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Community & Staff

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1.0 INTRODUCTION
1.0 INTRODUCTION

1.1 CONTEXT

Barton Street and Kenilworth Avenue both have thrived in the past as vibrant commercial streets that served the adjacent residential communities and workers from nearby factories on Hamilton’s Harbour. With the changing economy, Barton Street and Kenilworth Avenue have declined alongside industry, and this decline has manifested itself in vacant and neglected properties, and a high proportion of low-income households facing social and economic challenges.

The challenges facing Barton Street and Kenilworth Avenue are apparent to any observer, but there is also an emerging desire, and commitment by local residents and businesses, to revitalize the corridors. Residents are coming together to take back their neighbourhoods and dispel the area’s reputation as a hotspot for crime. The business community is using innovative strategies to attract a new wave of investment to refurbish old buildings to bring businesses back. Behind commercial façades, ground floor shops are being re-purposed as homes, which is just one sign that change in some parts of Barton Street and Kenilworth Avenue may look different from the areas’ past in terms of the ways buildings, streets, and spaces are used.

1.2 STUDY AREAS

The Barton Street and Kenilworth Avenue study areas are located in north Hamilton, east of the Downtown and south of Lake Ontario and the Bayfront Industrial Area. The study area includes:

- Barton Street between James Street and Ottawa Street (within Ward 2 (James Street to Wellington Street) and Ward 3 (Wellington to Ottawa)); and,
- Kenilworth Avenue North between Main Street and Barton Street (within Ward 4).

The study area includes buildings and parcels directly fronting on the Barton Street and Kenilworth Avenue corridors. The adjacent neighbourhoods and areas are also considered in this study for context.

Figure 1. Study Area
1.3 STUDY PURPOSE

The purpose of the Commercial Corridors Study for Barton Street and Kenilworth Avenue is to develop a strategy for facilitating positive change along the corridors. At the most basic level, this includes ensuring the planning and design framework enables an organic evolution along the commercial corridors that is led by local residents and businesses, and supported by the City. In particular, the proposed framework establishes more flexible land use regulations and new programs and tools that will enable the community to re-purpose, rebuild and revitalize their neighbourhoods over time.

1.4 STUDY APPROACH

The Barton and Kenilworth Commercial Corridors Study was initiated in the Fall of 2013 with a background review. The findings of phase one of the Study are documented in the Barton and Kenilworth Commercial Corridors Background Report (January 20, 2014), which includes:

- A review of existing land use planning policies, zoning standards, financial incentive programs and relevant background documents;
- An inventory of the existing conditions, in terms of the built form, streetscape, transportation network, land uses, and the commercial and residential market;
- A summary of the consultation program and key messages shared by participants;
- A Vision for each corridor that was developed in consultation with the local community and that builds on other neighbourhood planning initiatives; and,
- The recognition of key assets and challenges associated with each corridor.

Building on the background review, this Recommendation Report documents the project team’s analysis in phase two, which addresses the key study deliverables, including:

- Confirming where ground floor residential uses should and should not be permitted along the corridors;
- Developing design strategies and standards to better manage commercial-to-residential conversions;
- Identifying how the City can stimulate and remove barriers to investment and redevelopment; and,
- Identifying public realm and transportation-related improvements for each corridor.

1.5 REPORT OUTLINE

In Chapter 2, this report begins with a synthesis of the study foundations, including a recap of the consultation program and the Vision statements for each corridor. A strategic framework for facilitating change is then introduced in Chapter 3, which focuses on how the City can reduce the risks and cost of development, and establish the environment for change along these corridors. Chapters 4 through 8 then outline the Key Directions for facilitating change and revitalization along Barton Street and Kenilworth Avenue, focusing on land use, parking, traffic and the public realm, as well as the design of residential conversions and infill development, incentives and other strategies for building momentum towards change and revitalization. The report recommendations are summarized in Chapter 9, which also identifies priority actions and quick wins.
2.0
STUDY FOUNDATIONS
2.0 STUDY FOUNDATIONS

A consultation program for the Barton Street and Kenilworth Avenue Commercial Corridors Study was initiated in the Fall of 2013. Phase 1 of the program focused on identifying assets and challenges facing each corridor, and a Vision for the future. During Phase 2, key directions for addressing those challenges and maximizing assets were refined in consultation with stakeholders. The information collected from community members was reinforced through an inventory of existing conditions and a detailed review of the policy and regulatory framework, and other relevant background materials.

2.1 CONSULTATION OVERVIEW

Phase 1 of the consultation program for the Barton Street and Kenilworth Avenue Commercial Corridors Study included a roundtable discussion with City staff in October 2013, a day of stakeholder focus groups in November 2013, and a public visioning workshop in early December 2013. The public workshop was held as part of a joint Public Information Meeting for planning studies taking place in the Barton Street study area, including the James Street North GO Station Mobility Study and the Barton-Tiffany Urban Design Study.

Following the background review, a set of draft recommendations were presented to the public at a Public Open House in late March 2014. In May 2014, the draft proposals were further reviewed during two working sessions with the Barton Village BIA Board of Management, and representatives of local Revitalization Subgroups from the Crown Point and GALA Community Planning Teams. A refined set of recommendations were presented to the community at a public workshop on July 9, 2014.

Participants in the stakeholder focus groups/working sessions, public workshops, and open houses included:

- Residents, including but not limited to representatives of the Crown Point and Gibson Landsdale Community Planning Teams;
- Barton Street businesses, including the Barton Village BIA Board of Management;
- Local developers;
- Staff from the Hamilton General Hospital;
- Staff from the Barton and Kenilworth Branches of the Hamilton Public Library;
- Agency representatives from Urban Native Homes Incorporated, Hamilton Executive Directors Aboriginal Coalition, and Indwell (formerly known as Homestead Christian Care);
- Local foot patrol and crime prevention staff from the Hamilton Police Service; and,
- City staff from Planning and Economic Development (Urban Renewal, Policy Planning, and Community Planning), Municipal Parking, Housing, the BIA Liaison, Building and Municipal Law Enforcement.

Unfortunately, representatives of the Kenilworth business community were not well represented at events held throughout the consultation process, and future engagement will likely be needed as part of the implementation effort.

For a summary of key messages and common themes identified during Phase 1, please refer to the Background Report. Appendix A of this report provides a summary of community feedback during Phase 2.
Consultation Overview

PHASE 1 - BACKGROUND ANALYSIS & VISIONING

- Staff Focus Group
- Community Stakeholder Focus Groups
- Public Visioning Workshop

PHASE 2 - OPTIONS ANALYSIS & RECOMMENDATIONS

- Public Open House
- Working Session with Community Development Workers and community representatives
- Working Session with Barton Village BIA Board of Management
- Working Session with Crown Point and GALA representatives and other community members
- Final Public Meeting
- Presentation to General Issues Committee of Council

Public Open House - March 2014. Photo Credit: The Renew Hamilton Project
2.2 VISION STATEMENTS

Barton Street will become a vibrant main street and the focal point of a complete community where people come to live, work, play and raise a family. The historic prominence of this street will be reflected in its re-birth as a mixed use corridor, with well-defined commercial core, an inclusive housing mix, diversity of community services and amenities, and new job opportunities in healthcare, social services, skilled trades, and creative industries. Buildings, streetscapes and public spaces along Barton Street will be safe, clean, green and well cared for, and contribute to a positive image of the street and adjacent neighbourhoods to the rest of the City. The ongoing evolution of the Street will be an organic process, built on the commitment of local residents and businesses, and their partnerships with the City and community organizations.
Kenilworth Avenue will become a **meeting place** for surrounding neighbourhoods, providing amenities and services that make the area a complete community, with places to live, work, play and raise a family. A **strong sense of community** will be fostered through a **safe, clean and green public realm**, physical connectivity along the street, an inclusive housing mix, **support for local businesses** and neighbourhood-serving retail, and innovative partnerships that champion social enterprises and **property** stewardship to revitalize the corridor. Kenilworth Avenue will become a vibrant street, where people from a **diversity** of backgrounds, economic means, and social status come together to support one another and the area’s ongoing **revitalization**.
A FRAMEWORK FOR CHANGE
A FRAMEWORK FOR CHANGE

Ongoing change is a positive sign of a healthy community. In order for the City of Hamilton to continue to facilitate the reinvention of the Barton Street and Kenilworth Avenue study areas into successful urban corridors in the long-term - economically, aesthetically and in terms of quality of place/quality of life - an array of fiscal, market, planning and public perception issues will need to be overcome.

3.1 FIVE GENERAL OBSERVATIONS

Both Barton Street and Kenilworth Avenue were once highly successful commercial streets that served the daily needs of the adjacent residential neighbourhoods. They included an eclectic mixture of service commercial and retail uses, residential apartments and an array of community facilities, both large scale, and more neighbourhood focused. Notwithstanding the positive efforts of the City and the local business community, the local economy has changed resulting in a loss of people visiting and living in the study area. At the same time, new retail formats have been introduced throughout the City that have changed the shopping habits and patterns of the public. Older style retail formats on traditional main streets across the City, like Barton Street and Kenilworth Avenue, fulfill a unique market niche but have struggled to compete for consumer attention. Within this context, rental rates and the real estate market are not supportive of new buildings or significant building improvements or redevelopment activity. Compounding the decline, the study areas look unsuccessful, with an inconsistent built form, significant storefront vacancy and a public perception that the areas are unsafe. This state of affairs is typically referred to as urban blight.

In the face of these significant challenges is an organized community of residents and businesses working to bring life and commerce back to these corridors. Supportive actions by the City are needed to ensure the impact of those efforts is maximized, and not thwarted. The following analysis has informed a comprehensive set of recommendations presented in Chapters 4 through 8 of this Report, that will, taken together, facilitate the achievement of a rejuvenated investment climate on Barton Street and Kenilworth Avenue. The five important observations that have informed the recommendations are as follows:

1. Barton Street and Kenilworth Avenue require significant change

Both study areas require substantial investment to first stop the decline, and then to begin the reinvention. There is no "silver bullet" that will change the fortunes of these corridors overnight, nor will a series of small scale interventions promote the scale of change required. A multifaceted approach, and a sustained effort will be required. At this point in their evolution, both Barton Street and Kenilworth Avenue require significant change from a land use, urban design and land economics perspective. Generally:

- Substantial investment is required to establish a market for redevelopment of various built forms and for various land uses; and,

- Planning rules and regulations need to facilitate change with a minimum of administrative complexity.
2. There are success stories in Hamilton and from across North America

Notwithstanding the substantial challenges that face the reinvention of Barton Street and Kenilworth Avenue, there have been success stories in other jurisdictions throughout North America. Depressed and obsolete components of other cities have been reinvented. The City of Hamilton has its own success stories, including Locke Street, James Street and Ottawa Street to name a few.

A review of several urban centre/urban corridor improvement projects from outside of Hamilton reveals several common elements in achieving significant transformations. Typically, these areas have reinvented themselves as vibrant and successful places by:

- Integrating a broad mix of uses developed at higher densities;
- Establishing an identifiable and marketable image/character;
- Building/incorporating a high order transit system;
- Establishing/protecting a fine-grained street and block pattern;
- Building a great public realm – streetscapes, urban squares and parks;
- Building public buildings – parking garages, government offices, libraries, art galleries, theatres;
- Getting the parking strategy correct;
- Concentrating the retail activity; and,
- Ensuring a supportive residential neighbourhood (medium and higher density).

In many respects, Barton Street and Kenilworth Avenue already include some of the keys to success. Currently:

- There is a good inventory of public buildings/public uses, including the Hospital, that can be considered stable anchors of activity on these corridors. These buildings and uses are something to build upon;
- The existing parking supply is an underutilized resource that can be leveraged to promote new development and the reestablishment of multiple uses within existing buildings; and,
• The historic, and fine-grained street/block pattern remains mostly intact, although intersection movements have, over time, been manipulated to enhance traffic flow. The fine grained street pattern provide multiple opportunities for on-street parking and the reintroduction of full moves intersections that facilitate easy traffic movement in support of retail commercial activities.

3. There are a variety of tools needed to achieve success

A variety of tools have been used to help stimulate urban corridor development and redevelopment. Across North America, various levels of government have used a vast array of planning, financial and other tools to facilitate the desired medium and higher density, pedestrian friendly environments. Success is, however, usually a result of a combination of tools and circumstances, as opposed to one critical action. Typically, government intervention beyond infrastructure investment - through building programs, incentives and permissive planning policy regimes, for example - is seen as a key development catalyst that can influence private sector investment decisions. In addition, reduced or waived parking requirements, reduced or waived parkland dedication requirements and reduced or waived Development Charges are seen as key fiscal benefits that can dramatically affect the financial feasibility of a development pro-forma.

In addition to those crucial financial factors, the look and feel of the corridors needs to be generally improved. Cleaner streets and sidewalks, and an enhanced police presence can go along way in changing the image of the corridors in terms of both appearance and safety.

4. Change takes time, and innovation

Changing the character, image and operational qualities of Barton Street and Kenilworth Avenue will not be an easy or quick fix. Reinvention will take time, and will occur incrementally. It is not anticipated that wholesale changes to the urban fabric, consumer choice or land economics can occur overnight on these corridors. Rather, the introduction of new development formats, medium density and mixed use development types will, over time, promote the reintegration of Barton Street and Kenilworth Avenue back into the fabric of the City. Physical and functional change will only occur in response to market demand and development feasibility factors. Notwithstanding the long-term commitment required, a number of Quick Wins are identified in Chapter 9 of this report to engage the local community and build momentum towards change.

These corridors require that development pioneers be attracted to the area, and that their investment proposals be considered and nurtured by the City. Barton Street and Kenilworth Avenue are great locations for new ideas and innovative approaches to urban development typologies.

5. Cooperation and commitment are required

Lastly, it is critical that all appropriate private sector initiatives within the Barton Street and Kenilworth Avenue corridors be supported by a reciprocal commitment by the City and other public agencies to improve the pedestrian realm, build public buildings and upgrade infrastructure. The improvements to the pedestrian realm and public infrastructure must be developed in concert with private sector investment.

Along with the private sector, the City itself, needs to be both a champion for change and a development pioneer. City investment sends a powerful signal to the private sector that the City is a committed partner, with a financial stake in the long-term success of these corridors.
3.2 ISSUES – ACTIONS – RESULTS

Figure 2 above represents the engine of transformation for achieving success in the Barton Street and Kenilworth Avenue corridors. The graphic promotes a program focused on ISSUES - ACTIONS - RESULTS, and it forms the basis and structure for the planning and implementation strategy outlined in Chapters 4 through 9 of this report.

Three issues to overcome

There are a number of interconnected variables that will determine the success of the reinvention of the Barton Street and Kenilworth Avenue corridors. Based on the observations made over the course of this study, three key issues have been identified that must be overcome if these corridors are to be successfully reinvented, as follows:

1. Development economics and rental rates in the study area are not supportive of new buildings or significant building improvements and real estate markets do not yet support significant redevelopment activity;

2. The study areas look unsuccessful, with an inconsistent built form and significant storefront vacancy; and,

3. There is a public perception that the study areas are unsafe.
Three actions to stimulate change

Experience in other jurisdictions across North America, combined with the observations and obstacles identified within the study areas suggest that a strategy for the successful implementation of the reinvention of the Barton Street and Kenilworth Avenue corridors requires that the City focus their activities into three basic categories. The City must:

• Establish the environment for change;
• Reduce the cost of development; and,
• Reduce the risks of the development approvals process.

All three of these actions are completely interrelated and are required, in collaboration, to establish a comprehensive, and ultimately, a successful transformation of the study areas from their existing state of urban blight to reinvented, vibrant, mixed use urban corridors. The following text provides additional details with respect to each of the three actions.

Establish the Environment for Change

Tools in this category come in different scales and at different costs. The amount of the public investment typically has a corresponding scale of impact on development economics and market demand enhancement for new development. The experience across North America suggests that achievable rents and sales prices for properties closer to where major public investments are made, particularly in this case in pilot projects and in incentive programs, are substantially higher than elsewhere in the market area, making new development more feasible, and thus, more attractive to the private sector.

Key actions include:

• **Strong Political Will** - Strong political will to ensure a coordinated long-term commitment by the City on a number of fronts will create a favourable private sector investment climate. This includes the development and implementation of a long-term planning and development strategy, actively pursuing private sector partners to invest in and develop medium density forms of development and seeking partnerships with Provincial and Federal partners to fund major infrastructure and building improvements.

• **Long-Term Vision** – Through this study, a long-term vision for each of the Barton Street and Kenilworth Avenue corridors has been developed, and recommendations have been identified for implementing the vision through the Official Plan and other planning tools. The vision for the future should be based on the policies of the Official Plan, but must also be supported by City capital investment and key incentive programs that will stimulate change aimed at promoting the development of vibrant and successful urban corridors.

• **Public Sector Investment** - Invest in the public realm, including upgrades to the road pattern and traffic operations, public utilities, streetscape enhancements, park improvements and new or improved public buildings. Public sector investment is not limited to the City of Hamilton. There is an important case to be made that Provincial and Federal levels of government also have a role to play in investing in infrastructure upgrades and improvements to public buildings.

Public sector investment along both Barton Street and Kenilworth Avenue should focus on pilot projects that demonstrate the possibilities for new development. Pilot projects could include municipal buildings wholly built by the City or joint venture opportunities between the City and private or other public sector partners.
• **Strategic Use of Assets** – The City owns a number of key assets within the Barton Street and Kenilworth Avenue corridors, including City-owned buildings and lands. Land assets as well as building assets can be leveraged to promote change in these corridors. The City should consider utilizing some of these key assets on their own or in partnership with private sector partners to establish new buildings and uses. Again, the City needs to be the champion for change and an investment pioneer in order to send a positive message to the private sector. The City must take a leadership role in this regard.

**Reduce the Cost of Development**

Redevelopment typically costs more than new development. Medium and high density urban forms of development in general, cost more than typical suburban development forms. The City has tools that can be used to reduce the development costs to private developers and owners, which will increase the likelihood of the achievement of medium density urban development forms. Some of the key tools the City can use to reduce the costs of development include:

• **Foster Public Private Partnerships** - As the name suggests, Public Private Partnerships can result in a number of mutual benefits for both the public and private sectors. Projects that might otherwise present too great a financial risk to private sector investors are made feasible through cost-sharing agreements and the leveraging of public funds or land assets. As well, Public Private Partnerships can result in increased development efficiencies that combine private sector development expertise with public sector administrative abilities to streamline development approvals and in some instances provide innovative tax abatement and debt financing options.

• **Enhanced Development Potential** - With a comprehensive planning and development strategy for the Barton Street and Kenilworth Avenue corridors and corresponding Official Plan and Zoning By-law amendments designed to facilitate medium density urban development, the corridors’ development potential will be significantly enhanced and development costs reduced. In particular, provisions for increased density will drive down development costs on a per square metre basis as the economies of scale for medium density development are realized. At the same time, the added certainties with respect to the approvals process generated by new planning and zoning provisions done in advance of development applications will not only mitigate the level of development risk but also effectively reduce development costs associated with approval timing.

• **Appropriate Parking/Parkland Standards** – Appropriate parking requirements that reflect the mixed use and urban nature of the Barton Street and Kenilworth Avenue corridors must be implemented. It has been stated that there is currently a sufficient supply of parking throughout these corridors to facilitate significant development and redevelopment, including greater opportunities for shared parking and on-street parking. Given the current cost of building parking spaces, particularly structured parking, reducing parking requirements and ensuring that the parking supply reflects the true need of medium density forms of development subsequently reduces the overall cost of development.

Similarly, appropriate parkland standards that reflect the mixed use urban nature of the two corridors should be implemented. There is a supply of public parkland (existing and planned) in these study areas, and it is unlikely that new public parks will be necessary. Furthermore, opportunities for more urban open space components can be augmented through development requirements for publicly accessible private open spaces that provide an important urban amenity, while retaining private ownership.

Combined, appropriate parking and parkland standards can facilitate more urban forms of medium density development that might otherwise be regarded by the private development community as cost prohibitive.
• **Provide Financial Incentives** - The City has been aggressive in implementing development cost reductions through incentive programs in the downtown area, as well as more recently within the Barton Street and Kenilworth Avenue corridors, although to a somewhat lesser degree. Incentive programs are a crucial tool that have a substantial impact on development costs. A full suite of financial incentives, both direct or indirect, must be implemented within these corridors to entice the development industry to build medium density, mixed use developments and ensure that it is developed in appropriate locations.

The goal of financial incentives are to stimulate the change. Over time, once the change has begun, and the reinvention of the Barton Street and Kenilworth Avenue corridors is well established, incentive programs can be phased out. It is expected that, in the long-term, the cost of incentive programs is recovered through increased tax revenue.

**Reduce the Risks of the Development Approvals Process**

A third set of tools relate to the reduction of risk for private developers. In other words, a private developer wishing to build the type of development envisioned for the Barton Street and Kenilworth Avenue corridors may be more likely to develop if there is more certainty surrounding the planned vision and more certainty surrounding the approval process.

• **Simplify Planning Policy Frameworks** – The City should adopt a “Regeneration Area” to implement a simplified planning policy regime (Official Plan and Zoning) outlining permitted uses, building heights, urban form, parking and parkland requirements and potential incentives for the Barton Street corridor. This approach, when utilized in other jurisdictions has, in effect, reduced some non-market risk associated with development and redevelopment. It is based on the philosophy of telling developers what you want, and then helping them achieve it, while minimizing administrative complications.

One obvious way to diminish the risks associated with the approvals process is to establish a planning framework that permits and facilitates the form of medium density development envisioned for these urban corridors. The establishment of clear zoning regulations, built form codes and urban design guidelines would provide the regulatory basis to facilitate the City’s vision for the Barton Street corridor and at the same time provide greater certainty as to the City’s development expectations.

• **Pre-Zone for Appropriate Development** - Pre-zoning for the desired types/forms of development in advance of development applications transfers the risk of the development approvals process to the municipality, in concert with the development industry. The pre-zoning exercise should be inclusive, simple and land use and built form based and should clarify municipal development objectives. It is an opportune time for this exercise to be done through the City’s ongoing update and consolidation of various older zoning by-laws into Zoning By-law 05-200.

Further site plan approval would deal with the details of development, but all of the major issues would have already been dealt with through the pre-zoning process. This approach would dramatically reduce the private sector risk and time factors.

