponding with the downtowns of former area municipalities, smaller commercial areas, and a newly developing area. The various classifications of Nodes are planned at different scales and serve different functions.
b) **Urban Corridors (Primary and Secondary)** - Corridors are identified to serve as a link between two or more nodes, major activity centres or employment areas. Corridors are the locations for more intensely developed land uses facilitated by higher order transit and other bus linkages.

c) **Neighbourhoods** – The predominate feature in the City are the neighbourhoods. Neighbourhoods are the City’s ‘living areas’ and are designated as a structural element to emphasise their importance to future urban growth and quality of life in the City. Neighbourhoods are where people, live, shop, gather, play and learn on a daily basis and therefore the Neighbourhoods element include parks, schools, local neighbourhood commercial areas and small scale institutions, bordered in many areas by the network of Urban Corridors.

d) **Major Open Space** – The dominant natural/green landscape through the City is shown as Major Open Space. Major Open Space shown on the draft Urban Structure map is a significant element within the Urban Area providing both passive and active recreational opportunities but also provides major constraints to infrastructure planning and future form and development of the Urban Area.

e) **Employment Areas** – Employment Areas are the primary employment generators for the City and range from historic, heavy industrial areas to modern business parks. Their primary function is to provide locations for employment in goods production, distribution and business services.

f) **Major Activity Centres** – Two Major Activity Centres (McMaster University and Hospital; Mohawk College and St. Joseph’s Hospital Mountain Campus) are identified. These Centres are a significant element of the Urban Structure as they are major employers for the City and are therefore major transit and transportation destinations in the City.

In addition to policies describing and directing the Urban Structure, other related policies are included. These related policies have been reorganized into the specific section of the forthcoming Urban OP along with the structure policies as follows:

**Chapter A – Introduction (Strategic Directions Section*)**
- Population and employment targets
- Urban Growth Centre, Greenfield and Residential Intensification targets

**Chapter B – Communities**
- Urban boundary and boundary expansion policies
- density targets for Nodes

* includes discussion of Vision2020 and the Nine Directions from GRIDS. This section is not included with the attached policies.
Chapter C – Urban Systems and Designations

- Overall goals for urban systems and land use designations
- Urban Structure Principles and Policies
- General Intensification policies
- Urban Structure elements and policies including Node density targets

These policies are described in the previous Staff Report PED08118, attached as Appendix “A” to this Report.

Further editing to the policies in Appendix “C” to this Report may occur to avoid duplication of policies and to facilitate the organization of the whole OP document as new policy sections are drafted and finalized. Any changes of substance will be brought to Council’s attention during review of the final draft of the Urban OP in Spring 2009.

2.0 Key Issues and Changes

Downtown Urban Growth Centre (UGC) Density Target

The Province’s *Places to Grow Plan* specifies a minimum target for the Downtown UGC of 200 persons and jobs per hectare (pph). Comments were received at the May 9, 2008 meeting of Economic Development and Planning Committee and again at the June 2008 open houses, questioning whether this target is sufficient for the Downtown UGC. Staff reviewed the existing densities and determined that the current density in the Downtown UGC has already reached 200 pph. To determine a new, appropriate target for the Downtown UGC, staff reviewed the build-out population that was determined through the Downtown Secondary Plan process and determined that a target of 250 pph is reasonable and achievable. The draft policies have been changed to include this new target. This change is consistent with policies of the *Places to Grow Plan* as that Plan allows for municipalities to set higher density targets than the minimum prescribed. Staff will continue to monitor changes to the density of the Downtown UGC and will recommend adjusting this target, if warranted, during the required Five year Review of the OP.

Another change to the draft Urban Structure is the addition of Mohawk Road as a secondary corridor between Upper James Street and the Meadowlands Node. With the addition of this section of roadway, an east-west mountain corridor linkage is established to link two nodes and tie in to the north-south Primary Corridor. The addition of this section coordinates the proposed Urban Structure on the mountain with recent rapid transit planning at the Provincial and local levels and better links the Meadowland Node into the overall structure.

3.0 Compliance with Provincial Legislation

3.1 Planning Act/Provincial Policy Statement

The *Provincial Policy Statement (PPS)*, 2005 provides overall direction on matters of Provincial interest related to land use planning in Ontario. It provides direction on the
development of strong communities, wise use and management of resources and the protection of public health and safety. The new OP must be consistent with the PPS. The PPS is read and applied in conjunction with Places to Grow.

3.2 Places to Grow: Growth Plan for the Greater Golden Horseshoe

New OP policies must conform to the Places to Grow Plan (2006) which guides decisions on a wide range of issues including transportation, infrastructure planning, land use planning, urban form, and housing. The Growth Plan calls for the development of complete communities and sets out population, job and intensification targets for the City. The draft Urban Structure policies address key issues related to this legislated requirement to conform to Places to Grow, specifically providing direction on where and how the City will achieve the population, density and intensification targets set out in the Plan.

4.0 Comments Received from Public Consultation

Five open houses were held in June 2008 to receive input on the draft Urban Structure policy package. Generally, comments that were received did not require changes to the draft policies except for the issue of the Downtown Urban Growth Centre Density Target, discussed above.

Correspondence was received requesting that a node at Twenty Road be added to the Urban Structure. That request was evaluated during the GRIDS process and immediately following in 2006, and it was determined that the GRIDS identified node would remain as presented in the Council adopted growth option. The Urban Structure policies in the OP are based on and refine the conclusions of GRIDS. No changes to the proposed Urban Structure policies have been made in this regard. Consideration of changes to the Urban Structure including a review of a Twenty Road node shall be evaluated during the Five Year Review of the OP.

ALTERNATIVES FOR CONSIDERATION:

Committee may choose to delay endorsement until the first comprehensive draft of the Urban OP is presented in Spring 2009.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial: N/A

Staffing: N/A

Legal: The Statutory Open Houses and Public meeting will be held in Spring 2009 once the comprehensive draft Urban OP is completed.
POLICIES AFFECTING PROPOSAL:

See Section 3.0 in the Analysis/Rationale Section.

RELEVANT CONSULTATION:

Five public open houses were held in June 2008 with 91 people attending. In addition, staff presented the draft Urban Structure policies to the Hamilton Halton Homebuilders Association and the ICI Realtors in July 2008. Internal circulation to various departments was completed in Spring 2008. Planning staff have continued to refine specific policies with other departments as required.

CITY STRATEGIC COMMITMENT:

By evaluating the “Triple Bottom Line”, (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☑ Yes ☐ No

The Urban Structure Plan recognizes and promotes complete communities in order to meet people’s needs for daily living. This includes providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including, but not limited to, affordable housing, schools, recreation and open spaces. Also, convenient accesses to public transportation and options for safe, non-motorized travel are also provided. All of these factors positively contribute to resident’s quality of life and enhance the overall sense of community.

Environmental Well-Being is enhanced. ☑ Yes ☐ No

Growth Management

The urban structure plan directs growth to built up areas where the capacity exists to best accommodate future growth minimizing the need for future boundary expansions. This enhances environmental well-being by protecting the natural environment, air quality and water resources from degradation. Furthermore, it curbs the consumption of agricultural lands and other natural resources areas critical to the future economy and recreational opportunities.

Transit and Alternative Modes of Transportation

The increasing number of automobiles on the roads has a detrimental effect on the environment. The urban structure policies recognize this and specify that transit and alternative modes of transportation including active transportation be a key component of facilitating the urban structure. The benefits of alternative transportation are two-fold improving the quality of the environment while improving the health and well-being of its participants.

Economic Well-Being is enhanced. ☑ Yes ☐ No

Employment Areas are large employment and financial generators for the City. Hamilton offers businesses and industries a variety of highly accessible traditional industrial areas and business parks in which to locate. Through the urban structure plan, and supporting studies, the City is recognizing and protecting its valuable employment areas.
Does the option you are recommending create value across all three bottom lines?
☑ Yes ☐ No

Do the options you are recommending make Hamilton a City of choice for high performance public servants?
☑ Yes ☐ No

Improves the quality of life over time, of the residents of Hamilton, improving the attractiveness of the City overall, for existing and future workers.

CN/JHE:dkm
Attachs. (3)
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118)

RECOMMENDATION:

That Council receive the findings of the Draft Urban Structure Report, and associated Draft Policies attached as Appendices “A” and “B” to Report PED08118 and authorize staff to:

(a) consult the public, land owners and various stakeholders on the Draft Urban Structure Study and associated draft policies; and,

(b) report back in September 2008 on the outcome of the public input and a final set of recommendations for inclusion of policies and designations for inclusion in the new Official Plan.

Due to the length of Appendix “A” to Report PED08118 a full copy is available for viewing in the Clerks Division, Corporate Services Department, Hamilton City Centre, 77 James Street North, Suite 220, Hamilton.
EXECUTIVE SUMMARY:

The purpose of this Report is to provide Council with an update on the urban structure component of the new Official Plan (OP) development program. In May 2006, Council adopted the Growth Related Integrated Development Strategy (GRIDS) and the preferred nodes and corridors growth scenario. The work on the urban structure serves to refine and implement the preferred growth scenario and provides additional detail and direction for the development of more detailed land use policies. In the GRIDS tradition, it continues to link land use and infrastructure planning to optimize the City's ability to achieve the Council approved growth scenario.

Urban Structure Plan

Generally, an Urban Structure Plan (USP) establishes the major structural elements of an urban system. At a regional scale, it sets up the general locations for mixed uses, employment areas, large open spaces, activity areas, as well as the major linkages that connect these elements. Hamilton's draft urban structure follows the nodes and corridors concept and considers the infrastructure and transportation upgrades required to support future growth.

The Urban Structure Plan will provide a greater level of detail than GRIDS; more specifically, it will:

- Identify the general land use(s), functions and densities of the nodes/corridors;
- Harmonize the infrastructure and transportation requirements for the nodes and corridors;
- Provide intensification targets for the nodes; and,
- Establish urban design principles for the nodes and corridors which will be used as the basis for the development of secondary plans and/or corridors studies.

