SUBJECT: West Harbour Waterfront Recreation Master Plan (PW09004) - (City Wide)

RECOMMENDATION:

(a) That the General Manager of Public Works is authorized and directed to revise the preferred Waterfront Recreation Master Plan, attached as Appendix “A” to report PW09004, to incorporate stakeholder comments and that the revised preferred plan include the following principals:

i. Encourage sharing of facilities amongst boating organizations, through the relocation of large power and sail boat users to the main basin and small non-motorized crafts to Macassa Bay basin;

ii. Utilize floating breakwaters within the main basin as flood mitigation;

iii. Maintain as much of the existing shoreline configuration as possible;

iv. Incorporate the use of wall structures as flood protection of buildings, rather than filling to raise building elevations;

v. Greater reuse of existing buildings, where feasible and cost effective;

vi. Increased use of structured parking to reduce the amount of surface parking required within the West Harbour Area;

vii. Apply up to the maximum amounts and types of commercial space outlined in Malone Given Parsons West Harbour Waterfront Commercial Opportunity Study Report, dated July 2008;

viii. Staging to reduce the impacts on leaseholders and in recognition of lease terms;

ix. Re-locate the majority of summer and winter storage offsite to maximize waterfront potential.

(b) That the General Manager of Public Works complete the consultation process and report back to committee;
EXECUTIVE SUMMARY:

The West Harbour Waterfront Recreation Master Plan (WHWRMP) project began in late 2005 with the development of the Terms of Reference for the project. Since that time the process has resulted in a preferred concept plan incorporating stakeholder input. In 2007, staff commenced work on the West Harbour Waterfront Commercial Opportunity and Financial Studies. At approximately the same time, the Hamilton Waterfront Trust (HWT) submitted an alternate concept plan to the one that has been developed by the City’s project team. Through discussions with the HWT and various technical agencies, staff has come to consensus on many of the technical issues (e.g. flood elevations), in order to proceed to the next stage in the master plan process. Staff is seeking direction to develop a revised concept plan that will include elements of the Hamilton Waterfront Trust (HWT) plan and the recommendations from the West Harbour Waterfront Commercial Opportunity Study, based on the above recommended principles.

BACKGROUND:

The information/recommendations contained within this report have city wide implications, while the Study Area is located within Ward 2.

Setting Sail Secondary Plan

The Setting Sail Secondary Plan for the West Harbour (Setting Sail), currently under appeal at the Ontario Municipal Board, was approved by Council in 2005 and contains policy A.6.3.8.8.1, which states “The City shall complete a West Harbour Marine Recreation Master Plan Study to guide development and improvements on the City-owned property from Bayfront Park to Pier 7.”

Additionally, within the Setting Sail secondary plan a number of principals and objectives have been set, which clearly guide the development of the Waterfront Recreation Master Plan. Policy A.6.3.8.8.3 states:

The West Harbour Marine Recreation Master Plan shall adhere to the Principles of this plan, as described in Policy A.6.3.5.1.1. The specific objectives of the Recreation Master Plan produced by the study shall include, but not be limited to:

i. accommodate and facilitate a range of recreational boating facilities;
ii. maximize public access to the water’s edge, balancing the operational needs of marine and boating activities for safe and secure water access;

iii. minimize the size of paved areas for parking and storage;

iv. encourage sharing of facilities among boating organizations; and,

v. ensure safety and security for boaters, trail users and park visitors.

To achieve the vision of the waterfront, Setting Sail Policy A.6.3.5.1.1 states:

Development and improvements in the Waterfront shall help realize the City’s vision of a waterfront that:

i. is beautiful, publicly-accessible and inviting;

ii. promotes a healthy world class harbour;

iii. offers a variety of attractions to Hamilton residents and visitors;

iv. facilitates active and passive enjoyment of the harbour;

v. contains a variety of linked open spaces at the water’s edge, including parks, trails, promenades and plazas;

vi. enhances recreational boating opportunities;

vii. accommodates waterfront-appropriate commercial amenities;

viii. accommodates new residential neighbourhoods;

ix. is active throughout the day, the week and the year;

x. enhances adjacent neighbourhoods and complements the vision for Downtown;

xi. extends the existing grid pattern of streets in West Harbour; and,

xii. displays pride in the city’s heritage and excellence in design.

