

**CITY OF HAMILTON**

**PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT**  
**Strategic Services and Special Projects Division**

<b>TO:</b> Chair and Members Planning Committee	<b>WARD(S) AFFECTED:</b> 1, 2, 3, 4, 5, 9
<b>COMMITTEE DATE:</b> April 17, 2012	
<b>SUBJECT/REPORT NO:</b> Main, King, Queenston (B-Line) Corridor Land Use Strategy (Wards 1, 2, 3, 4, 5, 9) (PED12063)	
<b>SUBMITTED BY:</b> Tim McCabe Planning and Economic Development Department	<b>PREPARED BY:</b> Christine Lee-Morrison (905)546-2424 Ext. 6390
<b>SIGNATURE:</b>	

**RECOMMENDATION:**

- (a) That Option 2 Focused Reurbanization, as outlined within the Main King Queenston (B-Line) Corridor Strategy Study, Phase 1 – Corridor Options (March 2012), attached as Appendix A to Report PED12063, be approved as the preferred option for further work and action referenced in recommendation (b) below;
- (b) That the General Manager, Planning and Economic Development be directed to prepare a Corridor Strategy and Implementation Plan based on Option 2 Focused Reurbanization, and report back to the Planning Committee with the recommended strategy and plan as part of a public meeting under the Planning Act, and to undertake further public consultation prior to the scheduling of such public meeting.

**Appendix “A” to Report PED12063 contains the Main King Queenston (B-Line) Corridor Strategy Study, Phase 1 – Corridor Options (March 2012) and is not attached to this Report due to size and format. The complete report is available for viewing in the Office of the City Clerk, City Hall, 71 Main St. W., 1st Floor or on the City of Hamilton website at: [www.hamilton.ca/nodesandcorridors](http://www.hamilton.ca/nodesandcorridors).**

**EXECUTIVE SUMMARY**

The foundation for growth and development in the City of Hamilton is based on a Nodes and Corridors structure, which implements the Growth Related Integrated Development Strategy (GRIDS) and is contained within the Urban Official Plan (adopted 2009 and approved in 2011, under appeal). In 2010, work began on the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study (see Study Area map page 2 Appendix A). Extensive consultation has occurred throughout the planning process (see Appendix C).

The concept of a Corridor Strategy for the Main, King, Queenston (B-Line) Corridor is consistent with the current policy framework of the City of Hamilton. An implementing Official Plan Amendment will be required to incorporate the heights, densities, and mix of land uses necessary to implement Option 2 Focused Reurbanization. As the Urban Official Plan (OP) has been appealed to the Ontario Municipal Board, it is not yet in effect. Option 2 does not comply with the existing Official Plans in effect as they did not anticipate a Nodes and Corridors urban structure. The Plans would need amending to implement Option 2. Should recommendations (a) and (b) be approved, staff will proceed to prepare the required implementing Official Plan Amendments and will be reporting back to Committee with the details.

Background studies and consultation revealed a number of challenges and opportunities related to the Corridor. Changing demographics combined with other factors, can result in declining investment, image and services along the Corridor. One of the key outcomes of consultation is the recognition of the need for reurbanization along the Corridor (see Corridor Vision, page 10 of Appendix A). A key element of revitalization and transformation is intensification. Therefore, a central element of the Corridor Plan will focus on how to achieve intensification in a manner that brings vitality to the Corridor while respecting established neighbourhoods.

Three options for the Corridor were developed. All three options promote the Corridor as a mixed use, transit oriented corridor and would provide the necessary direction to achieve the City's intensification targets. The three options show different ways of applying the planning and design tools as described in the Draft City Wide Corridor Planning Principles and Design Guidelines (February 28, 2012, see Report PED11125(a)) and of allowing a mid-rise built form to occur. The options also include a range of high to low levels of redevelopment.

**Option 1 Maximum Reurbanization** (pages 24 to 29 of Appendix A): assumes that mid-rise scale and pedestrian focused development occurs along the entire Corridor maximizing redevelopment potential. Land assembly, facilitated through zoning, would be necessary in most areas to create properties of sufficient size to construct mid-rise buildings.

**Option 2 Focused Reurbanization** (pages 30 to 35 of Appendix A): applies a variety of built forms and ground level activity scenarios with the focus of reurbanization activity concentrated in focal areas (transit stops). Land assembly would be facilitated in focal areas to promote mid-rise buildings.

**Option 3 Select Reurbanization** (pages 36 to 41 Appendix A): provides the lowest redevelopment potential as it allows development to occur largely based on existing property sizes. Transit Oriented Development (TOD) is more difficult to achieve as the built forms suitable for TOD may not necessarily correlate to high activity areas and transit stops.

The three Options were evaluated based on a set of criteria (see page 42 Appendix A) and Option 2 is recommended. This Option provides a balanced approach, facilitating and allowing for reurbanization and intensification, while addressing potential impacts on, and fit with, adjacent neighbourhoods.

The Main King Queenston (B-Line) Corridor Strategy Study, Phase 1– Corridor Options (March 2012), attached as Appendix A, documents the background, consultation, options development and evaluation process. Should this report be approved, as part of the next steps, a detailed strategy for the Main, King, Queenston (B-Line) Corridor would be prepared.

*Alternatives for Consideration – See Page 21*

<b>FINANCIAL / STAFFING / LEGAL IMPLICATIONS</b> (for Recommendation(s) only)
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**Financial:**

Following approval of this report, staff will develop a Strategy and implementation measures based on Option 2 Focused Reurbanization. There is approved Capital Budget available in Project ID 8141055100 Nodes and Corridors Secondary Plans (2010, 2011 and 2012 Capital) in the amount of \$512,800 to finalize this work. In addition, as outlined in the Historical Background Section of this report, the next phase of the Nodes and Corridors work program will be to complete node and/or corridor plans for James Street North and Centennial Parkway in the vicinity of the future GO stations. The balance of these funds will be used to provide the necessary resources in order to proceed with the James Street North and Centennial Parkway planning work.