• **Coordinate/Streamline Approvals Process** - Speeding up approvals through coordinated administrative process (and a clear and simplified planning framework) can also effectively mitigate development risks, and costs. Enhanced coordination among various City departments to develop comprehensive development and design standards and subsequently speed up approvals provides additional certainty to development, consistent with the desired vision for the reinvention of the Barton Street and Kenilworth Avenue corridors. This idea can be facilitated by the establishment of an approvals “SWAT Team”, with a mandate to facilitate positive change by assisting the private sector as they navigate the City’s approvals processes. The SWAT Team could establish a presence at the...
existing One-Stop Shop for Business in City Hall, which facilitates business licensing and provides other supports to businesses, including navigating the approvals process, but does not process specific applications.

Four Intended Results - Future Success

The Barton Street and Kenilworth Avenue corridors are at the bottom of the development/redevelopment cycle, and it is time to stop ongoing urban blight, and reestablish the importance of these urban corridors. Decisions made today will drive how these corridors will redevelop over time. Ensuring the long-term success and vibrancy of these important urban corridors, will require a comprehensive vision and a strategy that maximizes the full array of planning and financial tools available. The future success of these corridors will ultimately be measured against the following four intended results of the vision:

• **New development and redevelopment** – To begin the desired change in these corridors, the issues of development economics and market acceptance will need to be overcome. The financial feasibility of development is the first place to begin the reinvention. A full suite of incentive programs and planning tools will be required to entice a private sector development response. New development and redevelopment activity will be a positive sign that the reinvention has begun.

• **A marketable image** – To be achieved through the establishment of a long-term development vision that stimulates both public and private sector investment and consequently transforms the image of these corridors as unattractive and unsafe, to vibrant, medium density, mixed-use and successful urban corridors. Success builds on success. Once the reinvention of these corridors has begun, other investors and investment opportunities will be identified.

• **An improved urban amenity** - To be achieved through a combination of public sector capital investments and the establishment of clear urban design development regulations. A predictable approvals process and financial incentives will spur new development and private sector investment opportunities that conform with the urban vision for the Barton Street and Kenilworth Avenue corridors.

• **A rational and safe pedestrian environment** - To be achieved through public investments in infrastructure enhancements designed to enhance the public parking supply, vehicular and pedestrian circulation and safety, as well as investments in the development of a consistent and high quality public realm that ensures pedestrian comfort. Part of the requirements include both ongoing maintenance, where protocols relate more directly to the needs of the community, as well as enhanced policing, which can change the perception of safety in the study areas.
4.0
BARTON STREET
PLANNING FRAMEWORK
4.0 BARTON STREET PLANNING FRAMEWORK

The Barton Street study area presents many challenges and opportunities for revitalization. The following chapter provides a re-cap of the existing context, and addresses key directions for updating the land use framework, parking standards, transportation network and public realm for Barton Street.

4.1 LAND USE

The land use framework is established under the Official Plan and Zoning By-Law, and includes permitted/prohibited uses and a height regime for areas across the City. These tools are used to manage development, reflecting and influencing the function and character of an area as it changes over time. The land use framework also has a significant impact on the development potential of an area, and the cost of redevelopment in terms of triggering the need for Official Plan Amendments, Zoning By-Law Amendments and variances where proposals do not conform to policies and regulations.

Ensuring the land use framework responds to the local context, including opportunities and challenges, is essential to enabling Barton Street to evolve over time in a vibrant way. This section provides an overview of:

- The existing land use context;
- The key issues facing Barton Street from a land use perspective;
- The existing planning framework under legacy zoning and the new Urban Hamilton Official Plan (2011), and the proposed zoning for commercial and mixed uses under the new Zoning By-Law 05-200; and,
- Key Directions that are needed to refine the land use framework for Barton Street to address the key issues, such as residential uses at grade, and to remove regulatory barriers that have thwarted efforts to re-purpose, rebuild and revitalize Barton Street in recent years.

Existing Context

Barton Street has supported an eclectic mixture of businesses and residential uses in a range of built forms over time. The street has been in constant evolution since it was first laid out in the late 1800’s, and that evolution continues today. In addition to the commercial uses, Barton Street has also included hotels, social clubs, schools and places of worship, community uses, auto-oriented uses, semi-industrial uses and an array of purpose built residential uses, from single-detached houses to small scale residential apartments. While the mixture of land uses remains eclectic, the retail/commercial focus is not as robust as it had been historically.
Key Issues

Oversupply of Commercial Lands

This study and previous studies have identified an oversupply of commercial lands within the study area, resulting from changes in the local economy, the evolution of retail formats over recent decades, and a historical requirement to retain commercial uses on the ground floor of buildings along the corridors. This oversupply is reflected in the prevalence of vacant storefronts, and illegal commercial-to-residential conversions.

Low Achievable Rents

The conversion of storefronts to dwelling units is a significant challenge for Barton Street, and is influenced by low achievable commercial rents. Typically, rents are higher for commercial units than they are for residential units, however, within the study area the two are comparable, so there is no financial incentive for property owners to lease to a commercial tenant. In addition, when faced with the option of leasing to an independent business or a residential tenant, the latter is typically considered less risky in terms of guaranteed payment, and is therefore a more appealing option to some property owners.

Residential Conversions

Addressing residential uses at grade was identified as a central objective of this study, and the key land use issue raised by stakeholders throughout the consultation process. The concern with regard to the impact of residential uses at-grade along the corridors is two-fold. First, the conversion of traditional retail storefronts to residential apartments is considered problematic because they are:

- mostly unattractive and contribute to the derelict appearance of the street;
- detrimental to the commercial continuity of the street and the attractiveness of the pedestrian/shopping environment; and,
- likely illegal and potentially not in compliance with Building Code or Fire Code requirements.

While they are often unattractive, illegal and potentially unsafe, the residential conversions do, however, provide much needed affordable housing in the study area, and a source of income for property owners.

Commercial-to-Residential Conversions
The second concern with regard to residential uses at-grade along the corridor is a fear that if more residential uses are permitted at grade over the longer term, the retail/commercial function of these corridors will be lost entirely or at least highly diminished.

Housing & Homelessness as the Corridor Changes Over Time

When considering how Barton Street may change over time, a concern for many community members is the potential displacement of existing residents, either through the termination of illegal residential conversions, or as a result of increased housing costs. The existing mixed income and inclusive character of the neighbourhood is an attractive characteristic the community and the City would like to protect.

The Planning Framework

Legacy Zoning & Rigid Land Use Restrictions

Until new zoning comes into effect to implement the new Urban Hamilton Official Plan, Zoning By-Law 6593 (originally enacted in 1950) remains in place. Under Zoning By-Law 6593, Barton Street is zoned “H” Community Shopping and Commercial with a maximum building height of four storeys, or up to eight storeys where 3 metre side yards are provided; however there are few such side yards, particularly in the traditional main street sections.

Particularly troublesome regulations under the “H” zone pertain to restrictions on residential conversions, which have led to illegal conversions. Under the legacy zoning, up to 10 dwelling units may be created in existing buildings that are located at least 180 m away from another residential conversion, or in which the ground floor is maintained for commercial uses. Otherwise, a maximum of two dwelling units are permitted above a ground floor commercial use.

Beyond residential uses, the planning framework for Barton Street hasn’t permitted an innovative mix of land uses, such as craft industries, trades, or even mixed uses above grade, nor does it recognize the existing close mix of uses along the corridor, where low-density housing abuts large industrial sites.

In terms of redevelopment, the historic height restriction of four storeys is not conducive to redevelopment, since greater height permissions are typically needed to justify redeveloping an existing one-to-three storey built form, particularly in economically depressed areas.
The New Planning Framework

In recognition of the commercial lands oversupply and the historically restrictive planning framework along Barton Street, recent changes under the new Urban Hamilton Official Plan now permit a mix of medium density uses, including residential, commercial and institutional uses in buildings up to six storeys in height. Heights of up to eight storeys may be permitted under certain circumstances. To protect the commercial character of the Barton Street Village while introducing more residential uses in other parts of the corridor, a “Pedestrian Predominant Street” overlay between Wellington Street and Sherman Avenue retains the historical prohibition against residential uses at grade. The proposed C7 zoning for the Pedestrian Predominant Street area and restricts social service-related uses and also restricts heights to three storeys. Refer to Tables 1 and 2 for more on the City’s planning framework.

Observations

The new policy framework and draft zoning significantly open up the land use permissions along Barton Street, while retaining an area with a commercial focus (i.e. through the Pedestrian Predominant Street overlay/C7 Zone). In particular, greater land use flexibility responds to the demand for more housing and innovative uses such as craftperson shops. With regard to heights, the increase to six storeys outside of the Barton Village BIA area is more generous than the existing zoning.

Notwithstanding these improvements, the approach used in the current Official Plan, to identify sections of the main street corridors as “Pedestrian Predominant Street” or not, does not adequately recognize the complexity of the historic and current mix of land uses along the corridors, nor is it flexible enough to facilitate their ongoing evolution. A more nuanced and context-specific approach is required in the City’s Official Plan that will recognize current problems, and propose policy-based solutions for both the short and the longer terms.

Table 1. New Mixed Use Policy and Zoning Framework

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>Max. 6 to 8 storeys*</td>
<td>Min. 7.5 m (2 storeys) Max. 22 m (6 storeys)</td>
</tr>
<tr>
<td>Permitted Uses</td>
<td>• Commercial uses such as retail stores, offices oriented towards serving residents, personal services, financial establishments, live-work units, artist studios, restaurants, gas bars • Institutional uses such as hospitals, places of worship and schools • Arts, cultural, entertainment and recreational uses • Hotels • Multiple dwellings • Accessory uses</td>
<td>• Beverage Making Establishment • Catering Service • Commercial Entertainment • Commercial Parking Facility • Commercial Recreation • Commercial School • Communications Establishment • Conference or Convention Centre • Craftsperson Shop • Day Nursery • Educational Establishment • Emergency Shelter • Financial Establishment • Funeral Home • Home Business • Hotel • Laboratory • Lodging House • Medical Clinic • Medical Office • Motor Vehicle Gas Bar • Motor Vehicle Service Station • Motor Vehicle Washing Establishment • Multiple Dwelling • Office • Personal Services • Place of Worship • Private Club or Lodge • Repair Service • Residential Care Facility • Restaurant • Retail • Retirement Home • Social Services Establishment • Studio • Tradesperson’s Shop • Transportation Depot • Veterinary Service</td>
</tr>
<tr>
<td>Prohibited Uses</td>
<td>• Vehicle dealerships • Garden centre</td>
<td>• Garden centres, except as an accessory use</td>
</tr>
</tbody>
</table>

* Eight storeys may be permitted without an Official Plan Amendment where it is demonstrated there will be no adverse shadow impacts on existing residential uses and where appropriate transitions in height and massing are provided through step backs and the use of angular planes.
### Table 2. New Pedestrian Predominant Street Policy and Zoning Framework

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Pedestrian Predominant Street, overlay in Mixed Use Medium Density Designation</td>
<td>Main Street Commercial (C7)</td>
<td></td>
</tr>
</tbody>
</table>
| Height | Min. 2 storeys (encouraged)  
Max. 6 to 8 storeys | Min. 7.5 m (2 storeys)  
Max. 11 m (3 storeys) |
| Permitted Uses | • Commercial uses such as retail stores, offices oriented towards serving residents, personal services, financial establishments, live-work units, artist studios, restaurants, gas bars  
• Institutional uses such as hospitals, places of worship and schools  
• Arts, cultural, entertainment and recreational uses  
• Hotels  
• Multiple dwellings  
• Accessory uses | • Beverage Making Establishment  
• Catering Service  
• Commercial Entertainment  
• Commercial Parking Facility  
• Commercial Recreation  
• Commercial School  
• Communications Establishment  
• Craftsperson Shop  
• Day Nursery  
• Dwelling Unit(s) | • Financial Establishment  
• Home Business  
• Hotel  
• Medical Clinic  
• Multiple Dwelling  
• Office  
• Personal Services  
• Private Club or Lodge  
• Repair Service  
• Restaurant  
• Retail  
• Studio  
• Tradesperson’s Shop  
• Transportation Depot |
| Prohibited Uses | • Vehicle dealerships  
• Garden centre  
• Drive-throughs (subject to conditions)  
• Gas bars and car washes  
• Residential uses on the ground floor | • Drive Through Facility (subject to conditions)  
• Garden Centre |
| Restriction of Uses within a Building | • n/a (see above, residential uses prohibited on ground floor) | Only permitted on the ground floor:  
• Beverage Making Establishment  
• Catering Service  
• Commercial Entertainment  
• Commercial Recreation  
• Financial Establishment  
• Repair Service  

Only permitted above the ground floor:  
• Dwelling Unit(s)  
• Multiple Dwelling |

Note: The *highlighted* text in Tables 1 and 2 highlights differences between the Mixed Use Medium Density and Pedestrian Predominant Street policies and zoning.
Key Directions

1. Amend the Pedestrian Predominant Street overlay on Barton Street to:

   - concentrate retail/commercial uses where they currently have a presence; and,
   - adopt a more detailed and context-specific land use framework in transition areas.

Amend the Pedestrian Predominant Street Overlay (Map 1)

It is recommended that the Pedestrian Predominant Street overlay along Barton Street be reduced to the area between Wellington Street and Wentworth Street, and a new “Area Specific Policy” be applied to the section between Wentworth Street and Lotridge Street (Map 1).

The proposed approach will concentrate retail/commercial uses within the Barton Village core, while allowing for an evaluation of the commercial market potential in the transition area east of Wentworth, which is currently characterized by a mix of uses, including within a main street built form, and high vacancy levels. The “Area Specific Policy” on Barton Street is intended to also allow for more context-specific land use permissions to be developed that recognize the existing land use mix, which varies from block to block within this segment, as well as an evaluation of the area’s market potential over the next five years (see below for more details on the evaluation framework). The proposed landuse framework also retains the greatest flexibility for redevelopment outside of the retail/commercial core in non-main street sections of the corridor (i.e. larger parcels, underutilized sites, and areas that are unattractive and hostile to pedestrians), which are primarily designated Mixed Use Medium Density and are not subject to the Pedestrian Predominant Street overlay.

Implement an Area Specific Policy on Barton Street from Wentworth Street to Lotridge Street (Map 2)

Areas Where Residential Uses Should Not Be Permitted At-grade

Map 2 identifies areas within the “Area Specific Policy” between Wentworth Street and Lotridge Street where residential uses should not be permitted at grade. These areas have a significant continuity of traditional storefront commercial built form at-grade, and represent an opportunity to foster a vibrant and successful retail/commercial environment within the existing building stock. For more analysis, please refer to Appendix B. In these locations:

- Residential uses should not be permitted at-grade in existing or new buildings with frontage onto Barton Street; residential uses should be permitted above grade.

- Existing, at-grade residential units (whether permitted by current zoning or not) are to eventually be converted back to their retail/commercial function, either through:
  - elimination of the illegal units; or,
  - legal non-conforming status in the new Zoning By-Law for those legal units (this will result in limitations on their ability to expand or rebuild as residential buildings).
Residential not permitted at-grade

Residential permitted at-grade

Land Use Designation/Overlay | Height/Density | Uses Permitted on the Ground Floor
--- | --- | ---
Mixed Use Medium Density | 6 storeys | retail/commercial, residential and institutional
Neighbourhoods | 60-500 units/ha | residential, open space and parks, local community facilities/services, and local retail/commercial
Institutional | not specified | institutional
Pedestrian Predominant Streets | 6 storeys | retail/commercial only (residential uses are not permitted on the ground floor of buildings facing the street)
Area Specific Policy | 6 storeys | Ground floor land uses to be determined on a site-by-site basis

Area subject to proposed amendments

Map 1. Barton Street Land Use Framework

Map 2. Area Specific Policy on Barton Street (Wentworth Street to Lottridge Street)
All sites where it is recommended that residential uses not be permitted at grade should be subject to all of the policies of the Mixed-Use Medium Density designation and the “Pedestrian Predominant Street” overlay designation of the City’s Official Plan.

Areas Where Residential Uses Should Be Permitted At-grade

Map 2 also identifies areas where residential uses should be permitted at-grade between Wentworth Street and Lottridge Street. These areas lack contiguous segments of the traditional main street built form and may include existing purpose-built residential buildings. For more analysis, please refer to Appendix B. In these locations:

- Permitted uses should include a full array of commercial/retail, institutional, and residential uses (including at-grade).

- Where new buildings are proposed, residential uses should be permitted at grade along the frontage of Barton Street, subject to an appropriate interface with the street.

- The existing inventory of residential units built at-grade in traditional storefront buildings (residential conversions) should be reviewed and inspected by the City for compliance with Building and Fire Codes to ensure the health and safety of residents. Design guidelines should be implemented to ensure that unattractive units can be retrofitted to present an improved interface with the street, and an incentive program should be established to promote this positive change. Associated recommendations are provided under Sections 6 and 7 of this report.

All sites where it is recommended that residential uses be permitted at grade should be subject to all of the policies of the Mixed-Use Medium Density designation of the City’s Official Plan.

Evaluation Framework for Residential Conversions in the Area Specific Policy on Barton Street

The “Area Specific Policy” area on Barton Street between Wentworth Street and Lottridge Street has significant vacancy in the traditional storefronts, and as such, it can be expected that some landowners will continue to pursue the conversion of vacant storefronts (generating no rent) to residential units (for which there is market demand). Notwithstanding the merits and challenges related to the conversion of traditional storefronts into residential units, the City should resist new Official Plan Amendment and/or Rezoning applications, including minor variances, for such conversions for a minimum of 5 years. After that time period, the City should:

- Determine whether or not new retail/commercial uses between Wentworth Street and Lottridge Street have gravitated towards the locations identified on Map 2 where residential uses are not permitted at grade, and away from the locations where residential uses are permitted at grade;

- Evaluate the impact of the proposed planning policy changes on the retail/commercial market vitality and vacancy rate within this part of the study area; and,

- Evaluate whether an expansion or a further reduction of the Pedestrian Predominant Street overlay/the areas where residential uses are not permitted on grade as shown on Map 2 is necessary to respond to market demands, or to further strengthen the core retail/commercial sector, or whether more time is required to assess the impact of these planning policy changes.

This approach would allow the City to monitor and evaluate the impact not only of the land use planning policy changes, but also other key directions recommended in the Commercial Corridors Study report to facilitate change.
and revitalization on Barton Street. It provides an opportunity to implement those initiatives and build on the recent interest and ongoing effects of the Barton Village BIA and local community planning team prior to an ultimate decision on the street's commercial potential.

2. **Redesignate Barton Street from Sherman Avenue to Lottridge Street as Mixed Use Medium Density**

Alongside amendments to the Pedestrian Predominant Street overlay, it is recommended that the block between Sherman Avenue and Lottridge Street be redesignated from “Neighbourhoods” to “Mixed Use Medium Density” to more accurately reflect the existing land uses and built form, and to provide continuity across the corridor (Map 1). This redesignation works in conjunction with the “Area Specific Policy” on Barton Street.

3. **Ensure the new zoning for the Mixed Use Medium Density and Pedestrian Predominant Street sections of Barton Street supports a broad mix of commercial uses, including new and innovative business, social and cultural opportunities.**

As the different sections of Barton Street evolve over time, it is anticipated that new types of commercial, cultural and social enterprises will contribute to the vitality and economic rejuvenation of the corridor. Through the new zoning, nascent business opportunities as well as social and cultural enterprises should be permitted and promoted by ensuring adequate flexibility and the recognition of distinct operational needs, such as with regard to loading. Particular opportunities that were identified through the study include light manufacturing operations, such as craft breweries and craftsperson’s shops, tradesperson’s shops, and artists studios. Live-work units also provide land use flexibility and an affordable option for entrepreneurs in sections of the corridors where residential uses are permitted at grade.

A successful strategy for flexible land use regulation that has been used in other jurisdictions is known as form-based zoning, where the emphasis is placed on built form and performance standards, rather than use. This approach to zoning can provide greater flexibility for development and renewal, while ensuring appropriate health and safety considerations are addressed, nuisances between neighbours are minimized, and an attractive and pedestrian-oriented built form is achieved. This approach should be explored by the City as it prepares new zoning for commercial main streets, and Barton Street in particular.

4. **Adopt minimum Floor-to-Ceiling Heights for the Ground Floor of New Buildings**

To support flexible building design that can accommodate a mix of uses including retail at grade, the City should also require minimum floor-to-ceiling heights of 4.5 m for the ground floor of any new buildings that are proposed between Wellington Street and Lottridge Street.

5. **Pre-zone the entire corridor to facilitate redevelopment at maximum permitted heights of six-to-eight storeys, as of right.**

A review of lot depths, ROW widths, and required angular planes indicates that six storeys can be accommodated in many locations along the corridor, and that eight storeys can be achieved on selected sites with greater lot depth. In line with this analysis, the current Official Plan policies for Mixed Use Medium Density permit heights of up to eight
storeys without an OPA for much of the corridor, subject to transition requirements – however, the proposed C3 zoning caps heights at six storeys. This could trigger a costly Zoning By-Law Amendment, even for development proposals that conform with the Official Plan.

It should also be noted that the proposed C7 zoning for areas covered by the Pedestrian Predominant Street overlay limits building heights to three storeys. While this may ensure existing buildings will remain intact, it will not likely attract re-investment. The risk is that dollars will flow more quickly to other areas of the corridor where taller buildings are permitted. Greater building heights within sections of the corridor subject to a Pedestrian Predominant Street overlay are likely needed to facilitate mixed use redevelopment that includes more residential units above grade to support ground floor retail. Redevelopment that includes buildings greater than three stories can achieve a main street built form that is compatible with existing buildings through the use of angular planes and setbacks, as further discussed in Section 6.2 of this report.

To support redevelopment, it is therefore recommended that the City:

- adopt a consistent height regime (six to eight storeys maximum) across the corridor, including within the Mixed Use Medium Density and Pedestrian Predominant Street sections;
- ensure the new zoning for building heights in the Mixed Use Medium Density and Pedestrian Predominant Street designations are harmonized with Official Plan policies to remove the need for costly Zoning By-Law Amendments; and,
- adopt stepback and angular plane requirements to regulate actual building height maximums on a site-by-site basis to minimize impacts on adjacent low density residential neighbourhoods.

The criteria regarding shadow impacts and stepbacks/transitions for buildings up to eight storeys in height, as outlined in Part E, Section 4.6.8 of the Official Plan, could be recognized in the Zoning By-Law as part of this framework.

6. **Advocate for new development to include affordable housing units to minimize the displacement of existing residents and to ensure the community remains mixed income over time.**

Affordable housing is a defined term within the Provincial Policy Statement (PPS) that is based on a household’s income in relation to rental or homeownership costs. From a non-statutory perspective, affordable housing includes higher density types of dwelling units, which by their very nature consume less land/space, and therefore cost less than lower density housing options. Through the development approvals process, City staff should promote the development of new affordable housing units, both as defined under the PPS and higher density dwelling units. Promotional strategies could include expediting approval for projects that include affordable housing. Further direction is provided within the City’s Housing and Homelessness Action Plan (December 2013).