Terms of Reference

In December 2005 two public meetings were held, one with a group of stakeholders and the other for the general public, to review the draft Terms of Reference for the project. Based on comments received the Terms of Reference was amended and issued for tender. From that a successful consultant was selected.

Visioning

A visioning and information gathering workshop was held with two groups: the Waterfront Advisory Group (WAG) (affected stakeholders representing lease holders in the study area, agencies, neighbourhood organizations, etc.) was held on May 9th, 2006 and a Public Information Centre (PIC) (open to all members of the public) was held on May 16th, 2006. During these sessions attendees were presented with background information and the fundamental principals (listed above, under Setting Sail Secondary Plan) for the project and were asked to identify elements that worked well and elements that could be improved upon within the study area. This also included a brainstorming session on what types of activities/installations would be appropriate for the area in the future.

Conceptual Alternatives

Technical information was gathered by the project team (wave data, water levels, fisheries habitat, shoreline conditions, and building assessments), an existing conditions/opportunities report and four long-term conceptual alternatives were developed. This information was presented to the WAG, in November 2006, and at a
PIC, in December 2006, for comments and feedback. From these four alternatives a preferred concept plan was developed.

Preferred Concept

A Waterfront Advisory Group and Public Information Centre were held in April and May of 2006, respectively. In addition, to ensure staff are consulting with the broadest range of Hamiltonians as possible, displays were set up at various locations throughout the City. The purpose of this consultation point was to present the evaluation of the long-term alternatives and to present the preferred land use concept (attached as Appendix A).

Hamilton Waterfront Trust Submission and Commercial Opportunity and Financial Studies

In late 2007, due to comments from stakeholders, including members of Council and the Waterfront Trust, the City of Hamilton retained Watson and Associates and Malone Given Parsons to complete a Financing Strategy and the West Harbour Waterfront Commercial Opportunity Study. Originally, the preferred plan included approximately 2,100 square metres of commercial floor space. At approximately the same time the Hamilton Waterfront Trust released an alternative concept plan (Attached as Appendix B). It should be noted that the Hamilton Waterfront Trust was invited to participate throughout the study, but had not submitted any significant comments until the release of their alternate plan.

Notwithstanding, the Hamilton Waterfront Trust is a substantial stakeholder in the process. After three meetings with the Hamilton Waterfront Trust, Hamilton Conservation Authority and the Department of Fisheries and Oceans, the consensus was to explore ways to solve the key underlying differences in the plans.

The key underlying differences are as follows:

- Consolidation of similar uses
- The amount and type of commercial space
- Alignment of the shoreline
- Flood elevations

Study Area Boundaries

As shown in the City of Hamilton Concept Plan (Appendix A) Pier 7 and a portion of Western edge of Pier 8 were included. This was outside of the original study area, which terminated at the eastern end of pier 6, and was required to allow additional land to accommodate winter boat storage. Since the Hamilton Port Authority is investigating alternate off site storage locations the project team is better suited to apply the various amenities within the original study area. However, staff may be required to utilize some of the land at Pier 7 to accommodate all of the waterfront amenities. Staff will seek Council direction should Pier 7 land be required.

ANALYSIS/RATIONALE:

Based on the above, staff is recommending that the preferred plan be revised to incorporate the following principles (numbering is coordinated with numbering in the recommendation section of this report):
i. Setting Sail Policy A.6.3.8.8.3.iv states that any future planning should “Encourage sharing of facilities among boating organizations”. It is recommended that this be achieved by consolidating rowing/dinghy sailing into Macassa Bay (the area between Bayfront and Pier 4 Park) and large power/sail boat users into the main basin location (located between Pier 4 and Pier 8) while providing separate space within the main basin area to sustain the identity of each individual club. Notwithstanding that some stakeholders have indicated a preference for status quo, the consolidation is recommended based on the following:

- The financial study concluded that the leases are below comparable market rates in western Lake Ontario.
- There is evidence that some of the lease holders are not providing adequate upkeep of the shoreline or docks as per their lease agreement.
- The financial sustainability of consolidating clubs through allocating shared amenities (i.e. meeting rooms, gym facilities) while continuing to have their own private space (i.e. administrative offices, lounge facilities, etc) could offer lower operating costs for each club.
- Marginal water depths in Macassa Bay indicate a need for relocation of power/sail users to the main basin, and are in accordance with Setting Sail Policy A.6.3.8.8.3.i., which aims to “enhance recreational boating opportunities”.
- Consolidation can still achieve unique character and identity, through design.