**Staffing:**

The above noted Main, King, Queenston (B-Line), James Street North and Centennial Parkway nodes and corridors planning work will be undertaken with existing staff complement, and/or contract staff, and will utilize the above noted Capital funds.

**Legal:**

As required by the Planning Act, Council shall hold at least one (1) Public Meeting to consider an application for Official Plan Amendments and Zoning By-law Amendments. However, implementing Official Plan Amendments and Zoning By-law Amendments are not being presented at this time. As per recommendation (b) staff will be reporting back to Committee with a Corridor Strategy and Implementation Plan, which would include any required statutory Public Meeting under the Planning Act.

**HISTORICAL BACKGROUND** (Chronology of events)

Nodes and Corridors Urban Structure

The foundation for growth and development in the City of Hamilton is based on a Nodes and Corridors structure, as established in GRIDS. The urban system includes a number of key focal points of activity known as nodes, well connected by a series of corridors. These are key areas for intensification in the approved growth concept, intended to include a broad mix of land uses including higher-density residential, retail, institutional and recreational uses. Corridors are also identified as the locations for higher order transit services, linking the nodes together and facilitating the movement of people from place to place. The nodes and corridors urban structure is contained within the Urban Official Plan (adopted 2009 and approved in 2011, under appeal).

Over the past several years, the City has been developing a supportive policy framework for corridor growth and revitalization including:

- In 2006, GRIDS set out the nodes and corridors urban structure as the basis for change and growth in the City, confirming the B-line (Main-King-Queenston) as a major corridor.
- The City's Transportation Master Plan, 2007, reflects the nodes and corridors framework and relies on aggressive transit improvements and an urban fabric with a high degree of connectivity. The City's overall long term transportation goal, is to reduce auto vehicle-kilometres by 20% by the 2021-2031 timeframe, with specific modal split targets for transit trips to increase from 5% (2001) to 12% and walking and cycling trips from 6% (2001) to 15%, within the same timelines.
- The Urban Official Plan (OP), established the City's corridors as a significant opportunity for creating vibrant pedestrian and transit oriented places through investment in infrastructure, residential intensification, infill and redevelopment and careful attention to urban design. Policy E.2.4.13 of the Official Plan specifically states that "*Corridor studies or secondary planning shall be undertaken for the Urban Corridors to provide greater direction on mix of uses, heights, density, built form and design.*"

- In August 2010, Transit Oriented Development (TOD) Guidelines were approved for the City, which will be used as a tool to foster transit supportive development along transit corridors and routes.
- In 2010 a Capital Budget was approved to begin work on Secondary Planning for Nodes and Corridors (project ID 8141055100). B-Line Secondary Plan work was noted, as a specific study area.
- In the Summer of 2010, work began on the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study, a corridor study which will implement the OP in accordance with policy E.2.4.13, as noted above. The planning study has been coordinated with the Rapid Transit initiative, specifically the B-Line Planning, Design and Engineering work. Timing of the new OP adoption and the status of the Rapid Transit studies allowed for this opportunity to coordinate.

*Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study*

As noted above, the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study began in the summer of 2010. Since this time, a number of information reports and one recommendation report have been presented or distributed to Council. A summary of the relevant reports is attached as Appendix B.

The purpose of the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study is to:

1. Develop a long term strategic plan to guide future growth and change along the Main, King, Queenston (B-Line) Corridor.
2. Establish a vision for the Corridor including a set of development principles through engagement of Corridor stakeholders.
3. Identify appropriate transit-supportive land use and development patterns that:
  - support the well-being of adjacent neighbourhoods.
  - support and facilitate a viable future rapid transit line.

The Corridor study area is shown on page 2 of Appendix A and includes:

- Main Street West, King Street, Main Street East and Queenston Road;
- Approximately fourteen (14) km from McMaster to Eastgate;
- Four hundred (400) m on either side of the Corridor;
- Corridor frontages and adjacent neighbourhood fabric;
- Two nodes (Downtown, Eastgate); and,
- One Major Activity Centre – McMaster.

Recognizing that the Downtown Urban Growth Centre is the pre-eminent node in the City with a different function and scale than the majority of the Corridor, the Downtown area is omitted from the Corridor development options. The Downtown area is presently being studied as part of the review of the Downtown Secondary Plan, which is targeted for completion in the Autumn of 2012.

In addition, based on Policy E.2.4.13 of the Official Plan, *corridor studies or secondary planning shall be undertaken for the Urban Corridors to provide greater direction on mix of uses, heights, density, built form and design*. As such there are two approaches that were considered. Adoption of the Corridor Plan as a Council approved strategy or adoption into the Official Plan as a full Secondary Plan. Staff are proposing that the Corridor Plan be adopted as a strategy (including an urban design guide) rather than a full Secondary Plan, for the following reasons:

- A strategy approach works when there are multiple layers of plans (e.g. existing or future Secondary Plans) and still provides the basis for further planning studies, rezonings, and/or other more detailed planning initiatives, with a higher level of public input;
- A strategy allows a level of flexibility for change and refinement of strategy components; and,
- A strategy coordinates land use planning and design initiatives with others types of initiatives required for the corridor's revitalization and reurbanization (e.g. incentive programs, public realm improvements, etc.).