7. **Develop relocation plans for residents who are displaced as a result of redevelopment and/or the termination of illegal storefront residential conversions.**

Where a redevelopment proposal or change of use (e.g. through the termination of an illegal residential conversion) will result in the displacement of residents, the Planning and Economic Development Department should engage
the Housing Services Division to provide assistance through the development of a relocation/displacement plan, in accordance with the Housing and Homelessness Action Plan and other relevant initiatives.

8. **Establish an approvals “SWAT Team” to assist the private sector as they navigate the City’s approval processes.**

Providing guidance to private sector developers is an essential part of the strategy for encouraging redevelopment along Barton Street, primarily because it can reduce the time, cost and uncertainty of the approvals process. The “SWAT Team” should include staff members who are responsible for approving development applications within the study area. To raise the profile of the service, the SWAT Team could establish a presence in the One-Stop Shop for Business at City Hall and be promoted by the Hamilton Economic Development Office and their website investinhamilton.ca.

9. **Programs to Support the Land Use Framework**

Complimentary programs and policies that are needed to assist Barton Street to flourish in the future are outlined throughout this report, including complementary incentive programs, parking standards, urban design guidelines, public realm improvements and other strategies for addressing core challenges and building momentum. With regard to financial incentive programs in particular, it is intended that any programs for commercial uses be offered equally within the Pedestrian Predominant Street and segments of the “Area Specific Policy” area where the Pedestrian Predominant Street Policy would apply.

### 4.2 PARKING

Parking is a multifaceted issue that includes off-street parking standards for new development, on-street parking regulations, the provision of municipal parking lots, and user fees for public parking. Parking can be used as a tool by the City to influence the cost and feasibility of redevelopment, and to help attract visitors to the area. The design and location of parking also impacts the quality of the pedestrian environment, which is addressed under Section 4.4 of this report. This section provides:

- An overview of these parking-related issues and how they impact redevelopment and the vitality of Barton Street;
- Existing parking standards and regulations; and,
- What changes are needed to overhaul the parking regime along Barton Street.

**Key Issues**

The issue of parking has been raised repeatedly as a challenge for businesses, residents, developers, and patrons of Barton Street. First, high parking requirements under the Zoning By-Law increase the cost of development, and in some cases have resulted in development proposals being rejected or abandoned because on-site parking standards cannot be achieved. Second, although nominal, parking fees have been identified as a disincentive for people to stop and visit the area. With regard to both parking standards and fees, it should be noted that City officials report there is a sufficient supply of parking in the area, and that there is room to reduce the parking supply. Finally, prohibitions against on-street parking during peak hours contribute to the use of Barton Street as high speed thoroughfare. This not only makes the area unsafe and unattractive for pedestrians and cyclists, but it also reduces the convenience for drivers to stop and visit the area.
Existing Regulations

Parking Standards

Until new zoning regulations are adopted in Zoning By-law 05-200 for residential, commercial and mixed use zones, the parking standards of the older Zoning By-law 6593 will remain in effect for most of Barton Street. Zoning By-law 05-200 does, however, currently include parking standards that could be applied to the Barton Street corridor once the area is subject to the newer By-law. These parking standards are presented below for the sake of review; however, they may likely be revised during the comprehensive rezoning process and development of the new residential, commercial and mixed use zones.

A review of both the existing and potential parking standards is provided in Table 3 for a selection of land uses. For reference sake, the reduced parking standards that apply to the Downtown are also provided. Table 3 shows that for most land uses, the parking standards would actually increase if the parking standards currently in Zoning By-law 05-200 were implemented as is, which would only exacerbate parking as an obstacle to redevelopment along Barton Street.

Table 3. Parking Standards

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Existing Regulations</th>
<th>Zoning By-Law 05-200 - All Areas Outside of Downtown (Does not currently apply to study area)</th>
<th>Zoning By-Law 05-200 – Downtown Only* (Does not apply to study area)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multiple Dwelling</td>
<td>1.25 spaces/unit (includes 1/resident + 0.25/visitor) except 1 space/unit on the south side of Barton Street west of Victoria Avenue (includes 0.8 spaces/resident + 0.2 spaces/visitor)</td>
<td>Units &gt; 50 m² (538 sf): 1 space/unit</td>
<td>Units &gt; 50 m² (538 sf): 1 space/unit</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Units &lt; 50 m² (538 sf): 0.3 spaces/unit</td>
<td>Units &lt; 50 m² (538 sf): 0.3 spaces/unit</td>
</tr>
<tr>
<td>University, College</td>
<td>6 spaces/classroom</td>
<td>5 spaces/classroom plus 1 space/7 auditorium seats, or 1 space/23 m² of auditorium, whichever is greater</td>
<td>Same as in all areas outside of downtown.</td>
</tr>
<tr>
<td>General Office</td>
<td>1 space/31 m² in excess of 450 m²</td>
<td>1 space/30 m²</td>
<td>1 space/50 m² in excess of 450 m²</td>
</tr>
<tr>
<td>Medical Office</td>
<td>1 space/19 m²</td>
<td>1 space/16 m²</td>
<td>1 space/50 m² in excess of 450 m²</td>
</tr>
<tr>
<td>Restaurant/Tavern</td>
<td>1 space/6 persons who may be lawfully accommodated</td>
<td>1 space/8 m² minimum 3 spaces</td>
<td>No parking required</td>
</tr>
<tr>
<td>Retail Store/ Service Shop</td>
<td>First 450 m²: no parking required</td>
<td>1 space/20 m²</td>
<td>No parking required</td>
</tr>
<tr>
<td></td>
<td>1 space/31 m² for the first 450 to 3,700 m² of floorspace</td>
<td></td>
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<tr>
<td></td>
<td>plus: 1/17 m² for additional floorspace between 3,700 to 12,800 m²</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>plus: 1/20 m² for additional floorspace &gt; 12,800 m²</td>
<td></td>
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</tr>
</tbody>
</table>

*No parking is required for commercial uses in the Downtown. In addition, where alteration or expansion of an existing building is proposed, the parking requirements only apply to the increased GFA or dwelling units. This exemption does not apply to redevelopment outside of Downtown.
Parking Fees

Parking fees in the 11 municipal parking lots along Barton Street are, with few exceptions, $0.50 per hour and enforced from 9 AM to 9 PM. On-street parking meters are more expensive at $1.00 per hour. The metres are enforced between 8 AM and 6 PM from Monday to Wednesday and on Saturdays, and from 8 AM to 9 PM on Thursdays and Fridays. On-street parking is free on Sundays. In comparison, parking in the Downtown is free after 6 PM every night of the week, and at all times on weekends.

On-street Parking Prohibitions

Along Barton Street, on street parking is generally prohibited between the hours of 7 AM and 9 AM, and in many sections of the street from 4 PM to 6 PM. In Barton Village BIA, where parking is provided in a layby, on-street parking prohibitions do not apply.

Key Directions

1. **Reduce parking standards in the Zoning By-Law to improve the affordability and feasibility of redevelopment.**

   Parking is an important tool the City can use to influence the cost and feasibility of development. It is a particularly important tool in areas like Barton Street where, a) low achievable rents make development acutely sensitive to any costs that affect profitability, and b) where there is an existing, urban built form and limited space for parking.

   The parking standards of the new Zoning By-Law are set to increase parking requirements along Barton Street, which are already too high according to past development experience. Although parking standards can be reduced through a variance, this again adds costs and uncertainty to the development process.

   Within this context, the City should adopt alternative parking standards for Barton Street that reflect the urban context, market realities and car ownership levels of low-income residents. Although reduced parking standards are recommended for the corridor as a whole, standard parking requirements should apply in proximity to the Hamilton General Hospital (for example within a 100 m radius) to ensure an adequate parking supply for employees and visitors.

   Exact parking standards can be determined through a parking study, or the City can offer set reductions to the parking standards (e.g. 50%) along Barton Street. Under either scenario, the City should ensure that where alteration or expansion of an existing building is proposed, the parking requirements only apply to the increased GFA or dwelling units, as is the case in the Downtown.

2. **Provide free parking on-street and in municipal car parks at all times (with a 3-hour time limit) to attract visitors.**

   Parking fees for municipal parking lots and on-street parking are typically used to encourage a turnover in busy commercial areas. However, when used in struggling areas such as Barton Street, they only serve as an additional disincentive against potential patrons visiting the area.
To encourage more people to stop and visit Barton Street, the City should waive parking fees for on-street parking and municipal lots along the entire corridor, with the exception of the area around the Hamilton General Hospital where parking fees should be retained (the specific area should be determined through the Traffic Management Study recommended on page 34). As a complimentary measure, a parking time limit of three hours should be imposed to ensure parking spaces turn over and are available to patrons of local businesses.

Since the existing fees for municipal parking lots and on-street meters are quite nominal, the financial impact of this action on the City's revenue would not likely be significant, but it could provide a significant boost for businesses along Barton Street.

3. **End peak hour on-street parking prohibitions to encourage stop-overs and to calm traffic.**

Although there is no need for additional parking along Barton Street, on-street parking is highly convenient for passersby, and it also an effective tool for traffic calming. To further attract visitors to the area and to reduce traffic speeds, the City should end peak hour parking restrictions along Barton Street. In implementing this recommendation, the City should consult with the HSR to mitigate any potential impacts on bus services along the corridor. More discussion of traffic flow through the area is provided in the next section of the report.

4. **Monitor the parking supply as the area changes over time.**

Taken together, the Key Directions for parking along Barton Street present an overhaul of the parking regime, and significantly reduce parking requirements. While parking is not currently constrained along Barton Street, the supply should be monitored as new development takes place so that the City can identify if and when a shift occurs that would justify re-introducing parking fees, and if necessary raising or further lowering parking standards. Monitoring the parking supply should not be an onerous task, and could be completed once every five years, or as required based on the pace of redevelopment.
4.3 TRAFFIC & CIRCULATION

The speed, volume and pattern of traffic impacts and reflects how people experience and move around an area. A particular consideration is convenience and the comfort and safety of pedestrians, cyclists, transit users and drivers. This section of the report provides an overview of:

- existing conditions;
- traffic-related issues; and,
- Key Directions for making the area more attractive and safer for all users.

Existing Conditions

Barton Street is a two-way, minor arterial road, with four lanes of traffic in all sections except within the Barton Village where the roadway narrows and a centre median and bumpouts are installed between East Avenue and Leeming Street. The street is part of a fine-grained grid network, and the typical right-of-way width is 20 m, with a 14.8 to 15 m roadway.

The speed limit is 50 km/h, and the 24-hour traffic volumes range from approximately 8,000 cars and 420 pedestrians in the west end at John Street, to 14,800 cars and 400 pedestrians at Ottawa Street. East of Wentworth Street, Barton is a designated truck route, with 24-hour truck volume of approximately 440 at Wentworth Street (3% of total volume) and 628 at Ottawa Street (4% of total volume).

According to the 2011 Transportation Tomorrow Survey, the majority of people drive to work in Wards 2 and 3, however, there is a higher share of cyclists, pedestrians and transit users compared to the city as a whole. The mode share for work trips in Ward 2 is approximately 70% drivers, 19% transit users, 1.5% cyclists, and 10% pedestrians. In Ward 3 the mode split is 75% drivers, 15% transit users, 1.2% cyclists, and 8% pedestrians.

Key Issues

Notwithstanding that Barton Street has the potential to be a complete street, with its relatively narrow right-of-way and high degree of connectivity, the key traffic problems facing Barton Street from the perspective of people who live and work in the area include high traffic speeds, high truck traffic volumes, dangerous cycling conditions, and a lack of connectivity to waterfront destinations such as Pier 4 and Bayfront Park. The two-way function of the street is, however, recognized as an asset.
The high traffic speeds and truck volumes are a problem because they make Barton Street feel unsafe and unappealing for transit users, pedestrians, cyclists and shoppers in general. The result is lower foot traffic to support local businesses, and greater safety concerns with regard to the frequency and severity of traffic-related injuries and fatalities. Of particular concern is safety for children and youth from adjacent residential neighbourhoods who often use Barton Street during the lunch hour, and as part of their daily trip to and from school. Stakeholders feel that speeding is facilitated by a lack of enforcement and the peak-hour prohibitions against on-street parking. Many also feel there is little reason for people to stop in the area, which contributes to the treatment of Barton Street as a thoroughfare.

Key issues with regard to cycling include a lack of dedicated cycling facilities, and hazardous conditions in the Barton Village area where layby parking, bulbouts, and the centre median create pinch-points for cyclists within the narrowed roadway. In the same area, pedestrians also reported difficulty crossing the street due to the raised, planted median.

Key Directions

1. **Complete a Traffic Management Study to assess what measures are needed to improve the safety and comfort of all users of Barton Street, including pedestrians, cyclists, transit users, and drivers.**

   The section of the Barton Street study area between James and Wellington is captured under the North End Traffic Management Study. A similar study is needed for the rest of the corridor. Key tasks for the study should include the following to make Barton Street a safer and more complete street:

   - Review the feasibility of permitting on-street parking at all times as an interim traffic calming measure, as proposed under Key Direction 4.2-3;
   - Examine how to introduce dedicated cycling facilities, with preferred options that can be implemented in the interim, and when the street is resurfaced or reconstructed;
   - Recognize Burlington Street as the primary truck route through the area and remove Barton Street from the City of Hamilton Truck Route System;
   - Consider whether speed limits should be lowered in any areas; and,
   - Identify strategies to manage potential traffic overflow into adjacent residential communities that may result as of traffic calming along Barton Street.

   With regard to the truck route designation, a section of Barton Street from Wentworth Street to Queen Street was already de-listed as part of the 2010 Truck Route Master Plan Study to “reduce impacts on Barton BIA and residences, while maintaining the link in the easterly area with more truck generators”. The removal of Barton Street from the Truck Route System could either be done on a permanent or trial basis, as has been done for other streets. Reducing truck traffic on Barton Street would support its transition to a more residential street, while also re-enforcing a pedestrian-friendly commercial core.
4.4 PUBLIC REALM

The public realm includes the parts of an urban space that are available for everyone to see, use and enjoy, including streets, parks and open spaces; all land to which everyone has ready, free and legal access at all times. It includes the features and amenity within those lands, such as benches, lights, sidewalks, etc.

An important part of the public realm is streets. Streets are the primary means by which we move about, they shape the way we experience a given space. Streetscapes are elements within and along a street that define its appearance, identity and functionality, including adjacent buildings, land uses, and landscaping. Streetscapes provide an opportunity for “greening” and improvements to the pedestrian’s environment, as they provide key connections between neighbourhoods and districts, open spaces, civic and institutional uses, and key destinations.

Key Issues

Surface Parking & Street Edge Conditions

There are many sites in the study area where buildings are setback from the street, and the space between the building and the street is occupied by surface parking or vehicle storage. Typical uses with parking areas fronting onto the street include fast food outlets, strip retail, and automotive sales and servicing. The consistency of the built form is broken by these conditions, which separate and remove buildings from the street edge. Some sites are also fenced off from the sidewalk, which also degrades the pedestrian realm.

Vacant and Underutilized Lots

Just like parking lots, vacant sites break up the consistency of the built form, and detract from a consistent street wall. Not only are the sites a sign of decline, sparse landscaping and debris typically demonstrate lack of care, which reflects poorly on the surrounding area.

Blank Walls

Blank walls are prevalent along Barton Street. Several large blank walls are located on prominent sites such as key intersections, gateways, transition zones, adjacent to parks and open space, vacant properties, or underutilized sites.
Poor Connections to Parks and Open Space

Other than Woodlands Park at Wentworth Street, there are a few parks and open space that front onto Barton Street. There are, however, many parks and open spaces located within walking distance of the corridor, including neighbourhood parks, waterfront parks, railway lands/open spaces and the Pan Am Stadium site. Connections to neighbouring parks and open space are poorly identified, and a lack of clear connections and wayfinding make it difficult to identify where connections to parks and open space may exist.

Key Directions

Barton Street has some ways to go towards before a major public investment in the public realm can be justified. There are, however, affordable interventions that the City can support in the immediate term to attract investment, change the appearance of the street, and improve conditions for people living and working along and adjacent to the corridor. In the longer-term, the City should leverage infrastructure projects to secure upgrades for the corridor.

1. **Encourage landowners to make street edge improvements and to use greening strategies in areas where surface parking lots, paved surfaces, fences or derelict spaces abut the public street/sidewalk.**

Areas where street edge improvements are needed are shown on Map 3. The objective of street edge improvements should be to better define the pedestrian realm, remove unsightly fencing, and to provide buffers between the sidewalk and any surface parking lots, paved surfaces or derelict spaces.

Street edge improvements can include landscaped strips with street trees or shrubs, and/or low walls. In addition:

- Tree spacing should reflect the role of the street and reinforce it as a pedestrian space.
- Consideration of the scale of a tree when matured is important.
- Minimum distance between street trees should be 8 m, and trees should not be planted in front of entrances of buildings.
- Enhanced pedestrian amenities such as benches may also be incorporated into the street edge treatment.
To support private realm improvements that impact the public realm, the City should establish a new incentive program specifically catered towards improving street edge conditions in the Barton Street study area, as is recommended under Section 7 of this report. A complementary fact sheet or mini-design guidelines should be provided to outline basic design strategies, preferred materials and species for improving the look and function of street edges.

2. **Encourage the development of murals or other artistic treatments to animate blank walls located on highly visible and prominent sites.**

Potential mural sites are identified on Map 3, although any blank wall can serve as a canvas. The potential sites are all private property, and as such would not qualify as “public art” under the City of Hamilton’s Public Art Master Plan, but simply as “art in the public realm”.

To support the development of murals, including on private property, the City should:

- Promote the use of façade improvement grants for the use of murals on private property;
- Develop policies and procedures that reduce red tape for permitting mural development on private property;
- Develop policies and procedures to ensure murals that are initiated by property owners and/or the community are not treated as graffiti; and,
- Direct Culture Division staff to examine whether any public art sites along Barton Street can be prioritized for implementation.

As an alternative, local property owners could also promote their buildings as locations for advertising that is in compliance with the City’s Sign By-Law, which would also provide needed revenue for the maintenance and improvement of their properties.

3. **Enhance connections to key cultural and institutional uses, and parks and open spaces.**

The numerous cultural and institutional uses, parks and open spaces, and the waterfront are an under appreciated asset for Barton Street. New connections from Barton Street to these attractions should be reinforced by enhancing local street connections, many of which also serve as view corridors (Map 3). Wayfinding and signage should be used...
Location

Map 3. Barton Street Public Realm Plan

Legend

- Existing Parks and Open Space
- Parks and Open Space Improvements
- Greening
- Street Edge Improvements
- Connections
- Key Cultural/Institutional Sites
- Special Sites
- Special Site (Major Clean Up)

Key Map

Map 3. Barton Street Public Realm Plan
to clearly identify connections to the key cultural and institutional uses, parks and open space, and the waterfront, and the local street connections should be prioritized for greening and streetscape improvements that improve accessibility, convenience and comfort for pedestrians and cyclists.

With regard to the waterfront, the west end of the Barton Street study area is within walking distance to major attractions, including Bayfront Park and Pier 4. A safe and direct route between the study area and the waterfront already exists, using the pedestrian bridge at Mary Street to cross the rail corridor and connect to Strachan Street, which continues on to the waterfront. Both Mary Street and Strachan Street are two-way residential streets that can comfortably accommodate both pedestrians and cyclists. This active transportation connection should be enhanced with wayfinding signage, which could be coordinated with the pending Comprehensive Wayfinding Study for the lower city in the area between Hwy 403 and the Red Hill Creek Expressway, below the escarpment.

4. **Facilitate partnerships to improve the appearance and interim use of vacant, underutilized and/or unsightly lots, particularly those that are located on “special sites”.

There are a number of vacant sites located along Barton Street, including at “special sites” that could serve as gateways (Map 3). These sites are often a blight on the surrounding neighbourhood, but there is potential to clean, green and re-purpose these spaces in the interim while they await redevelopment. Potential uses include community gardens, sports/play areas, and temporary events (e.g. flea markets, food truck gatherings) that contribute to the identification of an area as a destination.

By and large these vacant sites are privately owned, and partnerships will need to be developed between property owners, business and community organizations, and other interested parties. The City can serve as a facilitator between these groups, and can provide legal support and procedural guidance to implement improvements to vacant sites. Where properties are City-owned, the City can take a more active role in working with the community to re-purpose sites.

5. **Leverage major infrastructure projects to achieve upgrades to the street.

Infrastructure projects, such as road resurfacing or reconstruction, are a significant opportunity to implement public realm enhancements that improve the pedestrian environment from a visual, physical and safety standpoint. Core improvements for Barton Street that can be implemented as part of major infrastructure projects include:

- Crosswalks should be articulated and clearly delineated through the use of different paving materials, paving patterns, and/or raised paving. Simple crosswalk painting improvements can also be undertaken independently of major infrastructure projects.

- Coordinated streetscape furniture (i.e. benches, trash receptacles, lighting standards) should be introduced and placed at key locations throughout the corridor to create a more unified and cohesive streetscape.

- Pedestrian lighting should be placed at key intersections and throughout the retail core, and should be coordinated with streetscape furniture.

- Layby parking should be introduced across the corridor to communicate to drivers that they are entering a space shared with pedestrians and that they need to reduce their travel speed.

- Curb extensions/bump-outs should be provided at all access points and intersections to improve walking conditions, but designed so to not create an obstacle for cyclists.
/5.0
KENILWORTH AVENUE
PLANNING FRAMEWORK

5.0
5.0 KENILWORTH AVENUE PLANNING FRAMEWORK

The Kenilworth Avenue study area is a unique area, caught at the crossroads between its past as a commercial street and thoroughfare for steelworkers heading to their homes on the mountain, and its future as a neighbourhood in its own right. The following chapter provides a re-cap of the existing context, and addresses key directions for updating the land use framework, parking standards, transportation network and public realm for Kenilworth Avenue.

5.1 LAND USE

As is the case for Barton Street, it is important to ensure the planning framework for Kenilworth Avenue responds to the local context, including trends, opportunities and challenges. By doing so, the framework for permitted/prohibited land uses and the height regime can enable the area to evolve over time in a vibrant way. This section provides an overview of:

- The existing land use context;
- The key issues facing Kenilworth Avenue from a land use perspective;
- The City’s planning response to those issues under the new Urban Hamilton Official Plan (2011) and the proposed zoning for commercial and mixed uses under the new Zoning By-Law 05-200; and,
- Other Key Directions regarding land use that are needed to facilitate the revitalization of Kenilworth Avenue.

