



City of Hamilton

**Development of Policy Papers for Phase Two of the
Transportation Master Plan for the City of Hamilton
ECONOMIC DEVELOPMENT POLICY PAPER**

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1. INTRODUCTION

1.1 Study Background and Objectives

The City of Hamilton *City-wide Transportation Master Plan* will provide inputs to the *Growth Related Integrated Development Strategy* (GRIDS) and make recommendations to Council on the adoption of a City-wide Transportation Policy that is cognisant of Vision 2020 and other City of Hamilton long-term planning objectives. The project has been divided into three distinct phases. The first phase consisted of the technical calibration of the existing transportation model to reflect current transportation conditions in Hamilton. The second phase, which is the object of this and other policy papers, will focus on the development of 23 policy papers in the following areas: Travel Demand, Urban Development, System Performance, Infrastructure Planning and Infrastructure Financing and Economic Development. Following the completion of the Policy Papers, the City will proceed to develop transportation scenarios (Phase 3 of the project) based upon the results of the policy work performed in Phase 2 and the land use scenarios developed through the broader GRIDS study and will test the efficiency and viability of these scenarios by integrating them into the calibrated model.

This policy paper addresses the issue of **Economic Development** and the linkages to transportation. The remainder of this introduction provides a description of Economic Development and how it is influenced by and relates to transportation. Section 2 provides an overview of the existing situation in Hamilton. Section 3 provides supporting information on Hamilton's economy and recent studies influencing its development, while Section 4 highlights experience and practices from other jurisdictions. Section 5 outlines the development and refinement of policy options and potential supporting actions and Sections 6 and 7 describe and assess the recommended policies.

1.2 Economic Development in Hamilton

The history of the City of Hamilton's economy is steeped in traditional manufacturing, the success of which is largely attributed to the locational advantages of the City:

- Proximity to U.S. border
- Relatively inexpensive power
- Inter-modal transportation infrastructure comprised of road, rail, port and the airport.

While large manufacturing firms once dominated Hamilton's economic landscape, the presence of heavy industry is not as prominent as it was in the 1960s. Due to a number of factors relating to global trends in manufacturing, such as technological innovation and relocating production to lower wage countries, Hamilton's economy has evolved to include small and medium sized manufacturers.

As the economy has evolved, the critical role transportation networks play remains constant. The City of Hamilton's economic development strategy recognizes change in Hamilton's business communities and has targeted key industry clusters in response to changes in the economic environment. These are discussed further in Section 2.2.8 and include: Traditional Sectors (Advanced Manufacturing, Agriculture/Food and Beverage Processing, Port Related Industry/Business), Emerging Clusters (Aerotropolis, Biotechnology and Film), and Non-Traditional Clusters (Tourism & Arts, Downtown).



1.3 Economic Development's Relationship to Transportation

Economic development is undertaken by municipalities to promote employment opportunities by attracting new businesses to relocate to the community or existing businesses to expand. Economic development is necessary to build a sustainable community able to house and provide work for its population.

Creating employment opportunities is a key factor to the growth of a municipality as it attracts potential residents and generates business and property tax revenue. Municipal governments undertake economic development in a number of ways: targeted marketing efforts, creating a business-friendly environment, and providing information and data, all of which assist firms in relocation and expansion.

Economic development is largely affected by a municipality's business and tax environment, quality of labour force, location to major markets, supply and location of employment land, synergy of firms, quality of life, and culture. Economic Development is also influenced by the quality of transportation infrastructure and accessibility to markets.

This policy paper reviews economic development efforts and objectives of the City of Hamilton and in particular, the role of transportation infrastructure in attracting business, determining location and supply of employment land available and influencing overall quality of life for residents.

1.4 Location Criteria For Employment Lands

Attractive employment lands are typically serviced, with good road access and visibility. For many commercial and industrial companies, the selection of sites is based on a combination of criteria. The criteria for selecting sites depend on the type of business. Common criteria include good transportation access for goods movement, visibility, availability of a suitable pool of labour, and quality-of-life. For some industries, having an agglomeration or critical mass of like activities is attractive and supports the development of an economic industry cluster.

Criteria such as quality-of-life are major factors in assessing cities/locations for companies. For example, the biotechnology industry relies on top-quality management and highly skilled labour force lured to communities offering a high quality-of-life environment. From a transportation perspective, the level of congestion affects quality of life for residents. High traffic and congestion affect residents and employees travelling, as well as businesses in terms of business costs, productivity and output. The economic implications of congestion extend beyond delays in shipments, to include inventory costs, logistics costs, just-in-time processing costs, and reduction in market areas for workers, customers and deliveries.¹ In addition, businesses may respond to congestion by relocating, going out of business or adjusting their market areas for workers, suppliers and customers – all of which affect overall productivity. While congestion on Hamilton's roads is not as extensive as in some other major centres, it is already an issue on many of the provincial highways, and may become an issue in the future. Options to address congestion may involve road-based options, but also changing current travel mode shares.

Having an efficient and accessible public transit service is also important for some companies whose employees may rely on public transit to commute. In addition, a good public transit system provides a clean and efficient alternative to the car for citizens and is often associated with high-quality living environments.

¹ Transportation Research Board – National Research Council (National Cooperative Highway Research Program), "Economic Impacts of Congestion;" 2001.

The ability for firms to expand in the future is also a consideration for site selection. The ability of a site to accommodate a business' growth allows it to stay within the community. The servicing and transportation access to currently un-serviced employment lands is an untapped resource in some areas for firms looking to locate in Hamilton.

2. REVIEW OF EXISTING CITY OF HAMILTON POLICIES

2.1 Current Roles and Responsibilities

Hamilton business development is lead by the City's Economic Development Department. It was established to provide "businesses with a central point to obtain relevant information on developing, redeveloping, expanding or relocating commercial or industrial business within the City of Hamilton. Along with providing assistance with respect to physical site selection, the department acts as a liaison to assist business through the various municipal approval processes."

The City's Planning and Development Department also has a Division specifically responsible for Downtown Renewal, established in 2001. One of the functions of this division is to "foster excellence in development and to promote the rehabilitation and development of properties in all Downtowns."

Encouraging and supporting business to locate in Hamilton generates and retains employment in the City and generates employment tax revenue for the City.²

2.2 Review of Existing City of Hamilton Policies

2.2.1 REGION OF HAMILTON-WENTWORTH OFFICIAL PLAN

On January 1, 2001, the former municipalities that made up the Region of Hamilton-Wentworth were amalgamated to form the new City of Hamilton. The new City has been undertaking the development of a new Official Plan and until its completion, the Official Plan policies for the Region of Hamilton-Wentworth and its lower tier municipalities remain in force.

The former Region's Official Plan policies on economic development focuses on the need to find economic opportunities as a result of declining traditional manufacturing industries that remain, to a lesser degree, the backbone of the Region's economy.

In response to these changes in the local economy, the former Region's policy efforts are directed to retaining the existing traditional manufacturing yet recognizing that "economic diversification, revitalization, including redevelopment of older industrial areas, and human resource development (training, education, and skills development)" are important components for an overall economic action plan.

Traditional manufacturing produces value added exports and its significance to the local economy is supported through Section 3.1.5 in the Region's Official Plan through the following:

- Retain and promote areas suitably designated in Area Municipal Official Plans for manufacturing in the Urban Areas of the Region
- Require that new manufacturing operations, with the exception of those uses permitted in Rural Areas (Policy C-3.2.3), be located within the urban area where full municipal services (Piped water and sewage) are available or expected to be available within two years of establishment of the operation
- Require that Area Municipal Official Plans include policies which provide opportunities for the revitalization of declining industrial areas

² Hamilton Business Development; <http://www.city.hamilton.on.ca/business/development/default.asp>

In Section 3.1.3 of the former Region's Official Plan, Business Parks are considered important despite the shift in their roles and functions in response to changing economics and land use trends. Given new technologies, land that was once for industrial uses now combine office, retail and warehouse/distribution uses.

In addition, the former Region's policies identify that the main function of Business Parks is to "accommodate firms that require relatively low density sites with the locational or other advantages that come from being in a particular business park."³

Section 3.1.4 identifies the Airport Business Park as a major area of economic opportunity and "is well situated to attract firms that need access to airport facilities, and therefore, is to be used primarily for economic activities related to, or heavily reliant on, airport operations."

