TO: Chair and Members  Planning Committee

COMMITTEE DATE: February 4, 2014

SUBJECT/REPORT NO: West Harbour Waterfront Recreation Master Plan  Official Plan Amendment and Zoning By-law Amendment, Bayfront Park and Piers 4 to 7  (Hamilton) (PED14012) (Ward 2)

WARD(S) AFFECTED: Ward 2

PREPARED BY: Alissa Mahood (905) 546-2424 Ext. 1250  
Greg MacDonald (905) 546-2424 Ext. 4283

SUBMITTED BY: Joe-Anne Priel  
Acting General Manager  
Planning and Economic Development Department

SIGNATURE:  

RECOMMENDATION

(a) That draft Official Plan Amendment (OPA) No. to the City of Hamilton  Official Plan, attached as Appendix “A” to Report PED14012, to implement the Hamilton West Harbour Recreation Master Plan, be adopted by Council.

(b) That Zoning By-law No. 6593 be amended to include a change in zoning from the “F-1/S-838a” (Waterfront Recreational) District to the “F-1/S-1641” - ‘H’ (Waterfront Recreational - Holding) District, Modified (Block “1”), and the “F-1/S-1642” - ‘H’ (Waterfront Recreational - Holding) District, Modified (Block “2”), and from the “F-4/S-838a” (Waterfront Services) District to the “F-1/S-1641” – ‘H’ (Waterfront Recreational - Holding) District, Modified (Block “3”), in order to implement permitted uses and special zoning provisions for the proposed “Waterfront Commercial” designation, for lands located on the north side of Guise Street West, east of MacNab Street North, and west of Hughson Street North (Hamilton), as shown on Appendix “B” to Report PED14012, on the following basis:

(i) That the draft By-law, attached as Appendix “C” to Report PED14012, which has been prepared in a form satisfactory to the City Solicitor, be approved and forwarded to Council for approval.
(ii) The changes in zoning will be in conformity with the City of Hamilton Official Plan upon finalization of the OPA No. [redacted].

**EXECUTIVE SUMMARY**

This Report presents the Official Plan and Zoning By-law Amendments to implement the Hamilton West Harbour Waterfront Marine Recreation Master Plan. The Master Plan project was initiated in late 2005 to fulfil the policy direction from the West Harbour (Setting Sail) Secondary Plan, to establish a vision for development and capital improvements within the West Harbour Waterfront Recreation Master Plan study area. The lands affected by the amendments are located on Piers 6 and 7, as illustrated on Schedule ‘A’ of Appendix “A” to this amendment.

**Alternatives for Consideration – See Page 21**

**FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

Financial: A parking study will be required prior to development or redevelopment within the “Waterfront Commercial” designation.

The cost of this study, and any other study required to support future development may be borne by a developer and/or the City depending on the arrangements negotiated through lease agreements.

Staffing: There are no staffing implications associated with the recommendations of this Report.

Legal: As required by the Ontario Planning Act, Council shall hold at least one Public Meeting to consider an OPA and Zoning By-law Amendment.

**HISTORICAL BACKGROUND**

**West Harbour (Setting Sail) Secondary Plan**

The West Harbour (Setting Sail) Secondary Plan came into effect by way of an Ontario Municipal Board (OMB) decision on December 27, 2012. Setting Sail is a comprehensive land use plan for the West Harbour, with an emphasis on three areas of major change: the Waterfront; the area south of the Canadian National rail yard (Barton-Tiffany); and, the former industrial lands along Ferguson Avenue (Ferguson-Wellington Corridor). The Secondary Plan was the first of many initiatives in the ongoing planning required to realize the objectives for the West Harbour. It establishes the framework for public improvements and private development. These improvements are focused on enhancing the area to take advantage of the harbour setting and promote season-long and year-round enjoyment and appreciation of the waterfront. The policies of the Secondary Plan calls for the preparation of a “West Harbour Marine Recreation Master Plan.”
Plan Study” to guide development and improvements on the City-owned property from Bayfront Park to Pier 7, and that prior to development or capital improvements proceeding (exceptions are limited to the replacement of destroyed or damaged buildings, repairs to roads, utilities and other public infrastructure, shoreline repair, and recreational trails) the Master Plan be incorporated into the Secondary Plan by way of an OPA. The Secondary Plan outlines the principles and objectives to be used to guide the development of the West Harbour Marine Recreation Master Plan.

West Harbour Marine Recreation Master Plan

In December 2005, the City initiated the Hamilton West Harbour Waterfront Recreation Master Plan study for an area representing approximately 30 ha. (73 ac.) over a 4.7 km. stretch of waterfront. The study area included the waterfront lands along Hamilton’s West Harbour from Bayfront Park to Pier 7, as well as two major waterfront open space areas: Bayfront Park and Pier 4 Park. After extensive public consultation, stakeholder and agency input, and numerous technical studies, the process resulted in a preferred concept plan. 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 Ltd. to complete a Financing Strategy and the West Harbour Waterfront Commercial Opportunity Study (attached as Appendix “E”), in order to determine the viability of commercial uses in the West Harbour Waterfront, and identify specific uses that should be incorporated in the Recreation Master Plan.

A preferred concept plan was developed and included approximately 2,100 sq. m. (22,604 sq. ft.) of commercial floor space. At approximately the same time, the Hamilton Waterfront Trust (HWT) submitted an alternate concept plan to the one that was developed by the City’s project team. Through discussions with the HWT, various technical agencies and staff, consensus was reached on many of the technical issues. In January 2009, staff went back to the Committee of the Whole, to seek direction to develop a revised concept plan that included the elements of the Hamilton Waterfront Trust plan and the recommendations from the West Harbour Commercial Opportunity Study. Council adopted a number of principles regarding the Hamilton West Harbour Waterfront Recreation Master Plan, including directing staff to complete the consultation process using the HWT plan as the base plan moving forward. A number of consultation points occurred in 2009 and 2010 in order to refine the plan, and to develop the document (text and graphics) portion of the Master Plan. In March 2010, Malone Given Parsons Ltd. was asked to carry out an update to the commercial review (attached as Appendix “F”) of the refined Master Plan concept plan, and concluded that the revised plan was generally consistent with the recommendations contained in the Commercial Opportunity Study dated July 2008.

The Hamilton West Harbour Waterfront Recreation Master Plan (Appendix “G”) was borne from principles established in the West Harbour (Setting Sail) Secondary Plan that relate to the recreational and environmental functions of the West Harbour
waterfront. These principles include providing a range of boating facilities, balancing public access with marine activities, minimizing paved areas, encouraging sharing of boating facilities, and ensuring the safety of all waterfront users. It contains policies and principles regarding design guidelines, architecture, waterfront precincts, and implementation, to ensure that public and privately funded initiatives develop in a fashion that highlight the area’s heritage, while creating a vibrant and contemporary place within the harbour. The Master Plan’s waterfront precincts include Bayfront Park, Macassa Bay, Pier 4 Park, the Main Basin, and Bayview Park, and provide direction for the development of the waterfront based on the following key ideas; public access along the water’s edge, waterfront trail, vibrant and active spaces and coherence, consistency, and space. The Main Basin is the anticipated heart of the harbour with the majority of commercial uses and programmable plaza space. The Main Basin is to be the focal point and gateway to the waterfront. A continuous boardwalk will provide connections to the other more recreationally focused precincts. The Master Plan provides for a balance between recreational and boating activities on the waterfront, and specialty commercial that will promote season-long and year-round enjoyment and appreciation of the waterfront.

At the May 10, 2010, Committee of the Whole meeting, staff presented the “Hamilton West Harbour Waterfront Recreation Master Plan” to Council (Report PW09004a). Council endorsed the following recommendations:

(a) That the Hamilton West Harbour Waterfront Recreation Master Plan, April 14, 2010, be received.

(b) That the Hamilton West Harbour Waterfront Recreation Master Plan be referred to the General Manager, Planning and Economic Development Department for review and development of an appropriate OPA and implementing Zoning By-Law.

(c) That the consideration of an architectural review board for West Harbour waterfront development be referred to the City Manager’s office for contemplation in conjunction with the Waterfront Development Corporation.

This Report addresses recommendation (b) and presents the Official Plan and Zoning By-law Amendments to implement the Hamilton West Harbour Waterfront Recreation Master Plan.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

The major elements of the policy framework affecting the study area for the Official Plan and Zoning By-law Amendments for the Hamilton West Harbour Waterfront Recreation Master Plan are outlined below.
PROVINCIAL PLANNING FRAMEWORK

Provincial Policy Statement (2005)

The Planning Act requires that a Council of a municipality, in exercising any authority that affects a planning matter, shall be consistent with policy statements issued under Subsection (1) of the Planning Act. This provision refers to the Provincial Policy Statement (PPS), a document with policies that focus on key provincial interests related to land use planning. The OPA is consistent with the direction of the PPS:

Policy 1.1.3 Settlement Areas:

1.1.3.1 “Settlement areas shall be the focus of growth and their vitality and regeneration shall be promoted”.

Policy 1.5 Public Spaces, Parks and Open Space:

1.5.1 “Healthy and active communities shall be promoted by:

(b) Providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, open space areas, trails, and, where practical, water-based resources;

(c) Providing opportunities for public access to shorelines”.

Policy 1.7 Long-Term Economic Prosperity:

1.7.1 “Long-term economic prosperity should be supported by:

(f) Providing opportunities for sustainable tourism development”.

The proposed OPA and Zoning By-law Amendment allow for the development of the waterfront in accordance with the parameters set out under Provincial Legislation and are consistent with the PPS.

Growth Plan for the Greater Golden Horseshoe (Places to Grow):

Section 1.2.2 of the Growth Plan for the Greater Golden Horseshoe 2006 indicates that some of the guiding principles of the Plan are to “build compact, vibrant, and complete communities”, and to “optimize the use of existing and new infrastructure to support growth in a compact, efficient form”. The proposed OPA and Zoning By-law Amendment are consistent with these principles, as it provides the opportunity for a mix of residential, commercial, cultural, and recreational uses that will help maximize the
development potential of the waterfront and provide a mix of uses that will help build a complete community.

**MUNICIPAL PLANNING FRAMEWORK**

**Urban Hamilton Official Plan**

The Urban Hamilton Official Plan (UHOP) was approved by Council on July 9, 2009 and the Ministry on March 16, 2011.

There was no decision (Non-decision No. 113) made by the Ministry regarding the adoption of the Setting Sail Secondary Plan into the UHOP because at the time the Ministry was reviewing the UHOP, the Setting Sail Secondary Plan was still under appeal. The lands are currently identified as "subject to future OMB hearing on Schedule E-1 of the UHOP, therefore, the UHOP policies do not apply. Therefore, when the UHOP came into effect on August 16, 2013, it did not affect the Setting Sail Secondary Plan. Staff will request that the amendment for the West Harbour Recreation Master Plan be included into the Setting Sail Secondary Plan at the time when the Ministry deals with the non-decision.

**City of Hamilton Official Plan**

The lands are currently designated “West Harbour” on Schedule “A” Land Use Concept of the City of Hamilton Official Plan, identifying the area as the West Harbour (Setting Sail) Secondary Plan. The Setting Sail Secondary Plan establishes the framework for public improvements and private investment, in the West Harbour. One of the goals of the Secondary Plan is to create a diverse, balanced, and animated waterfront. As well, the policies contained in the West Harbour (Setting Sail) Secondary Plan, seek to encourage a broad mix of uses in the waterfront, including cultural, commercial, and recreational, with the goal of providing a greater range of attractions year-round. Policies A.6.3.8.8.1 and A.6.3.8.8.6 of the West Harbour (Setting Sail) Secondary Plan state the following:

A.6.3.8.8.1:

“The City shall complete a West Harbour Marine Recreation Master Plan to guide development and improvements on the City-owned property from Bayfront Park to Pier 7”.

A.6.3.8.8.6

“The West Harbour Marine Recreation Master Plan Study shall be adopted as an amendment to this Plan, prior to development or capital improvements proceeding within the West Harbour Marine Recreational Master Plan Study
area. Exceptions are limited to the replacement of destroyed or damaged buildings; repairs to roads; utilities and other public infrastructure; shoreline repair; and completion of a recreation trail from Pier 4 Park to the Canada Marine Discovery Centre”.

The West Harbour (Setting Sail) Secondary Plan designates the lands subject to the amendment as “Marine Recreational”, “Open Space”, “Local Commercial”, “Medium Density Residential 2”, and “Prime Retail”. The following table summarizes the uses permitted within each designation:

<table>
<thead>
<tr>
<th>SETTING SAIL SECONDARY PLAN</th>
</tr>
</thead>
<tbody>
<tr>
<td>DESIGNATION</td>
</tr>
<tr>
<td>Pier 6</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Pier 7</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

• Located mainly on Pier 6, recognizes the existing Royal Hamilton Yacht Club and sailing school basin.

• Located on the northern portion of Pier 6.

• Located on Pier 7, on the North side of Guise Street.
Prime Retail:
- Mixed-use – ground floor commercial and community uses;
- Ground floor: retail, restaurants, take out, businesses, personal services, professional offices;
- Upper floors – residential, office, personal services;
- 2 storey retail;
- Institutional uses (social services, schools, places of worship); and,
- Maximum height 4-6 storeys.

- Located on Pier 7, north of the proposed Medium Density Residential designation.

Piers 6-7 Open Space:
- Parks, squares, trails, public art;
- Indoor and outdoor public recreational facilities; and,
- Recreational equipment rental and maintenance facilities.

Piers 6 – 8 (A.6.3.5.1.13):
- In addition to the uses permitted in the Prime Retail designation, a total of one hotel is permitted in Piers 7 and 8.

- Located mainly on Pier 7.

Pier 8 Piers 6 – 8 (A.6.3.5.1.13):
- In addition to the uses permitted in the Prime Retail designation, a total of one hotel is permitted in Piers 7 and 8.

The majority of uses proposed in the Hamilton West Harbour Waterfront Recreation Master Plan are permitted without an amendment to the Secondary Plan with exception of the uses proposed for Piers 6 and 7. Therefore, an OPA is required to the West Harbour (Setting Sail) Secondary Plan to implement the proposed uses of the Hamilton West Harbour Recreation Master Plan for Piers 6 and 7.

