

Community Regeneration and Built Heritage Resources in  
Hamilton's Business Improvement Areas

by

Vanessa Hicks

A thesis

presented to the University of Waterloo

in fulfilment of the

thesis requirement for the degree of

Master of Arts

in

Planning

Waterloo, Ontario, Canada, 2013

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## Author's Declaration

I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners. I understand that my thesis may be made electronically available to the public.

## Abstract

This study investigates the relationship between built heritage resources in community improvement projects and social, cultural and economic integrity within their geographical boundaries. These projects are concerned specifically with initiatives that strive to boost the local economy by improving aspects the built environment. These renewal projects often focus on street beautification, individual community-based culture and visually pleasing architecture which draw pedestrians, customers, tourists and businesses. More importantly, these projects are meant to give the community the opportunity to improve their properties and as a result, improve the quality of life. This study focuses on three Business Improvement Areas in the City of Hamilton, Ontario as a case study.

Hamilton's long-standing dependence on the steel industry has created its widely-recognised identity as a blue-collar town. Hamilton's built landscape reflects this identity with numerous industrial buildings and workers housing which dominates large sections of the inner-city and shoreline. However, the end of the 20<sup>th</sup> century marked a change from an industrial-based economy, to a knowledge and technology-based economy. This translated into a built landscape in need of renewal and improvement in order to accommodate new use. Some parts of Hamilton are currently feeling the effects of urban decline, where vacancy and poorly maintained urban areas are forming a cyclical relationship between social problems, such as crime and poverty (Milgrim, 2010). Fortunately, Hamilton's previous success in the steel industry resulted in an urban landscape full of unique old historic buildings. These buildings can be used in creating a renewed urban landscape with an authentic identity that is true to Hamilton's history and cultural identity. Recognising this, the City of Hamilton initiated several financial incentives and grant programs in order to help the community break the cycle of community degeneration and improve the built landscape. While Hamilton has issued reports outlining its economic contributions, no studies have been conducted in order to understand how these financial incentive programs are affecting communities economically, socially and culturally in relation to the historic built landscape.

Therefore, this study investigates the relationship between Hamilton's Business Improvement Areas and the state of economic, social and cultural integrity, paying special attention to its built heritage resources. This study includes both primary and secondary data. Primary data includes a building condition and use survey, business-mail in surveys, key stakeholder interviews, and observational research. Secondary includes (but is not limited to) market evaluations from the City of Hamilton that specifically relate to the three selected Business Improvement Areas. This study ultimately concluded that the International Village Business Improvement Area compared to the Downtown Hamilton Business Improvement Area and the Barton Village Business Improvement Area had the highest scores for economic, social, and cultural integrity. It also concluded that the Barton Village Business Improvement area had the lowest scores for economic, social, and cultural integrity.

## Acknowledgements

I extend my sincerest thank you to all the individuals and organizations for your participation, guidance, knowledge, and support in this investigation. I would like to thank the following people for their generous assistance.

I express my gratitude to the Heritage Resources Centre at the University of Waterloo, including Marg, Kayla, and Lindsay for always helping me along the way, encouraging me, and ushering me into the world of heritage.

Thanks to my long-time friends and colleagues at Archaeological Research Associates Ltd., for introducing me to archaeology, heritage, and consulting work.

To all the representatives, Municipal employees, community members, and Hamiltonians who participated in surveys and interviews. Your unyielding love for the City of Hamilton has inspired me to write this thesis.

I would like to thank the members of my thesis defense committee, and Pierre Filion. Thanks to the faculty and staff of the School of Planning at the University of Waterloo for providing me with the tools and resources to become a responsible planner.

Last but not least, to my thesis advisor and mentor, Robert Shipley, for his inspiration, guidance, and leadership in not only the process of writing this thesis, but for always teaching me a better way of working, living and being. Thank you for everything.

## Table of Contents

Author’s Declaration.....	ii
Abstract.....	iii
Acknowledgements.....	v
List of Figures.....	ix
List of Tables.....	xi
List of Graphs.....	xiii
List of Maps.....	xiv
List of Illustrations.....	xv
Prologue.....	xvi
1.0 Introduction.....	1
1.1 Framing of the Research.....	2
1.2 Research Problem.....	2
1.3 Research Question.....	3
1.4 Research Objectives.....	3
1.5 Thesis Structure.....	3
2.0 Literature Review.....	5
2.1 Introduction.....	5
2.2 The Urban Context.....	5
2.2.1 Key Concepts of the Urban Context.....	6
2.2.2 Components of the Urban Context.....	6
2.2.3 Central Business Districts.....	7
2.2.4 Growth and Decline.....	9
2.2.5 Recognizing the Strengths and Weaknesses of CBDs.....	14
2.3 Heritage in the Urban Context.....	16
2.3.1 Understanding the Value and Significance of Heritage Resources.....	16
2.4 Urban Regeneration Programs.....	24
2.4.1 Understanding Ontario BIAs as defined by The Municipal Act.....	25
2.4.2 History of Ontario BIAs.....	26
2.4.3 The Use of BIAs to Mitigate Decline.....	27
2.4.4 Connecting the Strengths of Heritage and the Goals of BIAs.....	28

2.5 Heritage and History of Hamilton, Ontario.....	31
3.0 Methods.....	37
3.1 Introduction .....	37
3.2 Case Study.....	37
3.2.1 The Case Study Approach .....	38
3.2.3 The Value of the Case Study Approach in this Thesis.....	39
3.3.1 Criteria for Selected Cases and Comparison.....	40
3.3.3 Hamilton Business Improvement Areas.....	41
3.4 Data Sources .....	46
3.4.1 Key Informant Interviews.....	46
3.4.3 Secondary Data .....	48
3.5 Data Collection.....	48
3.5.1 Ethics Statement.....	48
3.5.2 Key Informant Interviews.....	48
3.5.3 Surveys.....	49
3.5.4 Secondary Data .....	56
3.6 Indicators .....	56
3.6.1 Local/Independent Business, Built Heritage and Cultural Integrity.....	58
3.6.2 Crime, Safety and Social Integrity .....	60
3.6.3 Vacancy, Building Conditions and Economic Integrity.....	61
3.7 Summary .....	61
4.0 Findings .....	64
4.1 Introduction .....	64
4.2 Primary Data .....	64
4.2.1 Downtown Hamilton BIA .....	64
4.2.2 International Village BIA .....	73
4.2.3 Barton Village BIA .....	80
4.2.4 Findings from All Key Informant Interviews .....	89
4.3 Secondary Data .....	91
4.3.1 Downtown Hamilton BIA .....	92
4.3.2 International Village BIA .....	96
4.3.3 Barton Village BIA .....	98

4.3.4 The City of Hamilton .....	101
4.4 Conclusion.....	108
5.0 Analysis .....	109
5.1 Introduction .....	109
5.2 Downtown Hamilton BIA .....	109
5.2.1 Downtown Hamilton BIA: Economic Integrity.....	109
5.2.3 Downtown Hamilton BIA: Cultural Integrity.....	112
5.2.4 Downtown Hamilton BIA: Researcher Observations.....	116
5.3 International Village BIA .....	118
5.3.1 International Village BIA: Economic Integrity.....	119
5.3.2 International Village BIA: Social Integrity .....	120
5.3.3 International Village: Cultural Integrity .....	121
5.3.4 International Village BIA: Researcher Observations.....	123
5.4 Barton Village BIA .....	128
5.4.1 Barton Village BIA: Economic Integrity .....	128
5.4.2 Barton Village BIA: Social Integrity .....	130
5.4.3 Barton Village BIA: Cultural Integrity.....	131
5.4.4 Barton Village BIA: Researcher Observations.....	133
5.5 Cross Comparison of BIAs.....	136
5.5.1 Cross Comparison of BIAs: Economic Integrity.....	136
5.5.2 Cross Comparison of BIAs: Social Integrity .....	137
5.5.3 Cross Comparison of BIAs: Cultural Integrity.....	137
5.6 Analysis of the City of Hamilton.....	137
6.0 Thesis Conclusion.....	139
6.5 Limitations, Advantages, and Further Research .....	142
References .....	144
Appendix .....	154

## List of Figures

Figure 1: View of Cannaught Hotel, Downtown Hamilton BIA.....	110
Figure 2: View of Chester’s, Downtown Hamilton BIA.....	110
Figure 3: View of Hamilton News Stand, Downtown Hamilton BIA.....	112
Figure 4: View of Delta Bingo, Downtown Hamilton BIA.....	113
Figure 5: View of Tim Hortons, Downtown Hamilton BIA.....	114
Figure 6: View of upper-level facades in the Downtown Hamilton BIA.....	114
Figure 7: View of King Street East and Gore Park.....	116
Figure 8: View of the Downtown Hamilton BIA .....	117
Figure 9: View of large commercial signs.....	117
Figure 10: View of King Street east, looking West.....	118
Figure 11: View of decorative street lighting and banners .....	118
Figure 12: View of International Village, view of buildings looking north-west.....	119
Figure 13: View of My dollar Shop, within the International Village BIA.....	120
Figure 14: View of International Village Antiques & Collectibles.....	120
Figure 15: View of Historic Commercial Buildings in International Village, looking south.....	122
Figure 16: View of Historic Commercial Buildings in International Village.....	122
Figure 17: View of designated heritage building .....	125
Figure 18: View of historic building in International Village.....	125
Figure 19: View looking north in International Village.....	126
Figure 20: View of International Village looking south.....	126
Figure 21: View of north-facing façade in International Village.....	127
Figure 22: View of International Village looking west.....	127
Figure 23: Example of poor/extremely poor building conditions.....	129
Figure 24: Example of excellent building conditions within the Barton Village BIA.....	129

Figure 25: Example of high vacancy rates within the Barton Village BIA.....130

Figure 26: Example of graffiti in the Barton Village BIA.....131

Figure 27: Example of historic architecture.....132

Figure 28: Example of historic architecture.....132

Figure 29: View of West Avenue Residences.....134

Figure 30: Example of street signage and decorative banners for Barton Village.....134

Figure 31: Example of historic architecture and unsympathetic addition .....135

Figure 32: Example of historic architecture and vacancy.....135

Figure 33: Example of historic architecture and place of worship characteristic of ethnicity.....136

## List of Tables

Table 1: Downtown Hamilton BIA Building Condition and Use Survey, Numerical Data.....	67
Table 2: Downtown Hamilton BIA Building Condition and Use Survey, Vacancy.....	68
Table 3: Downtown Hamilton BIA Building Condition and Use Survey, Vandalism and Graffiti.....	68
Table 4: Downtown Hamilton BIA Building Condition and Use Survey, Ownership Type.....	69
Table 5: Downtown Hamilton BIA Condition and Use Survey, Business Type.....	69
Table 6: Downtown Hamilton BIA Drop-off Survey, Number of Years of Establishment.....	70
Table 7: Downtown Hamilton BIA Drop-off Survey, Type of Use.....	71
Table 8: Downtown Hamilton BIA Drop-off Survey, Type of Ownership.....	71
Table 9: Downtown Hamilton Business Drop-off Survey, Awareness, Involvement/Financial Grants.....	71
Table 10: Downtown Hamilton BIA Drop-off Survey, Numerical Data.....	72
Table 11: International Village BIA Building Condition and Use Survey, Numerical Data.....	75
Table 12: International Village Building Condition and Use Survey, Vacancy.....	76
Table 13: International Village BIA Building Condition and Use Survey, Graffiti and Vandalism.....	76
Table 14: International Village BIA Building Condition and Use Survey, Type of Ownership.....	76
Table 15: International Village BIA Building Condition and Use Survey, Type of Business.....	77
Table 16: International Village BIA Drop-off Survey, Number of Years Established.....	78
Table 17: International Village BIA, Drop-off Survey, General Type of Use.....	78
Table 18: International Village BIA Drop-off Survey, Ownership Type.....	78
Table 19: International Village BIA Drop-off Survey, Awareness.....	79
Table 20: International Village BIA Drop-off Survey, Numerical Data.....	79
Table 21: Barton Village BIA Building Condition and Use Survey, Numerical Data.....	83
Table 22: Barton Village BIA Building Condition and Use Survey, Vacancy.....	83
Table 23: Barton Village Building Condition and Use Survey, Graffiti.....	84
Table 24: Barton Village Building Condition and Use Survey, Ownership Type.....	84
Table 25: Barton Village BIA Building Condition and Use Survey, General Type of Business.....	85
Table 26: Barton Village BIA Drop-off Survey, Years Established.....	85
Table 27: Barton Village BIA Drop-off Survey, Business Type.....	86
Table 28: Barton Village BIA Drop-off Survey, Type of Ownership.....	86

Table 29: Barton Village BIA Drop-off Survey, Awareness and Involvement.....	87
Table 30: Barton Village BIA Drop-off Survey, Numerical Data.....	87
Table 31: Downtown Hamilton BIA, Commercial Market Analysis, Retail Mix.....	92
Table 32: Downtown Hamilton BIA, Commercial Market Analysis, Financial Review.....	93
Table 33: International Village BIA, Commercial Market Analysis, Retail Mix.....	96
Table 34: International Village BIA, Commercial Market Analysis, Financial Review.....	97
Table 35: Barton Village BIA, Commercial Market Analysis, Retail Mix.....	98
Table 36: Barton Village BIA, Commercial Market Analysis, Financial Review.....	99
Table 37: Downtown Hamilton Profile, Household Type and Tenure.....	102
Table 38: Downtown Hamilton Profile, Birthplace of Immigrants.....	103
Table 39: Downtown and Community Renewal Division 2011 Annual Report, BIA Vacancies.....	104
Table 40: Downtown and Community Renewal Division 2011 Annual Report, Downtown Hamilton Property Improvement Grant Program Status.....	104
Table 41: Downtown and Community Renewal Division 2011 Annual Report, Commercial property Improvement grant Payments.....	105
Table 42: Downtown and Community Renewal Division 2011 Annual Report, Commercial Property Improvement Grant Applications.....	105
Table 43: Downtown and Community renewal Division 2011 Annual Report, Heritage Property Grants Awarded.....	106

## List of Graphs

Graph 1: Downtown Hamilton BIA, Total Score of Elements Rated from 1 – 5.....	67
Graph 2: International Village BIA, Total Score of Elements Rated 1 – 5.....	75
Graph 3: Barton Village BIA, Total Score of Elements Rated 1 – 5.....	82

List of Maps

Map 1: BIAs in the City of Hamilton.....43

Map 2: International Village Business Improvement Area.....44

Map 3: Downtown Hamilton Business Improvement Area.....45

Map 4: Barton Village Business Improvement Area.....46

Map 5: View of Existing and Proposed Boundaries, Downtown Hamilton CIPA.....102

Map 6: View of Downtown Hamilton Community Improvement Project Area.....103

List of Illustrations

Illustration1: Research Design.....63

## Prologue

Upon entering the School of Planning at the University of Waterloo, I had the opportunity of becoming acquainted with other Planning colleagues, many of whom came from other provinces or countries. In conversation I found these students would often comment on planning issues outside of Ontario, usually Vancouver, Regina, Edmonton, Detroit, Chicago and New York. Unfortunately, these interesting dialogues had me at an embarrassing disadvantage as I have never had the opportunity to travel. Instead, I grew up in Hamilton, commonly referred to by others as ‘the steel town’, ‘the blue collar town’, and on occasion, ‘the armpit of Ontario’.

Despite the common (and usually outdated or inaccurate) impressions my colleagues had of Hamilton, I had an entirely different opinion of the City.

I spent the first 8 years of my life living very close to Downtown Hamilton. We were never very far from schools, grocery stores, and there were always other children to play with. My mother would often take us on long walks down Ottawa Street in the summer which was (at the time) renowned for its fabric stores. I remember being impressed by the bright and interesting window displays, unique stores and the hustle-bustle of the area. Every summer Ottawa Street would have a festival or street sale, bringing all kinds of shoppers and tourists from all over the city. Even back then, Ottawa Street was known for its own unique charm and sense of community.

My parents are also both long-time Hamilton residents. When we drive downtown, they often comment on the number of changes or even stop the car to check out new developments. Everything is so different, they always say. Unfortunately, most of these changes are disappointing. Centre Mall was torn down, Gage Park became somewhat dangerous at night, Gore Park seemed gritty, and the sheer

number of vacancies on Barton Street was shocking. Indeed, Hamilton seems different than what it used to be.

In the first year of my Masters program, I enthusiastically told my colleagues I was studying the built landscape in Hamilton, only to hear a quick and surprised, ‘*why?*’. I understood why they were so shocked at my interest in Hamilton. Hamilton is nothing like Toronto, Vancouver, or New York City. Hamilton does not have a new light rail transit system, sanitized streets, a distillery district or a Times Square. Hamilton is not often seen as being glamorous.

Some may be quick to dismiss Hamilton for many reasons, but Hamilton has Hess Village, Ivor Wynne Stadium, Dundurn Castle, Copps Coliseum, Hamilton Place, over 100 waterfalls over the escarpment, waterfront properties, and the Tiger Cats, all of which are extremely important to Hamiltonian culture. What always interested me, though, weren’t big tourism-oriented destinations, but the typical historic brick buildings in Hamilton that often go overlooked. Hamilton has countless old buildings, many of which are successfully re-used as law offices, hair salons and fashion boutiques. I started to strongly associate these buildings with Hamilton’s cultural identity, even as a child. Hamilton has a rich culture and a beautiful urban historic built landscape. However, it seems that Hamilton has been struggling to recognize or enhance these strengths.

There are a lot of forces working against Hamilton. After the decline of the steel industry, I watched as the Ottawa Street community decline as well. First, the closures seemed relatively harmless, but more vacancies followed. Slowly, more streets were dominated by boarded-up businesses, broken windows and graffiti. Streets appeared unfriendly and unsafe, and it affected the social fabric of the whole city. This was nothing like what I remembered from my childhood.

In the first year of my Masters program I was asked to come up with a very specific planning issue to write about it. I immediately thought of Hamilton. Not only because it’s the only city I’m familiar

with (other than Waterloo, of course) but because it's a city that has problems and opportunities, weaknesses and strengths.

Through extensive research I learned about urban decline and Business Improvement Areas (BIA). This is ultimately what led to my thesis topic. I noticed that some areas of Hamilton were appeared unhealthy, but also that they had an overwhelming number of elements which Jane Jacobs argued were instrumental in creating healthy communities. Essentially, these areas were historic urban communities with short blocks, historic buildings, narrow streets and lots of pedestrian activity.

I don't want to see the significant historic buildings in Hamilton bulldozed to become another parking lot or strip-mall. Fortunately, Business Improvement Area and Community Improvement Program designation makes financial grants and incentives available to those who are eligible. Still, is this enough? If funding is available, why are the streets still in need of improvement?

Obviously I have personal reasons for choosing Hamilton as my case study but this should not negate the fact that Hamilton is an excellent case study. Hamilton has every chance for success, but also a number of forces working against it, including its reputation. However, as Planners who are, or at least *should* be concerned with improving the quality of life, does that not in itself make Hamilton a great candidate for study?

I genuinely hope that this research will contribute to a greater understanding of Hamilton's built heritage resources. Also, that Hamilton's built heritage resources will be conserved so that they may help to improve the overall quality of life by maintaining healthy, vibrant, unique, and culturally diverse communities.

## 1.0 Introduction

“...‘Canadian heritage’ is sometimes seen as an oxymoron, heritage-type development is seldom discussed as an economic force, except in terms of tourism.” (Denhez, 2003, p. 15)

This study focuses on the relationship between Business Improvement Areas, built heritage resources and the state of economic, social and cultural integrity in the City of Hamilton, Ontario. Often, Municipalities and communities turn to the Canadian-born Business Improvement Area (BIA) to boost declining urban areas as an attractive shopping and retail area to retain businesses and customers. This study focuses specifically on three Hamilton Business Improvement Areas, being Downtown Hamilton, International village, and Barton Village.

Hamilton’s early success in the steel industry resulted in an impressive stock of architecturally significant buildings in its urban core. While old buildings are often considered valuable resources, economic hardship can lead to the inability of owners to maintain them. This can create unattractive streetscapes that deter tourists, pedestrians and potential businesses. Ultimately, this situation can create or contribute to unhealthy urban places. On the other hand, designated heritage, as well as undesignated older buildings and structures can be important catalysts of community improvement.

This study hopes to fill the gaps of previous research and explore the relationship between BIAs and their ability to achieve improvement in International Village, Barton Village and Downtown Hamilton Business Improvement Areas. This study hopes to relate these findings to the built heritage resources available within the boundaries of these three separate BIAs.

## 1.1 Framing of the Research

This study will aid in the understanding of the relationship between built heritage resources and economic, social and cultural integrity within the selected Business Improvement Areas. This will help to identify the strengths and weaknesses of these areas, which will help BIAs achieve their goals of improvement. This improvement, often geared towards creating attractive streetscapes, retaining businesses, and creating safer neighborhoods improve the quality of life for business owners and local residents. Therefore, this study will provide context-specific information that could potentially help these areas achieve their goals of improvement by identifying each of their strengths and weaknesses.

Hamilton was chosen due to the fact that it has a considerable number of old and historic buildings. Also, that it is currently trying to curtail economic decline happening in some areas of the city. One of the ways to address decline in these areas is to create BIAs, but even then, some areas continue experiencing decline to such an extent that it is greatly affecting the ability of business to maintain their properties. This can create high vacancy rates, and impede residents' ability to live in safe and healthy communities. It is only logical that everything that can be done to identify the strengths of these landscapes and enhance them should be explored.

## 1.2 Research Problem

The fate of historic buildings is uncertain, as there is a great deal of misleading, incomplete and outdated information on the subject of heritage buildings and their importance as resources that can help create healthy communities. This study intends to provide information with qualitative and quantitative information on the current status of the selected BIAs in terms of social, cultural and economic integrity.

### 1.3 Research Question

The main research question of this study is this: What is the state of International Village, Barton Village, and Downtown Hamilton Business Improvement Areas social, cultural and economic integrity? And secondly, how is the current built landscape affecting the ability of BIAs to achieve their goals of improvement in relation to the availability, status and treatment of heritage resources. These questions will be outlined in further detail in Chapter 3.

### 1.4 Research Objectives

In order to provide logical courses of inquiry for this study, a set of research objectives were established prior to data collection and analysis. The first objective is to understand and describe the topics that are relevant to this study including the built landscape in urban areas, built heritage resources and its associated values. Second, Business Improvement Areas will be explored as a form of community regeneration. The third objective aims to establish a set of criteria and data collection which enable the measurement of social, economic, and cultural integrity. This will facilitate the fourth objective, which is to use these indicators to understand the current status of social, economic and cultural integrity in the three BIAs studied in this thesis.

### 1.5 Thesis Structure

Subsequent to this chapter, the thesis is divided into 5 other chapters, including a literature review, methods, findings, analysis and a conclusion. The literature review, Chapter 2, is meant to serve as a guided tour through the topics which are relevant to this thesis including the urban context, heritage, community regeneration and Business Improvement Areas, and end with a discussion on the City of Hamilton, Ontario to provide context for the rationale of its candidacy for this study.

Chapter 3 will outline the case study approach, comparing the three selected Hamilton BIAs to each other with a pragmatic view. All possible avenues of understanding social phenomena will be considered, with the ones which are most applicable and available being used (Creswell, 2009). A case study approach will be used in order to understand urban regeneration and Business Improvement Areas. A case study approach will also allow for multiple avenues of data-collection, which can be tailored to reach the objectives outlined in this study and answer the research questions.

Chapter 4 will present all primary and secondary data collected throughout the investigation of the topics of this thesis. Chapter 5 will analyze the findings which were presented in Chapter 4. Chapter 6 will make concluding statements and summarize the analysis of Chapter 5.

## 2.0 Literature Review

The following literature review will serve as a guide to the topics related to this thesis.

### 2.1 Introduction

The following review of literature touches on four main themes, including the urban context, heritage, urban regeneration, as well as the City of Hamilton, Ontario. Each of these will be discussed in turn, with a set of sub-themes. This review will draw upon peer reviewed articles, reports, and municipal documents. This review is intended to provide a better understanding of the relationship between urban built heritage resources and urban regeneration programs in the three study areas in the City of Hamilton, which are the focus of this research. This literature review was conducted through the use of key word searches in academic databases, providing the basis for additional research. Municipal documents and reports were found on the City of Hamilton website, with other statistical information being retrieved from the Statistics Canada website.

### 2.2 The Urban Context

The urban environment frames the overall context of this study. Only after a detailed review of ideas surrounding this context as a whole, can an understanding of *specific* parts of the urban fabric be rationally attained. This main theme will be broken down into sub-themes that are pertinent to the study. This section will first comment on the key concepts and the nature of urban environments, then outline the different parts of urban places. Subsequently, a chronological progression of the ways in which urban environments have evolved from the 19<sup>th</sup> – 21<sup>st</sup> century will be given in order to understand how and why they experience decline.

### 2.2.1 Key Concepts of the Urban Context

Filion & Bunting (1991) describe the significance of the relationship between humans and the built environment in various ways. In order to survive, evolve and advance, human beings need to interact with the environment as well as each other. In order to satisfy our need to interact with each other, create centers of commerce, participate in cultural integration and interaction, we have created urban environments, some of which are thousands of years old. According to Lewis Mumford (1937, p.93), a “...City is a geographical plexus of economic organization, institutional process, a theatre of social action and aesthetic symbol of collective unity.” Mumford goes on to say that both conflict and co-operation allows for the advancement of cities and the people who live within them.

Without healthy, functioning urban centers, we would have a loss of interconnectedness that goes hand-in-hand with the human condition. Humans both shape and are shaped *by* the environment. The composition of the built environment is going to affect humans in a multitude of ways. According to Robertson (1997), poorly functioning built environments that do not facilitate human needs and wants will not foster healthy living conditions and will create poor living standards.

Most academics would also agree that no two cities are alike, nor should they be. However, cities evolve from the same forces of change and have similar defining characteristics such as density, age, political structure, and industry (Nasser, 1992, Jacobs 1961). Urban areas are places of diversity with a variety of ethnicities, architectural styles, uses, cultures, and activities (Filion & Bunting 1991, Birch 2009).

### 2.2.2 Components of the Urban Context

Cities (both modern and ancient) are complex, organized, and intensely interconnected. Even cities that develop organically, meaning not rigorously planned or governed by highly-organized people, follow some form of rationality and a decision-making process that gives the spaces meaning. Cities

have different parts, sections, identities and functions. Cities can have multiple downtowns, for example, each having a different function (Birch, 2009). Often, there are different names and concepts for parts of cities which are context-specific. For example, there are sometimes ambiguous differences between a downtown, a city core, and a city center, sometimes having nothing to do with a geographically central location (Kent, 1991).

It is important to separate units within a city in order to appreciate them and their dynamic nature (Birch, 2009). If the complex inner-workings of these areas are not understood, they cannot be effectively planned for. For example, some cities have identified artistic, hotel and financial districts. These areas, based on central place theory, have a hierarchy and are categorized based on factors such as form, function, size, and capacity. These are constantly changing, evolving, redeveloping and are commonly identified without clearly defined and finite geographical boundaries, as no clear-cut boundary would distinguish its limits. However, boundaries are usually assumed for the purpose of identification on plans and maps (Murphy, 1972).

### 2.2.3 Central Business Districts

Another common term used to describe parts or sections of cities is “central business district” (CBD). CBD theories are most often attributed to Raymond Murphy, who provides the basis of how a central business district is defined geographically and how it relates to the city as a unit. Central business districts are usually described as the historic nuclei of a city and the heart of economic, political, social and civic life with a range of functions and activities (Murphy, 1972). CBDs have a central location but are not necessarily the mid-point or center of the city geographically. These areas are considered central because people, activities, establishments and events gravitate towards them. It is not uncommon for cities to have more than one CBD, each with its own function(s) identity, and culture.

A healthy CBD is vibrant, unique, and inviting to pedestrians. Central business districts can be referred to by other names such as a “downtown” or an urban village (Filion and Bunting, 2000). Often, they are recognized and defined by local people based on history and individual characteristics, making it difficult to assign finite definitions for each area or “type” of area (Kent, 1991). According to Filion and Bunting (2001), healthy CBDs commonly have a strong sense of community, cultural identity, diversity, population stability, limited land inflation, redevelopment pressures, social order, less poverty, and charitable institutions. Central business districts have inherent strengths due to their central location within the city or neighbourhood and their open outdoor environment. Outdoor urban areas have space available for festivals, marketplaces and public events which are open to the general public for purposes other than shopping and transportation (Halebsky, 2009). CBDs also have opportunities to construct aesthetic outdoor components such as fountains, benches and ornate lighting (Robertson, 1997).

Most importantly, central business districts are significant due to the fact that they often have collections of older buildings that represent the original concentrations of businesses in the community (Robertson, 1997). An historic central business district commonly includes continuous facades, mixed architectural styles, unique character, walk-ability, and a vibrant atmosphere. Ken Greenburg (2001, p.2) comments on the characteristics of healthy CBDs,

...much catches the eye. Most buildings extend right to the sidewalk, and their ground floors are occupied by shops, restaurants and cafes with closely spaced doors and appealing window displays.... Offices and residences above the stores contribute a constant flow of people to the busy sidewalks, which are alive with pedestrians of all ages and interests.

Despite their significance, the survival of central business districts is uncertain. Since the last few decades of the 20<sup>th</sup> century, many city centres have been declining. This trend has a negative effect on the health of central business districts. Cities, and parts of cities, are forced to be continually adaptive

and strategic in order to manage change effectively (Filion & Bunting 1991, Roberson 1997). However, change has been happening at an increasingly rapid pace over the last hundred years, and is dramatically effecting urban environments. Change can stem from a variety of social trends such as demographics, economics, politics, and technology, some of which are more influential than others in different situations. This is complicated by the fact that these various forces of change and their specific outcomes are often difficult to forecast (Robertson, 1997). These forces of change will now be discussed through time in order to investigate the reasons for which decline has happened in urban areas and central business districts (CBDs).

#### 2.2.4 Growth and Decline

Historically, most towns and villages were settled in order to take advantage of a local resource that acted as a catalyst for development. In 19<sup>th</sup> century Canada, industry was primarily based on access to raw goods such as agricultural products, timber and minerals (Gordon & Hodge, 2008). The success of these industries enabled Canadian industrial towns to flourish into the 20<sup>th</sup> century, creating the economic and social capital necessary for infrastructure and eventually led to the development of fully-functioning cities. These cities often had large factories and transportation links, including railways and harbours (Thorns, 2002).

Canadian towns grew around the basic grid of their original survey, usually in the form of lots and concessions. Subsequently, the built forms that industrial cities of the 20<sup>th</sup> century took were typically influenced by famous theorists, planners and architects including Burnham, Le Corbusier, Howard and Wright (Ward, 2006). The ways of organizing urban areas proposed by such thinkers were meant to solve deep-rooted social problems and to provide a reasonable standard of living for different classes of people. Planning in most industrial cities of the 20<sup>th</sup> century in Canada tried to solve or avoid the problems of the very first industrial cities such as Manchester in the United Kingdom. The early

industrial cities were extremely unhealthy places typified by disease and the creation of slums (Thorns, 2002). The urban form theories that shaped 20<sup>th</sup> century Canadian communities did not solve all social problems or create Utopian cities. What they encouraged was a built form that tried to combine city and country. However, most cities created a landscape that was typically unified with grand and impressive architectural styles (Fishman, 1982).

