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.

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 an individual topic under Part 2 of the Official Plan Development Program.

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 nodes\(^1\), 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.

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.

\(^1\) 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.
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.
E.3 Community Nodes

The existing community nodes are perhaps the most diverse in terms of their range of uses and their population/job targets. For example, both Dundas and Stoney Creek community include local goods and services, places of worship, arena, variety of housing forms and densities that exemplify the vision and function of a Community Node. Other areas either due to some infrastructure constraint, age of development, and existing mix of uses require land use changes to move closer to/achieve the role of a Community Node. In some cases, such as downtown Ancaster and downtown 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.

### Sub-Regional Service Nodes Key Policy Directions:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Job/Population targets</td>
<td>100-150 pjh</td>
</tr>
<tr>
<td>Retail function</td>
<td>serves broader city as well surrounding neighbourhoods</td>
</tr>
<tr>
<td>Retail scale</td>
<td>100,000 m² (1 million ft²)</td>
</tr>
<tr>
<td>Intensification</td>
<td>37-40% (amount coupled Community Nodes and corridors, 9,800-10,600 units) by 2031</td>
</tr>
<tr>
<td>Form of housing</td>
<td>medium to high rise</td>
</tr>
<tr>
<td>Transit hub</td>
<td>important local transit hub</td>
</tr>
<tr>
<td>Urban design principles</td>
<td>create more pedestrian focus, interior streets mix of uses with building fronting on street parking should be accommodated underground or structures to support transit and allow for intensification</td>
</tr>
</tbody>
</table>

### Community Nodes Key Policy Directions:

<p>| | |</p>
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<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Job/Population targets</td>
<td>100 pjh</td>
</tr>
<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>
</tbody>
</table>

gradation of heights between node and abutting neighbourhoods to avoid shading
F. Corridors
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;
- 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.
Key Policy Directions:

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

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).

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 as 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 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 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.

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.

<table>
<thead>
<tr>
<th>Community Well-Being is enhanced.</th>
<th>☑ Yes</th>
<th>☐ No</th>
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</table>

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.

<table>
<thead>
<tr>
<th>Environmental Well-Being is enhanced.</th>
<th>☑ Yes</th>
<th>☐ No</th>
</tr>
</thead>
</table>

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.

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)
EXECUTIVE SUMMARY

The City of Hamilton is an amalgamation of seven municipalities (six local and one regional). Most of the former municipalities contain core areas, focal areas for the local communities, which are part of the broader fabric of urbanized land that stretches from old Stoney Creek in the east through Downtown Hamilton, to the former municipalities of Dundas, Ancaster, and Flamborough (Waterdown) in the west and parts of Glanbrook in the south. Hamilton’s numerous community centres are compact cores which are economically, socially and culturally diverse places offering a range of services and housing choices. These core areas act as local hubs, drawing people and capital together from all over the City and beyond. They are connected by transit lines, like the B-Line, and other major transportation spines, such as the Linc, Queen Elizabeth Way (QEW), Red Hill Valley Parkway, Main and King Streets and James and Upper James Street. These spines connect the City’s core areas to one another and to other important destinations like the City’s business parks and industrial areas, major institutional facilities like McMaster University and Mohawk College and sub regional retail hubs like Limeridge Mall and Eastgate Square. Nestled between these major structural elements are Hamilton’s vibrant neighbourhoods and precious open spaces; the Niagara Escarpment, Cootes Paradise, Lake Ontario and the waterfront areas.

On May 24th, 2006 the recommendations of the Growth Related Integrated Development Strategy (GRIDS) Growth Report were adopted by Hamilton Council. The report, completed by Dillon Consulting Limited, represented the culmination of an iterative process which began five years earlier when Council...
first directed staff to develop the integrated growth strategy known as GRIDS. The *GRIDS Growth Report* recommended a nodes and corridors structure as the basis for accommodating future growth in Hamilton. The GRIDS nodes and corridors structure linked the City’s key nodes via a series of transportation and transit corridors.

GRIDS was an integrated approach to long range policy, land use and infrastructure planning. GRIDS represented only one of the many strategic exercises that were being undertaken at the time, as the City was also in the process of preparing several key foundation studies and plans. These key foundation studies informed GRIDS and in turn the recommendations of GRIDS informed the studies. This iterative approach produced key foundation studies and plans including the Comprehensive Employment Study, the Commercial Strategy Study, Residential Intensification Study and Infrastructure Master Plans (Transportation Master Plan, Stormwater Master Plan and Water and Wastewater Master Plan). Other strategic studies/documents also helped to shape GRIDS, including the Economic Development Strategy, Social Development Strategy, Vision 2020 and Building A Strong Foundation (BASF).