The policy framework contained in the West Harbour (Setting Sail) Secondary Plan directs new uses to Piers 6 and 7. The proposed Official Plan and Zoning By-law Amendments, place an emphasis on built form and attracting new commercial facilities to the waterfront at Piers 6 and 7. The proposed amendments meet the intent and vision outlined in the West Harbour (Setting Sail) Secondary Plan for the waterfront.
City of Hamilton Zoning By-law No. 6593

The subject lands are currently regulated by the City of Hamilton Zoning By-law No. 6593 and are zoned as follows:

- **“F-1/S-838a (Waterfront Recreational District)”** – lands located north of Guise Street on Pier 6.

The permitted uses are summarized in the table below.

<table>
<thead>
<tr>
<th>CITY OF HAMILTON ZONING BY-LAW NO. 6593</th>
</tr>
</thead>
<tbody>
<tr>
<td>“F-4/S-838a” (Waterfront Services)</td>
</tr>
<tr>
<td>District (Lands located on the north side of Guise Street on Pier 7)</td>
</tr>
<tr>
<td>Permitted Uses</td>
</tr>
<tr>
<td>• Marina;</td>
</tr>
<tr>
<td>• Retail Uses (jewellery, crafts, gifts, clothing, flowers, photographic equipment, coffee and tea, specialty foods, imported goods, fish, antiques, etc.);</td>
</tr>
<tr>
<td>• Banks;</td>
</tr>
<tr>
<td>• Photographer’s or artist’s studios;</td>
</tr>
<tr>
<td>• Restaurants;</td>
</tr>
<tr>
<td>• Sailing/boating schools;</td>
</tr>
<tr>
<td>• Bait stores, recreational equipment rental;</td>
</tr>
<tr>
<td>• Business and Professional Offices;</td>
</tr>
<tr>
<td>• Various industrial uses including freight transport, marine cargo, shipbuilding, warehousing, railway transport, shipping depot, etc.</td>
</tr>
<tr>
<td>• Hotels;</td>
</tr>
<tr>
<td>• Public Recreational Uses; and,</td>
</tr>
<tr>
<td>• Other Public Uses (i.e. museums, aquariums, art galleries, pools, labour halls, clubs, etc.)</td>
</tr>
</tbody>
</table>

**OUR Vision:** To be the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities.

**OUR Mission:** WE provide quality public service that contribute to a healthy, safe and prosperous community, in a sustainable manner.

**OUR Values:** Accountability, Cost Consciousness, Equity, Excellence, Honesty, Innovation, Leadership, Respect and Teamwork.
A Zoning By-law amendment is required in order to align the permitted uses with the West Harbour Recreation Master Plan.

RELEVANT CONSULTATION

Public Consultation

Staff held a Public Information Centre (PIC) on April 20, 2011, to present the draft Official Plan and Zoning By-law Amendments to the public for review and comment. The notice for the PIC was posted in the Hamilton Spectator on April 13th, 2011. Members of the West Harbour Advisory Group (the stakeholder group involved in the West Harbour Waterfront Recreation Master Plan process) were also notified by e-mail of the PIC. Information was also posted on the City’s website. Over 100 members of the public attended the information centre. Most of the comments submitted focused on the status of the lease negotiations between the City and marina operators, and boat storage for the lands in the West Harbour. There were also concerns with some aspects of the Recreation Master Plan rather than the amendments themselves.

Consultation with staff also occurred through the staff Technical Advisory Committee for Community Planning. The following City Departments were consulted on the draft Official Plan and Zoning By-law Amendments:

- Community Services: Recreation;
- Public Health Services: Health Protection;
- Corporate Services: Taxation, Budgets and Finance;
- Hamilton Police Services;
- Hamilton Emergency Services; and,
- Hamilton Conservation Authority.

All comments received from the above noted Departments and agencies were considered, addressed, and/or incorporated where appropriate.
Web Page

As part of the public consultation process, City staff created a site on the City of Hamilton’s Web page (www.hamilton.ca/westharbour). The site provided members of the community, external agencies, and other stakeholders, information on the amendments and Public Information Centre, as well as other related information. The website was updated when new information was made available.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

The West Harbour Waterfront is an example of an area that has been transformed from traditional industrial uses of a “working waterfront” to a more naturalized shoreline with public and recreational spaces. The West Harbour (Setting Sail) Secondary Plan was prepared to establish a framework for public improvements and private investment. These improvements are focused on enhancing the area to take advantage of the harbour setting, and promote season-long and year-round enjoyment and appreciation of the waterfront. The Hamilton West Harbour Waterfront Recreation Master Plan is based on the principles established in the West Harbour (Setting Sail) Secondary Plan that relate to the recreational and environmental functions of the West Harbour Waterfront. The Secondary Plan identifies key principles and issues which were reflected and further analysed through the Master Plan process to identify the key goal of the Master Plan as providing a balance between human and environmental needs along the waterfront, as well as addressing the marine and boating facilities, aquatic and terrestrial habitats, recreational uses, and transportation access improvements.

The Waterfront that exists today in the City is characterized primarily by recreational uses such as Bayfront Park, Pier 4 Park, the Waterfront Trail, and activities associated with boating and water sports. One of the Planning Principles of the West Harbour (Setting Sail) Secondary Plan is to: “Create a diverse, balanced, and animated waterfront” (A.6.3.2.4). This principle reinforces the importance of the waterfront as a year-round destination offering things to do well into the evening by augmenting and balancing the predominant open space and recreational uses with residential, commercial, and cultural uses. The West Harbour Waterfront Recreation Master Plan proposes a mix of recreational and boating uses, along with specialty (niche) commercial uses.

The West Harbour Waterfront comprises the public portion of the City’s waterfront, making it a valuable and important public asset. In this context, the role of commercial uses proposed, complements the existing functions and will animate the waterfront, enhancing its appeal as a public place and further strengthening its profile and connection with the City. The proposed land uses are designed to complement but not compete with the uses Downtown. The limited range of commercial uses is intended to support the businesses within, and visitors, to the West Harbour area. The range of uses is not intended to support the surrounding neighbourhoods. The West Harbour (Setting Sail) Secondary Plan already contemplates the broader area encompassing
Piers 6-8 (part of which is subject to the amendments) as the location for new civic spaces and promenades with residential, cultural, and mixed-use buildings. Policy No. A.6.5.5.1.7 identifies Piers 6-8 as a location for new civic spaces in the Waterfront, stating:

“Piers 6-8 will be the focus of physical improvements and development that combine new civic spaces and promenades with residential, cultural, and mixed-use buildings to establish over time a series of linked destinations, and a distinct urban waterfront neighbourhood”.

The Secondary Plan allows for small-scale commercial amenities, including restaurants and retail stores, at Pier 6. Policy No. A.6.3.5.1.8 contemplates the extension of Pier 6, and that small-scale commercial amenities, such as restaurants and cafes, could locate there:

“Pier 6 will be extended and improved to accommodate small-scale commercial amenities, such as restaurants and cafes, and a public promenade at least 10 m. wide…”

The Secondary Plan already identifies the future land uses on Pier 7 as being an extension of the land use concept for Pier 8, located immediately east of the area subject to the amendments. Accordingly, the Secondary Plan includes a Prime Retail designation along Hughson Street and on Pier 7. Prime Retail areas are defined in Policy No. A.6.3.3.1.18 of the Secondary Plan and states that in these areas:

i) mixed-use developments with ground-floor, street-related commercial and community uses are encouraged and permitted;

ii) most of the street-facing portion of the ground-floor of buildings shall be reserved for street-related commercial and/or other community uses, including retail stores, restaurants, take-out restaurants, businesses and personal services, and/or professional offices.”

The amount of commercial proposed in the Hamilton West Harbour Waterfront Recreation Master Plan is greater than what was envisioned in the West Harbour (Setting Sail) Secondary Plan, however, Malone Given Parsons Ltd. was retained to complete a Commercial Opportunity Study in 2008 (attached as Appendix “E” to Report PED14012) and an update in 2010 (attached as Appendix “F” to Report PED14012) that confirmed the amounts and types of specialized commercial uses proposed for the waterfront (i.e., waterfront related retail, restaurants, entertainment, etc.), could be supported and were considered appropriate.
Proposed Official Plan and Zoning By-law Amendments

Setting Sail Secondary Plan

In the Setting Sail Secondary Plan, the lands would require re-designation to implement the Waterfront Recreation Master Plan are currently designated “Marine Recreational”, “Open Space”, “Local Commercial”, “Medium Density Residential 2”, and “Prime Retail” and are located on Piers 6 and 7. Many of the uses proposed in the Hamilton West Harbour Recreation Master Plan are permitted without amendment to the Plan. Therefore, although the Master Plan study area consists of all the City-owned lands from Bayfront Park to Pier 7, the only lands subject to land use designation changes are on Piers 6 and 7.

In the West Harbour Recreation Master Plan, the uses proposed for Bayfront Park and Pier 4 Park include public art, play structures, concession stands, and canoe and bike rental stands. Both Bayfront Park and Pier 4 Park are designated as “Open Space” in the Setting Sail Secondary Plan. These uses are permitted with this designation without an amendment to the Secondary Plan. The uses proposed for Macassa Bay include public art, the existing Macassa Bay Yacht Club, Hamilton Bay Sailing Club, and Hamilton Marine Police Unit. Macassa Bay is designated “Marine Recreational”. These uses are permitted within this designation. The proposed changes for Bayview Park include landscape features and enhancements including seating, a water feature, and pergola. A 400-car municipal parking structure is also proposed below the park. Bayview Park is designated “Open Space” in the Setting Sail Secondary Plan. These proposed uses would be permitted without an amendment to the Secondary Plan.

The main basin (Piers 6 and 7) is the anticipated heart of the West Harbour Recreation Master Plan. Proposed uses include retail, offices that support waterfront uses, residential, transient/visitor docks, and one hotel. The Setting Sail Secondary Plan land use designations for Pier 6 is “Marine Recreational” and for Pier 7 includes “Medium Density Residential 2”, “Prime Retail” and “Open Space”. An amendment is required to the Secondary Plan for Piers 6 and 7 to refine the location and types of uses that are proposed through the Recreation Master Plan.

The proposed OPA introduces a new land use designation, “Waterfront Commercial”, to the Setting Sail Secondary Plan document. A similar amendment will be required for the UHOP to add the “Waterfront Commercial” designation under the Commercial and Mixed-use designation categories. The new “Waterfront Commercial” designation is intended to provide for a range of specialty (niche) commercial uses that will complement the waterfront as a destination for residents and tourists year-round by promoting a mix of civic, cultural, and commercial uses, balanced with active and passive recreation, and indoor and outdoor waterfront attractions. The proposed new designation permits a limited range of commercial uses intended to support the businesses within and visitors to the West Harbour area. The range of uses is not
intended to support the surrounding neighbourhoods. The “Waterfront Commercial” designation will be a key element in maintaining and ensuring continued vibrancy of the Waterfront as a City destination.

The proposed new designation will permit offices that support waterfront uses for buildings that front onto Guise Street, and residential on upper floors (residential on Pier 6 only as they are already permitted on Pier 7). The proposed new designation will result in the removal of institutional uses from the area currently designated as “Prime Retail” in the Setting Sail Secondary Plan, as well as office uses (for Pier 7 as identified as “Special Policy Area 1a” on Schedule B in Appendix “A”.

The new “Waterfront Commercial” designation will still permit small-scale commercial uses ancillary to marine recreational uses (such as buildings and facilities for the purposes of recreational boating, club houses, marine supply stores, boat service and repair shops, recreational equipment rental facilities, as well as transient docking). The proposed new designation will continue to permit specialty commercial uses (boutiques, cafes, bistros, restaurants, galleries, studios, workshops, etc.).

In addition to the new “Waterfront Commercial” designation, the amendment proposes a Special Policy Area with three sub-areas as shown on Schedule B in Appendix “A”. Special Policy Area 1 contains detailed urban design policies for development within the area, in addition to the “Waterfront Commercial” designation policies. The two additional sub-areas of Special Policy Area 1 (1a and 1b) further refines the height limits and permitted uses within those areas.

The following table illustrates the changes:

<table>
<thead>
<tr>
<th>CURRENT DESIGNATION</th>
<th>NEW DESIGNATION</th>
<th>DIFFERENCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marine Recreational:</td>
<td>Waterfront Commercial:</td>
<td>Uses Added:</td>
</tr>
<tr>
<td>• Buildings and facilities for the</td>
<td>• Specialty commercial uses, including, but not limited to,</td>
<td>• Offices that are complimentary to the</td>
</tr>
<tr>
<td>purposes of recreational boating,</td>
<td>boutiques, cafes, bistros, restaurants, take-out</td>
<td>waterfront; and,</td>
</tr>
<tr>
<td>including marinas, club houses, indoor</td>
<td>restaurants, gift shops, galleries, studios, artisan</td>
<td>• Residential on upper floors.</td>
</tr>
<tr>
<td>and outdoor storage areas, docks and</td>
<td>workshops;</td>
<td></td>
</tr>
<tr>
<td>access roads;</td>
<td>• Small-scale commercial uses</td>
<td></td>
</tr>
<tr>
<td>• Public open spaces, trails, roads;</td>
<td>ancillary to marine recreational uses such as restaurants,</td>
<td></td>
</tr>
<tr>
<td>• Small-scale commercial uses</td>
<td>such as marine supply stores, boat service and repair</td>
<td></td>
</tr>
<tr>
<td>ancillary to marine recreational</td>
<td>shops, and recreational</td>
<td></td>
</tr>
<tr>
<td>uses such as restaurants,</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Uses removed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Multiple dwellings; and,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Marinas.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Heights:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Maximum 3-storeys (4-</td>
</tr>
</tbody>
</table>

OUR Vision: To be the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities.

OUR Mission: WE provide quality public service that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Values: Accountability, Cost Consciousness, Equity, Excellence, Honesty, Innovation, Leadership, Respect and Teamwork.
marine supply stores, boat service and repair shops, and recreational equipment rental facilities; and,
- Maximum height 2 storeys

**Open Space:**
- Parks, squares, trails, public art;
- Indoor and outdoor public recreational facilities; and,
- Recreational equipment rental and maintenance facilities

**Medium Density Residential 2:**
- Multiple dwellings.

**Prime Retail:**
- Mixed-use - ground floor commercial and community uses;
- Ground floor - retail, restaurants, take out, businesses, personal services, professional offices;
- Upper floors - residential, office, personal services;
- 2-storey retail;
- Institutional uses (social services, schools, places of worship); and,
- Maximum height 4-6 storeys.

**Local Commercial (on Pier 6):**
- equipment facilities;
- Offices, that support waterfront uses, on upper floors only;
- Residential on upper floors only;
- Hotels (maximum of one hotel permitted on the Piers 7 and 8 area); and,
- Maximum height 3-storeys.