Canada was urbanized by the early 1920s, accommodating more than 50% of the population in its cities. Through this process, the urban environment experienced strenuous demands on its ability to resist decline and provide a mix of uses and services that provided the necessities of life. From the time before WWI until after WWII, urban areas in North America experienced periods of stagnation and growth. The most pronounced period of growth took place from 1945-1964, a golden age of marriage and children, spawning the baby boom generation. Through this time, cities continued to be dependent on industry and factories for employment, resources, and capital.

When a city is almost entirely dependent on one type of industry, a shift in the economy from a change in industrial demands will undoubtedly cause a multitude of problems. For example, changes in the global and national market in North America after 1970 resulted in the first wave of the decline of factory-related jobs. Such jobs had allowed less educated blue collar workers to support their families reasonably well (Milgrim, 2010). When the economic base shifted and factory-type jobs declined, these semi-skilled workers were often unable to find other forms of employment, such as the office-related jobs, which were growing more plentiful. The same force also affected concentrations of independent businesses in CBDs, as they were significantly more vulnerable to economic recessions than large corporations.

By the second half of the 20<sup>th</sup> century, automobiles began to dominate the Canadian landscape. This dramatically changed the built environment with the construction of roads and highways. The growing dependence on automobiles and extensive highway systems in the mid. 20<sup>th</sup> century allowed

for the convenience of travelling great distances. Cities became products of the efficiency of traffic routes and the availability of parking. For example, Robert Moses in New York State and W.B. McQuestin in Ontario were responsible for the construction of extensive highway systems and other projects that were supposed to encourage the expansion of healthy urban places (Cruikshank and Bouchier 2004, Best 1991). Instead, they were met with controversy and community push-back, most notably from Jane Jacobs. While automobile-centered built landscapes were considered progressive planning initiatives several decades ago, they created urban cores which were unfriendly to pedestrians and supported extensive suburbanization (Birch, 2009),

Suburbanization also supported the first wave of big box stores (Filion & Bunting, 1991, Halebsky 2009), and 'Fordism', the mass production and consumption of goods. This led to an increase in concerns for shopping, eating, recreation, tourism and leisure, and eventually enclosed shopping malls, all of which were often constructed and supported outside of the urban core (Thorn, 2002). Prior to this, people were restricted to smaller communities and looked primarily towards local retailers for goods and services (Robertson, 1997). Most of these local retailers were found in the central business district.

Population growth slowed from the 1960s through the 1970s, with another recession in the early 1980s. These basic demographic trends moulded the built landscape based on peoples' ability to live, work, and participate in other various activities. However, the dependence on automobiles and suburban-type developments continued to grow (Gordon & Hodge, 2008).

Society has changed dramatically in the last 20 years. Western societies are typically comprised of immediate nuclear families with two working parents and fewer children than in previous generations (Halebsky, 2009). Families in the late 20<sup>th</sup> century continued to choose suburban-style single detached homes over options available in more densely populated urban spaces. This trend continues and has even normalized dependence on automobiles. An increasing reliance on the consumption of

manufactured goods, which has grown steadily since the industrial revolution, has made amenities crucial to development. This has led to the widespread existence of big-box stores and commercial powerhouses as a significant catalyst for the decline of healthy urban spaces. It has also led to a significant planning problem, today known as urban sprawl (Dane, 1991).

Big box stores and regional shopping centers are growing more popular in North America and are taking away from healthy urban and historic concentrations of independent business in CBDs. With the ever-growing presence of sprawl and suburbanization, big box stores, offices, apartments, banks and hotels are continually moving further from the urban core (Murphy, 1972). Central business districts are increasingly unable to compete with automobile-friendly regional shopping centers (Dane, 1991). These are usually large single-story buildings with plain exteriors and little to no architectural flair. They are intended to be built at a very low cost and easily replicated. This creates homogenous, aesthetically unappealing landscapes with little or no unique identity and architectural style. They are also not meant to last. Most of these buildings are only structurally sound or somewhat fashionable for a few decades, and then need either major repairs or an entirely new facility (Halebsky, 2009).

Big box stores are commonly quoted as the most significant catalyst in the decline of healthy urban places. The modern-day superstore epitomizes sprawl, becoming the "...antithesis of that which would most successfully promote a healthy civic and social life." (Halebsky 2009, p. 62) The widespread success of large corporations not only aids the decline of CBDs but replaces high-wage jobs and full-time work associated with smaller businesses with low-wage jobs and part-time employment (Halebsky, 2009).

Decline in CBDs can lead to physical deterioration, poverty, social problems, decreasing property values, neighbourhood abandonment (Filion and Bunting, 2000), loss of diversity, and vacancies (Murphy, 1972). Milgrim (2010) argues that vacancies and lack of maintenance has a profound psychological effect on members of the community. These negative cognitive effects turn into a self-

perpetuating cycle between the built environment and society that cause people to shy away from downtown areas (Levy, 2001). The inability to maintain buildings may result in broken windows, shabby-looking signage and outdated or vandalized facades. In a worst case scenario, this unfriendly environment may cause other independent businesses in the vicinity to be forced into bankruptcy and foreclosure. This causes a perpetuating cycle of problems in the CBD, resulting in an unfriendly and unsafe streetscape.

Ken Greenberg has extensively studied the combination of automobile-centered planning, big-box stores and suburban sprawl, as it relates to the decline of healthy urban places. According to Greenberg,

As our walk takes us out of the historic city centre and into areas that were built more recently, this pedestrian-oriented streetscape begins to change. The basic ingredients remain- the stores, the street hawkers, the residences above-but their form and relationships alter almost imperceptibly, block by block. The roadway pavements gradually expand with more and wider lanes and sidewalks and other pedestrian spaces contract. At intersections, exclusive left-turn lanes increase the distances we have to walk to get across the street, as do free-flow right turn traffic lanes called "dog legs." The blocks get longer, and the distance between safe crossing points increases... and we feel much less inclined to impulsively cross the street to check out a tempting shop window on the other side. (2011, p.2-3)

### 2.2.5 Recognizing the Strengths and Weaknesses of CBDs

The inherent strengths of a central business district's historic or original built landscape are often overlooked and underestimated, resulting in demolition and new construction instead of conservation, re-use, and rehabilitation. Cities with historic built landscapes often appear to be under the impression they are faced with two choices: demolition or preservation. Preservation is commonly viewed as an unworthy or expensive investment. While demolition and preservation are both options depending on specific situations, they represent only two development possibilities of many which are available. While economic downturns in these areas can often lead to the demolition of potentially important historic buildings, conservation and re-use have proven in many places to be synonymous with community improvement (Shipley et al 2006, Fram 1992).

If downtown CBDs are struggling to survive due to competition, it is obvious that the renewal and continued use of CBDs may not always intend return them to their original purpose. Instead, CBDs need to build on their strengths, embrace change and fulfill a range of new purposes to complement what is in demand. Strom (2008) believes that downtowns will only survive if they are "fun". The same author believes downtowns should be based almost entirely on entertainment and retail instead of competing with the suburbs for permanent residents. Of course, apartments above shops are still very important, but in order to begin rebuilding CBDs and compete with urban sprawl, people living outside of the neighborhood need a viable reason to be there. Birch (2009) agrees with this, commenting that Jane Jacobs herself realized in 1961 that bustling downtown cores need an element of fun and entertainment. Physically, this often translates to diverse historic building types with cultural-related venues, restaurants, public spaces, trees and greenery, public art, short blocks and large pedestrian-friendly sidewalks.

Cities currently managing the shift towards modern information and knowledge-based industries require a built landscape that is often office-oriented. However, these built landscapes are

already dominated with buildings that need to be re-used to compliment new knowledge and technology-related industrial demands. Urban areas need to re-use their *physical* form in order to fulfill the needs of a growing society and undergo a process of improvement that alters the built landscape depending on human needs (Filion & Bunting, 1991). Despite the inherent value and resources within CBDs, they are not only declining, but in some places they are in danger of becoming extinct. In the United States, many downtowns are no longer the heart of the city, culturally or economically. People are no longer living or working in these once bustling, successful areas (Strom, 2008). Fortunately, Canadian cities are better off in this regard.

Therefore, this thesis recognizes that CBDs are often in a state of decline, most notably due to modern pressures such as the demand for spaces that cater to the knowledge industry and personal automobiles. Also, that the strengths of an historic CBD are directly connected to its heritage resources. Old and historic buildings within CBDs need to be appreciated as non-renewable resources in order to help create a positive atmosphere and combat decline. It has already been established that in order for central business districts to survive, the whole area needs to be connected, pedestrian-friendly, functional, entertaining and attractive. It should also have strong connections to its historic character (Filion et. al., 2004).

In addition to the importance of streetscapes that are characteristic of historic ideals, attention must be given to historic buildings in CBDs. Old and historic buildings are extremely valuable for a number of reasons. Nasser (1992) argues that buildings, both well and poorly maintained, embody the personality of the town and create a unique atmosphere. Due to the fact that CBDs are the historic concentrations of original business, it is obvious that CBDs are full of older buildings. Old buildings, even when in shabby conditions, present a wealth of strengths and opportunities to the CBD. Heritage, as a resource, presents the next main theme of this literature review.

## 2.3 Heritage in the Urban Context

Heritage has different meanings depending on the time and context between and within cultures (Graham, 2001). Therefore, an all-encompassing, universally accepted definition of heritage does not exist. What *does* exist, however, are legal and definitions of heritage in Ontario for the purpose of maintaining the integrity of heritage resources such as cultural heritage landscapes, buildings, trees, bridges, and heritage conservation districts. The Ontario Heritage Act outlines heritage properties as being an important non-renewable resource due to inherent cultural value or interest (Ontario Heritage Act, 1990). The Ontario Government outlines characteristics and values that deserve heritage designation under Regulation 9/06 of the Ontario Heritage Act. While these definitions are taken from policies meant to identify, protect, and designate heritage buildings, this thesis acknowledges the importance of undesignated old buildings as well. These old buildings may not satisfy all the criteria for designation, however, they still have significant value that is worthy of recognition, appreciation, and utilization.

### 2.3.1 Understanding the Value and Significance of Heritage Resources

Vecco (2010) explains that values associated with heritage are not black and white and require detailed research in specific contexts, giving attention to both the tangible and intangible. Mason (2005) argues that there is economic value in intangible heritage characteristics that enhance a peoples' identity with a certain ethnicity or culture. For example, the association of a building with a famous or significant individual is an intangible value (Ontario Heritage Tool Kit, 2006). According to Graham (2001), culture in Western society is easily associated with structures, palaces, and artifacts. However, some forms of Canadian First Nations, African and Asian culture are almost entirely intangible, being manifested strongly through stories, rituals and folklore. As such, there are differences between cultures

as to the meaning and associated value of heritage. For this reason, the value of heritage in the Canadian context will be examined further.

### Heritage Values in Canada

There are many misconceptions about heritage in Canada. Even in the 21<sup>st</sup> century, with almost limitless accessibility to information, Canadians are still making unfair generalizations about their own heritage. For example, a recent article by Shipley (2011) recognises that Canadians are too quick to call Canada a young country. Canadians, when they think of monumental buildings and impressive built heritage, often look to Europe. However, Canada has a wealth of Native cultural heritage, and an impressive stock of post-contact European influenced structures. According to Shipley, "...people quickly say that there are so many more old things in places such as Europe or China that our 150 year old streetscapes, mills and residential neighbourhoods don't compare and therefore don't require any effort to conserve." (Shipley 2011, pg. 4) Denhez writes, "Pre-World War II buildings account for one seventh of Canada's built environment. Although legally designated "heritage" properties represent only a tiny fraction of these....their catalytic effect on development patterns is dramatically disproportionate to their numbers." (Denhez 2003, p.14) There is a wealth of built heritage in Canada, presenting both opportunities and challenges. While Heritage has inherent value, for many reasons, it also requires a certain degree of investment. No property, new or old, can survive for very long without care and maintenance. The three tiers of Canadian government provide policies and guidelines in order to care for and maintain valuable properties. These will be mentioned in the subsequent categories.

## Cultural Value

The OHA (Ontario Heritage Act, 1990) states that its purpose is to, in part, protect resources having cultural heritage value or interest. The Ontario Heritage Tool Kit by the Ministry of Tourism, Culture and Sport provides a specific definition of value or interest so that it may be used in Ontario to make professional and legal arguments for the preservation, conservation and management of heritage properties. According to the MTCS, "...Cultural heritage properties... are important in our everyday lives, give us a sense of place, and help guide planning in our communities." Also, that cultural heritage value or interest, "...are valued for the important contribution they make to our understanding and appreciation of the history of a place, an event or people," (Ministry of Tourism and Culture 2006, Heritage Property Evaluation, p.5). This definition of cultural value presents communities with the opportunity to value heritage resources contextually.

## Social Value

Heritage resources in central business districts are important in creating a unified social structure. In Canada, cultures can identify with stories or events, representing a non-physical component of history. These stories are almost always associated with structures or landscapes, but are given meaning by societies, peoples, and communities. Society enhances or creates landscapes that are central to its culture because it connects the past to the present through memory and imagery. Built heritage resources have the power to identify and narrate the past of an entire community. These connections between past and present provide a sense of belonging, more commonly referred to a sense of place and identity that gives purpose to the human condition (Graham, 2001). This sense of place is extremely important to sustainability because it strengthens and unites (Nasser, 1992). Nasser (1992) calls this phenomenon nostalgia, whereby buildings are symbols of the past that resonate with local residents as well as visitors. Therefore, "...physical reminders provide a sense of place, attachment, continuity and connectedness that we are rarely aware of but that play a significant role in our

psychological development as individuals and in our 'place identity' or 'cultural identity' as families or ethnic and cultural groups." (Frey 2007, p.20)

### Heritage and Sustainability

One of the most modern and controversial issues concerning the value of heritage is green energy. Today, retaining the embodied energy in heritage buildings and older buildings in most cases is recognized as more energy efficient than new construction (Dehnez, 2003). However, there are factors that lead to the demolition of old or historic buildings instead of re-use, including misconceptions, and reliance on outdated information (Mason, 2005). There are of course viable arguments against the re-use and recycling of the build landscape. For example, the presence of hazardous materials presents issues of health and safety that are often costly to deal with. Also, if buildings are being re-used for a new purpose, the lay-out of the building may need to be altered, causing costly renovations (Bullen, & Love, 2010). However, up-to-date information suggests that in almost all cases, the money invested into heritage-related projects is not only more environmentally friendly, it also provides a greater return on investment (Shiple, Utz and Parsons, 2006).

Although poorly maintained buildings with historic significance may be torn down, re-using historic building *materials* is often more economically feasible than demolition, which can be quite costly in itself (Nasser, 1992). Re-using historic building materials saves energy (Bullen & Love, 2010), commonly referred to as "embodied energy", or the amount of energy that is used to extract, manufacture, process, transport, and assemble the structure and materials (Frey, 2007). Rypkema (2005) realizes that historic houses are built with extremely valuable materials such as plaster, concrete, brick, and timber, which are far less energy consumptive than new building materials such as steel, aluminum and vinyl. According to Frey, (2007), it would take over 65 years to recover the embodied energy that is associated with buildings that are even partially salvaged, which is longer than most newly constructed buildings survive. Also, while new construction costs are consistently 50% labour, 50%

materials, re-use project costs are about 60% - 70% labour with the remaining 30% - 40% materials. This labour is usually contracted out to local firms, creating a trickle-down effect in the community (Mason, 2005).

#### Aesthetic Value

The aesthetic value of old buildings is an important asset. Due to the fact that CBDs are often areas with concentrations of historic business, they are therefore full of old buildings with aesthetic value. Nasser argues that buildings, both well and poorly maintained, embody the personality of the town and creates a unique atmosphere (1992). Old buildings, even when in shabby condition, present strengths and opportunities to the CBD and are worthy of investment that can enhance the growth of a healthy community (Mason, 2005). Mason argues that heritage value and preservation have deep roots in aesthetics. People are attracted to animated cities with distinct physical attributes in the built landscape.

#### Economic Value

While heritage is valuable beyond its worth in legal tender, most heritage buildings need to generate economic value in order to be maintained and protected. Also, most heritage resources are pieces of property, either publicly or privately owned. This means that even if the property is still held in stewardship by a Province, Municipality, Ministry, or other governing faction, it still needs to be legally described in terms of what it is worth and who is responsible for its integrity (Snyder, 2008). While a price cannot so easily be put on the significance and intangible value associated with heritage and sense of place, heritage has irrefutable economic value in several ways.

When culture is manifested through the built landscape, the community can use this as an investment opportunity that can not only enhance the community, but also provide the funds necessary to maintain the building or landscape. For example, tourism-oriented destinations can generate revenue

while sustaining heritage value and interest. CBDs that embrace their historic roots become unique shopping districts. These have proven to be extremely successful in turning communities into consumer-driven areas. However, there has been some attention drawn to the falsification, creation and exploitation of culture purely for economic means. Nasser (1992) calls this heritage consumerism. Unfortunately, some communities go as far as creating historic cores based on falsifications of history when a marketable community history is not already present (Graham, 2001).

Jacobs (1961) argued that old buildings are absolutely necessary in order for urban business and retail to survive. Central business districts contain a number of spaces that are more suitable for small businesses that can't afford to set up shop in brand new buildings and pay high rent and overhead costs. Jacobs advocated that new ideas start in older buildings. Also, that the continued re-use of older buildings was paramount to the success of retail and business in urban areas. However, due to economic decline in CBDs, older buildings are falling into a state of disrepair that could be classified as unsafe, which can have a serious effect on public health (Bunting et al., 2007).

Heritage in Canada is subject to the time and effort that is invested in it. Navrud (2002) discusses this, and addresses who should pay for heritage, and how. The economic value for heritage structures and landscapes is usually measured in willingness to pay (WTP). Here, "The value that a person gets from being able to enjoy a cultural heritage good is defined as the largest amount of money that a person would willingly pay to have that opportunity." (p.9) The opportunities Nasser speaks of is both use and non-use values, meaning one may be willing to pay for the conservation or preservation of a property, even if one has no intention of enjoying the site personally (Navrud, 2002).

Despite the opportunities that heritage provides, many are still hesitant to commit to heritage as a generator of economic sustainability. According to Denhez (2003), "'Canadian Heritage' is sometimes seen as an oxymoron, heritage-type development is seldom discussed as an economic force, except in terms of tourism..." (p.15). The same author goes on to say that while this presents great

opportunities, “These may be ignored by people who are content to focus on the 1.5 percent of Canadian buildings under construction in any given year, rather than think about the 98.5 percent that have already been built.” (Ibid.) Modern built heritage re-use strategies encourage positive alternatives to demolition. Love (2010) advocates for re-use, arguing that it is more environmental, effective and economic. Love agrees with Mason (2005), that adaptive re-use is a positive community investment. According to Love and Bullen, “The best examples retain most of the heritage significance and adds a contemporary layer that provides for the future” (2010, p. 217). However, heritage resources are commonly misunderstood, which can lead to demolition and new development as opposed to re-use.

#### Heritage and Development-Related Problems

While the use of heritage is an investment opportunity, it is commonly associated with development problems. Specifically, the improper use of heritage resources and tourism can lead to gentrification, which, depending on specific situations, can be viewed as either positive or negative. Basically, gentrification is considered a problem when the rate of community improvement does not allow for local residents to experience its benefits. While some have praised the effects of gentrification, others say it has profound negative effects on the lives of local inhabitants (Phillips, 2002). For example, if tourism shopping becomes the dominant economic base, retail properties become valuable for their prime location. If property values rise too quickly, locals may not be able to afford the associated costs, such as raising rent and mortgages. Nasser (1992, p. 472) explains this phenomenon as, “High inflation from tourism pushes prices up beyond the reach of the local community, restricting resources to foreign investors and tourists that could cause resentment among locals.”

Graham (2001), while advocating for the usefulness of heritage in urban places, realizes that the wrong strategy can homogenize urban spaces instead of giving them distinct identities. If heritage is seen as an economic resource that can be utilized to enhance tourism, it can fall subject to cookie-cutter enhancements which negate the idea of authentic historic urban cores entirely. Homogenizing elements

in the built landscape can include the construction of fast-food restaurants, parking infrastructure, and a transportation system that generally favours personal automobiles (Greenberg, 2011). Nasser argues, "...tourism brings with it the erosion of differences between heritage places, even though it markets what passes for individuality." (1992, p. 473) While heritage should be used as a resource, it should not overshadow the importance of conserving the cultural identity over making the built landscape marketable (Graham, 2001).

Decisions in favour of all heritage development options, including conservation, preservation, re-use or demolition depend on both long and short-term goals. When buildings are not maintained, the life expectancy of a building is cut short (Bullen & Love, 2010). Forster and Kayan (2009) address the fact that maintenance for heritage and historic buildings in academic literature is largely ignored. The Burra Charter (1999) states that maintenance is extremely important as it helps buildings retain their cultural value and interest. Specifically, pro-active building maintenance is preferred because it deters problems from reaching the point at which repairs and maintenance become too costly for the public or private owner to invest in (Forster & Kayan, 2009). This is commonly referred to as demolition by neglect. However, even maintenance can be extremely costly. In communities experiencing economic hardships, regular maintenance can fall by the wayside.

Un-designated old buildings as well as designated heritage buildings have value culturally, economically and aesthetically which can greatly contribute to the vitality of a community. Moreover, this value can be used to create a community that is sustainable. However, these resources need to be managed. This requires the intervention and expertise of not only local community groups and individuals, but also planners who use and develop policies that manage towns, cities and built heritage resources.

## 2.4 Urban Regeneration Programs

Urban regeneration programs forms the next main theme of this literature review. These programs can be found all over the world, employing various methods to achieve a range of goals. Some of the more well-known urban regeneration programs include, but are not limited to, Mainstreet Programs, Community Improvement Plans/Areas, Financial Incentives and Business Improvement Areas. However, this thesis will only focus on Business Improvement Areas. These programs are significant and relevant to heritage issues due to the fact that they are often initiated in central business districts, which usually have concentrations of old buildings.

The history surrounding renewal in the urban context can be described as controversial, depending on sources. For example, urban planning in mid. 20<sup>th</sup> century New York, spear-headed by Robert Moses was geared towards progressive planning, highway-building, and creating safer neighbourhoods. While these “renewal” programs had the best intentions, they were often received with negativity from community groups and eventually lead to negative connotations associated with the words ‘urban renewal’, such as gentrification, community dismantling and perhaps even oppressive government (Greenberg, 2011; Jacobs 1961). In fact, “When *The Death and Life of Great American Cities* appeared in 1961, it sent shock waves through American urban planning and pounded a convincing nail in the coffin of urban renewal.” (Greenberg 2011, p.43)

Urban regeneration programs are approved, initiated, and governed with the co-operation of both government and non-government organizations committed to managing decline, economic hardship and other such phenomena using comprehensive planning strategies (Swain, 2003). Most North American and European countries adhere to community improvement theories that are based on consensus, where council members understand the needs and wants of the community and act upon them (Swain, 2003). This section of the literature review will introduce Business Improvement Areas (BIAs) as the main focus of this thesis in relation to the study area, with the purpose of exploring the

relationship between designated Business Improvement Areas and the built heritage resources within their boundaries. First, an overview and formal definition of Ontario BIAs will be given in order to explain other related topics, such as the origins of BIAs and the reasons for which BIAs are created.

#### 2.4.1 Understanding Ontario BIAs as defined by The Municipal Act

The Municipal Act, under Section V, 204 – 215 states that;

*A local municipality may designate an area as an improvement area and may establish a board of management,*

*(a) to oversee the improvement, beautification and maintenance of municipally-owned land, buildings and structures in the area beyond that provided at the expense of the municipality generally; and*

*(b) to promote the area as a business or shopping area. 2001, c. 25, s. 204 (1).*

The Ontario Municipal Act identifies improvement as the main goal of a BIA, achieved through physical beautification, maintenance and promotion of the designated area. Members of the BIA include those who were on the last property tax assessment roll and are either owners of a business class property, or are tenants within a business class property. The Municipality appoints one or more director(s) to the board of management. BIA members (those residing or owning a business) vote to elect the remaining members of the board of management, with one vote per person. The board of management prepares an annual budget to be presented to the municipality for approval based on the taxes levied within the boundaries of the BIA. The board of management is also responsible for presenting an annual report which outlines the audited financial statements of the BIA (Government of Ontario Municipal Act, 2001). Typically, Ontario BIAs are involved with a variety of projects such as

urban design, maintenance, security, crime prevention, branding, consumer marketing, business recruitment and retention, regulatory advocacy and enforcement, parking, transportation management, visioning, and social services (Norris and Pittman 2000, p.119; Ratcliffe and Flanagan, 2004; Levy, 2001; Hamilton Association of Business Improvement Areas Strategic Plan: 2011-2014).

Due to the fact that each city and its various urban areas are unique, Ontario BIA policies are designed to provide a set of regulations that must be adhered to from a legal tax-collecting standpoint, but also to provide enough elbow-room that enables BIAs to design programs that complement their strengths, weaknesses, threats and opportunities. Therefore, BIA policies are not a one-fits-all strategy and are restricted in some ways, but not others. This means that the ways in which Municipalities go about achieving their improvement-oriented goals are varied (Hoyt and Gopal-Agge, 2007).

While Ontario refers to this particular urban regeneration program as Business Improvement Areas, many like it can be found elsewhere under different names. BIAs are a *type* of program that can be found in hundreds of cities and communities worldwide, yet no standard name or definition is available. In the United States of America, they are known as Business Improvement Districts (BIDs) (Mitchell, 2001). In South Africa they are known as City Improvement Districts (CIDs) (Hoyt, 2005). Although there exists some discrepancy among academics surrounding the origins of these programs, most identify them as having roots in the Canadian-invented Business Improvement Area (Hoyt and Gopal-Agge, 2007; Flahnagan and Ratcliffe, 2004).

#### 2.4.2 History of Ontario BIAs

The first official Canadian Business Improvement Area began in Toronto's Bloor West Village in 1970. The program was intended to provide the community with a "who-benefits who-pays" method of improvement and to eliminate "free riders", or members of the community who experienced positive

changes but did not contribute to them directly (Hoyt and Gopal-Agge 2007, p.947). Dedicated members of the community in Bloor West Village formed a committee with the support of the municipality to make physical improvements to the built landscape. These improvements were made with the goal of achieving positive economic development by creating a visually appealing streetscape to attract/retain tourists and desired forms of commercial business. The Bloor West Village BIA has inspired the creation of over 1,200 similar programs in more than 16 countries worldwide (Flahnagan and Ratcliffe, 2004).

The goals of Ontario BIAs have not changed dramatically since the first was designated in 1970. Business improvement areas have one main goal: improvement. Their mandates are still aimed towards making cities competitive and liveable (Levy, 2001). However, it is important to note that in order to make cities competitive, they must compete *against* something that is threatening its existence. Making a BIA competitive is different from creating an environment that can exist independently or be returned to its previous state (Levy, 2001). Instead, BIAs need to work around the competition as well as identify themselves as something new and viable in light of its competition that causes historically healthy urban areas to experience decline.

#### 2.4.3 The Use of BIAs to Mitigate Decline

Decline in central business districts creates or contributes to unhealthy, unfriendly, and unsafe environments. Businesses in declining urban areas may not have the ability to maintain their buildings. This can lead to unattractive facades, windows, and signage, all of which often encourages graffiti and vandalism. If these problems persist, they can lead to more serious issues including crime, homelessness, deterioration and decay, poverty, vacancies, and foreclosure. Unhealthy communities can be described as lacking in education, having unsafe (or inadequate) housing, lack of recreation and culture, poor sense of public safety, unfulfilling employment, and limited wages. They also have a lack of public transportation, little to no sense of community and poor cultural norms which do not support

healthy lifestyles and encourage high crime rates, have little to no diversity and bad reputations. In order to combat these problems BIAs fund the creation of leisurely walking areas, garbage receptacles, street lighting, attractive signage, benches, and creative street elements such as flowers and public art (Norris and Pittman, 2000).

Unhealthy urban environments and decline are phenomena not independent of other factors and therefore requires extensive research to be understood. Some of these factors include competition from other industries or business (such as big box retail centers), decentralization, sprawl, urban mobility, the development of highways, and unorganized local governments (Ratcliffe and Flanagan, 2004; Hoyt and Gopal-Agge, 2007). Competition is most often referred to as being the main factor aiding the decline of healthy CBDs. For example, Levy (2001) recognizes that in a post-industrial 21<sup>st</sup> century economy, consumers are posed with more purchasing-related choices than ever before and therefore will travel to where they can find the best goods, services, experiences and amenities. Often, people will travel to places where businesses are located within close proximity to each other. This is commonly referred to as 'one stop shopping'. While healthy urban areas and central business districts have the ability to be competitive, areas in economic decline can become unhealthy. The unique character of traditional urban areas may be considered unfavourable when compared to suburban shopping due to their new and sanitized environments. Often, built heritage is quoted as being the reason for which urban areas are considered unique (Caruso and Weber, 2006). The subsequent paragraphs will outline how the inherent values of heritage within the built landscape are related to the success of BIAs.

#### 2.4.4 Connecting the Strengths of Heritage and the Goals of BIAs

If it is the goal of Business Improvement Areas to boost the local economy and curtail decline through the creation of healthy, lively pedestrian urban environments, the use of heritage resources presents opportunities in achieving these goals. For example, Birch (2005) notes that successful

downtowns are not only functional, but also entertaining and provide a unique experience that enables the area to compete with new retail-type shopping. This includes architecturally interesting buildings and the presence of a rich cultural heritage. Caruso and Weber (2006, p. 204) note that enhancing already-present assets such as historic buildings "...becomes a symbol for the entire district." Theoretically, the retention of urban built heritage and old architecturally-interesting buildings is synonymous with accomplishing the goals of a BIA. The Ministry of Tourism and Culture, in the Heritage Tool Kit booklet of Heritage Property Evaluation (2006, p.1) states that,

*The conservation of cultural heritage properties is vital to a community's overall cultural and economic development plan. An integrated approach to cultural and economic planning leads to the revitalization of main streets, neighbourhoods and individual properties, creates employment, encourages new business, brings tourist dollars and can even increase property values.*

In addition, research compiled by the Canadian Historic Places Initiative shows that travelers are not only drawn to heritage resources, but that they stay longer and spend more money. The article stresses that the use of heritage resources can allow a community to provide heritage destinations (Parks Canada, Canada's Historic Places) which not only boost the local economy, but more importantly, provide the funds necessary to maintain heritage resources.