The planning process for the study has included:

- Two Background reports, the Opportunities and Challenges Report (Spring 2010) and the B-Line Background Report (Spring 2011);
- The establishment of a Corridor Vision statement (page 10, Appendix A);
- An analysis of existing densities, lot sizes and fabric, and appropriate built forms;
- Development of conceptual development plans for focal areas (Transit Station Areas), through public Design Charettes and meetings;
- Development and evaluation of 3 Corridor Options (See Analysis Section of this report); and,
- Development of Draft City Wide Corridor Planning Principles and Design Guidelines (presented to Committee/Council in a separate report: PED11125(a)).

The following study components are underway or pending this report:

- Urban Design Guidelines specific to the Main, King, Queenston (B-Line) Corridor (e.g. the Focal Areas);
- A parking and loading study. The results of this study will be presented as part of the Corridor strategy, urban design guidelines and implementing zoning by-law;

- A study of Cultural Heritage Landscapes. The results of this study will be presented as part of the Corridor implementation strategy, urban design guidelines and implementing zoning by-law;
- A Corridor Strategy and Implementation Plan; and,
- Implementing Official Plan and Zoning By-law amendments.

Based on the strategy approach, the study will be documented in two reports. The first report, the Main King Queenston (B-Line) Corridor Strategy Study, Phase 1– Corridor Options (March 2012), is attached as Appendix A and documents the Vision development, planning and design tools, urban design directions and formulation of options for corridor development.

Pending the outcome of this staff report, a Phase 2 report, as recommended in (b) of Staff Report PED12063, would be prepared and would include the development of various strategy components – programs, initiatives, actions, and amendments to Official Plans and Zoning By-laws, that will work together with the corridor development option from Phase 1 to form ‘The Strategy’.

*Report No. CM11016/PW11064/PED11154/FCS11072 Regarding Conventional, Rapid And Inter-Regional Transit: Technical, Financial And Land Use Considerations*

Approved (as amended) by Council on October 26, 2011, this report included a comprehensive update on Conventional, Rapid and Inter-Regional Transit: Technical, Financial and Land Use Considerations, specifically the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study. It included a number of public transportation related recommendations, including the status of the Rapid Transit Planning, Design and Engineering work for the B-Line and initiatives to support enhanced regional public transportation integration throughout the Golden Horseshoe. The following recommendation was part of the report approved by Council:

“That the General Manager of Planning and Economic Development complete the B-Line Nodes and Corridors Land Use Planning Study and give priority to the completion of node and/or Corridor Plans for James Street and Centennial Parkway in recognition of the planned GO Transit stations at James Street North and Centennial Parkway, as part of a long term Nodes and Corridors Planning Work Program.”

Based on the foregoing, upon completion of this study for the Main, King, Queenston (B-Line) Corridor, the next phase of the Nodes and Corridors planning program would be to complete node and/or corridor plans for James Street and Centennial Parkway in the vicinity of the future GO stations.

Coordination with the Rapid Transit Initiative

The Main, King, Queenston (B-Line) Nodes and Corridors Land Use Study has been coordinated with the rapid transit initiative for the B-Line. Although, it should be noted that the Land Use Study is required to implement the Official Plan direction independent of the rapid transit initiative.

With respect to the Light Rail Transit project for the B-Line, on October 26, 2011, Council approved completing planning works currently underway including:

- All deliverables relating to the Contribution Agreement between the City of Hamilton and Metrolinx (e.g. the planning design and engineering works);
- The project benefit and cost report (*Making the Case*), including the cost of not doing LRT and a triple-bottom line analysis;
- Maintenance Storage Facility analysis and Environmental Assessment;
- B-Line Phasing Strategy; and,
- Electromagnetic Field and Vibration Study, including mitigation measures, at McMaster University.

The Rapid Transit team is currently working on these items and will report back to Committee/Council as work progresses. The outcome of the above noted studies is not expected to have any direct impact on the recommendations in this report. The B-Line phasing strategy, if approved, could be a consideration in the prioritization of Option 2 focal areas for development incentives.

**POLICY IMPLICATIONS**

**Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study**

As noted in the Historical Background section of this report, the preparation of a Corridor plan or strategy for the Main, King, Queenston (B-Line) Corridor is consistent with the current policy framework in the City of Hamilton, including the Urban OP and the City of Hamilton Transportation Master Plan.

The concept of an urban mixed use, transit supportive, corridor as part of a nodes and corridors structure is also consistent with Provincial policy directions, including the Provincial Policy Statement, Places to Grow Growth Plan for the Greater Golden Horseshoe and the Big Move (Regional Transportation Plan). A discussion on Places to Grow and City of Hamilton OP intensification targets is included in the Analysis/Rationale for Recommendation Section of this report, on pages 18 to 19.



In addition to the above, the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Planning Study would:

- Implement City of Hamilton Strategic Plan 2008-2011 key activities 4.2.2 (Prepare details secondary plans for employment areas and identified nodes and corridors) and 4.9.4 (Prepare Secondary plans/design guidelines for identified nodes and primary corridors).
- Implement the Planning and Economic Development 2010 – 2012 Business Plan, Choosing our Future... Working Together, under section 4. Growing Our Economy b) A Streamlined Approval Process (development of implementation strategies including urban design guides and zoning) and d) Focused Support for the Development of Key Business Sectors and Redevelopment Areas (preparation of a secondary plan for the corridor).

## **RELEVANT CONSULTATION**

Since the initiation of the study a number of consultation events have been held with stakeholders, including residents, neighbourhood associations, business owners, institutions, developers, chamber of commerce and others. Where appropriate, consultation was coordinated with the B-Line rapid transit initiative. Public consultation began in September 2010 and included the following:

- Kick off public information centre (PIC);
- Visioning focus groups and public visioning workshop (8 events across the Corridor);
- PICs presenting the draft Corridor Vision Statement (7 events across the Corridor);
- Development industry focus group;
- Design Charrettes and PICs/presentations (6 events across the Corridor);
- PICs and presentations on Corridor options (3 events across the Corridor);
- Posting of City Wide Corridor Planning Principles and Design Guidelines for comment; and,
- Project web site, newsletters and notices

A summary of consultation is provided below and details of the Public events are attached as Appendix C.

