CITY OF HAMILTON

PLANNING AND DEVELOPMENT DEPARTMENT
Long Range Planning and Design Division

PUBLIC WORKS DEPARTMENT
Capital Planning and Implementation Division

Report to:    Mayor and Members Committee of the Whole
Submitted by: Lee Ann Coveyduck
              General Manager

Date:        July 18, 2003
Prepared by: Paul A. Moore
              905-643-1262 Ext. 262
              Mary Lou Tanner
              905-546-2424 Ext. 5101
              Harold Groen
              905-546-2424 Ext. 4278

SUBJECT: Setting Sail - Preferred Land Use Strategy (PD03193/PW03094) (Wards 1 and 2)

RECOMMENDATION:

(a) That the Preferred Land Use Strategy for Setting Sail, attached as Appendix “B” to Report PD03193/PW03094, be adopted.

(b) That staff be authorized and directed to prepare the Secondary Plan and Master Infrastructure Plan, in accordance with the preferred land use strategy, for consideration by Council.

(c) That the Hamilton Perimeter Road Transportation Corridor be excluded from the Secondary Plan and Master Infrastructure Plan for Setting Sail.

(d) That staff be authorized and directed to proceed with the disposition of lands not required for the Perimeter Road, as identified in the next phase of Setting Sail.

Lee Ann Coveyduck
General Manager
Planning and Development Department

Domenic Lunardo
Acting General Manager
Public Works Department
EXECUTIVE SUMMARY:

Setting Sail is the City’s integrated land use and infrastructure master planning study for the City’s lands in the West Harbour Planning Area. This area is bound by York Boulevard to the west, Cannon Street to the south, Wellington Street to the east and Hamilton Harbour to the north (see Appendix “A” to Report PD03193/PW03094).

The project is being undertaken using the integrated planning process, as set out in the Municipal Engineer’s Association Class Environmental Assessment process (June 2000). This report outlines the work to-date, the preferred land use strategy and infrastructure issues, and recommends proceeding to develop the detailed components (Secondary Plan and Infrastructure Master Plans) for adoption by Council in early 2004.

Significant public consultation has been undertaken on this study. The preferred land use strategy incorporates technical planning recommendations, public consultation, and a review of key infrastructure issues (i.e. transportation and the proposed Perimeter Road). The analysis included land use options for redevelopment of the City’s lands and privately owned lands, balanced with neighbourhood enhancement, a review of the transportation network to ensure the soundness of the land use strategy, and a needs assessment of the proposed Hamilton Perimeter Road. A key recommendation of the study is that the City no longer pursue the Hamilton Perimeter Road as a future component of the transportation network.

It should be noted that in order for this portion of the integrated Planning Act/ Environmental Assessment Act process to continue, Council must adopt the Preferred Land Use Plan. The Secondary Plan and Infrastructure Master Plan will be brought forward for consideration in early 2004.

BACKGROUND:

In August 2002, the City of Hamilton initiated an Integrated Land Use, Transportation and Infrastructure Master Plan Study for the West Harbour Planning Area. This study is being completed under the Environmental Assessment Act, Municipal Class Environmental Assessment (EA) Process for integrated master plans (Municipal Engineers Association, June 2000). An integrated master plan must, as a minimum, address the first two phases of the Class EA process. The first phase is the description of the problems and opportunities. The second phase is the identification and evaluation of alternative solutions and selection of a preferred solution.

The first phase of the study was completed in December 2002, with the completion of the Opportunities and Challenges Report. This report identified three (3) areas within the study area where there were opportunities for significant land use change. These areas are:

- The Waterfront;
- Barton/Tiffany Industrial Area; and
- Ferguson-Wellington Streets Corridor.

The remainder of the study area is made up of stable residential neighbourhoods. The Secondary Plan will introduce some policies to help direct future development
opportunities in these areas, but no significant land use policy changes are recommended at this time.

The next phase of the study was to develop land use options for each of the three (3) opportunity areas listed above. Land use options were presented at a public open house on April 14, 2003, to the public, members of Council, members of the Hamilton Port Authority, the Community Liaison Committee and the Staff Technical Working Group. The land use options were also circulated to agencies for comment.

Upon review of all the comments received for each opportunity area, and in keeping with the EA process, the land use options were evaluated against a set of criteria grouped under the headings; Natural Environment, Social Environment and Economic Environment. This assessment was completed in order to determine the preferred land use strategy for each of the three opportunity areas.

Appendix “B” to Report PD03193/PW03094 is the consultants report entitled “Preferred Land Use Strategy”. This report highlights the land use options and the selection process for recommending a preferred land use strategy for the West Harbour Planning Area.

**ANALYSIS OF ALTERNATIVES:**

**Part A – Land Use Strategy**

The three (3) opportunity areas identified in the Opportunity and Challenges report are:

- The Waterfront;
- Barton/Tiffany Industrial Area; and
- Ferguson-Wellington Streets Corridor.

For each of these areas three land use options were developed, analysed, reviewed and commented on by the public, agencies and staff in determining, which would constitute the preferred land use strategy. For each opportunity area, (as shown on Appendix “B” to Report P03193/PW03094), the Preferred Land Use Strategy details the land use options, public comments and evaluation of each option and recommends the overall preferred land use strategy for the West Harbour Planning Area.

All of the options for each opportunity area were reviewed against the comments received from the public, staff and agencies and against the natural, social and economic environmental criteria to satisfy EA requirements.

A summary of each opportunity area follows:

**The Waterfront**

Today’s waterfront is characterized primarily by recreational uses like Bayfront Park, Pier 4 Park, the Waterfront Trail and many activities associated with boating and water sports. The three (3) land use options that were developed for this opportunity area looked to balance this established recreational focus with residential, commercial,
educational and cultural land uses to make the waterfront a year round place and to increase tourism opportunities.

The three (3) options are known as:

- **The Modest Waterfront** – This option has ample public open space along the water’s edge and new parkland introduced between the existing parks. An emphasis on boating uses and low rise residential and mixed use buildings on Pier 8 are also proposed.

- **The Destination Waterfront** – This option relies heavily on tourism and a series of major cultural attractions on Pier 8. Enhanced recreational boating and a series of mid rise apartment buildings from Pier 5 to Pier 8 are also proposed. A major civic attraction on Pier 8 focuses on the James Street Pier area and residential development in the form of apartments on the CN Rail lands are also highlighted.

- **The Integrated Waterfront** – Piers 8 and 9 would balance residential, cultural, educational and commercial uses. A connected open space system comprised of parks, public squares, promenades and piers is also proposed. A reorganization of marina/boating uses in Macassa Bay and Pier 5 are intended to accommodate a wide range of boating activities. Low to mid rise buildings are proposed on the CN lands and on Pier 9.

**Preferred Land Use Option – The Waterfront**

Based on the analysis of comments and environmental criteria, one of the specified options was not deemed to be the appropriate option. Rather, a blended or hybrid version was deemed to be the preferred option.

The preferred option consists of a mixture of public access to the water’s edge through connections of open spaces and parks, accommodation of significant residential population, support for a diversity of marine recreation uses and provision of a wide range of amenities, attractions for residents and visitors to increase tourism opportunities.

Pier 8 specifically, would see the extension of the local streets onto it to provide for residential housing in the form of medium and low density buildings. Mixed use (commercial/residential) opportunities are also proposed. Institutional uses geared at attracting tourists are proposed adjacent to the Marine Discovery Centre and Pier 9. Public open space is an important feature of the Pier 8 landscape proposed by the preferred option.

**a) Barton/Tiffany Industrial Area**

This area was identified in the Opportunities and Challenges Report as having significant opportunities for land use change, but at the same time faces significant hurdles. The area has seen most of the industrial uses vacate the area, although some still remain today. There are many residential uses existing south of Stuart Street.

The area is anticipated to contain contaminated soils and the Stuart Street Rail Yard is located in this area. Notwithstanding, the area is located adjacent to the waterfront and represents an opportunity to establish land uses into the areas.
that are more compatible with the residential and recreational uses to the south and east.

The bid committee for the 2010 Commonwealth Games requested that a stadium location be investigated in this opportunity area as part of an option. A stadium in this location could provide the impetus to clean up contaminated soils and spur other types of redevelopment of the area that may otherwise not develop in the normal manner.

The three (3) options for this opportunity area are known as:

- **Low Intensity Neighbourhood Extension** – Generally, a mix of singles, semis, townhouses and small apartment buildings are proposed north of Barton Street. South of Barton Street allows for similar types of residential opportunities complimenting what exists today. Central Park is proposed to be given more road frontage and commercial uses are introduced at the intersection of Barton and Caroline Streets.

- **Medium Intensity Neighbourhood Extension** – This option is similar to the Low Intensity option except that higher density residential, townhouses and apartments, are proposed north of Barton Street. Central Park is proposed to be reconfigured in shape and size. The removal of the city’s works facility allows for additional low density residential uses south of Barton Street.

- **Stadium and Neighbourhood Extension** – This option was produced in order to allow further consideration for a new stadium to be located in the Harbourfront area should the City win the bid for the 2010 Commonwealth Games. Residential and commercial designations are proposed south of the stadium, with residential to the west in the form of medium density. An open space system is also proposed west of the stadium.

**Preferred Land Use Option – Barton/Tiffany Industrial Area**

There are two preferred land use options for consideration in the Barton/Tiffany opportunity area. One is the Medium Intensity Neighbourhood Extension. It consists of apartment buildings along Stuart Street and beneath the bluff, with lower densities (primarily townhouses) closer to Barton Street. Central Park is to be enlarged and reconfigured to give it more street presence, while new park/open space areas are introduced along the north side of Stuart Street and a trail connection to Dundurn Castle are proposed. Finally, some neighbourhood commercial is proposed in the area of Hess Street and Barton Street.