The Executive Summary of the Draft Hamilton Urban Structure Report and the associated draft policy and schedules are attached to this Report as Appendix “A” and Appendix “B” respectively. Due to its length, the full Draft Urban Structure Report has been distributed under separate cover or can be found at www.hamilton.ca/OPurbanstructure.

The Urban Structure will provide the basis for more detailed work on specific urban land use designations. Policies related to these designations are being completed as separate, but complementary projects under Part 2 of the Official Plan Development Program.
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 3 of 14

BACKGROUND:

As noted in staff Report PED08074, Work Program – Official Plan (OP) and Zoning By-law (City Wide), received by Committee on March 18, 2007, the Urban Structure is an integral part of Part 2 of the Official Plan Development Program which focuses on the development of Official Plan Policies and Land Use Designations for the Urban Area of the City.

GRIDS

The Growth Related Integrated Development Strategy (GRIDS) is the Council approved growth management strategy for the City of Hamilton. It sets out how the City will grow to the year 2031. The Urban Structure in the new OP will implement the approved growth scenario within the existing urban boundary. Policies related to the growth areas beyond the existing urban boundary, the Future Employment Growth District (Airport Employment Growth District (AEGD) and the Future Urban Growth District (Elfrida area), were incorporated into the adopted Rural Hamilton OP as two Special Policy Areas. Work on the AEGD urban boundary expansion and secondary plan was initiated in 2007 and is on-going. The work on the urban structure is limited to the existing urban area.

ANALYSIS/RATIONALE:

1.0 Urban Structure

The proposed Urban Structure Plan identifies the key structural elements within the urban boundary of the municipality. These key structural elements and the linkages between these elements establish the strategic framework within which more detailed land use designations and policies can be established.

1.1 Structural Elements/Components

Based on the nodes and corridors concept, the draft urban structure includes the following structure elements:

A. Major Open Space

The Major Open Space System includes the Niagara Escarpment and associated Environmentally Significant Areas, the Red Hill Valley, Cootes Paradise, and waterfront areas and provides the City with a variety of passive and active recreational opportunities for residents and visitors to the City, and in some cases challenges with respect to infrastructure planning. Collectively, these areas are the dominant natural/green landscape through the City. It should be noted that the Major Open Space System does not represent the urban area natural heritage system. The natural heritage system is being developed as a individual topic under Part 2 of the Official Plan Development Program.
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 4 of 14

B. Neighbourhoods

Neighbourhoods are the most basic component of Hamilton’s urban structure and occupy the greatest proportion of the City. Neighbourhoods are the City’s residential areas; places that include local streets, parks, open spaces, schools, small scale institutions and neighbourhood, convenience scale retail services.

C. Employment Areas (formerly referred to as Industrial Areas and Business Parks)

Employment Areas are the primary employment generators for the City and range from the historic, heavy industrial areas to modern business parks. Their primary function is to provide employment in goods production, distribution and business services, generally referred to as employment land employment. The boundaries of the Employment Areas are being confirmed through the Comprehensive Employment Review/Conversion Analysis.

D. Major Activity Centres

Major activity centres are a significant urban structural element in the City as their primary function is largely dual purpose (education and health care). They are major employers, but by definition are not considered to be “Employment Areas” which include traditional business and industrial parks. They are a focus of population based employment, but do not have a commercial focus. Activity Centres are also major transportation and transit destinations in the City. The two identified Major Activity Centres are:

- McMaster University and Hospital; and,
- Mohawk College and St. Joseph’s Hospital (mountain campus).

E. Urban Nodes

The Draft Urban Structure Plan and policies identify a hierarchy of nodes¹, which include the more intensely developed Downtown Hamilton which acts as an Urban Growth Centre within the context of the Greater Golden Horseshoe to the Sub-Regional Service Nodes which are major centres of retail activity and to the Community Nodes which act as focal points to a former local municipality to a number of neighbourhoods.

¹ Nodes are discrete areas that have compact, mixed-use (residential, commercial and institutional) development and service the surrounding areas. They are often accessible by high order transit, a good road network, and exhibit high quality urban design.
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 5 of 14

The full nodal hierarchy and related locations are as follows:

- Downtown Hamilton Urban Growth Centre;
- Sub-Regional Service Nodes including the Limeridge Node and the Eastgate Node; and,
- Community Nodes including the downtowns of the former municipalities (Ancaster, Dundas, Stoney Creek, and Waterdown), Centre Mall, Meadowlands, Heritage Green and the existing Elfrida Node within the existing urban area.

The map of the draft urban structure is attached as Appendix “C” to this Report.

Policies related to the function, scale including population and jobs targets (i.e., persons and jobs per hectare – pjh), and mix of land uses have been proposed for each type of node.

E.1 Downtown Urban Growth Centre
Downtown Hamilton is the pre-eminent node in Hamilton due to its scale, density, range of uses, function and identity by residents of the City as the Downtown. It is intended to contain the broadest range and mix of land uses befitting its role as the City’s pre-eminent node. The Downtown will provide services to residents across the City, as well as having a regional draw that serves neighbouring municipalities. It will provide regional scale retail stores and services as well as providing day-to-day retail facilities and services to serve Downtown residents. Major office developments will be directed to the Downtown. This node is the cultural and institutional centre of the City.

<table>
<thead>
<tr>
<th>Downtown Urban Growth Centre Key Policy Directions:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Job/Population targets</td>
</tr>
<tr>
<td>Retail function</td>
</tr>
<tr>
<td>Retail scale</td>
</tr>
<tr>
<td>Intensification target</td>
</tr>
<tr>
<td>Form of housing</td>
</tr>
<tr>
<td>Urban design</td>
</tr>
<tr>
<td>Major transit hub(s)</td>
</tr>
</tbody>
</table>
E.2 Sub Regional Service Nodes
At the present time, the Sub-Regional Service Nodes are dominated by major retail uses, some offices and recreational activities, contains a transit hub and is linked to other areas of the City by a good road network. These areas will continue to maintain their retail function; however these areas are intended to shift to a more mixed use focus and will require the addition of medium to high density residential uses. Residential uses can be accommodated in multi storey buildings, either as a single use or in a mixed use building, transforming the surface parking into structures to allow more area for other uses. The existing population and jobs per hectare in the Eastgate Node is approximately 80 pjh and the Limeridge Node is 55 pjh.

<table>
<thead>
<tr>
<th>Sub-Regional Service Nodes Key Policy Directions:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Job/Population targets</td>
</tr>
<tr>
<td>Retail function</td>
</tr>
<tr>
<td>Retail scale</td>
</tr>
<tr>
<td>Intensification</td>
</tr>
<tr>
<td>Form of housing</td>
</tr>
<tr>
<td>Transit hub</td>
</tr>
<tr>
<td>Urban design principles</td>
</tr>
</tbody>
</table>

Waterdown, the 100 persons and jobs per hectare target (pjh) will need to be reduced to reflect some of these local challenges. The proposed target for the Ancaster Community Node is 50 units and jobs per hectare. The Waterdown node will not be in a position to accommodate any intensification pending the resolution of infrastructure issues.
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide)
(PED08118) - Page 7 of 14

Community Nodes Key Policy Directions:

<table>
<thead>
<tr>
<th>Job/Population targets</th>
<th>100 pjh</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail function</td>
<td>serves former area municipality and surrounding neighbourhoods with daily/weekly needs and comparison shopping goods/services</td>
</tr>
<tr>
<td>Retail scale</td>
<td>25,000 to 100,000 m² (270,000 to 1 million ft²)</td>
</tr>
<tr>
<td>Intensification</td>
<td>40% (amount coupled Sub-Regional Service Nodes and corridors, 9,800-10,600 units by 2031)</td>
</tr>
<tr>
<td>Forms of housing</td>
<td>primarily medium and low, with some opportunity for multiple storeys</td>
</tr>
<tr>
<td>Transit</td>
<td>local transit service</td>
</tr>
<tr>
<td>Urban design principles</td>
<td>create more pedestrian focus, where new streets are proposed within nodes, these streets will contain a mix of uses with building fronting on street; reflect strong pedestrian presence in older historic ones</td>
</tr>
<tr>
<td></td>
<td>gradation of heights between node and abutting neighbourhoods to avoid shading</td>
</tr>
</tbody>
</table>

The Urban Structure Plan identifies two types of corridors:

**Primary Corridors** are intended to serve as a link between two or more nodes, major activity centres, or employment areas. They serve more intense forms of land use and major transit functions. These corridors already have rapid transit routes or are planned to include rapid transit in the near future/short term. There are two Primary Corridor spines:

- a north south corridor spine consisting of James Street and Upper James Street; and
- an east west corridor spine consisting of Main Street/King Street and Queenston Road.

**Secondary Corridors** are intended to link with nodes and employment areas or to Primary Corridors. Higher order transit options are limited in these areas primarily due to land use constraints. Secondary Corridors include:

- Centennial Parkway/ Upper Centennial Parkway;
- Rymal Road;
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 8 of 14

- Ottawa Street;
- James Street North from the Downtown Urban Growth Centre to the waterfront;
- Main Street to the Dundas Community Node;
- Queenston Road east of the Eastgate Sub-Regional Service Node to Fruitland Road and potentially beyond Fruitland Road as a Future corridor; and,
- Mohawk Road from Upper James Street to Upper Wentworth Street.

Corridors will not be a continuous strip of mixed use along the entire length. They can include segments of mixed use, segments of predominantly commercial land use and segments of predominantly residential land use. For priority areas along the corridors, Corridor Studies can be used to develop additional direction for the development of these areas. Study areas are approximately 100 metres in depth from the centreline of the street.