Existing Land Use Context

The section of Kenilworth Avenue within the study area contains two very different components. South of Roxborough Avenue, Kenilworth Avenue includes a mixture of land uses, including a significant residential component. This area displays no retail commercial continuity either in built form, or land use. On the other hand, Kenilworth Avenue between...
Barton Street and Roxborough Avenue has a significant continuity of traditional storefront commercial built form at-grade. It remains a commercial main street and represents an ongoing opportunity to foster a vibrant and successful retail/commercial environment within the existing building stock.

**Beyond the study area**

For context it should also be recognized that Centre Mall is located at the northern terminus of the study area (at Barton Street), and that the Kenilworth Avenue corridor transitions to a residential character just south of the study area (beyond Main Street). Notably, local residents acknowledged that the study area is known as being “on the wrong side of the tracks”, i.e. north of Main Street – indicating that the character transition is marked.

**Key Issues and Opportunities**

**Legacy Zoning, Vacancies, and Conversions**

Kenilworth Avenue faces many of the same challenges as Barton Street, in terms of the impact of vacancies and illegal residential conversions on the derelict appearance of the street and low achievable rents. Legacy zoning that has required commercial uses at grade and restricted residential uses across the entire corridor has contributed to these conditions.

**Lot Fabric, Orientation and Height Limitations**

Kenilworth Avenue also faces other land use challenges that are not present along Barton Street. In terms of redevelopment potential, the study area is far more constrained by lot depth and compatibility/privacy impacts on adjacent residential uses. Unlike Barton Street, there are no large sites with significant lot depth. Kenilworth Avenue is exclusively in the range of 30 m lot depth, which can typically accommodate buildings that are up to four storeys in height, with surface parking. Heights of up to six storeys can be accommodated, but only with below-grade or structured parking, which may or may not make economic sense. The fine-grained lot fabric also means lot consolidation would likely be required before redevelopment can occur. Finally, there will be greater privacy concerns among existing residents because adjacent lots back onto Kenilworth Avenue, creating views into backyards from any new buildings that extend higher than the existing one-to-two storey built form. Notwithstanding these challenges, there has been some recent development activity along the street, consistent with a low to mid-rise built form.
**Housing**

As with Barton Street, concerns have been raised by members of the local community regarding the impact of redevelopment on existing residents, and the need for displacement planning and affordable housing as the area changes over time.

**Social Service Cluster**

In the south end of the study area near Main Street there is an existing hub of institutional uses, social service agencies and social/affordable housing. Indwell’s Perkins Centre is located at the intersection of Crosthwaite Avenue and Main, half a block east of Kenilworth and serves as a community development centre with meeting rooms, affordable housing, as well as an off-campus site for the McMaster School of Nursing. Adjacent to this site on Kenilworth Avenue is the Aboriginal Cultural Centre, which includes the Hamilton Executive Directors’ Aboriginal Coalition (H.E.D.A.C) and affordable housing for aboriginal men (provided by Urban Native Homes). These organizations are investing in the area and have expressed a desire to develop social enterprises that employ tenants and help to revitalize the corridor. Supporting these organizations is a unique opportunity for the City to support community-based momentum.

**The New Planning Framework**

Under the new Urban Hamilton Official Plan, the entire Kenilworth Avenue study area is subject to the “Pedestrian Predominant Street” overlay, which retains the historical prohibition against residential uses at grade. The proposed zoning for the Pedestrian Predominant Street area restricts social service-related uses, and also restricts heights to three storeys. The underlying designation that is over-rided is Mixed Use Medium Density, which provides far greater flexibility in terms of land use, and heights of up to six to eight storeys. Refer to Tables 1 and 2 on page 22 and 23 for a summary of the emerging planning framework.

**Observations**

The new policy framework and draft zoning retain this portion of Kenilworth Avenue as a commercial area. While the new framework will relax regulations regarding residential uses above grade, retail will continue to be required at grade, and permitted building heights will be reduced from four storeys to three storeys. Overall, the proposed framework does not represent a significant shift for Kenilworth Avenue.

**Key Directions**

1. **Amend the land use policies on Kenilworth Avenue between Roxborough Avenue and Main Street by removing the “Pedestrian Predominant Street” overlay designation, and introducing an “Area Specific Policy”. Retain the Pedestrian Predominant Street overlay on Kenilworth Avenue between Roxborough Avenue and Barton Street.**

   **Amend the Pedestrian Predominant Street Overlay (Map 4)**

   The land use mix and built form on Kenilworth Avenue is markedly different north and south of Roxborough Avenue (refer to Appendix B for further analysis). In recognition of the more residential and social service-related character of the section between Roxborough Avenue and Main Street, it is recommended that the Pedestrian Predominant Street overlay be removed in this section.

   This Official Plan Amendment would reinstate the underlying Mixed Use Medium Density designation on Kenilworth Avenue between Roxborough Avenue and Main Street, which would permit residential, institutional and social service-
related uses more broadly, including at grade in buildings facing Kenilworth Avenue. Although the Neighbourhoods designation of the UHOP permits a mix of uses that contribute to a complete community, a Medium Density Residential designation is not recommended since it would reduce land use flexibility as compared to the Mixed Use Medium Density designation.

**Implement an Area Specific Policy on Kenilworth Avenue from Roxborough Avenue to Main Street**

Within the area on Kenilworth Avenue from Roxborough Avenue to Main Street, where the Pedestrian Predominant Streets overlay is proposed to be removed and the Mixed Use Medium Density designation reinstated, it is recommended that an “Area Specific Policy” be introduced to provide fine grained direction for where residential uses may or may not be located at grade, based on the existing built form. Specifically, residential uses should not be permitted at grade where there are existing, purpose-built traditional commercial storefronts, as identified on Map 5. All other existing built forms, and all new development should be permitted to include residential uses at grade, subject to any applicable zoning design standards and building code requirements.
2. **Ensure the new zoning reflects the amended land use framework and community vision for Kenilworth Avenue.**

The evolution and revitalization of Kenilworth Avenue must be supported in the new zoning. In particular, the new zoning for Kenilworth Avenue should:

- support a broad mix of street-related commercial uses consistent with the Pedestrian Predominant Street designation between Roxborough Avenue and Barton Street, including retail, service commercial, office, artist studios, and light manufacturing (such as craft breweries and trades/craftpersons shops);
- enable a transition to a more residential character between Roxborough Avenue and Main Street, consistent with the Mixed Use Medium Density designation.
- promote neighbourhood-serving uses across the corridor, such as convenience stores, small grocery shops (e.g. fruit and veggie stands), butcher shops, pharmacies, hardware stores, banks, salons, and restaurants;
- prohibit new automotive sales and servicing uses, and require landscape and buffer treatments where existing automotive uses propose to expand; and,
- recognize the existing hub of health and social services as an asset and a permitted use where the Mixed Use Medium Density designation applies.

3. **Pre-zone the corridor to facilitate redevelopment.**

As noted previously, the current Official Plan policies for Mixed Use Medium Density permit heights of up to eight storeys without an OPA, subject to transition requirements – however, the proposed C3 zoning caps heights at six storeys. Similarly, the proposed C7 zoning for areas covered by the Pedestrian Predominant Street overlay limits building heights to three storeys, even though up to eight storeys are permitted in the Official Plan. These variations between the Official Plan policies and zoning could trigger a costly Zoning By-Law Amendment, which can impede redevelopment.

To support redevelopment, it is therefore recommended that the City:

- adopt a consistent height regime (six to eight storeys maximum) across the corridor, including within the Mixed Use Medium Density and Pedestrian Predominant Street sections;
- ensure the new zoning for building heights in the Mixed Use Medium Density and Pedestrian Predominant Street designations are harmonized with Official Plan policies to remove the need for costly Zoning By-Law Amendments; and,
- adopt stepback and angular plane requirements to regulate actual building height maximums on a site-by-site basis to minimize impacts on adjacent low density residential neighbourhoods.

The criteria regarding shadow impacts and stepbacks/transitions for buildings up to eight storeys in height, as outlined in Part E, Section 4.6.8 of the Official Plan, could be recognized in the Zoning By-Law as part of this framework.
4. **Advocate for new development to include affordable housing units to minimize the displacement of existing residents and to ensure the community remains mixed income over time.**

Through the development approvals process, City staff should promote the development of new affordable housing units, both as defined under the PPS and higher density dwelling units. Promotional strategies could include expediting approval for projects that include affordable housing. Further direction is provided within the City's Housing and Homelessness Action Plan (December 2013).

5. **Develop relocation plans for residents who are displaced as a result of redevelopment and/or the termination of illegal storefront residential conversions.**

Where a redevelopment proposal or change of use (e.g. through the termination of an illegal residential conversion) will result in the displacement of residents, the Planning and Economic Development Department should engage the Housing Services Division to provide assistance through the development of a relocation/displacement plan, in accordance with the Housing and Homelessness Action Plan (December 2013) and other relevant initiatives.

5.2 **PARKING**

With regard to parking, the issues facing Kenilworth Avenue mirror those facing Barton Street, including with regard to parking standards, parking fees for on-street and municipal lot parking, and peak hour on-street parking prohibitions. Please refer to Section 4.3 of this report for:

- An overview of parking-related issues and how they impact redevelopment and the vitality of mixed use corridors;
- Existing parking standards and regulations; and,
- What changes are needed to overhaul the parking regime along both Barton Street and Kenilworth Avenue, including:
  - Significantly reducing parking standards to reduce the affordability and feasibility of redevelopment;
  - Providing free on-street and municipal parking at all times;
  - Introducing a three-hour time limit on parking to ensure turn over;
  - Ending peak hour on-street parking prohibitions; and,
  - Monitoring the parking supply as the area changes over time.

Unique considerations for Kenilworth Avenue are a perception among local stakeholders that there is a shortage of parking, and likely higher rates of automobile use than along sections of Barton Street that are closer to the Downtown. Notwithstanding these differences, the same key directions apply for both corridors. As recommended for Barton Street, a local parking study may be required prior to overhauling the parking regime on Kenilworth Avenue. Additional strategies that may be needed along Kenilworth Avenue include parking and transportation demand management measures, such as shared parking, car-sharing, and encouraging the use of transit by local employees and/or as part of new development.
5.3 TRAFFIC & CIRCULATION

The speed, volume and pattern of traffic impacts and reflects how people experience and move around an area. A particular consideration is convenience and the comfort and safety of pedestrians, cyclists, transit users and drivers. This section of the report provides an overview of:

- existing conditions;
- traffic-related issues; and,
- Key Directions for making the area more attractive and safer for all users.

Existing Conditions

Kenilworth Avenue is a two-way, major arterial road, with four lanes of traffic in all sections. The street is part of a fine-grained grid network, and the typical right-of-way width is 20 m, with a 14.8 to 15 m roadway. Left turn restrictions exist at Barton Street, Britannia Avenue, and Cannon Street. The traffic planning regime along Kenilworth Avenue reflects a by-gone era when the corridor played an important role in providing quick access between harbour and the mountain for factory workers.

In the study area, the speed limit is 50 km/h, and the 24-hour traffic volumes of approximately 16,954 cars and 576 pedestrians on Kenilworth Avenue at Cannon Street. North of Main Street, Kenilworth Avenue is a designated truck route, with 24-hour truck volume of approximately 295 at Cannon Street (2% of the total vehicle volume). It should be noted that south of the study area (between Main Street to the Kenilworth Access traffic circle), the speed limit on Kenilworth Avenue was lowered to 40 km/h in 2013, and the street was removed from the list of truck routes as part of the 2010 Truck Route Master Plan Study.

According to the 2011 Transportation Tomorrow Survey, the majority of people drive to work in Ward 4, which includes Kenilworth Avenue. The mode share for work trips for Ward 4 in 2011 was 81% drivers, 11% transit users, 1.2% cyclists, and 7% pedestrians, which is comparable to the city-wide mode split.
**Key Issues**

Notwithstanding its potential to be a complete street, with its relatively narrow right-of-way and high degree of connectivity, the primary traffic problem facing Kenilworth from the perspective of people who live and work in the area is high traffic speeds, which are exacerbated by a lack of enforcement, left-turn restrictions on Kenilworth, and peak hour on-street parking prohibitions.

High traffic speeds make Kenilworth Avenue feel unsafe and unappealing for transit users, pedestrians, cyclists and shoppers in general. The result is lower foot traffic to support local businesses, and greater safety concerns with regard to the frequency and severity of traffic-related injuries and fatalities. At the same time, left turn-restrictions frustrate drivers and reduce connectivity to adjacent neighbourhoods, while also facilitating higher traffic speeds through the area. Combined, these challenges make the area difficult and unattractive to visit, regardless of which mode of travel is being used.

**Key Directions**

1. **Complete a Traffic Management Study to assess what measures are needed to improve safety, comfort and convenience for all users of Kenilworth Avenue including pedestrians, cyclists, transit users, and drivers.**

   A Traffic Management Study is needed to examine the current and future function of the corridor, and to make the corridor a safer and more complete street. The study should focus on potential traffic calming measures and improved circulation. Key tasks for the study should include the following:

   - Review the feasibility of permitting on-street parking at all times as an interim traffic calming measure;
   - Remove left-turn restrictions at Barton Street, Britannia Avenue, and Cannon Street and introduce left-turn lanes where possible;
   - Introduce a traffic signal or crosswalk at Roxborough Avenue to provide a safer pedestrian crossing between the library and Tim Hortons, and examine whether any other traffic signal changes are needed to improve safety;
   - Consider whether speed limits should be lowered;
   - Consider how to improve conditions for cyclists; and,
   - Remove the remainder of Kenilworth Avenue from the City of Hamilton Truck Route System, either on a permanent or trial basis, as has been done for other streets.

The Key Directions proposed above are consistent with a recent request made by the Ward 4 Councillor to the Public Works Committee to examine how to make Kenilworth Avenue more of a complete street south of Main Street. The whole corridor should be considered as one to provide a sense of continuity and to support the transition of the Kenilworth study area to a more residential and attractive character.
5.4 PUBLIC REALM

Streets, parks, and open spaces are all part of the public realm, where people are free to travel, spend time, and recreate, relax and meet with other people. The quality of the public realm is influenced by the degree of accessibility and connectivity; the availability of amenities that improve comfort for pedestrians, such as benches, lights, sidewalks, trees and other vegetation; as well as the interface with private property and buildings.

This section of the report includes an overview of:

- Existing conditions and issues associated with the public realm along Kenilworth Avenue; and,
- Key directions for improving the public realm along the corridor.

Existing Conditions & Key Issues

Surface Parking

There are many sites in the study area where buildings are setback from the street, and the space between the building and the street is occupied by surface parking or vehicle storage. Typical uses with parking areas fronting onto the street include fast food outlets, strip retail, and automotive sales and servicing. The consistency of the built form is broken by these conditions, which separate and remove buildings from the street edge. The pedestrian realm is significantly degraded as a result of this.

Fences

Chain link fencing can be found along the street edge adjacent to Kenilworth Avenue in many locations, particularly on sites in the south end of the study area that have automobile-related uses such as car dealerships and auto repair shops. The fencing is unattractive and introduces breaks and gaps in the public realm, as well as the built form character and rhythm along the corridor, which negatively effects the pedestrian environment.

Poor Connections to Parks and Open Space

There are no parks or open spaces that front directly onto Kenilworth Avenue, and a lack of clear connections or wayfinding signage make it difficult to identify where connections to neighbourhood parks and open spaces may exist. There is potential for greening along the pipeline corridor that crosses Kenilworth just north of Roxborough. The crossing at Kenilworth is one of the only sections of this greenway corridor that are paved, otherwise it provides an off-street connection through adjacent residential neighbourhoods and parks. Additional connections could be enhanced through wayfinding that identifies routes to the mountain/escarpment and Red Hill Valley trails.

Key Directions

There are a number of affordable interventions that the City can support in the immediate term to attract investment, change the appearance of the street, and improve conditions for people living and working along and adjacent to the corridor. In the longer-term, the City should leverage infrastructure projects to secure upgrades for the corridor.
1. **Encourage landowners to make street edge improvements and to use greening strategies in areas where surface parking lots, paved surfaces, fences or derelict spaces abut the public street/sidewalk.**

Areas where street edge improvements are needed are shown on Map 6. The objective of street edge improvements should be to better define the pedestrian realm, remove unsightly fencing, and to provide buffers between the sidewalk and any surface parking lots, paved surfaces or derelict spaces.

Street edge improvements can include landscaped strips with street trees or shrubs, and/or low walls. In addition:

- Tree spacing should reflect the role of the street and reinforce it as a pedestrian space.
- Consideration of the scale of a tree when matured is important.
- Minimum distance between street trees should be 8 m, and trees should not be planted in front of entrances of buildings.
- Enhanced pedestrian amenities such as benches may also be incorporated into the street edge treatment.

To support private realm improvements that impact the public realm, the City should establish a new incentive program specifically catered towards improving street edge conditions in the Kenilworth Avenue study area. A complementary fact sheet or mini-design guidelines should be provided to outline basic design strategies, preferred materials and species for improving the look and function of street edges.

2. **Green the pipeline corridor to enhance its connectivity through the neighbourhood and to create a greenspace along Kenilworth Avenue.**

The pipeline represents a significant opportunity to introduce a public gathering space along Kenilworth Avenue (Map 6). The City’s Planning and Economic Development and Community Services departments should engage with local stakeholders, including property owners (Tim Horton’s), affected facilities (the Fire Station), and Crown Point Neighbourhood Planning Team (through a Pipeline Corridor Action Team), to identify potential challenges and solutions for greening this space. Greening opportunities may range from full-scale conversion to a park/plaza space, to more subtle upgrades that improve pedestrian connectivity, safety, and amenity. Opportunities already identified by the local community include new seating, bioswales, general greening, signage/wayfinding, trail connections and improvements for cyclists, as well as water elements that reference the story of water along the corridor.
3. **Leverage major infrastructure projects to achieve improvements and upgrades to the street.**

Infrastructure projects, such as road resurfacing or reconstruction, are a significant opportunity to implement public realm enhancements that improve the pedestrian environment from a visual, physical and safety standpoint. Core improvements for Kenilworth that can be implemented as part of major infrastructure projects include:

- Crosswalks should be articulated and clearly delineated through the use of different paving materials, paving patterns, and/or raised paving.

- Coordinated streetscape furniture (i.e. benches, trash receptacles, lighting standards) should be introduced and placed at key locations throughout the corridor to create a more unified and cohesive streetscape.

- Pedestrian lighting should be placed at key intersections and throughout the retail core, and should be coordinated with streetscape furniture.

- Layby parking should be introduced across the corridor to communicate to drivers that they are entering a space shared with pedestrians and that they need to reduce their travel speed.

- Curb extensions/bump-outs should be provided at all access points and intersections to improve walking conditions.

Public space precedent for improving the pipeline corridor. Source: Philadelphia City Planning Staff Blog (2013)
6.0
URBAN DESIGN
6.0 URBAN DESIGN

6.1 RESIDENTIAL CONVERSIONS

Principles

With an oversupply of commercial space along Barton Street and Kenilworth Avenue, residential conversions are an attractive alternative to vacant storefronts in sections of these corridors that are outside of the defined commercial areas. Alongside new purpose-built residential buildings outside of the main commercial sections of the corridors, these conversions can contribute to a larger residential population to support local businesses, while providing affordable housing options.

To support a change of building use from commercial to residential, complimentary changes are needed in By-laws to give Property Owners certainty and to encourage and regulate quality and investment. To ensure quality construction, Design Standards & Guidelines are also needed to provide solutions to issues that arise when converting vacant commercial space to residential.

Design Issues

Privacy

The large storefront window affords great views of the street but with the lack of view control residents sacrifice privacy. In particular, residential units directly onto sidewalks cause privacy concerns. Affordable solutions, such as adding blinds/curtains, or obscuring the glass by adding translucent film or replacing the glass, assist in maintaining the great street view and provide privacy for the resident. Fenced buffer spaces (see next page) are excellent at achieving privacy/security and an amenity space.

Security

Residents become worried of potential vandalism or break-ins through the large panes of glass that compose the storefront façade. While safety glass or security film can alleviate fear, replacement windows should have divided lites to reduce glass size and add residential character. Reducing window size to a more residential scale is possible, but high quality materials should be used for the façade. In addition, using solid wood doors, and adequate exterior lighting can affordably reduce security risk and enhance the building’s appearance.
**Buffer Spaces (porches, stoops + fenced gardens)**

Most commercial spaces have very little or no buffer space between the storefront façade and the sidewalk. By-laws must allow and regulate gardens, porches, and stoops, while ensuring these features will not encroach on the clear space required for pedestrians to pass. In the future, when the street is rebuilt, sidewalks outside the core commercial areas should be narrowed to the normal 1.5 meter clear width providing additional green space and amenity space for residential units.

Providing a narrow fenced terrace as a buffer space and outdoor amenity space is an easy item in commercial streets with wide sidewalks. The addition of a fenced terrace or other buffer spaces enhance the residential character, and distance pedestrians away from the windows to increase privacy and security.

**Meeting Light/Ventilation Requirements**

It is necessary to have larger windows in the converted residential space in order to meet Building Code light and ventilation area requirements. Most often commercial spaces are sandwiched between other commercial spaces, consequently there are few opportunities to add additional windows to a residential unit, except at the rear. Solutions to gain more light and ventilation include adding skylights and/or clerestory windows.

Importantly, designing an open concept interior - where partitions are used sparingly and the top of walls are lower than the ceiling for maximum light/ventilation travel between rooms - can affordably meet required light and ventilation standards and create a residential unit that is enjoyable to live in.
**Interior Design Strategy**

The interior design strategy in a storefront residential conversion is necessary in keeping costs low and meeting Building Code standards. A benefit of typical commercial spaces are the long structural spans and high ceilings, which add flexibility and a desirable character feature for the interior design. For example, by designing the interior space so that public rooms (such as living, dining, office, and/or kitchen) are adjacent to the storefront window, bedrooms and bathrooms are pushed to the back where it is quieter and private (an alternative solution for the lack of exterior buffer space). Loft bedrooms without direct windows are code compliant if sufficient light and ventilation are provided per the Building Code. Furthermore, large open commercial spaces can be divided into multiple residential units, as long as each unit has access to windows for proper light and ventilation.

Drapery and fenced garden for privacy and buffer space.

Room partitions, new flooring, and fixtures are added for this Toronto residential conversion. To minimize the interior partitions, only the bedrooms and bathrooms are divided near the back of the building.