An alternate preferred land use option is the Stadium and Neighbourhood Extension. It has been identified for the Barton/Tiffany Opportunity Area should the City win the bid to host the 2010 Commonwealth Games. The plan identifies an appropriate location at the waterfront, but in no manner should be considered as the preferred site for the stadium. A detailed land use planning exercise and EA, including site evaluation, will be required for all stadium sites identified as potential locations before the ultimate location is finalized, should the City be chosen to host the games.
The alternate plan is very similar to the preferred land use plan other than the inclusion of the stadium.

It is noted that, at this stage of the integrated Planning Act/Environmental Assessment process, carrying forward two (2) preferred options for this opportunity area is acceptable. The final decision on the ultimate land use option for this area will be required at the end of Stage 2 of the process when a Commonwealth Games decision is known.

**Ferguson-Wellington Streets Corridor**

This opportunity area is similar to the Barton/Tiffany precinct in that it is an industrial area that is undergoing change as the industrial uses vacate. This area is best suited for residential infilling. North of Barton Street, the General Hospital, CN rail line and detention centre all pose challenges for redevelopment opportunities.

The three (3) options for this opportunity area are known as:

- **Retail Focus and Neighbourhood Extension** – South of Barton Street, a new park is the focal point of this option with the opportunity for some medium density residential infilling. North of Barton, a big box commercial block is proposed with frontage on Barton Street.

- **Wellness Precinct and Neighbourhood Extension** – This option proposes hospital related and commercial uses west of the General Hospital. A hotel and medical offices are contemplated as well. Medium density residential is again proposed around the new park found south of Barton Street.

- **Neighbourhood Extension** – Ground floor commercial with apartments on the upper floors are envisioned along Barton Street in this option. A mix of hospital related uses and commercial uses share the block west of the General Hospital. Higher density residential is proposed south of Barton Street. Cathcart Street would be extended and flanked by open space and townhouses on either side.

**Preferred Land Use Option - Ferguson-Wellington Streets Corridor**

The preferred land use option for this opportunity area is the Neighbourhood Extension. It consists of ground floor related commercial uses with residential apartments on upper floors fronting Barton Street. A new park located south of Barton Street will see medium density residential surrounding it. Cathcart Street is to be extended and will be flanked by stacked townhouses. North of Barton Street would see a mixture of commercial and hospital (institutional) related uses with the retention of the historic building being encouraged.

**Part B – Additional Studies**

a) **Environmental Noise and Vibration Assessment – Stuart Street Rail Yard**

Valcostics Canada Ltd. was retained by the City to study the potential area of influence of noise and vibration associated with the Stuart Street rail yard,
located within the Setting Sail study area. The purpose of the study is to provide input relating to noise and vibration for the long range planning for the re-development opportunities existing within the study area.

Three sites were chosen to measure noise and vibration generated from the rail yard. These sites include: Ferrie Street (western limit), Bayfront Park (2 locations within the park) and the northeast corner of Barton and Crooks Streets. It should be noted that sounds were also measured on-site of the rail yard.

The summary/conclusions of the report are that:

- Ground vibration does not appear to be a concern for sensitive land uses, such as residential, beyond a distance from the perimeter of the yard equivalent to a road allowance width.

- Within the defined zones, noise-sensitive land uses need not be precluded. Appropriate noise studies identifying potential noise impacts and identifying appropriate noise mitigation taking into account distance, topography, intervening development, proposed site plan concepts, building orientation and architectural concepts, should be required.

- By implementing recommended planning controls, within the identified zones of potential influence, compatibility of various land uses with the rail yard; including those that are considered noise sensitive, can be achieved.

b) West Harbour Fisheries Assessment

Gartner Lee Limited was retained by the City to provide background information on the fish community and habitat potential along the shoreline of the Hamilton Harbour abutting the Setting Sail study area. The purpose of the fish assessment study is to identify potential issues for the land use options and to identify areas of opportunity that may come about with land use changes.

The consultants reviewed the preferred land use plan and concluded that, overall, the plan does not change the shoreline from what it is today. Opportunities should be included in the redevelopment plan to treat urban runoff, prior to release into the harbour. Further, they note that the preferred land use plan builds on the habitat restoration in the harbour, moving from a natural focus at the western edge of the study area to an increasingly urban centred plan associated with the boating basins and existing industrial lands where habitats have long been altered.

c) Environmental Review, Hamilton West Harbour Planning Area (Contaminated Soils Study)

Stantec Consulting Ltd. was retained by the City to prepare an environmental review of three (3) areas of land located within the West Harbour Planning Area that have experienced significant industrial activity. The first parcel of land is located in the Barton/Tiffany Streets area. The second was situated from Piers 5
to 9 and the third located in the area of Barton Street East and Ferguson Avenue North.

The purpose of the environmental review was to provide input on the implications of existing environmental conditions for future redevelopment. This was achieved following the Phase 1 Environmental Site Assessment (ESA) process, which included a historical review and site visits. The three (3) areas were reviewed to assess the likelihood that soil or groundwater could be impacted by common parameters of environmental concern.

The report concludes that environmental concerns have significant implications for redevelopment. It is expected that active soil remediation would be required to allow redevelopment of many of the properties to be eligible for future residential, park or commercial land uses. Groundwater remediation may also be required if impacts extend below the water table. These conclusions drive the need for more intensive/higher density uses to be developed in most contaminated sites to address the higher cost of redevelopment associated with environmental remediation works.

Part C – Hamilton Perimeter Road Needs Assessment Study

Background

The name adopted for this proposed major arterial road in north Hamilton, in earlier planning studies, was the Industrial Perimeter Road, and it was discussed in various planning documents since the 1960's. Redevelopment plans for the North End Neighbourhoods in 1963 included the Industrial Perimeter Road, and properties were acquired in the Strachan Street corridor through the Neighbourhood Improvement Program.

Since that time other planning studies that promoted an Industrial Perimeter Road concept were completed. In 1978, the Industrial Perimeter Road Feasibility Study recommended a basic route for the Perimeter Road from Burlington Street to Highway 403, which was endorsed by Regional Council at the time.

The Hamilton Perimeter Road was studied quite intensively during the period of 1987-1990. Options developed at that time included a shoreline option incorporating some property from CN and some property on fill. Another option was located on the north slope between York Boulevard and the CN Mainline, requiring retaining wall structures both uphill and downhill of the roadway.

The option adopted by Council in 1990, in principle, included an initial four-lane (ultimate six-lane) Burlington Street with centre median or turning lanes between Sherman Avenue and Victoria Avenue, an interchange with a combined Victoria/Wellington, a four-lane controlled access roadway at track level along the northside of the North-Northwest Spur, grade separations with roadways that already cross the CN tracks, an interchange with Bay Street, a crossing to the south side of the Stuart Street Yard, through the former Route Canada property (now owned by the City of Hamilton), under York Boulevard in a cut-and-cover tunnel, to a new interchange with
Highway 403 south of the Desjardins Canal. The approved concept includes filling of Cootes Paradise (now a Class I provincial wetland) (see Appendix “C”).

The West Harbourfront Development Study (November 1995), prepared by the City of Hamilton Department of Public Works and Traffic, proposed that the Hamilton Perimeter Road run westerly from Wellington/Victoria as per the 1990 concept as far as Bay Street, at which point it would turn south. It would then follow a new alignment to the west of existing Bay Street, joining Cannon at Bay Street. York Boulevard would be widened, and a full interchange would be provided at York Boulevard and Highway No. 403.

The Regional Transportation Review (1996) concluded that the Perimeter Road connecting to Hwy 403 was not justified within the planning horizon (2020), but that a first phase from Wellington/Victoria to Bay or Queen, at an estimated cost of $50 million, should be considered further to divert truck and through traffic around the downtown.

The Downtown Transportation Master Plan (2001) concluded that construction of a first phase of the Perimeter Road to Bay Street would change travel patterns in the downtown, with reductions in traffic on some streets and increases on others. Overall, total trips in the downtown study area were projected to decrease by only one percent. The Plan recommended that a first phase of the Perimeter Road not be considered further, as it would simply redistribute traffic from east-west streets (York and Cannon) to north-south streets (Bay and Queen), with very little overall benefit.

Hamilton Perimeter Road – Needs Assessment Study (Setting Sail)

As the alignment of the Hamilton Perimeter Road would have key impacts on the Land Uses considered in the Setting Sail Study, it was determined that the current Hamilton Perimeter Road Needs Assessment Study should be completed prior to the approval of the final land use plan. There are a number of components to the review of the Perimeter Road as noted below:

i) City–Wide Transportation Network.

This component of the Hamilton Perimeter Road Needs Assessment examined the roadway’s function within the overall City transportation network. This analysis was based on the following:

- The City’s current estimated population and employment forecasts to 2021;
- The approved land use pattern for the City and the Bayfront industrial area;
- The approved land use plan for the Hamilton Port Authority;
- Traffic volumes, cordon screenline capacity analysis, vehicle classification counts,
- current trucking driving patterns, etc. for the study area;
- The existing and future planned roadway network (including the Red Hill Creek Expressway);
• A review of future economic trends (e.g. economic growth as it relates to the need for the transportation of goods as well as routing); and,
• A review of modal splits for vehicular traffic as well as goods movement.

The conclusions confirm the earlier work done as part of the Regional Transportation Review (1995) and the Downtown Transportation Plan that the Hamilton Perimeter Road is not needed for vehicular capacity in the planning horizon for Setting Sail (20 years) and beyond that time period.

ii) Goods Movement in the Study Area

Historically, one of the reasons for constructing the Hamilton Perimeter Road was to provide improved vehicle and goods movement between Highway 403 and the Bayfront Industrial Area. A separate analysis of goods movement, via truck, was undertaken for Setting Sail, as part of the Perimeter Road Needs Assessment analysis. This included:

• Truck counts for trucks going through the study area.
• Determination of truck routing through the study area.
• Origin and destination studies for trucks.
• Rover car analysis of trucks to confirm the origin/destination work and truck routing work.
• Interviews with several industry representatives within and east of the study area on the Bayfront.
• Overview of the truck route system in the study area.

The main elements of the truck study indicate that:

• During the average weekday period from 7am to 10am and 2pm to 6pm, approximately 1740 trucks enter the Central Hamilton study area through 7 key intersection points.