**Special Policy Area 1a:**
- In addition to the provisions of the Waterfront Commercial designation, office uses are only permitted fronting onto Guise Street; and,
- Maximum height is 2-storeys on Guise Street and 3-storeys on the waterfront side to accommodate changes in elevation.

**Special Policy Area 1b:**
- In addition to the provisions of the Waterfront Commercial designation, office uses are only permitted fronting onto Guise Street;
- Maximum height is 3-storeys on Guise Street and 4-storeys on the waterfront side to accommodate changes in elevation; and,
- A hotel may be permitted on Pier 7 (maximum height 3-storeys).
• Retail stores, restaurants, take-out restaurants, banks, professional offices, personal services;
• Residential above the ground floor;
• Grocery stores (but not other large scale retail); and,
• Maximum height 4-storeys.

Piers 6–8 (A.6.3.5.1.13):
• In addition to the uses permitted in the Prime Retail designation, a total of one hotel is permitted in this area.

Holding Policies

When the OMB released its decision on the UHOP in August 2013, the majority of the former City of Hamilton Official Plan was repealed (deleted), including the holding provisions. Since there was no decision made by the Ministry regarding the adoption of the Setting Sail Secondary Plan into the UHOP, the UHOP policies do not yet apply. The Zoning By-law Amendment proposes a Holding provision for the lands subject to the amendments (Piers 6 and 7) for the completion of servicing studies and the implementation of the North End Traffic Management Plan (applies to Pier 7 only). Therefore, holding policies have been added to the Setting Sail Secondary Plan as part of the amendments.

Zoning By-law No. 6593

The proposed land use policies and permitted uses for the lands that are subject to the new “Waterfront Commercial” Official Plan designation were reviewed against the provisions of the existing zoning that is currently in force and effect. The west side of the lands that are subject to the new “Waterfront Commercial” designation are currently zoned “F-1/S-838a” (Waterfront Recreational) District, while the east side of the subject lands are currently zoned “F-4/S-838a (Waterfront Services) District (refer to Appendix “B”). Based on this review, it was determined that many of the uses proposed within the “Waterfront Commercial” designation are already currently permitted within the existing zoning. However, some of the newly proposed uses are not permitted and there are also a range of existing permitted uses that are not contemplated within the proposed
“Waterfront Commercial” designation. Therefore, changes in zoning, in order to implement the new Official Plan land use designation and policies, are warranted. The following table illustrates the range of uses currently permitted against those proposed within the “Waterfront Commercial” designation, whether the new proposed uses are currently permitted or not, and the overall difference between the new uses added and uses no longer permitted:

<table>
<thead>
<tr>
<th>CITY OF HAMILTON ZONING BY-LAW NO. 6593</th>
</tr>
</thead>
<tbody>
<tr>
<td>CURRENT ZONING</td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td><strong>West Side of Subject Lands: “F-1/S-838a” (Waterfront Recreational) District</strong></td>
</tr>
<tr>
<td><strong>Permitted Uses</strong></td>
</tr>
<tr>
<td>- Hotels (west side only);</td>
</tr>
<tr>
<td>- Public Recreational Uses (west side only);</td>
</tr>
<tr>
<td>- Other Public Uses (i.e. museums, aquariums, art galleries, pools, labour halls, clubs, etc.) (west side only);</td>
</tr>
<tr>
<td>- Marina;</td>
</tr>
<tr>
<td>- Retail Uses (jewellery, crafts, gifts, clothing, flowers, photographic equipment, coffee and tea, specialty foods, imported goods, fish, antiques, etc.);</td>
</tr>
<tr>
<td>- Banks;</td>
</tr>
<tr>
<td>- Photographer’s or artist’s studios;</td>
</tr>
<tr>
<td>- Restaurants;</td>
</tr>
<tr>
<td>- Sailing/boating schools;</td>
</tr>
<tr>
<td>- Bait stores, recreational equipment rental;</td>
</tr>
<tr>
<td>- Business and Professional Offices; and,</td>
</tr>
<tr>
<td>- Various industrial uses including</td>
</tr>
</tbody>
</table>

OUR Vision: To be the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities.
OUR Mission: WE provide quality public service that contribute to a healthy, safe and prosperous community, in a sustainable manner.
OUR Values: Accountability, Cost Consciousness, Equity, Excellence, Honesty, Innovation, Leadership, Respect and Teamwork.
Based on the above chart, it is clear that the majority of the uses proposed for the subject lands are already permitted. The only major change is the addition of multiple dwellings (only on upper floors to create mixed-use buildings), which is consistent with the proposed “Waterfront Commercial” designation and the Hamilton West Harbour Waterfront Recreation Master Plan. However, the current zoning permits a number of land uses that are inconsistent with the intent of the “Waterfront Commercial” designation, including a larger range of industrial uses and commercial marinas with associated dry-dock facilities and on-land boat storage. Therefore, a zoning amendment to add the multiple-dwelling unit use, and delete a number of incompatible uses, is required. The most appropriate zone within Zoning By-law No. 6593 for the proposed uses is the “F-1” (Waterfront Recreational) District. The existing site-specific zoning of the subject lands would be deleted and replaced with new site-specific zoning provisions.

In addition to the alterations to the range of proposed uses, a number of site-specific zoning provisions are included that relate to special policies within the “Waterfront Commercial” designation pertaining to setbacks, height, and specific locations of certain uses. These include:

- **Varied height restrictions for different buildings.** The proposed buildings are limited to 3-storeys in height, except that the proposed future building on the west side of the subject lands fronting onto Guise Street West is limited to 2-storeys in height for the portion fronting Guise Street and 3-storeys in the rear, while the other building fronting onto Guise Street West on the east side of the subject lands is permitted 3-storeys on Guise Street West and 4-storeys in the rear;

- **Special maximum setbacks to ensure that the future buildings facing Guise Street West are oriented toward the street with enough of a setback to implement future streetscape improvements;**

- **Professional offices are not permitted on Block “2” and on Block “3” (refer to Appendix “C”), are only permitted on upper floors of a building fronting onto Guise Street; and,**

- **Signage regulations are deleted as signs are now regulated by Hamilton Sign By-law No. 10-197.**

| freight transport, marine cargo, shipbuilding, warehousing, railway transport, shipping depot, etc.) | such as a spa (accessory to a Hotel). | (transient and visitor docking and boat rental storage still permitted). |

**OUR Vision:** To be the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities.

**OUR Mission:** WE provide quality public service that contribute to a healthy, safe and prosperous community, in a sustainable manner.

**OUR Values:** Accountability, Cost Consciousness, Equity, Excellence, Honesty, Innovation, Leadership, Respect and Teamwork.
'H' Holding Provision Requirements

In order to implement requirements within the West Harbour (Setting Sail) Secondary Plan, that development of Pier 7 not proceed until the North End Traffic Management Plan is implemented, an 'H' Holding provision is included applicable to Block “3” (refer to Appendix “C”). In addition, the Development Engineering Section has advised that certain sewer infrastructure improvements may be needed prior to development, especially due to the complexity of developing on lands with a low elevation adjacent to the harbour. Therefore, the area subject to the amendments, Pier 6 and Pier 7, are also being placed into an ‘H’ Holding provision, pending completion of a servicing study.

Parking

Parking as it exists today provides for approximately 540 spaces in the Main Basin and 515 in Bayfront/Macassa Bay area. The proposed development for Piers 6 and 7 would require the following parking spaces to be provided, according to the City of Hamilton Zoning By-law No. 6593 requirements:

- Up to 490 spaces for the uses permitted in the West Harbour Waterfront Recreation Master Plan (as determined by the West Harbour Recreation Master Plan Transportation Impact Assessment, March 2010, by IBI Group).

To address parking, policies have been included in the OPA and the Zoning By-law Amendment as follows:

Official Plan Amendment:

- A policy has been included in the “Waterfront Commercial” designation that would require a parking study to be prepared as part of a complete application within the new commercial area. This study would look at exact parking needs and whether parking reductions may be supported through subsequent Minor Variance applications.

Zoning By-law Amendment:

- The proposed “Waterfront Commercial” zone does not provide any reductions in required on-site parking. All parking would have to be provided in accordance within the requirements of the City of Hamilton Zoning By-law No. 6593;

- Prior to the approval of any new development on Pier 7, the North End Traffic Management Study, approved by Council on October 12, 2010, shall be implemented for the area north of the CN railway line within the Setting Sail Secondary Plan Area;
• The proposed zoning would permit required parking to be provided off-site on dedicated off-street parking facilities within 300 m., provided the parking spaces are dedicated only to the uses in the "Waterfront Commercial" area; and,

• The proposed zoning would permit tandem valet parking for a hotel use.

The Hamilton West Harbour Waterfront Recreation Master Plan achieves many of the goals and objectives set out in the West Harbour (Setting Sail) Secondary Plan, however there is the opportunity to create a strong focus on built-form and the introduction of civic/commercial uses at the east-end of the West Harbour, based on the following:

• The existing recreational focus and naturalized settings/shoreline located at the west end of the West Harbour Waterfront;

• The proximity of this area to Pier 8, which includes existing uses such as the William’s Coffee Pub and the former Marine Discovery Centre/Sarcoa Restaurant, and future development potential;

• Proximity to James Street North, which has been identified as the main connection between the Waterfront and the Downtown; and,

• The opportunity and potential the area presents for becoming a high profile destination for residents and visitors.

Proposed Civic and Commercial Uses

In addition, the City of Hamilton, through Tourism Hamilton, has been promoting the City to tourist and visitor markets in the province, country, and abroad to attract both returning and new visitors to the City. The proposed amendments will allow uses in the West Harbour that would support the continued development of the tourist and visitor market, as it has been identified as a priority for the City. Hamilton’s waterfront already has some tourist-oriented attractions, including the HMCS Haida and Bayfront Park. The introduction of new commercial and cultural uses brings an opportunity to build on these existing uses and create a concentration of specialty (niche) commercial uses, that will provide a regular draw to the waterfront throughout the year. The presence of existing attractions creates the opportunity to develop complementary uses that will increase the attractiveness and draw of the area that will in turn contribute to the long-term success and viability of existing attractions.

The proposed amendments also support the finding that the waterfront is not an ideal location for large-scale offices as identified in the Commercial Opportunity Study (2008), however, it can accommodate smaller-scale offices. The Hamilton Commercial Opportunity Study (2006), recommended that the Downtown area should absorb any
new large-scale office developments, and that the West Harbour waterfront is not an appropriate location for any large-scale office employment. Accessory office space and small scale office space catering to arts/cultural organizations and professional services, are proposed by the amendments and are in line with the recommendations of the Commercial Opportunity Study (2008) which recognizes that these smaller-scale offices could contribute to the year-round use of the West Harbour area.

The proposed Official Plan and Zoning By-law Amendments will allow for the implementation of the West Harbour Waterfront Recreation Master Plan by providing a new land-use designation and associated polices that support a blend of uses, unique to the waterfront, that will create a special sense of place, and a distinct attraction, as per the vision for this area outlined in the Secondary Plan document. The amendments will allow for development and improvements to the waterfront such as new civic spaces and promenades, with residential, cultural and mixed-use buildings to establish, over time, a series of linked destinations, and a distinct waterfront precinct. The investment priorities identified in the Hamilton West Harbour Recreation Master Plan, have been designed to improve the functionality and add new amenities to the West Harbour Waterfront and the Official Plan, and Zoning By-law Amendments will allow for these amenities to be realized.

ALTERNATIVES FOR CONSIDERATION

The proposed Official Plan and Zoning By-law Amendments are an important step in ongoing planning required to realize the objectives for the West Harbour. The proposed amendments maintain the overall vision for the future of the waterfront, as set out in the Secondary Plan, by encouraging uses that will enhance the area to take advantage of the harbour setting and promote year-round enjoyment and appreciation of the waterfront. The Waterfront Commercial designation will be a key element in maintaining and ensuring continued vibrancy of the Waterfront as a City destination.

The alternative to re-designating and re-zoning the lands to "Waterfront Commercial" is to maintain the existing designations and zoning.

The West Harbour lands are designated “Marine Recreational”, “Local Commercial”, “Prime Retail”, “Open Space”, and “Medium Density Residential 2”, in the West Harbour (Setting Sail) Secondary Plan. Most of the uses proposed in the Hamilton West Harbour Waterfront Recreation Master Plan are permitted without amendment to the Secondary Plan, with the exception of some of the of the uses proposed on Piers 6 and 7. Denial of the amendments would not allow the full potential and vision of the West Harbour Waterfront Recreation Master Plan to be achieved. Policy No. A.6.3.5.1.6 calls for the preparation of a Recreation Master Plan Study, to guide development and improvements on the City-owned property, from Bayfront Park to Pier 7, and that the Master Plan is adopted by OPA, prior to development or capital improvements proceeding with the area.
ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN

Strategic Priority #1
A Prosperous & Healthy Community

WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

1.1 Continue to grow the non-residential tax base.

1.2 Continue to prioritize capital infrastructure projects to support managed growth and optimize community benefit.

1.3 Promote economic opportunities with a focus on Hamilton’s downtown core, all downtown areas and waterfronts.

Strategic Priority #3
Leadership & Governance

WE work together to ensure we are a government that is respectful towards each other and that the community has confidence and trust in.

Strategic Objective

3.1 Engage in a range of inter-governmental relations (IGR) work that will advance partnerships and projects that benefit the City of Hamilton.

APPENDICES AND SCHEDULES ATTACHED

- Appendix “A”: Official Plan Amendment No. [REDACTED] to the West Harbour (Setting Sail) Secondary Plan.
- Appendix “B”: Zoning Location Map.
- Appendix “C”: Zoning By-law Amendment to the City of Hamilton Zoning By-law No. 6593.
- Appendix “D”: West Harbour Waterfront Study Area.

• Appendix “G”: West Harbour Waterfront Recreation Master Plan.

:AM/GM
Attachs. (7)
Official Plan Amendment No. XXX

to the

City of Hamilton Official Plan

The following text, together with the following maps/schedules:

West Harbour (Setting Sail) Secondary Plan

- Schedule “A” - (Schedule “M-1” - Planning Area and Sub-Areas);
- Schedule “B” - (Schedule “M-2” - General Land Use);
- Schedule “C” – (Schedule “M-4” – Building Heights);

attached hereto, constitutes Official Plan Amendment No. XXX to the City of Hamilton Official Plan.