The purpose of the Urban Structure Plan is to formally implement the nodes and corridors structure recommended in GRIDS. GRIDS did not produce a statutory plan under the *Planning Act*; rather it produced a council-adopted long term growth strategy for the City of Hamilton. The GRIDS Growth Strategy provided a broad direction for growth and was very schematic, simply identifying the general location of nodes and corridors. The purpose of the Urban Structure Plan project is to formally implement the GRIDS Growth Strategy and the recommendations of major foundation studies through an Official Plan Amendment (OPA). However, the Urban Structure Plan only addresses the recommendations from GRIDS and the other foundation studies that apply within the existing urban boundaries. The urban expansion recommendations from GRIDS will be addressed in other studies and Official Plan Amendments. Since the completion of GRIDS, work continued on the foundation studies and their recommendations have been further refined.
The GRIDS Growth Report also recognized there would be a need to further refine the Growth Strategy with respect to location/character of nodes and corridors, urban structure, land supply values and constraints. This Urban Structure Plan will add an important additional level of detail to the GRIDS Growth Strategy and provide clear policy direction for the City’s new Official Plan.

Specifically, the Urban Structure Plan will:

- Formally implement GRIDS and produce a statutory plan under the Planning Act;
- Identify and provide a broad policy direction for the City’s major structural elements;
- Establish general land uses, functions and densities for the nodes and corridors;
- Establish a consistent nomenclature for the nodes and corridors;
- Establish intensification targets for nodes;
- Further integrate the findings of the foundation studies with the GRIDS Growth Strategy; and,
- Provide an Urban Structure Schedule and recommended Urban Structure policies for the new Official Plan.

The purpose of this Urban Structure Report is to document the development of proposed Urban Structure Plan and policies. The report will also identify measures for implementing the proposed Urban Structure Plan.

The Urban Structure Plan will illustrate the key structural elements within the urban boundary of the municipality. The Urban Structure Plan is intended to establish the strategic framework within which more detailed land use designations and policies can be established. The Urban Structure Plan shall include the following key structural elements:

- Three Urban Node Categories (Downtown Hamilton Urban Growth Centre, Sub-Regional Service Nodes and Community Nodes);
- Two major Urban Corridor Categories (Primary and Secondary);
Employment Areas;
Major Activity Centres;
Major Transit and Transportation Infrastructure;
Major Open Space; and,
Neighbourhoods.

Note that the Urban Structure Plan will not identify land use designations, rather its purpose is to identify the City’s major structural elements and formalize them in policy framework. This policy framework will provide a foundation upon which the subsequent Official Plan land use designations can be built.

It is intended that the policy directions of this Report, as set out in Section 3.0, be implemented through an Amendment to Hamilton’s Rural Official Plan. The Urban Structure Amendment will build upon the Rural Official Plan and create the first component of the urban section of the new City wide Official Plan. Note that at this time the Rural Official Plan has not been approved by the Ministry of Municipal Affairs and Housing¹. Section 1.3 of this Report provides further explanation of how the Urban Structure Plan fits into the City’s Official Plan work program.

The urban structure policies will provide the key strategic intent of the Official Plan with respect to urban areas. The Urban Structure section of the Official Plan will contain the goals and principles for the Urban Area (Section 3.1), and contain detailed policies on each of the urban structure categories set out in Section 3.1 through 3.6 of this Report. It will also contain criteria to guide future land use decisions.

¹ In the event that the Rural Official Plan is not approved in a timely fashion, the Urban Structure Official Plan Amendment could be amended to the existing Regional Official Plan.
C3.0 URBAN STRUCTURE

The City of Hamilton is an amalgamation of seven municipalities (six local and one regional). Most of the former municipalities contain core areas, focal areas for the local communities, which are part of the broader fabric of urbanized land that stretches from old Stoney Creek in the east through Downtown Hamilton, to the former municipalities of Dundas, Ancaster, and Flamborough (Waterdown) in the west and parts of Glanbrook in the south. Hamilton’s numerous community downtowns are compact cores which are economically, socially and culturally diverse places offering a range of services and housing choices. These core areas act as local hubs, drawing people and capital together from all over the City and beyond. They are connected by transit lines, like the B-Line, and other major transportation spines, such as the Linc, Queen Elizabeth Way (QEW), Red Hill Valley Parkway, Main and King Streets and James and Upper James Street. These spines connect the City’s core areas to one another and to other important destinations like the City’s business parks and industrial areas, major institutional facilities like McMaster University and Mohawk College and sub regional retail hubs like Limeridge Mall and Eastgate Square. Nestled between these structural elements are Hamilton’s vibrant neighbourhoods and precious open spaces; the Niagara Escarpment, Cootes Paradise, Lake Ontario and the waterfront areas.