The former Region's Official Plan also identifies the agricultural sector as important to the Region's economy and urges area municipalities to permit the establishment of roadside stands and food processing facilities.

2.2.2 FORMER CITY OF HAMILTON OFFICIAL PLAN

The City of Hamilton Official Plan of the former City of Hamilton expresses the intent "to ensure that Hamilton's position as a major industrial centre in the Region and in the Province is maintained and enhanced through the retention of existing industries and through the stimulation of new industrial growth."

As a result, the Official Plan has three industrial designations. The permitted primary uses are as follows:

1. *Heavy Industrial* – Primary metal, wood and paper products, non-metallic mineral products; and chemical products production and processing and any other uses which may have substantial impacts on adjacent uses.
2. *General Industrial* – Processing of vegetable, animal, textile, wood or paper products.
3. *Light Industrial* – Warehousing, light manufacturing and assembly; laboratories and research facilities, communication facilities, and printing and publishing plants.

2.2.3 CITY OF STONEY CREEK OFFICIAL PLAN

The former City of Stoney Creek Official Plan outlines its objectives for Industrial Business Parks in Section 4.1:

- To ensure that the City will remain a viable industrial centre by preserving and enhancing the existing industrial base.
- To promote new industries to locate in the City Industrial-Business Park by providing a substantial amount of additional serviced industrial lands and an attractive atmosphere for industrial growth.
- To diversify the City's existing industrial base by permitting a broad range of industrial uses.

³ Region of Hamilton-Wentworth; "Towards a Sustainable Region – Official Plan for the Regional Municipality of Hamilton-Wentworth," June 7, 1994

- To minimize the adverse effects associated with industrial operations.

With respect to supporting the use of employment lands, Section 4.2.16 indicates that Council shall co-operate and support the Regional Economic Development Department and/or other related agencies for the active promotion of industrial lands within the City.

2.2.4 TOWN OF ANCASTER

The former Town of Ancaster's goal is to "develop the economic potential of the Town while enhancing quality of life." Nine objectives in the areas of industrial and commercial expansion to protection of agricultural lands are outlined. Specifically, industrial development is encouraged in the Duff's Corners and the Mohawk and Meadowlands Community areas as major employment centres.

2.2.5 TOWNSHIP OF GLANBROOK OFFICIAL PLAN

The former Township of Glanbrook outlined the following Economic and Employment objectives:

- To encourage the expansion and diversification of the Township's industrial and commercial development in order to expand the Township's economic base, improve its assessment ratio and to improve local employment opportunities.
- To encourage the maintenance and expansion of the agricultural sector.
- To encourage the development of the North Glanbrook Industrial-Business Park as a major centre for a range of fully serviced industrial and commercial uses.
- To encourage the expansion of the Hamilton Airport and ancillary industrial and commercial development on lands adjacent to the Airport.
- To ensure that development of any kind in the Township does not create undue financial hardship to the Municipality.

2.2.6 TOWN OF FLAMBOROUGH

The Town of Flamborough Official Plan provides a Secondary Plan for the Clappison's Corners Industrial Business Park. The general objective outlined in Section A.6.1.1 seeks to have a prestige industrial-business park with a high level of building design. Transportation policies for this Secondary Plan area include restricting the number of access points to highways and regional roads and to maintain an efficient internal road network.

Lands within the Industrial-Business Park Secondary Plan area have a range of land use designations that include prestige industrial-business, prestige industrial-commercial, general industrial-business, general industrial-commercial, open space and special treatment areas. Rural industrial lands uses are directly related to, and serve, the agricultural community that do not rely on municipal water and sewers.

2.2.7 TOWN OF DUNDAS

The Town of Dundas Official Plan intends to maintain and strengthen the local economic base in part "through the support and retention of existing industries and the stimulation of industrial growth by tapping the local supply of resources, labour and transportation facilities. Crucial to growth is the availability of an adequate inventory of serviceable land, which will accommodate the expansion of

existing industrial firms and attract new firms to Dundas in identifiable areas where their operation will not interfere with the function and amenity of non-industrial uses. It is intended that industrial uses be deployed where they will provide employment opportunities within easy access of residential neighbourhoods and capitalize on transportation facilities available. Accordingly, industrial uses will be divided into two groupings – General Industrial and Dry Industrial.”

2.2.8 CITY OF HAMILTON ECONOMIC DEVELOPMENT STRATEGY

In May 2002, Council approved the City’s “Economic Development Strategy Report.” This economic development strategy applied to the amalgamated City of Hamilton and set out objectives for economic development for the City as a whole. This strategy recommended focussing its efforts on several key industry clusters.

In June 2004, a draft update of the Economic Development Strategy was prepared, expanding and modifying clusters proposed as part of the 2002 strategy. Current proposed clusters include:

Traditional Clusters

- Advanced Manufacturing
- Agricultural/Food and Beverage Processing
- Port Related Industry/Business*

Emerging Clusters

- Aerotropolis (development surrounding the airport) – development of the airport-based city
- Biotechnology
- Film

Non-Traditional Clusters

- Tourism and Arts*
- Downtown*

* New category added in 2004 Strategy

In addition, the updated Economic Development Strategy reviews the significance of “Quality of Life” factors such as education, health care and the cost and availability of housing. The 2002/2004 Economic Development Strategy provides the background and context for the remainder of this report.

3. SUPPORTING INFORMATION AND ANALYSES

3.1 Background Studies

3.1.1 CITY OF HAMILTON ECONOMIC DEVELOPMENT STRATEGY

The following is a commentary on the role of transportation in each of the economic clusters described in the Economic Development Strategy.

Advanced Manufacturing

The City of Hamilton is known for its heavy industry. Steel makers Stelco and Dofasco are the two largest private sector employers. In 2001, the Manufacturing sector was the largest employer in Hamilton, and involved 49,005 residents.⁴ This industry is geographically clustered around the Port Area, the industrial corridor to Stoney Creek, and in the City's business parks. However, it is the port area that serves as the industrial core for this industry cluster, generating \$1.2 billion (1999) or almost 4% of Ontario's GDP.

The City's economic development strategy recognizes that location and transportation are critical to these businesses. Industrial manufacturing has evolved by adopting technologically innovative processes. Maintaining reduced inventories and efficient manufacturing processes created the need for just-in-time (JIT) deliveries of materials and finished products. An efficient and effective transportation network is therefore crucial for access to nearby markets, border crossings and firms within the supply chain.

Hamilton is well situated for transportation access given its proximity to the GTA as well as the U.S. border and Southwestern Ontario corridor. Several planned transportation infrastructure initiatives will serve to improve transportation access, at least for goods movement.

- The Highway 6 by-pass serving the airport is anticipated to be complete in late 2004, enabling easier access for goods shipment by air.
- Planned improvements to Highway 6 between Highway 403 and Parkside Drive will also improve access to the Flamborough Business Park, or lands as determined by the growth boundaries set through GRIDS.
- The Red Hill Creek Expressway, when completed, will form a crucial link to the City's transportation road network. The economic benefits will be derived from travel time savings to a large number of firms, as well as enhancing the marketability of employment lands in North Glanbrook and Airport business parks.⁵
- In the longer term, a proposed mid-peninsula transportation corridor would provide access for long distance travel and goods movement, as discussed in the *Goods Movement* paper.

The major industries within this cluster include steel and steel related; heavy manufacturing (power generation, rolling stock); general manufacturing (industrial textiles, automotive parts, food & beverage); storage, warehousing & distribution; aggregates; and, chemicals.

⁴ Statistics Canada, 2001 Census, Labour Force by Industry.

⁵ Hemson Consulting Ltd.; "Completing the Red Hill Creek Expressway – Economic Development Implications," July 2003.

Agriculture/Food & Beverage Processing

The rural communities of Hamilton are major contributors to Ontario's agricultural industry, generating \$813 million in annual gross sales.⁶ In 2002, the agricultural sector contributed more than \$8.6 million in taxes to the City. Given the geographic location and climate of the Hamilton area farmlands and easy access to services and to large nearby markets, the agricultural industry in Hamilton's rural areas is well positioned to maintain and enhance its competitive advantage. Over 120 million people are within a day's drive from Hamilton, connected by the transportation network of air, rail, road and water.⁷ Due to the fresh nature of farm produce, rapid delivery of products to market is critical.