1.0 Purpose:

The purpose of the Amendment to the City of Hamilton Official Plan is to:

- Amend various policies and schedules of the West Harbour (Setting Sail) Secondary Plan to reflect the principles and policies contained in the Hamilton West Harbour Waterfront Recreation Master Plan;
- Create a new land use designation and site specific policy areas to permit the uses set out in the Hamilton West Harbour Waterfront Recreation Master Plan; and,
- Establish a policy framework which shall guide the development and improvements of lands within the Hamilton West Harbour Waterfront Recreation Master Plan.

The effect of the Amendment is to establish a policy framework to guide the development and improvements of lands within the Hamilton West Harbour Waterfront Recreation area.

2.0 Location:

The lands affected by this Amendment are located at the west end of Hamilton Harbour. They consist of Bayfront Park, Pier 4 Park, Bayview Park and Piers 5 through 7 and the rail lands bounded by Lake Ontario to the north and Stuart Street to the south, Bay Street North to the east and the York Street high-level bridge to the west as illustrated on Schedule “B” to this amendment.
3.0 Basis:

The basis for permitting this amendment is to establish a land use framework to implement the Hamilton West Harbour Waterfront Recreation Master Plan. The proposed amendment:

- Conforms with the intent and objectives of the former City of Hamilton Official Plan;
- Conforms with the intent and objectives of the West Harbour (Setting Sail) Secondary Plan;
- Conforms with the intent and objectives of the City’s new Urban Hamilton Official Plan; and,
- Implements Policy A.6.3.8.6.6 of the West Harbour (Setting Sail) Secondary Plan which states that the Hamilton West Harbour Waterfront Recreation Master Plan be adopted as an amendment to the Plan prior to development or capital improvements proceeding within Marine Recreational areas.

4.0 Actual Changes:

Text Changes:

1. Existing Section A.6.3.3.1 Land Use is amended by inserting the following new policies and renumbering the policies thereafter accordingly:

“A.6.3.3.1.20 For lands designated “Waterfront Commercial” on Schedule M-2 General Land Use, the following policies shall apply:

   a) The following uses shall be permitted:

   i) Small-scale specialty (niche) commercial uses, including, but not limited to, boutiques, cafes, bistro restaurants, take-out restaurants, gift shops, galleries, studios, artisan workshops;

   ii) Small-scale commercial uses ancillary to marine recreational uses, including but not limited to, marine supply stores, boat service, repair shops and recreational equipment rental facilities;

   iii) Offices, that support waterfront uses, on upper floors only;

   iv) Residential uses on upper floors only;

   v) Hotels; and,

   vi) Transient or visitor docks.
b) The following uses shall not be permitted:

i) Auto-oriented commercial uses such as drive-thru establishments, gas stations and auto-repair garages;

ii) Dry docks; and,

iii) Dry-sail and on-land boat storage.

c) The following conditions shall apply to all development:

i) The maximum building height shall be 3 storeys;

ii) Each individual waterfront commercial establishment, excluding hotels, shall not occupy more than 500 square metres of gross floor area; and,

iii) In a mixed use building that includes residential, the maximum floor area for each individual commercial establishment shall not exceed 500 square metres of gross floor area.

A.6.3.3.1.21 Waterfront Commercial Special Policy Area 1

a) In addition to Policy A.6.3.3.1.20, for lands identified as Waterfront Commercial, Special Policy Area 1, on Schedule M-2: General Land Use, the following policies shall apply:

i) As part of a complete application, a parking study is required for the proposed development to ensure that the appropriate parking is accommodated; and,

ii) As part of a complete application, an urban design brief shall be submitted to demonstrate how the development addresses the urban design principles of this plan and in particular the urban design guidelines of the Hamilton West Harbour Waterfront Recreation Master Plan.

Views and Vistas

iv) Views out onto the harbour and to important cultural destinations such as Dundurn National Historic Site shall be preserved and enhanced over time by ensuring new development has regard for these views. View corridors extending from main intersections along Guise Street at McNab Street, James Street and Hughson Street also need to be preserved and enhanced to promote connection to the City; and,
v) A viewshed analysis may be required and used as guidance for new development to identify and preserve important framed and panoramic views both to and from the harbour.

**Streets and Streetscaping**

vi) All streets in the West Harbour will provide a safe pedestrian realm through appropriately designed sidewalks, provision of Urban Braille, landscaping, seating areas, transit shelters and other amenities. The extent to which these amenities can be incorporated may vary from street to street;

vii) New development situated on Guise Street shall provide room for a two metre pedestrian zone in front of shops and a four metre recreational path in addition to a two metre planting zone next to the street curb. To implement the vision for Guise Street, the City shall complete a streetscape master plan for Guise Street to determine the streetscaping requirements; and,

viii) New development along Guise Street shall be pedestrian oriented. Principal entrances and ample glazing from Guise Street should be at street level and oriented towards the street to create animation on the streetscape.

**Existing Buildings and Artefacts**

ix) The theme of the area should represent a contemporary interpretation of the area’s industrial heritage and restoration of the existing buildings to their original state or to reference a nautical theme. The design and configuration of new buildings should support the importance of this;

x) The character-defining elements of the waterfront must be safeguarded to retain its heritage value and extend its physical life. This may include preservation, rehabilitation, restoration of buildings or a combination of these actions or processes;

xi) Through façade improvements and additions, existing boat clubs should attempt to either maintain the character of the original buildings or reference to a nautical theme in the architecture. This includes repeated exposed structural elements, horizontal punched openings, and articulated railings;

xii) The Hamilton Port Authority’s storage shed is a remnant of the waterfront’s legacy. Programming for this existing building should involve minimal or no change to the character-defining elements that are essential to preserving the waterfront character.
Buildings in the Public Realm

xiii) New buildings arranged across the waterfront are to be differentiated from the housing forms of the North-End Neighbourhood to reinforce the distinctive industrial and nautical harbourfront character;

xiv) The overall form of buildings should be north/south to frame and maximize views and to create microclimates that support outdoor pedestrian and recreation activities. Mid-block locations not within view-cones provide opportunities for buildings to reinforce streetwalls;

xv) Where feasible, at-grade facades should open up to public areas through the use of rolling doors, storefronts, extensive glazing, outdoor eating/display and canopies; and,

xvi) Principal entrances from the waterfront side should be oriented to address the adjacent spaces and plazas.

New Development

xvii) New development shall be guided and informed by the Urban Design Guidelines set out in the Hamilton West Harbour Waterfront Recreation Master Plan;

xviii) New buildings should have a modern interpretation of Hamilton's industrial past, echoing that of existing buildings. Although a variety of materials may be acceptable, the materials should be in keeping with the “working harbourfront character” as set out in the Urban Design Guidelines of the Hamilton West Harbour Waterfront Recreation Master Plan. Recommendations may include corrugated and galvanized siding and glazing, stone foundations and timber or metal structural elements. Roofing should coincide with that of the siding material, to fully reference the defining character;

xix) The overall form of development should be similar to the buildings found along the West Harbour in Pier 8. Buildings should showcase and sustain views with designs that are long and narrow;

xx) The West Harbour precinct should showcase sustainably designed buildings and be a model for other sustainable development with Hamilton. Buildings should meet LEED or equivalent sustainable design principles;

xxi) Where feasible, buildings should be oriented to take advantage of solar energy and minimize the effects of wind to create comfortable and inviting spaces for a variety of seasons;
xxii) New development on Guise Street should connect the City to the waterfront with buildings and spaces that are permeable to views and circulation; and,

xxiii) The shoreline within Hamilton West Harbour is located within lands regulated by the Hamilton Conservation Authority (HCA) pursuant to HCA Development, Interference with Wetlands and Alterations to Shorelines and Watercourses Regulation 161/06 under Ontario Regulation 97/04. Written approval from the HCA is required prior to any development (including shorewall construction, grading, filling or building renovation/construction) occurring on regulated lands within the harbour.

Public Art
xxiv) Public Art should be included in the overall design and context of development to ensure it has an appropriate siting and location;

xxv) The Hamilton West Harbour Waterfront Recreation Master Plan identifies several locations for public art. The process for selection of individual pieces shall be in accordance with the principles set out in the City of Hamilton Public Art Master Plan; and,

xxvi) Where feasible, public art should be included with all future streetscape master plans.

A.6.3.3.1.22 Waterfront Commercial - Special Policy Area 1a

a) In addition to Policies A.6.3.3.1.20 and A.6.3.3.1.21, for lands identified as Waterfront Commercial Special Policy Area 1a on Schedule M-2: General Land Use, the following policies shall apply:

   i) Notwithstanding Policy A.6.3.3.1.20 a), v), hotels are not permitted on Pier 6;

   ii) Notwithstanding Policy A.6.3.3.1.20 a), iii), office uses shall only be permitted if they have frontage on Guise Street;

   iii) Notwithstanding Policy A.6.3.3.1.20 c), i), the maximum building height shall be 2 storeys on Guise Street and 3 storeys on the waterfront side to accommodate for changes in elevation.

A.6.3.3.1.23 Waterfront Commercial Special Policy Area 1b

a) In addition to Policies A.6.3.3.1.20 and A.6.3.3.1.21, for lands identified as Waterfront Commercial Special Policy Area 1b on Schedule M-2: General Land Use, the following policies shall apply:
i) Notwithstanding Policy A.6.3.3.1.20 a), iii), office uses shall only be permitted if they have frontage on Guise Street;

ii) Notwithstanding Policy A.6.3.3.1.20 c), i), the maximum building height shall be 3 storeys on Guise Street and 4 storeys on the waterfront side to accommodate for changes in elevation; and,

iii) Notwithstanding Policy A.6.3.3.1.20 a), v), a maximum of one hotel may be permitted on Pier 7 in accordance with Policy A.6.3.5.1.12;

2. Existing Section A.6.3.5.1.3 is amended by deleting the heading “Bayfront Park” and replacing with “Waterfront Recreation Area”.

3. Existing Section A.6.3.5.1.3 is amended by inserting the following new policy and renumbering the policies thereafter accordingly:

“A.6.3.5.1.3 The City recognizes the special qualities of Hamilton Harbour, including its physical features and wind conditions that make it a unique, attractive and cherished environment for world class recreational boating within the Great Lakes. The City shall continue to promote and facilitate a diversity of such activity in West Harbour as it pursues other objectives for the Waterfront. Improvements to marine recreation facilities, including marina buildings, club houses, indoor and outdoor boat storage, boat ramps, parking, and docks, shall be guided by the Hamilton West Harbour Waterfront Recreation Master Plan.

4. Existing Policy A.6.3.5.1.3 is amended by:

Deleting the phrase “Future improvements will be guided by a master plan for the park and should include convenient washrooms and additional trees and wind protection” and replacing it with “Future improvements will be guided by the Hamilton West Harbour Waterfront Recreation Master Plan”; 

5. Existing Section A.6.3.5.1.6 is amended by:

Deleting the heading “Marine Recreation” and deleting existing Policy A.6.3.5.1.6 in its entirety and the policies thereafter are renumbered accordingly.

6. Existing Policy A.6.3.5.1.9 is deleted in its entirety and the policies thereafter are renumbered accordingly.

7. Existing Policy A.6.3.5.1.13 is amended by revising the wording to read as follows:

“In addition to the uses permitted by Policies A.6.3.3.1.14, A.6.3.3.1.17, A.6.3.3.1.18 and Policy A.6.3.3.1.20, a total of one hotel will be permitted in those areas designated Medium Density Residential 2, Mixed Use, Prime Retail and Waterfront Commercial on Piers 7 and 8”.
8. Existing Section A.6.3.8 is amended by inserting the following new policies and renumbering the policies thereafter accordingly:

“A.6.3.8.6 Holding By-laws

There are instances where the intended use and zoning is known for lands but development should not take place until the planned details and phasing of development is determined, and/or facilities are in place or conditions for development are met. Under the Planning Act, Council may pass a “Holding” By-law that places an “H” symbol over the zoning of land and specifies the conditions that shall be met before the “H” symbol is removed and the lands can be developed.

A.6.3.8.6.1 Council may use the Holding “H” symbol in conjunction with the Zoning By-law to identify the ultimate use of land but to limit or to prevent the ultimate use in order to achieve orderly, phased development and to ensure that servicing and design criteria established in this Plan have been met prior to the removal of the “H” symbol.

A.6.3.8.6.2 A Holding symbol may be applied under any or all of the following circumstances and specified in the Holding by-law:

a) where development is contingent upon other related matters occurring first, such as but not limited to:

i) completion of required site or area specific studies which are to be specified in the by-law;

ii) consolidation of land ownership of abutting properties to ensure orderly development and phasing of development;

iii) fulfillment of financial obligations;

iv) securement of funding agreements on necessary infrastructure or services; and,

v) fulfillment of conditions imposed by the City through other Planning Act tools.

b) where phasing is necessary in order to ensure orderly development and/or achieve one or more objectives of this Plan;

c) where municipal infrastructure is not adequate or available to support the ultimate use; and,

d) where environmental constraints currently preclude development or redevelopment without planned mitigative or remediated measures.
A.6.3.8.6.3 Until such time as the Holding “H” symbol is removed, the By-law may permit interim land uses which may include an existing use or other use(s) that is permitted by the Zoning By-law and does not jeopardize the land for the intended land uses.

A.6.3.8.6.4 Council shall pass a By-law to remove the Holding “H” symbol for all or part of the property only when the City is satisfied all the conditions of:

a) the “H” zone have been fulfilled; and,

b) the provisions of this Plan are met.

9. Existing Policy A.6.3.8.7.1 is amended by deleting the following words: “in that order”.

10. Existing Section A.6.3.8.8 West Harbour Marine Recreation Master Plan be deleted in its entirety and the section and policies thereafter are renumbered accordingly.

Schedule Changes

1. That Schedule “M-1” – Planning Area and Sub-Areas be amended by:

   (ii) Adding two new areas: the “Waterfront Recreation Area” and the “Stuart Street Rail Yard”; and,

   (iii) Labelling Piers 5 through 10;

   as shown on Schedule “A” attached to this amendment.

2. That Schedule “M-2” - General Land Use be amended by:

   (i) Re-designating the lands from “Marine Recreational”, “Open Space”, “Local Commercial”, “Prime Retail” and “Medium Density 2” to “Waterfront Commercial”;

   (ii) Adding “Site Specific Area 1a”; and,

   (iii) Adding “Site Specific Area 1b”,

   as shown on Schedule “B” attached to this amendment.

3. That Schedule “M-4” - Building Heights be amended by showing the lands as being governed by the Secondary Plan Policies, as shown on Schedule “C” attached to this amendment.
Implementation:

An implementing Zoning By-Law Amendment will give effect to this Amendment.