• A detailed analysis of the rover car survey conducted over a three day period between the hours of 7am to 10am and 2pm to 6pm and actual truck turning movement counts concluded that (based on very conservative estimates) up to 850 of these trucks on roadways within the Central Hamilton area could be diverted to the Hamilton Perimeter Road if it were available.

Burlington Street/Industrial Drive is an important arterial road “spine” for industrial access from the Burlington Street/QEW Interchange, providing a high capacity connection from the Bayfront Industrial Area to the “ring road” (QEW, Hwy 403, LINC, RHCE).

It is estimated that the Hamilton Perimeter Road would only provide shorter travel distances from the Bayfront Industrial Area for trucks destined to Hwy 403 westbound to Brantford or for trips destined to Hwy 6 North toward Guelph. All other truck traffic will likely have shorter travel distances using the arterial road spine noted above.
It is concluded from our studies that the current truck traffic is being effectively accommodated on the current road system in Central Hamilton. If the Hamilton Perimeter Road were available, at most 850 trucks over a 7 hour period may divert to this roadway. Further, as part of the City-Wide Transportation Master Plan Study, it is intended that a Goods Movement Strategy will be developed for the entire City, including the Study Area.

iii) Hamilton Perimeter Road - Additional Factors to be Considered

a) Environmental Considerations:

Notwithstanding that the Hamilton Perimeter Road would be subject to an Individual Environmental Assessment, there are a number of potential challenges including:

- Additional fill in Cootes Paradise and relocation of the Hamilton Waterfront Trail.
- Dealing with contaminated sites.
- Construction impacts of cut-and-cover tunnel west of Dundurn Castle and under York Boulevard.
- Proximity impacts on waterfront recreational uses on Hamilton Harbour.
- Crossing the area just south of the Desjardins Canal and just north of Hamilton Cemetery.

b) Economic Considerations:

The estimated cost of the full Hamilton Perimeter Road is in the order of $350 million (1990 $), assuming successful completion of an Environmental Assessment and approval to connect to Highway 403. It is difficult to establish a business case for building the road, given that the capacity of the roadway is not required within the planning horizon, and that increased modal split, transportation demand management, construction of the Red Hill Creek Expressway, and potential off-loading of the QEW by the Mid-Peninsula Highway would serve to reduce demand for the Hamilton Perimeter Road as well.

The costs of the Environmental Assessment process, planning, design, and construction administration are not included in the original $350 million cost estimate. Those activities and approvals would add 20 to 25 percent to the total cost of the project.

c) Hamilton Perimeter Road and Connections to Highway No. 403:

There are several MTO planning studies underway that directly or indirectly affect Hwy 403 between Hwy 6 and King/Main:

- Review of the Freeman interchange and the highway approaches to that interchange, including Hwy 403 from east of Hwy 6 - status - underway but moving slowly because of highway system issues.
• Review of Hwy 403 from Hwy 6 (including the interchange) to the Lincoln M. Alexander Parkway - status - dormant for some years, but may be re-activated soon.

• Preparation of terms of reference for an EA for the Mid-Peninsula Highway Corridor Study - status - in progress, two corridor options would materially affect Hwy 403.

The MTO would be very concerned with proposals for a new interchange on Hwy 403 south of the Desjardins Canal for the following reasons:

• There are many uncertainties because of the various planning studies described above, especially with respect to potential Hwy 403 widening and potential Hwy 6 interchange reconfiguration to address the existing eastbound left side exit and entrance

• The geometry through the section of Hwy 403 in question has a number of geometric limitations, including horizontal curves and stopping sight distance considerations

• The York Boulevard ramps to/from Toronto are immediately adjacent to the proposed interchange location

• An interchange this close to both Hwy 6 and King/Main interchanges would have significant challenges related to weaving distances and ramp and taper lengths, compounded by the horizontal curvature

The MTO would require additional studies related to traffic impacts, traffic operations, and preliminary design level of detail before they would be in a position to advise whether or not it would support a Hamilton Perimeter Road connection to Hwy 403. If asked the direct question about whether or not a new Hamilton Perimeter Road interchange is possible in the proposed location, the MTO must answer, "it depends", because of the significant concerns and study needs discussed above.

On a balance of probabilities, the potential for obtaining MTO approval for an interchange of the Hamilton Perimeter Road with Highway 403 is not at all assured.

d) Land Use Considerations:

Between 1971 and 1996, job growth in Hamilton did not keep pace with population growth, and Hamilton went from having a net commuter surplus in 1971 of 7,400 work trips to having a net commuter deficit in 1996 of 11,350 work trips (source: All in a Day's Work, H-W Region, June 1999). This is a result of new population growth finding employment in other Municipalities, and principally the GTA, to a greater degree than within Hamilton.
Employment in the Bayfront Industrial Area has dropped significantly over the past quarter century. Major employers such as Otis Elevator, Proctor and Gamble, Domglas, International Harvester, and Firestone no longer have a significant presence in Hamilton, and Stelco, Dofasco, and others have downsized the workforce substantially. The traffic modeling undertaken for the Hamilton Perimeter Road Study in 1992 estimated a 37% decrease in employment in the Bayfront area between 1985 and 2001.

Employment growth forecasts developed for the Downtown Transportation Study (2001) were half of those estimated in the Regional Transportation Review (1995). Employment in lower Hamilton dropped from 133,000 in 1991 to 110,000 in 1996 (Census figures), and forecasts for 2021 projected an increase in employment in lower Hamilton to 124,000.

Notwithstanding employment levels, manufacturing activity, including inbound and outbound goods movement, has not dropped in the same manner as has employment for the manufacturing companies that remain in the Bayfront Area. Lower employment through manufacturing process improvements does not translate into reduced goods movement. Information from interviews with industries in the Bayfront Area indicates that truck movements have remained consistent over the past number of years from the industries that currently operate in the Bayfront Industrial Area. It should be noted, however, that there has been a decrease in the number of major manufacturers/employers in the Bayfront Industrial Area.

iv) Public Consultation on the Hamilton Perimeter Road Needs Assessment Study

The public consultation that has been undertaken as part of this portion of the study has included interviews with Bayfront Industrial Area users; ongoing discussions with community groups, residents, and businesses; a review by the Hamilton Port Authority; and a review by the Hamilton Chamber of Commerce. In addition, late last year, 7 different Bayfront Industrial Company representatives were interviewed. There were various opinions on whether the Hamilton Perimeter Road was still needed (from nice to have to a project whose time has past). Notwithstanding the different opinions, there was a general consensus that the completion of the RHCE is required as it will improve connections to Regional Road 56, Highway 6 and Highway 403.

With regard to the Perimeter Road, there are essentially three “schools of thought” on this issue:

a) Support for the analysis and conclusion that the Perimeter Road is not needed;

b) a recognition of the analysis and the fundamental difficulties for this project (i.e. cost, environmental concerns with Cootes Paradise, need for an individual
environmental assessment) yet a preference that the City “not preclude” the Perimeter Road beyond the twenty year planning horizon; and,

c) Support for continuing with the Perimeter Road to facilitate truck movement.

The staff recommendation in this report is option a) in the list above. Option c), continuing with the project, is not justified as there is no documented need for the road. With regard to option b), staff does not support this option. It is not expected that waiting beyond the current planning horizon (> 20 years) will lead to a different conclusion regarding the Perimeter Road. There have been fundamental changes in the nature of the Bayfront economy in the 40 years since this roadway was planned and, indeed, in the North American and world economy (i.e. free trade agreements, just in time delivery, technological advances, decreasing employment levels). This is not to say that the Bayfront Industrial Area is not important to the City’s economy; the contrary is absolutely true. However, postponing the decision on the Perimeter Road will not lead to a different conclusion regarding the need and justification. Further, making the decision now will allow the City to proceed with proper planning for the waterfront area so that it can become a true destination and economic engine for the City and region; planning for the lands that have previously been acquired for the road (along Strachan Street and Wellington Street); and will focus the next phase of the transportation component of Setting Sail on roadway improvements for the existing road network.

v) Conclusions

The Hamilton Perimeter Road is not needed or justified in the foreseeable planning horizon for the following reasons:

- The road is not needed for vehicle capacity purposes.
- The road is not warranted on the basis of truck traffic and goods movement.
- The road does not divert traffic from downtown Hamilton as originally envisioned.
- The financial costs to construct the roadway.
- A direct connection from the Hamilton Perimeter Road to Highway 403 is not assured.
- The projected population/ employment figures for the Bayfront Industrial Area and the Setting Sail study area do not justify the need in the future.
- An Individual environmental assessment Terms of Reference and EA would need to be completed. As part of this process, justification for the project must be demonstrated.
- Although the Ministry of Transportation was circulated as a commenting agency, no formal position was ever received from the MTO with respect to support or concerns with a new interchange between the High Level Bridge and the King Street Interchange on Highway 403.

Based on the work completed to date it is recommended that the Hamilton Perimeter Road Transportation Corridor be excluded from the Secondary Plan and Master Infrastructure Plan for Setting Sail.
vi) The Consequences of Not Building the Perimeter Road:

Selected link and intersection improvements would be a logical extension of not building the Perimeter Road. Examples of improvements that could be considered or explored as the need arises include:

- Operational improvements to the intersection of York Boulevard and Queen Street.
- Operational improvements to the intersection of King Street and Queen Street.
- Modifications or widenings of Dundurn Street between York Boulevard and King Street.
- Queen Street between York and King Street.

The specific recommendations will be reviewed in more detail in the Transportation Master Plan Study for the Setting Sail study area.

vii) City Owned Lands

The disposition of surplus properties related to the Perimeter Road would have a positive and significant impact on the City's assessment base. Some of these parcels could be very suitable for prime residential redevelopment. However, most of these properties are strategically located on or near Burlington Street East where industrial zoned land sells in excess of $100,000 per acre. Couple this with the existence of the Council approved ERASE program that utilizes Tax Incremental Financing to eliminate the costs of any contamination, demolition, infrastructure upgrades, etc. and these properties become extremely marketable. Surprisingly, the supply of brownfields in this area is limited with Dofasco and Stelco accounting for over 1,600 acres of the total 3,700 acres that compromise the existing CIP. As a result, the addition of these parcels to the available properties inventory would be welcomed from an economic development perspective.