3.1 Urban Structure Elements

3.1.1 Hamilton’s urban structure includes the following key structural elements:

- Urban Nodes;
  - Downtown Hamilton Urban Growth Centre;
  - Sub-Regional Services Nodes; and,
  - Community Nodes.
- Urban Corridors;
  - Primary Corridors; and,
  - Secondary Corridors.
- Major Activity Centres;
- Neighbourhoods;
- Employment Areas; and,
- Major Open Space

Schedule A identifies Hamilton’s Urban Structure.

3.1.2 Hamilton’s urban structure also includes other key ingredients of this Plan, including the major transportation and transit corridors, the Hamilton International Airport, the Port of Hamilton and the natural heritage system which are addressed separately in Sections ___ of this Official Plan.
3.2 Guiding Policies and Principles for Hamilton’s Urban Structure

3.2.1 The City of Hamilton is committed to managing 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 __ of this Plan. In addition to the Nine Directions, the following principles are intended to guide development in Hamilton:

a) Support and facilitate development and investment in Hamilton’s Downtown and within the Nodes and Corridors;
b) Reduce dependence on the automobile through the continued development of compact, mixed-use, transit supportive and active transportation friendly urban environments;
c) Plan for a mix of housing types and densities, taking into account affordable housing needs;
d) Support intensification;
e) Recognize that our Neighbourhoods are stable, not static;
f) Promote and support design which enhances and respects the character of existing Neighbourhoods;
g) Protect Hamilton’s existing employment areas; and,
h) Support major office development in Hamilton’s Downtown.

3.2.2 In addition to the above noted guiding principles are a host of other important Provincial plans and policies and local plans, including:

a) Vision 2020;
b) The Provincial Policy Statement;
c) Places to Grow: The Growth Plan for the Greater Golden Horseshoe;
d) The Greenbelt Plan;
e) The Niagara Escarpment Plan;
f) Growth Related Integrated Development Strategy (GRIDS); and,
g) Master Plans – Water/Wastewater, Stormwater, Transportation and Solid Waste.
3.3 Growth Management

3.3.1 Population, Housing and Employment Projections and Targets

3.3.1.1 On June 16, 2006, the Province of Ontario adopted *Places to Growth: Growth Plan for the Greater Golden Horseshoe* (“the *Growth Plan*”), setting out a thirty year vision (2031) for how 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* states that these forecasts should be used as starting point for planning and managing growth in the GGH.

3.3.1.2 Population Targets

Hamilton’s 2031 population targets are as follows:

<table>
<thead>
<tr>
<th>City of Hamilton</th>
<th>Population Targets, 2001-2031</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2001</td>
</tr>
<tr>
<td>Population</td>
<td>510,000</td>
</tr>
</tbody>
</table>

*Source: Schedule 3, Places to Grow.*

3.3.1.3 Housing Targets

Hamilton’s 2001-2031 housing targets by unit type are as follows:

<table>
<thead>
<tr>
<th>City of Hamilton</th>
<th>Household Targets, 2001-2031</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2001</td>
</tr>
<tr>
<td>Units</td>
<td></td>
</tr>
<tr>
<td>Singles</td>
<td>113,000</td>
</tr>
<tr>
<td>Semis</td>
<td>6,000</td>
</tr>
<tr>
<td>Row</td>
<td>20,000</td>
</tr>
<tr>
<td>Apart</td>
<td>54,000</td>
</tr>
<tr>
<td>Total</td>
<td>189,000</td>
</tr>
</tbody>
</table>

*Source: Growth Outlook for the Greater Golden Horseshoe, Appendix E “Compact Scenario”*
3.3.1.4 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>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>2001</td>
</tr>
<tr>
<td>2011</td>
</tr>
<tr>
<td>2021</td>
</tr>
<tr>
<td>2031</td>
</tr>
</tbody>
</table>

Source: Growth Outlook for the Greater Golden Horseshoe, Appendix F "Compact Scenario"

3.3.2 Density Targets

3.3.2.1 Urban Growth Centre Density Target

The Growth Plan identifies a series of density and intensification targets. In accordance with the Growth Plan, Hamilton’s Downtown Urban Growth Centre will be planned to achieve a minimum gross density target of 200 people and jobs per hectare by 2031. Section 3.4 sets additional density targets for the other nodes.