<table>
<thead>
<tr>
<th>Key Policy Directions:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Job/Population targets</td>
</tr>
<tr>
<td>to be determined based on corridors studies</td>
</tr>
<tr>
<td>Retail function</td>
</tr>
<tr>
<td>primarily commercial spines with smaller scale uses</td>
</tr>
<tr>
<td>Intensification</td>
</tr>
<tr>
<td>40% (amount coupled with Sub-Regional Service and Community Nodes (9,800-10,600 units) by 2031</td>
</tr>
<tr>
<td>Move towards more of a mix of land uses, specifically,</td>
</tr>
<tr>
<td>residential forms of housing of primarily medium and low</td>
</tr>
<tr>
<td>density, with some opportunity for higher densities</td>
</tr>
<tr>
<td>Transit</td>
</tr>
<tr>
<td>Primary corridor - Highest order of local transit (Rapid</td>
</tr>
<tr>
<td>Transit);</td>
</tr>
<tr>
<td>Secondary corridor - local service</td>
</tr>
<tr>
<td>Urban design principles</td>
</tr>
<tr>
<td>Create more pedestrian focus, reflect strong pedestrian</td>
</tr>
<tr>
<td>presence in older historic areas</td>
</tr>
<tr>
<td>Gradation of heights between node and abutting</td>
</tr>
<tr>
<td>neighbourhoods to avoid negative impacts such as shading</td>
</tr>
</tbody>
</table>
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Connection between Land Use Designations and Policy Directions and the Urban Structure

The urban structure provides the framework for the development of more detailed land use designations and policies. For example, the Neighbourhoods identified as part of the urban structure will be further refined and broken down into a variety of land use designations including commercial, utilities, open space, institutional, and neighbourhoods (residential). The designations and policies will provide the local level, land use detail required to direct development and zoning for these areas. For example, additional detail on low, medium and high density residential ranges will be included.

Certain nodes will require the preparation of Secondary Plans where none exist. Priorities for secondary planning will be determined through a separate process. Timing of these studies would be dependent upon the timing of municipal infrastructure upgrades, pressures for redevelopment, and staff resources.

The draft policies also provide the opportunity for corridors studies where necessary.

2. Other Related Matters/Issues

A. Residential Intensification

Intensification is defined as the development of a property, site or area at a higher density than currently exists through:
   a) redevelopment, including the reuse of brownfield sites;
   b) the development of vacant lots within previously developed areas;
   c) infill development; or
   d) the expansion or conversion of existing buildings.

By the year 2015, 40% of all of the City residential development occurring annually must occur within the Built Up Area (See Appendix “D”) as required by Places to Grow. This percentage equates to approximately 26,500 units.

Residential Intensification will be encouraged generally throughout the entire Built Up Areas of the City, including the nodes, corridors and neighbourhoods. While the nodes (including the downtown) and corridors will absorb the majority of the intensification, the neighbourhoods will also need to accommodate a share of residential intensification.

Generally, intensification will be distributed throughout the Built Up Area as follows:

- 20 to 23 per cent Downtown (5,300-6,100 units);
- 37 to 40 per cent to the Nodes and Corridors (9,800-10,600 units); and,
- 37 to 40 per cent to the Neighbourhoods (9,800-10,600 units).
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 10 of 14

At first glance, the amount of intensification directed to the Neighbourhoods may seem very ambitious, however, it should be pointed out that a large proportion, approximately 4,100 units or 15 per cent, is targeted to the West Harbour Area and has already been adopted through the Setting Sail Secondary Plan. Therefore, only 25 per cent (6,600 units) will be distributed across the Neighbourhoods throughout the City, with the majority of this intensification occurring along major arterials along the edges of the traditional neighbourhoods with direct access to local transit. Intensification will still occur within the Neighbourhoods, but likely in the form of small scale infill and development which is compatible with the character and built form of the surrounding neighbourhood.

Clearly, residential Intensification will be required to be compatible with the surrounding neighbourhood, however, compatibility should not be narrowly interpreted to mean “the same as” or even as “being similar to”. The term “compatible” refers to forms that are mutually tolerant and capable of existing together in harmony within an area. The goal of residential intensification is to incorporate additional residential units into an existing neighbourhood in a way which does not cause an unacceptable negative impact. With this in mind, it should be recognized that residential intensification will likely occur at densities that are higher than the surrounding area.

B. Goods Movement

During the consultation process carried out in the Fall of 2007, the issue of Goods Movement was raised. Several interested parties recommended the inclusion of goods movement policies with the Urban Structure. In keeping with the high level nature of the urban structure policies, higher level policies that recognize the importance of goods movement to the economy of the City have been incorporated into the draft policies. In addition, the boundaries of the employment areas (including the industrial parks and the business parks) have been identified on the draft schedule based on the findings of the Comprehensive Employment Review/Conversion Analysis work completed to date.

Recognizing that compatibility is an issue for components of the goods movement network including the port, airport and rail yards, policies have and will continue to be added to the new Official Plan. Noise Exposure Forecast (NEF) contours were recently amended into the Regional Official Plan and have been carried forward into the adopted Rural Hamilton Official Plan. Compatibility issues such a noise impact will be further addressed through the Employment Land Use policies and Transportation policies currently being developed. These initiatives are consistent with the recommendations of the City’s Goods Movement Study (2005) and the Goods Movement Policies Paper (2005) prepared as part of the Transportation Master Plan. In addition, the on-going Transportation policies will include additional policies on goods movement and is well timed to incorporate any appropriate policies stemming from the City’s review of Rapid Transit options and from the Regional
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 11 of 14

Transportation Plan currently being prepared by Metrolinx. Metrolinx, formerly referred to as the Greater Toronto Area Transportation Authority, is developing a comprehensive and forward-looking Regional Transportation Plan for the Greater Toronto Hamilton Area region that is aligned with Places to Grow and is intended to guide future infrastructure investments. A portion of their work deals specifically with goods movement.

3. Next Steps

The draft Urban Structure Report and associated Draft Policies will be the subject of public and stakeholder consultation. During the month of June, staff will be holding a series of open houses, presentations to stakeholders/public and displays to dialogue with the community and receive their feedback.

All comments will be considered. The Report and policies will be revised and brought back to Council for endorsement in September 2008. The draft policies will then be combined with other urban elements of the Official Plan to move through the required statutory process including the statutory public meetings, all as set out under the Planning Act prior to adoption of the entire new OP in June 2009.

ALTERNATIVES FOR CONSIDERATION:

The City has until June 2009 to bring a new Official Plan forward for adoption that conforms to Places to Grow. If the work on the urban structure is not completed the City will not meet this deadline and the City will not have a plan to meet the population and density targets set out in Places to Grow.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial: N/A
Staffing: N/A
Legal: N/A

POLICIES AFFECTING PROPOSAL:

Places to Grow

Places to Grow: Better Choices. Brighter Future. Growth Plan for the Greater Golden Horseshoe (Places to Grow), came into effect in 2006. This Provincial Plan guides decisions on a wide range of issues including transportation, infrastructure planning, land use planning, urban form, and housing. It calls for the development of completed communities and sets out population, job and intensification targets for the
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 12 of 14

City. The new Official Plan must conform to the policies of the Places to Grow Plan. The draft Urban Structure Report and policies addresses key issues related to this legislated requirement to conform to Places to Grow. In particular it provides direction on where and how the City will achieve the population, density and intensification targets set out in the Plan.

Provincial Policy Statement

The Provincial Policy Statement (PPS), 2005, provides overall direction on matters of provincial interest related to land use planning in Ontario. It provides direction on the development of strong communities, wise use and management of resources and the protection of public health and safety. The new Official Plan must be consistent with the PPS. The PPS should be read and applied in conjunction with Places to Grow.

Generally, where there is a conflict between Places to Grow and the PPS, Places to Grow shall prevail.

GRIDS

As discussed previously in this Report, much of the work on the urban structure is based on the Council adopted GRIDS preferred growth scenario.

RELEVANT CONSULTATION:

As part of the development of the Draft Urban Structure Report and Policies internal consultation has taken place with the Human Services Planning Table and various City Departments and Divisions/Sections including: Development Planning, Development Engineering, Downtown and Community Renewal, Community Planning and Design, Industrial Parks and Airport Development, Economic Development and Real Estate, Strategic and Environmental Planning, Water and Waste Water, Transit, Community Traffic Services, and Community Services.

In late fall, the draft urban structure was presented to the general public and stakeholders for input. Ward 7 was host to one public open house and one stakeholder workshop, while one open house took place Downtown in Ward 2.

In addition, separate presentations were made to the Hamilton-Halton Home Builders' Association, the Hamilton Chamber of Commerce, and a Ward 11 Constituents' Meeting.

Furthermore, information was sent by email to stakeholders who could not attend the meeting(s) and to interested members of the public. In addition to this, the panels and presentations were posted on the City's website. Comments were received via email, “comment sheets” submitted at Open Houses and notes taken by staff during meeting discussions.
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 13 of 14

Of the comments received, key topics of interest emerged regarding urban design and goods movement. The importance of developing complete communities through good urban design was confirmed and the importance of goods movement to the economy of Hamilton was identified by several stakeholders. Staff addressed the received comments by incorporating them, where possible, into the urban structure Report and other supporting documents. Please see Appendix “E” attached to this Report for a more detailed summary of received comments.

CITY STRATEGIC COMMITMENT:

By evaluating the “Triple Bottom Line”, (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☑ Yes ☐ No

The Urban Structure Plan recognizes and promotes complete communities in order to meet people’s needs for daily living. This includes providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including, but not limited to, affordable housing, schools, recreation and open spaces. Also, convenient accesses to public transportation and options for safe, non-motorized travel are also provided. All of these factors positively contribute to resident’s Quality of Life and enhance the overall sense of community.

Environmental Well-Being is enhanced. ☑ Yes ☐ No

Growth Management

The urban structure plan directs growth to built up areas where the capacity exists to best accommodate future growth minimizing the need for future boundary expansions. This enhances environmental well-being by protecting the natural environment, air quality and water resources from degradation. Furthermore, it curbs the consumption of agricultural lands and other natural resources areas critical to the future economy and recreational opportunities.