The expansion of food and beverage sector is a secondary industry where food and beverage processing create value-added enterprises related to agriculture. With the growing popularity of niche markets, on-line grocers, and private labels, local companies are taking advantage of these opportunities.

The City's economic development strategy recognizes growth potential for the agriculture/food & beverage industry. The proximity to markets both nearby and abroad are accessible through efficient and key transportation links. The Port of Hamilton currently supports a significant number of agriculturally related businesses and such advantages should be promoted.

Port Related Industry/Business

The Port of Hamilton is the second largest port on the Great Lakes, handling an average of 12 million metric tonnes of cargo annually. The majority of cargo handled by the Port relate to the steel industry, in the form of iron ore and coal, and the agricultural industry in the form of agri-products. The Port has been in operation for over a hundred years and is well located to take advantage of highway access along the Detroit-Toronto corridor, and the Toronto-Buffalo corridor.

The Port of Hamilton is well served with shipping facilities. Terminals for dry and liquid cargo, warehousing, cranes, and container handling are available to Port users. The Port also provides complete support services in the form of customs, dry-docking, tugboats and ship chandlery. Given these strengths, the Port is positioned to market itself to prospective tenants in an effort to expand the presence of this industry cluster in Hamilton's economy.

Emerging clusters were identified by the economic development strategy as business areas to be further encouraged. A successful transportation network is also key in the developing of these clusters within the City.

Aerotropolis

The John C. Munro Hamilton International Airport is located southeast of the city center. Airport activity benefits the healthcare, information communications technology, traditional manufacturing, tourism, and distribution sectors.

"Aerotropolis" is based on the vision of not just an airport, but a master-planned community of industrial and commercial businesses and retailers surrounding the airport. As with rail, seaports and road systems, airports are also influential in urban growth. Although located outside of the current urban boundary, it has been suggested that this limit might be extended through the GRIDS process to increase the competitive advantage of the city's employment lands.

⁶ Planscape et al; "City of Hamilton – Agricultural Economic Impact and Development Study;" August 15, 2003.

⁷ *ibid.*

Hamilton has historically lacked employment lands with good road access. While the airport lands have an advantageous position with respect to air transport, road infrastructure to the airport is limited. The Highway 6 by-pass is expected to be completed in 2004 and once open will provide additional road access to the airport and opportunities to develop land for employment uses along this corridor. The airport also currently lacks transit access for employees and air passengers.

The rate of development of the airport lands will also be influenced by the construction of the Mid-Peninsula Corridor, which is expected to provide efficient road access that would increase the pressure to redesignate surrounding lands in close proximity to the highway for industrial purposes, and to address resulting servicing constraints in the area. The Mid-Peninsula Corridor is currently in the planning stages with no anticipated start date.

Airports are essential transportation facilities for economic activities that rely on speed and long distance connectivity, affecting many time-sensitive business sectors. For Hamilton's Aerotropolis to develop successfully, these transportation links must first be in place.

Biotechnology

The biotechnology cluster is an emerging one in the City, consisting mostly research within the agriculture, aquaculture, environment and health sectors. The success in developing the biotechnology cluster rests with building a supportive business environment and marketing the City's strengths globally. Success also rests with attracting and retaining a highly skilled and educated labour force. One of the key elements, in addition to the biotechnology infrastructure being in place, is the quality of life of the community, which is later described as another objective within the City's Economic Development Strategy.

An efficient transportation network that minimizes commuting times on the road and provides options for commuters is an important element affecting quality of life as the City grows. Public transit, bicycling and car-pooling provide residents with options for commuting, in addition to or in lieu of driving.

Location of firms in the biotechnology sector should be encouraged in areas with good transportation access. As industry clusters tend to cluster geographically, sufficient land should be provided to accommodate growth and synergies between firms in the sector. As some health related employers (e.g. hospitals) serve clients with mobility needs, specialized transit would be an important requirement for health related businesses.

Film

The City of Hamilton has been used as a set for many filmmakers looking to film in Canada. As this industry is further supported and encouraged, it can also be seen as an emerging industrial cluster for the local economy. Locations for film shooting are not limited to any specific area in the city, and frequently require road closures. Equipment must also be transported from storage areas to sets.

Persons employed in the film industry often need to access their place of work very early in the morning or very late at night. Because of the irregularity of these hours, the best provision for these needs is a balanced transportation system with extended service hours.

In encouraging the growth of the film cluster, a balance between the needs of the film industry and those of the resident and business communities must be met. The impact of road closures on the overall transportation network must be considered. The use by neighbourhood residents and employees of a variety of transportation modes, including walking and cycling, can be more easily accommodate the needs of the film industry with minimized impact on other area transportation needs. Partial road closures are more easily handled by non-motorised modes because they require smaller rights-of-way to operate.

Non-traditional clusters have also been identified to organize and encourage economic growth. Both Tourism & Arts and the Downtown have been identified as economic areas that can be encouraged to support Hamilton's quality of life.

Tourism & Arts

Tourism is an important contributor to the City's economy, providing \$14 million in municipal taxes and employing 18,000 people in the hospitality industry.⁸ The City of Hamilton has great potential to capitalize on the inventory of tourism products that already exist and its central location within a popular tourism region. However, the City requires a coordinated tourism strategy to organize tourism product and infrastructure, tourism marketing and communications, and develop plans for investment and the labour market. Cooperation with the City's Economic Development Department will be necessary to ensure coordinated activities to support and encourage tourism.

The Arts represents the cultural sector of Hamilton through fine art, visual arts, live performance and media arts. The basis for the importance of the Arts within the community is its contribution to the quality of life and the ripple effect it has on the economic growth and cultural development of the City. The advantages of promoting the City's cultural community include job creation, increased tax revenues, tourism, enhanced property values and downtown revitalization and neighbourhood redevelopment. The City of Hamilton is well located to tap into the Southern Ontario market with a large, local group of artists.

The City of Hamilton also has an opportunity to become a gateway for tourism in the Greater Golden Horseshoe. For example, tourists could fly into Hamilton Airport and then travel to multiple destinations including Toronto, Niagara, Stratford, etc.

Downtown

The City of Hamilton has undertaken comprehensive studies on land use and transportation within the Downtown with the overall objective to revitalize this area to draw people to visit, live and work.

Following up on the land use and transportation plans developed for the Downtown, the City has developed a five-point plan underscoring opportunities for redevelopment in the downtown core:

- Putting People First: Land Use and Transportation Plans
- Infrastructure and Capital Investments
- Communication Strategy
- Incentive Programs
- Environment

This five-point plan follows up on the studies already undertaken to provide a direction for implementation to support the revitalization of the Downtown.

Quality of Life

The updated Economic Development Strategy recognizes Quality of Life as a significant contributor to local economic development. Municipalities having a "high quality of life" are typically understood as being a superior place to live. Quality of life factors range from opportunities for recreation, housing, education and culture, health care, and the level of crime. Also affecting quality of life

⁸ City of Hamilton; "Economic Development Strategy – Hamilton's Clusters of Innovation;" 2004 Update (Draft); June, 2004

within a community can be traffic, and how traffic affects the commuting time of residents and employees, and air quality affecting the health of the community. For the purposes of the City of Hamilton's Economic Development Strategy, the Quality of Life focuses on education, health care and the cost and availability of housing. These three indicators have been recognized as having measurable impacts in Hamilton in terms of the services and economics.

3.1.2 CITY OF HAMILTON AGRICULTURAL ECONOMIC IMPACT AND DEVELOPMENT STUDY

The detailed Agricultural Economic Impact Study provides specific background information on the contribution of agriculture and agricultural related businesses to the overall economy of Hamilton, Ontario and Canada.

The majority of the City of Hamilton's 227,000 acres is comprised of prime agricultural land. The agricultural and agri-business sector is a significant component of Hamilton's economy, as noted previously. While the agricultural sector occupies only 1% of the provincial land area, its contribution to agriculture in Ontario is much more. The transportation needs of the agricultural industry must not, therefore, be downplayed.