### **Public Consultation**

Overall, at least 377 attendees were recorded at the various events. Valuable input has been received in terms of stakeholders' vision for the future character and revitalization of the Main, King, Queenston (B-Line) Corridor. Through the visioning exercises several issues/themes for the Corridor were identified such as diversity, quality

aesthetics and urban design, vibrant gathering places, focal points and destinations, pride and sense of place, connectivity, vitality, pedestrian friendly and sustainability. Consultation with citizens resulted in the Main, King, Queenston (B-Line) Corridor Vision Statement (10 of Appendix A).

During consultation, staff heard that citizens want a reurbanized Corridor through an increasing population, improved image, better public spaces and sustainable public

services. At the same time, some have voiced concerns about the impacts of new development and intensification necessary to accomplish reurbanization. These concerns are not unique to the Hamilton community. The Mid-rise Symposium Discussion Paper (2009) by the Canadian Urban Institute stresses the importance of public education to build confidence in the mid-rise building form, and alleviate fears. The following are some of the concerns related to intensification expressed by stakeholders:

- Low quality or no development may occur;
- Scale of intensification internal to neighbourhoods;
- More traffic congestion;
- Building heights may be too tall;
- Traffic/parking impacts on neighbourhoods;
- Maintaining housing affordability; and,
- Lack of safe high quality pedestrian environment;

In order to explore some of these issues with the public and illustrate how mid-rise development could work in the Hamilton context, during June and July of 2011, design charrettes and public meetings were held across the Corridor. During these events, stakeholders assisted with creating and presenting designs of possible future development along the Corridor. These were interactive sessions, in which stakeholders could help visualize what mid-rise type development might look like and how it would fit with their streets and neighbourhoods.

Following this, in November of 2011, public information centres and presentations were held on the three Corridor options outlined in the Analysis section of this report. As discussed in the Analysis section of this report, Option 2 Focused Reurbanization provides a balanced approach as it provides for the desired reurbanization and intensification, while addressing the concerns of residents with respect to potential impacts on, and fit with, adjacent neighbourhoods. The majority of residents who attended the November 2011 public events were in favour of Option 2.

Full reports and materials from all events are available on the project website: <http://www.hamilton.ca/nodesandcorridors>.

### **Advisory Committee**

As the Rapid Transit Citizen Advisory Committee (RTCAC) was formed in September 2010 and included membership from the Main, King, Queenston (B-Line) Corridor, including residents and business owners, as well as some City-wide membership, it was appropriate to use this advisory committee for both the Rapid Transit initiative and the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Study. This Committee has been an important part of the consultation and outreach process. The RTCAC met monthly and received presentations and provided input at key points throughout the study.

### **Development Industry Workshop**

The project team heard through land use visioning exercises held in late 2010 and early 2011 that revitalization through new investment and employment opportunities, and a growing population along the Corridor is important to citizens. This type of investment, mainly in intensification projects is also important in meeting the City's growth management goals and Official Plan principles, specifically along the Main, King, Queenston (B-Line) Corridor. As such, a focus group session was held on March 25, 2011 to reach out to those in the development industry with interest or experience in developing intensification projects. The aim was to gain a better understanding of intensification development opportunities in the context of the Main, King, Queenston (B-Line) Corridor.

Members of the regional development industry; developers, architects, planners and real estate professionals were invited to come together for a half day to learn more about the Corridor planning study and to discuss issues of intensification, the forms of intensification that will and will not work in the Corridor and City policies and programs that could be changed or implemented to better encourage intensification.

#### **Overview of the Discussion**

Following discussion, a general consensus formed around two main questions as outlined in the following responses:

***Question 1: What are the biggest barriers to achieving a successful intensification project along the B-Line corridor?***

- Macroeconomic issues including lack of employment opportunities, low incomes, a weak market and low property values.
- Cumbersome planning procedures and processes which are misaligned with policy intent.
- Government imposed costs including development charges, parkland dedication requirements (which are felt to have punitive high density formulas) and application fees.

- Safety and security issues for residents along the Corridor.
- Lengthy application process, including unknown outcome of public participation process.
- Inflexible zoning, including parking requirements, and extensive upfront study requirements.
- Uncertainty related to heritage regulations and designations.

***Question 2: What are the most important policy and program changes the City could make to help implement intensification along the corridor?***

- Expand existing downtown incentive programs to entire Corridor.
- Reduce the scope of the application process.
- Encourage public-private partnerships (P3).
- Share the risk with developers in terms of accountability, reporting and study requirements.
- Introduce flexible zoning, including reduced parking, and as-of-right zoning to permit land assembly and increase property values.
- Eliminate government costs including development charges.

The participants also identified many other important opportunities, concerns and innovative ideas for change. These have been reviewed and evaluated and are informing the land use study as it is presented in this report and as it moves forward.

For more information a full report on this focus group is available on the project website: <http://www.hamilton.ca/nodesandcorridors>.

### **Staff and Agency Review**

With respect to staff review and involvement during the planning process; a staff advisory committee, the Corridor Land Use Working Group (CLUWG), was established specifically for the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Study. Meetings were held at key points in the process, information provided and comments invited. The list of City Departments consulted through the CLUWG is attached as Appendix D. In addition, early in the study, a circulation of public agencies was undertaken. The list of agencies circulated is attached as Appendix E. There are no outstanding staff or agency concerns. Further staff and agency consultation will be done when a draft Strategy, implementing Official Plan and Zoning By-law amendments are finalized.