Source: *“Great Spaces: A Photographic Tour of Four Former Storefronts That Evolved into Civilized, Citified Homes”* Toronto Life (2011)

**Case Studies**

**A Corner Building**

This building demonstrates how to maintain a large storefront façade while providing privacy, security, and proper light and ventilation. New large double-glazed windows with operable clerestory vents were installed to increase light, ventilation, and insulation. The main entry is recessed allowing for a small stoop within the fenced garden. The window framing on the ground and second floor are painted dark to contrast the masonry and enhance the character of the residence.

Fenced terrace provides buffer space for privacy.

The corner window provides ample light.

Source: *“Great Spaces: A Photographic Tour of Four Former Storefronts That Evolved into Civilized, Citified Homes”* Toronto Life (2011)
A Storefront Unit
Largely maintaining the existing exterior storefront conditions, this storefront condo primarily focused on the interior design, where each unit occupies a floor of the three story building. For each unit, the living room is adjacent to the large window, while the kitchen and dining room extend the length of the building. To maximize the travel of light and ventilation from the existing windows, partitions (some of which are glass) are only added at the back for bedrooms, and bathrooms. This interior layout allows the public rooms to act as a buffer from the street, so that security, and serenity are ensured for the more private bedrooms. Conversely, it would have been beneficial to provide a terraced buffer space for amenity and green space.

An Office and Residence
Similar to the Storefront Unit, this Toronto residential conversion maintains the exterior façade, and focuses the design on the interior. While a fenced terrace as buffer space could have been added to the front of the building, currently the only separation from the street is the two-step stoop, which elevates the office/dining space. To ensure security, the existing vestibule remains, and filters traffic between the office and home.

For added privacy, pull down blinds are installed for the large storefront window, and the interior space is organized with the public spaces near the ground floor window while the private rooms occupy the upper floors. By keeping the ground floor free of partition walls, the entire floor receives ample light, and ventilation from the storefront window. Due to the length of the building, the noise from the streets are filtered by the office/dining, and kitchen space, leaving the living room at the back quiet.
Philadelphia Neighbourhoods

Philadelphia has many neighbourhoods that exemplify the suggested design standards discussed in this report. Common concerns with all of these residences are the front entry and low windows facing a public walkway. Using solid wood doors, blinds, stoops, and terrace space increases privacy and security for the residence. For example, stoops elevate the main entry from the public walkway differentiating the unit as residential as opposed to traditional commercial units that encourage public entry by having their entry on the same grade as walkways. Furthermore, added terrace space enhances the character of neighbourhoods, increases privacy for residence, and provides exterior amenity space for the units.

For neighbourhoods with wider walkways a low wall is built between units creating terrace space and moving pedestrians from the buildings.

Neighbourhoods with narrow roads and narrow walkways can provide small stoops and planting beds to create a homey feel.

Stoops with stairs parallel to walkways are acceptable solutions for narrow walkways.

Potted plants can provide minimal buffer space between the residence and public walkways.

Simply adding three feet of planting bed and window box enhance to the residential feel.

By combining planting beds and stoops privacy and security are increased for the residence.
Summary of Design Standards for Residential Conversions

Urban Context
- Sidewalks should be a minimum of 4’ (1.2m) clear width, minimum 5’ (1.5m) clear is preferred.
- Reducing sidewalks to 1.5m maximizes buffer spaces for residential dwellings.
- Do not allow surface parking on Barton Street and Kenilworth Avenue or on corner lots.
- Encourage side patios on corner buildings to replace existing surface parking.

Privacy and Security
- Recessed doorways should be required for privacy and to create a stoop or seating area.
- Add translucent film, blinds or curtains on windows to limit visibility into residence from exterior.
- Divide large panes of glass into smaller lites to add residential character and increase security.
- Use safety glass or security film if large storefront window is desired.

Buffering Residential Dwellings (with porches, stoops, fenced gardens, and planting)
- Provide narrow fenced terrace to distance pedestrians away from residential units.
- Encourage recessed stoops to provide outdoor amenity space where fenced terraces are not possible.
- Stoops or porches should be a minimum of 5’ (1.5m) wide to allow seating.
- Fenced terraces should be a minimum of 3’ (0.9m), but preferably 5’ (1.5m) deep.
- Stoops with stairs parallel or perpendicular to the sidewalk are acceptable.
- Encourage planting, such as window boxes, pots, and planting beds, as a buffer and amenity space for residential unit.

Meeting Light/Ventilation Requirements
- Installing skylights, clerestory windows, and windows at the front and rear allow for residential units to meet minimum light/ventilation requirements set by the Building Code.

Interior Design Strategy
- Use partitions sparingly within the residential unit to maximize light/ventilation travel between rooms.
- Design interior with public rooms (such as living, dining, office, and/or kitchen) at front of residences and private rooms (such as bedrooms and/or bathrooms) are pushed to the back for privacy.
- Ensure sufficient light and ventilation are provided for bedrooms as per the Building Code.
6.2 INFILL DEVELOPMENT

Potential infill sites that can accommodate new development are under-utilized properties that are vacant or occupied by surface parking lots, single-storey buildings, abandoned buildings or small buildings that do not utilize their lands intensively. Within the Barton Street and Kenilworth Avenue study areas, the most significant infill sites are occupied by surface parking lots and auto-serving uses such as car dealerships, repair shops and suburban format retail.

The following guidelines provide direction for how infill sites can be redeveloped. The guidelines are consistent with the City-Wide Corridor Planning Principles and Design Guidelines, which provide planning and design direction for designated Corridors under Schedule E of the new Urban Hamilton Official Plan. Although neither Barton Street or Kenilworth Avenue are designated Corridors, both are characterized by similar conditions as designated corridors in terms of their right-of-way width, existing land uses and built form, and surrounding residential context. As such, the guidelines for corridors are a useful resource that indicates the City’s expectations for how infill development should be designed, particular with regard to building height and massing.

Building Height and Massing

Building height and massing have an important role in the quality and character of a street. An appropriately sized building can ensure visual continuity, maintain pedestrian scale, animate the street and improve the architectural quality of the street. Building height and massing is also important for achieving appropriate development potential while mitigating potential shadow and privacy impacts on adjacent low rise residential properties.

- New development within the Mixed Use Medium Density designation (including in areas covered by the Pedestrian Predominant Street overlay) should have a minimum building height of two storeys for a minimum 75% of the building frontage along the primary street.

- Maximum building heights should be determined according to the application of a 45-degree angular plane, measured beginning from a line at-grade parallel to the front property line at a distance of 80% of the width of the right-of-way, and a 45-degree angular plane measured from the rear property line when adjacent to residential buildings (Figure 3).

- For buildings that exceed three-storeys, a minimum 2 metre step back from the front/exterior side yard facade shall be required to reinforce a consistent street wall among existing and new buildings.

- Notwithstanding the above angular plane and step back guidelines for determining building height, buildings in the Mixed Use Medium Density designation within the Barton Street and Kenilworth Avenue study area shall not exceed Official Plan permissions (i.e 6-8 storeys).

Application Along Barton Street & Kenilworth Avenue

Based on the angular plane, stepback requirements, and a 20.0m right-of-way along Barton Street and Kenilworth Avenue, the maximum building heights that can be achieved are:

- 6 storeys (19.5m) for a mixed-use building, or 5 storeys (18.9m) for a commercial building on 30m lot depths; and,
• up to 13 storeys (40.5m) for a mixed-use building, or 11 storeys (40.5m) for a commercial building on 50+m lot depths.

This assumes a minimum floor to-ceiling height at grade of 4.0 to 4.5 m, with either 3.0 m residential storeys, or 3.6 m commercial storeys, above grade.

In order to achieve these building heights while satisfying the angular plane, stepback, and parking requirements, below-grade parking is required and minimum lot depths should be at least 30 m.

Where surface parking is utilized building heights will be reduced.

• On 30-metre deep lots building heights would be reduced to four storeys based on existing parking requirements and three storeys based on proposed parking requirements (see infill demonstration models).

• On 55-metre deep lots building heights would be reduced to seven storeys based on existing parking requirements and six storeys based on proposed parking requirements (see infill demonstration models).

### Table 4. Typical Infill Conditions along Barton Street and Kenilworth Avenue

<table>
<thead>
<tr>
<th>Minimum Lot Depth</th>
<th>Maximum Building Height*</th>
<th>Built Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traditional Main Street Less than 30 m lot depths</td>
<td>2 to 4 storeys</td>
<td>Townhouse, stacked townhouses or small apartment/mixed-use building</td>
</tr>
<tr>
<td>Traditional Main Street 30 m to 35 m lot depths</td>
<td>6 storeys mixed-use 5 storeys commercial</td>
<td>Townhouses, stacked townhouses, live/work townhouses, multi-storey apartment/mixed-use building.</td>
</tr>
<tr>
<td>Religious/Institutional 35 m to 50 m lot depths</td>
<td>6 to 8 storeys mixed-use 5 to 7 storeys commercial</td>
<td>Multi-storey apartment/mixed-use building.</td>
</tr>
<tr>
<td>Auto Serving, Suburban Format Retail and Strip Plaza 30 m to 50+ m lot depths</td>
<td>6 to 11+ storeys mixed-use 5 to 9+ storeys commercial</td>
<td>Multi-storey apartment/mixed-use building.</td>
</tr>
</tbody>
</table>

*Maximum building heights to be determined in relationship to actual property depth and street width
Infill Demonstration Models

Overview
- 4 storeys
- Sleeved parking
- 45-degree angular plane from the front and rear lots, and a 2.0m stepback above the 3rd storey
- 28 residential units
- 485 m² commercial GFA
- Satisfies the existing parking requirements under Zoning By-Law 6593 (40 spaces)

* Under the draft parking requirements (October 2013), only a three storey building could be accommodated.

Figure 3. 30 m Lot Depth Redevelopment Scenario

Overview
- 6 storeys
- Sleeved parking
- 45-degree angular plane from the front and rear lots, and a 2.0m stepback above the 3rd storey
- 38 residential units
- 485 m² commercial GFA
- 40 parking spaces
- Does not meet existing or proposed parking requirements.

* Under existing and draft parking requirements only a four storey and three storey building could be accommodated, respectively.

Figure 4. 30 m Lot Depth, Maximum Redevelopment Scenario
Overview

- 7 storeys
- Sleeved parking
- 45-degree angular plane from the front and rear lots, and a 2.0m stepback above the 3rd storey
- 65 residential units
- 540 m² commercial GFA
- Satisfies the existing parking requirements under Zoning By-Law 6593 (80 spaces)

* Under the draft parking requirements, only a six storey building could be accommodated.

Figure 5. 55 m Lot Depth Redevelopment Scenario

Overview

- 13 storeys
- Sleeved parking
- 45-degree angular plane from rear lots and 2.0m stepback above the 3rd storey
- 106 residential units
- 540 m² commercial GFA
- 80 parking spaces

* Does not meet front yard angular plane requirements or the parking requirements (existing or draft). Demonstrates maximum redevelopment potential.

Figure 6. 55 m Lot Depth, Maximum Redevelopment Scenario
Transition

Transition plays has an important role in the character and quality of streets and neighbourhoods. It is important to consider the effects of proposed development on existing neighbourhoods to ensure that proper transitions in height and massing are provided to minimize negative effects on the pedestrian environment.

- A transition between buildings of differing heights and scales should be provided through built form.
- The height and scale of buildings should be determined within the context of surrounding neighbourhoods and the adjacent built form.
- Where transitions occur on the same block or street, the street wall height should be consistent with adjacent properties.

Pedestrian Experience / Grade-level Interface

The character and quality of the grade-level interface can make the greatest impact on the quality of the public realm and pedestrian experience.

- Grade levels and streetwalls should be designed with the highest architectural design and materials.
- Grade level should provide a prominent street presence with a floor-to-ceiling height of no less than 4.5 m.
- Street walls along frontages that are greater than 30 m in length should provide a rhythm of differentiation though varying degrees of transparency, frequent entries, varying materials, textures and colours; or varying façade articulation and height.
- To maintain a main street environment, smaller scale retail formats (typical 6m frontage) should be located at-grade with larger formats directed to the second level.
- Where larger format retail frontages are located at-grade, they should be articulated as narrow shop fronts with frequent entries and a minimum 75% clear glazing to maximize visual transparency and street animation.
Parking & Access

Parking has an important role in the transportation system of cities and can be considered a key component of the vehicular network. It is important to ensure that parking does not visually detract from the quality of the public realm or restrict pedestrian movement.

Parking is encouraged below-grade or in structures.

- Surface parking lots should be located to the rear of properties or interior to the block and generally not visible from the street.
- Where surface parking is visible from the street, it should be considered an extension of the public realm and carefully designed to ensure it does not undermine the quality of the public realm and pedestrian environment. Exposed parking lots should be designed as distinctive paved public spaces or screen from view with elements such as low decorative fencing; architecture features, landscaped buffers and other mitigate design measures.
- Surface parking lots are encouraged to be paved with light-coloured and permeable paving.
- Landscaping should be used to break up the parking area.
- Pedestrian walkways and landscaping should be incorporated into surface parking areas.
- Siting and orientation of surface parking should integrate with adjacent courtyards and plazas where possible.
- Above-grade parking structures should be integrated within developments and as much as possible located to the interior of the block and not visible from the street or open spaces.
- Stand-alone parking facilities should be prohibited.
- Where an above-grade parking facility fronts on a street, the grade level frontage should incorporate retail, public or other active uses.
- Above-grade parking structures should reinforce the intended built character and blend into the streetscape through façade treatments that conceal the parking functions.
- Direct vehicular access from the primary street should be discouraged and should be directed to rear lanes or side streets. Vehicular access should be shared with development within the block where possible.
7.0 INCENTIVE PROGRAMS
7.0 INCENTIVE PROGRAMS

Financial incentive programs are used to stimulate private sector investment in “community improvement”, including the redevelopment of blighted areas, underutilized sites, and incompatible land uses; repairs to buildings and energy retrofits; and the remediation of contaminated sites. Incentives are particularly useful where property owners cannot otherwise justify, or afford to, invest in the maintenance or improvement of their properties. The objective of financial incentives, and community improvement programs more generally, is to leverage public funds to improve the social, environmental and economic quality of an area.

Considering the many challenges facing both Barton Street and Kenilworth, including the derelict appearance of buildings, illegal residential conversions, and weak market forces, incentives are an essential tool the City can use to support private-sector led renewal of the corridor. This section of the report provides:

- a brief overview of existing financial incentive programs;
- challenges identified by the development community; and,
- Key Directions for improving the package of incentive programs available along Barton Street.

7.1 EXISTING PROGRAMS

The City offers 16 incentive programs under its Downtown and Community Renewal, LEEDing the Way and ERASE Community Improvement Plans, the Ontario Heritage Act, and Development Charges By-law exemptions. As of March 2013, 12 of those incentive programs now apply to properties located along the Barton Street and/or Kenilworth Commercial Corridors, including the:

- Commercial Façade Property Improvement Grant Program;
- BIA Commercial Property Improvement Grant Program (an enhanced façade grant available to BIAs, including Barton Village);
- Commercial Corridor Housing Loan and Grant Program;
- Hamilton Tax Increment Grant Program;
- Office Tenancy Assistance Program;
- Hamilton Heritage Property Grant Program;
- Hamilton Community Heritage Fund Loan Program;
- LEED Grant Program; and,
- Four ERASE programs (Environmental Remediation and Site Enhancement).
Combined the programs provide assistance for improving storefronts, as well as developing/redeveloping/renovating commercial, residential, and office properties, including (as per the specific incentive program) lands, buildings and individual units. It should be noted that several of the programs, including the BIA Commercial Property Improvement Grant Program, the Commercial Façade Property Improvement Program, and the Office Tenancy Assistance Program, can be accessed by property owners, as well as authorized tenants.

The City will begin to undertake a scheduled five-year review of the Community Improvement Plan in 2014, which provides a timely opportunity to revisit the programs available along Barton Street and Kenilworth Avenue.

7.2 FAÇADES, LANDSCAPING & ACCESSIBILITY

Façade Improvement Program

Of the incentive programs available along the corridors, the most well-known and accessed by businesses and developers are the façade improvement programs, including The Commercial Façade and the BIA Commercial Property Improvement Grant Programs. It should be noted that these programs do not apply to heritage features, which are covered under heritage-related grant programs.

Although the potential benefits of the façade improvement grants are significant, some argue that potential is not being recognized due to a lack of design expertise and quality control, as well as a cumbersome and expensive application process. With regard to the latter, stakeholders reported that providing two quotes may not be feasible for specialized restoration work, and that the upfront application fee of $205 or $330 (depending on the program) is a barrier to accessing the incentive. Moreover, to improve affordability, there is a desire among some building owners to complete DIY façade improvements, rather than being required to hire a contractor, as is the case under current programs.

In terms of the application review process, the General Manager of the Planning and Economic Development Department approves façade improvement applications, and a building inspector is involved to ensure compliance with the Ontario Building Code. In addition, a jury is used to evaluate and approve art projects or art-related components under the BIA Commercial Property Improvement Grant Program. This jury may include representatives of the City’s Urban Renewal Section, the Business Improvement Area, and an urban designer, and is required to include the Director of Culture or a representative.

Landscaping & Accessibility

Currently, the City of Hamilton offers very limited financial incentives in the study area specifically targeted for landscaping upgrades or for improving accessibility. Currently the BIA Commercial Property Improvement Program that is available in the Barton Village BIA area, and the Commercial Façade Improvement Program that is available to the balance of the Barton Street and Kenilworth Avenue study area, include as eligible improvements permanent landscape features only, such as flagstone and natural stones/rocks, statuary, irrigation, containers, fencing, and front-yard or side-yard decks/patios that abut the street. Trees, shrubbery, perennials, annuals, soil, mulch, and grass are not eligible. Outdoor furniture is also eligible under the general Commercial Façade Improvement Program (outside of the BIA).

The need for streetscape improvements has been outlined under the public realm sections of this report. In particular, landscape improvements are needed to remove unsightly fencing and to introduce vegetated buffers in areas where parking abuts the sidewalk. Both programs will make the corridors more inviting for potential visitors, residents and businesses.
Key Directions

1. **Improve the quality of façade treatments that are financed through incentive programs by:**
   
   - Including a qualified design professional in the application review process; and,
   - Developing basic design guidelines for façade improvements in commercial areas.

   To ensure the design merits of each application for a façade improvement grant are given sufficient consideration, the Downtown and Community Renewal Community Improvement Plan should be amended with a requirement for each application to be reviewed by a qualified design professional, such as an experienced urban designer or architect. The design evaluation for façade improvements should be guided by a criteria that includes the aesthetic impact of the proposed façade improvement, and compatibility with the existing or planned character of the area.

   To assist business owners and tenants in preparing their applications, the City should develop basic design guidelines for façade improvement in commercial areas. Those guidelines may address design elements such as signage, glazing, and material selection. Additional consideration within the guidelines should be given to retaining (i.e. repairing) existing façade features rather than replacing or covering them up, where the latter would result in a poorer quality façade.

2. **Fund DIY façade improvements through the grant programs, provided the proposal meets applicable design guidelines, building code and property standards.**

   Affordability is a significant issue in the Barton Street and Kenilworth Avenue study areas. Low achievable rents mean that property owners often have little financial leeway to re-invest in their properties. To expand the accessibility of the Commercial Façade and the BIA Commercial Property Improvement Grant Programs, Do-It-Yourself façade improvements that are completed by the property owner rather than a paid contractor should be permitted, provided that the proposal meets all applicable requirements and quality control measures, such as applicable design guidelines, building code and property standards.

3. **Introduce a “Landscape Improvement Program” to fund improvements that humanize street edge conditions and enhance the look of the corridor.**

   As identified in the Public Realm section of this report, significant street edge improvements are needed to humanize the pedestrian realm in areas where there are large setbacks, parking lots, or auto-related land uses. To improve
the look of the corridor and pedestrian safety and comfort, a new Landscape Improvement Program should be implemented for the commercial corridors. Alternatively, the landscape elements of the existing façade improvement programs could be enhanced and promoted.

4. **Introduce an “Accessibility Improvement Grant Program” to help fund upgrades that make stores and other businesses along the corridors more accessible.**

Ensuring that all people can access goods and services, regardless of their ability, should be part of the strategy to make the community more inclusive while at the same time supporting businesses. A new Accessibility Improvement Grant Program could be used by businesses to help them comply with the Ontarians with Disabilities Act.

### 7.3 REDUCE THE COST OF REDEVELOPMENT

Outside of the study area, the City of Hamilton offers three additional incentive programs in the Downtown, one of which provides a unique form of assistance not currently available in the Barton Street and Kenilworth Avenue corridors. Within a defined area of Downtown, municipal development charges are reduced by 90%, and the remaining 10% may be exempted as well if the developer voluntarily contributes an equivalent amount to the Downtown Public Art Reserve. This program has been evaluated as part of the 2014 City-wide Development Charges Study. As a result, the exemption will remain at 90% until July 5, 2015, and then decrease by 5% each year until it is set at 70% from July 6, 2018 to July 5, 2019.

Additional opportunities to reduce the cost of development, which are not currently offered elsewhere in the City, include waiving or reducing parkland dedication requirements, as well as planning and development fees. Development application fees are used to share the administrative costs of development between the municipality and developer, and as a result they add to the cost of redevelopment. These fees could be absorbed by the City as a financial incentive for new construction. Parkland dedication is another important municipal tool, used for developing parks and open space amenities for additional residents and businesses. However, within an existing urban area, parkland dedication is often neither desirable nor feasible to develop on-site (especially for smaller infill sites), and as such the contribution is provided as cash-in-lieu. It is worth noting that Barton Street is well served by existing and planned neighbourhood and waterfront parks and there is likely limited demand for new park space. Parkland dedication may, however, be warranted for some sites along Kenilworth Avenue to secure lands for greening the pipeline corridor.

**Key Directions**

1. **Introduce new incentive programs that significantly reduce the cost of redevelopment, including:**

   - Development Charges Relief Program;
   - Parkland Dedication Relief Program;
• Planning & Development Fees Rebate Program;
• Vacant Building Revitalization Grant Program; and,
• InStore Program.

Development Charges
Given the land economics along Barton Street and Kenilworth Avenue, waiving development charges would go a long way towards stimulating redevelopment. The City should examine the financial implications of extending a 90% development charge exemption to both corridors. As is done within the Downtown, the remaining 10% should also be eligible for exemption, subject to an equivalent contribution towards public art or a public space improvement. To implement this practice, the City would need to establish Barton Street and Kenilworth Avenue Improvement Reserves, complete with procedural guidance and priorities for utilizing those funds. The public realm-related recommendations of this report provide a basis for establishing those priorities.