ii. As the original preferred plan did not consider the use of breakwaters as flood mitigation, the project team has looked at the utilization of new floating breakwaters within the Main Basin to be used as flood mitigation to reduce the use of fill and allowing the potential reuse of existing buildings and structures. The project marine engineer concluded that “...floating breakwaters reduce wave heights behind the breakwaters and thus ultimately result in lower wave uprush at the shoreline”. This would reduce the amount of disturbance to flora, fauna and human impact resulting from filling. Utilizing new floating breakwaters for flood mitigation, though technically possible, will set a precedent in Southern Ontario and requires the City of Hamilton and Hamilton Conservation Authority to discuss policy measures for such an application. It should be noted that floating breakwaters can carry some risk when used as flood mitigation as severe storms may damage or cause failure to the breakwater structure. This previously happened to one of the floating breakwaters in the Main Basin.

iii. Maintain as much of the existing shoreline configuration as possible. On December 4th, 2008 the Hamilton Conservation Authority Board approved the following resolution:

THAT the Hamilton Conservation Authority supports a future West Harbour Recreation Master Plan that protects the existing fisheries and fish habitat and supporting vegetative communities along the shore by retaining the existing shoreline configuration; and,
FURTHER THAT the Hamilton Conservation Authority advises the City of Hamilton of this support in order to ensure that the natural heritage values along this portion of the Hamilton Harbour are both protected and enhanced through this waterfront revitalization project for the benefit of the present and future citizens of Hamilton.

Staff will be looking to keep portions of the existing shoreline rather than recommending as much straightening of the shoreline, as previously recommended. However, staff is requesting some flexibility to look at realignment of parts of the shoreline if required to accommodate shoreline reconstruction or to provide fish habitat compensation. Any alteration of fish habitat requires permitting from the Department of Fisheries and Oceans.

iv. Incorporating the use of stepped secondary wall structures would serve as flood protection for buildings, rather than land based filling to raise building elevations. Thus enabling the Master Plan to incorporate Setting Sail Policy A.6.3.2.3.i., that requires “land at the water’s edge, to a depth that can accommodate a trail”, and Policy A.6.3.2.12.i., enabling a trail “as close to the water’s edge as feasible”. Applying the secondary walls allow possible reuse of existing buildings and may significantly reduce costs due to the need for less fill material.

v. Greater reuse of existing buildings should be incorporated, where feasible, flood elevations permit and are cost effective to do so. In addition, for reused or new buildings Setting Sail Policy A.6.3.2.8.ii. states the Master Plan “Adopt best practice” technologies to achieve energy efficient buildings. As such, construction and retrofitting utilize Leadership in Energy and Environmental Design (LEED) standards, or an alternative best equivalent engineering standard. Buildings beyond their design life, or too costly to retrofit may be removed to restore natural environs, increase public space or construction of new buildings.

vi. A revised plan should further investigate structured parking, including off site parking to reduce the amount of surface parking within the study area. Setting Sail Policies encourage structured parking to reduce the amount of surface parking required within the West Harbour Area. Staff recommend implementing structured parking to increase and restore natural environs or increase public space, as well as provide safe additional visitor parking. The increase in subsequent commercial opportunities will require approximately 1,100 spaces, based on commercial space and number of slips, as per Hamilton by-law standards. It should be noted that additional parking may be required for park users. Structured parking is much more costly than surface parking. The increase of commercial lease revenue from additional commercial amenities on the waterfront may offset some of the additional capital costs of structured parking; however, cost recovery would likely be through parking fees. Should there be fees for parking there may be an increase of parking problems in the adjacent neighbourhood. This could be offset, somewhat, with the implementation of neighbourhood permit parking, and improved transit to the waterfront.

vii. The WHWRMP should be revised to incorporate up to the 7,000 square meters and types of commercial space and uses outlined in Setting Sail and the Malone Given Parsons Report (summary listed in table below).
The project should use stakeholder input and mandated criteria to analyse the most effective, efficient and desired commercial opportunities.

viii. Staging to reduce the impacts on leaseholders and in recognition of lease terms. The West Harbour Waterfront Recreation Master Plan will be recommending a number of significant capital improvements. These will require coordination and implementation in a way that minimizes disruption to leaseholders and waterfront visitors and should also recognize existing lease terms.

ix. Relocate summer and winter boat storage to a facility outside of the West Harbour Waterfront in order to reduce the amount of surface parking required for winter boat storage. In order to maximize land base for other uses such as commercial and recreational and allow parking in parking structures. Part of the justification for surface parking was for the reuse of these areas as winter boat storage, which structured parking does not allow for.