### **Proposed Consultation**

Should this report be approved, in accordance with recommendation (b), further public consultation will be undertaken on the more detailed strategy components and

implementation plan that will form the Phase 2 report, including any required Official Plan and Zoning By-law amendments, before reporting back to Committee for the required statutory Public Meeting under the Planning Act.

### **ANALYSIS / RATIONALE FOR RECOMMENDATION**

(include Performance Measurement/Benchmarking Data, if applicable)

The Main King Queenston (B-Line) Corridor Strategy Study, Phase 1– Corridor Options (March 2012), attached as Appendix A, documents the background, consultation, urban design direction, options development and evaluation processes.

#### **Opportunities and Challenges**

Background studies and consultation with stakeholders revealed both a number of challenges and opportunities related to the Main, King, Queenston (B-Line) Corridor, as outlined on page 13 of Appendix A. Population trends show a declining population in large areas along the Corridor. Between 2001 and 2006 Wards 1, 2, 3, 4 and 5 all declined in population; with decreases ranging from 1.6% in Ward 2 to 5.9% in Ward 1. Within the neighbourhoods abutting the Corridor, 19 out of 27 neighbourhoods lost population with an average loss of 260 people between 1996 and 2006. The range of loss varies from 5 to 680, with three neighbourhoods losing more than 650 people. These changing demographics, combined with other factors, can result in declining investment, image and services along the Corridor. One of the key outcomes of the consultation and visioning processes is the recognition of the need for reurbanization along the Corridor to reverse the decline in population. Reurbanization is a coordinated approach to the redevelopment of land within the existing urban fabric to accommodate regional growth. It improves and makes better use of existing urban infrastructure and services before introducing new ones and involves the following:

- Increasing the population in an area through residential intensification;
- Increasing investment in an area;
- Increasing neighbourhood vitality and improving image;
- Making more efficient use of existing infrastructure; and,
- It may over time reduce the property tax burden as more people share the same amount of infrastructure.

#### **Corridor Vision and Goals**

The above reurbanization concepts are all consistent with the direction for Corridor development in the City's OP. The Corridor Vision describes a revitalized Corridor: a location for investment in business, development and redevelopment of buildings, growth in population, supported community facilities and services, all in a beautiful,

liveable, vibrant environment. Achieving reurbanization and this Vision will require a substantial physical and economic transformation along many parts of the Corridor.

A key element of revitalization and transformation is intensification – stabilizing and growing the population in the Corridor to support local businesses, institutions and

community facilities such as community centres, parks and schools. Therefore, a central element of the Corridor Plan will focus on how to achieve intensification in a manner that brings vitality to the Corridor while respecting and protecting the character of the many established neighbourhoods in the Corridor. This is reflected in the Corridor goals as outlined on 14 of Appendix A.

### **Development of Corridor Alternatives**

Three options for future development of the Corridor have been developed as detailed in the Phase 1 - Corridor Options (March 2012) report. The options were developed with an understanding of the challenges for development in the Corridor and the planning tools available to influence the form of development. These options represent three geographical ways of achieving intensification across the Corridor, at three different scales. All three options promote a mixed use Corridor. The planning and design tools described in the Draft City Wide Corridor Planning Principles and Design Guidelines (February 28, 2012, see Report PED11125(a)) are applied differently in each option. Each option will provide the necessary direction to achieve the City's intensification targets for the Corridor in the context of GRIDS and Provincial intensification policies found in the Official Plan and Places to Grow.

Each of the three Options identifies Areas of Change. The options describe built forms for properties fronting and within the Main, King, Queenston (B-Line) Corridor, as well as properties that front onto arterial streets that intersect these streets. These areas are considered to be the Areas of Change within the Corridor. Residential areas adjacent to these main streets are stable and are not the locations where significant changes in built forms should be taking place.

Each of the Options also focuses on mid-rise buildings as a means of achieving Corridor goals for intensification. The mid-rise form is moderate in scale and is an appropriate type of development to achieve reurbanization and intensification, while integrating into an established urban fabric. Mid-rise buildings are generally greater than 3 storeys in height, but no more than 12 storeys, however, for the majority of the Corridor buildings no more than 8 storeys could be developed, based on the standards proposed. The Options show different ways of allowing a mid-rise building form to occur throughout the Corridor. Ensuring high quality design and materials in mid-rise building forms would help create the vibrant street life on the Corridor desired by citizens. The Options also show other areas where other forms and scales of development are appropriate, but the main differences between the Options are where and how mid-rise building forms are to be promoted.

## **Forms of Development**

The following forms of development are proposed in all three Options, however, are proposed at different intensities and locations along the Corridor:

### **Residential**

This category is applied where development should remain, primarily, in its current residential form. These areas consist generally of existing smaller residential forms (single detached houses, semi-detached houses, townhouses, low rise apartment buildings). Similar residential forms of development are suitable in these areas, rather than mixed use buildings.

- Suggested building heights: 2- 3 stories.

### **Small Scale Reurbanization**

This category is applied where mixed use intensification is appropriate, but smaller lots exist and there are limited opportunities for appropriate land assembly, or where land assembly would be inappropriate given the adjacent urban fabric. Suitable forms include residential townhouses, small infill commercial, live-work buildings, or main street forms of mixed use buildings. Both new development and adaptive reuse of existing buildings are appropriate. These areas may have a heritage character.

- Lot Size: Typically less than 35 m deep and 30 m wide.
- Suggested building heights: 2-4 stories.