There are a number of contributing factors to the strength of agriculture in Hamilton. Thanks to the quality land base and suitable climate, agriculture has evolved to produce high value added products. In addition, the location of the Hamilton agricultural sector is close to large urban markets and well served by a transportation network that includes rail, road, water and air.

The Port Area currently supports a significant number of agriculture related businesses in the receiving and shipping of agricultural goods. This location has a number of cost saving advantages, one of which agricultural products can be shipped as "back haul." Food processors located in the Port Area benefit from proximity to receiving raw materials and shipping finished goods. The Agricultural Economic Impact Study recommends promoting these transportation advantages.

The John C. Munro International Airport is also a transportation resource that can be used in the shipping of just-in-time products to international markets. The Hamilton airport is one of the emerging economic clusters identified in the City's economic development strategy. The development of lands surrounding the Hamilton airport to achieve the vision for an "aerotropolis" community must balance prime agricultural land stock and commercial and industrial uses. The degree to which development should be authorized in this area beyond the current urban boundary should be discussed through the GRIDS process.

The construction of the Red Hill Creek Expressway and the potential Mid-Peninsula Corridor may impact agricultural lands in the Hamilton area, both negatively and positively. These corridors will provide greater access for movement of agricultural goods, but the latter will also consume some agricultural land. With agri-business identified as one of two traditional economic clusters, consideration must be given to the effect of various economic development initiatives on other economic sectors.

3.1.3 BUILDING A STRONG FOUNDATION CONSULTATION PROCESS

The ten-year review for VISION 2020 was initiated by the City's consultation process known as *Building a Strong Foundation*. The Phase I consultation established a number of directions coordinating this long-term sustainable strategy with GRIDS and the City's new Official Plan. Of these directions, the following have a direct link with economic development.

Direction 5 - Retain and Attract Jobs in Hamilton's Strength Areas

The views expressed during the consultation for *Building a Strong Foundation* were based on finding ways to attract and retain employment within the City at a time when the City is currently losing jobs and employers.

Direction 6 - Expand Transportation Options that Encourage Travel by Foot and Enhance Efficient Inter-Regional Transportation Connections

- Locally: City needs to expand opportunities for using alternative transportation modes such as walking, cycling, roller-blading, carpooling and transit
- Regionally: City needs more efficient transportation connections to destinations outside the City, particularly for goods movement.

The participants within the stakeholder consultations felt that walking, biking and public transit were not established as adequate forms of transportation. Encouraging the use of other transportation modes were thought to be best offered through building more bike lanes, increasing GO transit service and incentives for using water or rail movement of goods.

Expansion of transportation services at the airport received both support and opposition. The benefits of expanding transportation services is the growth to the City's economy, but there are also the loss of agricultural lands surrounding the airport and the impact to the quality of life in the rural area.

Direction 7 - Maximize the Use of Existing Buildings, Infrastructure, and Vacant and Abandoned Land

In maximizing the use of existing assets, the City is able to reduce the costs for infrastructure expansion and maintenance. The City's program for brownfield remediation is one example to encourage the use of vacant buildings and lands and existing infrastructure for employment and other uses. Key considerations in moving forward are to ensure that adequate social, health and transportation services are available, and maintained, in areas where the re-use of assets are expected to occur.

3.1.4 HAMILTON AIRPORT GATEWAY OPPORTUNITIES STUDY

The Hamilton Airport Gateway Opportunities Study (2002) analyzed the benefits of airport land development to build upon the Airport as an economic engine for the City. The report highlights the locational benefits of the airport with respect to the Golden Horseshoe and notes that the airport is becoming a vital part of the Southern Ontario economy. Based on a review of other jurisdictions, the report suggests that Hamilton Airport has the opportunity to foster the development of a major community of distribution, warehousing and manufacturing firms. In particular, the study recognizes opportunities for the development of industries in logistics, aviation, manufacturing, information and communications technologies, and biomedical.

3.1.5 DOWNTOWN SECONDARY PLAN AND TRANSPORTATION MASTER PLAN

In 2001, the City of Hamilton finalized the Downtown Secondary Plan and the Downtown Transportation Master Plan. These two initiatives, conducted under a joint planning process called "Putting People First" shared a common goal of revitalizing the Downtown. Specifically, the Downtown Secondary Plan was designed to foster a dynamic mix of urban residential, commercial and institutional activities across the Downtown. The Downtown Secondary Plan included six principles:

- Use public realm improvements as the catalyst for revitalization;

- Strengthen the connection to neighbourhoods, the Waterfront, the Escarpment and other surrounding features or attractions;
- Make downtown living attractive;
- Build on existing strengths;
- Recognize the value of modest improvements and changes;
- Pursue a limited number of carefully designed and executed major projects.

The Downtown Transportation Plan recognized the relationship between transportation systems and economic development. In particular, it concluded that a better balance between traffic capacity and transit, cycling and walking infrastructure was required to make the downtown more liveable. One of the key recommendations from the Downtown Transportation Plan was to convert several of the major downtown streets back to two-way operation in order to slow traffic and improve the street-level environment. This conversion has thus far been a success.

This policy paper recognizes the extensive work carried out for the Downtown and does not attempt to revisit the policies and directions set out in the two related documents, and recommends their continued implementation. This paper seeks to support the downtown, while broadening the application of the values expressed.

3.1.6 HAMILTON PORT AUTHORITY LAND USE PLAN

The 2002 land use plan for the west Harbour area, as part of Hamilton's Setting Sail initiative, seeks to promote the Hamilton Harbour, both for its strengths from a goods movement perspective, but also as a location for new economic development. The recent decline in manufacturing industries previously located in the area has left space vacant for the development of emerging clusters.

The port area benefits not only from marine transport, but most of the area is already serviced by rail and ground transportation. The latter will be further improved by development of the Redhill Creek Expressway.

The Land-use Plan was developed following principles of long-term economic vitality, the development of a healthy harbour environment, on-going mixed-use, increased image in celebration of the areas industrial heritage and on-going dialogue with stakeholders. The plan also identifies six policy areas: effective use of port assets, environmental policies/ protocol; ground-based transportation; recreational uses; urban design/ public art and land acquisition/ consolidation.

3.2 Economic Profile of Hamilton

3.2.1 LABOUR FORCE BY INDUSTRY

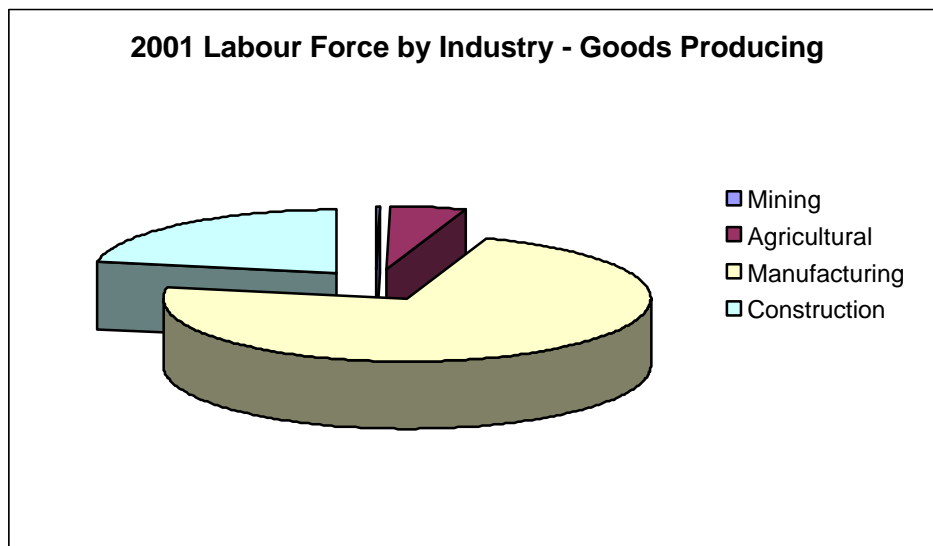
Statistics' Canada's 2001 Census reported a total labour force of 232,235 of employed persons in Hamilton. Approximately 63,550 or 27.4% of these persons were employed in the manufacturing, construction, mining and agricultural sectors, with the manufacturing sector having the largest labour force of these goods producing sectors (see Exhibit 3.1). Retail trade and health care employment employed 55,890 residents (22.5% of the labour force) in 2001 (see Exhibit 3.2)

Despite positive population growth, employment growth has stagnated. Hamilton has therefore become a net exporter of employees. This trend is illustrated historically in Exhibit 3.3, and further described in the *Background* report.