**Next Steps**

In order to conclude the Master Plan and Environmental Assessment process staff is proposing to complete the following steps:

- incorporate the principles recommended in this report, which will guide revisions to, and continued development of the preferred plan
- complete the final consultation point with the Waterfront Advisory Group (WAG) and hold the final Public Information Centre (PIC)
- complete Phase 2 of the Municipal Class EA process
- revise the master plan based on comments received at any time during the process as well as at the WAG and PIC meetings
- present at Committee of the Whole for endorsement and adoption of the Master Plan as an Official Plan Amendment.

**ALTERNATIVES FOR CONSIDERATION:**

Should Council not choose to endorse the recommendations put forth in this report, the subsequent alternatives to be considered further are:

1. **City Master Plan option** - continue with planned technical work that is scheduled to be completed in order to determine preferred design options without incorporating input from the Waterfront Trust. This option would result in finalization of the preferred option (Appendix A).

2. **Direct staff to complete the planning process based on The Hamilton Waterfront Trust Plan** (Appendix B).
Staff recommends that Council not choose either of these alternatives as the principles set out in this report would result in a plan that combines the best features of the preferred plan and the submission by the Hamilton Waterfront Trust.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

**Financial**

A financial strategy for the waterfront is being completed and will be submitted with the final report (conclusions listed in Appendix C). Different financial strategies are being considered as part of the development of the Master Plan, which include Public Private Partnership.

Based on the draft financial strategy, the estimated total capital cost of the plan (including contingency, engineering and PST), as presented in May of 2007, is $81.5 million. Approximately $38 million will be spent on building and marina related expenditures and $43 million on park development (including shoreline reconstruction and in-water works). These numbers are subject to change as the plan is revised to incorporate stakeholder comments.

Of the total capital cost, approximately $46.4 million would be eligible for development charge funding. The residual costs ($35.1 million) would need to be funded from taxes or other sources, such as public-private partnerships.

The West Harbour Waterfront will occur in a phased development strategy over a number of years. More detailed financial estimates will be presented when this project will come forward for endorsement at Committee.

Funding for detailed design and project construction will be brought forward to Council as part of the Capital Budget Process.

**Staffing**

There are no staffing implications.

**Legal**

An Official Plan Amendment is required for the West Harbour Waterfront Recreation Master Plan.

Municipal undertakings such as shoreline and breakwater reconstruction are subject to Ontario's Environmental Assessment Act. The Act allows for the approval of Class Environmental Assessments and the municipality has the option of following the planning process set out in the Municipal Engineers Association Class Environmental Assessment (October 2000, as amended in 2007). This study will follow the Schedule C Planning and Design Process and will fulfill phase 1 to 4 of the Class EA process once complete; however, the Master Plan will complete Phase 1 and 2 of the EA process. Phases 3 and 4 will be completed under a separate study. The City will be required to file the Environmental Study report on the public record for a minimum 30-day review period.
POLICIES AFFECTING PROPOSAL:
The recommendations of this report will not bind the corporation or alter or contravene any established City Policy.

The recommendations of this report conform with Setting Sail Secondary Plan for the West Harbour, which is currently appealed to the Ontario Municipal Board.

The recommendations of the report conform with strategies identified in the Public Works Strategic Plan. The study highlights the goals of the Public Works Strategic Plan in “greening” and “stewardship” of the City.

RELEVANT CONSULTATION:
One on one meetings have been held with members of Council.

Consultation has occurred, through meetings, with the following City Departments:
Planning and Economic Development: Planning Division, Parking and By-law Services Division, Downtown and Community Renewal Division, Tourism
Community Services: Culture, Dundurn National Historic Site
Public Works: Traffic Engineering & Operations Section, Open Space Development & Parks Planning Section, Parks & Cemeteries Section
Hamilton Emergency Services

The following Agencies/Stakeholders have been consulted through meetings/workshops to date. A list of agencies and stakeholders consulted is included in Appendix E.