### **Mid-Rise Reurbanization**

This category is applied where mixed use intensification is appropriate and the urban fabric is suitable for the mid-rise building form. This includes areas where lot sizes are large enough to accommodate mid-rise buildings and features such parking, loading and landscaping and appropriate transition to lower form residential uses behind. These buildings could be residential, commercial or mixed use.

- Lot Size: Greater than 35 m deep and 30 m wide and less than 2.5 ha/6.2ac in size.
- Suggested building heights: 2-8 stories.

### **Mid-Rise Reurbanization with Land Assembly**

This category is applied where mixed use intensification is appropriate and current lot configurations are not sufficient to accommodate mid-rise development, however, opportunities for acceptable land assembly exist. The opportunities for mid-rise

redevelopment have been maximized through future land assembly while maintaining minimal impacts on adjacent neighbourhoods.

- Lot Size: Typically greater than 35 m deep and 30 m wide and less than 2.5 ha/6.2ac in size.
- Suggested building heights: 2-10 stories.

### **Precinct Reurbanization**

The largest properties on the Corridor provide a variety of mixed use redevelopment opportunities. Precincts can combine different building types, uses and public spaces according to TOD principles. The edges of the precinct must address the character of the adjacent properties and connections to the Corridor are essential.

- Lot Size: Greater than 2.5 ha/6.2 ac.
- Suggested building heights: 2-12 stories.

These forms of development are described in further detail on pages 20 to 21 of the Phase 1 - Corridor Options report, attached as Appendix A.

### **Relationship to the Street**

The ground floor conditions of a building (e.g. use, setbacks and landscaping) are important for the success of the building and its contribution to creating a comfortable pedestrian environment on the public sidewalk. The relationship between the Corridor buildings and the streets can have a significant impact on creating vibrant, transit oriented development with a well defined sense of place. In a mixed use Corridor, combinations of commercial, residential and mixed use buildings are anticipated. Specific areas of the Corridor will be appropriate for different types of buildings and will, therefore, have specific requirements for how buildings relate to the street.

**Pedestrian Focus** - In these areas, the focus is on creating the highest level of street activity and promoting pedestrianism. This category is applied to high activity areas such as around transit stops and near focal areas. Ground level uses must promote activity and vitality (e.g. commercial and public uses). Residential uses at grade are not allowed.

**Flexible** - In these areas, building form should allow flexibility to establish residential uses at grade, while ensuring buildings can accommodate conversion to commercial uses in the longer term. This category can allow for transitional areas, such as areas between pedestrian focus areas and areas that are more residential in character. It also allows the evolution to higher levels of street activity and vitality as the corridor evolves.



**Residential Character** - Residential character areas are applied to places on the Corridor where the general residential built form or character should be maintained. It should be noted that 'residential character' does not imply a future residential land use, mixed uses may be appropriate.

Similar to forms of development, all three Options propose relationship to the street types at different intensities and locations along the Corridor. The above noted relationship to the street types are described in further detail on pages 22 to 23 of the Phase 1 - Corridor Options report, attached as Appendix A.

### **Option 1 Maximum Reurbanization**

Option 1 describes a built form that is mid-rise in scale across the entire Corridor maximizing redevelopment potential yet still achieving protection of the neighbourhoods in behind. In the framework of Transit Oriented Development (TOD), TOD principles should be applied intensely across the Corridor. Of all three options, Option 1 will provide the highest number of additional residential units once built out. Land assembly, facilitated through zoning, would be necessary in most areas to create properties of sufficient size to construct mid-rise buildings because of many existing small lot sizes across the Corridor. Assembly would be permitted to approximately 50 metres deep into the neighbourhoods on either side of the Corridor and along intersecting arterial roads. Planning and design tools would manage the relationship between the mid-rise building and the neighbourhoods behind. To maximize the vibrancy of the Corridor, pedestrian focus ground level uses and design elements would be proposed in most areas of the Corridor. First floor residential uses are not ideal. Option 1 would allow for approximately 20,930 new residential units, or 35,120 additional people in the long term, and is outlined in more detail on pages 24 to 29 of Appendix A.

### **Option 2 Focused Reurbanization**

Option 2 shows a variety of built forms with the focus of reurbanization activity concentrated in focal areas that coincide with existing or planned major transit stops. Mid-rise development would be promoted and facilitated at specific focal areas. TOD principles should be applied along the entire Corridor but most intensely within the focal areas. Not all focal areas are included for mid-rise development because of the characteristics of the existing land use and property sizes. For example, in the central section of the Corridor (from approximately Wellington Street to the Red Hill Valley), several existing B-Line bus stops have a residential character rather than a neighbourhood centre character. Reurbanization at these neighbourhood areas is more appropriate in a smaller scale. Land assembly, facilitated through zoning, would be necessary around some of the focal areas to create properties of sufficient size to build a mid-rise building because of the existing small lot sizes in parts of these areas. A variety of "relationship to the street" scenarios are applied. Pedestrian focus ground level uses are proposed in the focal areas to provide high levels of activity and vibrancy.

Certain areas are appropriate for flexible ground floor uses and design elements and other areas along the Corridor are to maintain a residential character. Option 2 would allow for approximately 11,400 new residential units, or approximately 19,145 additional people in the long term, and is described in more detail on pages 30 to 35 of Appendix A.

### **Option 3 Select Reurbanization**

This option allows development to occur based on existing policy direction and property sizes. The result would be a variety of built forms across the Corridor. Some areas along the Corridor are to remain primarily residential in use. In this option, TOD principles are more difficult to apply as the built forms suitable for TOD may not necessarily correlate to transit stops. Of all three options, Option 3 will provide the lowest number of additional residential units once built out. Land assembly would not be facilitated through zoning in any area. Design tools can be used to ensure appropriate built forms are achieved for lots of specific sizes. A variety of ground level activity scenarios are applied similar to Option 2. Option 3 would allow for approximately 10,060 new residential units, or 16,886 additional people in the long term and is outlined in more detail on pages 36 to 41 of Appendix A.