There are now over 230 BIAs in Ontario. They are creating healthier, safer, more vibrant streetscapes that boost the local economy in a range of contexts (Hoyt and Gopal-Agge, 2007). BIAs are also credited with creating positive externalities and spillover effects beyond its boundaries, such as residential development (Hoyt and Gopal-Agge, 2007). According to Hoyt and Gopal-Agge (2007, p. 956), "Large or small, the fact remains that in the domain of urban revitalization, the BID model has been at the forefront and has managed to make a positive contribution that is being emulated at an astonishing rate worldwide." BIAs are making downtowns more competitive again, with increased occupancy, parks,

cafes, day and night entertainment and new housing (Levy, 2001). A study conducted by Ellen et. al., (2007) assessed the impact of BIDs on commercial property values in New York City. The study yielded positive results, where BIDs increased local property values. Properties of this kind that were sold 5 years post BID designation were 30.2 percent higher on average. The study concluded that, “BIDs generate positive impacts on commercial property values, a finding that is robust to alternative comparison areas. There is, however, considerable variation in the impact across different types of BIDs.” (Ellen et. al. 2007, p.29). Often, property values represent the most logical way of assessing the overall performance of BIAs over time (Shipley and Snyder, 2012).

Canadian Business Improvement Areas, now 42 years old, are beginning to yield long-term information on their success rate. However, due to the inherent flexibility of BIA programs, they need to be evaluated and appreciated contextually. Despite the success of Business Improvement Areas and similar projects, BIAs in Canada specifically may not be reaching their full potential. In an effort to create more attractive, vibrant, and pedestrian-friendly environments, BIAs or BIA-like programs are often accused of “Disneyfication” (Levy 2001, p. 127). Disneyfication is a term that describes the falsification or manipulation of a unique built landscape through branding and one-fits-all methodologies that create uniform, undiversified, and unauthentic urban landscapes. According to Caruso and Weber (2006, p. 206), “...BIDs take risks of defining ‘attractive’ in a generic way and cleaning up the area in a manner that removes the ‘grit’ that may have attracted some shoppers in the first place.”

While Business Improvement Areas and urban built heritage resources have an inter-connected relationship, there is a lack of information connecting the two subjects. While the importance of unique historic architecture and culture has been touched upon in various articles, they usually focus on tourism (Ratcliffe and Flanagan, 2004), which does not necessarily support *authentic* heritage, but the creation and branding of an area that is not meant to conserve or manage heritage resources in its own right.

Despite the general consensus that BIAs are improving central business districts in the face of decline, BIAs require detailed research that complements each context. Ellen et. al. (2007, p. 2) argues that “...no qualitative study to date has compared the effectiveness of different types of BIDs.” According to Caruso and Weber (2006, p. 212) BIAs are contextual and unique, therefore, the research methods needs to “...match the stated objectives of the individual BID.” In other words, every individual study area should warrant its own study in relation to the goals it has set out for itself. Caruso and Weber (2006) draw attention to the fact that aesthetic improvements are difficult to assess, due to limited data collection, or at least not to the degree or manner of collecting tax-based information, for example. Ellen et. al. (2007) stresses the need for research to assess different types of BIAs, and therefore appreciate for their context-specific qualities. This also makes the comparison of BIAs difficult and complicated tasks.

## 2.5 Heritage and History of Hamilton, Ontario

Due to the fact that this thesis will focus on the relationship between BIAs and heritage resources in the City of Hamilton, a brief history of the city will be given as it relates to the aforementioned themes in order to establish further understanding of the context.

Hamilton was historically established on processing raw goods, which eventually led to the development of factories. Hamilton became an industrial powerhouse by the mid. 19<sup>th</sup> century, spurred by the opening of the Burlington canal and land and water transportation links including the building of the railway in the mid. 19<sup>th</sup> century. The availability of natural resources such as iron ore from Lake Superior was also an important catalyst (Bailey, 1983). The City of Hamilton was a fast-growing city during this time, welcoming an influx of immigrants to work in newly-established factories. Most of these immigrants were poor, with a strong Irish demographic due to the unavailability of land in Ireland. They clustered in the downtowns and set-up a new way of life.

Hamilton's success met new challenges as it approached the 20<sup>th</sup> century, leading to both problems and opportunities. In the 1850s, Hamilton's population went from 3,000 to 20,000. In the midst of this, Hamilton experienced a multitude of problems including disease (usually cholera), lack of clean drinking water, and little fire-fighting capabilities (Evans, 1970). Hamilton was resistant to *some* fire damage due to the fact that even in the 1850s, many structures were built in brick. Between 1850 and 1900, many structures were built to incorporate new growth. At this time, Hamilton had a strong industrial presence, with banks and mercantilism. Electrical technology was also starting to change the city at this time. The appearance of electric railways allowed people to live further away from the factories, causing the city to expand. The railway links around the city allowed for further expansion both industrially and residentially (personal communication, confidential interview, 2012). By 1861, Hamilton had 84 manufacturing businesses, employing approximately 2,225 people (Eyles and Peace, 1990). By the turn of the century, Hamilton had almost 50,000 permanent residents. Hamilton was a bustling town incorporating unprecedented new growth (Bailey, 1983).

By the early 1900s, Hamilton had already established most of its character in its built environment and communities. Hamilton had a bustling downtown and pockets of residential communities with various ethnicities, now including a strong presence of Italian and Portuguese. Hamilton's hierarchical structure was obvious in the built environment, having both large houses and mansions for the wealthy and smaller homes for workers housing. Hamilton also developed extensive alleyways behind housing for night carts, which are still an integral part of Hamilton's built landscape (Weaver, 1982).

As the city reached the mid. 20<sup>th</sup> century, significant social and physical changes began to take shape. The expansion of Hamilton went beyond the escarpment onto the mountain as roads and highways started to dominate the landscape (Evans, 1970). In terms of social structure, the sons and

daughters of Hamilton's migrant workers had reasonable access to education and had more opportunities to become professionals. Industry continued to grow along the waterfront and expanded steadily outwards.

Hamilton's residential properties began to have their own format, being representative of the city's social and political structure. Hamilton became dominated by houses of the employed working class, with tall and narrow brown or red brick houses on thin lots with alleyways behind them. These properties had backyards and gardens, and did not incorporate space for parking spaces or garages, as was typical of the time. Most of these houses had striking similarities that transcended neighbourhoods, and were owned by people who depended on Hamilton's industrial sector.

Unfortunately, just as Hamilton's steel and manufacturing industry helped the city grow, it also aided in its decline. From 1945 to 1965, over 7,000 people were employed at Stelco and Dofasco, making good wages and good pensions. In addition to large steel manufacturers, Hamilton had numerous smaller steel manufacturing companies providing jobs to local residents. Eventually, the steel industry experienced employee strikes, union loses, and competition from different products, like cement and aluminum. Eventually, foreign trade, the demand and price for steel caused companies like Stelco to go bankrupt. In addition, the steel industry affected its residents in other ways. Hamilton's steel town identity has led to negative connotations and imagery (Eyles and Peace, 1990). According to one source, "...industrial dirt and the physical abrasion on the buildings and peoples skin, smoke, smoking, grime, was not healthy... Hamilton looked like an unhealthy place." (personal communication, confidential interview, 2012). However, Hamilton is still dealing with problems that can be related back (in part) to the decline happening towards the end of the 20<sup>th</sup> century. According to the same source, "The nature of Hamilton right now, the seediness, the dirt, the grit, the leftovers of the industrial core, is

also leftover poverty, homelessness, domestic violence. In some sense it is clustered because people who do that stuff do not have any money, so the decline of the built environment happens.”

Hamilton is an excellent example of a city that is dealing with change on many levels. Hamilton is growing further away from its historic roots in factory-related industry and moving towards knowledge and information, with emphasis on health care (Hamilton Economic Development Strategy 2010-2015). With the majority of the city already having been built in the 20<sup>th</sup> century, Hamilton is presented with both problems and opportunities. Hamilton will have to change its built environment to better serve its population and new industry effectively. Hamilton has the opportunity to draw from its impressive stock of historic buildings to provide cost-effective urban regeneration opportunities.

The Downtown Hamilton Business Improvement Area Association was formed in 1982 as a non-profit organization (The Downtown Hamilton Business Improvement Area, nd.). Presently, Hamilton has a number of Municipal-level programs in effect for different types of properties in different parts of the city.

Today, Hamilton presents a multitude of investment opportunities. It is currently the 5<sup>th</sup> leading “Mega-Region” in North America and the 9<sup>th</sup> largest regional economy in Canada with a GDP (per capita) of \$48,000 in 2006. Hamilton has been ranked 3<sup>rd</sup> best (large size) city to live in by Foreign Direct Investment (FDI) in North America for quality of life. Hamilton is connected to the rest of the Greater Golden Horseshoe through rail and highway networks, as well as airports. In addition, Hamilton is in close proximity with the American border, making it a short drive away from large U.S. markets. The outskirts of the city are dominated by nine separate business parks. Furthermore, McMaster University and Mohawk College have greatly contributed to its economic base. Hamilton now has six hospitals as well as a cancer research centre, making it a leading city in health care research (City of Hamilton,

Economic Development Strategy, 2011). Hamilton is also slowly but surely evolving as a post-industrial city.

In conclusion, while it is true that Hamilton as a whole is improving through the use of planning initiatives, certain areas of the city are characterized by an historic landscape with regeneration capabilities which can create community improvement. It has been shown that Hamilton is a good example of 21<sup>st</sup> century planning problems with inherent strengths and opportunities. Also, that there is a need to improve the quality of life for inhabitants of certain areas of the city. Hamilton is well on its way to shedding its unhealthy identity as a struggling steel town, but some areas of derelict post-industrialism still need special attention.

While Business Improvement Areas and urban heritage resources seem to have an interconnected relationship, there is a lack of information on the two subjects as being interrelated. The importance of unique architecture and culture has been touched upon in various articles, however they usually focus on tourism (Ratcliffe and Flanagan, 2004), which does not necessarily support authentic heritage and can cause gentrification. While it is obvious that heritage buildings are viewed as a non-renewable resource (Love and Bullen, 2010) with social, cultural and economic value (Vecco, 2010) that have the ability to help BIAs reach their goals, this theory needs to be explored contextually. Love (2010) states that, "Buildings are generally demolished because they no longer have any value. In most cases, it is the market that sets this value, even though such an assessment may be based on incomplete information with no consideration given toward externalities." (p. 216). Love believes incomplete information is to be blamed for the perceived notions of building demolition as opposed to reuse. If more accurate and applicable information existed, Love believes these buildings would most often be re-used (2010). Therefore, sound academic research on the specific relationship between historic

buildings and community improvements within a BIA is valuable in the context of BIAs in Hamilton, Ontario. This study hopes to provide such research.

### 3.0 Methods

The following will present the methods employed in data collection in this thesis investigation.

#### 3.1 Introduction

This chapter will outline the methods employed in the research including the use of case studies, data collection, and indicators. First, the research objectives will be re-reviewed as they determined the data collection methods that were chosen in this thesis. The first objective aims to outline selected phenomena in the literature review in order to frame the context. The second objective surrounds the application of these phenomena to urban regeneration programs, namely business improvement areas in the City of Hamilton. The third objective is to answer the research question through the use of a case study. This case study will include the collection and analysis of primary data within three BIAs in the City of Hamilton. Primary data includes key informant interviews, and two different types of surveys. Primary data will be compared to secondary data such as statistics, municipal reports, and newspaper articles. This will facilitate an understanding of Hamilton's BIAs based on a set of indicators, being social, cultural and economic integrity.

This chapter will outline the case study approach, followed by the selected BIAs in the City of Hamilton. The following section will describe the sources of primary data theoretically, followed by the ethics of data collection, and criteria of data sources. Finally, indicators used in the interpretation of data will be discussed in detail. This will be followed by a summary which includes the research design.

#### 3.2 Case Study

This thesis uses a case study approach in order to investigate a complicated phenomenon which will be defined geographically by the limits of three designated BIAs. First, the case study approach will

be examined theoretically, including a discussion of its strengths and weaknesses, and its value in reaching the objectives of this study.

### 3.2.1 The Case Study Approach

Some debate exists surrounding the definition and use of case studies. Case studies have been used in many disciplines and are usually defined by a set of choices made by the researcher (Luck, Jackson and Usher, 2006). For the purpose of this thesis, the definition of a case study will draw from VanWynsberghe (2007). Here, a case study will be understood as “...an empirical inquiry that investigates a contemporary phenomenon within its real life context...” and attempts to understand events, people, processes and activities (VanWynsberghe 2007, p.81).

### 3.2.2 Strengths and Weaknesses

A Case study offers opportunities to the researcher when it complements the nature of the phenomenon being studied. It is a valuable approach when the phenomenon associated with the study area is not necessarily defined or associated with finite boundaries. Case studies are best-suited for offering in-depth information about events or processes in complex settings or systems. Case studies can be employed to study an individual or a group of individuals. They also present the researcher with the opportunity to use multiple data sources. This will enable the researcher to factually analyze data and answer the research question(s). Furthermore, this process enables the researcher to *develop* the hypothesis and compile new observable data. Case studies provide a greater understanding of a complicated issue with interrelated, intersecting and varied phenomena (VanWynsberghe, 2007). Lastly, case studies enable observation of real-life events that can be applied to theory (Luck, Jackson and Usher, 2006).

The most prevalent weakness with the case study approach is not apparent in the approach itself, but with the researcher. Research designs using case studies allow for freedom in methodology, and can therefore be inconsistent or unsuitable to answer the research question or hypothesis without an exhaustive rationale and criteria. Some criticisms of the case study approach point out its inability to provide generalized conclusions. Also, case studies are too context-specific, creating reports that are too in-depth, containing long and irrelevant narratives that are not easily summarized. These criticisms are largely the fault of the researcher, whose methods are not clearly defined or analyzed based on the research objectives. However, case studies are also credited with allowing the researcher to make scientific generalizations from a variety of context-specific examples or experiments, as well as providing efficient and well-written reports (Yin, 2009).

### 3.2.3 The Value of the Case Study Approach in this Thesis

The case study approach is appropriate for this thesis as it will help to achieve a greater understanding complicated phenomena associated with the topics which were addressed in the literature review. This includes the nature of central business districts and decline, the value of built heritage resources in the same context, as well as the current use of BIA policies in order to improve and regenerate. This phenomenon is complicated due to the fact that all BIAs experience decline, which can be attributed to numerous factors. In addition, BIAs are unique and therefore need to be appreciated for their individual strengths, opportunities, weaknesses and threats. Business Improvement Areas have finite boundaries that are recognized by the municipality for purposes related to management, tax-collection, and by-laws. The case study approach appreciates these complications and allows for the use of multiple avenues of data-collection in order to answer the research questions.

### 3.3 Selected Cases

Three separate Business Improvement Areas within the City of Hamilton, Ontario will serve as the selected cases for this thesis. These areas include the Barton Village Business Improvement Area, the Downtown Hamilton Business Improvement Area, and the International Village Business Improvement Area. These are recognized and regulated through the Hamilton Department of Economic Development (2012) in the Regional Municipality of Hamilton-Wentworth in the City of Hamilton, Ontario. This section will review the criteria of the selected study areas. This will include a description of the City of Hamilton as well as each individual BIA.

#### 3.3.1 Criteria for Selected Cases and Comparison

This case study draws upon three (3) of thirteen (13) BIAs found in Hamilton in order to collect a sufficient amount of data for analysis. In addition to this, the researcher chose to investigate three BIAs in order to facilitate a comparison of the three BIAs to each other. Each of the three BIAs studied in this thesis are separate entities and therefore have distinct characteristics within an urban area, making them good candidates of this study. In addition, the City of Hamilton is a context that the researcher is familiar with, already having years of observational knowledge concerning general trends and the built landscape. The City of Hamilton is also within close-context to the home of the researcher, satisfying time and financial constraints. The City of Hamilton has a total of 13 BIAs, however, the three BIAs were chosen due to the fact that they were all included in commercial market analysis studies commissioned by the City of Hamilton. They also contained a high number of businesses, pedestrian activity, and built heritage.

### 3.3.2 The City of Hamilton

The subsequent paragraphs will describe the City of Hamilton in order to provide a background of the selected case studies. Hamilton is located in the Municipality of Hamilton-Wentworth in the Region of Hamilton, County of Wentworth, of Southern Ontario. The City is located in the Western portion of the Niagara Peninsula and is South of Toronto in the Golden Horseshoe, across Lake Ontario. Hamilton is divided roughly in half by the Niagara Escarpment, dividing the city into 'lower' and 'upper' sections.

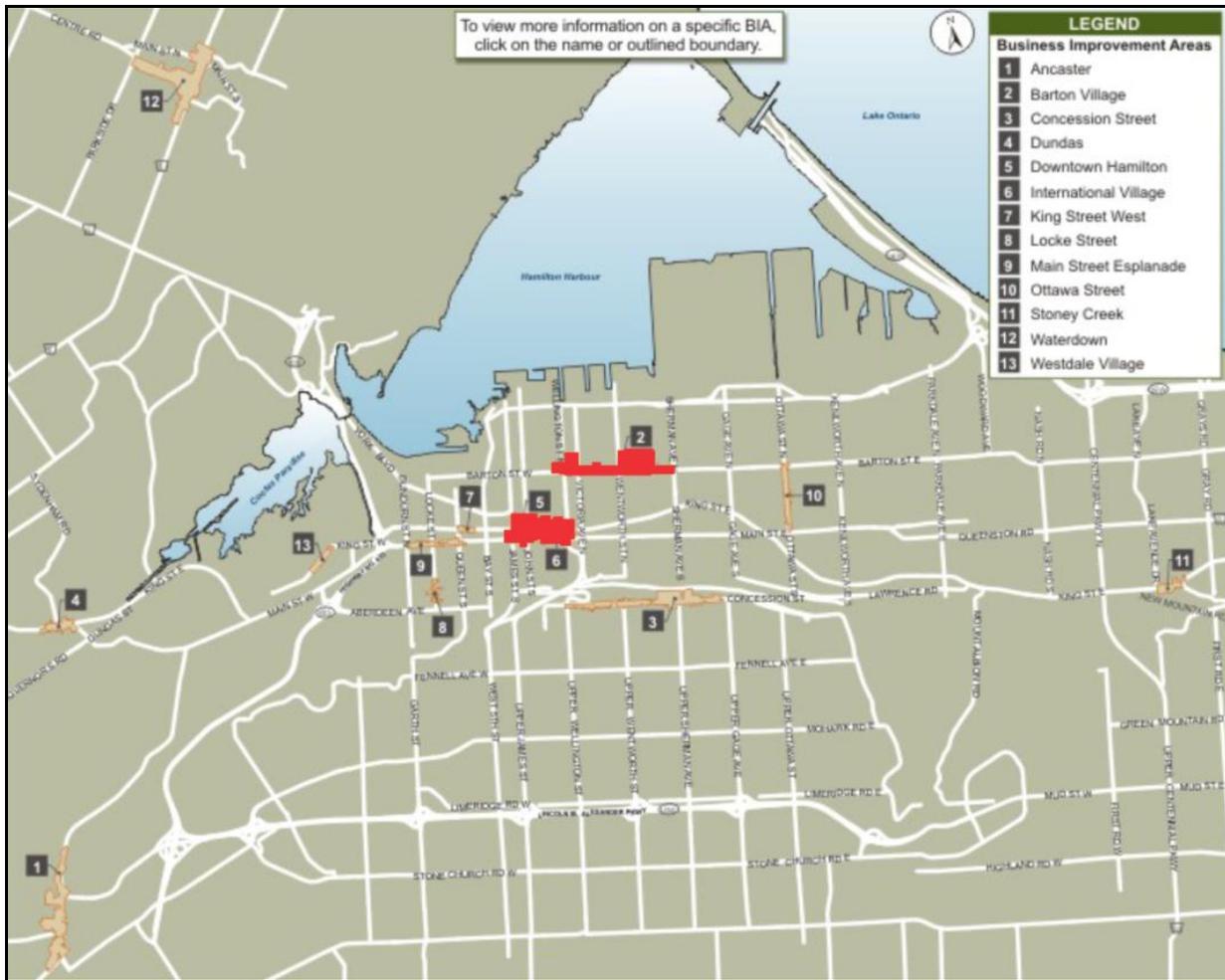
According to Statistics Canada (2006), the City of Hamilton has a population of 504,559 people. The highest percentage of private dwelling characteristics is single-detached houses, representing 57.8% of the population. The highest percentage of family living arrangement shows 56,930 citizens married (or common-law) with children in the same household. A total of 213,405 Hamiltonians have no post-secondary education of any kind after High School with 111,225 of those having obtained a High School Diploma. In 2006, over 17,000 citizens were listed as unemployed. The highest percentage of employed Hamiltonians work in goods and services related occupations, with 63,870 people. Median income after tax of people 15 years and over was \$23,865.00 in 2006.

### 3.3.3 Hamilton Business Improvement Areas

Currently, Hamilton has 13 Business Improvement Areas. Eight of which are found in the lower portion of the Escarpment and are within reasonable proximity to what is commonly referred to as downtown Hamilton, meaning the general area surrounding Gore Park on King Street. These BIAs include Barton Village, Downtown Hamilton, International Village, Ottawa Street, King Street West, Locke Street, Main Street Esplanade, and Westdale Village. As for the remaining five BIAs, two are located west of the Downtown area in the lower portion of the escarpment, namely Waterdown and

Dundas. The third is located in the upper portion of the escarpment in Ancaster. The last two BIAs are found in the upper portions of the escarpment, with Concession Street, and Stoney Creek (See Map 1).

These BIAs are each managed by an Executive Director, as well as a sub-committee comprised of between 4 – 15 individuals depending on the size and requirements of the BIA. All Directors are overseen by a BIA coordinator. The Hamilton Department of Economic Development describes their BIA mandate as to improve and beautify the environment within BIA boundaries as well as to promote businesses and shopping. The City describes improvements and opportunities as increased property values, funding and financial grants, community involvement opportunities, communication between the Municipality and businesses, and promotion (Hamilton Economic Development, 2012).



Map 1. BIAs in the City of Hamilton

*Note: Downtown Hamilton, International Village and Barton Village highlighted in red*

(Source: Hamilton Economic Development, 2012)

URL: <http://www.investinhamilton.ca/downtownbia/business-improvement-areas/>)

#### Downtown Hamilton BIA

The Downtown Hamilton BIA runs east-west along Jackson Street East, Main Street East, King Street East, King William Street and Rebecca Street from MacNab Street South to Mary Street (See Map 2). The BIA was officially formed in 1982 with the dismantling of the Downtown Hamilton Businessmen's Association. Currently, the Downtown Hamilton BIA is comprised of 453 members, 173 property owners, (Downtown Hamilton, nd) and 480 businesses (Hamilton Economic Development, 2012).



Map 2. Downtown Hamilton Business Improvement Area

(Source: Hamilton Economic Development URL: <http://www.investinhamilton.ca/downtownbia/business-improvement-areas/downtown-hamilton/>)

### International Village BIA

The International Village BIA runs east-west along Main Street East, King Street East and King William Street from Mary Street North to West Avenue North (See Map 3) and was established in January 1976. Currently, International Village is comprised of approximately 100 businesses and 114 properties (International Village, nd).

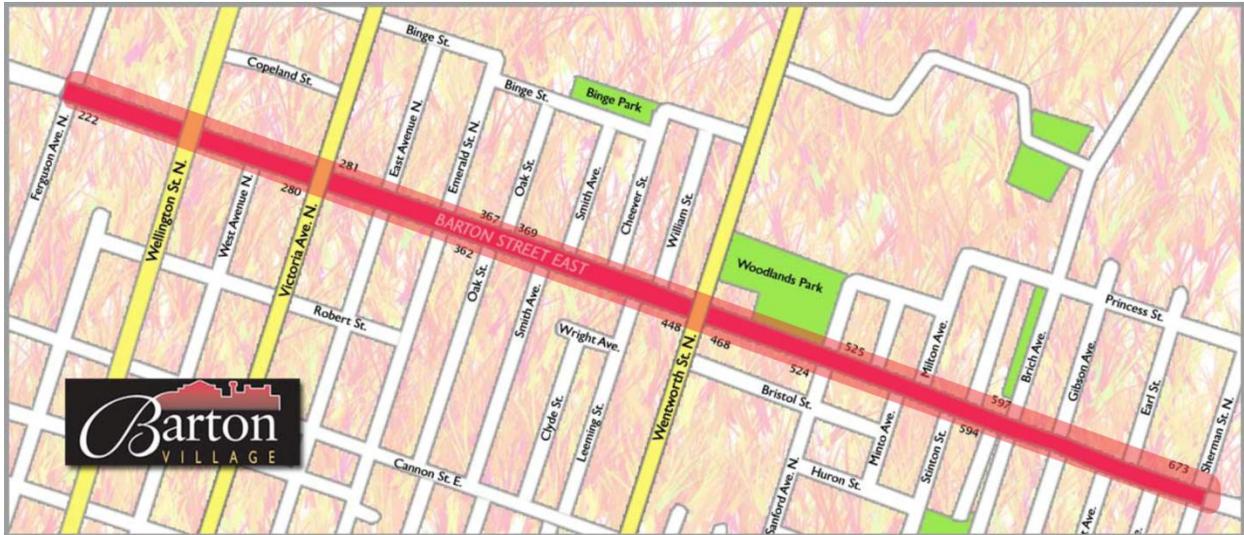


Map 3. International Village Business Improvement Area

(Source: Hamilton Economic Development, 2012 URL: <http://www.investinhamilton.ca/downtownbia/business-improvement-areas/international-village/>)

### Barton Village BIA

Barton Village BIA begins at the intersection of Barton Street East and Ferguson Avenue North, continuing along Barton Street East for approximately 2 kilometers until it reaches Sherman Avenue North (See Map 4). The Barton Village BIA lists approximately 86 businesses in their directory (Barton Village, nd.), with 150 businesses audited in the year 2011 for the BIA review (BIA review).



Map 4. Barton Village Business Improvement Area

(Source: Hamilton Economic Development 2012, URL:

<http://www.investinhamilton.ca/downtownbia/business-improvement-areas/barton-village/>)

### 3.4 Data Sources

This section theoretically examines the types of data sources that were used in this study and describe their strengths and weaknesses. Both primary and secondary sources will be collected throughout this investigation. Primary data was limited to key informant interviews and two surveys. Surveys included a BIA business drop-off survey and a BIA building condition and use survey. Secondary sources include reports and statistics from the City of Hamilton and newspaper articles. The following paragraphs will describe the methods of data collection in detail.

#### 3.4.1 Key Informant Interviews

According to DiCicco-Bloom and Crabtree (2006), interview participants who contribute to a body of knowledge offer their own source of relevant information to a body of research. These interviewees offer information that relates not only to fact, but also perceptions and understandings

that are based on their experiences. In order to facilitate this, interviews should allow for the participants to answer questions freely and in their own terms (Dilley, 2004; Di-Cicco-Bloom and Crabtree, 2006). Interviews should take place in a non-threatening environment where the interviewee gives truthful answers and expressions to questions posed by the interviewer. These questions should be ethical, unbiased, clear, well-structured and open-ended, as to not lead the participant to answering questions with unethical influence of the researcher (Di-Cicco-Bloom and Crabtree, 2006).

This stimulates a discussion that helps bring variables to the attention of the researcher which may have been otherwise unknown (Creswell, 2009). This information is not necessarily taken at face value, but analyzed by the researcher in order to contribute to a greater body of knowledge and address the research questions and/or hypothesis (Dilley, 2004).

#### 3.4.2 Surveys

Surveys gather information with the purpose of explaining or describing a phenomenon, variables, relationships, or determining values through the use of sampling (Gray and Guppy, 2003). Sampling is the study of a portion of a population to describe the characteristics of the whole group (Salant and Dillman, 1994). However, this method is subject to a sampling error, where the sample size is not large enough to represent the entire group and therefore does not have the desired level of precision. There are many different kinds of surveys, but the researcher should choose one that best suits the needs of the study and answers the research questions. For example, Pedestrian surveys, drop-off surveys, mail-in surveys, telephone surveys, internet and email surveys are all valid methods of gathering information (Salant and Dillman, 1994).

Survey questions can include a range of types including discrete, continuous, and can be closed or open ended. Surveys do not necessarily have to include all question types, but should use those which enable the participants to answer the question clearly. For example, discrete questions are

valuable for demographic information gathering, such as sex, and age. Discrete questions enable values to be placed on a particular issue or topic (Gray and Guppy, 2003).

### 3.4.3 Secondary Data

Secondary data will facilitate a useful cross-comparison of primary data collected by the researcher. Secondary data will include Municipal reports from the City of Hamilton as well as data from Statistics Canada and newspaper articles. This secondary data will be described in further detail in section 3.5.

## 3.5 Data Collection

As the sources of data gathering have been described in terms of their theoretical strengths and weaknesses, the ways in which this data was collected now be reviewed in detail and explain why these sources were best suited to answer the research questions.

### 3.5.1 Ethics Statement

Prior to the collection of primary data with the use of all subsequently described surveys and interviews, this study obtained full ethics clearance from the Office of Research Ethics (ORE) at the University of Waterloo.

### 3.5.2 Key Informant Interviews

Interviews were semi-structured with both discrete and continuous questions, but allowed for in-depth answers where appropriate. According to DiCicco-Bloom and Crabtree (2006) semi-structured interviews are based on predetermined open-ended questions in a formal setting with a scheduled time and place. Interviews included discrete questions to obtain demographic information of the interviewee such as date of birth and professional title. The majority of questions were open-ended in order to allow

the participants to answer substantive questions and to express any additional opinions or perceptions. Questions were chosen due to their ability to clarify issues, provide background information, and to answer the research questions. The interviewees were chosen based on their ability to provide information that was pertinent to this study. Digital notes were taken on a laptop computer. Survey questions were pre-approved by the office of research ethics at the University of Waterloo. All interviewees signed a confidentiality and security agreement prior to the interview to ensure their rights. Interview sessions were summarized and sent to the interviewee to allow them to approve or modify any content that was gathered from the interview session.

Some interview questions were created to complement the background of the interviewee. Therefore, questions were based on their assumed ability to answer the questions due to their professional background or experience. While this is true, all three interviewees were also asked a set of similar questions.

### 3.5.3 Surveys

This project employed two different surveys in order to gather data through both researcher observation and peoples' opinions and perceptions of the selected BIAs. Researcher observation was facilitated through extensive time spent on the streets of these areas through collecting data using two surveys, and photographing the streetscape. Both the building condition and use survey and the business drop-off survey did not include the entire BIA boundary. The Downtown Hamilton BIA and the International Village BIA, was surveyed along King Street and excluded the other side-streets. King Street is central to the BIA and has the highest number of pedestrians and businesses. The Barton Village BIA was limited to business on Barton Street East. This portion of the BIA also had the highest number of pedestrians and businesses. Survey questions were chosen based on their ability to explain the

relationship between BIAs and cultural, economic, and social integrity. The collected data was measured through the use of indicators, which will be defined in this chapter.