Part D – Transportation and Infrastructure – Preferred Land Use Strategy

The land use options were reviewed in two ways to determine if the options could be supported on a transportation and infrastructure basis. (the next phase of the project)

i) Review of Land Use Options

The first review of land use options included all combinations of density, traffic generation, and infrastructure utilization for the three options for each of the three redevelopment areas. All options could be accommodated within the existing road network, although there were varying levels of impact (level of service changes, congestion on certain roadways, infrastructure improvements).

ii) Review of Preferred Land Use Strategy

The preferred land use strategy was analysed in terms of expected density of development for the three redevelopment areas as well as growth in the study area. For the transportation network, the existing road system is sufficient to
accommodate the growth in traffic. There will be some issues arising (i.e. increased use of roadways) that will be addressed through the next phase of the project (the transportation master plan). Options will include two way conversion of streets, examining parking and loading use, the potential for roundabouts, and a transit strategy.

For the underground infrastructure, the existing services are sufficient for the planned development. There may be requirements for pumping of sewage from some of the redevelopment areas; however, it is not anticipated that major infrastructure changes are required.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

Sufficient funds are available within the approved 2002 Capital Budget (Work in Progress) Accounts to complete the project.

**POLICIES AFFECTING PROPOSAL:**

It is noted that an Official Plan Amendment will be required to be adopted by council once the Secondary Plan is prepared in order for it to form part of the Official Plan for the City. A zoning By-law amendment will also be required as part of this study in order to implement some of the secondary plan policies.

**CONSULTATION WITH RELEVANT DEPARTMENTS/AGENCIES:**

This study has been completed so far with extensive input from the following groups:

- Public Works – Capital Planning and Implementation
- Public Works – Operations and Maintenance
- Public Works – Water and Wastewater
- Public Works – Traffic Engineering and Operations
- Public Works – Transit Division
- Planning and Development Dept., Long Range Planning and Design Division
- Planning and Development Dept., Downtown Renewal Division
- Canadian Environmental Assessment Agency
- CN Rail
- Corporate Services Department, Budgets and Fiscal Policy Division
- Hamilton Port Authority
- Hamilton and District Chamber of Commerce
- The North End Neighbourhood Association
- Local Industry/Pier Tenants

It is noted that a public open house was held in April at which time the land use options were presented to the public and other agencies/community groups. Notice of this open house was advertised in the newspaper. Further, a newsletter was also distributed throughout the study area advising the public of the open house. Staff also advised local
community groups that they were available to give presentations and updates on the status of the project. A questionnaire was available at that open house and all the comments received were reviewed and summarised by staff and made available on the project web site.

**CITY STRATEGIC COMMITMENT:**

The preferred land use strategy is consistent with the City’s goal of being “A City of Growth and Opportunity”. Further the preferred land use option promotes a Healthy, Safe and Green City. Existing infrastructure can accommodate the preferred land use therefore; the city’s Investment in Infrastructure will be limited. This also maintains the goals of Vision 2020 – A Sustainable City.

**Next Steps**

Once the preferred land use option has been adopted by council, the study team will start working on the Secondary Plan, Urban Design Guidelines, implementing Zoning By-law and infrastructure master plan. The timeframe for completion of this study is early in the new year (2004).

:pm/mlt/hg

Attachs. (3)
City of Hamilton
Setting Sail: West Harbour Planning Area Study

Preferred Land Use Strategy

Urban Strategies Inc.
Stantec Consulting Ltd.
Paradigm Transportation Solutions Ltd.

July 2003
Tell us what you think

Public input and feedback are critical to the success of the Setting Sail study. The City of Hamilton and its consultant team invite your input on this report. If you have comments, please submit them to:

Mary Lou Tanner  
Manager of Environmental Planning and Management  
Public Works Department  
320-77 James Street North  
Hamilton, Ontario  
L8R 2K3  
Tel: 905-540-5101  
Fax: 905-546-4435  
E-mail: mtanner@hamilton.ca

or

Paul Moore  
Senior Planner  
Planning and Development Department  
City Hall, 71 Main Street West  
Hamilton, Ontario  
L8P 4Y5  
Tel: 905-643-1262 ext. 262  
Fax: 905-643-7250  
E-mail: pmoore@hamilton.ca
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1. Introduction

Recognizing significant opportunities for change in the West Harbour area, the City of Hamilton, in August 2002, initiated an Integrated Land Use, Transportation and Infrastructure Master Plan Study (“the study”) for the area bounded by York Boulevard to the west, Cannon Street to the south, Wellington Street to the east and Hamilton Harbour to the north (see Figure 1). The study is being completed under the Environmental Assessment Act Municipal Class Environmental Assessment Process for integrated master plans (Municipal Engineers Association, June 2000).

At a minimum, an integrated master plan must address the first two phases of the basic Class EA process: (1) description of the problems and opportunities, and (2) identification and evaluation of alternative solutions and selection of preferred solution. The first phase was completed in December 2002 with release of an interim report, Opportunities and Challenges. In April 2003, Land Use Options were documented and presented to community stakeholders and the broader public. On April 14th, over 400 people viewed the options at a public open house held at LIUNA Station. The open house display panels have also been available for review on the City’s web site (www.hamilton.ca/settingsail) and at various locations in and around the study area.

This report describes the preferred land use strategy for the study area. It is accompanied by a report on the results of a needs assessment of the previously proposed Perimeter Road. The development and evaluation of land use options and the Perimeter Road needs assessment have proceeded concurrently, in an integrated way, so as to inform one another.

The Preferred Land Use Strategy comprises five components that will become the basis for a new Secondary Plan:

- Planning Principles
- Planning Frameworks – Open Space Opportunities, Access and Connections, Areas of Change
- Land Use Plan for the Waterfront
- Land Use Plan for the Barton-Tiffany Area
- Land Use Plan for the Ferguson-Wellington Corridor

Although it is typical in an EA process to consider the “do nothing” scenario, such a scenario, from a land use perspective, is not a practical option for the West Harbour area. Landowners today have regulatory permission to further develop or redevelop properties. Furthermore, with the departure of significant industrial uses from the study area and the conveyance of waterfront property from the Hamilton Port Authority to the City, it is widely recognized that a new land use plan and policies for the area are required. The clear opportunity is to introduce new uses that will have a more positive environmental impact on the area, the City and the harbour than current and past industrial and port uses. In EA terms, doing nothing would fail to address the opportunities and challenges identified for the study area.
Figure 1: Aerial Photograph of Study Area
Setting Sail: Preferred Land Use Strategy

2. Planning Principles

The principles below are based on the common themes that emerged from public consultation during phase one of the study, which included extensive interviews with key stakeholders, a visioning workshop and open house in October 2002, and a community open house in January 2003. The common themes also informed the opportunities and challenges identified at the conclusion of phase one and, in phase two, guided the development of evaluation criteria and land use options. The principles reflect and build upon many of the City’s Vision 2020 goals for creating a healthy and sustainable city. They provide the foundation for the West Harbour Secondary Plan and Transportation and Infrastructure Master Plan.

1. Promote a healthy harbour
- Maintain or enhance existing aquatic and shoreline habitats.
- Development should employ best practice techniques for stormwater management to minimize reliance on the existing combined sewer system.
- Remove, replace or seal potentially harmful subsurface materials, as per statutory policies and guidelines.

2. Strengthen existing neighbourhoods
- Respect and enhance the character of the North End, Strathcona, Central and Beasley neighbourhoods.
- Relocate heavy industrial uses and clean-up contaminated sites.
- Encourage compatible development on abandoned, vacant and under-utilized land.
- Support James Street as the area’s main commercial street.
- Encourage new commercial uses that cater to the local neighbourhood.
- Enhance the amenities and landscaping in existing neighbourhood parks.
- Augment existing parkland with additional publicly-accessible open spaces

3. Provide continuous public access to the water’s edge
- Land at the water’s edge, to a depth that can accommodate a trail, promenade, or other desired open space or public facility, should be publicly-owned.
- New development on the waterfront should not prevent or inhibit public access to the water’s edge.
- The waterfront should include public facilities for launching and docking recreational boats.

4. Create a diverse, balanced and animated waterfront
- Promote a diversity of land uses along the waterfront, including open space, marine recreation, residential, commercial, institutional and cultural.
- Maintain a balance of active and passive recreational uses and outdoor and indoor waterfront attractions.
- Enhance the city as a tourist destination.
- Ensure development and public amenities promote season-long and year-round enjoyment and
appreciation of the waterfront (i.e., ensure uses are waterfront-appropriate).
• Support and encourage a diversity of marine activity.

5. Enhance physical and visual connections
• Mitigate or eliminate physical barriers to the waterfront.
• Promote a connected open space system along the waterfront, through the neighbourhoods and between Downtown and the waterfront.
• Preserve and augment key public views and vistas to and from the waterfront.
• Improve pedestrian, cycling and transit connections to the waterfront from Downtown and the Escarpment.
• Develop a continuous waterfront trail.
• Extend the existing grid of streets and blocks to the waterfront where feasible and appropriate.

6. Improve access
• Promote a more balanced multi-modal transportation system, in which public transit, cycling, walking, and potentially ferries and water taxis have a significant role.
• Minimize traffic impacts on the existing local street network.

7. Celebrate the city’s heritage
• Seek and encourage opportunities to reflect and interpret the city’s industrial, marine and cultural heritage.
• Encourage the preservation of historic buildings and structures.

• Encourage the adaptive re-use of historic industrial buildings.
• Provide public open spaces for cultural festivals and other celebratory events.

8. Promote excellence in design
• Promote the development of beautiful, inspiring, meaningful and memorable places.
• Ensure the public realm—the area’s parks, squares, streets, trails and public buildings—is designed, upgraded and maintained to the highest standards.
3. Planning Frameworks

There are three primary and distinct frameworks, described and illustrated below, within which future planning and development should occur in the West Harbor area.