Parkland Dedication
Parkland dedication is an opportunity to reduce the cost of redevelopment, and improve the financial rationale for new construction. The City should consider either waiving or reducing the parkland dedication requirement. The specific direction should be informed by the ongoing and City-wide Parkland Dedication Study, and the existing parkland supply along the corridors.

Planning & Development Fees
The City should waive development application fees as an additional incentive for redevelopment along the corridors.

Vacant Building Revitalization Grant Program
A Vacant Building Revitalization Grant Program should be at the core of any revitalization effort in the Barton Street and Kenilworth Avenue corridors, particularly in sections where the Pedestrian Predominant Street overlay applies. The grant would be used to encourage the reuse of existing buildings by enabling owners of vacant and under-utilized properties to make interior improvements and renovations that support future occupancy and reuse of the building for retail/commercial uses. These improvements may also assist with stabilizing or improving rents for retail/commercial properties in the study area. As with other grant programs, matching funds should be required to ensure a level of commitment to the revitalization effort.

InStore Program
An InStore Program is an innovative approach to attracting and supporting the expansion of existing businesses that is being used in Philadelphia. The InStore Program is a forgivable loan program that is used to assist eligible retail, food, and creative for-profit and non-profit businesses purchase equipment and materials associated with establishing a new location or expanding at an existing one. Eligibility is based on the potential to generate increased foot traffic, diversify the retail mix, improve financial feasibility and equity investment, and contribute to job creation. The forgivable loan amount is $15,000 – $50,000 for a project. The forgivable loan does not require payments and is forgiven if the recipient meets program guidelines for five years.
2. **For the existing Tax Increment Grant Program, extend the grant payment period from five years to ten years.**

Recent experience in the City of Hamilton suggests a five year increment grant program may be insufficient to attract needed investment/redevelopment to the Barton Street and Kenilworth Avenue study area. Within this context, the City should evaluate the financial implications of extending the grant payment period to 10 years for the development or rehabilitation of residential and/or commercial land and buildings in the Barton Street and Kenilworth Avenue Commercial Corridors.

3. **For the existing Commercial Corridor Housing Loan and Grant Program, increase the maximum above the existing $15,000 per residential unit on a short or medium-term basis.**

The current Commercial Corridor Housing Loan and Grant Program allows for a maximum of $15,000 per residential unit. An incentives study for the City of Guelph completed approximately 10 years ago suggested that one of the reasons that the city was not attracting residential development in the core could be attributed to the low level of subsidy available when development exceeded 3 stories in height. Underground parking was also a consideration.

Consideration should be given to the financial implications of increasing this amount on a short term basis, or until a threshold of new residential housing stock is constructed. Input from the City’s development community should continue to be sought.

4. **Explore opportunities to promote the development of affordable housing through the financial incentive programs.**

Affordable housing was identified as a critical issue in the Barton Street and Kenilworth study areas, particularly within the context of planning for change. Through the financial incentive programs, there is an opportunity to promote the development of new affordable housing units, for example through eligibility requirements or through increased grant/loan amounts. During the Five-Year review of the Community Improvement Plan, which is scheduled for 2015, the City should explore these options for programs offered on Barton Street and Kenilworth Avenue.

### 7.4 UPTAKE OF FINANCIAL INCENTIVE PROGRAMS

Ensuring local business owners are aware of the incentive programs, and understand the process for accessing funding, will be essential to program uptake. An ongoing information sharing, capacity building and program evaluation can help the City make sure the financial incentive programs have their desired impact, in terms of stimulating reinvestment and beautification of the corridors.
Key Directions

1. **Assemble all incentive programs that are available under Barton Street and Kenilworth Avenue under one "Eligibility Map".**

   The City of Hamilton does a good job of promoting its incentive programs and demonstrating how these can be used across the city. Given the proposed changes to the Barton-Kenilworth corridors, it is essential that any information be extremely user friendly with information available online and onsite where appropriate. Creating one Eligibility Map to show the areas where each incentive program is available would improve access.

2. **Waive application fees for any grants of $5,000 or less.**

   Application fees have been identified as a barrier for accessing financial incentive programs. For programs that result in grants of $5,000 or less, such as for façade improvements, the City should waive application fees to improve affordability.

3. **Continue to distribute informational brochures on the incentive programs online and onsite, where appropriate.**

   In addition to distributing informational brochures, City staff should host information workshops to explain the programs and provide traditional and innovative examples of how the incentives can be used. The experience of property owners and tenants in the Downtown who have accessed the City’s financial incentive programs could also be integrated into the workshops to build capacity and connections among the business community.

4. **Continue reaching out to the business community, developers, and social service agencies along the corridors to evaluate the existing incentive programs being offered.**

   Throughout this study, feedback from Kenilworth Avenue stakeholders on existing incentive programs has been limited, primarily due to a lack of engagement by the fragmented business community along the corridor. More feedback is needed from local property owners, businesses and developers before the City can identify if any other changes are needed to better facilitate program uptake and community improvement in that area. Ongoing engagement with businesses and developers along Barton Street will also be needed to monitor the uptake of financial incentive programs along that corridor.
8.0 BUILDING MOMENTUM

To stimulate revitalization on Barton Street and Kenilworth Avenue, this Report recommends the City implement an open planning framework and take the necessary steps to reduce the cost and risks associated with redevelopment, wherever possible. There are additional strategies that the City, local residents and business can use to end decline along the corridors, create the environment for change, and build momentum for reinvestment.

8.1 COMMUNITY ENGAGEMENT

Community engagement will be an important determining factor of if, when and how the corridors change. As stated at the outset of this report, the objective is to facilitate an organic evolution along the commercial corridors that is led by local residents and businesses, and supported by the City, and wherever relevant, upper levels of government. In this sense, community engagement means not only consulting or co-planning with local stakeholders, but rather community-led activities that steer the corridors towards a more positive future.

Core stakeholder groups that have already been identified as having a role in revitalizing the corridors include the Neighbourhood Action Plan Community Planning Teams, the Barton Village BIA, local councillors, residents associations, local developers and employers, as well as major institutions and agencies such as Hamilton General Hospital, Hamilton Public Library, Hamilton Police Services, Hamilton Fire Department, Indwell, the Hamilton Executive Directors Aboriginal Coalition, and City of Hamilton staff from Community Services, Housing, Planning and Economic Development (Urban Renewal, Policy Planning, and Community Planning), Municipal Parking, Building, Municipal Law Enforcement, and Public Works.

Key Direction

1. Establish a Community Liaison Network for each corridor to share information and resources among existing resident and business groups and other organizations.

The Community Liaison Network should harness, rather than duplicate, the existing efforts of community/business groups. It can serve as a vehicle for sharing information and resources, and coordinating the ongoing work of residents, businesses, community groups, social service agencies, institutions, and City departments.

At a minimum, the Network should include the identification of core members, their contact information, a chair and vice-chair, common goals, and twice-annual meetings. Core members should include a representative from each Neighbourhood Action Plan Community Planning Team, the Barton Village BIA, the City staff SWAT Team, Hamilton General Hospital, Police Services, Municipal Law Enforcement, Public Libraries. Additional members, such as from community/social service organizations or other City agencies/departments, could be identified by the core members.
2. Provide additional financial support to the Barton Street BIA and establish and fund a new BIA on Kenilworth Avenue, between Barton Street and Roxborough Avenue.

Business Improvement Associations are important catalysts for community improvement, and are essential to the success and revitalization of commercial areas. Currently, the BIA is funded through the BIA levy established by its Board of Management, as well as a share of municipal parking fees, which are proposed in this report to be eliminated; moreover, the existing funding levels are not sufficient to allow the BIA to engage in community improvement and promotional activities on the scale that is needed. Within this context, additional funding will be needed to support the Barton Village BIA’s efforts.

Unlike Barton Street, there is no Business Improvement Association for Kenilworth Avenue, and past efforts to establish one failed, partly due to a lack of a concentrated commercial core on the corridor. The recommendations of this report aim to remedy that situation by concentrating commercial uses on Kenilworth Avenue between Barton Street and Roxborough Avenue. Within this context, a renewed effort is needed to establish a new BIA on Kenilworth Avenue and provide it with adequate funding to promote the street as a commercial destination.

3. Facilitate the delivery of Skill-Sharing Forums that allow community members to build their collective capacity.

Community members and organizations in the Barton Street and Kenilworth Avenue study area collectively possess a diversity of skills, whether they be related to business, marketing, community organizing, carpentry/repairs, or otherwise. The City’s Neighbourhood Development Office should explore opportunities to host community-led Skill-Sharing Forums where community members can transfer their skills among one another to maximize the impact of that collective capacity.

4. Develop partnerships with local high schools to engage youth in the revitalization of the neighbourhood, while developing students’ business-related skills.

Community members identified the need and opportunity to engage youth in the revitalization of the community through partnerships with neighbouring high schools that provide project-based learning opportunities for students, such as learning small business skills, marketing, sales, and design.
This partnership could be facilitated through the Chamber of Commerce’s Young Entrepreneurs and Professionals (YEP) division, which is already supporting the Barton Village BIA through a five-phase project to create awareness, support local business, and bring people to rediscover Barton Street. The project currently includes garbage and graffiti removal, business seminars, and plans for the installation of pop-up shops and a cashmob/open street event.

5. **Reach out to absentee landowners in an effort to educate them with respect to the long-term vision and opportunities for building enhancement and redevelopment.**

Absentee landlords and speculators have a major impact on existing conditions along the corridor, particularly with regard to property standards and vacancies. These landowners are, however, also key to the area’s future and the realization of redevelopment opportunities. As such, it will be important to bring these stakeholders onboard by educating them of the long-term vision for the corridor and opportunities for building enhancement and redevelopment. This effort should be spearheaded by the City’s Planning and Economic Development Department, in partnership with the Barton Village BIA and Community Planning Teams, who are already working to identify absentee landlords.

**8.2 PROPERTY STANDARDS**

The derelict appearance of buildings and properties along Barton Street and Kenilworth Avenue has been identified as one of the core challenges bringing down the image of the corridors, and discouraging people from visiting, investing in, or living in the area. It is recognized that low rents often mean property owners can’t afford improvements, or don’t see the value in renovations, which perpetuates the downward spiral of decline. Illegal residential conversions and vacant storefronts leave a particular bad mark on the look of the corridors.

**Key Direction**

1. **Commit the resources to enforce property standards along the corridors.**

Basic property maintenance can have a significant positive impact on the corridor, and greater enforcement of property standards is needed to stop decline, and begin to turn around the fortunes of the corridors. The City should promote...
property stewardship and allocate sufficient resources to Municipal Law Enforcement, with dedicated staff for each corridor, to ensure property standards are being met. This Key Direction compliments the other recommendations of this report regarding incentives for façade and landscape improvements, and affordable standards for residential conversions.

2. Provide educational and financial support to promote property stewardship whenever possible.

Informational resources should be used as part of an approach to enforcement that also emphasizes education and community pride. Information should be distributed regarding property standards (what they are and why they matter), affordable design strategies for legally converting commercial properties to residential units, financial incentive programs, and tax rebate programs.

3. Promote the development of a Community Tool Library for local property owners and tenants who currently lack the physical resources and skills to conduct repairs and basic property maintenance.

The sharing economy is a growing phenomena whereby communities are coming together to share goods, products and resources. An emerging example is that of a Community Tool Library, which is most often run by a non-profit organization that provides access to tools to its members. Membership may be free or subject to a fee, and most tools are acquired through donation or second-hand sales. A Community Tool Library is an innovative way to address the resource gap that may be preventing some property owners from maintain their properties - and enable any interested occupant to make improvements.

4. Lead by example by ensuring City properties along Barton Street and Kenilworth Avenue are well maintained.

If the City is to effectively enforce property standards for private properties, it has the responsibility to set a good example by ensuring its own properties along the two corridors are well maintained, with regard to landscaping and exterior conditions.

8.3 PROPERTY TAXES

Property taxes are another financial tool the City can use to stem the tides of decline, particularly along Barton Street. The section of Barton Street in Ward 3 (from Wellington Street to Ottawa Street) captures much of the corridor study area, and has among the highest levels of tax arrears in the City. In 2013, the Hamilton Spectator reported that the three properties with the highest tax arrears were located on Barton Street.

Tax arrears are a sign that some businesses (or homeowners) simply cannot afford to pay – which is not surprising given the high levels of vacancy, low achievable rents, and poor business environment that characterize Barton Street, as well as Kenilworth Avenue. In many cases, the properties in tax arrears are vacant.
When properties fall into tax arrears, the City charges late penalties and interest charges on the outstanding amount. Under the Municipal Act, if payment is not made within three years, the City has the authority to register a tax arrears certificate against the property, which initiates the land sale process. Following the issuance of the tax arrears certificate, the property owner has one year to pay a cancellation price, or enter into an extension agreement with the City. Some then pay at this point and the cycle begins again. If no agreement is made, and the cancellation price is not paid, the City may offer the property for public sale. In practice, very few properties are sold by the City of Hamilton in tax sales (Craggs, 2013).

In recognition of the challenges some property owners face in paying their taxes, the City of Hamilton offers a number of tax relief programs, including a tax increase deferral for low income households, a tax rebate for seniors, and reductions for those who experience extreme sickness or poverty. Under section 442.5 of the Municipal Act, the province also requires the City to provide a 30 percent property tax rebate to vacant commercial properties, and a 35 percent rebate for vacant industrial properties. This practice has been criticized because it can create an incentive for owners to leave their properties vacant for prolonged periods of time, which contributes to neighbourhood decline and forgone opportunities by willing entrepreneurs to repurpose the sites into a more suitable use.

**Key Directions**

1. **Develop a Tax Arrears Evaluation Program to review affected commercial properties and determine if tax relief should be provided, or if the property should sold or redeveloped by the City.**

   There are many commercial properties along Barton Street and Kenilworth Avenue that have fallen into tax arrears for one or more reasons. The specific circumstances of each property should be evaluated to determine the current use of the site and the property owner’s intention for the site, including their business plan for achieving financial stability.

   Based on this evaluation, the City should determine whether to:

   a. Provide tax relief (through an extension agreement) to support the business owner, on the condition the property owner work with the Small Business Enterprise Centre to develop a plan for achieving financial stability;

   b. Proceed with a tax sale of the property, as permitted under the Municipal Act where the property owner fails to demonstrate an interest or ability to establish a plan towards financial stability; or,

   c. Acquire the property for redevelopment, preferably through a public-private/public/non-profit partnership.

   Priority properties that should be assessed under the Tax Arrears Evaluation Program are those that have potential that is not being marketed or taken advantage of, but could be harnessed for community purposes or to attract re-investment.

2. **Request the Province introduce a time limit on automatic tax rebates for vacant commercial and industrial properties.**

   The City of Hamilton should request the Province amend the requirement under section 442.5 of the Municipal Act for municipalities to provide a 30% property tax rebate to vacant commercial properties, and a 35% rebate to vacant industrial properties, by establishing a time limit on the relief. A joint request in partnership with other municipalities should be pursued to demonstrate demand for this change to the Municipal Act.
8.4 FINANCING & INSURANCE

Throughout the consultation process, local stakeholders reported that financial institutions are reluctant to provide loans to individuals wishing to purchase a commercial property in the study area, likely because of the high vacancy levels and the elevated risk for defaults. This practice, however, perpetuates high vacancy levels as well as speculation by outsiders, since only individuals who can afford to pay cash are able to purchase commercial properties in the area. In contrast, local residents who may wish to purchase a building to start their own business are blocked from entering the market. Punitive insurance practices were also reported for properties within the study area.

Key Direction

1. **Encourage financial institutions and insurance providers to meet the credit and insurance needs of local entrepreneurs seeking to purchase a commercial property along Barton Street or Kenilworth Avenue.**

   The City's Economic Development Department should initiate a program to encourage local financial institutions and insurance providers to meet the credit and insurance needs of people in the Barton and Kenilworth study areas in an equitable manner, and consistent with safe and sound operations. Elements of the program should include establishing relationships between the banks and local entrepreneurs, information sharing, and capacity building for both sides.

   As part of this effort, the City’s Economic Development Division should reach out to potential lenders, beyond the major financial institutions, to identify a list of those who are willing to provide loans and insurance to local entrepreneurs.

2. **Explore opportunities for the City to provide financing assistance to local entrepreneurs.**

   As noted previously, many existing landowners, as well as potential investors, are having significant problems accessing appropriate financing for property enhancement or redevelopment. The City, through the Economic Development Division, should explore its ability to become more directly involved in securing financing support for redevelopment projects along the Barton Street and Kenilworth Avenue Corridors. Some of the opportunities to be explored may include:

   - The establishment of a BartonStreet/Kenilworth Avenue Development Corporation, with a mandate to acquire and develop key properties, either alone, or with other private or public sector partners;
   - A Community Land Trust, with a mandate to manage properties acquired through the proposed Tax Arrears Evaluation Program, or through expropriation or purchase; and/or,
   - A program for the City to guarantee loans from financial institutions to qualified private sector developers who demonstrate they are unable to access financing otherwise.
8.5 STRATEGIC USE OF ASSETS

There are a number of publicly-owned lands and buildings within the corridor that can be leveraged to promote change, including those owned by the City. On Barton Street, these include:

• 11 municipal parking lots;
• The Barton Street Branch of the Hamilton Public Library (at Milton Avenue);
• Hamilton Fire Station 6 (at Wentworth Street); and,
• Woodlands Park (at Wentworth Street).

Similarly, the City’s assets on Kenilworth Avenue include:

• Three municipal parking lots (between Britannia Avenue and Barton Street);
• The Kenilworth Branch of the Hamilton Public Library (south of Roxborough Avenue); and,
• Hamilton Fire Station 9 (at Roxborough Avenue).

Another major public asset along Barton Street is the Hamilton General Hospital, which has expressed interest in developing a new family health teaching clinic along the corridor. The new Pan Am Stadium (Tim Horton’s Field) is also being developed just south of Barton Street between Lottridge Street and Gage Avenue (Melrose and Balsam specifically), and north of a planned community centre between King and Cannon Streets in the Pan Am Precinct. In addition, the City has announced plans to develop a new four-hectare outdoor sports park in the area as well.

Key Directions

1. Use city-owned buildings and lands to create redevelopment opportunities that can be pursued by the City on its own or in with private, non-profit or other public sector partners.

The City should consider utilizing some of its key assets along the corridors to establish new buildings and uses, either on its own or in partnership with private sector partners, other public sector partners, and/or community organizations.
Opportunities to make maximum use of public assets include redeveloping and/or intensifying sites, and co-locating services to create a hub of activity (and consumer dollars) – such as at Wentworth Street and Barton Street. Public assets can also be used to create destinations, make connections across the neighbourhood, provide space for community events, and demonstrate innovative business models, including social enterprises. Along Kenilworth Avenue, there is also an opportunity to leverage public assets (i.e. the Fire Station) to provide much needed streetscape/parkland improvements along the pipeline corridor.

In this process, the City needs to be the champion for change and an investment pioneer in order to send a positive message to the private sector and other redevelopment partners. It can do this by developing and publicizing potential opportunities in cooperation with the community, offering low-cost leases, providing low-interest financing options, and actively seeking out strategic redevelopment partnerships.

2. **Identify and build a "Demonstration Project" on Barton Street.**

The City should, either on their own, or with a public or private sector partner, identify a development site, and use that site to design and build a “Demonstration Project”. That “Demonstration Project” will be intended to show the potential of a successful redevelopment in the Barton Street Corridor, using the approved planning framework. Key messages from the “Demonstration Project” are to:

- Show what a new development project would look like, and how the financing can be secured, using the regulatory framework that is in the Official Plan;
- Signify to other landowners that the City is willing to invest in this corridor, and is willing to be a pioneer in its transformation; and,
- Set an example of what to do, how to do it, and what the benefits to the broader community can be.

3. **Promote Barton Street and Kenilworth Avenue as targets for public investment, particularly those related to health-related services.**

The profile of Barton Street and Kenilworth Avenue as target areas for public investment needs to be raised to put these corridors on the radar of other levels of government and public organizations. In particular, the City should prioritize the corridors as locations for new community, health and social service related services managed by the City, Province, non-profit organizations or private sector businesses. The existing hub of social and health services needs to be marketed by the City to create the makings of a success story, where a critical activity of services can bring much needed resources to the community, as well as consumer dollars.

4. **Ensure public investment in the corridors sets a positive example by demonstrating high quality design and lead the way with a municipal building pilot project.**

High quality urban design does not need to be prohibitively expensive, it simply needs to be smart and functional. By demonstrating high quality design, public investments can begin to change the image of the corridors, add value, and set the tone for private sector investment.
8.6 COMMUNITY POLICING

1. Commit resources to enhance community policing, including on-foot or bicycle patrols to enhance security.

The study area, and Barton Street in particular, has a bad reputation for crime, drugs and the sex trade. This reputation is propagated by the local media, and as a result outsiders perceive the area as dangerous and unattractive. While the area has improved in recent years, and many local residents feel safe in their neighbourhoods, an enhanced community policing effort would contribute to the area’s continued improvement. More community police officers operating on foot or by bicycle are needed to build relationships, be clear about consequences of criminal behavior, and provide supports to people with mental health and addiction issues. These officers should concentrate on the remaining problem areas (e.g. Barton and Emerald).

8.7 PROMOTIONAL EVENTS & ACTIVITIES

The focus of the City’s efforts for revitalizing Barton Street and Kenilworth Avenue should be on ensuring a permissive planning framework, getting the economic fundamentals right through financial incentives, and championing redevelopment along the corridors whenever possible. At the same time, there are promotional events and activities that can be spearheaded by residents, businesses and local organizations to also build momentum towards change in a highly visible and tangible way.

1. Create an inventory of vacant and commercial properties to share online as part of the marketing and promotional effort.

An inventory of vacant and available commercial/retail properties should be assembled for the area and made available on line as part of the regeneration marketing and promotional effort. Key properties along the corridor should be flagged for reuse/redevelopment. This effort may be coordinated with urbanspacehamilton.ca

2. Permit the use of vacant commercial spaces for "pop-up" shops and/or short-term non-profit facilities.

The City should explore a permissive protocol for allowing the short-term use of vacant commercial spaces with a minimum of red tape. Ensuring public health and safety is fundamental, but other than that, the City should allow pop-up shops and non-profit facilities in vacant commercial spaces, tax free and with no or minimal fees. These uses should be short-term, and approvals from the City simple and quick.

3. Create excitement and a sense of the corridors as destinations, neighbourhoods, and places to invest by organizing community-led promotional events and activities.