3.3.2.2 Greenfield Density Target

Hamilton’s greenfield areas will be planned to achieve a minimum density of 50 people and jobs per hectare. The greenfield density target will be measured over Hamilton’s greenfield area, excluding natural heritage features designated in this Plan.

3.3.4 Residential Intensification Targets

Hamilton is required to achieve a minimum of 40 per cent of all residential development within its Built Up Area after 2015, representing 26,500 units between 2015 and 2031. The Built Up Area for Hamilton is identified on Schedule A of this Plan.

3.3.5 General Intensification Potential and Implementation

3.3.5.1 Intensification is the “development of a property, site or areas at a higher density than currently exists through:
a) Redevelopment, including the reuse of brownfield sites;
b) The development of vacant and/or under-utilized lots within previously
developed areas;
c) Infill development; and,
d) The expansion or conversion of existing buildings” (Provincial Policy
Statement, 2005”).

3.3.5.2 Intensification will be encouraged generally throughout the entire Built Up
Area, including the Nodes, Corridors and Neighbourhoods. At the urban
structure level, the City’s intensification areas are considered to be the Urban
Nodes and Urban Corridors. However, it is recognized that a portion of
intensification will also occur within the Neighbourhoods. Neighbourhoods
are stable but not static. Intensification within Hamilton’s Neighbourhoods
should be compatible with the character and built form of the surrounding
area.

3.3.5.3 While residential intensification should be compatible with the surrounding
area, 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 area in a way that does not cause an unacceptable
negative impact. With this in mind, residential intensification will likely occur
at densities that are higher than the surrounding area but within the range
permitted by the land use designation.

3.3.5.4 Generally, intensification will be distributed throughout the Built Up Area as
follows; 20 per cent to the Downtown, 37-40 per cent to the Nodes and
Corridors, and 37-40 per cent to the Neighbourhoods (with 15 per cent of the
total allocated to the Setting Sail area).

3.3.6 Urban Boundary

3.3.6.1 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 piped sewer and water services.
The land within the Urban Boundary represents a 20-year supply of
designated urban land and is intended to accommodate the majority of the
City’s projected growth and includes both the lands within the Built Up Area
and greenfield area.

3.3.6.2 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) 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) Completion of 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) Demonstrating 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) Other studies and policies which the City deems necessary.

3.3.6.3 The strategic direction for future expansions to Hamilton’s Urban Area Boundary is contained in Volume 3 of the Official Plan, Special Policy Areas (SPA) B – Future Urban Growth District and C – Future Employment Growth District.

3.3.7 Interpretation

3.3.7.1 The structural elements on Schedule “A” and the associated policies of the Urban structure are intended to be provide further direction for specific land use designations and policies. The designations and policies are contained on Schedule “E” and within Chapter E of Volume 1, Volume 2 and Volume 3 of the Official Plan.

3.4 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 should also provide a recognized sense of place to adjacent neighbourhoods.
The Official Plan sets out a hierarchy of nodes, ranging from the more intensely developed Downtown Hamilton which acts as a node within the context of the Greater Golden Horseshoe, to Sub-Regional Service Nodes which act are major centres of retail activity to the City, and to Community Nodes which act as focal points to a former local municipality or to a number of neighbourhoods.

3.4.1 Downtown Hamilton Urban Growth Centre

3.4.1.1 Function

a) Downtown Hamilton 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 A of the Urban Structures policies.

b) Downtown Hamilton 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. It will 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. As such, the Downtown Urban Growth Centre shall be the cultural and institutional centre of the City with major cultural, entertainment and institutional facilities directed to the Downtown.

d) 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.

e) The Downtown Urban Growth Centre shall also function as the key cultural and administrative centre of the City. As such, major public facilities, cultural uses, and major entertainment uses shall be directed to the Downtown Urban Growth Centre.

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

g) The Downtown Urban Growth Centre shall function as a vibrant residential neighbourhood with a large and diverse population. A broad range of housing types, including affordable housing, shall be encouraged as set out in the Downtown Hamilton Secondary Plan – Putting People first.
h) The Downtown Urban Growth Centre shall function as the major transit hub for the City with a nearby GO rail station and rapid transit systems extending east, west, north and south from the Downtown.

3.4.1.2 Scale

a) The Downtown Urban Growth Centre shall generally have the highest density within the City with a minimum overall density of 200 persons and jobs per hectare. In order to achieve the Growth Plan target of 40% intensification and to ensure a diverse, viable and active downtown, it is appropriate in the Downtown to exceed the Growth Plan target.

b) It is anticipated that the Downtown Urban Growth Centre will accommodate up to 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 - Putting People First.