(Item 5.17) Council, March 26, 2008

Recommendations from the Waterfront Revitalization Task Force re: West Harbour Waterfront Recreation Master Plan

On February 27, 2008 the Waterfront Revitalization Task Force submitted a letter outlining principles and recommendations for the West Harbour Waterfront Recreation Master Plan. The Setting Sail Secondary Plan for the West Harbour clearly outlines guiding principles for the West Harbour Waterfront Recreation Master Plan, which must be adhered to. That said, consideration will be given, where feasible, to the guiding principles outlined in the Waterfront Revitalization Task Force.

Specifically, the following comments to the recommendations outlined by the Waterfront Revitalization Task Force are provided:

“Integrating existing business/operations/facilities/investments to their full value”. Staff agree that facilities should be adaptively reused, where feasible. The phasing strategy will also be mindful of the lifecycle of the existing infrastructure and lease arrangements.

“Encourage efficient use of tax money and private capital (tax dollars on large scale infrastructure projects)”. Staff agree with this principle.

“Ensure that all proposed operations (residential, marina, clubs, commercial) fall within a long term sustainable, competitively priced business model”. Staff agree.

“Ensure that boating organizations are provided with or will continue to have access to all necessary facilities which make them viable including buildings and parking, dock,
shoreline, winter and summer on land storage including dry sail”. Staff will continue to work to accommodate existing users as much as possible, while considering the addition of other uses within the area and environmental constraints.

“Any plan for the West Harbour must be carefully planned so as to minimize adverse unacceptable impact on the neighbouring residential community”. Staff will continue to consider any adverse impacts caused by the development of a long term plan and will incorporate mitigating measures as required.

“Recognize and protect the investments made and the value created by the stakeholders over the years. In addition there should be an acknowledgement of the stakeholders’ contributions to the ongoing improvements in the West Harbour”. Staff recognize the investments and contributions to the West Harbour and will continue to accommodate stakeholders in the Master Plan.

“West Harbour Development should support the revitalization of the Downtown and the Hamilton Waterfront Trust’s Plan is an excellent opportunity to ‘transform’ the waterfront appropriately in that regard”. Staff completed the West Harbour Waterfront Commercial Opportunity Study to determine the amount and type of commercial to be applied to the West Harbour Waterfront area to ensure that proposed redevelopment does not impact downtown, but rather compliment it.

“There should be improved connections, including, but not limited to Public Transit, between the Harbour and the Downtown area”. Staff have been considering this throughout the study and will continue to do so.

“The West Harbour should be an attraction area rather than merely a passive recreational area”. Staff will continue to consider this as the plan is refined; however, it should be noted that Setting Sail Policy A.6.3.5.1.1 iv) listed on page 3 of this report states “facilitates active and passive enjoyment of the harbour”.

“There needs to be diversity as well as balance for the Waterfront”. Staff agree and consider that the future re-development of Pier 8 will help to achieve this vision, in conjunction with improvements to the West Harbour Waterfront Recreation area.

“While the plan needs to be visionary and long-term in its planning horizon, the plan should be sensitive to long established waterfront uses and feasible transitions must be developed.” Staff agree and will be considering this in the Master Plan, which will include a Phasing Strategy.

“Continued effective dialogue with the Hamilton Chamber of Commerce, the Hamilton Waterfront Trust, and all other stakeholders throughout the process.” Staff will continue to dialogue with all stakeholders.

**CITY STRATEGIC COMMITMENT:**

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.

**Community Well-Being is enhanced.** ☑ Yes ☐ No

Establishing passive recreational features ensuring participation in community life is accessible to all Hamiltonians.
Environmental Well-Being is enhanced. ☑ Yes ☐ No
Creating, restoring and sustainably developing for the health of Hamiltonians, Ontario and the ecosystem.

Economic Well-Being is enhanced. ☑ Yes ☐ No
Creates sustainable and cultural long term investment in Hamilton is enhanced and supported.