This is Schedule “□” to By-law No.□□□□ passed on the □□ day of □□.

The
City of Hamilton

____________________  ______________________
R. Bratina          Rose Caterini
Mayor              City Clerk
Legend
- 2-4 Storeys
- 3-5 Storeys
- 4-6 Storeys
- Study Area

Hamilton Harbour

Lands to be shown as "height is governed by the Secondary Plan Policies"
Schedule B
DRAFT Amendment No. ___
To the Official Plan
for the former City of Hamilton

Date: July 2013
Revised By: AM/NB
Reference File No.: OPA___(H)

Lands to be redesignated from “Marine Recreational” to “Waterfront Commercial”
Lands to be redesignated from “Open Space” to “Waterfront Commercial”
Lands to be redesignated from “Local Commercial” to “Waterfront Commercial”
Lands to be redesignated from “Medium Density Residential 2” to “Waterfront Commercial”
Lands to be redesignated from “Prime Retail” to “Waterfront Commercial”

Add Site Specific Area 1

“Waterfront Commercial” designation to be added to the Legend
“Site Specific Area” to be deleted from the Legend
“Site Specific Area 1” to be added to the Legend

Legend
- Low Density Residential
- Medium Density Residential 1
- Medium Density Residential 2
- High Density Residential
- Local Commercial
- Mixed Use
- Industrial
- Prime Retail
- Marine Recreational
- Open Space
- Utilities and Transportation
- Shipping & Navigation
- Special Policy Area
- Study Area Boundary

Waterfront
Planning Area Study

Schedule M-2: General Land Use
West Harbour Secondary Plan

Waterfront
March 2005

Appendix A to Report PED14012 (Page 13 of 13)
Location Map

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT

File Name/Number: CI-13-A
Date: January 28, 2013
Appendix "B" Scale: N.T.S. Planner/Technician: GM/NB

Subject Property
Hamilton West Harbour Waterfront Recreation Master Plan

Block 1 - Change in Zoning from the "F-1/S-838a" (Waterfront Recreational) District to the "F-1/S-1641" - 'H' (Waterfront Recreational - Holding) District

Block 2 - Change in Zoning from the "F-1/S-838a" (Waterfront Services) District to the "F-1/S-1642" - 'H' (Waterfront Recreational - Holding) District

Block 3 - Change in Zoning from the "F-4/S-838a" (Waterfront Services) District to the "F-4/S-1641" - 'H' (Waterfront Recreational - Holding) District

Ward 2 Key Map N.T.S.
Appendix “C” to Report PED14012 (Page 1 of 7)

Authority: Item 14-
Planning Committee
Report: 14-
(PED14012)
CM:

Bill No.

CITY OF HAMILTON
BY-LAW NO.

To Amend Zoning By-law No. 6593 (Hamilton),
respecting lands located on the north side of Guise Street,
east of MacNab Street North and west of
Hughson Street North

WHEREAS the City of Hamilton Act, 1999, Statutes of Ontario, 1999 Chap. 14, Sch. C. did incorporate, as of January 1, 2001, the municipality “City of Hamilton”;

AND WHEREAS the City of Hamilton is the successor to certain area municipalities, including the former municipality known as the “The Corporation of the City of Hamilton and is the successor to the former Regional Municipality, namely, “The Regional Municipality of Hamilton-Wentworth”;

AND WHEREAS the City of Hamilton Act, 1999, provides that the Zoning By-laws and Official Plans of the former area municipalities and the Official Plan of the former regional municipality continue in force in the City of Hamilton until subsequently amended or repealed by the Council of the City of Hamilton;

AND WHEREAS the Council of the City of Hamilton passed Zoning By-law No. 6593 (Hamilton) on the 25th day of July 1950, which By-law was approved by the Ontario Municipal Board by Order dated the 7th day of December 1951, (File No. P.F.C. 3821);

AND WHEREAS the Council of the City of Hamilton, in adopting Item 14- of Report 14- of the Planning Committee at its meeting held on the day of , 2014, recommended that Zoning By-law No. 6593 (Hamilton), be amended as hereinafter provided;

AND WHEREAS this By-law will be in conformity with the Urban Hamilton Official Plan, upon approval of Official Plan Amendment No. , proposed by the City of Hamilton, but not yet approved in accordance with the provisions of the Planning Act.
AND WHEREAS this By-law will be in conformity with the Urban Hamilton Official Plan, approved by the Minister under the Planning Act on March 16, 2011, upon approval of Amendment No. ;

NOW THEREFORE the Council of the City of Hamilton enacts as follows:

1. That Sheets No. W1 and W2 of the District Maps, appended to and forming part of By-law No. 6593 (Hamilton), is amended by changing the zoning from the:

   (a) “F-1/S-838a” (Waterfront Recreational) District, Modified to the “F-1/S-1641”-‘H’ (Waterfront Recreational-Holding) District, Modified, on the lands comprised of Block 1;

   (b) “F-1/S-838a” (Waterfront Recreational) District, Modified to the “F-1/S-1642”-‘H’ (Waterfront Recreational-Holding) District, Modified, on the lands comprised of Block 2; and,

   (c) “F-4/S-838a” (Waterfront Services) District, Modified to the “F-1/S-1641”-‘H’ (Waterfront Recreational-Holding) District, Modified, on the lands comprised of Block 3;

the extent and boundaries of which are shown on a plan hereto annexed as Schedule “A”.

2. That the “F-1” (Waterfront Recreational) District regulations, as contained in Section 12A of Zoning By-law No. 6593, be modified to include the following special requirements, applicable to Blocks 1, 2, and 3, the extent and boundaries of which are shown on a plan hereto annexed as Schedule “A”:

   (a) That notwithstanding Section 12A.(1)(a) of Zoning By-law No. 6593, multiple-dwelling units in conjunction with non-residential uses on the ground floor, and only in the same building as another use, shall be permitted.

   (b) That notwithstanding Section 12A.(1)(a) of Zoning By-law No. 6593, personal services establishments shall be permitted accessory to a hotel.

   (c) That notwithstanding Section 12A.(1)(b) of Zoning By-law No. 6593, transient or visitor docks shall be permitted.

   (d) That notwithstanding Section 12A.(1) of Zoning By-law No. 6593, no dry docks, dry-sail, and on-land boat storage shall be permitted except as accessory to the rental or charter of boats or canoes.
(e) That Sections 12A.(1)(a) and 12A.(1)(d) be deleted in their entirety.

(f) That notwithstanding any of the provisions of Section 12A. of Zoning By-law No. 6593, that for any building located or oriented predominantly at or toward Guise Street, that a minimum of 65% of the ground floor façade facing Guide Street shall be window glazing.

(g) That Section 12A.(1)(c) of Zoning By-law No. 6593 be deleted in its entirety and replaced with the following:

"(c) Commercial Uses:

1. A retail store.

2. A bank machine(s), including an enclosed kiosk or structure to house the bank machine(s).

3. A photographer’s or artist’s studio.

4. A restaurant, tavern, or refreshment stand.

5. An outdoor patio and that Section 18.(11)(e) shall not apply to an outdoor patio.

6. A sailing, boating, or navigational school and an establishment for the sale of bait, and the sale and rental of recreational equipment including the charter of rental of boats, canoes, or bicycles, with small-scale commercial uses ancillary to these uses, including but not limited to, marine supply stores, boat service and repair shops.

7. A business and professional person’s office but not on a ground floor."

(h) That notwithstanding Section 12A.(1)(c) of Zoning By-law No. 6593, no drive-through facility shall be permitted for any commercial use.

(i) That Sections 12A.(1)(e)3 and 12A.(3) of Zoning By-law No. 6593 shall be deleted in their entirety.

(j) That Sections 12A.(2)(a), 12A.(2)(b) and 12A.(2)(c) of Zoning By-law No. 6593 shall be deleted in their entirety and replaced with the following:
“(a) **Height Requirements:**

1. No building or structure located or oriented predominantly at or toward Guise Street shall exceed 2-storeys and 11.0 m. in height, measured from the front façade facing Guise Street, or 3-storeys and 14.0 m. in height, measured from the rear façade facing Hamilton Harbour.

2. Notwithstanding Section 12A.(2)(a)1., above, all other buildings or structures are permitted a maximum height of 3-storeys and 14.0 m.

(b) **Setbacks:**

1. A maximum setback of 4.0 m. shall be provided and maintained for any building or structure with direct pedestrian access from Guise Street.

(c) **Floor Area Requirements:**

1. For a use permitted under Section 12A.(1)(c) of Zoning By-law No. 6593, a maximum gross floor area of 500 sq. m. shall be permitted for each individual retail or office establishment.”

(k) That notwithstanding Section 18A.(7) of Zoning By-law No. 6593, no parking space shall be less than 2.6 m. in width by 5.5 m. in length.

(l) That notwithstanding Section 18A.(9) of Zoning By-law No. 6593, where the provision of parking on the same lot as the use requiring such parking is not possible, or not practical, such parking facilities may be located on another lot within 300 m. of the lot containing the use requiring the parking. Such alternative parking shall only be situated in a commercial or industrial zone, or on lands owned by the City of Hamilton or the Hamilton Port Authority, and that the owners of both lots shall enter into an agreement with the City to be registered against the title of both the lot upon which parking is to be provided, and the lot containing the use requiring the parking. The lot upon which the parking is located, pursuant to the agreement, shall continue to be so used only for such purposes until alternate parking spaces in conformity with the regulations of Zoning By-law No. 6593 are provided.

(m) That notwithstanding Sections 18A.(1)(f), 18A.(10) and 18A.(22) of Zoning By-law No. 6593, parking for a hotel may be arranged as
tandem or stacked parking, provided there is the continued use of a valet service.

3. That the “F-1” (Waterfront Recreational) District regulations, as contained in Section 12A of Zoning By-law No. 6593, be further modified to include the following additional special requirement, applicable only to Block 2, the extent and boundaries of which are shown on a plan hereto annexed as Schedule “A”:

(a) All special provisions of the “F-1/S-1641” (Waterfront Recreational) District shall apply, except that business and professional offices shall not be permitted.

4. That the “F-1” (Waterfront Recreational) District regulations, as contained in Section 12A of Zoning By-law No. 6593, be further modified to include the following special requirement, applicable only to Block 3, the extent and boundaries of which are shown on a plan hereto annexed as Schedule “A”:

(a) All special provisions of the “F-1/S-1641” (Waterfront Recreational) District shall apply except that:

(i) No building or structure located or oriented predominantly at or toward Guise Street shall exceed 3-storeys and 14.0 m. in height, measured from the front façade facing Guise Street, or 4-storeys and 19.0 m. in height, measured from the rear façade facing Hamilton Harbour.

(ii) Business and professional person’s offices are only permitted within a building or structure located or oriented predominantly at or toward Guise Street, but not on a ground floor and not within a building on a pier.

(b) That notwithstanding Section 2.(e) of this By-law, one hotel shall be permitted.

5. That the ‘H’ symbol applicable to lands referred to in Section 1(c) of this By-law shall be removed conditional upon:

(a) the North End Traffic Management Plan, approved by Council on October 13, 2010, be implemented for the area north of the CN railway line within the West Harbour (Setting Sail) Secondary Plan Area, to the satisfaction of the Manager of Surveys and Technical Surveys, Public Works Department, and the Director of Planning.

The ‘H’ symbol shall be removed by amendment to this By-law, and the development of the lands referred to in Section 1(c) of this By-law may, at
such time, proceed in accordance with the “F-1” District, Modified provisions, subject to the special requirements referred to in Sections 2 and 4 of this By-law.

6. That the ‘H’ symbol applicable to lands referred to in Section 1 of this By-law shall be removed conditional upon:

(a) completion and approval of a servicing study to determine the expected sanitary flows, and to identify all works necessary to convey flows to the existing municipal system, to the satisfaction of the Manager of Engineering Approvals (Development Engineering).

The ‘H’ symbol shall be removed by amendment to this By-law, and the development of the lands referred to in Section 1 of this By-law may, at such time, proceed in accordance with the “F-1” District, Modified provisions, subject to the special requirements referred to in Section 2 of this By-law.

7. That no building or structure shall be erected, altered, extended, or enlarged; nor shall any building or structure or part thereof be used; nor shall any land be used, except in accordance with the “F-1” (Waterfront Recreational) District provisions, subject to the special requirements referred to in Sections 2, 3, and 4.

8. That By-law No. 6593 (Hamilton) is amended by adding this By-law to Section 19B as Schedule S-1641 and Schedule S-1642.

9. That Sheet No. W1 and W2 of the District Maps are amended by marking the lands referred in Section 1(a) and 1(c) of this By-law as S-1641, and the lands referred in Section 1(b) of this By-law as S-1642, the extent and boundaries of which are shown on a plan hereto annexed as Schedule “A”:

10. That the Clerk is hereby authorized and directed to proceed with the giving of notice of the passing of this By-law, in accordance with the Planning Act.

PASSED and ENACTED this [__] day of [__], 2014.

R. Bratina
Mayor

R. Caterini
Clerk

CI-11-A
Appendix "C" to Report PED14012 (Page 7 of 7)

This is Schedule "A" to By-Law No. 14-
Passed the ............. day of ....................., 2014

Schedule "A"
Map Forming Part of By-Law No. 14-_____ to Amend By-law No. 6593

Subject Property
Hamilton West Harbour Waterfront Recreation Master Plan

Block 1 - Change in Zoning from the "F-1/S-838a" (Waterfront Recreational) District to the "F-1/S-1641" - 'H' (Waterfront Recreational - Holding) District

Block 2 - Change in Zoning from the "F-1/S-838a" (Waterfront Recreational) District to the "F-1/S-1642" - 'H' (Waterfront Recreational - Holding) District

Block 3 - Change in Zoning from the "F-4/S-838a" (Waterfront Services) District to the "F-1/S-1641" - 'H' (Waterfront Recreational - Holding) District

Scale: N.T.S.
File Name/Number: CI-13-A
Date: October 16, 2013
Planner/Technician: GMAL

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
West Harbour Waterfront Study Area
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.
Appendix “E” to Report PED14012 (Page 4 of 6)

Hamilton West Harbour Waterfront
Commercial Opportunity Study

**Figure 6.1 Transition of Dominant Land Uses**

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.
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 short-list 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.