Areas of Change

The West Harbour’s long and rich urban history has resulted in a complex pattern of land use in the study area. The area today contains a broad mix of residential, commercial, industrial and institutional uses, frequently side by side. While containing relatively stable residential neighbourhoods, the area continues to evolve, with the departure of much of the long-standing industrial activity and relocation of key port facilities setting the stage for significant change in the future. The delineation of areas of change and stable areas provides a framework for new Secondary Plan policies: where significant change is anticipated and desired, new land use policies are clearly required; the essence of existing land use policies for stable neighbourhoods, generally speaking, need not change.

There are two types of areas of change—Areas of Major Change and Corridors of Gradual Change (see Figure 2). Areas of Major Change include the Waterfront, the Barton-Tiffany Area and the Ferguson-Wellington Corridor. Because these are the areas where significant change is anticipated, they are the focus of the Preferred Land Use Strategy. Corridors of Gradual Change include York Boulevard, Cannon Street, James Street and Barton Street (east of James). Land use and streetscapes along these main transportation corridors also have the opportunity to change, but more gradually. The intent of new land use policies along these corridors will be to strengthen existing uses and encourage redevelopment that complements adjacent neighbourhoods and enhances the character of the street.

Beyond the Areas of Major Change and Corridors of Gradual Change are the low-density residential neighbourhoods that are so much a part of what makes West Harbour an attractive place to live. The intent in these Stable Areas is to maintain and reinforce their residential character. Although no significant changes are envisioned for Stable Areas, continued investment and the replacement of inappropriate uses with sensitively-designed residential development will be encouraged. Generally speaking, the current land use policies for these areas will be carried forward to the new Secondary Plan for West Harbour.
Figure 2: Areas of Change
Open Space Opportunities

The extent of existing parkland and other open spaces in the study area and the extent and configuration of vacant or underutilized land together provide a unique opportunity to develop an interconnected system of open spaces, trails and streetscapes (see Figure 3). Such a system would provide a framework and setting for existing and new development. As new open spaces are created and linkages established, the system could become an incredible resource for the neighbourhoods and the entire city, providing amenities, adding beauty and improving the ecology of the West Harbour.

- There are a number of specific opportunities to be pursued in creating an interconnected, accessible and functional system of open spaces, including the following:
  - Extend the Waterfront Trail to Pier 8 and Eastwood Park;
  - Incorporate into future development on the waterfront a variety of linked open spaces that augment the existing park system and improve connectivity;
  - Use the open space reserve along Strachan Street to create open space and trail linkages;
  - Enhance ecological connections along abandoned rail spurs;
  - Enhance and “green” key connecting streetscapes;
  - Increase, identify and enhance key access points to the open space system;
  - Improve access to and visibility of Central Park and re-program it to better meet neighbourhood needs;
  - Enhance Eastwood Park to accommodate a wide range of activities and improve edge conditions;
  - Enhance Bayview Park;
  - Seek parkland contribution in large redevelopments in Beasley North and on Ferguson Avenue;
  - Enhance pedestrian and cycling connections from Beasley North to the Central Waterfront;
  - Identify, preserve and enhance key views and vistas of and from the waterfront.
Figure 3: Open Space Opportunities
Access and Connections

The West Harbour area was developed, for the most part, on a grid network of streets and blocks, which provides for a rational and connective system of access and movement for vehicles, pedestrians and cyclists (see Figure 4). With the exception of roadways on the periphery, such as York Boulevard, and to a lesser degree the Wellington/Victoria and Cannon/Wilson one-way pairs, there are no major roads within the study area. There are many streets, however, that can be considered non-local in nature. These include Barton, Queen, Hess, Bay, Guise, Burlington, James, John and sections of Stuart and Strachan. Although some of these function differently than others, together they should continue to provide the primary vehicular routes to and through the area.

Recognizing the advantages of a grid street network, future development in Areas of Major Change should extend and/or refine the grid. In areas where the grid has been interrupted, notably around Central Park and along the Ferguson corridor, the City should seek to extend or connect streets.

Extension of the grid, however, will not overcome the major barriers to waterfront access, principally the bluff that follows the original shoreline, the rail yard and the CN main line. To overcome these, strong linear connections along the waterfront and additional crossings over the rail corridor should be established.

From the water, access to the waterfront would be improved with additional docks for transient boaters, a central pier for the docking of water taxis, ferries and tour boats, and a designated area for cruise ships.

Specific opportunities the City should pursue, related to access and connections, include the following:

- Establish a clear street hierarchy that adopts the street classification system used Downtown (i.e., mobility streets, traditional streets, local streets);
- Improve transit and pedestrian connections between the waterfront and Downtown parking facilities and activity centres;
- Reconnect pieces of the grid with new streets or trails as part of a reconfigured Central Park;
- Reconnect pieces of the grid as the Barton-Ferguson area is redeveloped;
- Extend the existing grid of streets to improve access to the waterfront;
- Establish, designate and promote a network of pedestrian and cycling routes;
- Provide an additional crossing over the rail line at Ferguson, which is being considered as part of the Mary Street Bridge Class EA process;
- Provide, in concert with redevelopment, new crossings over the rail corridor between Dundurn Park and Bay Street;
- Make York Boulevard, Cannon Street and Barton Street more pedestrian-friendly through streetscape and intersection enhancements.

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Figure 4: Access and Connections
4. The Waterfront

Summary of Land Use Options

From Bayfront Park to Pier 8, Hamilton’s core Waterfront today has a strong recreational focus, with generous open spaces serving both park visitors and boaters. The three land use options developed for the Waterfront seek to balance this focus with a mix of residential, commercial and cultural/educational uses. The intent is to broaden the amenity and range of attractions on the Waterfront, animate it year-round, boost the city’s tourism industry and support a healthy, active harbour.

The greatest potential for change on the Waterfront is on Pier 8, most of which, along with Piers 5-7, was recently conveyed to the City from the Hamilton Port Authority. The first change will come with development of the Marine Discovery Centre on land owned by Parks Canada. East of the Discovery Centre site, the pier continues to be used for commercial port activity under a lease between the Port and the City, but this is considered an interim arrangement until a new land use plan is adopted and implemented.

Two of the options acknowledge the potential longer-term development opportunities that may arise on Pier 9. Future housing and open spaces, and perhaps a cultural destination, would enhance both Eastwood Park and future development on Pier 8. HMCS Star has no plans to vacate its site, but should it do so, the City has right of first refusal on the property.

In approaching the opportunities on the Waterfront, each of the three land use options addresses the critical themes of public access, connectivity, diversity and balance in a distinct way. While all emphasizing strong and diverse systems of open space, the options vary in the intensity of residential development and tourist attractions proposed. All of the options recognize the opportunity to build on the success of recent parkland and trail initiatives—to create a remarkable, multi-faceted waterfront for all Hamiltonians.
Option 1A: The Modest Waterfront
Central to this option is a strong, heavily “green” public edge along the water, including new parkland linking Bayfront Park to Pier 4 Park and a generous band of open space around the edge of Pier 8. Below this continuous open space system, there is an emphasis on recreational boating uses on Piers 5-7 and residential and mixed-use buildings at low-medium densities on Pier 8. Of the three waterfront options, this one has the lowest intensity in terms of new residential development and tourist attractions.

Option 1B: The Destination Waterfront
The intent behind this option would be to re-position the Hamilton waterfront as a significant tourist destination with a series of major cultural attractions on Pier 8. Balancing these attractions, and enhanced recreational boating facilities on Piers 5-7, is a series of apartment buildings at high-medium densities, stretching from Pier 5 to Pier 8. The framework for tourism, residential and recreational boating uses is a continuous open space system, including a major civic space in the centre of Pier 8 that opens to the Harbour West basin. A new neighbourhood of apartment buildings at high-medium densities replaces the rail yard.

Option 1C: The Integrated Waterfront
This option balances recreational uses with residential, cultural, educational and commercial uses tightly integrated on Piers 8 and 9. A continuous promenade links each distinct part of the waterfront. The focus in this option is on diversity and balance, both among and within the proposed land uses. The connected open space system comprises a mix of large and small parks, public squares, promenades and piers. Reorganized marina and boat club facilities in Macassa Bay and on Pier 5 are intended to accommodate a range of recreational boating. The densities of new residential development, including an apartment neighbourhood on the rail yard, are generally low-medium, increasing to high-medium on Pier 9.
Public Comments on the Options

Comments on the Waterfront options expressed at the public open house held April 14, 2003, documented on comment sheets and sent to City staff subsequent to the open house have been wide-ranging. While there is not consensus around one preferred option— many like the low intensity of Option 1A, while others like the emphasis on cultural attractions in Option 1B, and still others like the balance of uses in Option 1C— participants in the review process did share common likes, dislikes and general viewpoints, summarized below.

There is general stakeholder support for the following:

• a strong and continuous public realm at the water’s edge, across the waterfront;
• a range of amenities, particularly cafés, restaurants and shops;
• significant new resident population on the waterfront to support amenities and animate the area year-round;
• commercial, cultural and educational attractions to draw visitors to the City and the waterfront;
• the concept of a civic and commercial focal point, with year-round amenities and attractions, in the area at the foot of James Street;
• essential support facilities for a diversity of marine recreation;
• tour boats, ferries and water taxis.

In addition, notwithstanding the plans of CN and Southern Ontario Railway to maintain the Stuart Street rail yard in its current location, there is widespread community support for eventual redevelopment of the rail yard to provide housing and open space and improve access to the waterfront.

The features that generally are not supported include the following:

• a large amphitheatre in Bayfront Park;
• a pedestrian bridge connecting Bayfront Park and Pier 4 Park;
• buildings that block key views of the waterfront;
• large-scale retail or entertainment destinations;
• a concentration of major tourist attractions that would have significant traffic impacts.