Transit and Alternative Modes of Transportation

The increasing number of automobiles on the roads has a detrimental effect on the environment. The urban structure plan has recognized this and, as a result, incorporated transit and alternative modes of transportation into the existing and proposed infrastructure with particular focus on active transportation. Active transportation refers to "people-powered" movement such as walking and cycling. The benefits of alternative transportation are two fold improving the quality of the environment while improving the health and well-being of its participants.

Economic Well-Being is enhanced. ☑ Yes ☐ No

Employment Areas are large employment and financial generators for the City.

Hamilton offers businesses and industries a variety of highly accessible traditional industrial areas and business parks to locate in. Through the urban structure plan, and supporting studies, the City is recognizing and protecting its valuable employment areas.
SUBJECT: Draft Urban Structure Plan and Official Plan Policies (City Wide) (PED08118) - Page 14 of 14

Does the option you are recommending create value across all three bottom lines?
☑ Yes  ☐ No

Do the options you are recommending make Hamilton a City of choice for high performance public servants?
☑ Yes  ☐ No

Improves the quality of life over time of the residents of Hamilton improving the attractiveness of the City overall for existing and future workers.

MS/LK/JHE:dkm
Attachs. (5)
### Summary of Comments Received for Urban Structure Plan
Based on Comments from June 2008 Consultation

<table>
<thead>
<tr>
<th>Submitted by</th>
<th>Comments</th>
<th>How addressed</th>
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<tbody>
<tr>
<td>Citizen</td>
<td>1.a) too hard to understand</td>
<td>No policy response required</td>
</tr>
<tr>
<td></td>
<td>1.b) too hard to understand</td>
<td></td>
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<td></td>
<td>1.c) je ne complis pas</td>
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<td>Other Comments:</td>
<td></td>
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<tr>
<td></td>
<td>o No buildings in Ancaster over 3 storeys</td>
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<td></td>
<td>o Red Hill Valley already dead</td>
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<td>o No transit available along Garner in plan</td>
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<td></td>
<td>o Keep Book Road side of Garner green</td>
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</tbody>
</table>
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  • 1.b) the type of design elements that are most important to a node is that it be near:  
    o primary and secondary corridors for easy accessibility  
    o transportation  
    o bus routes  
    o municipal services  
    o employment areas (so that people can walk or ride to work)  
    o near parks and community centres  
  • The twenty road area has all of the above and yet is not identified as a node and yet the Elfida area is. Why is the Twenty road area not identified as a node or even a neighbourhood yet the Elfida area is?  
  • 1.c) easy access to employment areas should be looked into and the population target areas should be close to the employment areas. With the rising cost of gasoline, the last thing that City should want to do is place nodes furthest away from employment areas. Why should new transportation and bus routes have to be | • No policy response required  
• Nodes location and scale evaluated and determined through GRIDS  
• Responded to citizen in letter |
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<td>made, at the City expense, to get people to work from such a remote area as Elfrida. Nodes need to be created and expansion should be where residential development has reached its capacity and urban boundary limits.</td>
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<td></td>
<td>2) The City needs to sit down and take a common sense approach to looking at the best place to put neighbourhoods and community nodes. The Twenty Road area is sandwiched between the Airport Employment area and the Glenbrook Industrial Park. There is existing transportation in the area. There are bus routes in the area. It is near shopping and a bus ride away from Limeridge Mall and medical facilities. It is near Turner Park, the YWCA and the police station. It is beside a primary corridor and a secondary corridor. This City needs to look at this in a logical manner.</td>
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   1.b) the type of design elements that are most important to a node is that it be near:
   - primary and secondary corridors for easy accessibility
   - transportation
   - bus routes
   - municipal services
   - employment areas (so that people can walk or ride to work)
   - near parks and community centres

   1.c) easy access to employment areas should be looked into and the population target areas should be close to the employment areas. With the rising cost of gasoline, the last thing that City should want to do is place nodes furthest away from employment areas. Why should new transportation and bus routes have to be | No policy response required

   Nodes location and scale evaluated and determined through GRIDS |
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</table>
| Kathy G Drewitt  
Downtown Hamilton BIA | 1. a) No – downtown Hamilton should be a higher intensification target – the downtown BIA recommends a 50% higher target of 300 jobs and residents per hectare. Definitions should connect potential growth at waterfront.  
   • 1.b) historic, sense of place, pedestrian friendly  
   • 1.c) target existing commercial, office space vacancies as a first priority (27% vacancy). Target empty lots/parking lots downtown for redevelopment sites  
   • 2. Ensure mixed use. Stop approving sprawling residential subdivisions and large big box retail developments  
   • 3. Downtown Hamilton and Hamilton Airport  
   • See also written letter from Downtown Hamilton Business Improvement Area | Intensification target for Downtown Urban Growth Centre (DTUGC) was increased to 250 pjh. |
| Richard Koroscil  
Hamilton International Airport | 1.a) yes  
   • 1.b) linkages between transportation, infrastructure and land use  
   • 2. incentives  
   • 3. downtown and airport – employment purposes  
   • other comments on the comment sheet:  
     o integration of transportation master plan (integrated multimodal transportation strategy) and urban structure plan  
     o measure of people and goods movements in and out of zones | No policy response required |
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| Harry A deVries      | • Rail Service as an alternative to connect citizens across the City and wider area around the airport to draw business into Hamilton.  
                       • A rail feasibility study should have been done:  
                         o Existing railway spaces inside and outside Hamilton  
                         o Possible lines to lines running outside Hamilton and its airport draw people in and allow quick transport to Toronto and London  
                         o How “metroland” finances can be applied for in a grand vision so that a basis for future planning can be established. Perhaps more funding can be gained now, with a larger vision | • No policy response required  
                       • Forward message to transportation planner or public works to incorporate into Master Plans and future planning |
| Natalie Boodram      | • 1.b) transit oriented – pedestrian and cycling friendly design  
                       • Additional Comments: very content                                                                                                     | • No policy response required                                                                                                               |
| Tony Onufer          | • 1.a) what specifically are your targets and where  
                       • Additional Comments:  
                         o Not being able to present for the presentation (because of conflict with a ward meeting including councilor and mayor  
                         o I learned very little from the presentation                                                                                     | • No policy response required                                                                                                               |
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</table>
| M. G. Field  | • In response to question 1. a) of the comment sheet:  
  o Who can forecast the future? The targets are appropriate now – but what will happen in the future, with oil prices, etc. Even with. Say, rapid transit, you have to figure in how to get to the stops, and what do you do on routes where there are fewer users? So appropriateness remains to be seen  
  • In response to question 1. b) of the comment sheet:  
    o Where do people want to go?  
    o Where do people want to live?  
    o Where do people work?  
    o That’s a hub, but you have to include schools, libraries, museums, etc. to make a hub worth while  
  • In response to question 1. c) of the comment sheet:  
  • In response to question 2 of comment sheet:  
    o See 1 c) also, please preserve our agricultural lands and our green spaces | • Targets re-evaluated every 5 years as per Places to Grow  
  • No policy response required  
  • No policy response required |
Summary of Comments Received for Urban Structure Plan  
Based on Comments from June 2008 Consultation

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|              | • In response to question 3 of the comment sheet:  
  o All the downtowns - Hamilton and those of the former suburbs. Not the malls that are nothing but shopping centres (e.g. Meadowlands). Take pride in the existing city in each node. But downtown Hamilton should be highest priority. Preserve it and use it! | 
## Summary of Comments Received for Urban Structure Plan
### Based on Comments from June 2008 Consultation

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</table>
| Dr. Tom Nugent D.V.M | • 1.a) No. The locations of these decentralized nodes are not logical. The additional cost of running transportation, fire and policing services to them is an unnecessary burden on taxpayers. The area of Twenty-Dickenson between the Airport and Employment Lands are the most accessible to the Red Hill Expressway, as well as the James Street and Rymal Road corridors. These lands are essential for the future growth of Hamilton  
  • 1.b) I feel that a node should not be an isolated community but should feel part of Hamilton. It is important that residents can use public transportation or bike to work. They should be able to use public transport to enjoy entertainment, sports events, the art gallery, the waterfront, downtown without commuting by car which pollutes and may not be available to seniors and youth etc. The residents of the suburbs already feel that they do not get benefit for their tax dollars spent downtown. The present node plan will only make matters worse. The only logical area which will meet all requirements if properly planned will be the Twenty-Dickenson lands  
  • 1.c) Hamilton’s growth should be targeted at its most desirable economic assets which are its Airport and employment lands. These must be accessible to its major markets like Toronto and the US boarder. The Twenty-Dickenson lands are necessary for this growth as they are the most accessible to the Red Hill Expressway to the QE. These lands will also be positioned along the James Street and Rymal Road Corridors  
  • 2) to attract business to a modern business park in the employment lands. To connect the employment lands to the airport with efficient public transportation. To show flexibility, | • Nodes location and scale evaluated and determined through GRIDS  
• No policy response required |
### Summary of Comments Received for Urban Structure Plan

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<td>innovation and cooperation at City hall and the planning department to attract more business and employment. To change the present mind set so we can become more competitive with cities like Brantford, Cambridge and Milton.</td>
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<td></td>
<td>• 3) The Twenty-Dickenson Lands should be the main area of growth initially, with its location between the airport lands and employment lands it should “kick start” these 2 projects. It is adjacent to where the 30,000 predicted jobs will occur. These employees would be able to adjust much easier if they lived close to their families and community. They could ride a bicycle or take a bus to work and go home at noon if they wished.</td>
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<td></td>
<td>• Additional Comments: the facts are overwhelming, that the Twenty-Dickenson area should be included in GRIDS. It would be prudent for the City to work closely with the Province to achieve this. It would result in support for the City of Hamilton instead of long term disunity in the city and discontent</td>
<td></td>
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<tr>
<td></td>
<td>• This sheet was prepared by the members of the committee representing the Twenty Road Group, to whom I am a consultant. It also reflects the feelings of many other people whom I have spoken to:</td>
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<td>o 1. a) the node targets are not appropriate. As Upper James is a primary corridor and Highway 53 is a secondary corridor, this area should be considered a community node. Especially in light of the fact that it is near the Airport Employment area and the Glanbrook Industrial Park. This area also has easy access to the sub regional service node near Limeridge Mall. The node our in Elfida is the least accessible node and the furthest away from any services.</td>
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<td>o 1.b) the type of design elements that are most important</td>
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Summary of Comments Received for Urban Structure Plan
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Submitted by
Comments
How addressed

to a node is that it be near:

- primary and secondary corridors for easy accessibility
- transportation
- bus routes
- municipal services
- employment areas (so that people can walk or ride to work)
- near parks and community centres

- The twenty road area has all of the above and yet is not identified as a node and yet the Elfride area is. Why is the Twenty road area not identified as a node or even a neighbourhood yet the Elfride area is?