This outflow of employment outside of the City does not support a sustainable economy. Reports prepared for the City of Hamilton (discussed previously) have concluded that one of the reasons

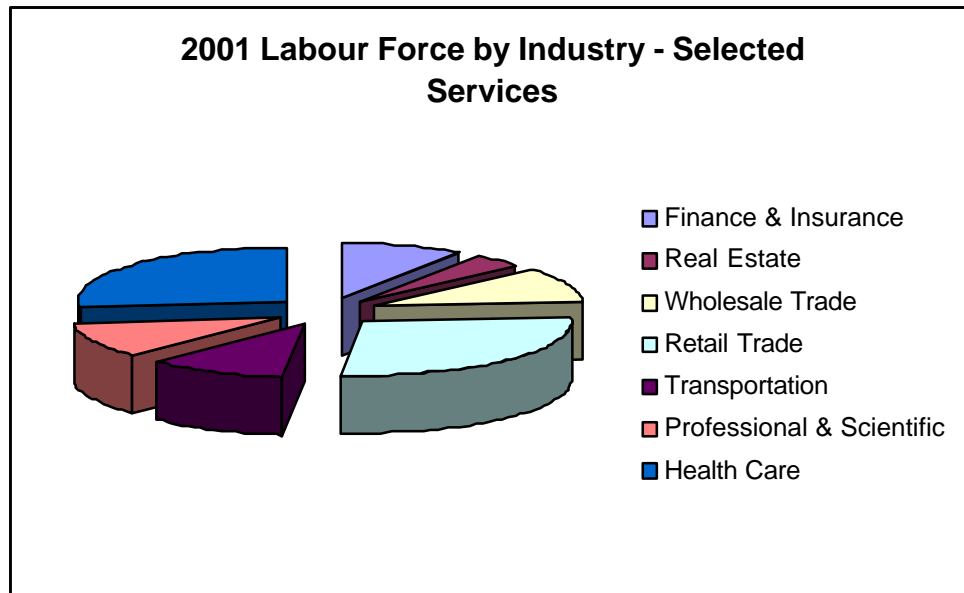
attributing to this is the lack of marketable employment lands. The completion of the Highway 6 by-pass and Red Hill Creek Expressway may contribute to opening up undeveloped lands for employment uses by improving accessibility along these corridors and at the airport, if these areas are identified as desirable development areas throughout the GRIDS process.

Exhibit 3.1: Distribution of Hamilton Labour Force in Goods Producing Industries in 2001



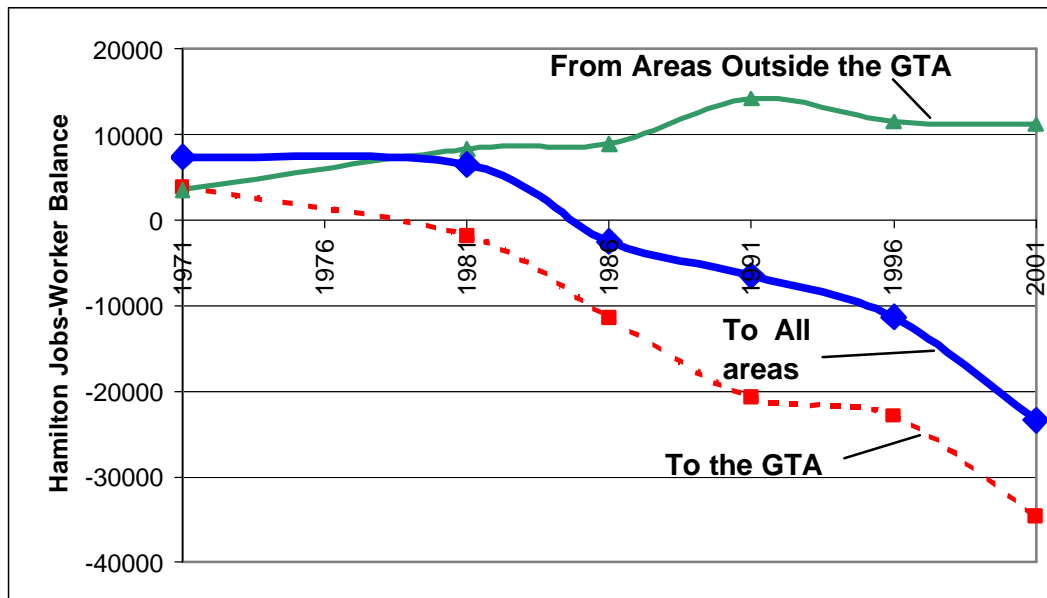
Source: Statistics Canada, Census of Labour Force, 2001

Exhibit 3.2: 2001 Distribution of Hamilton Services Sector Labour Force by Industry



Source: Statistics Canada, Census of Labour Force, 2001

Exhibit 3.3: Hamilton Commuting Trends (1971-2001)



Source: Journey to Work Data, Statistics Canada, 2001

3.2.2 MAJOR EMPLOYERS

Major employers in the City of Hamilton are provided in Exhibit 3.4. The largest public sector employers are Hamilton Health Sciences, the City of Hamilton and the Hamilton District School Board. The largest private sector employers include Dofasco Inc., Stelco Inc., and National Steel Car.

One thing that is not shown in Exhibit 3.4 is the magnitude of combined employment clusters. For example, the airport-related work force, including courier companies, etc. is estimated at 1,500 employees. Similarly, a number of individual industries are located around the Port of Hamilton, which together represent a significant employment generator.

Exhibit 3.4: City of Hamilton's Largest Employers in 2003

Business Name	Approx. # of Employees	PRODUCT/SERVICE
Hamilton Health Sciences	9000 +	Hospital Services
City of Hamilton	7500+	Municipal Government
Dofasco Inc.	7200+	Manufacture steel
Hamilton District School Board	5900+	Education
Stelco Inc.	5000+	Manufacture steel
McMaster University	3300+	University
Hamilton Catholic School Board	2400+	Education
St. Joseph's Hospital	1500+	Hospital
Provincial Government	1500+	Provincial Government Services
National Steel Car	1200+	Manufacture railway cars
Camco	1000+	Manufacture appliances, ranges and refrigerators
Federal Government	1000+	Federal Government Services
Hamilton Spectator	800+	Daily newspaper, publishing and printing
Bell Canada Ltd.	800+	Public telephone service
A&P Food Stores	800+	Grocery Store
Mohawk College of Applied Arts & Technology	700+	Education excluding campuses in Brantford and Haldimand
Barn Fruit Markets	700+	Ontario grown produce grocery store

Source: HRDC Ontario Regional Information 2003

3.2.3 EMPLOYMENT LAND INVENTORY FOR THE CITY

Both the City's Economic Development Strategy and Hemson Consulting's reports on Employment Lands and the Red Hill Creek Expressway have cited the lack of marketable employment land in Hamilton.

The total amount of employment lands is approximately 9,300 net acres, of which 6,800 net acres are occupied and 2,500 net acres remain vacant.⁹ The marketability of these lands are affected, in part, by their location. These lands are within the City's industrial areas and six Business Parks designated to accommodate employment uses:

Industrial Areas

- Bayfront Industrial Area
- North Hamilton Industrial Area
- West Hamilton Industrial Area
- East Hamilton Industrial Area

⁹ Hemson Consulting Ltd.; "Providing Employment Land in Hamilton – Financial Options;" June 2003.