#### BIA Business Drop-off Survey

The business drop-off survey was delivered to every business open to the public within International Village, Downtown Hamilton, and Barton Village BIA. As aforementioned, this was limited to the specific areas of study within the BIAs. Specifically, the surveyed areas included Barton Street East (Barton Village BIA) and King Street East (Downtown Hamilton and International Village BIAs). Businesses were invited to participate in the survey through personal communication by the researcher. This survey was given preferably to an owner, manager or supervisor (in that order) with the understanding that the survey would be passed on to the manager and/or owner. The survey could either be collected the same day, done online, or mailed to the Heritage Resources Centre at the University of Waterloo using a pre-stamped envelope. These surveys enabled an analysis of the relationship between social, cultural, and economic integrity and Business Improvement Areas. As BIA designation is intended to boost the local economy, surveying businesses within the selected study areas was considered necessary.

This survey consisted of 10 questions with both continuous and discrete questions in order to obtain substantive and demographic data. Questions were not open-ended, but allowed for a range of possible answers, numbered from 1 – 5 (strongly agree, agree, neither agree nor disagree, disagree, strongly disagree). The same questions were asked within all three areas, only changing the name of the individual BIAs for each study area.

#### Building Condition and Use Survey

A building condition and use survey was conducted within each of the three selected Hamilton BIAs including Downtown Hamilton, International Village, and Barton Village. Here, data was collected

by the researcher in regards to every street-facing building that had a door or main entrance facing the streets which were included in the study (including residences, malls, and government buildings). All types of buildings were included in this survey due to the fact that they have an impact on the aesthetic well-being of the streetscape. These surveys enabled the researcher to rate the conditions of building elements and collect information based on the indicators in order to answer the research questions. The survey was comprised of 8 continuous questions and 3 discrete questions. Continuous questions enabled a range of values (from 1 – 5) including a “Not Available” or “Unknown” category. Discrete questions were intended to either fit the building into a certain category or note the presence or absence of an attribute.

The first five questions of the survey related to the street-level building elements including windows, overall storefront façade, signage, doors, and paint/brick/siding treatment. These were evaluated on the basis of condition and/or maintenance, with a numerical grade ranging from 1-5 (very poor – excellent). These questions enabled the researcher to assess the ability or willingness of owners to maintain facades and relate this information to the economic integrity of their business. Questions were also given an “N/A” option, meaning the particular building element or attribute was not present, such as signage.

Questions 6 through 8 were related to aesthetic and heritage values. Question 6 compared street-level aesthetic qualities to the upper-storeys. Question 7 evaluated newly-added building elements (such as signage) to the buildings’ original or historic architectural form. For example, this included the presence of recently added lighting or signage to an older façade. Question 8 evaluated the heritage integrity of the building, if it appeared to be of older or historic construction. This was usually evaluated by the researcher on-site by architectural style, brickwork, and other historic detailing. This was almost entirely based on the upper-portions of the buildings, as the street-level facades were often

covered by new additions. Evaluations regarding question 8 were based on the ease of which the building could be reverted back to its original form. If this question was answered with N/A or “Not Available”, it indicates that the building was either 1 storey or of recent construction, and therefore could not be assessed in terms of heritage integrity.

Additionally, buildings were assessed in terms of vacancy. Buildings were categorized as being closed, renovating, or boarded-up. Buildings were marked as boarded-up when any material, including newspaper covered numerous surfaces (such as windows and doors) from either the inside or outside of the building. Vacancy information is extremely important to this study, as it enables the research to collect information that is related to economic integrity. This question also had an “N/A” status, meaning the business was currently in-use, or “unknown”, meaning the status of the business could not be determined.

Question 10 classified businesses as being either local or a franchise-type business. For example, Tim Hortons is a franchise that can be easily set-up and duplicated at any location, having the exact same appearance and services at another geographical location. Local businesses were considered as independently-owned shops that *may* have several locations in Hamilton or the Greater Hamilton area, but were controlled by the same owners. This enabled the collection of data that will reflect cultural integrity. Franchise-type businesses are not considered culturally-rich, due to the fact that they do not offer unique experiences at different locations and are controlled with very specific rules and regulations. If a building could not be determined as either, it was given an “Unknown” option, or “N/A”, if it was not a business.

The last question of the survey identified the presence of damage to the building by any form of vandalism, including broken windows, graffiti, tagging, or other intentional damage. This represents the

collection of data related to social integrity. The presence of graffiti or vandalism represents crime and unwanted activity on the streetscape.

This set of criteria allowed for each of the three BIA streetscapes to receive a mean score based on the building elements and strategic comparison of data sets. However, it is important to note that this survey gave careful considerations to theoretical evaluations in regards to criteria selection and scoring. This survey drew heavily from Mark Fram's *Well Preserved: The Ontario Heritage Foundation's Manual of Principles and Practice for Architectural Conservation* (1992). Fram will now be discussed in order to outline how he provided important guidance in terms of how the buildings were evaluated in this survey.

Fram provides a detailed analysis of the characteristics of old and historic storefronts. He not only describes them, but also provides relevant recommendations for restoring facades in the urban context to a more historically accurate condition. First, Fram points out that the act of conserving old storefronts is not necessarily intended to completely reverse buildings and elements to the past, but to foster a sense of continuation of history in such a way that it complements the identity of the community. The same author advocates for a streetscape that honours old traditions, but also incorporates new trends and realities in order to unite the past and present. Also, that the best examples of storefronts in the central business district complements architectural and historically accurate aesthetic qualities in the building itself as well as the neighbourhood. Fram breaks his rationality for these goals and best practice into categories.

First, Fram outlines the importance of conservation. However, the elements of a typical storefront need to be outlined, in order to understand what is worthy of conservation. Historically, storefronts were usually the front parlour of merchants' residences. Through time they began to adopt architectural features that were easily recognizable as retail and commercial-type properties. These

features have carried through time with little deviation from historic examples. The classic storefront in the central business district has a large glass display window taking up most of the ground floor space, a shop entrance located in a narrow passage or entranceway to the side or in the centre of the facade, with signage above. Fram provides a list of elements which are commonly part of the facade including: large display windows or multi-paned windows, doorway recession, door, transom, sidelights, lighting, signage, awnings, pillars, masonry, framing structures, metal ornamental work and hardware, sidewalk hoists, ornamental paving, woodwork and brickwork, tiles and tessera, paint and surface treatments. Fram advocates that these elements must be conserved, or retained through the process of restoration.

According to Fram, it is extremely important for regeneration projects to understand the significance of merging old and new built forms in such a way that conserves the historic character of the building. The same author says, "It is vital to distinguish, both historically and currently, between the more or less permanent architecture of the storefront as part of the overall façade and the changeable displays within the storefront. It is absolutely essential to maintain these in balance so that changing retail fashion does not destroy the heritage value of the architecture above and adjacent." (1992, p.160) In other words, Fram recommends the store displays be malleable in such a way that they may complement current use as opposed to making permanent alterations to the building that would compromise its historic attributes.

Fram advocates that original components of the facade should be recycled, repaired, maintained, or reproduced when possible rather than replaced with stock hardware. It is also recommended that considerable archaeological and historical research be conducted on the building itself prior to any renovations in order to uncover original materials and characteristics. The same author also recommends revealing and identifying character-defining elements of the facade that should be repaired. Using incandescent light and front-illuminated signage is more favourable over modern

fluorescent sign boxes (and occasionally tube neon signage when it is not historically significant) which are extremely damaging to the fabric of the building as well as the integrity of a historic structure.

Finally, Fram recommends that a buildings' street-level facade complement the upper storeys. Of course, this should not be falsified if it is not historically accurate, however most historic examples were already complementary to its upper-storeys due to the fact that they were usually constructed at the same time. It is the constant renovations and modern additions to street-level facades that commonly take-away from the architecture above and therefore creates uncomplimentary and contrasting styles. Street-level and upper-storeys should be considered complementary where there is a continuation, or thoughtful consideration of architectural form, surface treatment, balance of windows, doors, and other basic elements that create symmetry.

The same author stresses the importance of maintenance. "Just like the entrances of other buildings, storefronts require considerable maintenance because of constant heavy use. They are vulnerable to human wear and tear, to the weather, and of course to constant and often arbitrary changes in retail functions and fashions." (1992, p.160)

#### Pedestrian Survey

This study intended to conduct a pedestrian survey within the three outlined BIAs. However, it was decided that the interviews, building condition and use survey, and business mail-in survey would yield an acceptable amount of data and facilitate an analysis that satisfies a level of confidence through the use of sampling. The use of the pedestrian survey method was also considered undesirable due to the fact that some portions of the study areas had the potential to contain nefarious or otherwise unwanted activities that could potentially be precarious to the researcher as the sole collector of data. Therefore, it is understood that the pedestrian survey would have been compromised due to the fact that some areas and even some individuals may have been avoided.

#### 3.5.4 Secondary Data

Secondary data was limited to Annual reports for the selected Business Improvement Areas, such as Commercial Market Analyses commissioned by the City of Hamilton, and census data from Statistics Canada. These reports allowed further analysis of improvement Business Improvement Areas in relation to its associated goals and tabulated end-results annually. These annual analyses included an audit of commercial/retail-related business. This helps to track the progress of the BIAs over time. For example, these reports count the number of business vacancies annually in an effort to track progress and re-assess goals and strategies.

#### 3.6 Indicators

This section will outline the indicators exhaustively in order to establish a logical connection between BIAs and social, cultural and economic integrity. Indicators are used in order to measure objective types of data. In this study, indicators are intended to measure the integrity of the aforementioned study areas. In this thesis, integrity is defined as the "...condition of not being marred or violated; unimpaired or uncorrupted condition; original perfect state; soundness." (OxfordUniversity Press, 2013). In essence, the use of the word integrity will be used to describe the state or soundness of the phenomena being studied, those being social, economic and cultural integrity.

According to Srinivasan (2003), a study of the built environment requires an inter-disciplinary approach and the collection of multi-level and community-based data. The same source states that a study of the built environment requires the use of indicators, which are catered to the purpose of the study.

According to Swain and Hollar (2003) indicators, when used for the purpose of measuring the well-being of a community, allow values to be associated with measurable outcomes. Therefore,

indicators can be used to measure improvement and integrity in a community that is in the process of regeneration. Indicators are good tools of evaluation within the planning process to measure community progress towards a state of improvement.

The same authors use indicators as a planning tool to understand complicated community issues. They used indicators to measure community improvement in situations dealing with public policy and budget. Specifically, indicators were used in order to assess the quality of life in relation to public policy in community improvement programs. Here, community improvement recognized that human health (both physical and emotional) was influenced by social, economic and environmental factors temporally and spatially. In addition, these authors recognize indicators as objective tools of measurement. They do not have inherent value; rather, value is assigned to them. Therefore, definitions and choices of indicators need to be rationalised. Also, indicators should be explained in relation to each other. Just as real-life social, economic, and environmental factors relate to one another, so too do indicators (Swain and Hollar, 2003). Value is assigned to indicators depending on particular situations, purposes and data availability.

Swain and Hollar (2003) use the Jacksonville Community Council Inc. (JCCI) as a good example of proper use of indicators in public improvement. JCCI is now a world-renowned organization for researching public decision making, policy, visioning, stability and community improvement through the use of indicators. When choosing indicators, the JCCI recommends the following set of criteria, which have been taken into account for the purpose of establishing a good set of indicators for this study. First, indicators should indicate clear and speedy responsiveness. This means that the phenomena being studied should signify noticeable and current changes as clearly as possible. Also, they should be representative of the major concerns within the community. They should also be valid, whereby a range of individuals can agree on the improving or worsening of a situation (the quality of life, for example).

Indicators should also be easily understood and interpreted. The JCCI also suggests an understanding of outcome orientation, where a measure of the actual outcome is related to the quality of life, for example. The JCCI uses the example of measuring the crime rate as an outcome and indicator of the quality of life as opposed to number of police officers on-duty, which is an input rather than an outcome. Asset orientation, meaning an indicator can be either positive or negative, should be considered. The JCCI recommends positive-oriented indicators be used, for example, using Secondary School graduation rates over dropout rates. Leading indicators are favoured over lagging indicators. JCCI calls this anticipation of the quality of life. The JCCI gives the example of using the amount of cigarettes sold (leading indicator) to cancer-related deaths (lagging indicator) because it facilitates a more proactive response. Finally, indicators should be chosen based on timeliness and availability within the limits of the study (Swain and Hollar, 2003).

### 3.6.1 Local/Independent Business, Built Heritage and Cultural Integrity

For the purpose of this study, criteria used to measure cultural integrity will be related to both form and function within the selected BIAs. This includes the presence of local/independent versus franchise-type business as well as the aesthetics and conditions of buildings and the integrity of old or historic buildings in the BIAs. Local/independent businesses are not replicated at every location and exhibit unique characteristics which can enhance the cultural identity of a community.

Cultural diversity needs to be explicitly defined when used in case studies, as its specific definition is often contextual. Ottaviano and Peri (2004) argue that diversity is multidimensional and can include concepts such as ethnicity, country of origin, religion and personal preference. Also, the concept of diversity can be an attribute of both people and the built environment. Cultural diversity in this light can relate to the cities' industry, availability of goods and services and the built landscape (Ottaviano

and Peri, 2004). Nevertheless, diversity in all forms has been noted as a positive influence and essential to the survival of urban environments (Jacobs, 1961) and is therefore significant to this study.

Businesses identified as local/independent, boutiques or 'mom and pop' shops may have one or two other locations in different areas of the city, or other cities. However, they are still owned by the same merchants. The second type of business is defined as the exact opposite. This is considered a business that is owned and operated under a franchise, chain, corporation or well-known business where the exact same form and function is replicated at all locations.

Local and merchant-type businesses are used to measure diversity due to the fact that they not only offer a unique experience, goods and/or services, but they also do not follow a rigid set of rules that a franchise-type business does that inhibits a level of creativity. For example, Halebsky (2009) recognizes that chain stores are connected to the decline of independent retailers. Also, that they have a degrading appearance due to their common lack of consideration for architectural flair and can therefore contribute to the loss of a unique and aesthetically pleasing landscape. Most often this is due to homogenization, where all chain stores look alike and therefore take away from its ability to have uniqueness in different urban environments. In addition, Sutton (2010) advocates for an increased recognition of merchant-type businesses and their underestimated ability to contribute to healthy urban places. Sutton realizes merchant businesses and retail can alleviate threats on urban communities and protect neighborhood identity while supporting neighborhood revitalization and progressive planning. Therefore, the presence of local or independent businesses as well as the presence, treatment and condition of unique heritage buildings will measure the cultural integrity of BIAs.

### 3.6.2 Crime, Safety and Social Integrity

This study will use crime and perceptions of safety as indicators of social integrity. A building condition and use survey will account for the presence of crime-related activities, where graffiti and vandalism will represent the presence of crime. It should be noted that while some communities set aside public space for murals and urban art which can be considered legal and positive forms of graffiti, this thesis is concerned with unwanted and illegal examples of graffiti that are considered detrimental or having a negative effect on the building.

Also, a business drop-off survey will question people on their perceptions of safety in the community. As such, these combined sources of data will serve as indicators of crime. Understanding the relationship between crime and social integrity in general will stem from a report commissioned by the Irish National Crime Council (2009). Here, crime and *fear* of crime is understood as both a phenomenon and an emotion. This includes the perceived fear of one's environment, the role of the environment itself and the physical effects the environment experiences in an area with crime (Department of Justice, Equality and Law Reform 2009).

It is possible that people may base their responses on perceptions of crime as opposed to actual reported acts of crime. In other words, people may not have any real knowledge of crime in an area but may feel unsafe due to an unfriendly environment. While this is true, it is obvious that some opinions may be influenced by personal experiences with criminal acts that have not been reported. Therefore, social integrity will be evaluated in terms of how safe people feel in their neighbourhood and the physical presence of crime-related activities in the form of arson or damage to property in the selected BIAs.

### 3.6.3 Vacancy, Building Conditions and Economic Integrity

Lastly, the number of vacant buildings within each BIA will measure economic integrity through a building condition and use survey. The building condition and use survey will measure the number of vacant buildings and evaluate the physical state of all buildings within the BIA study areas. For example, the building condition and use survey will note the difference between a vacant/boarded-up building, one that is closed due to renovations, and one that is open for business (if it is used for the purpose of operating a business).

Successful small businesses have the ability re-invest in their place of business in the form of renovations and maintenance. A healthy downtown area with a good retail base is vibrant, friendly and inviting. Physically, this translates to a well-maintained streetscape. If enough buildings are well maintained, it can result in increased property values and a more aesthetically pleasing environment that draws pedestrians, customers and other businesses (Fram, 1992). The repairing of buildings within a BIA is extremely important to the creation of a healthy community. Boarded-up buildings are targets of graffiti and vandalism and are extremely effective in measuring community improvement (Symes and Steel, 2003). Most BIAs keep an annual record of vacancy rates as a way to measure economic trends in their reports. This thesis will provide an up-to-date record of not only vacancy rates, but also the condition of the buildings in terms of maintenance.

### 3.7 Summary

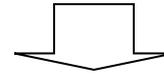
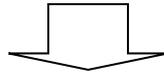
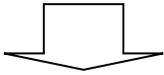
In summation, this study will draw upon primary data including surveys, interviews and researcher observations (See Illustration 1: Research Design). Sampling will draw from a selection of business and property owners who are affected by BIA designation. These business and property owners offer in-depth information on their perceptions of the relationship between BIAs and the social, economic and cultural integrity of the community. While business owners may choose not to include

information on their financial success (such as profits and income), it is possible that they will have strong opinions on the overall state of the surrounding community. These business owners may feel that the re-use and improvement of buildings in the community may enhance and aid in the success of their business. Or, they could see poorly maintained historic buildings as weaknesses and hindrances which prevents the improvement of the community.

**Illustration 1. Research Design**

**Research Question:**

**To what extent are Hamilton’s Barton Village, International Village and Downtown Hamilton Business Improvement Areas creating social, cultural and economic improvement?**

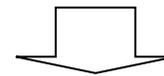
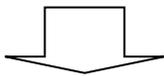


**Research Objectives:**

**Understand and describe the significance, elements, and nature of urban areas, built heritage resources and values, and Business Improvement Areas**

**Establish a set of indicators which enable the measurement of social, economic, and cultural integrity in order to evaluate improvement of the selected Business Improvement Areas**

**Use these indicators in the collection of primary data through key informant interviews, building condition and use survey, and a BIA business drop-off survey**

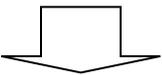


**Economic Integrity**

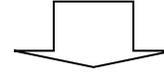
**Indicators:**

**Cultural Integrity**

**Social Integrity**



**Data Sources:**



**Key Informant Interviews**

**Building Condition and Use Survey**

**BIA Business Drop-off Survey**

**Secondary Data**

**Measures of Economic, Cultural and Social Integrity**

**# of Vacant Buildings**

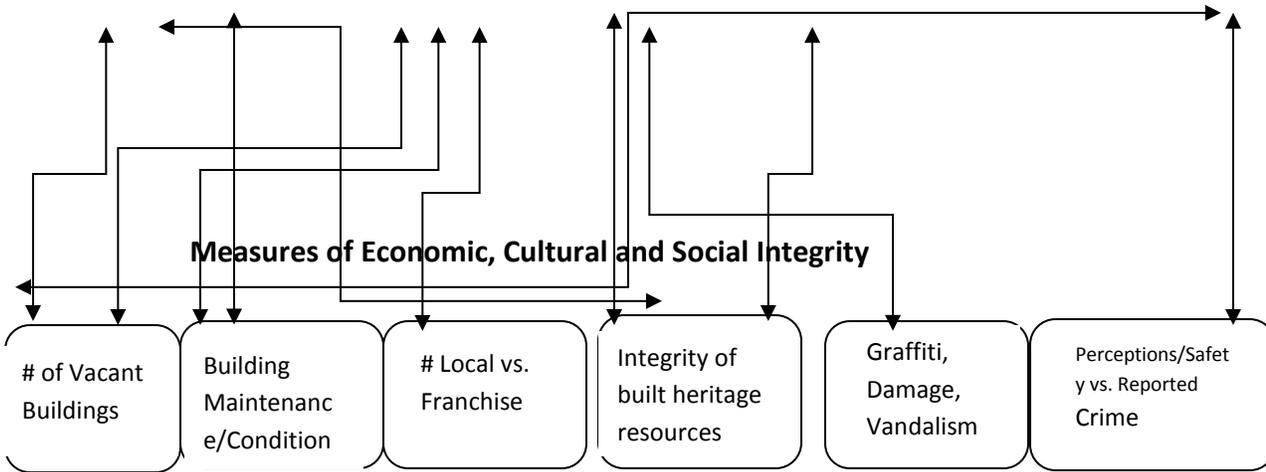
**Building Maintenance/Condition**

**# Local vs. Franchise**

**Integrity of built heritage resources**

**Graffiti, Damage, Vandalism**

**Perceptions/Safety vs. Reported Crime**



## 4.0 Findings

The following will present all data collected in the investigation of this thesis.

### 4.1 Introduction

This chapter will present findings from primary and secondary data. First, primary data as described in Chapter 3 will be outlined. This will be organized according to respective study areas, including Downtown Hamilton, International Village, and Barton Village BIAs. This will include data collected from the building condition and use survey, business drop-off survey, and researcher observations. This will be followed with a section describing key informant interviews. Subsequently, secondary data will be presented in relation to the respective BIAs. This will be followed by a section on information related to the City of Hamilton as well as other data that does not specifically pertain to the study areas. This information will facilitate the analysis found in Chapter 5.

### 4.2 Primary Data

Primary data collected with the building condition and use survey, business drop-off survey, and researcher observations will be presented according to each respective study area. This will be followed by a section on key informant interviews.

#### 4.2.1 Downtown Hamilton BIA

This section will present the primary data collected within the Downtown Hamilton BIA.

##### Downtown Hamilton BIA Building Condition and Use Survey

The following sub-sections represent all information collected from the building condition and use survey within the Downtown Hamilton BIA and are presented in chart form. Charts are organized according to data type, being either numerical or substantive. Numerical data charts pertaining to

specific building elements received a score from 1 to 5, as described in Chapter 3. Subsequent data will be organized according to factors including vacancy status, the presence of graffiti and/or vandalism, type of business ownership, and the general classification of the building.

#### Downtown Hamilton BIA Building Condition and Use Survey: Data with Numerical Values

The following table presents numerical data collected from the building condition and use survey pertaining to a selection of building elements. Criteria for rating the elements on a scale of 1 – 5 are outlined in Chapter 3 (see Table 1). Table 1, as well as similar tables for each BIA list the building element that was rated, and the number of buildings that received a numerical grade of 1 – 5. For example, Table 1 depicts that within the Downtown Hamilton BIA, 2 buildings were rated as having windows that were 1 (very poor), and 12 that were 5 (excellent).

The building condition and use survey for the Downtown Hamilton BIA accounted for a total of 77 buildings. In terms of the building elements that received a score from 1 – 5 (as described in Chapter 3), the Downtown BIA received a total score of 1,629 of 77 buildings. However, 44 features were not available to gather data from (as the element likely did not exist). These 44 elements, equalling a total possible score of 5 each equals a score of 220 (total score of elements that were not available). Out of a total, or highest possible score of 2,860, all buildings within the Downtown Hamilton BIA received a score of 1,629, or 56.96%. Dividing the total score collected by the number of buildings (77), each building received an average score of 21.16/40 or 53%. However, the most frequent score in this Business Improvement Area was 3 (satisfactory), with a frequency of 172 or a score of 860, making up approximately 52% of the total score.

$$1,629 / (3,080 - 220)$$

$$1,629 / 2,860 = 56.96\%$$

(total score collected) / (total possible score of all buildings) – (total possible score of elements that were not available)

(total score collected) / (actual maximum possible score) = (total percent of collected score relative to the maximum possible score of 100%)

*\*while the total score of elements that were Not Available was discounted, it should be noted that this is skewed due to the fact that some elements were unavailable out of choice, such as a residence not having signage, yet some businesses may have been boarded up with wood and therefore had no windows, also receiving an N/A.*

$$1,629 / 77 = 21.16/40 \text{ or } 0.53\%$$

(total score collected) / (number of buildings) = (total average score for each building)/(maximum possible score) or (percentage of actual score out compared to a maximum possible score)

Graph 1: Downtown Hamilton BIA, Total Score of Elements Rated from 1 – 5

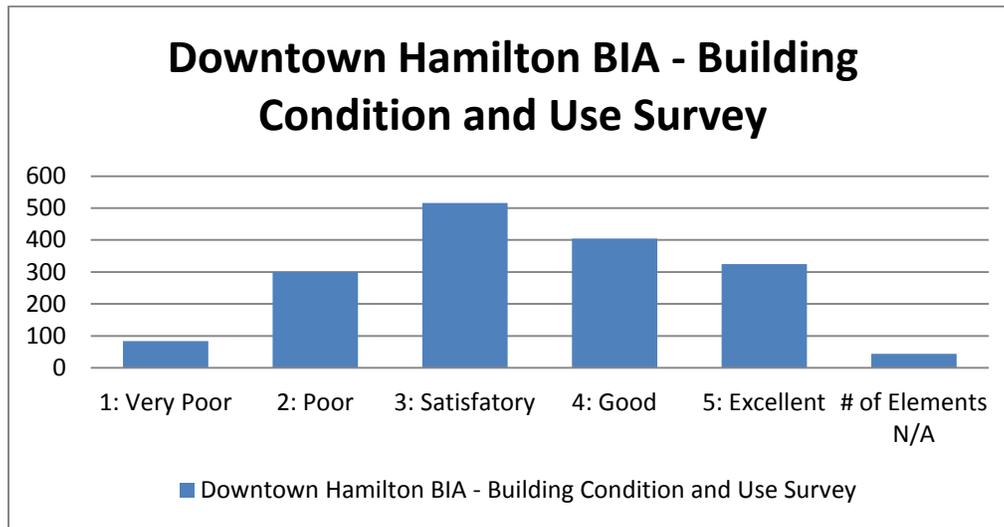


Table 1: Downtown Hamilton BIA Building Condition and Use Survey, Numerical Data

Building Element	1: Very Poor	2: Poor	3: Satisfactory	4: Good	5: Excellent	N/A	Total
1. Windows	2	10	35	17	12	1	77
2. Façade	5	22	24	16	9	1	77
3. Signage	5	17	26	16	5	8	77
4. Doors	3	12	34	17	10	1	77
5. Brick/Paint/Siding	11	24	24	16	2	0	77
6. Street complements	18	27	8	7	10	7	77
Upper level							
7. New complements Old	22	31	4	6	2	12	77
8. Heritage Integrity	18	7	17	6	5	24	77
Maintained							
<b>TOTAL FREQUENCY</b>	84	150	172	101	65	44	616
<b>TOTAL SCORES</b>	84	300	516	404	325	X	1,629

#### Downtown Hamilton BIA: Vacancy

The following table presents data collected from the Downtown Hamilton BIA according to the operational status of the building (see Table 2). This table depicts the number of buildings that were identified as vacant. For example, Table 2 identifies a total of 14 vacant buildings, being either boarded and not boarded up.

Table 2: Downtown Hamilton BIA Building Condition and Use Survey, Vacancy

Status of Business	Vacant – not Boarded up	Vacant – Boarded up	Renovating	Unknown	Open for Business	TOTAL
<b>TOTAL FREQUENCY</b>	11	3	2	0	61	77

#### Downtown Hamilton BIA: Graffiti and Vandalism

The following table presents data collected from the Downtown Hamilton BIA according to the presence or absence of graffiti and/or vandalism. A total of 22 buildings were counted with graffiti and/or vandalism (see Table 3).

Table 3: Downtown Hamilton BIA Building Condition and Use Survey, Vandalism and Graffiti

Presence of Graffiti/Vandalism	Present	Absent	TOTAL
<b>TOTAL FREQUENCY</b>	22	55	77

#### Downtown Hamilton BIA: Type of Business Ownership

The following table presents data collected from the Downtown Hamilton BIA according to the type of business ownership. According to Table 4, 18 businesses were franchises.

Table 4: Downtown Hamilton BIA Building Condition and Use Survey, Ownership Type

Ownership Type	Franchise	Local/Independent	Unknown	N/A	TOTAL
<b>TOTAL</b>	18	36	9	14	77
<b>FREQUENCY</b>					

Downtown Hamilton BIA: General Function of Building

The following chart presents data collected from the Downtown Hamilton BIA according to the general function and/or use of the building. It should be noted here that the use of “storefront to apartment” describes built forms that were originally a storefront business but are now being used as an apartment or residence. Properties identified as “unknown residential” were residential properties that were unidentifiable as either a single dwelling or multiple dwelling units (see Table 5).

Table 5: Downtown Hamilton BIA Condition and Use Survey, Business Type

Type of Business	COUNT
1. Apartment	0
2. Business	74
3. Church	0
4. Club/Organization	0
5. Home Business	0
6. Medical/Hospital	0
7. Office Building/Mall	2
8. Private Residence	0
9. Public/Charity/Library	1
10. Storefront to Apartment	0
11. Unidentifiable Use	0
12. Unknown Residential	0
<b>TOTAL FREQUENCY</b>	<b>77</b>

## Downtown Hamilton BIA: Drop-off Survey Results

The following tables present all information collected from the Downtown Hamilton BIA drop-off survey. While approximately 77 buildings were evaluated with the building condition and use survey, only businesses and establishments which were open to the public were approached with the opportunity to complete the survey. Furthermore, 14 of the 77 establishments were not open for business, being vacant, closed, or renovating. Even fewer were open for business on the days the researcher was within the study area. A total of 3 drop-off surveys were completed and returned to the researcher. Of these completed surveys, 3 were returned in the mail.

### Downtown Hamilton BIA Drop-off Survey: Number of Years the Business has Been Established

The following table indicates period of time businesses have been open for business. For example, Table 6 shows that only one business that completed the survey has been operating within the BIA for more than 30 years (see table 6).

Table 6: Downtown Hamilton BIA Drop-off Survey, Number of Years of Establishment

Number of Years	1-5	6-10	11-15	16-20	21-25	26-30	+30	TOTAL
<b>TOTAL</b>	0	1	0	0	1	0	1	3
<b>FREQUENCY</b>								

### Hamilton BIA Drop-off Survey: General Type of Use

The following table indicates the number of businesses who participated in the Downtown Hamilton Drop-off and their general type of use/business (see Table 7).

Table 7: Downtown Hamilton BIA Drop-off Survey, Type of Use

Type of use	Club/Organization	Food Services	Services	Retail	Retail and Services	Retail and Manufacturing	Retail/Office	TOTAL
<b>TOTAL</b>	0	2	0	1	0	0	0	3
<b>FREQUENCY</b>								

Downtown Hamilton BIA Drop-off Survey: Type of Ownership

All businesses who participated in the Downtown Hamilton BIA drop-off survey indicated that they were independently owned businesses (see Table 8).

Table 8: Downtown Hamilton BIA Drop-off Survey, Type of Ownership

Type of Ownership	Franchise/Corporation	Independently Owned	Non-Profit	TOTAL
<b>TOTAL</b>	0	3	0	3
<b>FREQUENCY</b>				

Downtown Hamilton BIA Drop-off Survey: Awareness, Involvement and Financial Grants

Within the Downtown Hamilton BIA, all three businesses stated that they were aware that they were located within a BIA. One described themselves as being involved with the BIA, and one admitted to being approved for grant funding within the BIA (see Table 9).