Does the option you are recommending create value across all three bottom lines? ☑ Yes ☐ No

Do the options you are recommending make Hamilton a City of choice for high performance public servants? ☑ Yes ☐ No
Appendix A - City of Hamilton Concept Plan (May 2007)
Appendix B - Hamilton Waterfront Trust Concept Plan (Nov. 2007)
Appendix C - West Harbour Waterfront Commercial Opportunity Study

Conclusions

6.0 CONCLUSIONS

This section sets out the conclusions and recommendations, including:

- civic and commercial uses that should be considered in the West Harbour Waterfront and/or at Pier 8;
- the approximate floor space that we would generally recommend;
- the location and form of development; and,
- broad options for implementation.

6.1 Conclusions

Our broad conclusions are as follows:

The investment priorities identified in the West Harbour Waterfront Recreational Master Plan are consistent with the goals identified in the Secondary Plan and should be carried out regardless of whether additional uses are recommended.

The West Harbour Waterfront Recreational Master Plan balances recreational users with environmental processes, while creating a layout that makes the entire waterfront accessible to the public. It also identifies many improvements that are required and should be considered as high priority such as shoreline works, docks and breakwater improvements.

The most obvious opportunity to accommodate new uses is the Pier 6 area at the east side of the West Harbour Waterfront.

This area is a logical location for built structures as it is relatively separate from the natural features and parkland to the west, including the Pier 4 Park, Macassa Bay (assuming it is naturalized) and Bayfront Park. Pier 6 also borders Pier 8, where the existing William’s Coffee Pub is located and where there will be future development opportunities. Lastly, this area provides an opportunity to visually and functionally connect the Waterfront with James Street North, which is recognized as in the City’s planning policies as a main commercial street and as connecting Hamilton’s Downtown with its Waterfront.

The layout contemplated in the West Harbour Waterfront Recreational Master Plan could be adapted to incorporate more intensive civic and commercial uses in the Pier 6 area.

Based on our review of the layout proposed in the Recreational Master Plan, we observe that additional structures could be accommodated around Pier 6 if parking could be moved off-site, as assumed in the Waterfront Trust plan.

The introduction of a mix of new civic, cultural and commercial uses in the West Harbour Waterfront presents an opportunity to animate the waterfront, draw more visitors/users and could enhance its role as a venue for events and civic activities.

Currently, the defining features of the West Harbour Waterfront are the parks and recreational users. The introduction of new uses in this area would complement existing functions and provide new activities that would increase draw and make the area interesting and attractive to a broader range of residents and visitors.

The introduction of new civic and commercial uses in the West Harbour Waterfront has the potential to complement other cultural and economic initiatives and assist Hamilton in marketing itself.

Examples include efforts to compete with other cities in attracting events, conventions, sporting and cultural events and providing venues, which support culture and the arts within the City.
While tourists will visit the waterfront, it is unlikely to become a major tourist destination in the region in the near-term.

While the Waterfront is a special place in Hamilton, particularly given that historically its waterfront was not publicly accessible, the Waterfront does not, at present, have uses or attractions that will draw sustainable tourist visitation. With the introduction of new uses and/or attractions it is possible that, over time, the Waterfront could draw tourists on a consistent basis; however, for the purposes of identifying what uses might be feasible, we would not recommend targeting the tourist market.

Waterfronts have a natural attraction that can make them viable locations for many commercial uses. However, whether or not additional retail or restaurant uses could be viable at this location on a year-round remains to be seen.

From a commercial perspective, waterfronts have “magical” properties. In the case of the West Harbour, the existing William’s Coffee Pub has proven this area as a viable location for this type of use. The viability of additional retail and restaurant uses will depend largely on the strength and market appeal of the development concept and individual uses that can be attracted to the location. The development of other cultural or entertainment uses that will draw on a year-round basis will also help to ensure the viability of retail or restaurant uses. Other options for addressing this uncertainty include: transferring risk to a private sector developer (while maintaining public ownership of the land); and/or, by ensuring the Master Plan preserves the opportunity for the development of commercial uses, allowing for incremental development.

To establish the waterfront as a year-round destination, it will be necessary to establish a mix of uses that, together, would provide a continuous draw. This mix should include arts/cultural uses, which will complement restaurants, retail or commercial uses.

Establishing the waterfront as a year-round destination will require that a critical mass of complementary uses is established at this location. Restaurant, retail or other commercial uses should be complemented by arts/cultural facilities and/or other uses/attractions that draw residents and visitors throughout the year.

Civic or commercial uses in the West Harbour Waterfront should be unique and target the City and regional resident market.