Community-led promotional events and activities should create excitement and the sense of the corridors as destinations, neighbourhoods, and places to invest. In this sense, the events should be strategically organized to concentrate activities in both time and space. Examples include the existing Barton Village BIA Real Estate Crawl,
Open Houses/Receptions for viewing available properties in the community, ongoing efforts by the YEP division of the Chamber of Commerce, food truck events, temporary outdoor markets, flea markets, music events, art exhibitions/crawls, pop-up shops, and tactical urbanism projects that demonstrate the potential to improve the public realm.

Commerically-focused events should take place in Barton Village and the commercial core of Kenilworth, while placemaking activities and streetscape demonstration projects may be better suited to the mixed use areas of the corridors. These activities and events could be coordinated and promoted through the Community Liaison Network, with administrative support from the City (including waiving administrative fees). The public realm frameworks identified in this report may serve as a foundation for community efforts.
9.0 IMPLEMENTATION STRATEGY
9.0 IMPLEMENTATION STRATEGY

This Recommendations Report has identified a number of Key Directions for stemming decline and stimulating investment along Barton Street and Kenilworth Avenue to make these corridors more attractive places for people to live, work, shop, play and grow. Both corridors face steep challenges, including but not limited to an overall derelict appearance, vacancies, real and perceived crime, low market rents, and a regulatory environment that has thwarted opportunities for change. Notwithstanding these challenges, a commitment has been made by the City, local residents, businesses and institutions to achieve positive change. The commitment and passion of the local community is a significant asset for both corridors.

This Recommendations Report is intended to bolster that commitment, and provide a unified strategy for each corridor that harnesses existing efforts and future opportunities. This strategy is outlined below in the form of Priority Actions, Quick Wins, and a re-cap of the full list of Key Directions proposed for Barton Street and Kenilworth Avenue with regard to land use, parking, traffic and circulation, public realm, urban design, incentives and other opportunities to build momentum.

9.1 PRIORITY ACTIONS

To begin implementing the Key Directions identified in this report, the City should focus its efforts in the immediate term (2014-15) on reducing the cost of redevelopment, and ensuring appropriate redevelopment potential along the corridors. These two elements are critical for addressing the development economics along Barton Street and Kenilworth Avenue.

Key Directions that are also Priority Actions include:

1. Update the land use policies and regulations in the Official Plan and Zoning By-Law to provide broader land use permissions, reduced parking standards, and increased heights as-of-right, as per the land use recommendations of this report for Barton Street and Kenilworth Avenue, respectively. The Official Plan should be amended and Zoning updated for all lands within the study area to facilitate appropriate development.

2. Update the package of financial incentives with new opportunities to waive or reduce development charges, parkland dedication requirements, and planning and development application fees, as well as to extend the grant period from five to ten years for the Tax Increment Grant Program, and increase the maximum amount of the Commercial Corridor Housing Loan and Grant Program above $15,000. At a minimum the same package of incentive programs offered in Downtown Hamilton should be applied to both corridors.

3. Establish an approvals “SWAT Team” to assist Barton and Kenilworth development proponents as they navigate the City’s development approval processes and business licensing requirements.

Land use planning and transportation are inextricably linked, particularly when it comes to parking demand management, and creating pedestrian-friendly places to live, work and shop. In this regard, the City’s Public Works Department should:

4. Initiate a Traffic Management Study for each corridor to examine the full suite of options identified in this report for making Barton Street and Kenilworth Avenue more functional, safe and attractive for all users, including pedestrians, cyclists, transit users and drivers.
On an ongoing basis, the City will also need to:

5. Work with financial institutions and insurance companies to overcome the issue of funding redevelopment opportunities within the Barton Street and Kenilworth Avenue corridors.

6. Leverage public assets and major infrastructure projects to ensure all public investment in the corridor is maximized to stimulate a private sector investment response.

In the immediate term, there will also be opportunities to fulfill a number of the other recommendations identified in this report through other citywide studies and programs, including the upcoming five-year review of the Community Improvement Plan financial incentive programs; ongoing Parkland Dedication Study; pending Comprehensive Wayfinding Study for the lower city; existing requests to make Kenilworth Avenue a more complete street; ward-based participatory budget allocations; and, Neighbourhood Action Strategies. Planning and Economic Development staff, along with local stakeholders, will be tasked with ensuring the needs, opportunities and challenges of Barton Street and Kenilworth Avenue are given due consideration through these studies and programs.

9.2 TEN QUICK WINS

Alongside the Priority Actions, there are a number of Quick Wins that engage all stakeholders in tangible ways, with an immediate impact on the look, feel and function of the corridors. Key Directions that are also Quick Wins include:

1. Establish a Community Liaison Network for each corridor, with representatives of core stakeholder groups, to share information and resources, and maximize the impact of revitalization efforts.

2. Commit the resources to enforce property standards along the corridors.

3. Provide free on-street and municipal parking (with a three-hour time limit) to attract patrons, and end peak hour on-street parking prohibitions to encourage stop-overs and to calm traffic.

4. Work with landowners to implement street edge improvements and greening strategies in areas where surface parking lots, paved surfaces, fences or derelict spaces abut the public street/sidewalk, and encourage the development of murals to animate blank walls located on highly visible and prominent sites.

5. Identify, design and build a “Demonstration Project” clearly signaling the City’s intent to invest in these corridors.

6. Reach out to absentee landowners in an effort to educate them with respect to the long-term vision and opportunities for building enhancement and redevelopment.

7. As a promotional activity, facilitate “Pop-up” opportunities in the retail, artistic and/or restaurant sectors to utilize vacant space and attract visitors to the area. These would require permits, but would be time limited and tax free.

8. Provide additional financial support to the Barton Street BIA and establish and fund a new BIA on Kenilworth Avenue, between Barton Street and Roxborough Avenue.

9. Commit resources to enhance community policing, including on-foot or bicycle patrols to enhance security.

10. Request the Province to introduce a time limit on the automatic tax rebates for vacant commercial and industrial properties.
### 9.3 KEY DIRECTIONS RECAP

<table>
<thead>
<tr>
<th>Barton Street Planning Framework</th>
<th>Priority</th>
<th>Quick Win</th>
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<tbody>
<tr>
<td><strong>Land Use</strong></td>
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<tr>
<td>1. Amend the Pedestrian Predominant Street overlay on Barton Street to:</td>
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<td>- Concentrate retail/commercial uses where they currently have a presence; and,</td>
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<td>- adopt a more detailed and context-specific land use framework in transition areas.</td>
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<td>2. Redesignate Barton Street from Sherman Avenue to Lottridge Street as Mixed Use Medium Density</td>
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<td>3. Ensure the new zoning for the Mixed Use Medium Density and Pedestrian Predominant Street sections of Barton Street supports a broad mix of commercial uses, including new and innovative business, social and cultural opportunities.</td>
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<td>4. Adopt minimum Floor-to-Ceiling Heights for the Ground Floor of New Buildings</td>
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<td>5. Pre-zone the entire corridor to facilitate redevelopment at maximum permitted heights of six-to-eight storeys, as of right.</td>
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<td>6. Advocate for new development to include affordable housing units to minimize the displacement of existing residents and to ensure the community remains mixed income over time.</td>
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<td>7. Develop relocation plans for residents who are displaced as a result of redevelopment and/or the termination of illegal storefront residential conversions.</td>
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<td>8. Establish an approvals “SWAT Team” to assist the private sector as they navigate the City’s approval processes.</td>
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<td>9. Adopt complimentary programs to support the land use framework</td>
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<tr>
<td><strong>Parking</strong></td>
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<tr>
<td>1. Reduce parking standards in the Zoning By-Law to improve the affordability and feasibility of redevelopment.</td>
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<td>2. Provide free parking on-street and in municipal car parks at all times (with a 3-hour time limit) to attract visitors.</td>
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<td>3. End peak hour on-street parking prohibitions to encourage stop-overs and to calm traffic.</td>
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<td>4. Monitor the parking supply as the area changes over time.</td>
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<td><strong>Traffic &amp; Circulation</strong></td>
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<tr>
<td>1. Complete a Traffic Management Study to assess what measures are needed to improve the safety and comfort of all users of Barton Street, including pedestrians, cyclists, transit users, and drivers.</td>
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<tr>
<td><strong>Public Realm</strong></td>
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<td>1. Encourage landowners to make street edge improvements and to use greening strategies in areas where surface parking lots, paved surfaces, fences or derelict spaces abut the public street/sidewalk.</td>
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<td>2. Encourage the development of murals or other artistic treatments to animate blank walls located on highly visible and prominent sites.</td>
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<td>3. Enhance connections to key cultural and institutional uses, and parks and open spaces.</td>
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<td>4. Facilitate partnerships to improve the appearance and interim use of vacant, underutilized and/or unsightly lots, particularly those that are located on “special sites”.</td>
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<td>5. Leverage major infrastructure projects to achieve upgrades to the street.</td>
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<tr>
<td>Kenilworth Avenue Planning Framework</td>
<td>Priority Action</td>
<td>Quick Win</td>
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<tr>
<td><strong>Land Use</strong></td>
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<tr>
<td>1. Amend the land use policies on Kenilworth Avenue between Roxborough Avenue and Main Street by removing the “Pedestrian Predominant Street” overlay designation, and introducing an “Area Specific Policy”. Retain the Pedestrian Predominant Street overlay on Kenilworth Avenue between Roxborough Avenue and Barton Street.</td>
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<td>2. Ensure the new zoning reflects the amended land use framework and community vision for Kenilworth Avenue.</td>
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<tr>
<td>3. Pre-zone the corridor to facilitate redevelopment.</td>
<td>✔️</td>
<td></td>
</tr>
<tr>
<td>4. Advocate for new development to include affordable housing units to minimize the displacement of existing residents and to ensure the community remains mixed income over time.</td>
<td>✔️</td>
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<tr>
<td>5. Develop relocation plans for residents who are displaced as a result of redevelopment and/or the termination of illegal storefront residential conversions.</td>
<td>✔️</td>
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<tr>
<td><strong>Parking</strong></td>
<td></td>
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</tr>
<tr>
<td>1. Reduce parking standards to improve the affordability and feasibility of redevelopment.</td>
<td>✔️</td>
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</tr>
<tr>
<td>2. Provide free parking on-street and in municipal car parks at all times (with a 3-hour time limit) to attract visitors.</td>
<td>✔️</td>
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</tr>
<tr>
<td>3. End peak hour on-street parking prohibitions to encourage stop-overs and to calm traffic.</td>
<td>✔️</td>
<td></td>
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<tr>
<td>4. Monitor the parking supply as the area changes over time.</td>
<td>✔️</td>
<td></td>
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<tr>
<td><strong>Traffic and Circulation</strong></td>
<td></td>
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</tr>
<tr>
<td>1. Complete a Traffic Management Study to assess what measures are needed to improve safety, comfort and convenience for all users of Kenilworth Avenue including pedestrians, cyclists, transit users, and drivers.</td>
<td>✔️</td>
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<tr>
<td><strong>Public Realm</strong></td>
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</tr>
<tr>
<td>1. Encourage landowners to make street edge improvements and to use greening strategies in areas where surface parking lots, paved surfaces, fences or derelict spaces abut the public street/sidewalk.</td>
<td>✔️</td>
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<tr>
<td>2. Green the pipeline corridor to enhance its connectivity through the neighbourhood and to create a green space along Kenilworth Avenue.</td>
<td>✔️</td>
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<tr>
<td>3. Leverage major infrastructure projects to achieve improvements and upgrades to the street.</td>
<td>✔️</td>
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</tbody>
</table>
**Incentive Programs**

**Facades, Landscaping & Accessibility**

<table>
<thead>
<tr>
<th>Action</th>
<th>Priority</th>
<th>Quick Win</th>
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</thead>
<tbody>
<tr>
<td>1. Improve the quality of façade treatments that are financed through incentive programs by:</td>
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<tr>
<td>- Including a qualified design professional in the application review process; and,</td>
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<tr>
<td>- Developing basic design guidelines for façade improvements in commercial areas.</td>
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<tr>
<td>2. Fund DIY façade improvements through the grant programs, provided the proposal meets applicable design guidelines, building code and property standards.</td>
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<tr>
<td>3. Introduce a “Landscape Improvement Program” to fund improvements that humanize street edge conditions and enhance the look of the corridor.</td>
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<tr>
<td>4. Introduce an “Accessibility Improvement Grant Program” to help fund upgrades that make stores and other businesses along the corridors more accessible.</td>
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</table>

**Reducing the Cost of Redevelopment**

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<thead>
<tr>
<th>Action</th>
<th>Priority</th>
<th>Quick Win</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. For the existing Commercial Corridor Housing Loan and Grant Program, increase the maximum above the existing $15,000 per residential unit on a short or medium-term basis.</td>
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<tr>
<td>2. Introduce new incentive programs that significantly reduce the cost of redevelopment, including:</td>
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<tr>
<td>- Development Charges Relief Program;</td>
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<td>- Parkland Dedication Relief Program;</td>
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<tr>
<td>- Planning &amp; Development Fees Rebate Program;</td>
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<tr>
<td>- Vacant Building Revitalization Grant Program; and,</td>
<td></td>
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<tr>
<td>- InStore Program.</td>
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<tr>
<td>3. For the existing Tax Increment Grant Program, extend the grant payment from five years to ten years.</td>
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<tr>
<td>4. Explore opportunities to promote the development of affordable housing through the financial incentive programs.</td>
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</tbody>
</table>

**Uptake of the Financial Incentive Programs**

<table>
<thead>
<tr>
<th>Action</th>
<th>Priority</th>
<th>Quick Win</th>
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</thead>
<tbody>
<tr>
<td>1. Assemble all incentive programs that are available under Barton Street and Kenilworth Avenue under one “Eligibility Map”.</td>
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<tr>
<td>2. Waive application fees for any grants of $5,000 or less.</td>
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<tr>
<td>3. Continue to distribute informational brochures on the incentive programs online and on-site, where appropriate.</td>
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<tr>
<td>4. Continue reaching out to the business community, developers, and social service agencies along the corridors to evaluate the existing incentive programs being offered.</td>
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</table>
## Building Momentum

<table>
<thead>
<tr>
<th>Community Engagement</th>
<th>Priority Action</th>
<th>Quick Win</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Establish a Community Liaison Network for each corridor to share information and resources among existing resident and business groups and other organizations.</td>
<td>✔️</td>
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</tr>
<tr>
<td>2. Provide additional financial support to the Barton Street BIA and establish and fund a new BIA on Kenilworth Avenue, between Barton Street and Roxborough Avenue.</td>
<td>✔️</td>
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<tr>
<td>3. Facilitate the delivery of Skill-Sharing Forums that allow community members to build their collective capacity.</td>
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<tr>
<td>4. Develop partnerships with local high schools to engage youth in the revitalization of the neighbourhood, while developing students' business-related skills.</td>
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<tr>
<td>5. Reach out to absentee landowners in an effort to educate them with respect to the long-term vision and opportunities for building enhancement and redevelopment.</td>
<td>✔️</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Property Standards</th>
<th>Priority Action</th>
<th>Quick Win</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Commit the resources to enforce property standards along the corridors.</td>
<td>❌</td>
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<tr>
<td>2. Provide educational and financial support to promote property stewardship whenever possible.</td>
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<tr>
<td>3. Promote the development of a Community Tool Library for local property owners and tenants who currently lack the physical resources and skills to conduct repairs and basic property maintenance.</td>
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<tr>
<td>4. Lead by example by ensuring City properties along Barton Street and Kenilworth Avenue are well maintained.</td>
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<table>
<thead>
<tr>
<th>Property Taxes</th>
<th>Priority Action</th>
<th>Quick Win</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Develop a Tax Arrears Evaluation Program to review affected commercial properties and determine if tax relief should be provided, or if the property should sold or redeveloped by the City.</td>
<td>✔️</td>
<td></td>
</tr>
<tr>
<td>2. Request the Province introduce a time limit on automatic tax rebates for vacant commercial and industrial properties.</td>
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<table>
<thead>
<tr>
<th>Financing and Insurance</th>
<th>Priority Action</th>
<th>Quick Win</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Encourage financial institutions and insurance providers to meet the credit and insurance needs of local entrepreneurs seeking to purchase a commercial property along Barton Street or Kenilworth Avenue.</td>
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<tr>
<td>2. Explore opportunities for the City to provide financing assistance to local entrepreneurs.</td>
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<table>
<thead>
<tr>
<th>Strategic Use of Assets</th>
<th>Priority Action</th>
<th>Quick Win</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Use city-owned buildings and lands to create redevelopment opportunities that can be pursued by the City on its own or in with private, non-profit or other public sector partners.</td>
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<tr>
<td>2. Identify and build a “Demonstration Project” on Barton Street.</td>
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<tr>
<td>3. Promote Barton Street and Kenilworth Avenue as targets for public investment, particularly those related to health-related services.</td>
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<tr>
<td>4. Ensure public investment in the corridors sets a positive example by demonstrating high quality design, and lead the way with a municipal building pilot project.</td>
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<thead>
<tr>
<th>Building Momentum, continued...</th>
<th>Priority</th>
<th>Quick Win</th>
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</thead>
<tbody>
<tr>
<td><strong>Community Policing</strong></td>
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<tr>
<td>1. Commit resources to enhance community policing, including on-foot or bicycle patrols to enhance security.</td>
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<tr>
<td><strong>Promotional Events and Activities</strong></td>
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<tr>
<td>1. Create an inventory of vacant and commercial properties to share online as part of the marketing and promotional effort.</td>
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<tr>
<td>2. Permit the use of vacant commercial spaces for “pop-up” shops and/or short-term non-profit facilities.</td>
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<tr>
<td>3. Create excitement and a sense of the corridors as destinations, neighbourhoods, and places to invest by organizing community-led promotional events and activities, such as the “Real Estate Crawl” promoted by the Barton Street BIA and pop up shops.</td>
<td></td>
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</tr>
</tbody>
</table>


City of Hamilton. (2013, October 5). Information Report: Update on Next Stage of Hamilton’s Comprehensive Zoning By-law – Commercial and Mixed-Use Zones (Urban Area) (Wards 1 to 13 and 15) (PED10001(a)). Planning and Economic Development Department.


CONSULTATION SUMMARY
1.0 OVERVIEW

A public open house was held on March 20, 2014 to facilitate a community discussion on preliminary Key Directions for revitalizing the Barton Street and Kenilworth Avenue commercial corridors. The Open House was held at the Perkins Centre at Kenilworth Avenue and Main Street, and attended by approximately 50 people, including residents, business owners, representatives of local the GALA and Crown Point Community Planning Teams, the Barton Village BIA, and local councillors. The event was hosted by the City of Hamilton’s Planning & Economic Development Department and the consultant team, including representatives of The Planning Partnership and Thier & Curran Architects.

2.0 FORMAT

The format of the evening included an introductory presentation, followed by an open-format review of the Key Directions, grouped under the topics of land use, urban design, parking, traffic and circulation, the public realm, incentive programs, and other strategies to build momentum. Participants were invited to visit each “station”, review the Key Directions, add their own Key Directions, make note of why they agreed or disagreed with any of the suggestions, and identify their top priorities for action. Members of the project team were available to answer questions and to discuss the proposals. The Open House concluded with a re-cap of “what was heard” over the course of the evening, which is also summarized in this memorandum.

Several of the participants expressed concern about the format of the evening (e.g. the lack of a traditional Question and Answer period). Also, while there was overwhelming support for the majority of the Key Directions, significant concerns were raised about the proposed land use changes. In response to these concerns, additional conversations between members of the public and the project team continued in groups following the formal conclusion of the meeting. Subsequently, the project team and City staff committed to further stakeholder discussions, which were held in May 2014 to facilitate additional community input and information sharing before refining the Key Directions.

3.0 COMMUNITY FEEDBACK

This memorandum provides a summary of the community input collected on the feedback panels during the March Open House, as well as through conversations and comment forms received at or after the open house. The feedback is presented below under topic-based Key Directions for land use, parking, traffic and circulation, public realm, incentives and other strategies for building momentum.

Key messages include:

- Promote a positive vision for the future of the corridors;
- Adopt a balanced approach for stimulating investment in the corridor that emphasizes both the revitalization of existing buildings and redevelopment;
- Support commercial uses at grade along the corridors;
- Recognize the central role of local residents and businesses (versus or alongside outside investors) in revitalizing the corridors, particularly with regard to developing new businesses and social enterprises that make use of storefronts;
• Focus the City’s efforts on reducing the cost of development through incentive programs, minimizing “red tape”, enforcing property standards, and addressing vacant properties and properties in tax arrears.

For an overview of earlier consultations undertaken during Phase 1 of the project (including a staff focus group in September 2013, two days of focus group discussions with key stakeholders in November 2013, and a public workshop in December 2013), please refer to the Barton and Kenilworth Commercial Corridors Background Report (January 2014). A re-cap of the key messages heard during the subsequent stakeholder meetings held in May 2014 is also provided at the end of this Consultation Summary.

3.1 Barton Street Land Use

By far, the most controversial Key Directions pertained to the changing land use framework for Barton Street. Vocal opposition to permitting residential uses along the corridor was expressed, including for sections where residential uses are already permitted at-grade under the new Urban Hamilton Official Plan (2013) and where they are proposed to be permitted under the Draft Commercial Zoning (October 2013).

Participants expressed that residential conversions already detract from the commercial vitality of the corridor, and that allowing residential uses at grade amounts to ‘giving up’ on the commercial potential of the corridor, while also threatening the built heritage (i.e. specifically between Wentworth and Lottridge). These participants recommended the City focus its efforts on promoting commercial storefronts, rather than permitting more residential uses at grade along the corridor. With regard to commercial storefronts, participants supported a diversity of commercial uses beyond retail, such as for crafts/tradesperson shops, artist studios and galleries, commercial services, social services and live-work spaces, as well as pop-up spaces for workshops, a museum, and teaching space. Concerns were, however, raised about the concentration of social services, and the impact on businesses.

Notwithstanding the vocal opposition to permitting residential uses along the corridor, some participants expressed that the land use mix should be balanced to reflect need (i.e. demand), because there are too many empty storefronts, and others also supported a greater mix of uses along the corridor, recognizing that greater residential density will support businesses. More generally, a comment was made that residents should be involved in determining what land uses are permitted long the corridor.

With regard to the Zoning By-Law, participants encouraged greater flexibility to reduce the financial impact on small business owners, and an approach based on collaboration rather than one-sided enforcement. More generally, the view was expressed that the number of rules and regulations is a burden on small business owners, and aggressive enforcement of City by-laws (not only in terms of zoning, but also in terms of business licensing, building code and others) only exacerbates this situation.

There were also mixed reviews for pre-zoning the corridor to reflect Official Plan height permissions (i.e. six to eight storeys), and positive support for establishing an approvals “SWAT” team.