Table 9: Downtown Hamilton Business Drop-off Survey, Awareness, Involvement and Financial Grants

Question	Yes	No	OMITTED	TOTAL
<b>Awareness of the BIA</b>	3	0	0	3
<b>Involved with the BIA</b>	1	2	0	3
<b>Approved Grants/Funding</b>	1	1	1	3
<b>TOTAL FREQUENCY</b>	5	3	1	9

## Downtown Hamilton BIA Drop-off Survey: Numerical Data

Within this BIA, three businesses rated statements from 1 – 5 (Strongly Disagree – Strongly Agree) (see Table 10).

Table 10: Downtown Hamilton BIA Drop-off Survey, Numerical Data

Question:	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	TOTAL
Safety	0	1	0	1	1	3
Improvement	2	0	0	1	0	3
Old Buildings	0	0	1	1	1	3
Positively Benefited	1	0	0	2	0	3
<b>TOTAL</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>2</b>	<b>12</b>
<b>FREQUENCY</b>						

## Downtown Hamilton BIA: Researcher Observations

The Downtown Hamilton BIA had a high concentration of pedestrians, most notably near Jackson Mall and the intersection of King Street and James Street at the western end of the Downtown Hamilton BIA boundary. Downtown Hamilton also had a greater presence of large-scale advertisements in the form of banners and signs that covered the façade of both new and older buildings. Often, these advertisements covered the entire façade of older buildings above street-level (sometimes three storeys or more) where the buildings were in obvious disrepair. The sidewalks and buildings of the Downtown Hamilton BIA also had the appearance of being more intensely used or in need of maintenance, most likely due to high levels of pedestrian traffic. Due to high levels of pedestrian traffic, there was also a strong presence of loitering in front of buildings. This was also due to the presence of bus stops and

Gore Park. Gore Park is a small green space with a large fountain in the center of King Street. Downtown Hamilton also had a number of individuals who were homeless and on the street.

#### 4.2.2 International Village BIA

This section will present the primary data collected from the International Village BIA from the building condition and use survey, the business drop-off survey and researcher observations.

##### International Village: Building Condition and Use Survey Results

The following sub-sections represent all information collected from the building condition and use survey within the International Village BIA study area and are presented in the following tables. These are organized similar to the fashion of the Downtown Hamilton BIA study area regarding primary data.

##### International Village: Building Condition and Use Survey: Data with Numerical Values

The following table presents numerical data collected from the building condition and use survey pertaining to a selection of building elements. As with the Downtown Hamilton building condition and use survey, the columns represent the number of buildings within the business improvement area that received a score from 1-5 according to the specific building elements listed to the left (See Table 11).

The building condition and use survey for International Village accounted for a total of 83 buildings. In terms of the building elements that received a score from 1 – 5, the BIA received a total score of 1,836 between 83 buildings. However, 50 features were not available to gather data from (as the element likely did not exist). These 50 elements, equalling a total possible score of 5 each equals a score of 250 (total score of elements that were not available). Out of a maximum possible score of all

buildings within the Downtown Hamilton BIA received a score of 1,836, or 56.96%. Dividing the total score collected by the number of buildings (83), each building received an average score of 21.12/40 or 53%. However, the most frequent score in this Business Improvement Area was 3 (satisfactory), with a frequency of 224 or a score of 672, making up approximately 36% of the total score.

$$1,836 / (3,320 - 250)$$

$$1,836 / 3,070 = 59.80\%$$

(total score collected) / (total possible score of all buildings) – (total possible score of elements that were not available)

(total score collected) / (actual maximum possible score) = (total percent of collected score relative to the maximum possible score of 100%)

*\*while the total score of elements that were Not Available was discounted, it should be noted that this is skewed due to the fact that some elements were unavailable out of choice, such as a residence not having signage, yet some businesses may have been boarded up with wood and therefore had no windows, also receiving an N/A.*

$$1,836 / 83 = 21.12/40 \text{ or } 53\%$$

(total score collected) / (number of buildings) = (total average score for each building)/(maximum possible score) or (percentage of actual score out compared to a maximum possible score)

Graph 2: International Village BIA, Total Score of Elements Rated 1 - 5

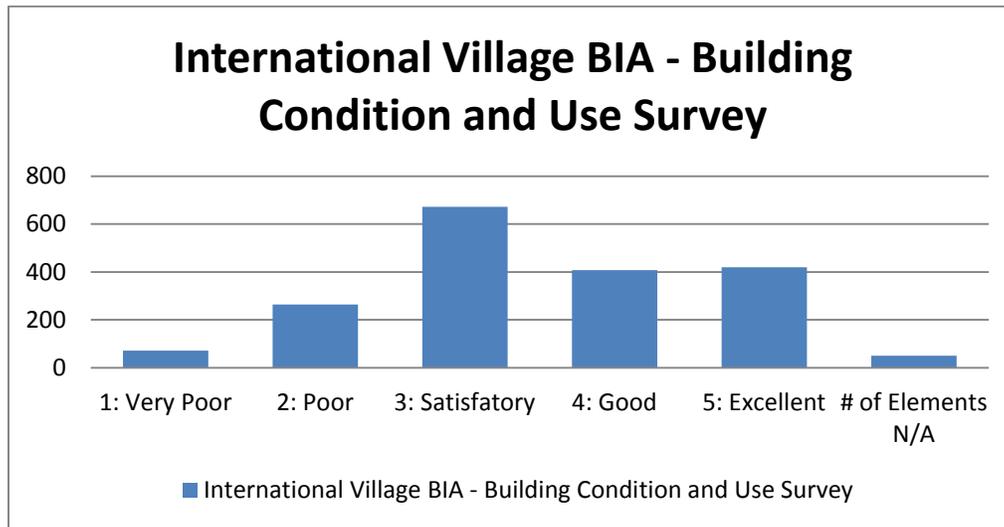


Table 11: International Village BIA Building Condition and Use Survey, Numerical Data

Building Element	1	2	3	4	5	N/A	Total
1. Windows	4	9	46	17	4	3	83
2. Façade	6	23	33	16	5	0	83
3. Signage	7	17	32	16	5	6	83
4. Doors	4	12	53	9	4	1	83
5. Brick/Paint/Siding	13	28	23	14	4	1	83
6. Street complements	18	18	19	7	16	5	83
Upper level							
7. New complements Old	19	18	13	7	10	16	83
8. Heritage Integrity Maintained	1	7	5	16	36	18	83
<b>TOTAL FREQUENCY</b>	72	132	224	102	84	50	664
<b>TOTAL SCORE</b>	72	264	672	408	420	X	1,836

International Village: Vacancy

The following table presents data collected from the International Village BIA according to the vacancy status of the building (See Table 12).

Table 12: International Village Building Condition and Use Survey, Vacancy

<b>Status of Business</b>	<b>Vacant – not Boarded up</b>	<b>Vacant – Boarded up</b>	<b>Renovating</b>	<b>Unknown</b>	<b>Open for Business</b>	<b>TOTAL</b>
<b>TOTAL FREQUENCY</b>	7	5	1	1	69	83

International Village: Graffiti and Vandalism

The presence or absence of graffiti and/or vandalism within the International Village BIA is expressed in the following table. The International Village BIA had 8 examples of graffiti or vandalism (See Table 13).

Table 13: International Village BIA Building Condition and Use Survey, Graffiti and Vandalism

<b>Presence of Graffiti</b>	<b>Present</b>	<b>Absent</b>	<b>TOTAL</b>
<b>TOTAL FREQUENCY</b>	8	75	83

International Village: Type of Business Ownership

This table presents data collected from the International Village BIA according to the type of business ownership (See Table 14).

Table 14: International Village BIA Building Condition and Use Survey, Type of Ownership

<b>Ownership Type</b>	<b>Franchise</b>	<b>Local/Independent</b>	<b>Unknown</b>	<b>N/A</b>	<b>TOTAL</b>
<b>TOTAL FREQUENCY</b>	2	66	1	14	83

## International Village: General Function of Building

The following chart presents data collected from the International Village BIA according to the general function and/or use of the building (See Table 15).

Table 15: International Village BIA Building Condition and Use Survey, Type of Business

Type of Business	COUNT
1. Apartment	1
2. Business	80
3. Church	0
4. Club/Organization	0
5. Home Business	0
6. Medical/Hospital	0
7. Office Building/Mall	1
8. Private Residence	0
9. Public/Charity/Library	0
10. Storefront to Apartment	0
11. Unidentifiable Use	1
12. Unknown Residential	0
<b>TOTAL FREQUENCY</b>	<b>83</b>

## International Village BIA Drop-off Survey Results

The following information pertains to the business drop-off surveys in the International Village Business Improvement Area.

## International Village BIA Drop-off Survey: Number of Years the Business has Been Established

The following chart presents the number of building within the International Village BIA study area and the number of years the business has been established (See Table 16).

Table 16: International Village BIA Drop-off Survey, Number of Years Established

Number of Years	1-5	6-10	11-15	16-20	21-25	26-30	+30	TOTAL
<b>TOTAL FREQUENCY</b>	4	3	2	0	2	1	6	18

International Village BIA Drop-off Survey: General Type of Use

The following chart presents the general type of use of businesses within the International Village BIA (See Table 17).

Table 17: International Village BIA, Drop-off Survey, General Type of Use

Type of use	Club/Organization	Food Services	Services	Retail	Retail and Services	Retail and Manufacturing	Retail/Office	TOTAL
<b>TOTAL FREQUENCY</b>	0	2	1	12	1	1	1	18

International Village BIA Drop-off Survey: Type of Ownership

The following chart presents the number of businesses as either a franchise/corporation, independently owned or local and non-profit (See Table 18).

Table 18: International Village BIA Drop-off Survey, Ownership Type

Type of Ownership	Franchise/Corporation	Independently Owned	Non-Profit	TOTAL
<b>TOTAL FREQUENCY</b>	3	14	1	18

International Village BIA Drop-off Survey: Awareness, Involvement and Financial Grants

The following chart presents the number of business either aware or unaware that they were located within a BIA (See Table 19).

Table 19: International Village BIA Drop-off Survey, Awareness

Question	Yes	No	OMITTED	TOTAL
Awareness of the BIA	13	5	0	18
Involvement with the BIA	14	2	2	18
Approved Grants/Funding	6	7	5	18
<b>TOTAL FREQUENCY</b>	<b>33</b>	<b>14</b>	<b>7</b>	<b>54</b>

International Village BIA Drop-off Survey: Continuous Data

Within this BIA, three businesses rated statements from 1 – 5 (Strongly Disagree – Strongly Agree) (see Table 20).

Table 20: International Village BIA Drop-off Survey, Numerical Data

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	OMITTED	TOTAL
Safety	2	5	3	5	2	1	18
Improvement	0	5	5	3	4	1	18
Old Buildings	0	0	2	13	2	1	18
Positively Benefited	3	3	6	4	2	0	18
<b>TOTAL FREQUENCY</b>	<b>5</b>	<b>13</b>	<b>16</b>	<b>25</b>	<b>10</b>	<b>3</b>	<b>72</b>

## International Village BIA: Researcher Observations

International Village, compared to both Downtown Hamilton and Barton Village Business Improvement Areas had better maintained and more improved storefronts. International Village also displayed more storefronts which were less altered from its original historic façade. International Village appeared to have less loitering and less pedestrians than the Downtown Hamilton BIA. However, International Village displays shorter blocks and narrower streets with fewer vacancies. The businesses themselves appeared to be more unique and diverse, displaying signs and storefronts with more creativity as opposed to Downtown Hamilton, which appeared to have more franchise type businesses. International Village appeared to have more decorative elements such as hanging baskets and ornamental street elements. The streetscape also had the overall appearance of being cleaner than Downtown Hamilton. Compared to the Downtown Hamilton, International Village had almost no begging and was without the presence of homeless persons.

### 4.2.3 Barton Village BIA

This section will present the primary data research collected from the Barton Village BIA. This data will be explained and further analyzed in detail in Chapter 5.

## Barton Village BIA: Building Condition and Use Survey Results

The following charts pertaining to the building condition and use survey present all information collected from the Barton Village BIA. Charts are organized similar to the International Village BIA study area regarding building condition and use surveys.

## Barton Village BIA Building Condition and Use Survey: Data with Numerical Values

The following table presents numerical data collected from the building condition and use survey pertaining to a selection of building elements. As with the Downtown Hamilton building condition and use survey, the columns represent the number of buildings within the business improvement area that received a score from 1-5 according to the specific building elements listed to the left (See Table 21).

The building condition and use survey for Barton Village accounted for a total of 222 buildings. In terms of the building elements that received a score from 1 – 5, the BIA received a total score of 4,064 between these buildings. However, 211 features were not available to gather data from (as the element likely did not exist). These 211 elements, equalling a total possible score of 5 each equals a score of 1,055 (total score of elements that were not available). Out of a maximum possible score of all buildings within Barton Village, the BIA received a score of 4,064 or 51.94%. Dividing the total score collected by the number of buildings (222), each building received an average score of 18.31/40 or 45%. However, the most frequent score in this Business Improvement Area was 3 (satisfactory), with a frequency of 613 or a score of 1,839, making up approximately 45% of the total score.

$$4,064 / (8,880 - 1,055)$$

$$4,064 / 7,825 = 51.94\%$$

(total score collected) / (total possible score of all buildings) – (total possible score of elements that were not available)

(total score collected) / (actual maximum possible score) = (total percent of collected score relative to the maximum possible score of 100%)

*\*while the total score of elements that were Not Available was discounted, it should be noted that this is skewed due to the fact that some elements were unavailable out of choice, such as a residence not having signage, yet some businesses may have been boarded up with wood and therefore had no windows, also receiving an N/A.*

$$4,064 / 222 = 18.31/40 \text{ or } 45\%$$

(total score collected) / (number of buildings) = (total average score for each building)/(maximum possible score) or (percentage of actual score out compared to a maximum possible score)

Graph 3: Barton Village BIA, Total Score of Elements Rated 1 - 5

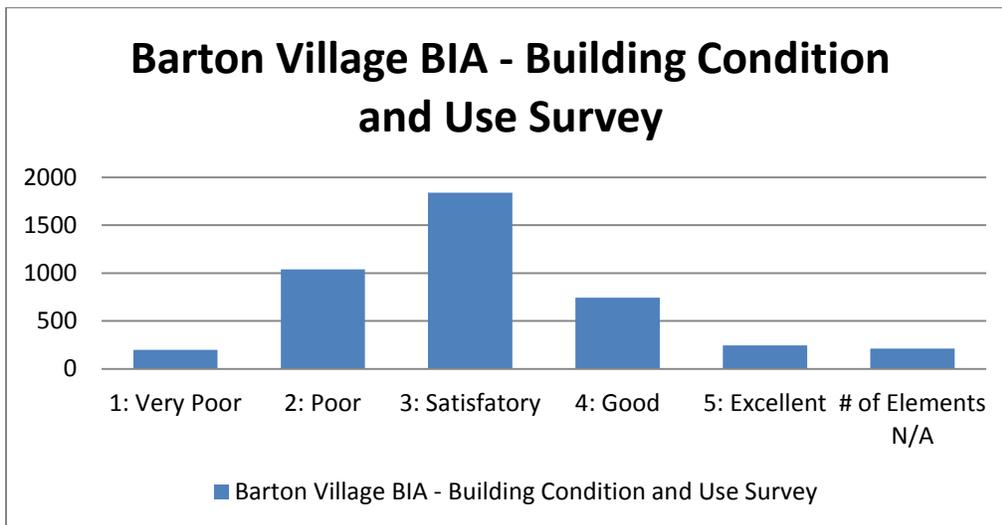


Table 21: Barton Village BIA Building Condition and Use Survey, Numerical Data

Building Element	1	2	3	4	5	N/A	Total
1. Windows	19	52	113	27	4	7	222
2. Façade	35	99	65	18	3	2	222
3. Signage	23	42	58	9	2	88	222
4. Doors	22	44	132	17	3	4	222
5. Brick/Paint/Siding	30	80	88	20	3	1	222
6. Street complements	23	44	61	48	18	28	222
Upper level complements							
7. New	25	92	46	15	6	38	222
Old complements							
8. Heritage Integrity	21	66	50	32	10	43	222
Maintained							
<b>TOTAL FREQUENCY</b>	198	519	613	186	49	211	1776
<b>TOTAL SCORE</b>	198	1,038	1,839	7,44	245	X	4,064

Barton Village BIA: Vacancy

The following chart presents data collected from the Barton Village BIA according to the operational status of the building (See Table 22).

Table 22: Barton Village BIA Building Condition and Use Survey, Vacancy

Status of Business	Vacant – not Boarded up	Vacant – Boarded up	Renovating	Unknown	Open for Business	TOTAL
<b>TOTAL FREQUENCY</b>	15	40	2	5	160	222

### Barton Village BIA: Graffiti and Vandalism

The following chart presents data collected from the Barton Village BIA according to the presence or absence of graffiti and/or vandalism (See Table 23).

Table 23: Barton Village Building Condition and Use Survey, Graffiti

<b>Presence of Graffiti</b>	<b>Yes</b>	<b>No</b>	<b>TOTAL</b>
<b>TOTAL FREQUENCY</b>	65	157	222

### Barton Village BIA: Type of Business Ownership

The following chart presents data collected from the Barton Village BIA according to the type of business ownership (See Table 24).

Table 24: Barton Village Building Condition and Use Survey, Ownership Type

<b>Ownership Type</b>	<b>Franchise</b>	<b>Local/Independent</b>	<b>Unknown</b>	<b>N/A</b>	<b>TOTAL</b>
<b>TOTAL FREQUENCY</b>	5	92	3	122	222

### Barton Village BIA: General Function of Building

The following chart presents data collected from the Barton Village BIA according to the general function and/or use of the building (See Table 25).

Table 25: Barton Village BIA Building Condition and Use Survey, General Type of Business

Type of Business	COUNT
1. Apartment	19
2. Business	136
3. Church	4
4. Club/Organization	2
5. Home Business	1
6. Medical/Hospital	3
7. Office Building/Mall	1
8. Private Residence	20
9. Public/Charity/Library	4
10. Storefront to Apartment	7
11. Unidentifiable Use	15
12. Unknown Residential	10
<b>TOTAL FREQUENCY</b>	<b>222</b>

Barton Village BIA Drop-off Survey Results

The following data was collected from the Barton Village Business Improvement Area study area using the business drop-off survey.

Barton Village BIA Drop-off Survey: Number of Years the Business has Been Established

The following data relates to the number of years businesses have been established within the Barton Village BIA (See Table 26).

Table 26: Barton Village BIA Drop-off Survey, Years Established

Number of Years	1-5	6-10	11-15	16-20	21-25	26-30	+30	TOTAL
<b>TOTAL FREQUENCY</b>	5	2	2	2	1	1	1	14

Barton Village BIA Drop-off Survey: General Type of Use

The following table reveals data from the businesses participating in the Barton Village BIA drop-off survey and the numbers of general types of businesses (See Table 27).

Table 27: Barton Village BIA Drop-off Survey, Business Type

Type of use	Club/Organization	Food Services	Services	Retail	Retail and Services	Retail and Manufacturing	Retail/Office	TOTAL
<b>TOTAL</b>	2	2	3	6	1	0	0	14
<b>FREQUENCY</b>								

Barton Village BIA Drop-off Survey : Type of Ownership

The following table displays the number of businesses as either franchise or independently owned businesses within the Barton Village BIA (See Table 28).

Table 28: Barton Village BIA Drop-off Survey, Type of Ownership

Type of Ownership	Franchise/Corporation	Independently Owned	Non-Profit	TOTAL
<b>TOTAL</b>	1	12	1	14
<b>FREQUENCY</b>				

Barton Village BIA Drop-off Survey: Awareness, Involvement and Financial Grants

The following table outlines the awareness and involvement of the Barton Village BIA businesses who participated in the drop-off survey (See Table 29).

Table 29: Barton Village BIA Drop-off Survey, Awareness and Involvement

Question	Yes	No	TOTAL
Awareness of the BIA	13	1	14
Involved with the BIA	4	10	14
Approved Grants/Funding	4	10	14
<b>TOTAL FREQUENCY</b>	21	21	40

Barton Village BIA Drop-off Survey: Continuous Data

The following table presents data collected within the study area of the Barton Village BIA as participants rated statements from 1-5 (strongly disagree – strongly agree) (See Table 30).

Table 30: Barton Village BIA Drop-off Survey, Numerical Data

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	TOTAL
Safety	5	3	3	3	0	14
Improvement	1	5	3	3	2	14
Old Buildings	2	4	3	3	2	14
Positively Benefited	2	7	2	1	2	14
<b>TOTAL FREQUENCY</b>	10	19	11	10	6	56

## Barton Village BIA: Researcher Observations

The Barton Village BIA appeared to have far more examples of vacancy, graffiti and vandalism than either Downtown Hamilton or International Village. Graffiti was evident across the BIA boundary, but was more prevalent within the eastern half of the BIA boundary where vacancy was also more common. One of the most unique aspects of Barton Village compared to the other two study areas was that the westerly half of the BIA boundary was composed of a high number of small business storefronts. However, instead of these storefronts being vacant, they were utilized as low-rent apartment-style housing. These were easily identified due to boards, paper, and curtains covering the windows and newly-added mailboxes with apartment numbers and letters. Most buildings were also held together by quick-fix maintenance solutions such as plastic over broken windows.

Most of the buildings themselves were in need of maintenance more than any other BIA. The condition of buildings continued to show less improvement towards the western edge of the BIA boundary. The westerly portion of the BIA also had less aesthetically pleasing buildings and exhibited little to no landscaping. The eastern edge of the BIA by the intersection of Barton Street and Victoria Avenue had new development, a hospital, as well as a newly renovated historic school building developed as assisted apartment living space.

The Barton Village BIA appeared to have a high number of older buildings, whose heritage integrity had been maintained. These buildings, while still in considerable disrepair and in need of maintenance, had far less new additions that either replaced or covered original elements of the facades. Older building elements which were left untouched included vintage signage, doors, and ornamental tile work.

Barton Village had far less pedestrians in general than Downtown Hamilton and International Village. However, Hamilton General Hospital (237 Barton Street East) generates higher levels of pedestrian traffic. However, these people did not seem to venture towards the westerly edge of the BIA

for necessities such as food and drinks. Barton Village did not have a strong presence of homelessness and beggars. However, there was a very strong presence of poverty and prostitution.

#### 4.2.4 Findings from All Key Informant Interviews

This section will present a selection of key data collected during key informant interviews. The data will be organized according to each respective informant. Any information that may reveal the identity of the informant was is not included here in order to protect the rights of the interview participants. It should be noted here that all three interview participants were asked a set of similar questions. However, these individual participants were also asked different questions depending on their expertise and background in order to gather valuable information. All information collected from key informant interviews can be found in Section 8.3 of this thesis.

##### Key Informant Interview: Participant #1

The following is a summary of key information collected from Participant #1. The interview participant communicated that the community working together and having a strong board of management was important to the success of a BIA. The participant said that the City of Hamilton is working on brochures and programs to encourage more businesses to apply for grants and funding for façade improvement. Also, that the City of Hamilton is working with BIAs to solve problems related to vacancy. The participant said that BIAs help create safer neighbourhoods with ‘eyes and ears’ on the street, and people looking out for each other. The interview participant was not able to speak on the subject of social and economic problems in the vicinity of Gore Park in Downtown Hamilton. However, the interview participant said that the problem may be related to policing and that problems in the Gore Park area are being solved with the Gore Master Plan. The interview participant was unable to comment on penalties for prolonged business vacancies in the BIAs, as they are related and regulated to the tax

department in the City of Hamilton. The participant was also unable to comment on the construction of new buildings in BIAS rather than the repair or sympathetic redevelopment of old ones. While this is true, the participant stated that old buildings in Hamilton contribute to the unique diversity and cultural appeal of the city. Also, that the independent businesses in Hamilton are essential to economic growth.

#### Key Informant Interview: Participant #2

The following is a summary of key information collected from Participant #2. The participant described Hamilton as an eclectic city with a diverse range of businesses. The slogan for International Village “From the eclectic to the elegant – captivate your senses with International Village” is meant to reflect the diversity of the BIA. The participant describes Hamilton as a place filled with artistic-minded people with Steeltown origins. The participant notes that a sense of community, a common vision, and local activists are important in creating a successful BIA. Also, that the responsibility of property owners in taking care of their properties is important. The participant notes that businesses may struggle to invest in their business even with grants and incentives, which can create a bad financial cycle. The participant notes that BIAs create safer neighbourhoods by working closely with the police and creating of a sense of community with eyes on the street. The participant noted that vacancy is declining and that working with real estate agents enables the BIA to fill-up with desirable businesses which enhance the brand of the BIA. The participant notes that older buildings contribute to the unique diversity and character of the BIA. Also, the participant notes that independent businesses are extremely important to the economic growth of the BIA.

#### Key Informant Interview: Participant #3

The following is a summary of information collected from Interview Participant #3. The participant explains that the City of Hamilton experienced significant growth in the 1850s, which is partially responsible for the large stock of built heritage resources in the City. The participant describes

that before the decline of Barton Village, it was an ethnically diverse neighbourhood full of places of worship and independently owned craftsman shops and repair shops. However, these areas are now slums. The craftsman shops have been replaced with low rent housing and businesses with questionable reputations. The participant notes that the pedestrian fabric of Hamilton's downtown areas have been declining since 1975, and that BIAs should be aiming for pedestrian-scale improvements. The participant notes that absentee landlords are perhaps the biggest problem affecting Hamilton's built landscape. The participant also notes that poverty is a very pronounced problem in the City. The participant communicated that Hamilton feels like an unsafe place to be. The participant makes reference to reported sexual assaults and random acts of violence. The participant notes that some people do not want BIAs because they feel as though they create gentrification instead of renewal. The participant notes that BIAs are artificially created instead of being organically grown. Also, that BIAs can overpower the real character of a community by bringing franchises instead of supporting small business.

#### 4.3 Secondary Data

This section will present quantitative and qualitative data in order to facilitate a comparative analysis between secondary and primary data in Chapter 5. Secondary data will include municipal documents and reports from the City of Hamilton as well as newspaper articles. This section will first discuss municipal documents and reports specifically related to each BIA. Subsequently, the municipal documents of the City of Hamilton in general will be reviewed as they relate to goals, visions, official plans, and policies that will affect the study areas.

#### 4.3.1 Downtown Hamilton BIA

This section will present secondary data that pertains specifically to the Downtown Hamilton Business Improvement Area.

##### Downtown Hamilton BIA: Commercial Market Analysis

The following information draws from a Commercial Market Analysis that was contracted to Urban Market Collaborative (UMC) by the City of Hamilton in 2005 and updated in 2010. This Commercial Market Study analyzed five of the 13 total BIAs in Hamilton with both qualitative and quantitative data. These BIAs include the study areas of this thesis, namely Downtown Hamilton, International Village and Barton Village. Each of these will be discussed in their own respective sub-sections.

As of 2010, the Downtown Hamilton BIA was comprised of 197 businesses with 370,000 sq. ft. of retail commercial space. Downtown Hamilton is dominated by food retail services and has a low amount of convenience-type retail by comparison, as seen with the table below (See Table 31).

Table 31: Downtown Hamilton BIA, Commercial Market Analysis, Retail Mix

<b>Retail Mix in the Downtown Hamilton BIA</b>		
<b>Measure</b>	<b>2005</b>	<b>2012</b>
<b>Retail Mix:</b>		
<b>Retail Merchandise</b>	13%	10%
<b>Convenience Goods</b>	5%	5%
<b>Food Service</b>	40%	40%
<b>Services</b>	16%	23%
<b>Other</b>	6%	10%
<b>Vacancy</b>	20%	16%

*(Commercial Market Analysis for Downtown Hamilton BIA, 2011 pg. 15)*

Within the Downtown Hamilton BIA, 14 buildings have received funding with the Hamilton Commercial Property Improvement Grant program resulting in a total of \$597,980 spent. Total building permits equals over 27 million dollars (See Table 32).

Table 32: Downtown Hamilton BIA, Commercial Market Analysis, Financial Review

<b>Total Value of Building permits in Downtown Hamilton</b>		
<b>Measure</b>	<b>Time Period</b>	<b>Total \$</b>
<b>Value of building permits – commercial</b>	2005-2012	\$27,377,952
<b>CPIG – façade improvement – total Investment</b>	2002-2009	\$597,980
<b>Number of participating buildings CPIG</b>	2002-2009	14
<b>Parking Meter Revenue Increase</b>	2005-2009	9.6%

*(Commercial Market Analysis for Downtown Hamilton BIA, 2011 pg. 16)*

#### Downtown Hamilton BIA: Gore Master Plan

In 2008, the Public Works department received approval from City Council to conduct a functional design study with an approximate cost of \$100,000.00. The design was made in consideration of other plans and initiatives including but not limited to the Downtown Transportation Master Plan which was initiated in 2001.

The significance of the Gore Master Plan Project is that it touches on the indicators of this study, being cultural, social and economic integrity. The Gore Master Plan is meant to create community improvement by making the area safer. The functional design study includes increased lighting and visibility into and through the streets and park area, with increased pedestrian activity and pedestrian oriented right-of-way streets and walkways.

The Plan also includes considerations for history and heritage. Historic elements of the park itself including the cenotaph and fountain are to be preserved, maintained, and included in the design. The plan is meant to keep its authentic heritage elements in order to promote the area as special and unique.

The plan is meant to improve the area and increase pedestrian activity and therefore generate more business. Specifically, the plan is meant to continue yet enhance the park's present use as a gathering place for both every day uses and special functions, such as festivals.

This plan is considered in this thesis as it will directly affect the viability of the Downtown Hamilton Business Improvement area, and that its goals are interconnected (The Gore Master Plan Project, Public Works Department, City of Hamilton, nd).

#### Downtown Hamilton BIA: Newspaper Articles

The following newspaper articles pertain specifically to the Downtown Hamilton Business Improvement Area. These do not represent the entire newspaper article, but are selections of direct quotes and information which represented here in order to summarize and present a fair representation of data that will be used in the Analysis in Chapter 5. All articles from the Hamilton Spectator were found online using [www.thespec.com](http://www.thespec.com). Three articles pertaining to the Downtown Hamilton BIA were available, being relatively recent and available online from a reputable source.

According to the article "Big Turnout for Gore History Tour" in The Hamilton Spectator by Molly Hayes (dated January 2, 2012) the development firm Wilson and Blanchard applied for demolition permits of several significant historic buildings in Downtown Hamilton, namely 18-28 King Street East. A walking tour was initiated by the Architectural Conservancy of Ontario in order to educate people about the buildings. According to Lloyd Alter, past president of the Architectural Conservancy of Ontario (ACO), *"Hamilton is both a lesson in what to do and what not to do," said Lloyd Alter, past president of the*

*Architectural Conservancy of Ontario (ACO)*. According to the article, Lloyd Alter pointed out successes and losses in saving historic buildings in Hamilton. He also indicated that designation protects only a small number of historic buildings.