- West Dundas Industrial Area

Business Parks

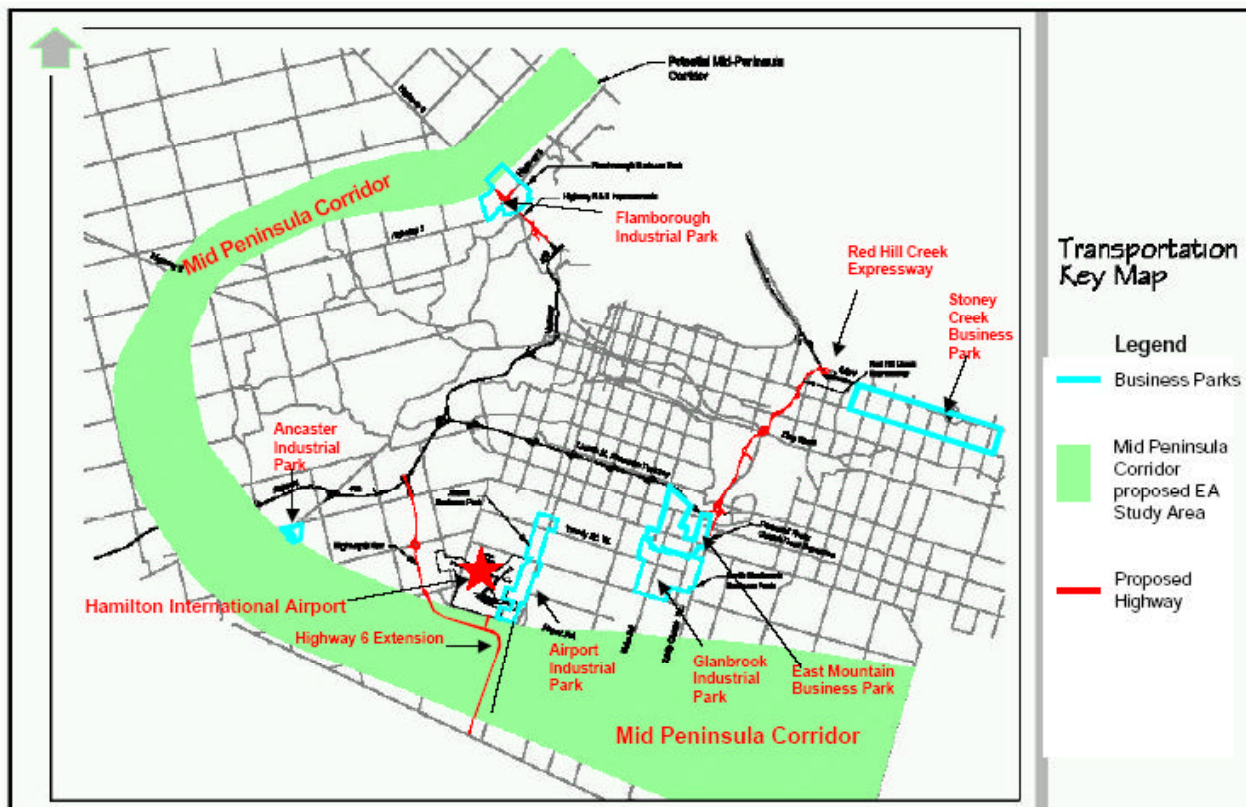
- Mountain Industrial Business Park
- Flamborough Industrial Business Park
- Ancaster Industrial Business Park
- Airport Industrial Business Park
- North Glanbrook Industrial Business Park
- Stoney Creek Industrial Business Park

According to the 2003 Hemson report on employment lands, approximately 2,200 net acres of vacant employment lands are within the above Business Parks, with the remaining 300 net acres resulting from brownfield sites in the older industrial areas.

Exhibit 3.5 provides a good illustration of the road network, both existing and proposed, relative to the location of the City's Business Parks. Transportation infrastructure, along with servicing, is one the major factors affecting the availability of employment lands in Hamilton. With the imminent completion of the Highway 6 By-pass to the Hamilton airport, greater transportation access to the airport lands will increase pressure to re-designate and service these lands for employment uses.

The proposed Red Hill Creek Expressway will also create improved access to these airport lands and the North Glanbrook Industrial Park, enhancing opportunity for employment uses. Both these industrial areas consist of about 1,030 net acres of vacant employment land.

Exhibit 3.5: Road Infrastructure and Business Parks



Source: PricewaterhouseCoopers, 2002

4. REVIEW OF PRACTICES IN OTHER JURISDICTIONS

Just about every municipality in Ontario undertakes economic development through one form or another. Most larger municipalities have developed formal economic development strategies enunciating objectives and a plan for local economic growth. Municipalities compete with one another for attracting businesses and retaining local companies. In today's economic environment, the site selection process for large firms no longer involves just choosing between Hamilton and Oshawa, for example, but rather comparing the competitive advantages of Hamilton over communities in Mexico or Asia.

Below are some examples of how other municipalities are approaching different economic development issues, with a focus on transportation related elements. These are generally representative of most areas reviewed. The issues and cities were selected on the basis that there are similarities to what Hamilton is attempting to achieve through its Economic Development Strategy and related planning.

4.1 Economic Development and Transportation

City of Ottawa – As part of the City's visioning exercise, Ottawa 20/20, a series of studies were developed to guide the future growth of the City. The City has drafted a detailed economic strategy for the City, as part of the "Ottawa 20/20" visioning exercise for the City, and a separate Transportation Master Plan (September 2003).

Ottawa's transportation master plan views transportation as "a means to an end – namely, the protection and improvement of our quality of life," which covers a range of issues outlined in the Ottawa 20/20 principles (i.e., safety, access, mobility, environment, community, etc.). The transportation vision is "in 2021, Ottawa's transportation system will enhance [their] quality of life, respect the natural environment, enhance the economy, and be managed in a responsible and responsive manner." The transportation master plan recognizes the economic impact of transportation:

- Intercity Travel – connections to outside destinations contribute to local economic vitality. Road and transit links are the main focus, although air, rail and intercity bus service are also important.
- Businesses and institutions – the backbone to the local economy, providing employment, tax revenues, and social and recreational opportunities. Effective and efficient transportation enables movement of people and goods that are essential to operations.
- Tourism – Out-of-town visitors and tourists must be able to move around the City

With respect to Goods Movement, the transportation master plan acknowledges the importance of rail and air to Ottawa's economy; however, trucks are the primary mode of freight transportation. For Goods Movement, maintaining a system of truck routes that minimizes the impact of truck traffic on neighbourhood communities is very important to local businesses. Among others, the City of Ottawa's plan proposes the following:

- Explore ways to reduce heavy truck traffic through the downtown area without compromising the safe and efficient movement of goods
- Consulting with the public and business stakeholders in resolving goods movement issues – balancing needs of community and road users

- Explore new technologies in goods movement that reduces impacts, improves efficiency and enhances regional competitiveness
- Support and promote intermodal terminals that reduces road use by transferring goods from road to rail

York Region – In June 2002, York Region developed a Transportation Master Plan (TMP) to “define a long-term transportation vision and integrated road and transit network plan that will support growth in York Region to the year 2031.” As part of the TMP, programs and policies were developed to support this transportation vision, and an implementation plan and 5-year strategy were developed to put the TMP into action.

York Region is the fastest growing region in the Greater Toronto Area. Both rapid population and employment growth has placed considerable strain on York’s transportation system in the five municipalities that make up the urban areas of York Region. Emphasis of the TMP is on the reduction of automobile dependency for travel, given that York residents are highly dependent on the automobile. As a result, the focus for the TMP has been more of a transit-focused strategic direction that reduces automobile dependence to achieve more sustainable communities.

The economic impact of these initiatives are more clearly identified in the Region’s goal of having efficient and safe movement of goods through truck and rail:

Truck

- Expand freeway network
- Provide new freeway interchanges and improve existing ones
- Work with municipalities to introduce more mid-block freeway crossings to relieve existing interchanges
- Complete missing links in the grid network for Regional roads
- Support reduction in truck tolls on ETR 407
- Implement supportive land use planning to facilitate rail access and deliveries, and to minimize conflicts with residential land uses

Rail

- Encourage a modal shift from truck to rail
- Encourage intermodal goods movement
- Investigate the need for another major rail yard
- Implement supportive land use planning to facilitate rail access and deliveries, and to minimize conflicts with residential land uses.

The TMP is also supportive of the Region of York’s “Centres and Corridors” strategy where mixed-use development at higher densities are encouraged along key corridors and identified nodes within the Region. The “Centre and Corridors” strategy recognizes the relationship between land use/urban form and transportation and encourages economic development through more

businesses and residents establishing a critical mass along corridors and centres that would be supportive of public transit.