The West Harbour Waterfront area is a unique feature within Hamilton. Like most urban waterfronts, is a source of pride for residents and an important asset that should not be underutilized. It should be a goal to promote the area as a place that belongs to and serves the City’s residents and as a unique venue for events and activities. This should be reflected in the types and character of any commercial land uses that locate in this area.

Retail and other commercial uses permitted in the West Harbour Waterfront should be “niche” uses that cater primarily to recreational users or visitors to the Waterfront.

One of the concerns from a commercial perspective is whether introducing new civic or commercial uses in the West Harbour Waterfront could undermine efforts to revitalize other commercial areas and, in particular, the Downtown. Similarly, while the West Harbour Waterfront may serve residents of the surrounding neighbourhoods, retail or services that serve the surrounding neighbourhood should be encouraged along designated commercial streets such as James Street North. In order to minimize impacts on the Downtown or other areas, we recommend that a relatively narrow range of commercial uses be permitted in the West Harbour Waterfront that support the recreation and civic functions of the West Harbour area.

Pier 8 should also be considered in planning for civic and commercial uses.

Pier 8 presents an opportunity for additional commercial, civic, arts/cultural uses and attractions and could provide an excellent alternative location for any use requiring a larger floor area, such
as an arts or event facility or a museum/aquarium. The design and configuration of buildings at
Piers 6-7 should reflect the expectation of future development at Pier 8 and, if possible, the
layout of buildings at Pier 8 should be planned concurrently.

**The configuration of buildings along the West Harbour Waterfront should recognize the
objectives of maintaining a pedestrian promenade along the waterfront and should also
provide a linkage to James Street North.**

Commercial uses along the West Harbour Waterfront should animate the waterfront
promenade, but should also provide a linkage to James Street North (which terminates at Guise
Street East), which is intended to be a commercial street the linkage between the Downtown
and the West Harbour Waterfront. Presently, the northern portion of James Street North has a
mish-mash of land uses, including stretches of low and medium density residential interspersed
with at-grade commercial uses. We observe that, if possible, buildings should be configured to
recognize the intersection of James Street and Guise Street as a gateway feature.

6.2 Recommended Uses

**It is recommended that a mix of uses be encouraged in the West Harbour Waterfront area
and at Pier 8, including an arts/cultural component with complementary retail, restaurant
and other commercial uses.**

Based on our review of the site, the existing policy framework, the commercial structure and
market opportunities, we have assembled a shortlist of uses that are appropriate and
sustainable at this location. Given the space constraints, Pier 8 might be considered as an
alternative location for many of these uses.

**Civic Arts / Event Centre Up to 30,000 sq.ft. (2,800 sq.m.)**

We recommend a flexible approach to this type of use that will minimize risk of underutilization
and provide for an ongoing revenue stream that will, in turn, provide some level of financial
sustainability. This facility could include indoor and outdoor space for performing arts and
events. As a venue for events, it could serve sporting or other events related to the boating /
yacht clubs and thus would be complementary with existing uses. While we would not
recommend creating a convention centre at this location, we observe that this facility could be
used for conference / convention special events, such as dinners/galas, etc., similar to the Liuna
Station Banquet Hall.

**Seasonal / Artisan Market Up to 20,000 sq.ft. (1,900 sq.m.)**

The concept of an artisan market, which was included in the Recreational Master Plan, could be
tied into the outdoor portion of the Civic Arts / Event Centre.

**Restaurants and Cafés Up to 10,000 sq.ft. (900 sq.m.)**

These uses are already contemplated in Setting Sail and a component of both the Waterfront
Recreational Master Plan and the plan submitted by the Waterfront Trust. It has also proven to
be a feasible use with the success of the existing William’s Coffee Pub. There could be
opportunities for more formal dining and/or informal dining experiences.

**Specialty Retail Stores Up to 10,000 sq.ft. (900 sq.m.)**

These uses are already contemplated as a potential use along Pier 6 in Setting Sail. Given that
James Street is intended to be the main retail street in the area, retail uses at the Waterfront
should be limited to small specialty shops that will mainly serve visitors and recreational users.
These could include specialty food stores, hobby / arts and crafts, furnishings, sports apparel
and sporting goods, gift stores and galleries.

**Upper Floor Offices Up to 5,000 sq.ft. (500 sq.m.)**
Some office space could be accommodated at this location in addition to existing accessory office space. However, the amount of office space should be limited to minimize overlap with the downtown.