3.4.1.3 Design

a) The Downtown Urban Growth Centre shall be designed as a predominant pedestrian focus with the built form generally situated close to the street. On the major retail streets, buildings shall be built up to the streetline with store fronts and other active uses opening onto the street. New development in other areas of the Downtown Urban Growth Centre should be built to create a comfortable pedestrian environment.

b) Streets within the Downtown Urban Growth Centre shall also be designed to cater to automobile, transit and active transportation including pedestrian and bicycle trips within the Downtown and from the surrounding Neighbourhoods.

c) Parking will continue to be provided within the Downtown Urban Growth Centre to serve the needs of residents, employees and consumers, and should 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 take advantage of the high level of transit service to the Downtown Urban Growth Centre.
3.4.2 Sub-Regional Service Nodes

Sub-Regional Service Nodes include the Limeridge and Eastgate Nodes as identified on Schedule A of the Urban Structures policies.

3.4.2.1 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 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 also 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 broad range of housing types, including affordable housing, shall be encouraged but the predominant form of new housing shall be in medium and high density buildings.

e) The Sub-Regional Service Nodes will serve as important transit hubs in the City. 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.

3.4.2.2 Scale

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

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. 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.

3.4.2.3 Design

a) The Sub-Regional Service Nodes are intended to develop a predominant pedestrian focus particularly on the key retail and mixed use streets within the Nodes. The evolution and humanization of these nodes shall be achieved through infilling of retail, service commercial, residential and mixed use buildings.

b) The Secondary Plans prepared for each Node shall identify priority pedestrian streets. On priority streets, buildings shall be built up 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 an 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. On sites of greater than 2.5 hectares a mix of uses shall be required.

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

e) Streets within the Sub-Regional Service Nodes shall be designed to improve pedestrian and bicycle trips within the Nodes and into the Nodes from the surrounding Neighbourhoods.

f) In order to accommodate additional densities and support transit, parking areas should, where feasible, be accommodated in underground or above ground structures. Any 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 take advantage of the higher level of transit service to the Sub-Regional Service Nodes.
3.4.3 Community Nodes

The following areas have been identified as existing Community Nodes:

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

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

iii) the Elfrida node as currently exists on Schedule A of the Urban Structures policies.

3.4.3.1 Function

a) Within each Community Node a range of uses should 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/or to several 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. This may include apparel and household goods as well as those meeting the weekly and daily needs of residents.

c) The Community Nodes will provide a limited employment function consisting primarily of employment in retail, services and 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, primarily in low and medium density housing 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.

3.4.3.2 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 with the character of their adjacent Neighbourhoods and/or other infrastructure and/or transportation constraints.
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) Due to infrastructure and transportation constraints, intensification will not be permitted in the Waterdown Community node until these 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.

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 stores at grade. The specific permitted heights and densities shall depend on the individual Community Node and will be established through detailed secondary planning for each node.

e) The Community Nodes 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.

3.4.3.3 Design

a) The Community Nodes are intended have a strong pedestrian focus.

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

ii) In the newer Community Nodes, an historic pedestrian focus does not exist. It is intended that these nodes shall evolve with a strong pedestrian emphasis. The evolution and humanization of these nodes shall be achieved through infilling of retail, service commercial and mixed use buildings while being sensitive to the character and density of surrounding residential areas.
b) Priority pedestrian streets shall be identified in each Community Node. On these priority pedestrian streets, buildings shall be built up to the streetline with store fronts and other active uses opening onto the street. New development in other areas of the Community Nodes shall be built to create a comfortable pedestrian environment.

c) The Community 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. On sites of greater than 2.5 hectares a mix of uses shall be required.

d) New development shall respect the existing built from of adjacent neighbourhoods by providing a graduation in building height 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 an important mode of transportation from the surrounding neighbourhoods, but it shall be balanced with the need to improve pedestrian access and opportunities for active transportation.

g) Parking shall continue to be provided primarily as on-street parking as well as 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 take advantage of the higher level of transit service to the Community Nodes.

3.5 Urban Corridor Policies

Urban corridors are classified into two types: Primary and Secondary. The Plan contains two Primary corridor spines:
  - a north south corridor consisting of James and Upper James; and
  - an east west corridor consisting of Main Street/King Street and Queenston Road.

Secondary Corridors include:
  - Centennial Parkway/ Upper Centennial;
  - Rymal Road;
  - Ottawa Street;
  - James Street North to the waterfront;
  - Main Street to the Dundas Community Node; and,
Queenston Road east of Centennial to Fruitland Road and potentially beyond Fruitland Road as a Future corridor.