According to the article “Downtown BIA finds a Gorilla Cheese in its midst” in *The Hamilton Spectator* by Hilary Caton (dated July 13, 2012) a successful local Food Truck in Hamilton was made an associate member of the Downtown Hamilton Business Improvement Area. While some business owners thought welcoming the food truck was a “win-win situation”, others saw it as a legitimate threat to their business in terms of retail competition. In several Committee meetings for the City of Hamilton in May of 2012, Ward 13 Councillor Russ Powers proposed banning food trucks from being close to any BIAs, stating that they caused unwanted competition for business owners. While this is true, others think that the food trucks contribute to the vitality of Downtown. It is important to note that the food trucks pay \$250.00 a year for their membership and do not have full membership rights as they do not vote at board meetings.

The third article titled “BIA Divides James Street North” in *The Hamilton Spectator* by Meredith MacLeod on January 25, 2012 speaks on the potential expansion of the Downtown Hamilton BIA to the north side of Mulberry Street. While some feel that the expansion of the BIA is a positive idea as it creates improvements at minimal cost, others believe that imposing additional taxes on business owners will enable them to function. One business owner was quoted in saying, “I have a small gallery and galleries don’t make money,” she said in an interview. “If they tax me further I won’t be able to function.” And, “We feel it’s a great assault upon our neighbourhood.”

#### 4.3.2 International Village BIA

The following information pertains to the International Village BIA and is likewise drawn from the Commercial Market Study contracted to Urban Market Collaborative (UMC) by the City of Hamilton (2011).

##### International Village BIA: Commercial Market Analysis

The Commercial Market Analysis identifies 125 retail commercial buildings within the International Village BIA with 260,000 sq. ft. of retail commercial space. This BIA is dominated by food retail services and has a low amount of convenience-type retail by comparison, which includes urban grocers and health and beauty supplies (See Table 33).

Table 33: International Village BIA, Commercial Market Analysis, Retail Mix

<b>Retail Mix in International Village BIA:</b>		
<b>Measure</b>	<b>2005</b>	<b>2012</b>
<b>Retail Mix:</b>		
<b>Retail Merchandise</b>	25%	16%
<b>Convenience Goods</b>	5%	9%
<b>Food Service</b>	18%	21%
<b>Services</b>	16%	24%
<b>Other</b>	17%	18%
<b>Vacancy</b>	19%	12%

*(Commercial Market Analysis for International Village BIA, 2011 pg. 30)*

The International Village BIA contains 61 buildings which have received funding with the Hamilton Commercial Property Improvement Grant program resulting in a total of \$775,150 spent. Total building permits equals over 8.5 million dollars (See Table 34).

Table 34: International Village BIA, Commercial Market Analysis, Financial Review

<b>Total Value of Building Permits in International Village</b>		
<b>Measure</b>	<b>Time Period</b>	<b>Total \$</b>
<b>Value of building permits – commercial</b>	2005-2010	\$8,500,000
<b>CPIG – façade improvement – total Investment</b>	2002-2010	\$775,150
<b>Number of participating buildings CPIG</b>	2002-2010	61
<b>Parking Meter Revenue Increase</b>	2005-2010	14.2%

*(Commercial Market Analysis for International Village BIA, 2011 pg. 31)*

#### International Village BIA: Newspaper Articles

The following newspaper articles pertain specifically to the International Village Business Improvement Area. As with the articles presented for the Downtown Hamilton Business Improvement Area, these do not represent the entire newspaper article, but are selections of quotes and information. All articles from the Hamilton Spectator were found online using [www.thespec.com](http://www.thespec.com). Unfortunately, only one relatively recent article could be found as it pertains specifically to International Village.

According to an article titled “International Village Ready to Step out of the Core’s Shadow” in The Hamilton Spectator dated June 22, 2011 by Molly Hayes, a new restaurant owner Mafu Ojisua hopes that the bad reputation of Downtown Hamilton won’t affect his new African inspired restaurant on King Street East. According to Mr. Ojisua, “It’s a tough place downtown,” he said. “There’s a bias of being an environment where not a lot of people want to come to. But downtown is not unsafe, it’s actually fun to be around, there’s a lot of culture.” The article mentions the efforts of the BIA Executive Director, Susan Braithwaite to aggressively promote the area on the internet via social media. The article notes that since 2005, vacancy rates have dropped 7 percent since 2005. Also, that crime and violence is still a

problem in the International Village BIA. According to the article, a stabbing occurred at King and Walnut in March of 2011.

#### 4.3.3 Barton Village BIA

The following secondary information pertains to the Barton Village BIA and will draw from the Commercial Market Analysis, a study conducted by the Barton Street Community Partners for Crime Prevention, and newspaper articles.

##### Barton Village BIA: Commercial Market Analysis

The Commercial Market Analysis for the Barton Village (2011) BIA identifies 150 retail commercial buildings with 240,000 sq. ft. of retail commercial space. Retail merchandise dominates the retail category including business-to-business and business-to-consumer services as well as discount stores. Food services such as smaller café type restaurants and beauty-related services are high (See Table 35).

Table 35: Barton Village BIA, Commercial Market Analysis, Retail Mix

Measure	2005	2012
<b>Retail Mix</b>		
<b>Retail Merchandise</b>	25%	22%
<b>Convenience Goods</b>	13%	14%
<b>Food Service</b>	25%	17%
<b>Services</b>	9%	20%
<b>Other</b>	11%	5%
<b>Vacancy</b>	16%	22%

*(Commercial Market Analysis for Barton Village BIA, 2011 pg. 3)*

The Barton Village BIA contains 22 buildings which have received funding with the Hamilton Commercial Property Improvement Grant program resulting in a total of \$448,592 spent. Total building permits equals \$911,655 (See Table 36).

Table 36: Barton Village BIA, Commercial Market Analysis, Financial Review

Measure	Time Period	
Value of building permits – commercial	2005-2010	\$911,655
CPIG – façade improvement – total Investment	2002-2009	\$448,592
Number of participating buildings CPIG	2002-2009	22
Parking Meter Revenue Increase	2005-2009	10.3%

*(Commercial Market Analysis for Barton Village BIA, 2011 pg. 4)*

#### Barton Village BIA: Barton Street Community Partners for Crime Prevention

The following information represents data collected from a study by the Barton Street Community Partners for Crime Prevention with the Social Planning and Outreach Council of Hamilton in and prepared by Tanya Gulliver (community outreach worker) in 2006. Data was collected through the use of surveys in the Barton Street community with the cooperation of a number of organizations, including the Barton Street Business Improvement Area, The City of Hamilton, and Hamilton Police Services.

The study began with a need to educate the general public, sex trade workers, and service providers on sex trafficking and sex trafficking related violence in the community in order to reduce the number of sex related violent assaults. It should be noted that these studies were not limited to the boundaries of the Business Improvement Area, but included the general area from Wellington Street to Sherman Avenue, and from Cannon Street to the lakefront.

A total of 40 surveys were sent to community agencies, where 28 surveys (or 40%) were returned. The returned surveys indicated that 22 (or 78.6%) of respondents were aware that sex trade workers had accessed their services. The top three services that were noted as being used in the community were counselling, followed by outreach programs and substance abuse counselling.

#### Barton Village BIA: Newspaper Articles

The following newspaper articles pertain specifically to the Barton Village. These do not represent the entire newspaper article, but are selections of quotes and information. All articles from the Hamilton Spectator were found online using [www.thespec.com](http://www.thespec.com). Unfortunately, only one relatively recent article could be found using this online source.

According to an article in The Hamilton Spectator titled “Barton Street Boondoggle: Its story is replete with sweetheart offers, two governments and, ultimately, failed vision” dated November 25, 2010 by Gary Santussi the Barton Village BIA never received 10 million dollars in funding which was planned for the creation of an Arts Village. The article states that the reason the BIA never received funding revolved around local politics. The article describes the community as having a historic reputation for being unsafe. Also, that the community has historic roots in sports, namely hockey. Today, the BIA still has a reputation for being unsafe. The article states that, “Many buildings have been boarded up completely, a practical defence against vandals, a psychological admission of defeat. Windows installed in more promising times to invite patrons and browsers and the light of the day are plastered with vinyl sheeting or yellowed newspaper pages to shut out the world. Behind not a few of these shrouded shop windows, people are making their homes, in contravention of local zoning bylaws.”

#### 4.3.4 The City of Hamilton

This section will review data that does not pertain to the specific boundaries of the BIA study areas, but is related to them in terms of initiatives or data that affects parts of Hamilton or the City of Hamilton as a whole.

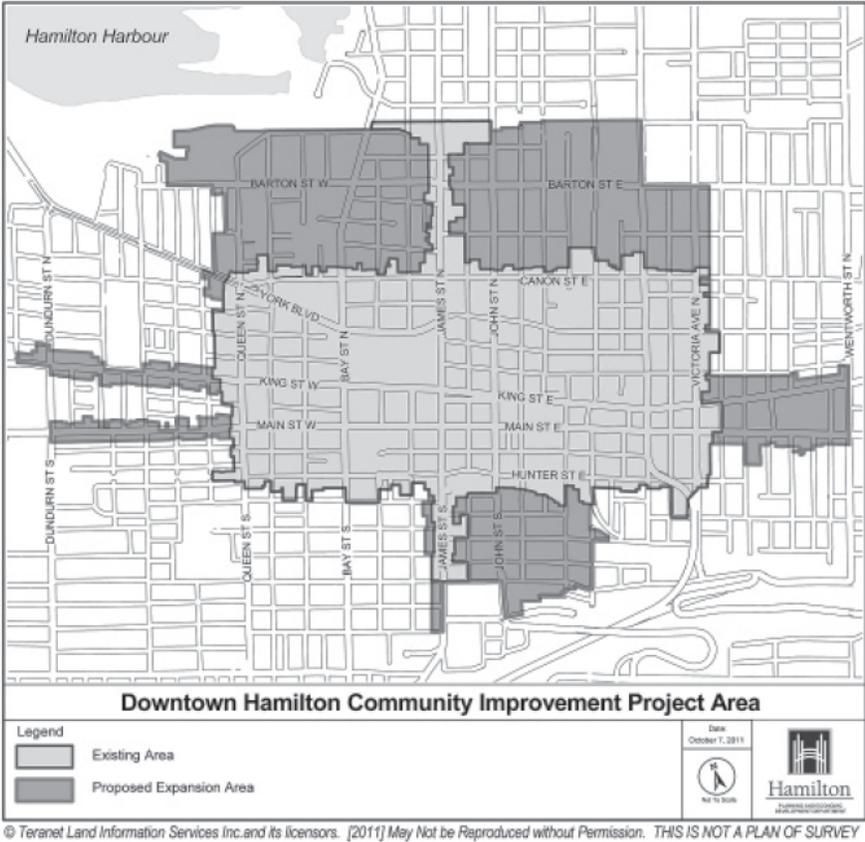
##### City of Hamilton: Profile of Downtown Hamilton

The following information was compiled by the City of Hamilton using 2001 and 2006 Statistics Canada data representing the Downtown Hamilton Community Improvement Project Area within Ward 2. The Community Improvement Project Area includes the Downtown Hamilton Business Improvement area and International Village Business Improvement Area. This data is considered a representation of the CIPA which does not include the Barton Village Business Improvement Area. It should be noted here that the future expansion of the Downtown Hamilton CIPA will include the Barton Village Business Improvement Area (See Map 1), (City of Hamilton Notice of Public Meeting, 2011).

According to the City of Hamilton Profile of Downtown Hamilton (nd.), 10,847 residents live within the Community Improvement Project area representing 2.2% of the total population of the city. A total of 37,815 residents live in Ward 2 (See Map 2). Downtown Hamilton has a higher percentage of people living below an average annual income of \$20,000, than the rest of the City of Hamilton. The average household income for the City is \$70,000. Approximately 64% of downtown residents over the age of 15 have incomes below \$20,000.

Approximately half of Downtown residents have finished high school or public grade school with approximately one quarter of downtown residents between the ages of 25 and 64 have been to post-secondary schools. A total of 20,000 people work Downtown. This area of Hamilton has approximately 10% of all jobs available in Hamilton. Only 14% of residents in Downtown Hamilton own their own residential dwellings (See Table 37). Downtown Hamilton is home to approximately 2% of the city's

entire population and home to 7% of recent immigrants. Immigrants in Downtown Hamilton are predominantly from Africa and East Asia (See Table 38).



(Map 5: Existing (light gray) and Proposed (dark gray) boundaries of the Downtown Hamilton CIPA, City of Hamilton Public Notice Document 2011)

Table 37: Downtown Hamilton Profile, Household Type and Tenure

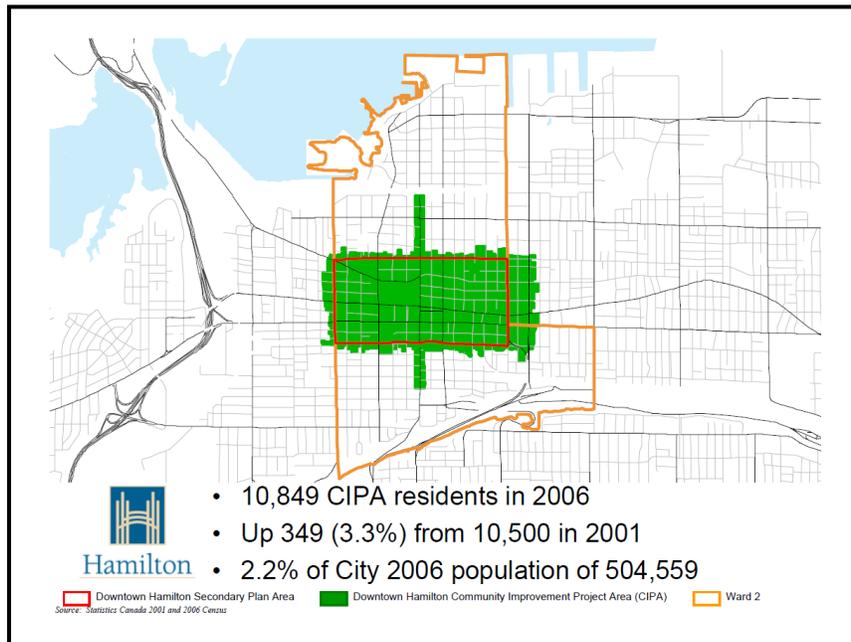
Household Type and Tenure	Downtown	City
Singles, Semis, Rows	6%	70%
Duplex and Multiples	94%	29%
Owned	14%	68%
Rented	86%	32%

(Downtown Hamilton Profile, City of Hamilton, nd. pg. 10)

Table 38: Downtown Hamilton Profile, Birthplace of Immigrants

Birthplace of Immigrants (2001-2006) to Downtown	Percentage
Europe	15%
Africa	27%
Middle East/West Asia	15%
East Asia	21%
Southeast Asia	16%
Other	6%

(Downtown Hamilton Profile, City of Hamilton, nd. pg. 11)



(Map 6: Downtown Hamilton Community Improvement Project Area in green, the downtown Hamilton Secondary Plan Area outlined in red, and the boundaries of Ward 2 outlined in orange, Downtown Hamilton Profile, City of Hamilton, nd. Pg. 3)

Downtown and Community Renewal Division 2011 Annual Report

The following chart represents the percentage of vacancy within both the Downtown Hamilton BIA and the International Village BIA. Together, these two BIAs are known as the Downtown Hamilton Community Improvement Project Area.

Table 39: Downtown and Community Renewal Division 2011 Annual Report, BIA Vacancies

<b>Downtown BIA Vacancies</b>		
<b>BIA</b>	<b>Downtown Hamilton BIA</b>	<b>International Village BIA</b>
<b>Vacant Sq. Ft.</b>	57,500	30,600
<b>Total Sq. Ft.</b>	369,500	251,800
<b>Vacancy Rate</b>	15.6%	11.9%
<b>Vacancy Rate in 2004</b>	19%	19%

*(Downtown and Community Renewal Division 2011, pg. 5)*

Table 40: Downtown and Community Renewal Division 2011 Annual Report, Downtown Hamilton Property Improvement Grant Program Status

<b>Hamilton Downtown Property Improvement Grant Program 2012 Year End Status of Reassessed Projects</b>	
<b>Grants issued in 2010 (to 13 projects)</b>	\$518,200
<b>Grants issued in 2004-2010 (to 15 projects)</b>	\$3,110,200
<b>Estimated Balance of Grants to be Issued</b>	\$1,278,900
<b>Estimated Total Grants</b>	\$4,389,100
<b>Construction Value of 15 Reassessed Projects</b>	\$68,139,100
<b>Ratio of Total Grants to Construction Value</b>	1:5

\*Note: The 2010 estimated total grant is less than the 2009 estimate due to the sale of one of the projects, upon which grant payments cease.

*(Downtown and Community Renewal Division 2010, pg. 6)*

The following table represents grants paid compared to the value of total construction costs of Commercial Property Improvement Grants (CIPGs) within active BIAs in the City of Hamilton. The program matches private investment with public investment. This program has maximum of matched

funds of \$400.00 per linear foot of street frontage (greater than 25 feet of the façade) to a maximum of \$20,000.00. Properties with frontages less than 25 feet are eligible for a maximum of \$10,000.00. This does not include corner properties or properties exposed to a street, where the maximum matching grant is \$25,000.00 (See Table 41).

Table 41: Downtown and Community Renewal Division 2011 Annual Report, Commercial property Improvement grant Payments

<b>Commercial Property Improvement Grant Payments</b>				
<b>Time Period</b>	<b>Number of Projects Paid</b>	<b>Construction Value</b>	<b>Grant paid</b>	<b>Grant as a Percentage of Construction</b>
<b>2010</b>	23	\$487,580	\$233,172	48%
<b>2002-2010</b>	234	\$3,804,535	\$1,651,730	43%

*(Downtown and Community Renewal Division 2010, pg. 9)*

The following table represents grants that are both approved and pending. The City of Hamilton does not advance CPIG funds until the construction work has been completed (See Table 42).

Table 42: Downtown and Community Renewal Division 2011 Annual Report, Commercial Property Improvement Grant Applications

<b>2010 Commercial Property Improvement Grant Applications</b>			
<b>2010 Applications</b>	<b>Proposed Construction Value</b>	<b>Potential Grant</b>	<b>Grant as a Percentage of Construction</b>
<b>12 approved</b>	\$291,44	\$119,610	41%
<b>9 pending</b>	\$536,959	\$161,101	30%

*(Downtown and Community Renewal Division 2010, pg. 9)*

The Hamilton Heritage property Grant program is not a matching program like the CPIG program, but provides 25% of the total costs to heritage restoration projects to a maximum of \$150,000,

not including an additional \$20,000.00 for professional historical and technical reports. This grant is available only within the downtown Hamilton Community Improvement Project Area as well as Hamilton BIAs (See table 43).

Table 43: Downtown and Community renewal Division 2011 Annual Report, Heritage Property Grants Awarded

<b>Hamilton Heritage Property Grant Program</b>		
<b>Time Period</b>	<b>Number of Projects Paid</b>	<b>Grant Paid</b>
<b>2008-2010</b>	7	\$500,000.00

\*Note: This does not take into account a loan commitment of \$121,700.00 for one additional 2010 application.

*(Downtown and Community Renewal Division 2010, pg. 11-12)*

#### City of Hamilton Strategic Commitment

In reviewing applications for development within a Business Improvement Area, the City of Hamilton has developed the “triple bottom line” criteria. The following example draws from a Barton Village BIA document in establishing a new Board Member. The document states, “By evaluating the “Triple Bottom Line” (community, environment, and economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.” (City of Hamilton, pg. 2)

The following criteria applied to the board member as review of the impacts it would cause to the BIA:

1. Community Well-Being is enhanced (yes/no)
2. Environmental (yes/no)
3. Economic Well-Being is enhanced (yes/no)
4. Doe the option you are recommending create value across all three bottom lines (yes/no)
5. Do the options you are recommending make Hamilton a City of choice for high performance public servants (yes/no)

These questions are answered yes or no, with mandatory comments as justification for the yes/no answer.

#### Hamilton Inventory of Heritage Conservation Districts and Designated Heritage Buildings

The City of Hamilton has published lists of individually designated heritage buildings and heritage conservation districts (HCDs) in six volumes. These six volumes compile information for thousands of properties. While this is true, the information is not available in the form of maps. The task of cross referencing addresses of individually designated building addresses with maps in order to identify which buildings are located within the study area boundaries of this thesis was far too extensive to undertake as a part of this study. However, the City does provide maps of boundaries of the seven heritage conservation districts. These include the Cross-Melville HCD, the Durand-Markland HCD, the Hamilton Beach HCD, the MacNab-Charles HCD, the St. Clair Avenue HCD, the St. Clair Boulevard HCD, and the Mill Street HCD. None of these heritage conservation district boundaries overlap the three BIAs investigated in this thesis (City of Hamilton, 2007).

#### City of Hamilton: Newspaper Articles

The following newspaper article pertains to The City of Hamilton in general. While it does not address the specific BIAs that are explored in-depth in this thesis, they are related to the thesis topic. All articles from the Hamilton Spectator were found online using [www.thespec.com](http://www.thespec.com). Unfortunately, only one relatively recent article could be found using this online source.

In an article titled “City BIA businesses get nod for sparkle, looks and helping out” in The Hamilton Spectator by Lisa Grace Marr (dated March 26, 2012), several Business Improvement Areas in Hamilton received awards for creating improvement and partnerships. Specifically, the award recognizes businesses for ongoing maintenance strategies and community initiatives. One business within the

Barton Village, three businesses within International Village, and two businesses within Downtown Hamilton received awards.

#### 4.4 Conclusion

In conclusion, the data presented in this chapter represents both primary and secondary data relevant to the topic. This thesis will interpret this data in order to present an analysis in Chapter 5 that will answer the research questions described in Chapter 3.

## 5.0 Analysis

The following information presents an analysis of the data which was presented in Chapter 4.

### 5.1 Introduction

This chapter will present an analysis of the data as shown in Chapter 4. This analysis will be organized in terms of the respective study areas including the Downtown Hamilton BIA, International Village BIA, and Barton Village BIA, followed by a section on cross-comparisons of these BIAs using data related to the overall City of Hamilton. Each section on the individual BIAs will be further organized in terms of the indicators expressed earlier in Chapter 3. This method of organization facilitates an analysis that will attempt to answer the research questions. The research questions were intended to help guide the research and gain an understanding the social, cultural, and economic integrity of the three selected Hamilton BIAs and assess the well-being of the communities. The following analysis is supported with photographs and researcher observations. A summary of analyses and concluding statements are provided in Chapter 6.

### 5.2 Downtown Hamilton BIA

The following analysis of data pertains specifically to the Downtown Hamilton BIA and is organized according to the indicators identified in Chapter 3.

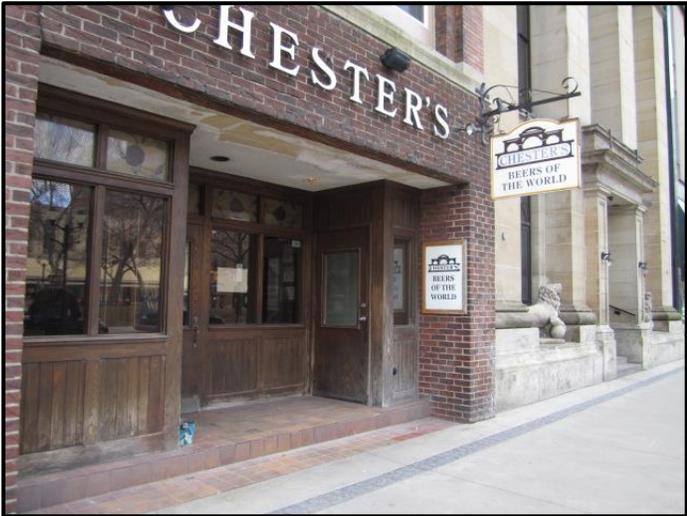
#### 5.2.1 Downtown Hamilton BIA: Economic Integrity

The Downtown Hamilton BIA building condition and use survey identified that the BIA had a mean score of 56.96%, meaning that the BIA rated satisfactory in terms of maintenance. However, it should also be noted that the second most frequent score for the streetscape was “good”. When this is considered, it appears that most most of the buildings or building elements are well maintained.

In terms of vacancy, or 18% were vacant, with 2 renovating. Out of the vacant buildings observed, three were boarded up. Therefore, while most businesses are able to maintain their properties, vacancy is relatively high and is negatively affecting the overall economic health of the BIA.



(Figure 1: Connaught Hotel, located in the Downtown Hamilton BIA is an example of vacancy and very poor building conditions)



(Figure 2: Chester's, located in the Downtown Hamilton BIA is an example of good/excellent building conditions)

Drawing from the Commercial Market Analysis as outlined in Chapter 4, the Downtown Hamilton BIA shows a decrease in vacancy rates, a high value in building permits, and funding with Community Improvement Programs grants. However, it also shows that a considerably small number of businesses within the BIA. A total of 14 businesses are applying for CIP funding.

Recent articles in the Hamilton Spectator show that business owners in the Downtown Hamilton BIA are struggling to run their business as well as pay BIA taxes, despite their improvements. Similarly, these business owners may find it difficult to maintain their businesses even with matching grant programs, as noted by a key informant interview participant.

#### 5.2.2 Downtown Hamilton BIA: Social Integrity

The building condition and use survey indicates that the 28% of the buildings in the Downtown Hamilton BIA are marked with graffiti and/or show signs of vandalism (See Figure 3). Based on these numbers, and affirmed by researcher observations, such graffiti and vandalism had a negative effect on the streetscape from the pedestrian level. This may inhibit the creation of a vibrant and successful BIA. However, according to the business drop-off survey, most businesses feel safe within the Downtown Hamilton BIA.



(Figure 3: Hamilton News Stand, located in the Downtown Hamilton BIA is an example of a building marked with graffiti and shows signs of vandalism)

### 5.2.3 Downtown Hamilton BIA: Cultural Integrity

According to the building condition and use survey, which counted a total of 53 old or historic buildings (out of 77 buildings), the BIA scored fairly low for heritage integrity maintained. The most frequent score for heritage integrity maintained was 1 (very poor), showing that many old or historic buildings were not altered in such a way that maintained their heritage attributes. Only 5 of the 53 buildings (or 9%) received a score of 5/5 for heritage integrity, showing that very few old or historic buildings were very well maintained. Therefore, it is reasonable to assume that most of the historic buildings within the BIA have been subject to unsympathetic alterations and the buildings may not be able to return their original historic form.

The street-level facades were often transformed with the use of modern or stock materials (See Figure 4 and Figure 5). Overall, this BIA received a low score in terms of having new building elements that complemented older elements, tending to present a streetscape that is less unified and complimentary to its remaining heritage resources. This BIA had a strong presence of backlight signage as well as extremely large signage that covered as many as three or four storeys of older buildings,

which are also considered uncomplimentary to old and historic buildings (See Figure 6). However, some newly renovated businesses had projecting wood signs and non-backlit signage, which is considered best practice in terms of complementing authentic styles of heritage buildings (Fram, 1992).

The majority of business-mail in survey respondents stated that they felt the older buildings in Downtown Hamilton contributed to the unique and diverse culture of the BIA. Therefore, it seems as though while most respondents see these buildings as contributing to the streetscape in a positive light, many building alterations have taken place which did not enhance or support its heritage integrity.



(Figure 4: Delta Bingo, located in the Downtown Hamilton BIA, received a 1/5 for Heritage Integrity in the Downtown Hamilton BIA)



(Figure 5: Tim Hortons, located in the Downtown Hamilton BIA, received a 4/5 for Heritage Integrity in the Downtown Hamilton BIA)



(Figure 6: View of upper-level facades in the Downtown Hamilton BIA, receiving 1/5 for new additions complementing old)

According to the building condition and use survey as well as the business mail-in survey, the Downtown Hamilton BIA has a very robust presence of independent businesses, having the effect of creating a unique and varied culture.

According to the Gore Master Plan, the Downtown Hamilton BIA will be enhanced culturally by conserving the Gore Park fountain and cenotaph and by retaining its original heritage features. In fact, the Gore Master Plan Project shows great care in researching the history of the area, noting the historic streetscapes and views. However, the plan only makes reference to the elements within the Gore Park area and adjacent streetscape. No consideration is given to the historic buildings which line the streets, as it is not within the scope of the plan (Gore Park Master Plan Presentation, City of Hamilton, Public Works Department).

According to the a newspaper articles in The Hamilton Spectator, it appears that while the Gore Park Master Plan intends to enhance the heritage elements of Gore Park itself, the City is at risk of losing significant built heritage resources within the BIA adjacent to the park. The article commented on the attendance of almost 100 people in an historic architectural walk in the Downtown Hamilton BIA hosted by the Architectural Conservancy of Ontario. This walk was inspired by the potential demolition of a stretch of three significant built heritage resources along King Street east directly adjacent to Gore Park. This shows that while Downtown Hamilton has a good stock of built heritage resources, and there is support for these resources, the BIA itself is at risk of losing them (See Figure 7).

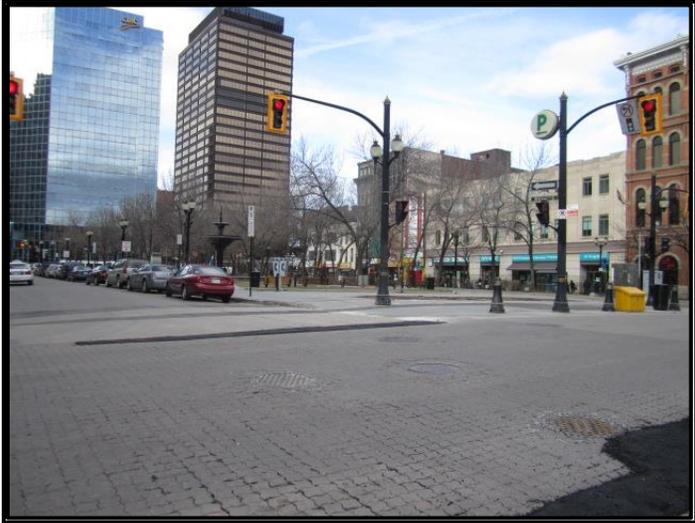


(Figure 7: View of King Street East and Gore Park looking south, buildings to be potentially demolished)

#### 5.2.4 Downtown Hamilton BIA: Researcher Observations

The Downtown Hamilton BIA has a noticeable concentration of old or historic buildings which are adjacent to new infill and skyscrapers located towards the western end of the BIA boundary (See Figure 8). Furthermore, the streets are wider and spaced further apart due to the location of main roads and Gore Park. These two factors caused the streetscape within the Downtown Hamilton BIA to have a separate and distinct identity when compared to the neighbouring International Village BIA. Perhaps the most significant deterrents to the integrity of the historic built landscape is the presence of large commercial signage and third-party signage covering the length of the buildings (See Figure 9), and the lack of maintenance on some buildings, including the former Connaught Hotel (See Figure 1). These factors combined gives the streetscape a grimy appearance. While data was collected in regards to the presence or absence of graffiti, the researcher noted that the actual count of buildings with graffiti was surprisingly low. The streetscape itself has considerably high levels of pedestrian traffic, most notably towards the western end of the streetscape due to the presence of Jackson Square, a popular local mall (See Figure 10). This contributed to the accumulated wear and tear of the streetscape and buildings. However, the Downtown Hamilton BIA has decorative street lighting and banners displaying the name

and brand of the BIA. In order to market themselves, these banners display a logo with the Gore Park fountain (See Figure 11). These elements (as well as others) contribute in a positive light to the pedestrian-oriented streetscape.