<table>
<thead>
<tr>
<th>Use:</th>
<th>Comments:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civic Arts / Event Centre</td>
<td>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.</td>
</tr>
<tr>
<td>Up to 30,000 sq.ft.</td>
<td>(2,800 sq.m.)</td>
</tr>
<tr>
<td>Seasonal / Artisan Market</td>
<td>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.</td>
</tr>
<tr>
<td>Up to 20,000 sq.ft.</td>
<td>(1,900 sq.m.)</td>
</tr>
<tr>
<td>Restaurants and Cafés</td>
<td>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.</td>
</tr>
<tr>
<td>Up to 10,000 sq.ft.</td>
<td>(900 sq.m.)</td>
</tr>
<tr>
<td>Specialty Retail Stores</td>
<td>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.</td>
</tr>
<tr>
<td>Up to 10,000 sq.ft.</td>
<td>(900 sq.m.)</td>
</tr>
<tr>
<td>Upper Floor Offices</td>
<td>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.</td>
</tr>
<tr>
<td>Up to 5,000 sq.ft.</td>
<td>(500 sq.m.)</td>
</tr>
</tbody>
</table>

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.
March 25th, 2010

Mr. Justin Readman
Project Manager, Environmental Planning
Public Works Department, City of Hamilton
320-77 James Street North
Hamilton, Ontario
L8R 2K3

Dear Justin:

Re: Harbour West Concept Plan – Commercial Review

As requested, we have reviewed the Harbour West Concept Plan dated January, 2010, prepared by the City of Hamilton and the Hamilton Waterfront Trust. The Concept Plan is generally consistent with the recommendations contained in our July, 2008 Commercial Opportunity Study, which concluded that the West Harbour presents a unique opportunity to accommodate certain commercial, cultural and civic uses that will serve to animate the waterfront and enhance its role as a venue for events and civic activities.

The Harbour West Concept Plan successfully balances the environmental, recreational and marine recreation functions which were the focus of the original Recreational Master Plan, with a more substantial civic, cultural and commercial component. Rather than reiterate the recommendations of the Commercial Study, this letter focuses on the requisite elements for the success of civic, cultural and commercial uses in the West Harbour and provides commentary on the most recent Harbour West Concept Plan from the perspective of commercial viability.

The West Harbour area is a valuable asset with the potential to become a major civic focus. The enlarged civic, cultural and commercial component contemplated in the Harbour West Concept Plan will play an important role in realizing the full potential of this area.

Our comments are as follows:

1. **The Plan Contemplates Approximately 156,000 sf of new Commercial, Institutional/Office, Residential and Community uses**

   The Harbour West Plan includes approximately 156,000 sf (14,500 sq m) of new commercial, community, office and residential uses, the majority of which is located on Piers 6-7 at the foot of St James Street. This commercial focus includes two buildings located on the water at the James Street Pier and the former Marine Police Site which would house retail, cafés, pubs, overnight accommodation (small-scale), and two 3-4 storey buildings abutting Guise Street which would include retail, restaurant and service uses at-grade with professional offices and residential on the upper floors.

   A breakdown of new commercial and community-related floor space contemplated in the Harbour...
West Concept Plan is presented in the following table.

### Summary of New Proposed Commercial and Community Floor Space (in square feet)

<table>
<thead>
<tr>
<th>Location</th>
<th>Description</th>
<th>Commercial Floor Area</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>(sq metres)</td>
</tr>
<tr>
<td><strong>Bayfront Park</strong></td>
<td>Concession</td>
<td>65</td>
</tr>
<tr>
<td></td>
<td>Bistro, Café, Restaurant</td>
<td>390</td>
</tr>
<tr>
<td></td>
<td>Canoe Storage Shed</td>
<td>232</td>
</tr>
<tr>
<td><strong>Pier 6</strong></td>
<td>Artisan Market (former HPA Maintenance building)</td>
<td>1,246</td>
</tr>
<tr>
<td></td>
<td>Professional Building with Retail at Grade, Residential on Upper Level</td>
<td>3,252</td>
</tr>
<tr>
<td></td>
<td>Retail, Cafés, Pub &amp; Overnight Accommodation (James St Pier)</td>
<td>3,716</td>
</tr>
<tr>
<td><strong>Pier 7</strong></td>
<td>Retail, Cafés, Pub &amp; Overnight Accommodation (former Marine Police Site)</td>
<td>2,564</td>
</tr>
<tr>
<td></td>
<td>Professional Building with Retail at Grade, Residential on Upper Level</td>
<td>3,066</td>
</tr>
<tr>
<td><strong>Total Commercial Space and Artisan / Market</strong></td>
<td></td>
<td><strong>14,531</strong></td>
</tr>
</tbody>
</table>

Source: City of Hamilton, Public Works Dept.

The actual amount of grade-related retail, restaurant and service space would be considerably less than the above total. Of the 149,012 sf of commercial space proposed at Piers 6-7, grade-related retail, restaurant and service space at Piers 6-7 would account for roughly 62,000 sf.

2. **The proposed commercial uses can provide all-season activity and will complement existing uses in the West Harbour; however, visitation will still be lower in the winter months**

The West Harbour will not have the “critical mass” of commercial floor space necessary to function as a stand-alone commercial area. Rather, the commercial land uses will complement existing uses at the West Harbour, as well as future programming and events, thus strengthening the draw and appeal of the waterfront to residents and visitors.

While the waterfront is a powerful attractor and destination, it is inherently seasonal. The artisan market, professional offices and accommodation can provide all-season activity, but visitation will still be lower during the winter months. While the success of the existing Coffee Pub has proven this location as viable for certain commercial uses, this may not be reflective of other types of retail, service and entertainment uses. As a result, commercial uses are likely to be specialized/niche in character.

The commercial elements of the Harbour West Concept will help to animate the area; however, the seasonality of traffic may require concessions / incentives on the part of the land owner.

3. **The issue of seasonality is largely a function of the location; however, certain commercial uses may be more affected by seasonality than others**

The issue of seasonality is one which is common to waterfront areas in northern climates. As noted above, many if not all of the commercial uses proposed in the Harbour West plan can provide all-season activity; however, they will still experience lower visitation and sales in the winter months. The experience of other waterfronts suggests that retail uses are more affected by

---

1 This excludes upper floor residential and institutional uses (27,333 sf), the artisan market (13,412 sf), accommodations at Piers 6-7 (estimated at ~46,000 sf), and the small-scale uses at Bayfront Park (7,400 sf).
seasonality, as well as limited visibility/accessibility at waterfront locations, particularly where units face the water’s edge. Consequently, we do not expect that traditional retail stores will account for a significant amount of the total commercial space proposed in the Harbour West Plan.

Comparatively, services, including pubs, restaurants, cafés and pubs appear to be more successful at waterfront locations; however, they too tend to be as impacted by seasonality or the access constraints of waterfront locations. We therefore anticipate that the tenant composition is likely to be skewed to restaurants, services and entertainment uses.

4. Private sector interest is the best gauge of market support for commercial uses

The market support for commercial uses at the waterfront is primarily a function of its location, and not demand for retail space generally, or the spending of a particular recreation or tourism market segment. As an untested commercial location, the best gauge of market opportunity is the interest of the private sector in building/leasing space.

While the Harbour West Plan contemplates a greater amount of floor space than identified in the recommendations regarding tenant mix contained in our July 2008 report, we believe that the amount of new commercial floor space proposed in the Plan is generally appropriate for this location. Specifically, it is of a scale and type that will enhance the attractiveness of the waterfront while limiting any potential risks of impact on the commercial function of the Downtown or other commercial areas.

5. There is little risk of the Harbour West area evolving into an area that would challenge existing commercial nodes and corridors

The success of the commercial elements of the Harbour West Plan will depend on attracting a mix of specialized commercial uses which build on the strengths of the waterfront. The proposed commercial elements of the Harbour West Plan are not of a scale or format to function as a Node or Corridor as defined in the Urban Structure report prepared by Dillon and SGL, dated April 2008. As well, the nodes and corridors approach in the Urban Structure report is more geared towards more diverse community and regional serving commercial areas, and not more specialized recreational/tourist areas, such as the waterfront.

As a community or regional serving commercial area, the waterfront would not be viable for a variety of market-related reasons. Firstly, it does not have the accessibility or exposure necessary to attract and sustain more generic retail tenants, even those of a more local-serving nature. The current and future draw is largely dependent on recreational and other users of the waterfront. Secondly, the amount of commercial space proposed would not provide the critical mass required to sustain generic retail tenants, or to accommodate larger stores that would serve an anchor function. Thirdly, the absence of abundant, visible, at-grade parking would not appeal to more generic retail tenants. Lastly, the layout of the buildings in the Harbour West Plan does not include access for trucks and loading areas which are critical for retailers. Consequently, even if a broad range of commercial uses are permitted, the risk of this area evolving into one with a
more generic commercial function is, in our opinion, negligible.

6. Civic and cultural programming will be essential for the success of commercial facilities

The most common strategy for mitigating the seasonal aspect of waterfronts is the introduction of arts and/or entertainment uses which provide draw during the shoulder and winter months, and through events. The cultural and civic elements of the Harbour West Concept Plan, including the Artisan Area / Market and the terraced seating area, will play an important role in the overall success of the waterfront. Year-round programming and events will animate and define the character of the waterfront. Apart from restaurants and cafés, commercial uses located on the waterfront will largely function as an amenity rather than as a stand-alone commercial area. As a result, retail or quasi-retail uses are likely to be boutiques or galleries which benefit from and/or relate to events and cultural programming.

7. For planning purposes, a wide mix of uses should be encouraged, including arts, civic and or entertainment uses

It continues to be our view that a wide mix of commercial activities should be encouraged. This should include arts and entertainment uses that will contribute to animating the waterfront. Strict controls on uses such as retail are likely unnecessary given the constraints of this location for general retail uses. The natural skew will be towards cafés and restaurants. Concessions or other incentives will likely be required in order to provide a more diverse tenant mix, including lower-rent establishments that tend to pay lower rents such as galleries or institutional uses.

The following table provides a general indication of the expected tenant mix at Piers 6-7 based on the total floor space proposed in the Harbour West Plan:

<table>
<thead>
<tr>
<th>General Tenant Mix (Piers 6-7):</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Use:</td>
<td>Floor space (sf)</td>
</tr>
<tr>
<td>Ground Floor Space:</td>
<td></td>
</tr>
<tr>
<td>Specialty Retail</td>
<td>10,000-20,000 sf</td>
</tr>
<tr>
<td>Galleries or Crafts</td>
<td>20,000-30,000 sf</td>
</tr>
<tr>
<td>Café, Pub and Restaurant</td>
<td>20,000-40,000 sf</td>
</tr>
<tr>
<td>Total Grade-Related Space:</td>
<td>55,000-65,000 sf</td>
</tr>
<tr>
<td>Upper Level Floor Space:</td>
<td></td>
</tr>
<tr>
<td>Accommodation</td>
<td>40,000-60,000 sf</td>
</tr>
<tr>
<td>Institutional</td>
<td>10,000-30,000 sf</td>
</tr>
<tr>
<td>Studios / Workshops</td>
<td>10,000-15,000 sf</td>
</tr>
<tr>
<td>Professional Services / Office</td>
<td>10,000-30,000 sf</td>
</tr>
<tr>
<td>Residential / Live-Work</td>
<td>15,000-20,000 sf</td>
</tr>
<tr>
<td>Total Upper Floor Space:</td>
<td>75,000-85,000 sf</td>
</tr>
</tbody>
</table>

Note: Floor space ranges are for illustrative purposes based on a desirable mix and range of tenant types that, in our opinion would be suitable at this location and contribute to a specialized commercial function that would be complementary to existing waterfront uses.

8. The waterfront development will not conflict with the Downtown’s planned commercial function

The commercial element of the Harbour West Plan has a small commercial footprint relative to
the core and will serve a specialized function. It therefore will not negative affect the Downtown Core. Opportunities to develop synergies between the downtown and the waterfront should be considered, as well as James Street.

9. **The Development of Pier 8 presents a significant future opportunity to build on Pier 6 and 7, if the commercial proposed in the Harbour West Plan proves successful**

Future development in the West Harbour area, and in particular, higher density residential / mixed use development at Pier 8, will help to animate the area and create opportunities to develop a more vibrant public waterfront area. The Mixed Use component could potentially include unique non-residential uses which will bring year-round visitors to the waterfront. A model which might be considered is one which the developer provides low cost space for arts organizations, artists and a theatre school in exchange for density bonusing.

Other unique uses, such as an urban resort complex, could also be considered. Urban resorts are typically comprised of themed hotels with integrated recreation/entertainment components, geared to the City and regional markets. While not common in Canada, Great Wolf Lodge in Niagara Falls is a good example of this concept.

10. **If the West Harbour is selected as the site for the new stadium, a larger “entertainment precinct” at that location would not preclude commercial space in the Harbour West Plan**

It is our understanding that the West Harbour has been identified by City Staff as the preferred location for a new stadium, warm-up track and velodrome for the 2015 Pan Am games. The stadium, which we understand would be located west of Bay Street, south of the existing rail yard, could create additional opportunity for different, but complementary commercial uses in the West Harbour area. The Stadium Business Plan prepared by Deloitte Consulting recommended that a 150,000-200,000 sf “stadium entertainment precinct” capitalizing on the drawing ability of the stadium / arena project, and leverage the stadium’s visitation to support complementary development at the early stage of planning could be used as an indirect financing scheme (creating revenue through land sales and property taxes).

Assuming that 150,000-200,000 sf of entertainment and commercial space can be physically accommodated on the stadium lands and is acceptable from a planning standpoint we anticipate that it would not preclude the development of the commercial uses in the Harbour West Plan. Specifically, the entertainment precinct would be themed to build on the entertainment and sporting aspects of the stadium and, if anything, would bring additional traffic to the area.

11. **Sufficient, well-located on-site parking is essential**

The availability of abundant, easily-accessible parking is critical to the success of commercial uses at this location. The proximity and availability of parking plays a crucial role in maintaining visitor traffic in the cooler months, and also alleviates pressure for on-street parking on local streets.

---

With relatively limited surface parking, the Harbour West Plan contemplates an underground parking facility with approximately 400 parking spaces to service parking demand. While the cost of parking will be substantial, it is crucial to the success of commercial uses at the waterfront. In the near-term, surface parking at Pier 8 may be adequate.

12. Public transportation is important, and could play a more important role in the future

Improving access to the waterfront by public transit will also contribute to the success of the waterfront, and should be considered in future public transportation investments. The proposed “A-line” Rapid Transit Corridor is expected to extend from the airport, through the downtown, terminating at the West Harbor. This link will provide better accessibility and, potentially, new opportunities for commercial, entertainment and other uses along the waterfront in the longer-term.