The Urban Corridors are a separate structural element from the Neighbourhoods, set out in Section 3.7, 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 A to this Plan.

### 3.5.1 Function

3.5.1.1 Urban Corridors shall provide 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.

3.5.1.2 The Primary Corridors are intended to serve as a link between two or more nodes or major activity centres.

3.5.1.3 The Secondary Corridors are intended to link with nodes and employment areas or to Primary Corridors.

3.5.1.4 Urban Corridors shall function as commercial spines providing retail stores and services that cater primarily to the weekly and daily staple needs of residents within the surrounding neighbourhoods. Small scale retail stores that cater to a broader regional market may be also permitted.

3.5.1.5 Portions of the Urban Corridors shall be designated to permit arterial commercial type uses as set out in Chapter E 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.

3.5.1.6 Primary Corridors shall be served by the highest order transit service. Secondary Corridors shall be served by frequent express bus service.

3.5.1.7 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.

### 3.5.2 Scale

3.5.2.1 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.

3.5.2.2 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 designed as Urban Corridors.

3.5.2.3 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.

3.5.2.4 The specific permitted building heights and densities shall depend on the individual corridor and shall be established through detailed secondary planning or corridor studies.

3.5.3 Design

3.5.3.1 Urban Corridors shall provide a comfortable and attractive pedestrian experience. This experience does not mean that the extent of the corridors needs to be mixed use main streets but all corridors shall have a strong pedestrian priority.

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

3.5.3.3 Reductions in parking requirements shall be considered in order to encourage a broader range of uses and take advantage of the increased transit service along the corridors.

3.6 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 and out commuting. However, their primary function is largely dual purpose (education and health care). The two identified Major Activity Centres are McMaster University and Hospital and the Mohawk College and St. Joseph's hospital (mountain campus) as identified on Schedule A of the Urban Structures policies.
3.6.1 Function

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

3.6.1.2 Major Activity Nodes shall also function as major employment generators.

3.6.1.3 Majority Activity Centres shall be served by a full range of transportation modes in recognition of their regional serving nature, as well as the high rates of activity transportation access from surrounding neighbourhoods.

3.6.1.4 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.

3.6.2 Scale and Design

3.6.2.1 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 Nodes.

3.6.2.2 If residential development other than student housing is proposed in the St. Joseph's Mountain Campus/Mohawk College Activity Node, a comprehensive Secondary Plan study shall be prepared for the Activity Centre.

3.7 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.

These neighbourhood areas are, by and large, regarded as stable. However, that doesn’t mean these areas are static and will see some physical change. The 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.
The Neighbourhoods are 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 and serve as the central focal point for the Neighbourhood.

Although Neighbourhoods should be regarded as stable areas, it doesn’t mean that infill or intensification will not be permitted. Larger scale intensification in terms of heights and density will be encouraged within the Downtown, Urban Nodes and Urban Corridors. In the Neighbourhoods, intensification may occur 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 A to the Urban Structure policies.

3.7.1 Function

3.7.1.1 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, small retail shops, offices, restaurants and personal and government services.

3.7.1.2 The Neighbourhood structural element shall be implemented through specific land use designations corresponding to the functional land uses including residential neighbourhoods, neighbourhood commercial, open space, institutional, and utilities. Sites of greater than 4 hectares in size shall be identified with separate designations on Schedule E of the Official Plan.

3.7.1.3 Neighbourhoods shall permit and provide the opportunity for a full range of housing forms including special needs housing but with higher density housing shall be directed to the Urban Nodes and Urban Corridors.

3.7.1.4 The City shall permit and encourage affordable housing throughout the Neighbourhoods as well as the Urban Nodes and Urban Corridors. The City shall develop and establish a minimum target for housing affordable to low and moderate income households.

3.7.1.5 Detailed Secondary Plans shall be undertaken for some or portions of some Neighbourhoods. These Secondary Plans shall set out detailed policies for low, medium and high density residential areas. Low density areas shall permit a range of low rise, ground related housing forms such as single detached houses, semi-detached houses, street townhouses and walk-up apartments. Medium density areas shall permit small lot single detached
housing, semi-detached housing, townhouses, stacked townhouses and mid-rise apartments. High density areas shall permit a range of apartment housing forms.

3.7.1.6 Pending the completion of Secondary Plans for the Neighbourhoods, the land use designations and policies set out in Chapter E of the Official Plan will provide direction for development proposals.