- 1.c) easy access to employment areas should be looked into and the population target areas should be close to the employment areas. With the rising cost of gasoline, the last thing that City should want to do is place nodes furthest away from employment areas. Why should new transportation and bus routes have to be made, at the City expense, to get people to work from such a remote area as Elfride. Nodes need to be created and expansion should be where residential development has reached its capacity and urban boundary limits.

- 2) The City needs to sit down and take a common sense approach to looking at the best place to put neighbourhoods and community nodes. The Twenty Road area is sandwiched between the Airport Employment area and the Glanbrook Industrial Park.
## Summary of Comments Received for Urban Structure Plan
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CHAPTER A - INTRODUCTION

A.2.0 STRATEGIC DIRECTIONS

2.2 Growth Management

The Province of Ontario’s Places to Grow: Growth Plan for the Greater Golden Horseshoe (2006) (Growth Plan), sets out a vision to 2031 for how and how much growth should occur in the Greater Golden Horseshoe (GGH). One of the principal components of the Growth Plan is a series of population and employment forecasts for upper and single tier municipalities within the GGH. The Growth Plan requires these forecasts be used by municipalities for planning and managing growth. The Growth Plan also identifies a series of density and intensification targets for which municipalities must plan to achieve.

2.2.1 Population Targets

Hamilton’s 2031 population targets are as follows:

<table>
<thead>
<tr>
<th>City of Hamilton Population Targets, 2001-2031</th>
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<tbody>
<tr>
<td>Population 2011</td>
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<tr>
<td>Population</td>
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</table>


2.2.2 Employment Targets

Hamilton’s employment targets for 2001-2031 by type are as follows:

<table>
<thead>
<tr>
<th>City of Hamilton Employment Targets, 2001-2031</th>
</tr>
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<tbody>
<tr>
<td>2011 Employment Type</td>
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<th>2021 Employment Type</th>
<th>Major Office</th>
<th>Population-Related</th>
<th>Employment Land</th>
<th>Total</th>
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<td>20,000</td>
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<td>133,000</td>
<td>267,000</td>
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<tbody>
<tr>
<td>24,000</td>
<td>123,000</td>
<td>149,000</td>
<td>296,000</td>
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Source: Growth Outlook for the Greater Golden Horseshoe, Appendix F “Compact Scenario”
2.2.3 Density Targets

2.2.3.1 Downtown Urban Growth Centre Density Target

Hamilton’s Downtown Urban Growth Centre shall be planned to achieve a minimum gross density of 250 people and jobs per hectare by 2031. Additional density targets for other Nodes are set out in Chapter E, Section 2.4.

2.2.3.2 Greenfield Density Target

Greenfield Areas shall be planned to achieve an overall minimum density of 50 people and jobs per hectare. The Greenfield density target shall be measured over Hamilton’s Greenfield Area, excluding natural heritage features designated in this Plan. The Greenfield Area includes designated employment area. On employment lands, the City shall plan to meet a density target of 37 people and jobs per hectare. On non-employment lands, densities will need to exceed 50 persons and jobs per hectare to meet the overall density target.

2.2.3.3 Residential Intensification Target

Hamilton is required to plan to achieve a minimum of 40 per cent of all residential development within its Built-up Area by 2015. 26,500 units are to be accommodated within the Built-up Area between 2015 and 2031. The Built-up Area for Hamilton is identified on Appendix XX of this Plan.
CHAPTER B – COMMUNITIES

B 2.0 DEFINING OUR COMMUNITIES

2.1 Urban Boundary

2.1.1 The Urban Boundary defines the area that is the focus for all urban development. Lands within the Urban Boundary are already serviced or may be serviced with major roads, transit and full municipal services. The land within the Urban Boundary includes both the area within the Built-up Area and Greenfield Area. Lands within the Urban Boundary represent a 20 year supply of designated urban land and are intended to accommodate the majority of the City’s projected growth.

2.1.2 Future Urban Area expansions, except for the Elfrida node and the Airport Employment Growth District, will be considered only during the five year review of this Plan and upon the completion of the following municipally initiated studies and analysis:

   a) A comprehensive review and land budget analysis to determine the need for an urban boundary expansion which includes an assessment of occupied and vacant urban land, land use densities and intensification opportunities;
   b) A sub-watershed plan, including management objectives for storm water infrastructure;
   c) An environmental analysis of the Natural Heritage System as required by applicable Official Plan and provincial policies;
   d) An infrastructure analysis demonstrating that the public infrastructure which is planned or available will be suitable to service the future urban lands over the long term. This infrastructure shall include, but not be limited to, the provision of full municipal sanitary sewage, water supply, storm drainage and an appropriate transportation network;
   e) A financing policy for urban services and other community infrastructure;
   f) An assessment of agricultural capability which considers directing urban growth onto those lands which are not specialty crop areas and where there are no reasonable alternatives that avoid prime agricultural areas onto lower priority agricultural lands;
   g) A demonstration that impacts from new or expanding urban areas on agricultural operations which are adjacent or close to the urban areas are mitigated to the extent feasible; and,
   h) Any other studies and policies which the City deems necessary.

2.1.3 A portion of the Elfrida Community Node is identified as SPA B – Future Urban Growth District and subject to the policies of Volume 3 of the Rural Hamilton Official Plan. Similarly, the Airport Employment Growth District is
identified as SPA C – Future Employment Growth District and subject to the policies of Volume 3 of the Rural Hamilton Official Plan. Upon completion of secondary planning processes, these areas shall be added to the Urban Area through adoption. At that time, the Airport Employment Growth District shall be identified as and Employment Area on Schedule E – Urban Structure of this Plan.
CHAPTER E - URBAN SYSTEMS AND DESIGNATIONS

The City of Hamilton is an amalgamation of seven municipalities (six local and one regional). Most of the former municipalities contain compact core areas that serve as focal areas for the local communities. Over time, these independent cores were connected into each other and beyond by way of major transportation spines comprising roads, railways and transit lines. Today, the cores continue to be linked with each other and other important designations like the City’s business parks, older industrial areas, commercial areas and major institutional facilities. Nestled around these cores and between these spines are Hamilton’s vibrant neighbourhoods and precious open spaces; the Niagara Escarpment, Cootes Paradise, Lake Ontario and the waterfront areas. This historic urban structure and the shape of the city we see today, will continue to influence Hamilton’s future.

The City of Hamilton is committed to managing urban growth and development that is sustainable, comprehensive and recognizes a balance between the economy, the environment and the community’s social needs. This Plan provides direction for the community to ensure that a high quality environment is created in a sustainable manner. Growth and development within Hamilton requires balancing all of these facets. The City’s sustainable development framework is guided by the Nine Directions, which are identified in Section A of this Plan. In addition to the Nine Directions, goals and principles identified within Section E shall also provide further direction for growth and development within Hamilton’s Urban Area.

E1.0 GOALS

The following goals apply to the urban systems and land use designations of this plan.

1.1 Designate land uses to facilitate the development of a node and corridor based urban structure.

1.2 Support and facilitate development and investment that contributes towards the development of the overall urban structure.

1.3 Develop compact, mixed-use urban environments that support transit and active transportation.

1.4 Develop complete communities where people can live, work, learn and play.

1.5 Plan and designate lands for a range of housing types and densities, taking into account affordable housing needs.

1.6 Promote and support design which enhances and respects the character of existing Neighbourhoods and creates vibrant, dynamic and liveable urban places.
1.7 Promote and support appropriate residential intensification throughout the Urban Area and specifically in Nodes and Corridors.

1.8 Recognize that Hamilton’s Neighbourhoods are stable, not static.

1.9 Protect and enhance a system of linked natural areas in Hamilton.

1.10 Protect Hamilton’s existing and planned employment areas.

1.11 Plan for and promote the Downtown Urban Growth Centre as the pre-eminent centre in Hamilton for commercial and office development.

E.2.0 URBAN STRUCTURE

The Urban Structure designated in this Plan builds upon the historic structure of the amalgamated city and forms the basis on which Hamilton’s future is planned. The Urban Structure component of this Plan provides a policy approach for guiding long range growth and development challenges. The Urban Structure formally identifies how the City will physically grow over the long term and provides:

- A foundation for consistent decision making;
- A basis for infrastructure investment (i.e. Water, wastewater, transportation and stormwater);
- A basis for investment in community facilities (i.e. public health, social services, parks, culture and recreation, etc);
- A framework for employment land development;
- A policy framework for commercial development;
- A strategy for residential development; and,
- A general, high level land use vision for the City.

2.1 Urban Structure Principles

Hamilton’s urban structure is a node and corridor structure which is guided by the following general principles:

a) Nodes and Corridors are the focus of reurbanization activities (i.e. population growth, private and public redevelopment and infrastructure investment).

b) Nodes and Corridors provide focal points of activity for Hamilton’s local communities and neighbourhoods.

c) Nodes and Corridors are connected to each other and are internally served by various modes of transportation, including higher order transit.
d) Nodes and corridors provide a vibrant pedestrian environment and facilitate *active transportation* through careful attention to urban design.

e) Nodes and corridors evolve with higher residential densities and mixed use developments to achieve their planned functions and support transit.