3.2 Kenilworth Avenue Land Use

As was the case for Barton Street, several participants disagreed with permitting residential uses at grade along the Kenilworth Avenue corridor, and recommended that the City should focus its efforts on promoting commercial storefronts. Concerns were raised regarding the negative impact of residential conversions on the commercial vitality of the corridor, as well as the look of the street. Residential above grade was, however, supported. Mixed reviews were expressed for permitting greater heights along the corridor (i.e. six storeys) – with some participants agreeing and identifying this as a priority, and others disagreeing.
Consistent support was expressed for pre-zoning the corridor, and strong support was expressed for encouraging the development of neighbourhood-serving commercial uses. Suggestions included encouraging more co-op restaurants, interactive art events, and community involvement with neighbourhood schools to provide goods and services in the arts and services industries. Other suggestions included promoting Kenilworth as a trade/technical street to build on existing heating, appliance, and vacuum-related businesses already present along the corridor, and enforcing zoning and property standards to promote legitimate businesses.

3.3 Barton Street Traffic & Circulation

Participants expressed general agreement with the proposed Key Directions for improving traffic and circulation along Barton Street. There was unanimous support for:

- Introducing dedicated cycling facilities;
- Removing Barton Street from the Hamilton Truck Route System; and,
- Reducing speed limits where warranted.

New cycling facilities and removing the truck route designation were overwhelmingly identified as top priorities for the community. There was little and mixed response to the proposal to permit on-street parking at all times (i.e. one person agreed, another disagreed). No new Key Directions were recorded on the feedback panel.

3.4 Kenilworth Avenue Traffic & Circulation

Participants also generally agreed with the proposed Key Directions for improving traffic and circulation along Kenilworth Avenue. Significant support (in the form of agreement with the key direction, or identifying the proposal as a top priority) was expressed for:

- Improving cycling conditions for cyclists;
- Removing left turn restrictions at Barton Street, Britannia Avenue and Cannon Street; and,
- Reducing the speed limit to 40 km/h, as has been done south of Main Street.

Support was also expressed for introducing a traffic signal at Roxborough Avenue and for permitting on-street parking at all times, provided that time limits are established to encourage customer turnover and discourage all-day resident and employee parking. There were few and mixed responses to the proposal to remove the remainder of Kenilworth from the Hamilton Truck Route System. One additional key direction that was identified was introducing an advance left-turn signal at Barton and Kenilworth.

3.5 Parking

In terms of parking, participants supported the proposed Key Directions, emphasizing:

- The need for reduced parking requirements in the Zoning By-Law to make redevelopment (and housing in particular) more affordable; and,
• Ending on-street parking prohibitions during rush hour to encourage more stop-overs and to calm traffic.

• A few respondents expressed support for providing free on-street and municipal parking to attract visitors, and monitoring the parking supply as the area changes over time.

3.6 Public Realm

Participants expressed positive support for all of the proposed Key Directions for improving the public realm along the two corridors. The most popular Key Directions were:

• Encouraging landowners to make street edge improvements (e.g. where fencing or parking abuts the sidewalk);

• Encouraging the development of murals or other artistic treatments to animate blank walls (with the suggestion to also animate blank storefronts); and,

• Facilitating partnerships to improve the appearance and use of vacant, underutilized or unsightly lots.

Support was also expressed for leveraging major infrastructure projects to make streetscape improvements, and enhancing connections (such as the pipeline trail that crosses Kenilworth Avenue).

Additional suggestions included:

• fostering community pride by partnering with neighbouring schools to beautify storefronts free of charge;

• supporting community co-ops and the development of life skills;

• developing parkettes in vacant lots;

• tree planting; and,

• garbage clean ups.

3.7 Incentive Programs

The Key Directions for Incentive Programs were grouped under three categories, including Façades, Landscaping & Accessibility, Reducing the Cost of Redevelopment, and Uptake of the Financial Incentive Programs. Some support was expressed for every key direction, and no comments were recorded in disagreement with any of the proposals. Among the most popular were:

• Developing basic design guidelines for façade improvements in commercial areas;

• Introducing a new vacant building revitalization program to encourage the reuse of existing buildings;

• Introducing a new Parkland Dedication Relief Program to waive the cash-in-lieu amount requirements for infill development; and,

• A key direction added by a participant to foster community pride by connecting local high school students with
project-based learning opportunities in stores where they can learn small business, marketing, sales, and design skill sets.

Additional suggestions included:

- Do away with Road Widening Allowance and Record of Site Condition requirements;
- Fund DIY Façade Improvements, not just those completed by a contractor;
- Providing incentives for both major and minor, interior and exterior renovations.
- Explore City or HCF-backed mortgages for owner-operator businesses in the Barton Village strip from Victoria to Lottridge;
- Remove tax incentives for speculators and for vacant units;
- Introduce split-rate taxation;
- Stop property tax reduction for empty commercial units; and,
- Roll out the Red Carpet for investment into these areas and remove “Red Tape”.

3.8 Building Momentum

The Key Directions for Building Momentum were grouped under five categories, including Community Engagement, Promotion, Property Standards, Property Taxes, and Strategic Use of Assets. All responses provided by the participants were in agreement with the proposed Key Directions. There was positive feedback for more investment in the corridors to improve existing conditions of the buildings and other strategies to reduce vacant spaces.

The most popular Key Directions included:

- Supporting the BIA, local residents, and organizations in organizing community-led promotional events and activities, such as food truck events, outdoor markets, music events, exhibitions/crawls, pop-up shops, and public realm improvement projects;
- Creating an inventory of vacant and available commercial properties to share online as part of the marketing and promotional effort;
- Requesting the Province discontinue automatic tax rebates for vacant commercial and industrial properties;
- Committing the resources to enforce property standards along the corridors;
- A Key Direction identified by a participant that the City adopt stronger property standards that address signage, vacancies and boarded windows.
- Developing a Tax Arrears Evaluation Program to review affected commercial properties and determine if tax relief should be provided, or if the property should be sold or redeveloped by the City; and,
- Using city-owned buildings and lands to create redevelopment opportunities that can be pursued by the City
on its own or with private, non-profit or other partners (specific suggestions included using the land to facilitate development, for parking, and for innovative tenant arrangements that facilitate new businesses in vacant or residentially-occupied storefronts).

Additional suggestions from the public included:

- Work with willing land owners to promote property standards, and introduce a 90-day time limit for property standards to be met before owners are fined;
- More aggressive tax arrears property takeover;
- Using the arts to build momentum, and including interactive exhibits in partnership with local schools; and,
- Increased policing in the area.

Throughout the conversation, concerns were raised about absentee property owners who may sit on vacancies, and not take care of their buildings, which many of the Key Directions and additional suggestions for Building Momentum address.

4.0 STAKEHOLDER WORKING SESSIONS

Stakeholder working sessions were held with the Barton Village BIA Management Board on May 5, 2014, and with the Community Planning Team Revitalization Sub-groups (and other community representatives) on May 13, 2014. The format of those meetings was determined at a pre-meeting with Community Development Workers and Community Planning Team members on April 25, 2014.

These working sessions provided an additional opportunity for face-to-face conversations between community representatives and the project team regarding the draft directions. In particular, the conversations focused on residential land uses on the ground floor of buildings along the corridors. In addition to the key messages heard during the March 20th Open House and previous consultation events, the following messages informed the refinement of the draft recommendations:

- On Kenilworth Avenue, commercial uses and the traditional main street built form is concentrated between Roxborough Avenue and Barton Street, and residential uses should not be permitted at grade in this section. South of Roxborough Avenue, Kenilworth is already more mixed use, and residential uses should be permitted at grade.
- On Barton Street, it is acknowledged that the character of the street and built form change markedly west of Wentworth and east of Lottridge; however, there is an existing mix of uses between these two streets that warrants further analysis.
- For residential uses at grade, the land use recommendations should differentiate between redevelopment and existing buildings, as well as purpose-built residential, purpose-built commercial, commercial-to-residential conversions, and residential-to-commercial conversions (and other uses).
- Moreover, the land use framework should permit a broad array of “non-residential uses”, not just “retail/commercial”.

A6 FINAL Recommendations Report
• In terms of residential conversions, community members feel the City should crack down on illegal conversions, continue to permit existing legal conversions, and avoid future conversions. However, members of the BIA expressed support for new purpose-built residential uses along the corridor (including at grade).

• The BIA also expressed the need for incentives for residential uses above grade, and for stronger design standards for conversions and facade improvements.

• The displacement of people from existing legal and illegal residential uses is a major concern for local stakeholders, which will require further consideration beyond the scope of the corridor study. The City’s Housing & Homelessness Action Plan provides some direction for strategies, e.g. relocation planning.

• In terms of the commercial land supply, community members feel that the scale of vacancies is skewed because banks won’t give mortgages to commercial properties in the study area, and speculators are holding vacant properties. These two barriers are restricting people from opening commercial spaces along the corridors. Moreover, there has been an increased interest in properties during the spring of 2014.
ADDENDUM REPORT:
RESIDENTIAL USES AT-GRADE
ADDENDUM REPORT: RESIDENTIAL USES AT-GRADE

1.0 INTRODUCTION/PURPOSE

The issue of whether or not residential uses are permitted at grade along certain sections of both Barton and Kenilworth has been a controversial topic throughout this study process. As a result, additional stakeholder meetings, as well as additional field work have been carried out to ensure that the recommendations of this Report are context-specific and appropriate. There are many differing opinions, and much passionate discussion has been considered.

The primary focus of the concern focused on:

- Barton Street between Wentworth and Sherman – where the draft recommendations indicated a change in the current Official Plan, removing this section of Barton Street from the “Pedestrian Predominant Street” overlay, thereby permitting residential uses at-grade;
- Barton Street between Sherman and Lottridge – where the draft recommendation proposed no change to the current Official Plan that facilitates residential uses at-grade; and,
- Kenilworth Avenue between Barton and Main - where the draft recommendations indicated a change in the current Official Plan, removing this section of Kenilworth Avenue from the “Pedestrian Predominant Street” overlay, thereby permitting residential uses at-grade.

The Draft Recommendations presented at the public workshop (March 20, 2014) have been reviewed and modified. In addition, it is important to provide a more fulsome rationale for the modified recommendations so that the recommendations can be better understood, notwithstanding that full consensus on the issue is not likely to be achieved.

It is therefore the purpose of this Addendum Report to provide a description of the work carried out in analyzing the particular issue of permission for residential uses at-grade along certain sections of Barton Street and Kenilworth Avenue, to articulate the modified recommendations and to provide a more fulsome rationale for why those recommendations are considered appropriate.

2.0 CONTEXT

Historical Context

Within the Study Area, history tells us that both Barton Street and Kenilworth Avenue have been extremely successful retail/commercial streets that served the adjacent neighbourhoods with a full range of retail opportunities, service commercial uses, and restaurants. In addition to the commercial uses, these streets have also included hotels, social clubs, schools and places of worship, community uses, auto-oriented uses, semi-industrial uses and an array of purpose built residential uses, from single-detached houses to small scale residential apartments.
Both Barton Street and Kenilworth Avenue supported an eclectic mixture of businesses and residential uses in a range of built forms over time. These streets have been in constant evolution since they were first laid out in the late 1800’s. That evolution continues today.

**Existing Context**

Today, both Barton Street and Kenilworth Avenue tell a story of decline. There are tantalizing pockets that remind us of the historic success of these corridors, but the older building stock is showing its age, and where new investment has occurred, it is typically in more modern formats not generally in keeping with the overall historic context.

**Commercial Land Supply & Vacancies**

While the mixture of land uses remains eclectic, the retail/commercial focus is not as robust as it had been historically. As part of the Barton and Kenilworth Commercial Corridors Study, a door-to-door survey was carried out in October 2013 where significant vacancy in the traditional storefront inventory was observed (between 35 and 40 percent, with Kenilworth displaying a slightly lower vacancy rate than Barton Street). This level of vacancy indicates problems with the type, character and scale of the existing available space, coupled with a very soft market. These observations are consistent with those of the Hamilton Commercial Strategy Study completed in 2006, which identified an oversupply of retail/commercial space in Hamilton, and particularly in “Lower Hamilton” where Barton and Kenilworth are located.

**Land Use Mix**

**Barton Street, Wentworth Street and Lotridge (Map 1)** - This section of the study area is characterized by an eclectic mixture of land uses which include: purpose-built residential, institutional, park, traditional storefronts, residential converted to retail/commercial, auto-serving and vacant/parking lots. The western portion of this segment is made up of a park and cluster of traditional storefronts and purpose built residential, adjacent to a mixture of non-contiguous land uses. The eastern portion of the segment is made up of primarily contiguous land uses that include traditional storefronts and residential converted to commercial/retail. Scattered throughout this segment are also a variety of cultural uses such as a fire station, library, and several churches.
Kenilworth Avenue between Barton Street and Main Street (Map 2) – This part of the study area can be identified by the predominance of traditional commercial/retail uses towards the northern portion of the segment and eclectic mixture of non-contiguous land uses towards the southern portion.

3.0 THE KEY ISSUE – PERMITTING RESIDENTIAL USES AT-GRADE

The primary issue identified by the stakeholders is focused on the impacts of permission for residential uses at-grade within these identified corridors. That concern is two-fold: First, the conversion of traditional retail storefronts to residential apartments is considered problematic; and, Second, in the longer term there is a fear that through redevelopment, the retail/commercial function of these corridors will be lost entirely or at least highly diminished.

The proliferation of the conversion of traditional retail storefronts to residential apartments is considered:

- Mostly unattractive;
- Detrimental to the commercial continuity of the street;
- Detrimental to the overall attractiveness of the pedestrian/shopping environment;
- Likely illegal; and,
- Potentially not in compliance with Building or Fire Code requirements.

On a more positive note, these storefront to residential conversions are also:

- Providing much needed affordable housing; and,
- Ensuring that building owners are achieving some level of rent.

These observations certainly clarify why many stakeholders would prefer that these residential conversions not be permitted, and that they be appropriately regulated out of existence. They are unattractive, many are illegal and some may be unhealthy or unsafe. Some would argue that the proliferation of residential units in storefronts at-grade is the reason appropriate commercial uses cannot find the space they need in this context.

However, on the other side of the discussion, there is also concern about the displacement of current residents and the fear that if these spaces are not residential, they would simply become part of the existing inventory of boarded up storefronts. Conversion (through appropriate and legal mechanisms) would allow the City to inspect existing illegal residential conversions and ensure that they are in compliance with Building and Fire Codes, improving the housing stock.

Map 2. Existing Land Uses - Kenilworth Avenue between Barton Street and Main Street
There is also a substantial inventory of purpose built residential buildings – some still used as residential dwellings, while others are residential buildings retrofitted or converted to commercial use. If the prohibition on residential uses at-grade is maintained in the current Official Plan, then these purpose built residential buildings would not be allowed to remain in residential use, or to convert back to their original residential use. The prohibition on existing legal residential uses in these locations would create a number of problems for the owners. They would need to be recognized as legal non-conforming uses in the new zoning by-law, which puts limitations on their ability to expand or rebuild as residential buildings.

The second part of this issue relates to the longer-term vision for these corridors and the concern that, through redevelopment, the retail/commercial function of these corridors will be lost entirely or at least highly diminished. The concern is, in part, a reflection of the economic reality facing older format retail corridors, not just along Barton Street and Kenilworth, but across Hamilton, and other similar corridors throughout Ontario. Retail formats and resulting shopping patterns have changed dramatically over the past 15 years with the proliferation of larger format retail power centres (like the new Retail Centre on Barton Street, between Ottawa and Kenilworth) and the emergence of online shopping. Both Barton Street and Kenilworth Avenue suffer from an over supply of smaller scale retail space that is aging and somewhat obsolete, except for niche retailing and non-chain restaurant opportunities. Quite simply, there is too much of the same type of space in these corridors, and a limited market for that type of opportunity. The conversion of traditional storefronts to residential uses would support the remaining commercial landlords by reducing competition in the local commercial leasing market.

As a result, the longer term vision for these corridors is focused on concentrating the retail where it currently has a presence, and providing planning policy and financial support to assist these areas to flourish in the future as retail mixed-use mainstreets. Outside of those retail focused, mixed-use mainstreets, the focus is more market driven, with additional flexibility in planning policy to allow redevelopment to respond to what the market wants to build from a land use perspective. Overall, the goal is to have these corridors support a much larger residential population that will ultimately support the retail, service commercial and institutional uses today and into the future. The role of planning policy in this regard is to provide a framework that both manages and facilitates this ongoing evolution.

In summary, it is felt that the approach utilized in the current Official Plan (to identify sections of these corridors as either “Pedestrian Predominant” or not) does not adequately recognize the complexity of the historic and current mixture of land uses along these corridors, nor is it flexible enough to facilitate their ongoing evolution. This is both a short-term concern, and, is also a problem when considering larger scale redevelopment in the longer term. A more nuanced and context specific approach is required in the City’s Official Plan that will recognize current problems, and propose policy based solutions for both the short and the longer terms.

4.0 THE MODIFIED RECOMMENDATIONS

Barton Street – Wentworth Street to Lottridge Street

As noted, this section of Barton Street is extremely eclectic in terms of its built form and land use character. It is very difficult for broad based planning policy to adequately reflect the detailed historic and existing context of this area without creating barriers to new forms of development, or problems for legally existing residential uses. This area has definable pockets of traditional storefronts, but also pockets of stand-alone residential development. As such, the following recommendations are considered appropriate for this specific component of the study area:
Recommendation 1: It is recommended that the Official Plan be amended by introducing an Area Specific Policy to reflect a more detailed and context specific land use strategy on Barton Street between Wentworth Street and Lottridge Street, consistent with the following text and mapping:

- **Map 3** identifies parcels located between Wentworth Street and Lottridge Street where residential uses should not be permitted at grade. The selected areas have a significant continuity of traditional storefront commercial built form at-grade, and represent an opportunity to foster a vibrant and successful retail/commercial environment within the existing building stock. In these locations, residential uses would not be permitted at-grade, and existing, at-grade residential units (whether permitted by current zoning or not) would eventually be converted back to their retail/commercial function, either through elimination of the illegal units, or through legal non-conforming status in the new zoning by-law for those legal units with existing residential zoning. Where new buildings are proposed in the areas, residential uses would not be permitted at grade along the frontage of Barton Street, although they are a desirable use above grade. All sites where residential uses are not permitted at grade would be subject to all of the policies of the Mixed-Use Medium Density designation and the “Pedestrian Predominant Street” overlay designation of the City’s Official Plan.

- **Areas on Map 3** where residential uses are permitted at grade are characterized as truly mixed use, and a full array of commercial and retail uses are permitted. Residential uses would also be permitted at-grade within the existing building stock. This is reflective of both the historical and existing development context in this area.

Further, the existing inventory of residential units built at-grade in traditional storefront buildings (converted traditional storefronts) should be reviewed and inspected by the City for compliance with Building and Fire Codes to ensure the health and safety of residents. Design guidelines should be implemented to ensure that unattractive use above grade.

**Map 3. Area Specific Policy on Barton Street (Wentworth Street to Lottridge Street)**
units can be retrofitted to present an improved interface with the street, and an incentive program should be established to promote this positive change.

Where new buildings are proposed, residential uses would be permitted at grade along the frontage of Barton Street, subject to an appropriate interface with the street.

This part of Barton Street between Wentworth Street and Lottridge Street also has a significant vacancy in the traditional storefronts. As the land use and development context continues to evolve, the expected market response will be for some land owners to continue to pursue conversion of vacant traditional storefronts (generating no rent) to residential units (for which there is market demand for affordable apartment units).

**Recommendation 2:** Notwithstanding that there may be positive outcomes related to the conversion of traditional storefronts into residential units, the City should resist Official Plan Amendment and/or Rezoning applications, including minor variances, for such conversions for a minimum of 5 years where the Pedestrian Predominant Streets policies apply. After that time period, the City should:

- Determine whether or not new retail/commercial uses within this part of the study area have gravitated towards the locations identified on Map 3 where residential uses are not permitted at grade, and away from the locations where residential uses are permitted at grade;
- Evaluate the impact of these planning policy changes on the retail/commercial market vitality and vacancy rate within this part of the study area;
- Evaluate whether an expansion or a further reduction of the Pedestrian Predominant Street overlay/areas where residential uses are not permitted at grade as shown on Map 3 is necessary to respond to market demands, or to further strengthen the core retail/commercial sector, or whether more time is required to assess the impact of these planning policy changes.

This approach would allow the City to monitor and evaluate the impact not only of the land use planning policy changes but also other key directions recommended in the Commercial Corridors Study Report to facilitate change and revitalization on Barton Street. It provides an opportunity to implement these initiatives and build on the recent interest and ongoing efforts of the Barton Village BIA and local Community Planning Team prior to an ultimate decision on the street's commercial potential.

**Kenilworth Avenue – Barton Street to Main Street**

Based on a very detailed review of the existing land use context along Kenilworth Avenue, and discussions with stakeholders, it is clear that Kenilworth Avenue within the study area contains two very different components. Kenilworth Avenue south of Roxborough includes a mixture of land uses, including a significant residential component. This area displays no retail commercial continuity either in built form, or land use. The Official Plan currently covers this component of the study area with the “Pedestrian Predominant Street” overlay designation, which does not reflect the current land use or built form context. Existing residential uses located at grade, some relatively new, are not appropriately recognized.

On the other hand, Kenilworth Avenue between Barton Street and Roxborough Avenue has a significant continuity of traditional storefront commercial built form at-grade. It remains a commercial main street and represents an ongoing opportunity to foster a vibrant and successful retail/commercial environment within the existing building stock. The Official Plan does cover this area with the “Pedestrian Predominant Street” overlay designation, where residential uses are not permitted at-
grade. Based on this overlay designation, existing, at-grade residential units (whether permitted by current zoning or not) are to eventually convert back to their retail/commercial function.

**Recommendation 3:** It is recommended that the Official Plan be amended to remove the “Pedestrian Predominant Street” overlay designation on Kenilworth Avenue from Roxborough Avenue to Main Street, and to introduce a new “Area Specific Policy” in this segment of the corridor. Within the “Area Specific Policy” on Kenilworth between Roxborough Avenue and Main Street, residential uses should not be permitted at grade in existing, purpose-built commercial storefronts, as identified on Map 4. All other existing building forms, and all new development, should be permitted to include residential uses at grade in this segment of the corridor.

**Recommendation 4:** It is recommended that the Official Plan remain unchanged in the Study Area on Kenilworth Avenue from Barton Street to Roxborough Avenue. The “Pedestrian Predominant Street” overlay designation is to remain in place.