3.7.1.7 Neighbourhoods shall permit a range of retail shops and services that cater primarily to the weekly and daily needs of the residents. These retail shops and services may be clustered into a plaza form or in a main street configuration, but in both cases shall be encouraged over time to transition into a mixed use form. Retail stores that cater to a broader regional market shall be directed to the Urban Nodes. The specific commercial land use designations and policies in the Neighbourhoods and applicable Secondary Plans are set out in Chapter E and Volume 2 of this Plan.

3.7.1.8 Neighbourhoods shall also permit arterial commercial type uses in specific land use designations 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.

3.7.2 Scale

3.7.2.1 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 3.3.5.3.

3.7.2.2 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.

3.8 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, port employment areas to modern business parks.

Employment Areas are identified on Schedule A to the Urban Structure policies.

3.8.1 Function

3.8.1.1 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 are also permitted. Major retail uses are not permitted. The permitted uses are described in more detail in the Employment Area policies of this Plan.

3.8.1.2 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 network. It is important to provide a range of opportunities in order to meet the varying locational requirements for businesses including regionally significant industries.

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

3.8.2 Scale and Design

3.8.2.1 Major office buildings shall be directed to the Downtown Urban Growth Centre. Small scale office buildings shall be permitted within all Employment Areas.

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

3.8.2.3 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.

3.8.2.4 Employment Areas generally shall be designed to improve the aesthetics from the public realm. Lands fronting on the QEW or at intersections of the QEW shall be designed such that the placement of buildings, accesses and landscaping enhances the entrance to the City.

3.9 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.

3.9.1 Function

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

3.9.1.2 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.

3.9.2 Scale

3.9.2.1 In addition to the Major Open System, there are parks, open spaces, natural features which contribute to the recreational 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.
Glossary of Terms:

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

Affordable Housing
In the case of ownership housing, the lease 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
Undeveloped or previously developed properties that may be contaminated. They are usually, but not exclusively, former industrial or commercial properties that may be underutilized, derelict or vacant.

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.

Greenfield Area
The area within the urban area that is not 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
Transit that generally operates in its own dedicated right-of-way, outside of mixed traffic, and therefore can achieve a frequency of service greater than mixed-traffic transit. Higher order transit can include heavy rail (such as subways), light rail (such as streetcars), and buses in dedicated rights-of-way.
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; or the area including and around a major bus depot in an urban core. Station areas generally are defined as the area within an approximate 500m radius of a transit station, representing about a 10-minute walk.

Redevelopment
The creation of new residential units, uses or lots on previously developed land in existing communities, including brownfield sites.

Regional Market Area
Refers to 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.
**Special Needs Housing**
Means any housing, including dedicated facilities, in whole or in part, that is used by people who have specific needs beyond economic needs, including but not limited to, needs such as mobility requirements or support functions required for daily living. Examples of special needs housing may include, but are not limited to, housing for persons with disabilities such as physical, sensory or mental health disabilities, and housing for the elderly.
# Summary of Comments Received for Urban Structure Plan

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<th>Submitted by</th>
<th>Comments</th>
<th>How addressed</th>
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| Developer    | Key elements/feature of nodes:  
• Exclusively neighbourhood retail uses in nodes.  
• Designation of mixed use nodes should not preclude the est. of big box developments which are part of life in North America.  

Important node design elements:  
• Higher density residential with neighbourhood and service commercial; and  
• No expansive commercial uses requiring large parking fields.  

Strategies for population and job targets:  
• To achieve node population and job targets, strategies should include live/work options and higher residential densities.  

City’s role in successful nodes:  
• Encourage higher residential densities with zoning provisions.  

Highest Priority Node:  
• Downtown node should have priority as reflection of City as whole.  

Other comments:  
• Let market dictate economic growth. Municipalities often over regulate development to own detriment. Cities evolve and grow as the result of market forces not government intervention. | • Urban design section added to the draft Urban Structure Report and to be supported by policies within the new Official Plan and appropriate Secondary Plan(s).  
• Recognize and promote alternative methods of transportation through the Official Plan and Transportation Master Plan. |
### Summary of Comments Received for Urban Structure Plan