On the topic of land-based facilities— parking, outdoor storage and buildings— to support the existing boat clubs and marinas, opinion is mixed. Users of the existing facilities, not surprisingly, would like to see little change. Others feel that the extent of surface parking and storage does not support the goals of an attractive, publicly-accessible, year-round waterfront. Nevertheless, there is broad support for maintaining, if not increasing, the level of boating activity. Many think this objective is not inconsistent with a reorganization of existing facilities and the relocation of cradle and winter boat storage.

Evaluation of the Options

The options for the waterfront were evaluated against a set of criteria that were informed by the principles developed for the study area, outlined in Section 2 of this report. In keeping with the EA process, these criteria were grouped under the broad headings of Natural Environment, Social Environment and Economic Environment. Tables summarizing the evaluations of the options for all of the Areas of Major Change were presented on the display panels at the April 14th Open House. Reduced copies of the panels

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are available on the project web site (www.hamilton.ca/settingsail).

Upon comparing the environmental assessments of the options and reviewing the public comments, the study team concluded that none of the three options constitutes a preferred option. Rather, the preferred option is a hybrid of the three, combining elements that satisfied key evaluative criteria and were generally supported by the broader community. These elements include the following:

- a linked network of parks, plazas and promenades along the water’s edge, including a generous band of open space around Pier 8, best illustrated in Option 1A;
- a grid system of streets and blocks on Pier 8, best illustrated in Option 1A;
- an improved entryway to Bayfront Park and amenities in the park, as depicted in Option 1C;
- zones for marine recreation uses south and north of Pier 4 Park, as shown in Option 1C;
- an enlarged public pier at the foot of James Street, as shown in Option 1A;
- a civic square on Pier 8, overlooking the Harbour West basin and framed by mixed-use buildings with commercial uses on the ground floor, as shown in Option 1C;
- a mix of cultural and educational attractions and housing at low-medium and high-medium densities on Piers 8 and 9, like in Option 1C.

With respect to the rail yard, the study team recognizes the critical role it plays in the city’s economy and further acknowledges that the success of any plans to relocate the yard will rely on the support of CN and the operator of the yard. Nevertheless, the team has concluded that the rail yard is an increasingly inappropriate use on the waterfront and, in the fullness of time, it should be relocated. The yard not only is a barrier to the waterfront and diminishes its recreational amenities; it may prevent the Barton-Tiffany area to the south from fully realizing its redevelopment potential, discussed in Section 5. Believing that it is conceivable the rail yard may be relocated during the time frame for the Preferred Land Use Strategy (20-25 years), the team decided it would be prudent to identify appropriate future land uses on the site, namely apartment housing and open space.

While encouraging land use change on the rail yard site, the new Secondary Plan for West Harbour will acknowledge that operations of the yard may continue into the long term.

The Preferred Waterfront Land Use Strategy

The recommended land use plan for the Waterfront is conceptually illustrated in Figure 5 and described below. The preferred plan strives to balance the objectives to provide continuous public access; accommodate significant residential population; support a diversity of marine recreation; provide a range of amenities and attractions for residents and visitors; and increase tourism. The vision behind the plan is of a multi-faceted waterfront, offering something for everyone and tied together with a remarkable network of open spaces, trails, promenades and streets.
Figure 5: Preferred Waterfront Land Use Strategy
Rail Yard
Options 1B and 1C demonstrated the potential for future development on the rail yard site to significantly enhance the waterfront, improving access and adding residential population, amenities and open space. There is broad public support for the vision of an apartment neighbourhood and new parkland inherent to both of the options.

Should the rail yard be relocated, a new neighbourhood of apartment buildings, at low-medium and high-medium densities, would be encouraged south of Bayfront Park. The appropriate height of buildings would be the subject of further study. New parkland at the water’s edge could include a significant ecological component that enhances the natural environment of the harbour.

Bayfront Park
While Bayfront Park is much used and enjoyed by the community, there is general consensus that it needs more amenities, such as seasonal cafés and equipment rental facilities, not to mention more shade.

The preferred plan identifies appropriate locations for buildings that would help form an entry to the park and accommodate a range of amenities—seasonal cafés and vendors, bike/skate/boat rentals, washrooms and a visitor information centre. Additional amenities could be accommodated further along the edge of Macassa Bay. The existing main parking lot is the appropriate location for a public parking structure integrated with low-rise apartment buildings that further enhance the entryway to the park. It is recommended that these potential improvements, as well as general landscape enhancements, be addressed in a master plan study for the West Harbour parks and open space system.

Macassa Bay and Pier 5
Boats, lots of them, are essential to maintaining a dynamic, interesting waterfront, and the West Harbour has a long history of accommodating boat clubs and marinas. While the community is seeking a range of uses on the waterfront, there is broad support for recreational boating facilities to continue to have a prominent place.

The preferred land use plan reserves the stretch of waterfront between Bayfront Park and Pier 4 Park and most of Pier 5 largely for marine recreation uses, that is, the boat clubs and marinas that exist there today plus potentially others. The intent is to provide recreational boaters with the essential and secure facilities they require during the boating season while improving public access to the water’s edge and through the area. The land-based facilities that support the clubs and marinas—the buildings, parking lots, dry sail areas and winter storage areas—should be reorganized to accommodate a continuous promenade and should be attractively landscaped. Parking close to the water’s edge should be eliminated and winter boat storage should be relocated to a less active place on the Hamilton waterfront. Over the longer term, the consolidation of clubs into a new building east of Pier 4 Park should also be encouraged.

At the east end of Pier 5, low-rise housing that encircles the existing small-craft sailing basin would bookend the boat clubs and marinas. The intent would be to animate this stretch of waterfront year-round.
To improve access to and through the marine recreation zones, and along the waterfront generally, the road that currently provides access to the boating facilities on Macassa Bay and Leander Drive would be re-designed, re-aligned and connected to create a street that extends from Bayfront Park to James Street. Narrow and designed for all modes of travel from walking to driving, this “lane” would have special paving to give it a distinct character and control speeds. Today, the road along Macassa Bay serves as both an access drive and a section of the Waterfront Trail, creating the potential for conflicts between vehicles and trail users. In the proposed right-of-way, the waterfront trail would run alongside the street. On special event days and busy summer weekends, the street could be closed to vehicles to give pedestrians, cyclists and in-line skaters the space they need to travel safely.

Pier 6
The general view among those who have participated in the Setting Sail study, including local stakeholders, the broader community and the project team, is that the east half of the Waterfront should have a greater intensity of development than the west half, where parks and boating facilities should continue to dominate. It should be a place where plazas, promenades and buildings housing people, amenities and attractions shape an active, often bustling waterfront district. The best place to establish a point of arrival and entry to this more intense district is at the foot of James Street, the northern terminus of one of Hamilton’s principal main streets. The preferred land use plan recommends Pier 6 be extended and enhanced to create a multi-use public pier—the James Street Pier. The pier would be wide enough to accommodate a variety of seasonal amenities—cafés, vendors, markets. It would also be the place where tour boats, small passenger ferries and water taxis moor. Dock extensions should continue to accommodate marina slips as well as ample public slips for transient boaters. The James Street Pier would be connected to Piers 7 and 8 with a pedestrian bridge.

Piers 7-8
At the top of Pier 7, overlooking the Harbour West basin, a major new civic square is proposed—a gathering place for festivals, markets and fairs, community events, intimate concerts, and winter skating. The square would be framed and animated by mid-rise, residential buildings and potentially a hotel, with active uses on the ground floor, such as restaurants, cafés and shops.

Across the top of Pier 8, a mix of residential, institutional and entertainment uses should be encouraged, the intent being to create a unique destination with a cultural and educational focus. The Parks Canada site could accommodate additional educational/entertainment attractions that complement the Marine Discovery Centre. On the west, north and east sides of Pier 8, a wide promenade should connect and envelope development. An east-west “main street”, lined with active ground-floor uses, would cross the pier, linking attractions on Piers 8-9. The Haida would terminate the eastward view along this street. The appropriate height of buildings on Pier 8 would be the subject of further study, but generally mid-rise buildings are envisioned, with taller buildings framing the civic square and lower buildings toward the water’s edge. The rationale for this scale and density of development is two-fold:
• significant residential population is required to support even a minimal level of commercial activity, such as
Setting Sail: Preferred Land Use Strategy

- restaurants and shops, and keep the area active year-round;
- to balance the low intensity and seasonal recreational uses stretching from Bayfront Park to Pier 5, residential population needs to be concentrated on Piers 7 and 8 and, in the longer term, the rail yard site.

Parking to serve the attractions on Piers 7-8, and the waterfront as a whole, should be consolidated in structures integrated with residential and mixed-use developments.

Pier 9
As noted, the City has right of first refusal on Pier 9, should it no longer be required by the Department of National Defence. If HMCS Star were to vacate Pier 9, it would pave the way for a logical extension of the development pattern that emerges on Pier 8 and an enhancement of Eastwood Park. The preferred land use plan calls for an extension of the grid street network to serve a mix of residential and institutional uses. The front of Pier 9, across from the Haida’s future berthing place, would be an appropriate location for a significant cultural attraction. The planned visitor centre for the Haida could become part of this attraction, with the Haida terminating the view down an extended Mary Street.
As a buffer between future development and the port uses on Pier 10, an extension of Eastwood Park to the water’s edge is proposed. Once the park has been extended, the City should consider extending Mary Street and Catherine Street and developing the northwest corner of Eastwood Park with low-density housing to enhance the park’s edge condition.
5. Barton-Tiffany Area

Summary of Land Use Options

The challenges associated with redevelopment of the Barton-Tiffany area are significant. Although industrial employment uses remain, many have abandoned the area, and there is no longer a strong rationale for preserving land in this part of the city for industrial uses. In time, the area should be redeveloped with uses compatible with the neighbourhoods to the south and east and the waterfront to the north. Residential uses are the most appropriate for this area, and two of the land use options are based on logical extensions of neighbourhood fabric. However, before residential development can occur, the issues of site contamination and proximity to the rail yard must be addressed.