### **Evaluation and Preferred Option**

The three Options were evaluated based on a set of criteria including the Vision Statement themes, local planning policy, provincial planning policy, other local policy such as the Transit Oriented Development Guideline, fit with the Corporate Strategic Plan and support for rapid transit. Details of the Evaluation are included on page 42 to 43 of Appendix A. In summary, Option 2 is the Preferred Option on the following basis:

- It allows for redevelopment and intensification that meets targets, supports reurbanization, is transit and pedestrian supportive and respects the existing development patterns of the surrounding neighbourhoods;
- It best promotes Corridor diversity and provides opportunity for significant public realm and urban design improvements;
- It promotes more focused identifiable mainstreet areas; and,
- It makes use of existing infrastructure and provides for economic uplift while respecting established neighbourhoods along the Corridor.

### **Residential Intensification**

Places to Grow requires municipalities to accommodate a minimum of 40% of their growth within the built-up area, by 2015 and each year thereafter. The urban structure policies of the Urban OP direct the majority of the intensification to the node and corridor areas. The Downtown Urban Growth Centre, shall be planned to achieve a minimum gross density of 250 people and jobs per hectare by 2031, and shall be planned to accommodate approximately 20% of intensification, while the nodes and

corridors are planned to accommodate about 40% of intensification. The remaining 40% of intensification is planned to occur within Neighbourhoods. Nodes such as Eastgate have a gross density target of 100-150 people and jobs per hectare. As one of two designated primary Corridors, the Main, King, Queenston (B-Line) Corridor is a key location for a large portion of the City's overall intensification target of 26,500 units by 2031.

An analysis of Option 2 indicates that approximately 11,400 units, or approximately 19,145 people, could potentially be added along the Corridor (excluding the downtown Urban Growth Centre). This estimate considers factors such as the amount of available developable land along the Corridor, the proposed urban design guidelines and development types proposed and the likelihood for redevelopment within the planning horizon. As such, Option 2 Focused Reurbanization should provide for intensification targets to be met, contributing to the City wide targets.

It should be noted that the implementation of high order transit along this Corridor within the planning horizon could have a positive impact on the City's ability to attract intensification along the Corridor and achieve our targets. Light rail transit is under investigation for this Corridor. Studies from other cities have shown that LRT has attracted investment and increased development activity, particularly around stations/stops. However, LRT is not required in order to implement this development strategy.

Even with the possible inducement resulting from rapid transit along the corridor, the potential number of new units for Option 2 is considered to be optimistic given the City's trend of intensification activity (e.g. between 2007 and 2011 only 800 units have been built within Nodes and Corridors) and may not occur within the 2031 timeframe. As such, a proactive implementation strategy to encourage intensification within the Corridor and a monitoring program to review market trends and gauge the effectiveness of intensification achieved should be included in the Part 2 report.

Further to the above, in terms of intensification, the difference between Options 2 and 3 may not seem significant (i.e. Option 2 would provide for approximately 1,347 more units, or 2,259 more people, than Option 3). This difference is accomplished largely through the strategic proposal of mid-rise land assembly opportunities concentrated in the focal areas in Option 2. Whereas, with Option 3, intensification would occur primarily where current land fabric and conditions permit. Because the additional units and people are strategically concentrated in the focal areas for Option 2, this Option would be expected to achieve a proportionately higher level of success in terms of reurbanization results and achieving the Vision for the Corridor.

### **Strategy and Implementation Measures**

Should this report be approved, as part of the next steps, a detailed strategy including land use direction, Main, King, Queenston (B-Line) Corridor specific urban design guidelines, direction for each of the focal areas and cultural heritage landscapes, direction for plan monitoring and reviews and an implementation strategy will be prepared.

Reurbanization and revitalization of the Main, King, Queenston (B-Line) Corridor will require a multi-pronged approach. The concepts presented in this report represent a growth and design strategy traditionally implemented through land use planning and the Planning Act. However, additional strategies could be developed to address the variety of challenges found throughout the Corridor. Implementation of these strategies will require the involvement of various City departments, other levels of government and the community. It is important to note that:

- Strategies are more likely to be successful when implemented in combination with each other, rather than in isolation; and,
- Strategies are more likely to be successful when aligned with other city and community initiatives.

Additional implementation measures to be explored for the Main, King, Queenston (B-Line) Corridor are listed on page 44 of the Phase 1 - Corridor Options report (Appendix A).

Official Plan and Zoning By-law amendments will also be necessary to implement Option 2. As it relates to the new Urban OP, the Main, King, Queenston (B-Line) Corridor is identified as a primary Corridor, while McMaster is a Major Activity Centre, the McMaster Innovation Park is an Employment Area, downtown is the Urban Growth Centre and Eastgate is a Sub-Regional Service Node. Based on the OP, Nodes and Corridors will:

- become the focus for reurbanization activities (population growth, private and public redevelopment and infrastructure investment);
- become focal points of activity for Hamilton's local communities and neighbourhoods;
- be connected and internally serviced by various modes of transportation, including higher order transit, with primary Corridors being served by the higher order of transit;
- be vibrant pedestrian environments and facilitate active transportation through careful attention to urban design; and,
- evolve with higher residential densities and mixed use development.

Option 2 complies with the intent of the Urban Structure as shown on Schedule E. An Official Plan Amendment would be required to incorporate the heights, densities, and mix of land uses necessary to implement the strategy.