### 2.2 Urban Structure Elements

#### 2.2.1 Hamilton’s urban structure includes the following structural elements:

a) **Urban Nodes**
   - Downtown Urban Growth Centre;
   - Sub-Regional Services Nodes; and,
   - Community Nodes.

b) **Urban Corridors**
   - Primary Corridors; and,
   - Secondary Corridors.

c) **Major Activity Centres**

d) **Neighbourhoods**

e) **Employment Areas**

f) **Major Open Space**

Schedule E identifies Hamilton’s Urban Structure.

#### 2.2.2 In addition to the elements listed above, the major transportation and transit corridors, the John C. Munro International Airport, the Port of Hamilton and the natural heritage system are also important to Hamilton’s urban structure and are addressed in other sections of this Plan.

#### 2.2.3 The structural elements on Schedule E and the associated policies of the Urban Structure are intended to provide direction for specific land use designations and policies. The designations and policies are contained on Schedules E-1 through E-X and within Chapter E of Volume 1, Volume 2 and Volume 3 of the Official Plan.

#### 2.2.4 Changes to the Urban Structure, including classification of elements, extensions and expansions of elements, or additions of new elements, shall be considered only during the five-year review of this Plan.
2.3 General Intensification Policies

The goal of residential intensification is to incorporate additional residential units into an existing area in a way that does not cause an unacceptable impact. Residential intensification will likely occur at densities that are higher than the surrounding area but within the range permitted by the land use designation.

2.3.1 Intensification will be encouraged generally throughout the entire Built-up Area. At the urban structure level, the City’s Intensification Areas shall be the Urban Nodes and Urban Corridors. However, it is recognized that a portion of intensification will also occur within the Neighbourhoods.

2.3.2 Generally, intensification will be distributed throughout the Built-up Area as follows: approximately 20 per cent to the Downtown Urban Growth Centre, approximately 40 per cent to the other Nodes and Corridors, and approximately 40 per cent to the Neighbourhoods.

2.3.3 Intensification within Hamilton’s Neighbourhoods shall be compatible with the character and built form of the surrounding area. The term compatible refers to forms that are mutually tolerant and capable of existing together in harmony within an area. Compatibility shall not be interpreted to mean “the same as” or “being similar to”.

2.4 Urban Node Policies

Urban nodes are intended to provide for a broad range and mix of uses in an area of higher density and activity than surrounding Neighbourhoods. Most Urban Nodes will have access to higher order transit and will exhibit a wide variety of land uses and densities designed and oriented to support and facilitate transit and active transportation. These urban nodes shall be designed and planned to provide a recognized sense of place to adjacent neighbourhoods.

This Plan sets out a hierarchy of nodes, including the more intensely developed Downtown Hamilton which acts as a node within the context of the Greater Golden Horseshoe, Sub-Regional Service Nodes which are major centres of retail activity to the City, and Community Nodes which act as focal points to a former local municipality or to a number of neighbourhoods.

2.4.1 Downtown Urban Growth Centre

2.4.1.1 Function

a) The Downtown Hamilton area is identified as an Urban Growth Centre on Schedule 4 of Province’s Growth Plan. The Downtown Hamilton Urban Growth Centre is identified on Schedule E of this Plan.
b) The *Downtown Urban Growth Centre* shall be the pre-eminent node in Hamilton due to its scale, density, range of uses, function and identity by residents of the City as the Downtown and accordingly, it shall be planned for a range of uses befitting its role as the City's pre-eminent node.

c) The *Downtown Urban Growth Centre* shall provide services to residents across the City as well as to neighbouring municipalities. The *Downtown Urban Growth Centre* shall function as the cultural and institutional centre of the City.

d) The *Downtown Urban Growth Centre* shall be promoted as the centre for major public facilities, cultural uses, and major entertainment uses.

e) The *Downtown Urban Growth Centre* shall serve a regional retail function by providing retail stores and services which appeal to a broad regional market and serve residents across the City and the surrounding area as well as providing day-to-day retail facilities and services to serve Downtown residents.

f) The *Downtown Urban Growth Centre* shall function as a major employment centre for the City. Major business, professional and government offices shall be directed to the Downtown.

g) The *Downtown Urban Growth Centre* shall function as a residential neighbourhood with a large and diverse population. A range of housing types, including *affordable housing* and *housing with supports*, shall be encouraged as set out in the Downtown Hamilton Secondary Plan and other associated secondary plans and policies to this Plan.

h) The *Downtown Urban Growth Centre* shall function as a major *transit hub* for the City with a GO rail station and *higher order transit* systems extending out from the Centre.

### 2.4.1.2 Scale

a) The *Downtown Urban Growth Centre* shall generally have the highest density within the City with a minimum overall density of 250 persons and jobs per hectare.

b) It is anticipated that the *Downtown Urban Growth Centre* will accommodate approximately 20% of the City wide residential *intensification* over the time period of this Plan which equates to a range of 5,000 to 6,000 dwelling units.

c) The *Downtown Urban Growth Centre* shall be planned and encouraged to accommodate in excess of 100,000 sq. m. of retail floor space.
d) Detailed policies on permitted building heights and densities are set out in the Downtown Hamilton Secondary Plan, other Secondary Plans and policies of this Plan.

2.4.1.3 Design

a) The Downtown Urban Growth Centre shall be designed with a strong pedestrian focus to create a comfortable and animated pedestrian environment.

b) The Downtown Urban Growth Centre shall be designed to accommodate all modes of transportation with a focus on transit and active transportation including pedestrian and cycling trips within the Downtown and between the Downtown and the surrounding Neighbourhoods.

c) Parking shall continue to be provided within the Downtown Urban Growth Centre to serve the needs of residents, employees and consumers, and shall increasingly be provided in underground or above ground structures where feasible.

d) Reductions in parking requirements shall be considered in order to encourage a broader range of uses and densities.

2.4.2 Sub-Regional Service Nodes

Sub-Regional Service Nodes include the Limeridge and Eastgate Nodes as identified on Schedule E of this Plan.

2.4.2.1 Function

a) Sub-Regional Service Nodes shall provide for a range of uses that allow for access to housing, jobs, services and recreation in close proximity to each other and may be accessible by higher order transit.

b) The Sub-Regional Service Nodes shall provide a regional retail function by providing retail stores and services to serve the needs of residents across the City and surrounding area as well as serving the weekly and daily shopping needs of residents within the Node and in surrounding neighbourhoods.

c) The Sub-Regional Service Nodes shall function as employment centres providing a broad range of employment largely in population serving offices, retail, personal services and local institutions.

d) The Sub-Regional Service Nodes shall function as vibrant, mixed-use areas with a large and diverse population. A range of housing types, including affordable housing and housing with supports, shall be
encouraged. The predominant form of new housing shall be in medium and high density buildings.

e) The Sub-Regional Service Nodes play an important role in the future transit network in the City. Sub-Regional Service Nodes will contain major transit stations. The Nodes shall be designed to accommodate an increasing proportion of residents, visitors and employees arriving via transit in addition to other modes of transportation.

2.4.2.2 Scale

a) The Sub-Regional Service Nodes shall generally have some of the highest densities within the City with a target density of 100 to 150 persons and jobs per hectare across each node.

b) It is anticipated that the Sub-Regional Service Nodes will be able to accommodate a significant proportion of the City wide, residential intensification over the time period of this Plan.

c) The Sub-Regional Service Nodes shall contain a range of building heights and densities. To achieve the density targets, new development shall predominantly be in the form of multiple storey buildings with a mix of uses preferred.

d) The Sub-Regional Service Nodes shall be planned and encouraged to accommodate in excess of 100,000 sq. m. of retail floor space.

e) Detailed Secondary Plans shall be undertaken for the Sub-Regional Service Nodes to provide greater direction on mix of uses, heights, densities, built form and design and shall be coordinated with rapid transit planning projects. Pending the completion of secondary plans for the Sub-Regional Service Nodes, the land use designations and policies set out in Chapter E of the Official Plan will provide direction for development proposals.

2.4.2.3 Design

a) The Sub-Regional Service Nodes shall develop a pedestrian focus particularly on the key retail and mixed use streets within the Nodes. A comfortable pedestrian environment shall be achieved through infilling with retail, service commercial, residential and mixed use buildings.

b) The Secondary Plans prepared for each Node shall identify pedestrian predominant streets. On pedestrian predominant streets, buildings shall be built to the streetline with store fronts and other active uses opening onto the street. New development in other areas of the Nodes shall be built to create a comfortable pedestrian environment.
c) The Sub-Regional Service Nodes shall contain a broad mix of uses, which will be achieved largely through a greater infusion of residential development. Where possible, this should include mixed use developments either as mixed use buildings or a mix of uses on the same property. Redevelopment of larger sites provides significant opportunities to transform the character of a Node. Therefore, on sites greater than 2.5 hectares, a mix of uses shall be encouraged.

d) The Sub-Regional Service Nodes shall be designed to provide for a transition of built form to adjacent Neighbourhoods and Corridors.

e) Streets within the Sub-Regional Service Nodes shall be designed to improve and promote pedestrian and cycling trips within the Nodes and between the Nodes and the surrounding Neighbourhoods.

f) In order to accommodate additional densities and support transit, parking areas shall, where feasible, be accommodated in underground or above ground structures. Surface parking shall be screened from the primary pedestrian streets by buildings.

g) Reductions in parking requirements shall be considered in order to encourage a broader range of uses and densities.

2.4.3 Community Nodes

The following areas have been identified as Community Nodes on Schedule E:

i) the downtowns of the former municipalities of Dundas, Ancaster, Flamborough (Waterdown) and Stoney Creek,

ii) Centre Mall, Meadowlands, and the East Mountain/Heritage Green Centre, and

iii) the Elfrida node as currently shown on Schedule E.