(Figure 8: View of the Downtown Hamilton BIA looking north/west towards skyscraper-type buildings and Gore Park)



(Figure 9: View of large commercial signs covering the length of historic buildings)



(Figure 10: View of King Street east, looking West, Example of Pedestrian Activity)



(Figure 11: View of decorative street lighting and banners within Downtown Hamilton BIA)

### 5.3 International Village BIA

The following analysis pertains to the data collected within the International Village BIA study area and will be organized according to the indicators outlined in Chapter 3.

### 5.3.1 International Village BIA: Economic Integrity

International Village included a total of 83 buildings that were identified in the building condition and use survey. In terms of building conditions, the survey identified that the overall streetscape has a satisfactory level of maintenance for all buildings. It should be noted that the most frequent score of buildings within the BIA was satisfactory (See Figure 12, Figure 13, and Figure 14). The building condition and use survey also identified that a total of or 14% of buildings were vacant, with 5 of the vacant buildings being boarded-up. Therefore, vacancy is also a problem within the International Village BIA and is only slightly less predominant in comparison to the Downtown Hamilton BIA.

Therefore, according to data collected from the building condition and use survey, newspaper articles, and key informant interviews, it seems as though the BIA is well maintained. Although vacancy is still a problem, the BIA is showing signs of further improvement.



(Figure 12: International Village, view of buildings looking north-west, Example of Good Building Conditions)



(Figure 13: My dollar Shop, located within the International Village BIA, looking north, Example of Very Poor Building Conditions)



(Figure 14: International Village Antiques & Collectibles, looking north, Example of Excellent Building Conditions)

### 5.3.2 International Village BIA: Social Integrity

According to both the building condition and use survey and the business drop-off surveys, the state of social integrity for this BIA is fair. However, data collected from the business drop-off survey

demonstrates that some business owners strongly feel that the BIA is unsafe. Also, an article in The Hamilton Spectator (dated June 22, 2011) shows that business owners feel that International Village is located in an area with a bad reputation and that it is a “rough” area.

### 5.3.3 International Village: Cultural Integrity

According to the building condition and use survey, 65 of 83 buildings were identified as old or historic. In addition, these old or historic buildings scored 82% for heritage integrity maintained and most often, buildings scored excellent or good for having their heritage integrity maintained. Therefore, it is reasonable to assume that the International Village BIA not only has a considerable stock of old or heritage buildings, but are also in good or excellent condition. In evaluating the complementary nature of additions to these older buildings, the BIA received a score of 51%, meaning that roughly half of the buildings were subject to alterations which were unsympathetic to the original character of the building (See Figure 15). Field work observations show that this BIA had a strong presence of sympathetic signage, and retention of storefront windows on historic commercial buildings which greatly enhanced the cultural vitality of the Business Improvement Area (See Figure 16).



(Figure 15: Historic Commercial Buildings located in the International Village BIA, looking south. Example of fair to poor building conditions, heritage integrity and new building elements complementing old)



(Figure 16: Historic Commercial Buildings located in the International Village BIA, looking south. Example of excellent building conditions, heritage integrity and new complementing old)

According to the business mail-in survey, an overwhelming majority agreed that the historic buildings in International Village contributed to its unique character. According to the business condition and use survey as well as comments from interview participant #2, the BIA has a great number of

independent businesses, further showing that International Village is unique and culturally diverse. It should be noted that while interview participant #3 said the diversity of International Village was artificially created, and that the BIA slowly replaced “mom and pop” stores with corporations, data shows that the BIA does in fact have a strong presence of independent businesses.

#### 5.3.4 International Village BIA: Researcher Observations

International Village has a good stock of old and historic buildings along King Street east. Most of which, much like Downtown Hamilton, have been altered many times throughout the 20<sup>th</sup> century. However, most of the old and historic buildings in International Village are generally in good condition and have been altered in such a way that is sympathetic to the heritage attributes. For example, the streetscape in International Village is free of large commercial signage that covers multiple storeys of building facades. Also, some businesses occupying historic buildings have refrained from the use of backlit signage.

Some historic commercial buildings in the BIA still have original architectural elements such as voussoirs, windows, and detailed trim and cornice work. While this is true, some buildings are not well maintained or have been altered in such a way that lessens the heritage integrity of the building as well as the overall heritage character of the area. For example, one building with a heritage designation plaque was in need of repairs and had lost many of its original heritage attributes (See Figure 17). Another building which was very old, judging by its architectural style, was also poorly maintained (See Figure 18). The lack of maintenance on these buildings can deter people from realizing its inherent strengths and may lead to alterations which are unsympathetic to its heritage integrity.

Some forms of new development in International Village which are sympathetic to the heritage character of the area include the use of symmetrical window arrangements and pedestrian-oriented

streetscape level facades. However, most new buildings are easily spotted on the streetscape and may not contribute to the BIA to the same degree as authentic old or heritage buildings (Figure 19).

The streets in this BIA are close together, with few breaks caused by large intersections. This is mainly due to the fact that this area was built up at a time when pedestrian traffic was more plentiful than automobile traffic. The old and historic buildings have characteristic storefront facades with large windows and displays that are unique to the businesses operating within them. This can help create a diverse, vibrant, and successful retail area (See Figures 20 and 21).

Much like most BIAs in Ontario, the International Village streetscape displays colourful banners with a custom logo, decorative street lighting, floral planters and trees, and benches (See Figure 22). This BIA has considerably less pedestrian traffic than Downtown Hamilton, most likely due to the presence of Jackson Square and large office-type buildings to the western end of the Downtown Hamilton BIA. However, this creates a very distinctive atmosphere for the International Village BIA to the east. The streetscape appears to be much cleaner despite the documented presence of vandalism and/or graffiti, and enhanced the “village” type of atmosphere, as the BIA brand indicates.



(Figure 17: View of designated heritage building with very poor building conditions in International Village, displaying Plaque)



(Figure 18: View of historic building in International Village. Note the unique second level and unsympathetic alterations to the pedestrian-level façade)



(Figure 19: View looking north in International Village, example of new development)



(Figure 20: View of International Village looking south, example of varied architectural styles)



(Figure 21: View of north-facing façade in International Village looking west. Example of a large stretch of commercial heritage buildings)



(Figure 22: View of International Village looking west, example of decorative street lighting and BIA banners)

## 5.4 Barton Village BIA

This section will analyze the Barton Village Business Improvement Area in terms of the data that were present in Chapter 4.

### 5.4.1 Barton Village BIA: Economic Integrity

Data collected from the Barton Village BIA demonstrates that its state of economic integrity is considered satisfactory. Data from the building condition and use survey was collected from a total of 222 buildings, approximately 3/4 of which were businesses and 1/4 residences. The survey concluded that the BIA was fairly well maintained, as the BIA had a mean score of 51% for maintenance. However, while the most frequent score for the BIA was satisfactory, the second most frequent score was poor. The building condition and use survey found that vacancies were a considerable problem within the Barton Village BIA. Most of these vacant buildings were boarded up, which further creates a grim and unappealing landscape (See Figure 25). Furthermore, the commercial market analysis for the Barton Village BIA shows an increase in vacancy from 16% to 22% from 2005 to 2012. Data collected from interview participant #3 further show that Barton Village has declined and is now full of slums and discount-type retail businesses which are not financially successful.



(Figure 23: Example of poor/extremely poor building conditions within the Barton Village BIA)



(Figure 24: Example of excellent building conditions within the Barton Village BIA)



(Figure 25: Example of high vacancy rates within the Barton Village BIA)

#### 5.4.2 Barton Village BIA: Social Integrity

According to the building condition and use survey, the business mail-in survey, researcher observations and interviews, Barton Village BIA does not have a strong sense of social integrity. The building condition and use survey indicates that 29% of buildings had graffiti or were vandalised (See Figure 26). This is higher than either the Downtown Hamilton or International Village BIA, but only by a margin of 1% when compared to Downtown Hamilton. According to the 14 respondents of the business mail-in survey, most people felt their businesses were unsafe from robberies and vandalism, some of which strongly felt they were unsafe. In fact, while the researcher was approaching businesses to participate in the mail-in survey, two declined to participate because they believed they would be physically harmed if they did. Whether or not these business owners would actually have sustained physical harm if they participated in an anonymous survey is unknown. However, it is quite obvious that business owners who declined being participants in my survey did so because they strongly felt as though they were unsafe. In addition, data collected from a local community group known as the Barton Street Community Partners for Crime Prevention with the Social Planning and Outreach Council of

Hamilton study in 2006, sex trafficking, drugs, and violent assaults were significant problems in the Barton Street community.



(Figure 26: Example of graffiti in the Barton Village BIA)

#### 5.4.3 Barton Village BIA: Cultural Integrity

According to collected data in this thesis, the state of cultural integrity in the Barton Village BIA is fair. The building condition and use survey identified that 80% of buildings were old or historic. These old or historic buildings scored 54% for heritage integrity maintained. However, the most frequent score was poor and second most frequent score was satisfactory. In addition, the BIA received a mean score of 47% for newer elements added to an older building. Therefore, data concludes that most of the old or historic buildings have been altered unsympathetically. While this is true, most business mail-in survey respondents communicated that they did not feel as though the older buildings were positively contributing to the character of Barton Village. This is most likely due to the fact that the buildings have not been altered or maintained in such a way that contributes and enhances the BIA's streetscape. In addition, most businesses in the Barton Village BIA were independently run, which contributes to a unique and culturally diverse pedestrian streetscape. Also, many business storefronts display signs and

advertisements which are characteristic of various ethnicities (See Figure 33). The BIA displays many ethnic restaurants and markets, for example.



(Figure 27: Example of historic architecture and very poor new building attributes complementing old building attributes in the Barton Village BIA)



(Figure 28: Example of historic architecture, very poor new building attributes complementing old building attributes, and vacancy in the Barton Village BIA)

#### 5.4.4 Barton Village BIA: Researcher Observations

The Barton Village Business Improvement Area spans for approximately 2 kilometers east-west and is significantly larger than either the Downtown BIA or the International Village BIA. The improvements made by this BIA are most obvious at the western end of the BIA. The western end has fewer vacancies and more pedestrian activity. The West Avenue Residences, a historic school turned into a residential re-use project is also located at the western edge of the BIA (See Figure 29). Hamilton General Hospital and a new strip mall are located just outside the western end. The improvements at the western end are slowly spreading out to the eastern end. These improvements include ornamental street lighting, landscaping, benches, façade improvements, and graffiti removal (See Figure 30).

The further the BIA extends to the east, fewer improvements are found. Graffiti and vacancy become far more prominent, rendering the streetscape derelict with vacant buildings and business storefronts in very poor and potentially unsafe conditions. However, the eastern end of the BIA is more untouched by modern improvements. Some historic business storefronts still display very unique architectural elements from their days as successful businesses, such as signage and ornate custom tiling with the original business name. These buildings have streetscape-level storefronts with characteristic door and window arrangements. Some of the historic residential buildings have been modified unsympathetically to incorporate modern storefronts (See Figure 28), or additional apartment units (See Figure 31). These create an extremely unappealing streetscape that fails to encourage vibrant pedestrian activity. The eastern end of the BIA is especially subject to the conversion of streetscape-level storefronts to low-rent apartments.

Despite decades of unsympathetic alterations to historic buildings, the BIA has still retained a good stock of old and historic building, some of which have retained their integrity. However, many of the businesses along the streetscape did not appear to be able to afford substantial maintenance and

improvements, let alone full restoration of the façade. In addition, many of the historic buildings appear to be too run-down to house businesses safely without considerable restoration (See Figure 32).



(Figure 29: West Avenue Residences, a residential re-use project with historic architecture in the Barton Village BIA)



(Figure 30: Example of street signage and decorative banners for Barton Village)



(Figure 31: Example of historic architecture and unsympathetic addition of a residential apartment)



(Figure 32: Example of historic architecture and vacancy)



(Figure 33: Example of historic architecture and a place of worship characteristic of ethnicity)

## 5.5 Cross Comparison of BIAs

This section will compare the three Business Improvement Areas to each other in terms of their key similarities and differences. This will lead into an analysis the City of Hamilton as the overarching context of study.

### 5.5.1 Cross Comparison of BIAs: Economic Integrity

The International Village BIA has the highest score for the building condition and use survey (59.8%) and Barton Village had the lowest score (51%). While this is true, all final scores for the building condition survey were in the 50s range, meaning that none of the cumulative BIA scores can be reasonably classified as good or excellent. In terms of vacancy rates, the Barton Village BIA had the most vacancies (24%), followed by Downtown Hamilton (18%), and International Village (14%). The International Village BIA has received the highest amount of Community Improvement Grant funding, followed by Downtown Hamilton and Barton Village.

### 5.5.2 Cross Comparison of BIAs: Social Integrity

Responses from the business mail-in survey indicate that Barton Village has the highest number of business owners who feel they are unsafe, that being 47%. International Village was second, at 39%, and Downtown Hamilton scored 33%.

### 5.5.3 Cross Comparison of BIAs: Cultural Integrity

International Village had the highest percentage of local businesses (79%), followed by Downtown Hamilton (47%) and Barton Village (41%). However, it should be noted that while most of the buildings in Downtown Hamilton and International Village were almost exclusively businesses, only 136/222 buildings surveyed in Barton Village were businesses. Therefore, it is reasonable to claim that 92/222 businesses (or 68%) were independently owned in Barton Village. In terms of historic integrity as per the building condition and use survey, International Village scored the highest (82%) followed by Barton Village (54%) and Downtown Hamilton (49%).

## 5.6 Analysis of the City of Hamilton

This section will analyze data as it relates to the overall City of Hamilton.

### 5.6.1 City of Hamilton: Economic Integrity

All three interview participants have very different opinions on Hamilton's economic state. Two of the interview participants stated that the City of Hamilton is trying to support BIAs with funding and resources. However, one interview participant stated that BIAs often cause gentrification.

According to Participant #3, poverty is perhaps the most significant problem in Hamilton. According to the Downtown Hamilton Profile for the Community Improvement Project Area, 64% of Downtown residents over the age of 15 have incomes below \$20,000.00 a year, proving that poverty is

in fact a problem. In addition to this, most Hamiltonians living in the CIPA (86%) live in rental housing, most of which are multiples and duplexes. Here, it is possible that absentee landlords may be a contributing factor to poorly maintained properties. However, the BIA is providing businesses with strategic resources and recognition for improvements, as seen in an article in the Hamilton Spectator dated to March 26, 2012 by Lisa Grace Marr regarding the Sparkle Award.

#### 5.6.2 City of Hamilton: Social Integrity

In terms of social integrity, both Participant #1 and Participant #2, believe that BIAs in Hamilton are creating safer neighbourhoods. However, according to Participant #3, violent crime is still a very serious problem in Hamilton. Considering data collected for the purpose of this thesis, it appears that some businesses owners do in fact feel unsafe in their respective communities. Also, that BIAs are attempting to create a sense of community which can help to create safer neighbourhoods.

#### 5.6.3 City of Hamilton: Cultural Integrity

All three interview participants believe that the built heritage resources in Hamilton are creating positive atmospheres in Hamilton's Business Improvement Areas. According to Participant #3, Hamilton's stock of built heritage resources have been altered unsympathetically. Data collected from all three BIAs show that these statements are true, due to the fact that measures of cultural integrity frequently received the highest scores.

## 6.0 Thesis Conclusion

This chapter will summarize the analyses presented in Chapter 5. This summary will attempt to answer the research questions and provide concluding statements for the three individual Business Improvement Areas in relation to the indicators, being economic, social, and cultural integrity. This will be followed by a final thesis conclusion.

### 6.1 Downtown Hamilton BIA: Summary

The Downtown Hamilton BIA most often ranked second amongst the other two BIAs. According to data, the Downtown Hamilton BIA state of economic integrity is fair. However, data shows that vacancy is still a problem. While this is true, reports from the City of Hamilton show that vacancy rates are declining. Also, newspaper articles indicate that businesses owners perceive BIA designation as negative because they see themselves as unable to afford BIA-levied taxes while surviving market competition. In terms of social integrity, all sources indicate that the Downtown Hamilton BIA is fairly safe. Field observations show that the western end of the BIA is most affected by the presence of graffiti and vandalism. Their presence is most likely to occur because of higher pedestrian activity due to the presence of high-rise buildings, offices, employment opportunities, transportation, and shopping. The BIA has been determined to exhibit cultural integrity as it has a wealth of heritage resources. However, data shows that these resources have largely been unaltered in such a way that their heritage integrity is maintained. This increases the risk of these buildings being demolished or further unsympathetically altered due to precedent. As such, built heritage resources may be seen as a weakness as opposed to a strength in this BIA. Unsympathetic treatment to its heritage resources and the placement of large signs covering several stories of historic buildings are detrimental to creating a culturally diverse and vibrant pedestrian landscape.

## 6.2 International Village BIA: Summary

In conclusion of the International Village BIA, data shows that International Village BIA exhibits the most social, economic and cultural integrity of the three BIAs studied in this thesis as it consistently had the highest scores. Most of the buildings are well maintained and vacancy is declining. Therefore, the International Villa BIA has a fair state of economic integrity. In terms of social integrity, the business-mail in survey indicates that only half of business owners feel safe and that the presence of graffiti and vandalism on the streetscape was slightly less pronounced than it was with the Downtown Hamilton BIA. Therefore, it seems that despite cooperation between the BIA and police services, the BIA may not have a strong sense of social integrity. The BIA has cultural integrity, having a good stock of heritage buildings, which are in fairly good condition. The heritage integrity of the buildings has been fairly well maintained, as roughly half of the alterations to heritage buildings have been sympathetic. This sets a good precedent in the BIA, encouraging more business owners to follow suit. This BIA has a very high number of businesses which are run independently, as opposed to franchise. This data further supports the fact that International Village exhibits strong cultural integrity. However, International Village did not have consistently high or excellent scores (out of the total maximum possible score) on all counts. While this is true, it should be taken as a good example of an improving Business Improvement Area in relation to the indicators studied in this thesis.

## 6.3 Barton Village BIA: Summary

Most often, the Barton Village BIA had the lowest scores for measuring economic, cultural, and social integrity. While many improvements are visible on the streetscape such as decorative street lighting, banners, and façade improvement, the BIA is quite large and these improvements are mainly evident on the western end of the boundary. Also, data shows that the BIA has very high vacancy rates. Building conditions were judged to be generally fair, but this average for the whole streetscape does not

reflect the differences between the eastern and the western end of the BIA which is dominated by discount and value-type retail. This means that while the eastern end of the BIA is taxed to pay for improvements, it may not be seeing the benefits of taxation to the same degree as those at the western end of the BIA. Due to the fact that only 61% of the buildings in this BIA are businesses, it is questionable as to whether or not this BIA should extend for two kilometers instead of focusing on the western end of the BIA which has the highest concentration of businesses. The eastern end of the BIA is primarily residential. In fact, it was shown that the need for affordable housing at the eastern end of the BIA is so high that former business storefronts have been converted to residences. The BIA has retained many of its historic buildings. However, unsympathetic alterations which have decreased their heritage integrity have aided in the creation of an unfriendly pedestrian environment. The BIA has a high concentration of independently owned businesses, which strengthens its cultural identity. Despite BIA-oriented improvements, façade improvements and vacancy rates must be improved before small-scale improvements will make a greater impact.

#### 6.4 Thesis Conclusion

This study concludes that the International Village BIA has the strongest economic, social, and cultural integrity compared to Downtown Hamilton and Barton Village. Barton Village proved to have the lowest scores for economic, social, and cultural integrity. According to data, the biggest strength for all three Business Improvement Areas was the presence of heritage resources. Although many of the old or historic buildings were in need of maintenance, all three BIAs had a strong heritage integrity score. This means that these resources can still be altered and maintained in such a way that their inherent cultural heritage values are preserved. The cultural heritage value of these buildings can be a great asset to BIAs in the creation of unique, vibrant, and diverse streetscapes. However, old or historic buildings

which have been altered unsympathetically can create a bad precedent for further development which puts these resources at risk of losing their integrity or being demolished.

## 6.5 Limitations, Advantages, and Further Research

In closing, the limitations of this study and possible avenues of further research will be discussed.

Hundreds of businesses were invited to participate in the business-mail in survey and many individuals were contacted to participate in key stakeholder interviews, however very few participated. Also, due to the size and scope of this thesis, a considerable amount of time was taken to perform field research within three Business Improvement Areas. This included photography, note-taking, and the building condition and use survey. While the building condition and use survey was meant to be all-inclusive and un-subjective, other factors came into play during field research. These factors made note-taking difficult. For example, some buildings were unidentifiable to either business or residential, which made quantifying the data difficult and time-consuming. Finally, collecting secondary data regarding the three individual BIAs was difficult due to the fact that they are their own separate entities geographically. In general, there was a lack of reputable secondary information that could be specifically related to the boundaries of each individual BIA.

Fortunately, multiple methods of data collection were used to facilitate a case study analysis of the three separate BIAs. As such, this thesis has cumulated in a large reservoir of data that may be useful in the future with a more in-depth study. In order to further investigate the BIAs studied in this thesis, the following avenues of further study are suggested in order to expand on the topics studied in this thesis and more importantly, to provide recommendations for improving planning policy.

It is suggested that in order to further explore these BIAs in terms of cultural, economic and social integrity, that at least 30% of business mail-in survey respondents for each BIA be obtained. Obtaining a greater number of business mail-in respondents will increase the sample size and therefore allow for a greater confidence level. A further study should also include a greater number of interview participants in order to potentially identify any key issues and topics which were not already explored in this study.

A second building condition and use survey could be conducted in the future in order to assess the rate of improvement over time. This will allow for a comparison of data collected from within the same study areas. It is also suggested that at least 5 of the 13 Business Improvement Areas currently existing in Hamilton be studied in order to facilitate a more conclusive cross-comparison of data within the City of Hamilton.

The study should also incorporate information on the heritage status of buildings within these Business Improvement Areas, noting which buildings are designated under the Ontario Heritage Act. This information will allow a comparison of scores from the building condition and use survey to the recorded numbers of designated heritage buildings in order to draw conclusions in relation to the improvement of areas designated as BIAs and the availability, treatment, and integrity of built heritage resources. In addition, a further study should review existing heritage planning policies for the study areas and provide comments on their strengths, weaknesses, opportunities, threats, and deficiencies.

Finally, a further study should investigate vacancy in Hamilton's urban areas in order to explore related planning policies and identify the reasons for which buildings remain vacant. This investigation should also attempt to provide appropriate solutions drawing from other case studies conducted in various cities.

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Appendix

Copy of BIA Building and Condition Survey

**Building Condition and Use Survey**

Address: \_\_\_\_\_ Business Name: \_\_\_\_\_

BIA: BV IV D

1-Dangerous 2- Deteriorated 3- Fair 4- Good 5- Excellent

**Building Element**

**Condition**

1. Windows	N/A 1 2 3 4 5	<b>Graffiti/Damage:</b>
2. Façade	N/A 1 2 3 4 5	
3. Signage	N/A 1 2 3 4 5	
4. Doors	N/A 1 2 3 4 5	
5. Paint/brick/siding	N/A 1 2 3 4 5	
6. Street compliments Upper Level	N/A 1 2 3 4 5	
7. New additions complements old	N/A 1 2 3 4 5	
8. Heritage Integrity Maintained	N/A 1 2 3 4 5	
9. Vacancy	N/A Closed Boarded-Up Renovating	
10. Company	Unknown Local/independent Franchise/Corp.	

Address: \_\_\_\_\_ Business Name: \_\_\_\_\_

Copy of BIA Mail-in Survey

**Survey: Barton Village Business Improvement Area**

*This survey is comprised of two parts and should take approximately 5 minutes of your time.*

This Survey is also available online at: <http://www.surveymonkey.com/s/8LG62D3>

**Part ONE**

**Question 1:**

For how many years has this business been established? An approximate answer is fine.

---

**Question 2:**

Please indicate the general type of business that is associated with this establishment. *For example, commercial, retail, food services, office-related services, research, manufacturing, recreational, or other.*

---

**Question 3:**

Would you classify this establishment as an independently owned business, franchise, corporation or other?

---

**Question 4:**

Were you aware that your business is located in a designated Business Improvement Area?

---

**Question 5:**

Is your business involved with any of the events or decision making processes of a Business Improvement Area? Please list them.

**I feel the following apply to me:**

*For example, direct communication, socials, council meetings, receiving newsletters or emails, invitations to events and activities, information regarding BIA status.*

---

**I feel that none of these apply to me** *(please circle if this is true).*

**Question 6:**

Has your business received funding or grants from the City of Hamilton through the Business Improvement Area Designation or other Financial Incentive Programs?

**Please circle all that currently apply to you.**

*Commercial Property Improvement Grant Program*

*Hamilton Downtown Property Improvement Grant Program (formerly the Enterprise Zone Grant Program)*

*Hamilton Downtown Multi-Residential Property Investment Program*

*Commercial Corridor Housing Loan and Grant Program (formerly the Main Street Program)*

*Hamilton Downtown Office Tenancy Assistance Program*

*Hamilton Heritage Property Grant Program*

**I feel that none of these apply to me (please circle if this is true).**

**Part TWO**

**Please answer the following questions and circle the appropriate number, on a scale of 1-5:**

**1:Strongly Disagree, 2:Disagree, 3:Neither Agree or Disagree,4:Agree, 5:Strongly Agree**

**Question 7:**

In general, I feel my business is safe in this neighborhood

**1 - 2 - 3 - 4 - 5**

*For example, safe from potential robberies, harassments, and vandalism.*

**Question 8:**

I have noticed a dramatic improvement in the beautification of  
Barton Village's streets and buildings in the last 5-10 years:

**1 - 2 - 3 - 4 - 5**

**Question 9:**

I believe that the older buildings in this area contribute to the unique  
character of Hamilton:

**1 - 2 - 3 - 4 - 5**

**Question 10:**

Overall, I feel that my business has positively benefited from  
the Barton Village Business Improvement Area designation.

**1 - 2 - 3 - 4 - 5**

*For example, benefited through increased presence of pedestrians,  
Increased revenue and an improved streetscape.*

***Thank you for completing this survey! Please include both pages in the envelope provided.***

## Key Informant Interviews

This section presents all data collected during key informant interviews. The data will be organized according to each respective informant. Interview questions will be presented, followed by answers that were reviewed, edited, and approved by the informants in order to fulfill compliance with ethics standards set out by the Office of Research Ethics at the University of Waterloo. However, any information that may reveal the identity of the informant was is not included here in order to protect the rights of the interview participants.

### Participant #1

1. What year were you born?

[Question 1 – Exempted by Interviewee]

2. Are you a Hamilton resident?

- “Yes.”

3. What is your place of work?

[Answer exempted by the researcher to protect participant’s identity]

4. In what area or areas would you consider yourself an expert, professionally?

- Worked with the city for over 30 years
- Had this position for five years

5. What is your position or title at your place of work?

[Answer exempted by the researcher to protect participant’s identity]

6. Approximately how long have you had this position?

- 5 years [*As above*]
- Participant is regularly involved with many aspects of the BIAs and the Boards of Management

7. How would you describe Hamilton (as a city) to someone who has never been here before?

- “That it is awesome.”
- Amazing city, participant has lived here all their life
- Great view of Hamilton from their office window with a view of the steel industry, waterfront, sail boats
- “An amazing place to live, work, play.”
- Hamilton has a lot of great natural assets
- Hamilton has great waterfront development

8. In my study, I've done a lot of research on BIAs, but could you explain to me briefly how decisions are made in Hamilton BIAs specifically, and who determines the priorities of the BIA?
  - "That is not something for me to answer."
  - [Participant suggests the following resources]
  - Strategic planning of the individual BIAS are found at:
    - o Planning of specific BIAs – individual websites
    - o BIA newsletters
  
9. What do you feel is most important to the success of any Business Improvement Area?
  - "Working collectively together and having a strong board of management."
  
10. The economic reports of the Hamilton BIAs account for the number of businesses that apply for funding. Does the City of Hamilton want to encourage more businesses to apply for funding if they are eligible?
  - Yes, they [City of Hamilton] are currently working on brochures and programs
  
11. Do you feel BIAs have been creating safer neighbourhoods? How do you feel they are doing this?
  - "Yes. They work a lot on safe initiatives, and working together collectively with 'eyes and ears.'"
  - More people being there on the streets and watching out for each other
  
12. I noticed that some BIAs still have a lot of vacancies and boarded-up buildings. What are your plans/goals for these buildings?
  - "The City is working with the BIAs to solve these problems."
  - The City has somebody working in that area
  
13. I recently learned that some Hamiltonians are identifying problem areas in the city, such as the vicinity of Gore Park. Do you have any solutions/goals or visions for these problem areas?
  - "I am not one to speak to that."
  - "Refer to the Gore Master Plan for visions of the area and how they will be achieved."
  - "BIAs were consulted as a stakeholder in the creation of the Gore Master Plan."
  - "Problem areas might be a policing problem."
  - "I'm not sure what you are referencing" [ *As in, the source of the interviewer's information*]
  
14. I understand that there are no penalties for businesses within BIAs being vacant for over 1 year. I recently heard that they are almost "rewarded" for negligence in the form of tax redemptions? Is this true and do you know more about this issue?
  - "There is a vacancy rebate, but this is through the tax department and not specific to the BIAs."
  - "This is a legislative issue."
  - "I am not one to speak on that."

- The interviewee isn't able to speak on the parameters of the tax departments program in regards to BIAs and vacancy.
15. I heard recently from Mary Pocius, who was formerly working with the International Village BIA, that Hamilton in general needs to "focus" on their goals. Would you say that BIAs have a good focus that enables them to achieve their goals?
- "The City of Hamilton supports the BIAs."
  - "When they look to achieve goals, the support they receive is phenomenal from council, staff, and throughout the city."
16. Would you say that the older buildings in this part of Hamilton contribute to its unique diversity and cultural appeal?
- "Certainly."
17. I have noticed that some of the more "improved" or "regenerated" areas of Hamilton are at times starting to construct new buildings as opposed to repairing the old ones. Or, they are covering up the old facades with stucco or other such materials. How do you feel about this trend?
- "I can't comment on that."
  - "I have no input towards that."
  - "There are different programs available such as the recently created a 3 year Gore Program."
18. How do you feel about independent business in Hamilton? Are they essential to Hamilton's economic growth?
- "Very much."
19. Do you feel more support needs to be given to help the survival of independent businesses in Hamilton's BIAs? What kind of support?
- "That, I can't be able to comment on."
  - "We have the small enterprise center in the building."
  - "They provide a lot of support to them [the BIAs]."
20. In your experience, do you feel people living or working within IV, DH, or BV are satisfied with the accomplishments of these BIAs so far?
- "I cannot comment on that. That would be more for the BIAs to say."