As the Urban Official Plan has been appealed to the Ontario Municipal Board, it is not yet in effect. Option 2 Focused Reurbanization does not comply with the existing Official Plans in effect (City of Hamilton and City of Stoney Creek Official Plans) as neither plan anticipated a Nodes and Corridors urban structure with the Main, King, Queenston (B-Line) Corridor as an urban mixed use corridor. Both plans would need to be amended, to implement Option 2.

The Official Plan Amendments will also include any updates to existing Secondary Plans necessary to incorporate the Option 2 Strategy. It is anticipated that the only Secondary Plan that will need amending is the Ainslie Wood Westdale Secondary Plan.

Should recommendations (a) and (b) be approved as part of this report, staff will proceed to prepare the required implementing Official Plan Amendments and will be reporting back to Committee with the details. Depending upon the timing, this may require Amendments to all three plans as noted above.

**ALTERNATIVES FOR CONSIDERATION:**

(include Financial, Staffing, Legal and Policy Implications and pros and cons for each alternative)

The following alternatives relate to the Main, King, Queenston (B-Line) Nodes and Corridors Land Use Study and recommendations (a) and (b) of this report.

**Alternative 1 – Do Not Endorse any of the Corridor Options**

This alternative would result in staff not moving forward with any of the Corridor options presented in this report. In accordance with policy E.2.4.13 of the Official Plan, greater planning direction is required for urban Corridors and to achieve growth targets and revitalize this corridor.

As such, this alternative is not recommended.

**Alternative 2 - Endorse Option 1 or Option 3 Instead of Option 2**

This alternative would result in staff moving forward, in accordance with recommendations (a) and (b) of this report on the basis of either Option 1 or 3. However, as outlined in the Analysis / Rationale for Recommendation section of this report Option 2 is the preferred concept for the Corridor based on both the planning analysis and stakeholder input. It should also be noted that the scale of change under Option 1 may be significant and this Option may not be as

acceptable to the community. With respect to Option 3, it is not expected to achieve the same level of reurbanization or take full advantage of the introduction of higher order transit and other development incentives that may be applied along the corridor.

**Alternative 3 - Endorse Option 2, but Delay preparation of OPA /ZBA until new OP is in Effect**

This alternative would delay the implementing Official Plan and Zoning By-law Amendments associated with Option 2 Focused Reurbanization until the new Urban Official Plan is in effect. If Committee/Council approves this alternative, recommendation (b) should be deleted and replaced with the following revised recommendation (b):

- (b) That the General Manager, Planning and Economic Development be directed to prepare a Corridor Strategy and Implementation Plan based on Option 2 Focused Reurbanization, **and that, upon the Urban Official Plan coming into effect**, report back to the Planning Committee with the recommended strategy and plan as part of a public meeting under the Planning Act, and to undertake further public consultation prior to the scheduling of such public meeting.

One advantage to this approach is that the rationale and underlying principles of the Nodes and Corridors urban structure would be in place prior to Council adopting the Main, King, Queenston (B-Line) Corridor Strategy and Implementation Plan. This would result in a more straightforward implementing Official Plan Amendment. In addition, this alternative would allow staff to begin working on the Land Use Strategy and Implementation Plan for the Main, King, Queenston (B-Line) Corridor, while awaiting resolution of the urban Official Plan appeals.

In spite of the above advantages, without adoption of the implementing Official Plan and Zoning By-law Amendments, the intended outcomes for intensification and reurbanization along the Corridor would be limited. Given the City's low rate of intensification activity, particularly in the targeted Nodes and Corridors, there is a need for a new approach to promote reurbanization. As the timing for the resolution of the appeals to the Urban Official Plan is uncertain, it is preferable to proceed now with implementing planning documents so that positive change along the Corridor can be encouraged.

Based on the foregoing, Alternative 3 is not recommended.

**Alternative 4 - Endorse Option 1 or 3, but Delay preparation of OPA /ZBA until new OP is in Effect**

This alternative is identical to Alternative 3, above, but would replace either Option 1 or 3 as the approved concept for the Corridor.

Based on the reasons listed under Alternatives 2 and 3, Alternative 4 is not recommended.

<b>CORPORATE STRATEGIC PLAN (Linkage to Desired End Results)</b>
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Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

***Skilled, Innovative & Respectful Organization***

- ◆ More innovation, greater teamwork, better client focus

***Financial Sustainability***

- ◆ Financially Sustainable City by 2020
- ◆ Effective and sustainable Growth Management
- ◆ Generate assessment growth/non-tax revenues

***Intergovernmental Relationships***

- ◆ Acquire greater share of Provincial and Federal grants (including those that meet specific needs)

***Growing Our Economy***

- ◆ Newly created or revitalized employment sites

***Social Development***

- ◆ Everyone has a home they can afford that is well maintained and safe
- ◆ People participate in all aspects of community life without barriers or stigma

***Environmental Stewardship***

- ◆ Natural resources are protected and enhanced
- ◆ Reduced impact of City activities on the environment

***Healthy Community***

- ◆ Plan and manage the built environment
- ◆ An engaged Citizenry

**APPENDICES / SCHEDULES**

Appendix A - Main King Queenston (B-Line) Corridor Strategy Study, Phase 1 – Corridor Options (March 2012)

Appendix B - Summary of Council Reports and Information Updates Related to the Nodes and Corridors Land Use Planning Study

Appendix C - B-Line Land Use Study Public Consultation Events

Appendix D - List of City Departments Consulted Through the Corridor Land Use Working Group

Appendix E - List of Agencies Circulated

**(NOTE: Due to report format and size, Appendix A is available for viewing in the Clerk's Office and on-line: [www.hamilton.ca/nodesandcorridors](http://www.hamilton.ca/nodesandcorridors))**

CLM:cb