Acknowledging these barriers, and in response to the City’s bid for the 2010 Commonwealth Games, the third option includes a stadium that could be built in time for use during the Games, should Hamilton’s bid be successful. The City has identified three potential precincts for a stadium, Barton-Tiffany being one of them. The selection of a preferred precinct will be based on a comprehensive evaluation of all three precincts. The selection of a stadium site within the preferred precinct, furthermore, will be subject to a separate environmental assessment process.

The assumption behind the stadium option is that such a significant project would justify the relocation of existing industrial uses and the clean-up of contaminated sites in the area, paving the way for comprehensive redevelopment. After the Games, the lands around the stadium would be redeveloped with mostly medium-density housing.

In all three options, the assumption is made that either the rail yard is relocated prior to redevelopment or noise mitigation measures can be taken to permit further residential development south of Stuart. A noise and vibration study assessing the impacts of the rail yard has concluded that, beyond the yard, vibration is not a concern. With respect to noise, in general, residential uses in the vicinity of the rail yard (e.g., south of Stuart Street and along Barton Street) can be appropriate with proper design. The study identifies a potential “boundary of influence”, within which future detailed noise studies, to determine appropriate mitigation measures, will be required prior to the redevelopment of individual sites.

Regardless of whether or not the rail yard is relocated, the CN main line would remain. All three options identified future crossings over the main line at Queen and Caroline to connect Barton-Tiffany to the waterfront.

A grid pattern of streets provided the framework for future development in all three options. South of Barton, variations on a grid of streets around Central Park were proposed, to make the park more accessible, visible and functional.
Option 2A: Low Intensity Neighbourhood Extension
In this option, the extension of residential fabric north of Barton is generally low-scale, with the potential for a mix of detached, semi-detached and row housing as well as small apartment buildings. South of Barton, City Works facilities are removed to make way for housing in keeping with the existing character of the Central neighbourhood. Central Park retains an irregular shape but is given more street frontage, and new parkland is proposed along Stuart Street. The intersection of Barton and Caroline is identified as the appropriate location for neighbourhood commercial uses.

Option 2B: Medium Intensity Neighbourhood Extension
This option is essentially the same as Option A, except the density of housing north of Barton is generally higher. The types of new residential uses proposed include town houses and low to mid-rise apartment buildings, with buildings permitted to be higher where the land is lower, below the bluff. South of Barton, streets are reconfigured to improve access to Central Park and give it a more regular shape. This, and the relocation of City Works facilities, provide new sites for low and medium-density housing.

Option 2C: Stadium and Neighbourhood Extension
Should Hamilton be awarded the Commonwealth Games, there is the potential opportunity for a new Commonwealth Games and future Tiger-Cats stadium to be the catalyst for widespread environmental remediation and neighbourhood development in the Barton-Tiffany area. Options C responds to this opportunity, locating the stadium between Hess and Bay, north of a realigned Barton Street. After the Games, the reconfigured blocks south of the stadium would be used to extend Central Park and accommodate medium-density infill housing. The blocks west of the stadium and north of Barton would also be redeveloped with a mix of low and mid-rise housing at medium densities. East of the stadium, the listed heritage buildings on Bay would be retained.
Public Comments on the Options

Based on comments heard at the April 14th Open House and received since then, there is broad support for redevelopment of abandoned and active industrial sites in the Barton-Tiffany area with residential uses. Many see this happening in conjunction with relocation and redevelopment of the rail yard, as part of a larger project to extend neighbourhood fabric to the open space proposed along the harbour’s edge.

Beyond the support for overall revitalization, comments on the Barton-Tiffany options centred on the stadium. Some of the attendees at the April 14th Open House recognize the potential of a stadium to bring about broader renewal in a shorter period than otherwise might be expected given the remaining industrial uses and high level of environmental concern in the area. However, the majority of those who commented, either during or after the Open House, are concerned about the traffic, noise and visual impacts of a stadium and generally feel it would be a highly inappropriate use within a neighbourhood setting.

Comparing the neighbourhood extension options without a stadium, most indicated a preference for 2B, the medium intensity option.

Evaluation of the Options

As with the Waterfront options, the Barton-Tiffany options were evaluated against a set of criteria that were informed by the principles developed for the study area, outlined in Section 2. Based on its evaluation of the options and a review of public comments, the study team concluded that, generally speaking, Option 2B represented the preferred land use plan. In reviewing this option, however, the team identified the following minor refinements that, while not substantially altering the option, would enhance it:

- extension of Central Park to Barton Street;
- shifting of the neighbourhood commercial node from the Barton/Caroline intersection to Barton and Hess;
- increase in residential density along Stuart Street.

The study team also concluded that, although Option 2B represented the preferred land use plan, Option 2C could not be discarded prior to the City’s selection of a preferred site for a Commonwealth Games stadium, which will only happen after the host city is selected in November 2003 and upon further study of the three short-listed stadium precincts under consideration. While the study team appreciates and respects the concerns of area residents, the team believes that the option of locating a stadium in the Barton-Tiffany area is worthy of further study, on the assumption that it would lead and enable a larger strategy to reclaim surrounding industrial and brownfield sites, including the rail yard. Therefore, the preferred land use strategy for West Harbour includes both a preferred land use plan for Barton-Tiffany and an alternate preferred land use plan. Should Hamilton be chosen as the host city, and assuming the West Harbour Secondary Plan proceeds in advance of the stadium site selection process, the Barton-Tiffany area would be designated a Special Policy Area, for which further study will be required prior to any rezonings. If Hamilton’s bid is not successful, land use policies will be based on Option 2B.
Figure 6: Preferred Barton-Tiffany Area Land Use Strategy

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The Preferred Barton-Tiffany Area Land Use Strategy

The recommended land use plan for the Barton-Tiffany area is conceptually illustrated in Figure 6 and described below. The plan broadens the range of housing options in this part of West Harbour, with apartment buildings at high-medium densities beneath the bluff and along Stuart Street and lower-density housing closer to Barton. Besides a reconfiguration and enlargement of Central Park, open space improvements include new parkland along Stuart Street, providing opportunities for trail connections to Dundurn Park and interpretation of the area’s important industrial heritage.

North of Barton
The environmental concerns associated with the industrial and brownfield sites north of Barton suggest that apartment housing at high-medium densities may be the only economically feasible form of residential development. In addition, given the grade change between Barton and Stuart, mid-rise apartment buildings would fit into the area without adversely affecting views. With improved connections over the rail corridor, the new population in the area would help to animate the waterfront year-round.

The preferred land use plan designates the land west of Queen and along Stuart Street, between Queen and Hess, for mid-rise residential uses at high-medium densities and identifies appropriate sites for neighbourhood parks. Low-rise housing at low-medium densities will be permitted east of Caroline and on the block fronting Barton.

Neighbourhood retail and service uses will be encouraged at the intersection of Barton and Hess.

South of Barton
Central Park is a valuable piece of open space serving the community around it, but suffers from a lack of accessibility and visibility, a consequence of being abutted mostly by private properties. The preferred land use plan recommends the City’s Central Services facility be relocated to allow an extension of the park to Barton and that the streets now terminating at the park be extended to create an L-shaped park with streets on all sides. The newly-created land parcels around the park could subsequently be developed with low-rise housing in keeping with the character of existing homes.
Figure 7: Alternate Preferred Barton-Tiffany Area Land Use Strategy
Alternate Preferred Barton-Tiffany Area Land Use Strategy

The recommended alternate land use plan for the Barton-Tiffany area is conceptually illustrated in Figure 7. This plan is recommended for further detailed study in the event Hamilton is selected as the host city for the 2010 Commonwealth Games. However, it is not intended to prejudice the selection of a preferred stadium precinct. Rather, the intent is to provide direction to any further study of Barton-Tiffany as a potential stadium precinct. The plan identifies the appropriate location within Barton-Tiffany for a stadium and the appropriate surrounding land uses that would be encouraged before and after the Games.

The appropriate location for a stadium within Barton-Tiffany would be between Hess and Bay, north of a realigned Barton Street. Due to the alignment of the main CN lines, it is not physically possible to fit a stadium further west, beneath the bluff. Between Hess and Bay, a stadium would have more potential to benefit from proximity to parking, transit and commercial services Downtown and the amenities associated with Bayfront Park. After the Games, commercial and community uses would be encouraged to locate at the south end of the stadium, on Barton.

With the exception of the stadium, the alternate preferred land use plan is similar to the preferred plan. Mid-rise apartment housing at high-medium densities would generally be the most appropriate land use west of the stadium. A neighbourhood commercial node would be encouraged at Barton and Hess. South of Barton, the recommendation to reconfigure and extend Central Park would continue to apply.

Immediately east of the stadium, continued residential use of the listed heritage properties would be permitted. However, since proximity to the stadium may make residential use less attractive, special commercial uses that can re-use the existing buildings, such as professional offices and galleries, would also be encouraged.
6. Ferguson-Wellington Corridor

Summary of Land Use Options

As in the Barton-Tiffany area, the legacy of past industrial uses poses a significant barrier to redevelopment of the Ferguson-Wellington Corridor for residential and other uses. Yet housing is the most appropriate use for the bulk of the land between Barton and Cannon because it would reinforce the residential fabric of the Beasley Neighbourhood. It would also create an appropriate streetscape environment for the Ferguson Bikeway.

Each of the three options for the Ferguson-Wellington Corridor shows a variation on neighbourhood development south of Barton, around a new park. A new east-west street between Elgin and Cathcart, immediately north of the co-op housing development, and a northerly extension of Cathcart to Barton, both common to all the options, would facilitate residential development and movement through the area.

North of Barton, the Detention Centre, Hamilton General Hospital and the CN main line provide a unique and challenging context for redevelopment. Three distinct options are shown for this block. Option 3A illustrates the potential for a “box-format” retail development; Option 3B emphasizes commercial and institutional uses that support the hospital; and Option 3C couples apartment buildings with hospital-related uses.

Central to two of the options for the Ferguson-Wellington Corridor is a greenway feature that recalls a stream that once crossed the area. There is the potential for this open space amenity to contribute to a larger greenway network that links Downtown to the Waterfront along Strachan and Wellington.
Option 3A: Retail Focus and Neighbourhood Extension
In this option, a new park became the centrepiece of medium-density residential development on the commercial and industrial properties south of Barton and east of Elgin. North of Barton, the block between Ferguson and Wellington was designated for retail uses, with the potential for a “box-format” retail development of up to 90,000 square feet on the site. To help define the street, stores were located along Barton, between Mary and Wellington.