Region of Durham – The Region of Durham completed its Transportation Master Plan (TMP) in October 2003. The transportation vision of the TMP promotes “facilitating sustainable economic growth; effective use of the system; safe, reliable and efficient movement of people and goods; choices in services; and responsible development and environmental integrity.” The TMP supports economic development through three strategies, one of which is based on *Improving the Road System*, which includes Goods Movement and Access to Ports and Harbours.

Within Durham Region, goods movement is predominantly by truck, and as a result, “a high quality freeway and arterial goods movement network is necessary.” The TMP recommends establishing a goods movement network to improve movement of heavy vehicles within and through Durham. Through a review of existing haul routes, location of major generators of truck traffic and the Region’s road designations, a network was proposed to mitigate the adverse impacts of heavy vehicle traffic on existing communities.

The goods movement network contemplates connection of the road system to freight terminals, airports and harbours, and the use of intermodal facilities to coordinate freight movement between modes.

The TMP recommends that the Strategic Goods Movement Network be included as part of the Regional Official Plan following consultation with local municipalities and stakeholders.

In addition, confirmation of the Strategic Goods Movement Network is recommended by:

- Signing preferred truck routes
- Identifying and promoting potential locations for intermodal transfer facilities to enable more use of rail and other modes
- Disseminating information on the network widely;
- Considering roadway geometric standards that better accommodate trucks in design; and,
- Eliminating by-law restrictions to truck movement, where possible.

4.2 Downtown Transportation Plans

City of Vancouver – The City of Vancouver approved their Downtown Transportation Plan in July 2002, as a strategy to make Vancouver the most liveable city in the world, while recognizing the most important factor in liveability is its transportation system in the City centre. Vancouver’s transportation vision is to be the most accessible place in the region, offering different transportation choices for travellers to downtown. Vancouver recognizes that achieving such a vision “will contribute to a thriving and prosperous business community and create a downtown where people want to live, work and play.”¹⁰ The City also recognizes the relationship between the downtown’s transportation system and its economic health and liveability. The transportation system enables access for employees and customers to downtown businesses and many businesses rely on an efficient transportation system to deliver goods and services. Road congestion is a factor leading to

¹⁰ City of Vancouver, “City of Vancouver Downtown Transportation Plan;” July 9, 2002 (approved by City Council)

increased business costs impacting the downtown economy. As well, it affects the liveability of residents living downtown in terms of increased traffic and air pollution. The City's downtown transportation plan strives to limit these effects while creating more choices for biking and transit and creating more pedestrian friendly streets.

A review of Goods Movement in the downtown area is one component. The efficiency with which goods are moved in and out of the downtown is critical to the City's economic health and competitiveness. The downtown businesses mostly rely on the road network and as such, the Downtown Transportation Plan strives to minimize traffic congestion by encouraging and promoting alternative transportation modes to the car, so as to facilitate a system for efficient goods movement. A review of the network of approved truck routes in the downtown area has shown no major truck accessibility problems due to the limitation of congestion.

Vancouver's Transportation Plan also reviewed the important role of the Port as a major point for shipping, receiving and distribution of goods throughout the region. The Port area is the generator of heavy trucks in the downtown peninsula and also has the highest concentration of truck activity. Fortunately, the use of a dedicated roadway, Port Road, servicing and connecting the Port area to the existing road network reduces the impact of heavy truck traffic on downtown streets.

4.3 Airport Community Development

There are a number of U.S. examples of massive airport community development. The recent development of communities around airports or the "aerotropolis" is based on airports being the vital centres of growth. Like a city's downtown, new airports are offering commercial and industrial space, shopping malls, conference centres and restaurants. Companies relying on air transportation locate in close proximity.

Dallas-Fort Worth International Airport - Substantial development has taken place around the Dallas-Fort Worth International Airport. High technology and a centre for logistics have become the economic future for Dallas. Las Colinas is a 12,000 acre community for businesses and residents requiring close proximity to the airport. Las Colinas has 27 million square feet of office space, 8.5 million square feet of light industrial space, 1.3 million square feet of retail, hotels and restaurants.

Denver International Airport, Colorado - In 1995, the relocation of the Denver airport northeast of Denver was planned over 34,500 acres of farmland. With new toll roads and infrastructure in place, the Denver airport area has grown exponentially.

While it is not envisioned that Hamilton's airport area will expand with such proportions, it is an indication that development around airports will enviably result if the airport is promoted as such. It is appropriate therefore to plan for potential expansion and provide adequate and balanced transportation facilities to facilitate growth.

5. POLICY CONSIDERATIONS

Based on the review of the economic development strategy and an analysis of economic development policies and transportation plans in other municipal jurisdictions, the following issues were considered in developing policy options and recommended policies for the Transportation Master Plan for Hamilton.

5.1 Quality of Life

A transportation network that enables ease of access and provides reasonable travel times for employees and residents in the City is an important factor in location of business and quality of life.

The following are examples of factors contributing to the “quality of life:”

- **Modes of transportation available** affecting ease of mobility and access within the community and travel in and out of community
- **Housing** in terms of types and price to accommodate a diverse population and serve employee housing needs.
- **Recreational Opportunities** for residents and the ability to draw visitors
- **Education** in terms of the quality educational opportunities available to residents and the ability to draw research and development (R&D) initiatives to universities and colleges. The role of universities and colleges are important in developing synergies with industries for R&D in the biotechnology, health and information and communications technology.
- **Culture** in terms of the opportunity to experience different cultures and events
- **Crime** which affects the safety and security of residents and visitors

A community with a high quality of life is able to draw both residents and businesses. Growing only the resident population without allowing or stimulating a corresponding growth in business contributes to a low activity rate (ratio of employed in the City to population) and an outflow of residents working outside the City. In turn, this results in transportation needs and issues that are often beyond the City’s control.

Firms in the biotechnology and information and communications technology industries, in particular, depend on locations where there is a pool of highly skilled labour. The ability to draw on highly educated work force for management and employees is essential for business operations and as such, the quality of life is a major consideration for employees.

5.2 Marketing of Employment Lands

With the amalgamation of the former municipalities into the new City of Hamilton, the City has undertaken the “City of Hamilton Industrial Business Park Review” in June 2003. The purpose of this study was to review three industrial business parks – Flamborough, North Glanbrook and Airport, which contain most of the vacant employment land.

The Industrial Business Park Review also included an inventory of vacant employment land for the six business parks –North Glanbrook, Airport, Flamborough, Ancaster, Stoney Creek and Hamilton Mountain. Having a coordinated inventory of employment lands – both occupied and unoccupied

lands, is an important requirement to be able to respond to market trends and provide adequate transportation facilities. An inventory of available lands provides for better coordination of servicing and transportation infrastructure required to support the development or redevelopment of these lands. The employment land inventory can also assist to target businesses within emerging industry clusters, as firms within the identified clusters tend to cluster geographically.

The ability for the City to market Business Parks and sites is important to draw businesses to Hamilton. Site selection consultants, real estate brokers and company representatives require information on land availability as well as transportation access. While the *Goods Movement* paper details current access conditions and needs, it is important to note that for Hamilton highways have become a 'competitive-disadvantage', as highway system inefficiencies and decreasing land supply in the vicinity of highways decreases their attractiveness. Rail also contributes to the attractiveness of industrial and manufacturing areas, as this allows greater flexibility in transportation choices. This flexibility is essential in a context of 'just-in-time' goods movement. Promoting sites with intermodal capabilities will increase the desirability of employment areas in Hamilton.

One such area is the Hamilton Harbour area, where structural changes have pushed more traditional industries to relocate, leaving some space available in an area otherwise well served by several transportation networks. Current plans for the area aim to promote this strength, in conjunction with the area's dynamic and diverse quality, amenable to the concurrent location of industries in the "new" knowledge economy.

5.3 Coordination of Economic Development Objectives

Efficient forms of transportation are pivotal for many industry sectors relying on transportation networks for the movement of goods and access to markets.

With the current process of developing one Official Plan for the new City of Hamilton, policies for employment lands will require coordination of different economic and employment land policies of the official plans of the former municipalities. Given the existing economic development strategy and what is required to support the targeted industry clusters, the new Official Plan policies should provide land use direction that is consistent. While it is beyond the scope of this policy paper to outline specific locations and strategies, Official Plan policies should provide employment land designations that would provide areas which meet various criteria to take advantage of the transportation network that is available or planned.