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| Hamilton Chamber of Commerce | - Need to move forward quickly. Hamilton in spotlight for 3 reasons:  
  1. Growth spreading from GTA resulted in rapid physical growth in neighbouring jurisdictions and improvements in transportation and transit facilities that link to downtown Toronto core;  
  2. Greenfield development focused on Hamilton as neighbouring areas have limited supply; and  
  3. Implementation of plan in which Hamilton will emerge has transportation hub in GTA. Major infrastructure projects and initiatives help to achieve objectives (Red Hill Valley, Niagara GTA corridor, employment land opportunities around airport, expansion of port facilities and investment in Hamilton Airport).  
    - Growth potential of City now being recognized, but not enough shovel-ready land and have lost employment opportunities to other municipalities; require major change in supply of industrial lands;  
    - Need to generate future employment growth to:  
      - move assessment base away from dependence on residential sector;  
      - minimize the need for out-commuting;  
      - generate needed jobs to combat poverty and unemployment;  
      - re-establish City as self-sustaining, healthy community. | - Section on Goods Movement shall be included in the Urban Structure Plan and Official Plan.  
- Recognize the importance of phased policies and will implement where appropriate.  
- Develop new policies to bring the new Official Plan into conformity with new Provincial Initiatives, such as Greenbelt Plan and Places to Grow.  
- Make new policies consistent with the Provincial Policy Statements. |

USP should represent the ultimate framework for our community
## Summary of Comments Received for Urban Structure Plan

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<td>o Identify the elements, limits and gaps in the Plans affecting the long-term evolution of community (Nodes and Corridors Concept Plan, Greenbelt, Niagara Escarpment and Parkway Belt West Plans).</td>
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<td>o Provincial Growth Plan sees Hamilton as having an opportunity to accommodate a lot of new growth to achieve local and Provincial directives.</td>
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<td>o Hamilton has opportunity to intensify existing urban areas, as per Provincial Growth Plan, AND will have opportunities to expand current urban areas to accommodate future growth</td>
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<td>o Future growth will take place in designated Greenfield areas (gaps between existing urban boundary and Greenbelt limit) which may be implemented through the consideration of phasing policies.</td>
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<td>o Give consideration to how the urban structure (designated Greenfield Areas) will evolve within the context of the Places to Grow Plan and the Greenbelt plan</td>
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<td>o Important to consider long-term objectives and to focus on the big picture and what the mature state of the City will look like as way to avoid expansion on an add hoc basis. Urban expansion must occur through appropriate phasing policies.</td>
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<td>• Plan should incorporate policies and opportunities for proper movement of goods</td>
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<td>o Incorporate a goods movement strategy into broad planning philosophy and build in strategic linkages for movement internally and externally</td>
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<td>o Include information about the future GTA trade corridor with consideration as to how Hamilton can be integrated with external connections.</td>
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<td>Public Citizen</td>
<td>Key elements/feature of nodes:</td>
<td>• Urban design section added to the draft Urban Structure Report and to be supported by policies within the new Official Plan and appropriate Secondary Plan(s).</td>
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<td>• Lower energy use in commercial and residential developments;</td>
<td>• Master Transportation Plan highlights key transportation linkages and opportunities for active transportation infrastructure.</td>
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<td>• Fuel efficient cars and buses in the corridors connecting the nodes.</td>
<td>• Developing policies that deal with issues other than land use development. Address through “Quality of Life” policies in Official Plan to deal with housing, community facilities and open space and parks.</td>
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<td>Important node design elements:</td>
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<td>• Pedestrian and cycling infrastructure</td>
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<td>Strategies for population and job targets:</td>
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<td>• Encourage full time jobs and lower paid jobs in service industry.</td>
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<td>City’s role in successful nodes:</td>
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<td>• Build low cost housing, homes for seniors and more public health clinics.</td>
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<td>Highest Priority Node:</td>
<td>• Secondary nodes to alleviate congestion on primary node</td>
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<td>Other comments:</td>
<td>• Encourage sustainable construction like the one used at the Water/Wasterwaster Lab on Woodward Ave.</td>
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| Developer    | • Urban Structure needs to be updated but process is flawed  
  • GRIDS is flawed; numbers used in calculating land area are inaccurate (i.e. does not account for approx. 200 acres that the ORC own and is designated KARST)  
  • Preserving further 70 acres will further reduce land area for employment and residential.  
  • GRIDS numbers use pure gross acreage with no consideration for ESAs, park land, watercourses, schools, institutional uses, stormwater facilities and roads etc. all utilize land and will reduce supposed land for employment and residential.  
  • Need to review land left to be used for building before other work is to be done otherwise all other work done is useless. | Response to comments:  
  • Urban Structure Plan to implement GRIDS through OP amendment process.  
  • Council adopted preferred growth option which is based on nodes and corridors.  
  • Two areas for future growth; area for employment around Airport and other around Upper Centennial and Rymal.  
  • Project does not revisit land budget that was part of GRIDS.  
  • USP will not include urban boundary expansion for two areas mentioned earlier; future expansion will be considered as a separate process – land budgets will be required at that time.  
  • Airport secondary plan underway. |