2.4.3.1 Function

a) Within each Community Node a range of uses shall be provided that allow for access to housing, employment, services and recreation in close proximity to each other and transit. The Community Nodes shall provide services to residents within the former area municipalities and surrounding neighbourhoods in a mixed use environment.

b) The Community Nodes shall provide community scale retail stores and services to the residents within the Node and surrounding neighbourhoods.
c) The Community Nodes shall provide an employment function consisting primarily of employment in retail, services, local institutions and government services.

d) The Community Nodes shall function as vibrant, mixed-use areas containing a range of housing opportunities, including affordable housing and housing with supports. The unique characteristics of the individual Community Nodes lend themselves to a range of built forms.

e) The Community Nodes shall be linked to the higher order transit system through connecting local transit. Where possible, the City shall direct local routes through the Community Nodes.

2.4.3.2 Scale

a) The Community Nodes shall be planned to achieve a target density of 100 persons and jobs per hectare.

b) Some Community Nodes may be developed as lower intensity nodes befitting the character of their adjacent Neighbourhoods and/or other infrastructure and/or transportation constraints as follows:

i) Due to transportation constraints and the existing character of the adjacent neighbourhoods, a target density in the range 50 persons and jobs per hectare shall apply to the Ancaster Community Node. This target may be adjusted through the development of a Secondary Plan.

ii) Intensification will not be permitted in the Waterdown Community Node until infrastructure and transportation constraints are alleviated.

c) It is anticipated that the Community Nodes will accommodate some residential intensification over the time period of this Plan. The location, scale and amount of residential intensification shall be established through detailed Secondary Plans described in 2.4.3.2(f) below.

d) The built form shall largely be in medium and low rise, mixed use buildings. Along the retail streets, single use commercial buildings shall be permitted along with residential housing forms on the periphery of the Nodes. However, the intent of this Plan is to increase the proportion of multiple storey, mixed use buildings that have retail and service commercial uses at grade.

e) A Community Node shall be planned to accommodate generally between 25,000 and 100,000 sq. m. of retail floor space.

f) Detailed Secondary Plans shall be undertaken for the Community Nodes to provide greater direction on mix of uses, heights, densities, built form and design. Pending the completion of secondary plans for the
Community Nodes, the land use designations and policies, set out in Chapter E of the Official Plan, will provide direction for development proposals.

2.4.3.3 Design

a) The Community Nodes shall be planned to have a strong pedestrian focus.

i) In the historic former downtowns, a strong pedestrian focus is long established and shall be enhanced where necessary.

ii) In the newer Community Nodes, it is intended that these nodes shall evolve with a strong pedestrian emphasis, achieved through infilling of retail, service commercial and mixed use buildings while being sensitive to the character and density of surrounding residential areas.

b) Pedestrian Prominent Streets shall be identified in each Community Node. On Pedestrian Prominent Streets, buildings shall be built to the streetline with store fronts and other active uses opening onto the street.

c) The Community Node shall contain a broad mix of uses. Where possible, this should include mixed use developments either as mixed use buildings or a mix of uses on the same property. Redevelopment of larger sites provides significant opportunities to transform the character of a Node. Therefore, on sites greater than 2.5 hectares, a mix of uses shall be encouraged.

d) New development shall respect the existing built form of adjacent neighbourhoods by providing a gradation in building heights and by locating and designing new development to minimize the effects of shadowing and overview on properties in adjacent neighbourhoods.

e) Streets within the Community Nodes shall be designed to provide strong pedestrian linkage and *active transportation* opportunities between the surrounding Neighbourhoods and the Nodes.

f) Automobile access will continue to be important to Community Nodes but it shall be balanced with the need to improve pedestrian access and opportunities for *active transportation*.

g) Parking shall be provided primarily as on-street parking as well as in surface lots to the rear of retail shops.

h) Reductions in parking requirements shall be considered in order to encourage a broader range of uses and densities.
2.5 Urban Corridor Policies

Urban Corridors are classified into two types: Primary and Secondary.

Primary Corridors include:
- a north-south corridor along James Street and Upper James Street from the Downtown Urban Growth Centre to John C. Munro International Airport; and,
- an east-west corridor along Main Street/King Street and Queenston Roads from Eastgate Sub-Regional Service Node to McMaster University Major Activity Centre.

Secondary Corridors include:
- Centennial Parkway/Upper Centennial from Barton Street to the Elfrida Community Node;
- Rymal between Upper James Street and the Elfrida Node;
- Ottawa Street between Main Street and Centre Mall Community Node;
- James Street North to the waterfront;
- Main Street to the Dundas Community Node;
- Queenston Road east of Centennial to Fruitland Road and potentially beyond Fruitland Road as a Future corridor; and,
- Mohawk Road between Limeridge Sub-Regional Node and Meadowlands Community Node.

The Urban Corridors are a separate structural element from the Neighbourhoods, set out in Section 2.7, but in many locations, function as an integral part of the surrounding Neighbourhood and serve as the central focal point for these Neighbourhoods.

Primary and Secondary Corridors are identified on Schedule E to this Plan.

2.5.1 Function

2.5.1.1 Urban Corridors shall be the location for a range of higher density land uses along the corridor, including mixed uses where feasible, supported by higher order transit on the Primary Corridors.

2.5.1.2 The Primary Corridors shall serve to link two or more nodes or major activity centres.

2.5.1.3 The Secondary Corridors shall serve to link nodes and employment areas, or Primary Corridors.

2.5.1.4 Urban Corridors shall function as commercial spines providing retail stores and services that cater primarily to the weekly and daily needs of residents within the surrounding neighbourhoods. Small scale retail stores that cater to a broader regional market may be also permitted.
2.5.1.5 Portions of the Urban Corridors shall be designated to permit arterial commercial type uses as set out in Chapter E, Section XX of this Plan. This includes retail stores, which are land extensive, require outdoor storage or have a quasi-industrial-retail character as well as services catering to the traveling or drive-by consumer.

2.5.1.6 Primary Corridors shall be served by the highest order transit service. Secondary Corridors may be served by a higher order transit service.

2.5.1.7 A potential eastward extension to the Secondary Corridor along Highway 8 may be considered in order to link up to any future intermodal transit station in the vicinity of Fifty Road and the QEW.

2.5.1.8 Detailed Corridor Studies shall be undertaken for each Corridor to provide greater direction on mix of uses, heights, densities, built form and design. Pending the completion of the Corridor Studies, the land use designations and policies set out in Chapter E of this Plan will provide direction for development proposals.

2.5.2 Scale

2.5.2.1 The built form along the Urban Corridors shall generally consist of low to mid rise forms, but will vary along the length of the corridors with some areas permitted to accommodate high density and high rise built form. The Primary Corridors shall have a greater proportion of the corridor length in retail and mixed use forms, while the Secondary Corridors shall generally accommodate retail and mixed use forms in small clusters along the corridors with medium density housing located between the clusters.

2.5.2.2 The Urban Corridors shall be a focus for intensification through the Neighbourhoods which they traverse. However, it is anticipated that intensification will also occur within the surrounding Neighbourhoods particularly on sites along other arterial roads that are not designated as Urban Corridors.

2.5.2.3 The Secondary Corridors are currently characterized, in large measure, by single use buildings. The intent of this Plan is to evolve the Secondary Corridors to an increasing proportion of multiple storey, mixed use buildings in small cluster locations with at grade retail and service commercial uses.

2.5.2.4 Corridor studies or secondary planning shall be undertaken for the Urban Corridors to provide greater direction on mix of uses, heights, densities, built form and design. Pending the completion of such studies, the land use designations and policies, set out in Chapter E of the Official Plan, will provide direction for development proposals.

2.5.3 Design

DRAFT URBAN STRUCTURE POLICIES
2.5.3.1 Urban Corridors shall provide a comfortable and attractive pedestrian experience. Corridor studies and/or secondary planning shall make recommendations for active transportation connections including pedestrian improvements to individual sections of a corridor.

2.5.3.2 New development shall respect the existing built form of adjacent neighbourhoods by providing a gradation in building height and by locating and designing new development to minimize the effects of shadowing and overview on properties in adjacent neighbourhoods.

2.5.3.3 Reductions in parking requirements shall be considered in order to encourage a broader range of uses and densities.

2.6 Major Activity Centre Policies

Major Activity Centres are a significant urban structural element in the City. They act in many respects as mixed use nodal areas with a high level of in-commuting. However, their primary functions are largely dual purpose (education and health care), providing regional scale services. Major Activity Centres are major employment generators. The two identified Major Activity Centres are:

- McMaster University and McMaster University Medical Centre
- Mohawk College and St. Joseph’s Hospital (mountain campus).

The locations of Major Activity Centres are identified on Schedule E to this Plan.

2.6.1 Function

2.6.1.1 Major Activity Centres shall primarily accommodate major institutional uses but also provide for ancillary residential, recreation, research and office uses.

2.6.1.2 Majority Activity Centres shall be served by a range of transportation modes.

2.6.1.3 Major Activity Centres shall be linked by Primary Urban Corridors to other Urban Nodes including the Downtown and shall be served by the highest order transit service in recognition of the high ridership rates by students and employees.

2.6.2 Scale and Design

2.6.2.1 The land use policies, set out in Chapter E of the Official Plan, shall set out detailed policies on scale, massing, design and the permitted uses for each of the Major Activity Centres.

2.6.2.2 Redevelopment of Major Activity Centre lands to a non-institutional use may require the preparation of a secondary plan.
2.7 Neighbourhood Policies

Neighbourhoods are where the majority of Hamiltonians live, learn, socialize and play. Neighbourhoods are one of the key components of Hamilton’s urban structure and occupy the greatest proportion of the City. The City’s Neighbourhoods contain a mix of low, medium and high rise residential areas, in addition to our local streets, parks, open spaces, schools, places of worship and neighbourhood and convenience scale retail stores and services.