Network improvements and land-use designation should also seek to promote sites designated in accordance with the principles of GRIDS and VISION 2020. Enabling strategic employment locations that are closer to residences, located along transit corridors, and focussed in the downtown core will facilitate the reduction of vehicle-kilometres travelled and allow the development of sustainable networks for commuting.

For example, the health and biotech cluster as well as the information and communication cluster might benefit from good transit access and proximity to regional rail, in a central setting with a high level of amenity. Goods intensive industries should be located along rail lines and/or major highway corridors.

The costs of congestion on highways in Hamilton cannot be underestimated. These go beyond increased shipping times, fuel costs, and health costs for those trapped in congestion, and include lost development potential. Congestion becomes a reason to choose other industrial parks in the GTA. Building highways indefinitely is not the answer though. The current networks need only operate more efficiently: initiatives such as Transportation Demand Management or more compact land use patterns for new developments that reduce transportation of persons on highway networks

can alleviate congestion, leaving room for goods. Better use of rail or marine infrastructure can also contribute to these improvements.

5.4 Agricultural Goods Movement

Agri-business and agriculture is one of the traditional economic sectors in Hamilton. As an economic cluster targeted in the City's economic development strategy, the development of locally grown produce has large markets outside the City and province. However, with a City population of over 490,000 in 2001, the City itself presents a growing market as well.

With other markets in the Golden Horseshoe, local growers serving the local market minimizes the transportation of agricultural products and reduces the importing of agricultural products already available.

Hamilton is also well located to become a distribution hub for agricultural products. For example, the Port of Hamilton is looking at the potential for short sea shipping, which could improve export possibilities for speciality crops.

5.5 Downtown Development

As discussed previously, the City of Hamilton has developed a land use and transportation plan to guide development and re-development in the downtown. A major theme of the land use plan is the promotion of policies that will increase the attractiveness of the downtown as a place to live, as well as to work. Bringing people back downtown will create additional demand for retail and services therefore improving the overall downtown economy and revitalizing this area for business, arts and culture.

6. RECOMMENDED POLICIES

Based on the background studies and information gathered, the following policies are recommended for consideration as part of the Transportation Master Plan:

Recommended Policy
Recognize the relationship between transportation systems and their impact on the quality of life and economic development potential, to better promote Hamilton as a liveable community, to attract a diverse and highly skilled work force and to improve the convenience and attractiveness of Hamilton as a tourist centre.
Implementation
<ul style="list-style-type: none"> • Provide transportation choice by improving transit, walking and cycling networks (see related policy papers). • Work to minimize congestion by ensuring that transit is an attractive and competitive mode choice, thereby reducing overall vehicular demand. • Provide multi-modal access to employment opportunities (see transit policy paper). • Identify ways to capitalize on Hamilton's strategic location and potential to become a gateway for South-Central Ontario tourist activities.

Recommended Policy
Provide transportation access for existing and designated future employment lands.
Implementation
<ul style="list-style-type: none"> • Support the recommendations of the "2003 Industrial Business Park Review" which are to resist pressure for non-employment development within the North Glanbrook Business Park and Flamborough Business Park, which are strategically located next to existing and future transportation infrastructure. • Provide regular updates as to the availability of employment lands through the employment land inventory and include availability of transportation servicing as part of information on attributes. Establishing an on-line GIS database could be developed to facilitate this. • Coordinate employment land inventory with inventory of brownfield opportunities that are included in the City's Environmental Remediation and Site Enhancement (ERASE) Community Improvement Plan • Consider the needs of Goods Movement, including opportunities for increased intermodal transport, as detailed in the <i>Goods Movement</i> paper. • Develop a policy for private sector front-ending of planned and approved road infrastructure and a process for recovering road construction costs from future employment development.

Recommended Policy
Encourage new development in emerging sectors to locate in designated lands adjacent to existing or committed transportation corridors and facilities so as to minimize expenditures on transportation infrastructure as well as environmental impacts. The strategic designation of lands to accommodate emerging sectors also serves to maximize the transportation benefits for these sectors.
Implementation
<ul style="list-style-type: none"> • Complete planned and short-term roadway improvements (Red Hill Creek Expressway and Highway 6). • Through the Official Plan process, identify key employment land areas and develop appropriate land use policies to accommodate emerging industry clusters. • Hamilton Economic Development should develop a coordinated marketing strategy to market these designated areas to emerging industry clusters, real estate brokers and site selection consultants. • Restrict development of new or fragmented industrial parks outside of key transportation corridors.

Recommended Policy
Promote a locally-grown strategy for the agricultural industry to minimize the transportation of goods.
Implementation
<ul style="list-style-type: none"> • Design and conduct study to determine the major flow of agricultural goods to, from and within Hamilton. • Consider establishing a food terminal that serves local and nearby markets. • Support and enhance the farmers market.

Recommended Policy
Continue to promote downtown Hamilton as a place to live and work by creating opportunities for new residential, commercial and institutional development as well as moving towards a balanced transportation system that includes improved facilities and environment for walking, cycling and transit.
Implementation
<ul style="list-style-type: none"> • Continue to implement the Phased recommendations included in the Downtown Hamilton Transportation Master Plan. • Continue to implement and monitor the recommendations set out in the New Land Use Plan for Downtown Hamilton (Downtown Secondary Plan).

7. IMPACTS OF POLICY OPTIONS

7.1 Assessment Factors

Assessment of policy options is based on factors for achieving sustainable growth and development across all of the policy papers developed in this project. They fall under the three major categories of **social, economic and environmental** impacts, and they are described briefly below.

Exhibit 7.1: Assessment Factors

Impact	Acts on	Description (or examples)
Social	Residential communities	Improves quality of life in neighbourhoods
	Safety and security	Reduces collisions; improves personal safety and security
	Ease of implementation & governance	Provides clarity, measurability, accountability
Economic	Development	Attracts employment, capital, optimal use of transportation infrastructure capacity, and future land use
	Land value	Increases land value, or does not decrease land values
	Operating and capital costs	Reduces or defers public and private costs of transportation capital (construction or acquisition of fixed infrastructure and rolling stock) and operations (maintenance, enforcement, delay, fuel, etc.)
	Congestion	Improves traffic flow (or slows deterioration thereof)
Environmental	Air quality	Reduction of Criteria Air Contaminants
	Noise and vibration	Minimizes noise impacts
	Natural environment	Improves water quality, green spaces, flora and fauna, etc.

The rating system that will be used to apply these criteria is a visual five-point scale, to reflect a range from strong positive impact to strong negative impact. **(+, +, o, --, --)**

+ Represents the strong positive impact, **o** represents absence of significant impact either way, and **--** represents strong negative impact.

7.2 Summary of Evaluation

The factors described in Section 7.1 are applied to the policy options described in Section 6. The results of a preliminary qualitative assessment using the rating scheme described previously are provided in Exhibit 7-2.

Exhibit 7.2: Impacts of Policy Options

Policy Option	Social			Economic				Environmental		
	Residential Communities	Safety and Security	Ease of Implementation and Governance	Development	Land Value	Operating and Capital Costs	Congestion	Air Quality	Noise and Vibration	Natural Environment
Recognize the relationship between transportation systems and their impact on the quality of life, to better promote Hamilton as a liveable community for a diverse and highly skilled work force.	+	+	+	+	+	+	+	+	+	+
Protect existing and designated future employment lands, including available transportation access to these lands.	+	0	+	+	+	+	+	+	+	+
Encourage new development in emerging sectors to locate in designated zones adjacent to existing or committed transportation corridors and facilities so as to minimize expenditures on transportation infrastructure as well as environmental impacts. The strategic designation of lands to accommodate emerging sectors also serves to maximize the transportation benefits for these sectors.	0	0	+	+	+	+	+	+	+	+
Promote a locally-grown strategy for the agricultural industry to minimize the transportation of goods.	0	0	0	0	0	+	+	+	0	+
Continue to promote downtown Hamilton as a place to live and work by creating opportunities for new residential, commercial and institutional development as well as gradually moving towards a more balanced transportation system that includes improved facilities and environment for walking, cycling and transit.	+	+	0	+	+	+	-	+/-	0	0