Participant #2

1. What year were you born?
- 1977

- Are you a Hamilton resident?
- Yes

2. What is your place of work?

- International Village

3. In what area or areas would you consider yourself an expert, professionally?

- Background in marketing, branding, event co-ordination, marketing and advertising

4. What is your position or title at your place of work?

[Answer exempted in order to protect the identity of the interviewee]

5. Approximately how long have you had this position?

- Two years in March

6. How would you describe Hamilton (as a city) to someone who has never been here before?

- Hamilton is an eclectic city. You can find a range of diverse businesses, from pawn brokers, antique shops, boutiques, Theatre Aquarius, jewellery stores. This is best represented with the slogan of International Village, "From the eclectic to the elegant – captivate your senses with International Village".

- There are so many different parts of Hamilton. It is a beautiful city with the waterfront, the escarpment, rural areas, and a great downtown in a process of revitalization. The people of Hamilton are honest, friendly, loyal, blue collar people that you aren't going to find in other parts of the GTA. Hamilton is a homegrown artistic-natured place, with Steeltown origins. We are now moving away to a more artistic place.

7. What do you feel is most important to the success of any BIA?

- The most important asset to any strong BIA is a sense of community. A strong sense of community encompasses a common vision and dedicated community activists with positive outlooks. A strong sense of community helps businesses on board with a strong sense of leadership to push things forward. With a strong sense of community, people are more invested in their business, taking care of their facades and taking responsibility for their own business, applying for grants and funding when and if it is available to them.

8. In my thesis, I am studying three Hamilton BIAs. International village, Downtown and Barton Village. As it currently stands, what do each of them need the most in order to improve?

- International village is "...on the up and up right now..." with huge improvements and decreased vacancy rates, attracting boutiques and attractive shops.

9. The economic reports of the Hamilton BIAs account for the number of businesses that apply for funding. Does the City of Hamilton want to encourage more businesses to apply for funding if they are eligible?

- The City is dedicated with providing people with grants.

10. If there is a problem with applying for grants and funding, why do you think this is?

- Small businesses may struggle to invest in their businesses even with the grant incentives and even if it will help their business in the future. International Village, in some places, may not be there yet, creating a bad financial cycle.

11. Do you feel BIAs have been creating safer neighbourhoods? Why?

- Yes. BIAs make neighbourhoods safer. International Village works closely with police. They communicate through board meetings with frequent updates. The police drop-into the International Village office once or twice a week. BIAs have employees that become the voice of the street. They are trusted by members of the community, who contact them with issues. These issues are then passed over to the police.

12. Many planners say that diversity makes cities healthier and more vibrant. How would you describe the diversity of International Village?

- Diversity in International Village is a key component, hence the name "International Village". Every walk of culture is found in this area with a wide variety of food, services, goods, shop owners and businesses.

13. I noticed that some BIAs still has a lot of vacancies and boarded-up buildings. What are your plans for these buildings?

- Last year, International Village saw 17 new businesses, with 11 of them filling vacant properties. This is accomplished through getting in touch with real estate agents. BIAs can also create "wish lists" for desired businesses and work directly with real estate agents. This way, there can be some form of management and co-ordination of the kinds businesses that are already established, and the ones that are desired. This also relates to the concept of branding. Without marketing, branding, and advertising, people do not get a sense of the area and there is no cohesiveness. You have to have a brand for what you are trying to sell in a BIA to start attracting people. Currently, there are some trendy shops opening up. This includes boutiques, which add more elegance to International Village.

14. Would you say that the older buildings in this part of Hamilton contribute to its unique diversity and cultural appeal?

- Absolutely. The streetscape in International village is unlike anywhere else. For instance, International Village has a narrow corridor down King street with characteristic 3 and 4 storey buildings with a lot of history. You can go to a lot of different places and not find what Hamilton has. This is a "huge sell" and has a "coziness". There is definitely an appreciation for Hamilton's architecture here.

15. How do you feel about independent business in Hamilton? Are they essential to Hamilton's economic growth?

- Independent businesses are extremely important to Hamilton and to International Village BIA. Economies need to have a bottom-up approach. Downtown does not depend on big box stores. Instead, there is a momentum where people are relying on independent businesses and one-of-a-kind shops. "I really believe in the businesses here and what they have to offer, we need to get the people through the door". Small businesses provide a good foundation for BIAs and while corporate businesses are important to cities, it is not Hamilton.

Participant #3

21. What year were you born?

- 1947

22. Are you a Hamilton resident?

- Interview participant has lived in Hamilton for the last 10 years

23. Could you describe to me what your professional background is? What areas would you consider yourself an expert in?
- Education: folklorist
  - Has been a museum worker for 30 years or more
  - At small museums, esp. community not for profit museums
  - Working in southern/ northern Ontario and Northern Canada
  - Previously involved in heritage and community studies in other Provinces
24. What is your place of work?
- The interviewee works at a Hamilton Museum
25. What is your position or title at your place of work?  
[Answer is exempted by the interviewer in order to protect the identity of the participant]
26. Approximately how long have you had this position?
- For about 10 years
27. How would you describe the intangible culture or identify of the City of Hamilton?  
[Interview participant describes the tangible heritage of Hamilton is chronologically]  
Look initially at the 19<sup>th</sup> century downtown core (1800-1850):
- o Small collection of warehouses and some houses of entrepreneurial activity
  - o Clusters by the harbour
  - o No falling water technology
  - o The railroad came in 1850s
  - o Tangible culture changed dramatically, because Hamilton was the train's end of the line
  - o Impoverished, last of the highland clearance areas in Irish immigration, who came in order to move up into the country and wanted a home of their own
  - o Immigrants came here with nothing, so they became workers in factories
  - o These people clustered in the downtown core
  - o "The areas that you are studying up Bay and James, as far as Aberdeen and from Dundurn over as far as Wellington (Wellington as the fringes in the 1850s) people began to live and work next door, and that remained the same."
- Problems/Issues in the City of Hamilton
    - o The city went from 3,000 to 20,000 in less than 10 years (in the 1850s)
    - o Cholera was a big problem
    - o People were living without good drinking water, no fire protection
    - o The city doesn't burn down *that* much because most of the city was brick
    - o There is a large section of houses built between 1850 and 1900 during the era of steam technology where residences and places of work were side-by-side
  - Hamilton around the turn of the century
    - o Abundance of banking activities downtown

- Shopping and mercantile activities are dispersed
- “We are moving from an area which was trade and craftsman activity into labouring activity, people who had little training could be in factories.”
- Hamilton in 1900 (aprox.) Electricity comes to Hamilton which:
  - Changes the way power is delivered
  - And changes transportation – with the electric railways
- Factories on the east side of Wellington, Worthington – these factories have electricity and the workers are still 5 or 10 kms away
  - Electrical railway allowed people to work at these further away factories
  - This caused the city to expand
- Huge relationship between workers, factories, and manufacturing
  - City is covered in railroads, and this gave way to the steel industries
  - Infiltration of residents into these areas
  - Eg. Westinghouse plant at Sanford, if you stand on the western edge, you see this 7 or 8 storey tower, and all around it are 2 storey dwellings
    - This is a metaphore of the political economy – developed a hierarchy – visual metaphor for the class and hierarchy
- 1900 - 1930
  - 1900 – 1930 – a different kind of built environment, where your friends in the factory helped you build your own house
  - Another group of immigrants coming in such as Portugese and Italian
  - The infill of these workers houses – houses that are more suitable to these new immigrants
    - Eg. a new kind of bungalow, blocked off alleys (for the night carts)
    - Alleyways – get a bad reputation – full of them in Hamilton
- The Grandchildren of Hamilton
  - After WWII Hamilton expands up the mountain. There has always been people living on the mountain, but the houses on the mountain become the sons and daughters of the grandparents that started downtown
  - They are no longer labourers, the sons and daughters may be management and semi-professionals
    - The pattern of immigration suggests that the first generation of people (until recently) are economic immigrants, running away because they had nothing and their first jobs were labour
    - Their sons and daughters no longer have to be labourers– because they can afford to send sons and daughters to school, education has changed this
  - This is the same in Hamilton as it is in most cities (a large trend) people coming with nothing and education changes the “class”
  - Industry clusters along the south side of the Bay, and moves out
  - In the Hess area (where he has lived previously) was a place of the “working poor”
    - Or “grandmothers” who were widows, no longer working but still poor

- TANGIBLE heritage
  - the structure of the build landscape gets to be changed or town down in Hamilton right now,
    - Examples of that happening right now
- INTANGIBLE heritage
  - Downtown Hamilton – the idea of intangible
  - The buildings themselves may not have been moved, but they are being adapted “they have aluminum siding on them”
  - Boarders in the attic of the houses – social structure to the way the houses are laid on the ground
  - Some of these houses are “typical” in a positive sense – “they stand for a lot”
    - The houses reflect a social structure, political structure and neighborhood activities
    - The size, scope, materials of the house are completely telling a story
    - A lot of these houses are small, narrow, thin lots, the alleyway behind them, with a backyard, with a garden, behind that was an outhouse – all these houses were the same – these people worked at the same place
    - This is a completely different way (for the most part) that many suburb communities lived at this time, where there was a far more “diverse” population, with more diverse economic people
    - There were quite a lot of people who were the working class
- Unhealthy Hamilton
  - Serious hazards in downtown Hamilton – PCPs, irony of the second largest industrial dump is right exactly beside the waste water treatment
  - The city has no ability or power to suggest to the owner that they take away that garbage, because it has been passed from corporation to corporation with no ownership
  - Attached to the tangible history, is an intangible essence that reflects politics, social, a lot of things which you really couldn’t get at by unpacking it
- CBDs
  - 1966: Before the decline, Barton and Ottawa were thriving mercantile areas
  - Ottawa was still a garment district
  - Barton was a neighbourhood accumulation
    - You could see the diverse neighbourhoods of ethnic cultures/people
    - You can still do that today – eg. Church shows peoples ethnicities
  - Take the bus “garlic run” was called because of the food choices
  - Travel down John to Barton and headed east – went through neighbourhood
    - This corridor on Barton and Ottawa and some of Gage were all independently owned craftsman shops, shoe makers/repair shops
    - Centre mall – was being built in the 60s
      - In the long run would take away the life of those CBD businesses

- Home depot opens, and home hardware closes
- “Barton street begins to fade, and the little stores, which now sell used furniture...they’re slums.” They were picked up by people who were speculating
- Downtown Hamilton structures remain unchanged from when they were built from 1840s to the 1940s and 1930s
- Eg. The Lister block was derelict until two years ago
  - Was the first indoor shopping mall in Canada “It was paradise, people would come from all over.”
  - Negative effects to the Lister block, when the Eatons centre when these big corporations came about
- Tailors, which were numerous in Hamilton are gone now
  - The life of the tailor is gone now
  - In some way, taking away these businesses are taking away skilled people
  - Now there are still shoemakers and seamstresses, but not as many
- “When people stopped being industrial workers, the only thing people had was a pension”
- “They go where it is cheap to live, cheap things to buy”
- Also true for substance abusers,
- “You get a cluster of criminal activity”

28. In your opinion, how has the steel industry influenced or changed Hamilton’s historic built landscape?

- Even at the best of times there are two parts to the story
- “First of all, up until 1945 to 1965 – there were five or 7 thousand workers in Stelco and Dofasco making good wages, with unions, pensions and benefits.”
- They cared about their wages, did not really care about putting toxic material in the bay, because they could buy cars and drive to Muskoka
- “In a sense, the steel industry was a major industrial deterrent to health/healthy landscapes.”
- Imagine how beautiful Hamilton was along the bay before the steel industry
- “After the war, there was a strong labour movement, there was a baby boom, people are getting cars, what was sponsoring it was MANY steel industries in Hamilton – there were a lot of little and continuing steel-making still going on here.”
- Same with the present decline of the steel industry – even though the big steel workers are not employed at the moment, there’s a lot of steel industries
- From 1945 – 1965 things do really well, and then different things happen such as strikes, union loses, Dofasco and Stelco begin to compete with different kinds of cement products rather than steel, and aluminum to build cars
- Foreign trade begins to takeover, the cost for steel is up, the demand for steel is low
- The company of Stelco, in the long run goes into bankruptcy
- “At the same time, all of a sudden, people are saying, what else have we got?”

- Steel industry did not make a “healthy environment” the “...industrial dirt and the physical abrasion on the buildings and peoples skin, smoke, smoking, grime was not healthy...”
  - o “Hamilton looked like an unhealthy place”
  - o People driving over Hamilton did not see the RBG – they saw the steel mills instead of everything else
  - o Hamilton went through a City beautiful movement in parts of the city – which was supported by an Industrial structure, which was NOT beautiful at all, but supporting the City beautiful development
  - o As things decline, people stay where they have always stayed – poor housing
  - o “The people/immigrants/poor people are where they always have been”
  - o Income declines – council through its own bad decisions, has few options
    - Tries to be efficient, and makes bad choices where to put with its own money

29. How would you describe Hamilton’s modern or current built landscape?

- In the last (more than 20 years)
- “Downtown Hamilton was initially destroying the pedestrian fabric by 1975 it has declined a lot since that time.”
- Business with questionable reputations – a lot of strip joints, bars
- “...here is a level of seediness, the rents decline, and that supports this kind of unwanted activity...”
- Arts and Culture starts the beginning of an important movement – economic driving force, and puts a lot of good things into the City
- The artistic undercurrent has already been here – theatre, music, a lot focused more in Westdale, but artists, painters, and such came to the downtown core because it was cheap
- The concerns for BIAs are different for the artistic people
- “People who are out of work in the steel industry have no interest or care in what is going on in a BIA, or really care about art. They likely live on the mountain and don’t come back down these days.”

30. If you could name one thing to be improved or that you would like to see happen with Hamilton’s historic built landscape what would it be?

- “More and more owners that are doing things deeper than taking responsibility for their properties, but taking ownership in their community.”
- Things being caused by your neighbors should be tackled by the community – more concern for what is going on around them
- Hess is full of people who lived there – “BIAs may cause gentrification.”
- “They [BIAs] are sometimes antithetical – does not always include the people that live in that neighborhood.”
- When a BIA is purchased by a corporate mentality, and bought out so that everything is the same, people who are impoverished

- “Some people do not want to be enveloped by BIAs – because they want to be allowed to have their own business and not be taken over by corporations, who want economic renewal and not gentrification.”
- “International village is an artificial name.”
  - It has no meaning, and “...the idea of marketing, overpowers the real character of the community, it is something that is created.”
  - Locke street, for example, was a perfectly capable little place of entrepreneurs that had a lot of small business, and they were antique stores, nick nack stores, people would go there
    - “Why did this become a BIA, who decided it should be, and what happened to the people who were actually there operating the business?” Eg. Starbucks, and the mom and pop stores are gone
    - “Some buildings are being set up that are not complementary to neighbouring businesses, because there was an opportunity to the franchise, not to improve the community.”
- “Small special event activities are also important to the community, like the Locke Street Festival, but the things that they used to have a festival about are gone now.”
  - These kinds of things are happening everywhere
  - “There is a ‘geography of nowhere’ ...every time a Montana’s goes up, it looks the same, and a home depot goes the same, and then the Starbucks comes along.”
  - “...it drives me crazy because it cuts the life out of the entrepreneurial activity that would support a small community.”
  - Businesses with poor corporate citizenship
  - “In Hamilton, we need a guaranteed minimum wage for every human being,
  - “...we have to keep people out of poverty, and Hamilton has a massive problem with hunger, homelessness and poverty, and it is not just because the steel industry is closing, the support centre for additions, mental health, and immigrant relocation is not there.”
  - “People, more than anything else, need money.”
  - “As heritage workers, what can we do, that contributes to the growth of the community.”
  - “The nature of Hamilton right now, the seediness, the dirt, the grit, the leftovers of the industrial core, is also leftover poverty, homelessness, poverty, domestic violence, in some sense it is clustered because people who do that stuff do not have any money, so the decline of the built environment happens.”
    - Cycle – with business opportunities coming in, corporations who want to set up instead of letting the community gets back on its feet
- “BIAs talk a good talk.” – want to improve their neighborhood so that they can become wealthy – one of the things they do in order to do that is bring businesses in, make sure that businesses are built better, increase peoples rent, follow a chain of activity

- Some BIAs have municipal money invested in public art and features, but that is not money coming out of the BIA – it is municipal
- “Nobody asked the neighbourhood what should be there.”

31. In your opinion, have you noticed an improvement of the streetscape/buildings in these Business Improvement Areas?

- “I can’t say if there has been an improvement, because I do not know where they start and stop, and I am not a pedestrian in those areas anymore.”
- “BIAs should be pedestrian-scale.”
- Walking through the neighborhood is why you want to make the facades nicer, and why you want biking, etc.
- “At the moment, how you have to get around in Hamilton is not pedestrian friendly, and it is also not bike friendly.”
- Radicalised – when people come together – when life is injected into the street
  - o Best examples – “...when life is injected into the streets, and open streets, put people on the street who would not normally be *on* the street, and there is entertainment for them, service for them.”
  - o There should be easier laws for selling street food
  - o More of a sense of safety perhaps if more people were there
- “Downtown Hamilton is ‘technically’ safe, but it *feels* unsafe.”
- “I think there should be no homeless, and no one who *needs* to beg.”
- Something has gone on lately “...nobody has been shot in my parking lot near where I live for 4 years now, that is amazing.”
- Records in Hamilton – “There *seems* to be less street violence now in the downtown core than there was 5 years ago.”
- “However, street violence still exists, there have been murders, people are randomly stabbed. There are more sexual assaults in the Hess street village than they are in the downtown core, because there is a lot of drunken sexual assaults.”

## Newspaper Articles

The following newspaper articles have been summarized as follows. This data was used in order to present the summary of newspaper articles found in Chapter 4.

Downtown Hamilton BIA: Newspaper Article #1

Date: January 7, 2012

Author: Molly Hayes

Newspaper: The Hamilton Spectator

Title: Big Turnout for Gore History Tour

*"I don't think a lot of people know what Hamilton has in terms of (architecture)," Dennis Goldsberry said.*

*The longtime Durand neighbourhood resident came out to learn just what it is he's looking at during downtown strolls.*

*Like the majority of the more than 75 tourists, Goldsberry came out after news that a stretch of the Gore is slated for demolition.*

*Development firm Wilson and Blanchard applied for a demolition permit in December for properties at 18-28 King St. E. Without intervention, the historic buildings can come down as soon as Jan. 9*

*"Hamilton is both a lesson in what to do and what not to do," said Lloyd Alter, past president of the Architectural Conservancy of Ontario (ACO).*

*He was referring, initially, to the beautifully restored Lister Building at the corner of James North and King William, then later to the memory of the Birks Building at King and James that was destroyed in*

*1972. The demise of the Birks Building, once a symbol of downtown pride, helped create the Ontario Heritage Act to protect historical buildings.*

*Sunday's walk was led by Robert Hamilton, past president of ACO Hamilton branch. Building by building, he rhymed off famed architects and long-ago businesses that once lined the strip.*

*Treble Hall. The Royal Connaught Hotel. The Dominion Public Building. Victoria Hall. The Right House.*

*He pointed out original stone detailing, art deco facades and successful examples of reuse (such as the Embassy Club, and the Mills building that's under renovation).*

*He also stressed the importance of the Gore Park Master Plan as citizens' means to voice concerns about losing downtown heritage. Designation only protects a small handful of the buildings from being torn down.*

Downtown Hamilton BIA: Newspaper Article #2

Date: July 13, 2012

Author: Hilary Caton

Newspaper: The Hamilton Spectator

Title: Downtown BIA finds a Gorilla Cheese in its midst

*Becoming an associate member of the group extends an olive branch to the association after months of struggle at City Hall between BIAs and the growing food truck industry over how to manage competition.*

*“I think it’s a win-win situation for both of us,” said Graeme Smith of Gorilla Cheese, the first food truck to join the BIA. “It’s something that will help us be more involved with the communities we want to serve.”*

*The relationship between food trucks and the city BIAs has been turbulent. In May, amid several committee meetings, Ward 13 Councillor Russ Powers proposed banning food trucks from being close to any business improvement areas, stating the trucks are unwanted competition for businesses that have invested thousands of dollars in their restaurants.*

*“There were concerns expressed by the restaurant community that we were going to roll up in areas, take their money and run,” said Smith. “And that’s something we weren’t interested in doing.”*

*Powers, however, still isn’t convinced. He feels simply joining a BIA doesn’t make food trucks legitimate.*

*“It’s apples and oranges. I think they’re just trying to put a good community face over who they are.”*

*Gorilla Cheese joined the BIA in June as an associate member for \$250 a year. As an associate member, it will be able to provide input on different promotional events in the area and sit in on committee meetings, according to Downtown BIA executive director Kathy Drewitt.*

*“But they don’t get the same benefits like some of the BIA members,” said Drewitt. “They can’t take active part on the board and they can’t vote at the annual general meeting and committee meetings.”*

*As members of the downtown BIA, Gorilla Cheese will help to focus the food truck industry into working with the BIA to find locations for them in the core that won’t disrupt normal businesses.*

*“It’s all part of a vibrant downtown community vision and we welcome the food trucks,” said Drewitt.*

*Smith already has the support from Ottawa Street BIA, said executive director Patty Hayes. The executive committee had a meeting Wednesday morning to add food trucks to their associate partnership category.*

*“Gorilla Cheese has been the leader of the pack and the groundbreakers,” she said. “This is fantastic.”*

Downtown Hamilton BIA: Newspaper Article #3

Date: Wednesday January 25, 2012

Author: Meredith MacLeod

Newspaper: The Hamilton Spectator

Title: *BIA Divides James Street North*

*The BIA has been exploring expansion from its current boundary at James and Rebecca to the north side of Mulberry Street. But some property owners have ramped up efforts to rebuff the move by launching a petition and sending a letter to Ward 2 Councillor Jason Farr.*

*“Please support us as we are at a delicate time, we have nurtured this district and have worked hard to keep it harmonious. Why now, when we are the jewel of the city, would we hand this district over to the BIA simply because they are rude enough to try to take it?” wrote Cynthia Hill, president of the James Street Merchants and Business Association.*

*“I have a small gallery and galleries don’t make money,” she said in an interview. “If they tax me further I won’t be able to function.”*

*“We feel it’s a great assault upon our neighbourhood.”*

*Tim Potocic, co-owner of record label and store Sonic Unyon and a partner in the redevelopment of the former Dominion Furniture building on James North, believes BIAs are worthy investments of what he calls a “pretty minimal” tax increase.*

*“Some who are opposed think the Downtown BIA will only corrupt what is happening organically. I argue it won’t.”*

*He points out the expected levy increase to the BIA from a James Street expansion would come to \$17,000, not enough to consider a stand-alone BIA for the stretch.*

*Murphy says being part of a BIA offers access to city grants and loans to fix up property, as well as the benefits of a formal organization dedicated to marketing, event planning and looking after business interests.*

*“It’s disciplined. There are meetings and action items and budgets to take on projects.”*

*Murphy says there is no “crusade” to bring James Street under BIA jurisdiction. He says it might work out that the street is better served by a business association that can collaborate with the BIA.*

*Dan Ward, a James North veteran and owner of 163 James St. N., recalls the ouster of the BIA (some alleged the organization did little with the money it collected and was beset by squabbling from the outset) as an “ugly” time for the neighbourhood.*

*He says everyone he talks to wants “no part” of the BIA today.*

*“We don’t need taxes to go up. We’re taking care of everything.”*

*Dave Kuruc, owner of Mixed Media on James, doesn’t support being part of the Downtown BIA but says there needs to be some sort of active, formalized business group on the street.*

*“I definitely agree that we want to be better organized and have a relationship with the city, but we want to dictate our terms.”*

*He says there is a “disconnect” between the type of businesses along James North and the leadership of the Downtown BIA. “Most people on the board are in office towers, like lawyers and architects.”*

*Drewitt says the BIA is focused on marketing, beautification and planning events to bring people to the core. Members set the budgets to be spent.*

*“It’s the only portion of their taxes they have any control over.”*

*The levy applied works out to about \$200 a year for every \$100,000 in assessment.*

*The BIA’s 2012 budget is \$323,000, of which \$90,000 goes to salaries and benefits and another \$46,000 goes to office expenses such as rent, equipment and insurance. The BIA will allocate \$100,000 this year for promotions and special events and \$64,000 for beautification.*

*Drewitt says most business owners don’t have the time, resources or energy to put into improving the neighbourhood.*

*But Hill says her group will continue to fight any BIA advances.*

*“We do not in any way resemble that vacant unfriendly downtown that the BIA so expensively created.”*

International Village BIA: Newspaper Article #1

Date: June 22, 2011

Author: Molly Hayes

Newspaper: The Hamilton Spectator

Title: International Village ready to step out of core’s shadow

*Mafu Ojisua knows there's a bad reputation downtown, but he hopes it won't affect business at his new King Street East restaurant. His West African eatery, Mafu's Kitchen, is the International Village's newest gem.*

*"It's a tough place downtown," he said. "There's a bias of being an environment where not a lot of people want to come to. But downtown is not unsafe, it's actually fun to be around, there's a lot of culture."*

*That's the image International Village BIA — bordered by Mary Street and West Avenue, from Main to King William — is trying to sell.*

*It has a new logo, new banners on the streets. Executive director Susan Braithwaite has been aggressively promoting the area on Twitter and Facebook and updating a new website. They've started an advertising campaign in local media.*

*"We have the tools already in place with the streetscape, the amazing businesses and the people, now we just need to educate people."*

*Vacancy rates in the village are down since 2005, dropping from 19 per cent to 12 per cent. Out of 124 storefronts, only 20 are empty. The BIA doesn't track pedestrian traffic, but in the past five years, parking revenue has jumped almost 15 per cent.*

*Sixty-one applicants have made use of a city grant program to improve storefronts, yielding \$775,000 in total investment, to improve signs and upgrade storefronts.*

*But on the streets, Braithwaite says that bringing more pedestrian traffic to the area has been a challenge.*

*"I think our biggest hurdle is the fact that we're on Main, we're on King, and so we're kind of on a highway with the one-ways. It's unfortunate."*

*"I get the perception that's there, but the perception is based on the past. It's something we work every day to get past," she said. "Hamiltonians hold the downtown to such a high standard, but any downtown core has its issues."*

*Though the area has seen its share of crime — including a stabbing at King and Walnut in March — Braithwaite says the Hamilton police ACTION teams in the core has made a huge difference in the village since the program was introduced in May of last year.*

*"It's been huge for us," she said. "Basically the only thing I'm really seeing is the odd panhandler. If that's your worst problem, so be it."*

Barton Village BIA: Newspaper Article #1

Date: November 25, 2010

Author: Gary Santussi

Newspaper: The Hamilton Spectator

Title: *Barton Street Boondoggle: Its story is replete with sweetheart offers, two governments and, ultimately, failed vision*

*In 1994, Bob Rae's NDP government dispatched David Crombie, once Toronto's Tiny Perfect Mayor, bearing gifts for our rusting Steel City.*

*Of particular interest to the arts community was proposed funding for an arts village on Barton Street and other cultural initiatives. The amount of money was substantial: \$10 million.*

*Crombie arrived with his Trojan horse — you know, the one that reminds us to beware of politicians bearing gifts.*

*Most of the land north of Barton Street was for industry that quietly swallowed up the harbour, creating toxic brownfields.*

*The Barton Wall is a physical and perhaps psychological divide between the industrial North End and the rest of the lower city. Barton Street defines a place that is close yet far enough away to keep it out of the consciousness of the majority of Hamiltonians.*

*Barton Street in 1974 was a rough place. One of the first national news stories of the modern era that maligned the great character of the street revolved around hockey.*

*The president of the Bramalea Blues, a rival of the Fincups, said he wouldn't bring his players to Hamilton for a playoff game because the Forum was in an undesirable neighbourhood. Barton Street was too dangerous — one of the toughest streets in Canada, he said — and the team didn't want to take chances with the safety of its players.*

*The Spectator decided to go on the power play and ice a rookie draft pick to take on the goons of Barton Street. The reporter's name was Tami Paikin — later, Tami Paikin Nolan. A Spectator news car dropped her off at the Forum and she began to walk the Barton Street gauntlet west.*

*The news car, in those days painted a bright yellow, followed her as she walked past Hamilton General Hospital, the Barton Street Jail, Hanrahan's Tavern. Safely at James Street, she was safely whisked back to the newsroom in the news car.*

*She wrote her story, "Barton Street is a pussy cat," to the humiliation of the out-of-town hockey team that had been afraid to do the same.*

*"While improvements to the downtown may have a higher profile, community development officials say no area of the city is in worse shape or in greater need of drastic action. Today, Barton Street is block after block of dirt-caked storefronts with nothing behind them but old dust and the echoes of the past. Hundreds of Store for Rent signs vie pathetically for attention in a seemingly hopeless commercial vacuum. The For Sale signs are just as plentiful. 'Price drastically reduced.' 'New price.' 'Vacant'. 'Vacant.' 'Vacant.'"*

*Many buildings have been boarded up completely, a practical defence against vandals, a psychological admission of defeat. Windows installed in more promising times to invite patrons and browsers and the light of the day are plastered with vinyl sheeting or yellowed newspaper pages to shut out the world. Behind not a few of these shrouded shop windows, people are making their homes, in contravention of local zoning bylaws."*

*In October 1992, the Barton Street BIA met with the Social Planning and Research Council to begin work on a plan for the street. By September of 1993, a wider group had been pulled together to create an artists' village. The idea began to create a buzz. The arts village died a swift death and the \$1 million was spent. A few property owners received low-interest loans, three murals were contracted out, a couple of events were held and most of the money went to flower beds, bump-outs and lamp posts.*

*Councillor Morelli supported using funds for physical modifications to Barton Street rather than as an investment in the arts. The bump-outs had the desired effect of calming the traffic but made Barton Street dangerous for cyclists and emergency vehicles.*

City of Hamilton: Newspaper Article #1

Date: Monday March 26<sup>th</sup> 2012

Author: Lisa Grace Marr

Newspaper: The Hamilton Spectator

Title: City BIA businesses get nod for sparkle, looks and helping out

*“The city’s Business Improvement Areas (BIAs) were celebrated in an awards luncheon on Monday with recognition offered for façade improvement, the sparkle award (ongoing maintenance) and business/community partnerships.”*

*“The sparkle award is recognition for those businesses which have strong ongoing maintenance strategies. The partnership award recognizes a property or business owner for their involvement in community initiatives.”*

*“Deb Spence, with the city’s economic development department said this may be demonstrated through a business’s involvement with the BIA. The following businesses received awards:”*

[A selection of the awarded business have been listed here as they relate to this thesis.]

### ***Barton Village BIA***

*West Avenue Residences – Façade Improvement*

### ***International Village BIA***

*Modify Your Closet – Sparkle Award*

*Dodsworth & Brown Funeral Home – Façade Improvement*

***Downtown Hamilton BIA***

*Allegra Hamilton – Business/Community Partnership*

*Grant Thornton – Façade Improvement*