The Neighbourhoods are bordered and bisected, in a number of locations, by Urban Corridors. These corridors are a separate structural element from the Neighbourhoods, but in many locations, function as an integral part of the surrounding Neighbourhood often serving as the central focal point for the Neighbourhood.

Hamilton’s neighbourhood areas are, by and large, regarded as stable. However, that doesn’t mean these areas are static. These neighbourhoods will see some physical change over time. Neighbourhoods will evolve, older residents will move out, younger residents and families may move in, homes will be renovated or rebuilt, infill development will occur, commercial areas may be invigorated or underutilized commercial areas redeveloped. **Intensification** within Neighbourhoods is part of the evolution of a neighbourhood and can happen at a range of scales and densities provided that the **intensification** is compatible with and respects the built form and character of the surrounding neighbourhood.

The Neighbourhoods are identified on Schedule E to this Plan.

2.7.1 Function

2.7.1.1 Neighbourhoods shall primarily consist of residential areas and complementary facilities and services intended to serve the residents. These facilities and services may include parks, schools, trails, recreation centres, places of worship, retail stores, offices, restaurants and personal and government services.

2.7.1.2 The Neighbourhood element of the Urban Structure shall be implemented through specific land use designations. Sites of greater than 4 hectares in size shall be identified with separate designations on Schedules E-1 to **E-X** of the Official Plan.

2.7.1.3 Neighbourhoods shall permit and provide the opportunity for a full range of housing forms including **housing with supports**. Higher density housing shall generally be directed to the Urban Nodes and Urban Corridors.
2.7.1.4 The City shall permit and encourage **affordable housing** throughout the Neighbourhoods as well as in the Urban Nodes and Urban Corridors. The City shall develop and establish a minimum target for housing affordable to low and moderate income households.

2.7.1.5 Neighbourhoods shall permit a range of retail stores and services. These retail shops and services may be clustered into a plaza form or in a main street configuration. Over time, these commercial areas may evolve into a mixed use form where appropriate. Retail stores that cater to a broader regional market shall be directed to appropriate Urban Nodes. The specific commercial land use designations and policies in the Neighbourhoods section of this Plan, and applicable Secondary Plans are set out in Chapter E and Volume 2 of this Plan.

2.7.1.6 Neighbourhoods shall permit arterial commercial type uses in specific land use designations as specified in Chapter E of the Official Plan. These uses include services catering to the traveling or drive-by consumer as well as retail stores, which are land extensive, require outdoor storage or have a quasi-industrial-retail character, and cannot be appropriately accommodated in the Urban Nodes.

**2.7.2 Scale**

2.7.2.1 Neighbourhoods shall be regarded as physically stable areas. No change will be permitted which is incompatible with the character and built form of the neighbourhood as set out in Policy 2.3.3.

2.7.2.2 An application for infill and **Intensification**, which is not permitted by the specific land use designation or zoning, shall be assessed in terms of its ability to address the following matters:

   a) Compatibility with adjacent land uses including matters such as shadowing, overlook, noise, lighting and other nuisance effects;
   b) The relationship of the proposed building(s) with the height, massing, and scale of nearby residential buildings;
   c) The consideration of transitions in height and density to adjacent residential buildings;
   d) The relationship of the proposed lot(s) with the lot pattern and configuration within the neighbourhood;
   e) The provision of amenity space and the relationship to existing patterns of private and public amenity space;
   f) The ability to respect and enhance the streetscape patterns including block lengths, setbacks and building separations;
   g) The ability to complement the existing functions of the neighbourhood; and,
   h) Consideration for heritage conservation.
2.8 **Employment Area Policies**

Employment Areas are the primary employment generators in the City and the location of diverse areas of employment. These employment areas range from the historic, heavy industrial and port employment areas to planned business parks.

Employment Areas are identified on Schedule E of this Plan.

### 2.8.1 Function

2.8.1.1 Employment Areas shall provide employment through a broad range of uses, including traditional industrial uses, research and development uses and other uses. Uses which support the businesses and employees of the employment area shall be permitted. Major retail uses or residential uses shall not be permitted. The permitted uses are described in more detail in the Employment Area policies of this Plan.

2.8.1.2 Employment Areas within the City shall provide for a diverse range of employment opportunities in proximity to the City’s major infrastructure including the Port, the Airport, and the highway and transit network. It is important to provide a range of opportunities in order to meet the varying locational and market requirements for businesses including regionally significant industries.

2.8.1.3 In order to meet the long-term market demands and locational requirements of the various industrial sectors, it is important to retain all existing significant employment areas in the City.

### 2.8.2 Scale and Design

2.8.2.1 *Major office* buildings shall be directed to the *Downtown Urban Growth Centre*. Smaller scale office buildings shall be permitted within all Employment Areas.

2.8.2.2 Employment Areas shall be planned and designed to be easily accessible by a range of transportation modes including the automobile, transit and *active transportation*.

2.8.2.3 Employment Areas shall be planned and designed to maximize access to goods movement corridors and the efficiency of goods movement within the Employment Areas. Goods movement includes maximizing access to the highway network, the port and the airport.

2.8.2.4 Employment Areas shall be designed to improve the aesthetics from the public realm. Lands facing the QEW and service roads and at intersections
of the QEW shall be designed such that the placement of buildings, accesses and landscaping enhance the entrances and image of the City.

2.9 **Major Open Space**

The Major Open Space system includes the predominant natural and open space features that form part of a continuous system throughout the urban area. These features are comprised of the Niagara Escarpment and associated environmentally significant areas, the Red Hill Valley, Cootes Paradise, and Waterfront areas including, the West Harbour Area and the Waterfront Trail, Confederation Park and the Hamilton Beach Recreational Trail.

2.9.1 **Function**

2.9.1.1 The Major Open Space system provides for a variety of passive and active recreational opportunities for residents and visitors to the City.

2.9.1.2 The Major Open Space system is not the urban area Natural Heritage System, although some of its features shall also form part of the Natural Heritage System. Schedule B of the Official Plan delineates the Natural Heritage System.

2.9.2 **Scale**

2.9.2.1 In addition to the Major Open Space system, there are parks, open spaces and natural features which contribute to recreation and aesthetics of the City. The specific open space land use designations and policies within the Neighbourhoods and applicable Secondary Plans are set out in Chapter E and Volume 2 of the Official Plan.

2.10 **Interpretation**

The structural elements on Schedule E and the associated Urban Structure policies shall provide direction for specific land use designations and policies. The designations are contained on Schedules E-1 to E-X and within Chapter E of Volume 1, Volume 2 and Volume 3 of the Official Plan.
Glossary of Terms:

**Active Transportation**
Non-motorized means of transportation including cycling and walking.

**Affordable Housing**
In the case of ownership housing, the least expensive of:

a) housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or,
b) housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the *regional market area*.

In the case of rental housing, the least expensive of:

a) a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or,
b) a unit for which the rent is at or below the average market rent of a unit in the *regional market area*.

**Brownfield**
Abandoned, idled or underused industrial or commercial properties within the built-up urban areas where expansion or redevelopment is complicated by real or perceived environmental contamination, building deterioration/obsolescence, and/or inadequate infrastructure.

**Built-up Area**
All land within the *Built Boundary*.

**Built Boundary**
The limits of the developed urban area as defined by the Minister of Public Infrastructure Renewal in accordance with Policy 2.2.3.5 of the Province’s *Places to Grow Plan*.

**Downtown Urban Growth Centre**
The area corresponding with the Downtown Hamilton Community Improvement Project Area as defined at the date of adoption of this Plan and subject to Policy 2.2.4 of the Province’s *Places to Grow Plan*.

**Greenfield Area**
The area within the urban area that is not the *Built-up Area*.

**Greyfields**
Previously developed properties that are not contaminated. They are usually, but not exclusively, former commercial properties that may be underutilized, derelict or vacant.
Higher Order Transit
Bus or Light Rail that generally operates in its own right of way or in a priority situation and therefore moves more efficiently than the regular flow of traffic and can carry large numbers of people quickly and comfortably.

Housing with supports
Public, private or non-profit owned housing with some form of support component, intended or people who need support services to live independently in the community, where providers receive funding for support services. The tenure may be long term. “Housing with supports” has formerly been referred to as “special needs housing”

Intensification
The development of a property, site or area at a higher density than currently exists through:

a) redevelopment, including the reuse of brownfield sites;
b) the development of vacant and/or underutilized lots within previously developed areas;
c) infill development; or,
d) the expansion or conversion of existing buildings.

Intensification Areas
Lands identified by municipalities within the urban area that are to be the focus for accommodating intensification. Intensification areas include urban growth centres, intensification corridors, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings and greyfields.

Low and moderate income households
Means:
a) in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the regional market area; or
b) in the case of rental housing, households with incomes in the lowest 60 percent of the income distribution for renter households for the regional market area.

Major Office
Major office is generally defined as freestanding office buildings of 10,000 m2 or greater, or with 500 jobs or more.

Major Transit Station Area
The area including and around any existing or planned higher order transit station within the urban area. Station areas generally are defined as the area within an approximate 500m radius of a transit station, representing about a 10-minute walk.

Major Retail
Those retail establishments that provide goods for sale to the public that are not ancillary to or associated with employment uses. (This definition shall only be used in conjunction with designated Employment Areas.)
Redevelopment
The creation of new residential units, uses or lots on previously developed land in existing communities, including brownfield sites.

Regional Market Area
An area, generally broader than a lower-tier municipality, that has a high degree of social and economic interaction. In southern Ontario, the upper or single-tier municipality will normally serve as the regional market area. Where a regional market area extends significantly beyond upper or single-tier boundaries, it may include a combination of upper, single and/or lower-tier municipalities.

Transit Hub
The area including and around any major bus depot in an urban core that typically has inter-modal connections and where more than one mode of transportation connects.

Urban Area
The area inside the Urban Boundary.

Urban Boundary
The line that delineates the Urban Area from Rural Hamilton.