Option 3B: Wellness Precinct and Neighbourhood Extension
This option recognized the opportunity for lands west of Wellington to complement and support Hamilton General Hospital with a mix of commercial and institutional uses. A hotel and parking structure could occupy a portion of the block north of Barton, with medical offices and/or the existing Mission Services building occupying the remainder. West of the greenway, retail uses were proposed on both sides of Barton to help define and animate the street. Below this cluster of retail, medium-density housing around a park occupied the existing commercial and industrial lands along Ferguson.

Option 3C: Neighbourhood Extension
This option envisioned mid-rise apartment buildings on both sides of Barton, with the ground floors occupied by street-related commercial uses on Barton. A portion of the former industrial block north of Barton was reserved for commercial or institutional uses that support the hospital, such as a hotel or long-term care facility. The proposed neighbourhood development south of Barton was generally higher in density than in the previous options, with row or stacked town houses defining the open space along the extension of Cathcart.
Public Comments on the Options

Comments from the public on the Ferguson-Wellington Corridor options have been much more limited than the feedback on the other Areas of Major Change. Those who expressed their views verbally or in writing generally support the concept of neighbourhood extension at the centre of each of the options, with a recognition that residential uses at low-medium and high-medium densities would be appropriate and likely more feasible. There has been mixed reaction to the options for the block north of Barton. Many would welcome retail development on the site, but some feel that “big-box” stores would be out of character with the surrounding area. Others liked the notion of a Wellness Precinct comprised of health care and medical-related commercial uses tied to the hospital.

Evaluation of the Options

In evaluating the three options, the study team concluded that there were not stark differences between them in terms of their environmental impact. All of them would replace blighted, contaminated sites with uses that would strengthen surrounding uses and improve Barton Street. On the block north of Barton, it is felt that residential uses, while not inappropriate, would be less feasible given its context and environmental history. The desire to encourage mostly residential uses south of Barton and either commercial or institutional uses, or a mix of the two, north of Barton led to a fourth, hybrid option emerging as the preferred land use plan.

The Preferred Ferguson-Wellington Corridor Land Use Strategy

The recommended land use plan for the Ferguson-Wellington Corridor is conceptually illustrated in Figure 8.

The plan calls for residential redevelopment south of Barton, with higher densities on the blocks fronting Barton and south of a new neighbourhood park on Ferguson. Future apartment buildings on Barton would be encouraged to accommodate street-related commercial uses on the ground floor. Low-rise, medium-density housing, such as stacked town houses, would be permitted on the east side of the Cathcart extension. Redevelopment of the sites at the south end of the Corridor, at Ferguson and Cannon, with medium-density housing would also be encouraged.

North of Barton, a range of commercial and institutional uses would be permitted. While being flexible about the size and form of retail development, secondary plan policies for this block will ensure future buildings appropriately address Ferguson, Barton and Wellington and parking areas do not dominate any of the block’s street edges. Preservation and re-use of the heritage building on Barton would also be encouraged.
Figure 8: Preferred Ferguson-Wellington Corridor Land Use Strategy
7. Transportation and Servicing Impacts

Transportation Impacts

The preferred land use strategy, setting aside the stadium option for the moment, collectively will generate about 1800 trips in the afternoon peak hour. To put that number in perspective, those trips amount to about one-third of the number of peak hour trips entering and exiting the non-local streets of the study area, north of York/Cannon and west of Wellington. Trips generated by commercial and office activities are expected to be reduced to some degree because of overlaps with new residential trips and because of “pass-by” or multi-purpose trips. A mode reduction factor of 20 percent to account for transit, bike, and walk trips has been applied to all trip making. These characteristics are representative of current trends, having regard to the relatively central location of the land use precincts, and there is certainly opportunity for greater reductions through alternate mode choice in the future.

At full build-out (i.e., 20+ years hence), the combination of the preferred land use options for Barton-Tiffany and the Waterfront could have a significant but not unacceptable impact on non-local streets in the study area. As discussed in Section 3, these include such streets as Barton, Queen, Hess, Bay, James and Burlington. In reviewing the impacts, these basic assumptions were made: that traffic not be assigned to the waterfront promenade/scenic drive that is proposed between Bayfront Park and Pier 4 Park; and, volumes on Bay Street north of Strachan Street would be limited to about 400 vehicles in each direction in the peak hour, which is considered to be a reasonable balance between its non-local but residential nature. Bay Street has experienced those volumes in past years, and currently experiences approximately 300 vehicles in each direction in the peak hour, so the anticipated volumes would not be inconsistent with a continued role for Bay Street as a non-local roadway. Certainly, care must be taken to monitor volumes on Bay Street and to take appropriate actions to reduce or calm traffic when required. However, there is no escaping the role of Bay Street as a significant non-local roadway in the fabric of the North End.

Strachan Street would also be utilized as a connector between Bayfront Park and John Street to allow for different traffic distributions north and south of Strachan.

At full build-out, James Street between Burlington Street and Cannon Street would be essentially full southbound. Consequently, there may be a future need to review ways to accommodate additional travel on James Street North. These may include encouraging traffic to use other routes, such as Wellington/Victoria, fine-tuning parking and loading regulations, increasing transit share and the like. It may be necessary to structure an increased reliance on access to the waterfront from the east via Burlington Street through the use of traffic calming and diversion techniques.
A review of the proposed local street system indicates that it would operate in an acceptable manner, although modern roundabouts will be recommended at a number of the intersections with non-traditional layouts. Alternatives for recommended street cross-sections will be developed, having regard to expected traffic and the need to accommodate pedestrians and cyclists.

The stadium option for Barton-Tiffany would require a realignment of Barton Street, and the grades on Barton Street would have to be carefully managed in conjunction with grading plans for the stadium site and lands to the south of the stadium site in order to ensure that traffic operations are acceptable.

Review of the Ferguson-Wellington option indicates that the proposed and existing street network will be sufficient to serve the development with a good level of service, in part because both Wellington and Victoria are arterial access routes with spare capacity. There were no problems identified with the additions to the roadway system proposed in the land use concept, and two-lane roads are all that will be required within the development block. Widenings of Wellington and Barton are not required. Any need for left-turn lanes will be reviewed in later stages.

Bicycle Network
The bicycle network would be affected in several ways. Barton Street is a major east-west bike route in the City’s Bicycle Network. Increased traffic on Barton may require protection for two through lanes in each direction between James and Victoria Streets, which would result in reduced flexibility for bike route design options, but traffic increases on Barton Street are projected to be quite modest in comparison to roadways such as Burlington, Wellington, and Victoria, and it is anticipated that design alternatives for Barton Street can continue to provide for cyclists in an acceptable and positive way. In the Barton-Tiffany area, bike routes will be different for each of the two land use options, but can be adequately accommodated in either case. Connections across the rail lines/rail yard would be significantly enhanced with either of the preferred options. For the stadium option, connections to Stuart Street should be via Hess Street, and for the residential option, connections would be via Caroline Street, as set out in the City’s Bicycle Network. A bicycle route connection across the CN tracks has long been planned for Ferguson Avenue. If that crossing is delayed, it would be desirable to provide an east-west connection to Mary Street south of the CN line, on the understanding that the Mary Street Bridge would be available for pedestrian and cyclist crossings in future.

Perimeter Road
The Needs Assessment for the Hamilton Perimeter Road, which is the subject of a separate report, has concluded that the Perimeter Road is not required for capacity reasons, under existing and future conditions. The traffic impacts of the preferred land use strategy were included and assessed in the needs assessment. Furthermore, a Perimeter Road, which would be subject to an individual Environmental Assessment, would likely have significant environmental and social impacts on the study area. It would create a visual and physical barrier between Downtown and the waterfront and alter travel patterns and volumes on existing roadways.
The Needs Assessment recommends the concept of a Perimeter Road be abandoned and attention focused instead on creating a vibrant waterfront, strengthening north-south connections through the area, and dealing realistically with the issue of goods movement.

**Servicing Impacts**

Generally, there are not expected to be any major problems providing piped services to the future development envisioned in the preferred land use strategy. New infrastructure can be constructed to accommodate servicing future development along proposed road right of ways or provision of easements to connect to the existing sewer and water distribution systems in each area.

Development on the waterfront, including the rail yard, is expected to be supported from the existing infrastructure in and around each site area. Although the existing sewer and water distribution systems have not been designed to accommodate development of the waterfront, the existing sewer and watermain available in the area are anticipated to be of sufficient size and capacity to accommodate the preferred waterfront development. Capacity to serve future development will be confirmed prior to preparation of the servicing master plan. Due to the existing site elevations and topography a sewage pumping station or series of pumping stations to move flows to the existing sewer systems is likely to be required.

In the Barton-Tiffany area, sites north of Barton will be required to be serviced internally, with connections to the existing infrastructure to the east. Capacity to serve future development will be confirmed prior to preparation of the servicing master plan, but no problems are anticipated. A sewage pumping station may be required depending on site topography. Sites south of Barton will be serviced by extension of the existing infrastructure in the area. The existing sewer system should support development of a stadium; water should also be available but supply will be confirmed.

Development proposed for the Ferguson-Wellington Corridor will be serviced by extension of the existing infrastructure in the area.
8. Next Steps

The goal of the Setting Sail study is to produce integrated land use, transportation and servicing infrastructure master plans that will guide investment and development in the West Harbour area. In the next phase of the study, a Draft West Harbour Secondary Plan, which will contain land use policies and maps/schedules based on the preferred land use strategy, will be prepared by the study team. A Draft Transportation Master Plan and Draft Servicing Infrastructure Master Plan will also be prepared.

These documents will be circulated to City staff and other agencies and presented to the public in Fall 2003 for review and comment. Following public consultation, the documents will be finalized and submitted to City Council early in 2004.