13. The proposed upper floor residential uses will likely be difficult to market to developers

Despite the planning appeal of mixing residential and commercial uses, it has proven very difficult to do in practice for a variety of reasons. Reasons commonly cited by developers include increased building costs to comply with fire code regulations, difficulty in obtaining financing for multi-use buildings and the challenge of marketing commercial space given the presence of residential above. As a result, significant residential densities or incentives are generally required in order to offset the added cost. It therefore may be necessary to consider other upper floor uses rather than residential.

While a waterfront site will be attractive as a residential location, the density will need to be greater than that proposed in the Harbour West Plan.

14. The restrictions on loading/deliveries could be challenging to tenants

The proposed timing restrictions on truck access and loading may pose a challenge in marketing space to certain types of tenants.

In summary, the Harbour West Plan provides for a unique public space with a broad mix of activities and uses. While this location faces certain challenges as a location for commercial uses, it is our opinion that, with the right mix of uses, activities and amenities, these challenges can be overcome and that the West Harbour has the potential to evolve into a unique and vibrant area, and a point of civic pride.

Yours very truly,

MALONE GIVEN PARSONS LTD.

L. Lee Parsons, P.Eng., MCIP
Partner

Sean Finlay, MBA
Senior Project Manager – Land Economics
HAMiLTON WEST HARBOUR WATERFRONT RECREATION MASTER PLAN

April 14, 2010
## CONTENTS

### INTRODUCTION AND SUMMARY
- Planning Process ........................................ 2
- The Site ................................................... 3
- Existing Plan ............................................. 4
- Demonstration Concept Plan ............................. 5
- Key Ideas .................................................. 6

### WATERFRONT PRECINCTS
- Bayfront Park .............................................. 8
  - Overview ................................................. 8
  - Proposed Fountain / Public Art ..................... 8
  - Swimming Facilities .................................. 8
  - Upper Plateau and Washrooms .................... 9
  - New Concession and Washrooms .................. 9
  - Children’s Play ........................................ 9
  - Potential Pedestrian Link ............................ 9
  - Water’s Edge .......................................... 9
- Macassa Bay .............................................. 10
  - Overview ............................................... 10
  - Club Access and Trail Consideration ............. 10
  - Water’s Edge ........................................... 11
  - Marine Police Facility ............................... 11
  - Heritage Interpretation Site ....................... 11
- Pier 4 Park .............................................. 12
  - Overview ............................................... 12
  - Bayport and Pavilion ............................... 12
  - Trail Modifications ................................. 12
  - Pier Extension ....................................... 13
  - Gartshore Thomson Building ....................... 13
  - Leander Rowing Club ................................ 13
- Bayview Park ........................................... 14
  - Overview ............................................... 14
  - Park Features ......................................... 14
  - Parking Structure .................................... 14
- Main Basin .............................................. 15
  - Overview ............................................... 15
  - Water’s Edge and Slip Access ..................... 15
  - Trail Network .......................................... 16
  - Pedestrian Bridges .................................. 16
  - Vehicular Circulation and Parking ............... 16
  - RHYC and Sailing School ......................... 17
  - Gas Dock ................................................ 17
  - James Street Landing Public Realm ............. 18
  - Guise Street Mixed Commercial .................... 18
  - Reuse of Port Authority Buildings .............. 19
  - Mixed Use Pier Buildings ........................... 19
  - Varnishing Shed ...................................... 19

### DESIGN GUIDELINES
- Urban Design
  - Buildings in the Public Realm .................... 20
  - Street Relationship .................................. 20
  - Pedestrian Circulation ............................. 21
  - Vehicular Circulation ............................... 22
  - Views .................................................... 23
- Architecture
  - Existing Buildings and Artifacts ................. 24
  - New Development ..................................... 25
  - Shed Buildings ........................................ 26
  - Materials and Finishes ............................ 27
- Landscape Design
  - Landscape Types ..................................... 28
  - Bluff ..................................................... 25
  - Pastoral Park ......................................... 26
  - Piers and Portlands .................................. 26
  - Streets and Corridors .............................. 27
- Public Art
  - Program and Selection Process .................... 29
- Aquatic Habitat
  - General Policies and Principles ................ 30
- Materials and Furnishings
  - Water’s Edge .......................................... 31
  - Naturalized Shoreline .............................. 31
  - Dock walls ............................................ 31
  - Structural Decks ..................................... 31
  - Paving Palette ........................................ 31
  - Roads, Sidewalks and Trails ..................... 31
  - Feature Areas .......................................... 31

### IMPLEMENTATION
- Design Review .......................................... 32
The aim of the West Hamilton Harbour Waterfront Recreation Master Plan is to define and clarify planning design guidelines that will guide and shape development of the buildings and landscapes of the west harbour for the foreseeable future. The Master Plan establishes a waterfront vision which builds upon the City of Hamilton’s Setting Sail policies as well as the stakeholder and public input received during this master planning process.

A Master Plan is a living document that clarifies planning and design direction and demonstrates the manner in which future development may unfold. These are illustrated with design concepts and relevant examples or precedents. However, the key elements are the underlying principles and guidelines. Interpretation of the guidelines and design concepts can and will evolve. What should remain constant is a commitment to planning and design excellence through ongoing public involvement and peer review.
The West Harbour Waterfront Recreation Master Plan was initiated in 2005, following Council’s adoption of the Setting Sail Secondary Plan for the West Harbour.

While Setting Sail identifies a number of policies and planning principles, which were to be followed during the development of the West Harbour Waterfront Recreation Master Plan, the Hamilton community also helped create the vision.

This document followed a coordinated planning process, whereby land use and infrastructure components were developed together to ensure balance between ecological, social and economical aspects.

As the landowner, the City of Hamilton must ensure that the West Harbour Waterfront Recreation Master Plan is appropriate for all residents and showcase high quality architecture and a progressive environmental image to visitors, while recognizing the areas industrial past.

In 2000, The Hamilton Port Authority conveyed the bulk of Piers 1, 2 and 5-8 to the City. With this transfer, the City inherited a number of leases on the land. The City recognizes the variety of recreational boating opportunities leaseholders provide in the West Harbour; however, they were approved without an overall planning framework to guide their land use, architecture and servicing requirements. With implementation of this plan, there will be additional leaseholders on the waterfront offering added recreation opportunities for residents of Hamilton along with guidelines as to how the area should evolve.

Throughout the process there were a number of significant issues that required resolution, including the amount and location of boat storage, flood elevation requirements and the general public’s enjoyment of the waterfront, while recognizing the need for privacy and security for boaters. This plan attempts to resolve these matters while ensuring the West Harbour is an attractive and enjoyable environment for all residents throughout the year.

This document contains policies and principles relating to design guidelines, architecture, waterfront precincts, and implementation to ensure that public and privately funded initiatives develop in a fashion that highlight the areas heritage, while creating a vibrant and contemporary place within the West Harbour. The organic nature of historical development in the area has created a quirky and interesting enclaves. This plan looks to knit these elements together to increase inclusivity for all users and help clarify where people can go and to create new public amenities.

The West Harbour Waterfront Recreation Master Plan vision will be implemented over a number of years.

The West Harbour Waterfront Recreation Master Plan consists of four parts:

- Part 1 - Background Information
- Part 2 - West Harbour Waterfront Recreation Master Plan (this document)
- Part 3 - Project File Report
- Part 4 - Consultation

Introduction and Summary

PLANNING PROCESS

Setting Sail

Secondary Plan for West Harbour

Planning and Economic Development Department
One of the best harbours in Ontario, Hamilton’s West Harbour is establishing itself as a prime waterfront destination. Bayfront Park and Pier 4 Parks effectively have received local, provincial, national and international recognition, including the 1994 Bay Area Restoration Council Implementation Award, the Ontario Parks Association Award of Recognition, the 1995 Elaine Burke Community Recognition Award, and the 1995 Excellence on the Waterfront Honour Award - Waterfront Centre.

Restored natural and cultural features, new trails and recreational users have added to the success of the West Harbour waterfront. This trail connects with other successful trails reaching major waterfront attractions such as the HMCS Haida, the Discovery Centre, Dundurn Castle, Cootes Paradise and the Royal Botanical Gardens.

The Harbour West Waterfront project site is located within the North End neighbourhood. It is bounded by:
- The rail lines to the West
- Guise and Bay Streets to the South
- Pier 8 to the East

Adjoining Uses
Established neighbourhoods to the south of the project site are primarily single family and semi-detached housing forms.

Future development to the east of the project site on Pier 8 will follow the City of Hamilton’s 2005 West Harbour Secondary Plan: Setting Sail with higher density built form that includes mixed use, commercial, and employment land uses.

Access
Several existing streets serve the project site. Future transit service expansion, and active transportation facilities are planned to accommodate the future growth of the waterfront.

Transit
Currently, the site is serviced by HSR bus lines and a free seasonal waterfront shuttle during the warmer months. A future rapid transit route will service the waterfront in a manner to be determined.

Waterfront Trail
The West Harbour Waterfront is part of the Lake Ontario WaterFront Trail Network and the Trans Canada Trail.

Environmental Conditions
Topography
Located north of the Niagara Escarpment, the project site is at the foot of a steep embankment and slopes towards the water.

Hydrology
The West Harbour Waterfront is located within the Spencer Creek watershed, within Lake Ontario. No surface water features exist within the project site, except for Hamilton Harbour.
Working together with the Waterfront Trust and continuing upon their work, the West Harbour Waterfront Recreation Master Plan is to enhance and balance the recreational, ecological and marine functions of the West Harbour. Many of the approved recommendations, including retaining the existing shoreline configuration where possible, the reuse of existing buildings and permitting boat clubs to continue operations in their existing facilities stems from the work previously done by the Hamilton Waterfront Trust.
KEY IDEAS

Public Access along Water’s Edge

Historically, the West Hamilton Harbour’s water’s edge has been comprised of a variety of public and private uses, largely inaccessible and of little interest to the general public. Access was restricted or intermittent, often for reasons of safety and security. In recent years however, newly reclaimed open space is now a popular City and regional destination. Along with this evolution of the West Harbour, the desire for continuous public access has grown and become the policy directive of both the City and the Waterfront Trust. To this end, this Master Plan illustrates the principle of a continuous public edge to the waterfront. In some situations, it is required to accommodate special activities such as operation of the Marine Police Unit, sailing club regattas or seasonal marine launching activity are acknowledged. However, while the precise logistics of temporary closures or restrictions will evolve and change, the principle of continuous public access to the water’s edge is a key premise of the master plan concept.

Multiple Waterfront Trail

The Waterfront Trail is the continuous recreational link throughout the City’s waterfront and is essentially the backbone of West Harbour Waterfront Recreation Master Plan. The trail accommodates all types of users from pedestrians to cyclists, in-line skaters and even the recreational trolley. While the central route follows the waters edge, conditions for free movement will be affected by the type (pedestrians, cyclists, in-line skaters, etc.) and the number of users on a given day. For this reason, opportunities for minor diversions or route choice are provided in combinations of boardwalks, off-road trails and multi-use plazas or gathering spaces. Again, some management of users will be required, but the layered movement pattern should largely be self-governing.

Vibrant and Active Public Spaces

Vibrant and active place making in Hamilton West Harbour is about the design of spaces, the experiences they make possible and the consequences they have on users. To foster and facilitate these activities, the public realm must be both flexible and populated. Key among these are the principle gathering spaces such as the foot of James Street. Here, stairs become seating, a precinct becomes a temporary stage, or the plaza is transformed into a market to accommodate an event such as a seasonal public art or marine display. These types of spaces need to be open and flexible to accommodate a wide range of uses, while comfortable and complete when not in programmed use. Buildings that surround or support the spaces should shelter or temper the open spaces with public-related frontages and uses that spill into and activate the public realm. A high degree of transparency is also important so that when cooler or inclement weather draw people indoors, there is still a strong link with the exterior.

Coherence, Consistency and Place

In order to establish a coherent waterfront precinct, the landscapes, public spaces and architecture should be consistent with the language or family of building and landscape types that define Hamilton’s West Harbour. While existing architecture styles vary, the form and materials of the memorable or iconic buildings are simple industrial sheds with pitched roofs and practical metal finishes. The landscapes and public spaces are generally either of the more recently constructed traditional parks or working waterfront spaces and piers. The buildings and landscapes are bordered by a natural, vegetated bluff, which in turn is edged by the adjoining residential neighbourhoods to the south and east. Whereas the urban fabric of the city is ordered, the waterfront precinct is more idiosyncratic, shaped by the evolution of the water’s edge. The principle of recognizing and strengthening these key thematic building blocks should be the basis for future building and landscape design with the intent of ensuring that new development is rooted in and reflects this unique place.
WATERFRONT PRECINCTS
Overview

Development of Bayfront Park in the Hamilton’s North End has made a substantial improvement in public access and the enjoyment of Hamilton’s civic harbourfront lands. What began as a project to remediate a large industrial landfill site resulted in the transformation of this site into a versatile public green space. Since its opening in the summer of 1993, it has become one of the City’s most popular parks.

Proposed Fountain / Public Art

Inviting people into the park would be a new fountain and public art located just north of the parking lot. Envisioned as an interactive water feature that would animate the space and draw people into Bayfront Park, the water feature and public art would also be a node and start to an easterly walk along the West Harbour or westerly towards Cootes Paradise. Active trail users could also use the fountain as a cooling station.

Swimming Facilities

There is no stronger connection to water than swimming. Recreational swimming opportunities will be enhanced through implementation of a form of acceptable technology, such as a separation curtain, environmentally safe treatment and stormwater management to improve beach water quality. The concession stand could also consider the rentals of beach chairs, umbrellas, cabanas and volleyball equipment.

Examples of proposed public fountains

---

[Images of people and a fountain]

[Map of Bayfront Park with various features indicated]
Upper Plateau and Washrooms

Bayfront Park’s expansive lawn area makes it an ideal location for a number of special events. Programming of the park should continue to bring the thousands of people to the park every year.

The washroom facilities in the main parking lot would receive a significant contemporary upgrade. Also, the open space to the south entrance could see games tables incorporating public art features into their design attracting players to participate in a relaxing game of chess or checkers.

New Concession, Picnic Pavilion and Washrooms

Proposed at the north end of the peninsula, the park would see the construction of a building containing washrooms, change rooms, food concessions along with canoe, kayak, bicycle and paddle boat rentals. Avoiding the boat filled main-basin, the public can safely use recreational boating without damaging property.

This facility could also house a large picnic pavilion to facilitate special events, private functions and family or group picnicking.