While an aquarium/museum or a larger arts / event centre are potentially viable options, these would have to be located on Pier 8 due to site constraints.

6.3 Implementation Options

Several options exist for implementing the preferred options including public-private partnerships, concession agreement, and/or a City lead design/bidding process.

One option the City might pursue is partnering with the private sector through a partnership agreement (or concession) whereby land is leased to the private sector for a specified term and, in return, the private sector is responsible for construction, maintenance and operation of the buildings (over the term of the lease). This would transfer market risks to the developer and minimize the investment required by the City. Concession agreements can be structured in numerous ways, depending on the level of involvement and responsibilities of each party. For example, the public sector could provide specifications and the detailed design of buildings to be constructed. The private sector would then construct these buildings to the specifications provided and, in return, and would operate them and receive associated income stream for a specified period of time.

Alternatively, the public sector could provide very general specifications regarding buildings envelopes and form and have private sector firms submit detailed designs as part of the selection process. This process has been used by Waterfront Toronto in its selection of developers for the West Don Lands and, is currently being used for the East Bayfront areas.
Appendix D - Financial Strategy Conclusions

7. CONCLUSIONS AND OBSERVATIONS

Based on the preceding analysis, the following observations are made:

- The proposed Master Plan provides for a mixed use of parkland/trails development and water/boating-related activities. Provision has been made for additional commercial activities such as restaurants and specialty shops, which complement the overall use of the park.

- Total capital cost of the Plan (including contingency, engineering and PST) is $81.5 million. Approximately $38 million will be spent on building and marina related expenditures and $43 million on park development.

- Of the total capital cost, approximately $46.4 million would be eligible for development charge funding. The residual costs ($35.1 million) would need to be funded from taxes or other sources.

- The key areas of operating cost spending would be for parkland maintenance and programming (provision of $50,000 each provided). For buildings, most of the costs related to user groups will be funded directly by the user. The City-related buildings will have operating costs for utilities, repairs, etc. This annual incremental amount is estimated to be $170,000. Marinas normally cost approximately $4,000 per slip to operate. Based on 534 new slips, the annual increased cost is $2.1 million.

- In regard to annual revenue, there is not much recovery for parkland maintenance. For the building space, the revenue should increase with the added space for users. It is noted that the present leases are below market rents and, hence, the value of rental revenue recovery will vary based on which rents are actually charged. For marinas, the various fees and charges for slip rentals and associated services normally fully recover the marina costs.

- Three financing scenarios were provided. In each scenario, the overriding cost element was the net capital amount which must be recovered. Generally, parkland-related costs and revenues were a net loss of $1.3 million annually. Building and marina-related facilities are normally revenue generators. The level of revenue will vary depending on how much the users are charged. The buildings and marina approach breakeven on a City-provided basis and would be a net positive if privately developed based on property tax revenues generated.

- The Waterfront Trust Concept Plan was considered. Its places a heavier emphasis on buildings and parking vs. park and related uses. If fully privatized, the capital cost may be paid for and a net positive contribution to the City may be experienced, however, it is not clear whether the commercial and professional users are new to the area or being moved from another area of the City (i.e. downtown, James Street corridor, etc.) If it is the latter, then the net benefit to the City is diminished greatly.
Appendix E - Stakeholder and Agency Consultation List

Stakeholders:
Bay Area Resotration Council (BARC)
Brewers Marine Supply
Confederation of Marine Modellers
Environment Hamilton
Hamilton Bay Sailing Club
Hamilton Chamber Of Commerce
Hamilton Port Authority
Hamilton Power & Sail Squadron
Hamilton Waterfront Trust
Leander Rowing Club
Macassa Bay Yacht Club
Macdonald Marine
North End Neighbours
Remedial Action Plan Office
Royal Hamilton Yacht Club

Agencies:
CN Rail
Cogeco Cable Inc.
Department of Fisheries and Oceans
Enbridge Pipelines Inc.
Environment Canada
Hamilton Conservation Authority
Hamilton Police Services
Horizon Utilities Corporation
Ministry of Aboriginal Affairs
Ministry of Culture
Ministry of Natural Resources
Ministry of Public Infrastructure
Ontario Ministry of the Environment
Six Nations of the Grand River
Sun Canadian Pipeline
TransCanada Pipelines
Union Gas