New Concession, Picnic Pavilion and Washrooms

A restaurant/bistro is proposed at the western foot of Bayfront Park. Ideally situated to take full advantage of the westerly sunset views, the building designing should be transparent to maximize views from adjacent areas.

Children’s Play

Adding to Bayfront Park is a new playground conceived as a “playscape”. For a playground to be considered a “playscape” the space should be as natural as possible, with as little man made components as possible. Using native plants, rolling hills, lots of trees; playscapes represent a natural place such as a forest. Playscapes are designed with the intent of bringing children and people back to nature while offering a wide range of open-ended play options that allow children to be creative and use their imagination.

Water’s Edge

The shoreline along the peninsula needs minor maintenance. This should be seen as an opportunity to enhance fish/wildlife habitat and fishing opportunities which is consistent with the conditions assessment.

Potential Pedestrian Link

A pedestrian connection is recommended to connect the waterfront trail over the rail yards to the potential West Harbour stadium site. This will enhance waterfront access and share parking resources should the stadium become a reality.

Parks Operation Building

Parks operations and maintenance staff should relocate to a new building in the existing works yard to consolidate maintenance activities on the site and outside of the public realm. The new building should provide for amenities such as change rooms with shower facilities and lunch and meeting rooms for seasonal and full time staff.
Overview

Macassa Bay is formed by the shorelines of Bayfront Park to the west and Pier 4 Park to the east. Somewhat sheltered from wave and wind action by the two parks, Macassa Bay is a calm bay which is home to the Macassa Bay Yacht Club and the proposed Police Marine Unit.

Club Access and Trail Consolidation

The access lane to the south of the Macassa Bay Yacht Club will become primarily a recreation trail. This will be accomplished by moving the main access point to the club further west at Harbourfront Drive. This opens up a generously dimensioned trail which would accommodate recreational uses including walking, jogging, gathering, sitting, rollerblading, wheelchair use, trolley touring and bicycling. The police and emergency services can make use of the route as needed.

During the winter months parking for yacht club members could also occur along this access lane.

Attractive security gates between the publicly accessible boardwalk and the piers will keep boaters’ equipment and vessels safe from non-members. A security fence and privacy landscaping is also recommended for the storage area.
Water's Edge

Proposed for water's edge at Macassa Bay is a continuous wooden boardwalk which would extend six meters off of a newly constructed dockwall which replaces an existing dockwall which does not meet public standards and is in need of repair. Bridging the slip between Macassa Bay Yacht Club and the proposed Police Marine Facility is a wooden fixed bridge. To the south of the bridge it is suggested that dragon boat storage occur or habitat be increased in the form of a wetland with emergent vegetation.

In addition to the wetland, an opportunity exists to claw back or recede a stretch of the hard edged shoreline into a natural softer shoreline that promotes or increases aquatic habitat.

Police Marine Facility

The current police marine facility located in the main basin is inadequate for police operations. Adding on to the existing building is not feasible as the building condition is structurally poor. Proposed is a new building which meets the needs of the police and is contemporary in design. The location is ideal for the police to remain connected with the public with its adjacency to the waterfront trail. Also, having the police within the harbour is welcomed as it helps keep the waterfront safe.

Should the Police Marine Unit find an alternative location outside of the study area, the building could be reused as an interpretive centre or other public use.

Heritage Interpretation Site

Located within the bluffs are remnants of rumrunning that occurred during times of Prohibition. Creating a node of interest along the Waterfront Trail, the historical interpretation of the site is intended to reveal the stories of a darker, illegal past of Hamilton’s West Harbour.
Overview

A more intimate waterfront experience to that of the larger Bayfront Park, Pier 4 Park was developed in the early 1990s creating what is today a charming and picturesque park. The scale of the park is most appropriate for the frequent small festivals that Bayfront Park is too large for.

Bayport and Pavilion

One of the most prominent features of Pier 4 Park is the popular “Bayport” tugboat, an 80 foot tugboat refurbished as a creative play structure with accessible components. The Bayport is a unique, interactive play area including water spray pad that should be maintained as a feature in the park.

Trail Modifications

The Pier 4 pedestrian/cycling trails are ambiguous at points and require layout modifications to further strengthen and make obvious the routes for pedestrians and cyclists. Visual cues such as linear public art, continuous pavers at the edge of the asphalt trail may help to delineate the network. In addition to layout modifications, materials should be consistent throughout the trail or paths. Curbs should be introduced wherever possible to further clarify the separation between trails and vehicular roadways. The trail should also be realigned away from the Bayport play structure keeping a safe distance from children playing.
**Gartshore Thomson Building**

The relocated Gartshore Thomson building, a late 19th century brick office building nestled on a rehabilitated slope houses public washrooms and parks offices on the upper floor. The lower level of the building is home to the Hamilton Bay Sailing Club. While no changes are suggested to the ground floor for the Hamilton Bay Sailing Club, the washrooms do require upgrading with increases in number of stalls if possible. It is also anticipated that the parks operations will move from this building to a new location at Bayfront Park. The upper floor could be used for club expansion, park programming or as museum space.

**Leander Rowing Club**

The Leander Rowing Club is to remain in their current building with a storage compound beside it. However, improvements to the building are necessary: a contemporary façade should be introduced to modernize and update the building’s tired appearance. Functionally, the building should take better advantage of its layout by rearranging its interior training facility, which currently prevents sculls from exiting the building along a north south axis. Roll-up doors or similar openings would provide convenient access to sculls and would reveal the club’s activities to the curious public.

Additional boat storage on the public pier is also a possibility for Leander. A light, floating boat house would be desirable for storage of the longer eight person sculls.

Existing docks will remain and be replaced as needed.

**Leander Boat Club**

A light, floating boat house would be desirable for storage of the longer eight person sculls.

Existing docks will remain and be replaced as needed.

**Cross Section**

Additional boat storage on the public pier is also a possibility for Leander. A light, floating boat house would be desirable for storage of the longer eight person sculls.

Existing docks will remain and be replaced as needed.

above: Community Rowing Boathouse on shores of Boston’s Charles River - design potential for Leander Boat Club
left: Boat storage bay on shores of Boston’s Charles River - extra storage opportunity off the public pier
Overview

Bayview Park is a local neighbourhood park with a desirable overlook and immediacy to the West Harbour. The topographical change at the northern edge of the park makes the site an ideal location for subgrade parking. Bayview Park is currently an underperforming park that has opportunity to see a greatly improved neighbourhood landscape space.

Park Features

A hard landscaped promontory to the northern edge of the park will take advantage of the panoramic views to the waterfront.

Extending opportunities to create a high quality neighbourhood park by adding additional trees, seating, amenities such as a water fountain, pergola and public art. This will bring new life to the public space and turn the park into a great public destination that is lively, secure and distinct in character.

The Burlington Glass Works, one of the most important nineteenth century glass houses of the area, was previously located on the site of Bayview Park. The archaeological work done in the late 1960s on the site can be used to reveal and promote a potential heritage interpretation feature.

Parking Structure

The parking structure should be inconspicuous in the landscape. Topography and vegetation should attempt to reduce the impact of the structure within the harbour landscape.

To minimize traffic into the neighbourhoods, main access to the parking structure should occur off of MacNab Street with an overflow egress occurring off of Guise Street during larger events.

It is anticipated that the parking garage will hold approximately four hundred vehicles with a basic rectangular layout.

Panoramic view from Bayview Park
Overview

The main basin is the anticipated heart of the Harbour West precinct. The current parking lot and boat storage area will be converted through the introduction of new and the re-use of existing buildings. Programmatically, plaza spaces and commercial/retail will enhance the area making the foot of James Street a focal point and a gateway to the waterfront. Once drawn to the waterfront, a continuous boardwalk will give users a more immediate connection with Hamilton Harbour.

Water’s Edge and Slip Access

With a significant goal of increasing pedestrian access to the water’s edge, a six meter boardwalk will border the main basin wherever possible. Design of a boardwalk supported by piles will minimize lakefilling to the harbour while enhancing aquatic habitat below.

Dock connections should be minimized and consolidated. The access points will be located as generally illustrated in the master plan while the dock layout will be further detailed during detail design phases.

Similar to that of Macassa Bay, attractive security gates between the publicly accessible boardwalk and the piers will keep boaters equipment and vessels safe from non-members.
**Waterfront Precincts**

**MAIN BASIN**

### Trail Network

A variety of recreation modes will be accommodated, including walking, cycling and rollerblading. To accomplish this, the main basin area will have clearly marked and generously dimensioned trails. The slower meandering trail will follow the shoreline giving users an up-close relationship with the water. Ample space between buildings will form a plaza accommodating the waterfront trail while setting the stage for special events to occur. A more direct urban path situated along Guise Street will define the southern edge of the main basin precinct and provide for fluid movement of pedestrians and cyclist. The provision of these three parallel routes with the active urban core of the waterfront will provide flexibility and vary according to seasonal demand, site programming and user preference.

### Pedestrian Bridges

In order to facilitate a continuous pedestrian route at the water’s edge, pedestrian bridges are proposed along the water’s edge. These structures will allow for creative design, generating a point of interest and opportunities for them to become destinations. Bridging the gap at the sailing school basin is a draw bridge which can be raised and lowered as needed. The two slips in Pier 7 will also have bridges; the westerly one being fixed and the easterly being an optional swing bridge. The swing bridge would allow for docking of vessels brought in for special occasions such as Tall Ships.
Royal Hamilton Yacht Club (RHYC) and Sailing Club

The RHYC building will remain where it is currently located. Both façade and building improvements are necessary to update or refresh the aesthetics of the building and add additional space as required. The sailing school however, is beyond improvement and should be replaced. In its place, a contemporary sailing school building could be situated closer to the RHYC building, if feasible. The relocation will make a stronger connection between the sailing school and the RHYC and will open up views to the sailing school basin. An attractive fence and landscaping will provide security to the club’s operations and enhance the contemporary architecture while framing the RHYC site in the harbour.

Gas Dock

The gas dock is situated in a convenient spot for boaters and is intended to remain within this area. The main vehicular access to the gas dock will be slightly re-aligned with MacNab Street. The dockwall for the gas dock should be shaped and extended to align with the new boardwalk at the RHYC site.
Waterfront Precincts

MAIN BASIN

James Street Landing Public Realm

The foot of James proposal aims to regain a sense of place, memorable character and renewed cultural and social relevance for the site as a genuine piece of the city.

With the relocation of winter boat storage, the foot of James Street will be transformed into a casual meeting space. A significant grade change between Guise Street and the plaza creates an opportunity to have outdoor terraced seating. Terraces overlooking the outdoor space allow for spill out areas from adjacent commercial buildings. The plaza below Guise Street invites users into the space by an accessible large ramp aligned to James Street. Open views from James Street should be maintained to accentuate the importance and scale of the landing. A significant public art piece will add to festive atmosphere that is envisioned for this area.

Guise Street Mixed Commercial

With close proximity to the street, the south face of the buildings will create an urban edge to the waterfront. The buildings of contemporary style would need to be two storeys in height on the street side and three storeys on the waterfront side in order to accommodate for the significant grade change. Terraces break the continuous building edge to allow for views to the plaza and waterfront below. The terraces can also double as programmable space for cafés or restaurants.

New buildings situated on Guise Street should be setback eight meters from the edge of curb. This will give ample room for a row of street trees and a generous trail.
Reuse of Port Authority Buildings

The Port Authority sheds are easily recognized as the icon of the western waterfront. The larger of the two buildings house offices, workshops and boat slips. The large interior spaces are ideal for reuse as a multi-purpose public building that can easily animate the lower James and MacNab plaza spaces.

The Port Authority dock rental office/management is currently located within a large metal shed. It is intended that these offices would remain in operation while the maintenance area be adapted for public use. Such uses could include a public market or community teaching space.

Mixed Use Pier Buildings

Two new mixed use buildings will be situated on Pier 6 and Pier 7. Programmatically, the buildings would have retail, cafés, pubs and overnight accommodations. Following the character of the mixed commercial buildings on Guise Street, these buildings would of contemporary architecture influenced by the industrial waterfront shed architecture. Within the area of the mixed use buildings is a large programmable space.

Varnishing Shed

It is suggested that the varnishing shed be adapted to become a multipurpose covered space working with the proposed terraced seating to the south. Stripping the structure of its walls and leaving the roof would provide adequate cover for small performances that could easily spill out into the plaza. The protective canopy could also be used as market space.
Buildings in the Public Realm

Buildings need to address the open areas through appropriate use-selection: at-grade uses should be porous and limited to highly public shops, retail, pubs and cafes or artisan uses. Façades at-grade should open up to these public areas through the use of rolling doors, storefronts, extensive glazing, outdoor eating/display, and canopies.

The West Harbour Waterfront Commercial Opportunity Study, prepared by Malone Given Parsons in 2008, recommends niche commercial for the West Harbour Waterfront consisting of a mix of Civic Arts/Event Centre, Seasonal/Artisan Market, Restaurants/Cafés, Specialty Retail Stores and Upper Floor Offices. Council endorsed the 2008 Hamilton Waterfront Trust base plan, which identifies overnight accommodation and upper floor residential uses. Due to site constraints and a lack of vehicular access to the plaza area of the West Harbour study area, vehicular drop off and parking for overnight accommodation space would need to be resolved during site plan review.

Building entrances, particularly those of the single-use boat clubs need to have a proper identity. This would be comprised of an appropriate landscape, but also an identifiable and prominent façade, indicating the building’s entrance.

Street Relationship

New construction on Guise Street should emphasize a positive relationship between buildings and the street. Effort should be put towards preventing a barrier that physically and psychologically cuts off the city from the waterfront. This can be achieved through store-front type identities, permeable entrances and large gaps between buildings providing good views to the waterfront. All new development along Guise should be set back eight meters in order to allow for a two meter pedestrian zone next to shop fronts, a four meter recreational path and a two meter tree planting or boulevard zone next to the street curb.

Typical cross section at Guise Street
Pedestrian and Recreation Circulation

It is anticipated that there will be a variety of recreational modes of movement throughout the harbour. Bordering the southern edge of the harbour would be a trail accommodating the higher speed activities such as bicycling and in-line skating. The layout of this path should not be divergent. Instead, it should have generous curvatures and/or straight lines connecting the precincts in the harbour.

The main “Waterfront Trail” is intended to accommodate a variety of commuting and recreational uses including walking, jogging, gathering, sitting, rollerblading, wheelchair use, trolley touring and bicycling. More sinuous than the high speed trail, its layout attempts to bring users closer to the water’s edge while experiencing the amenities within the harbour.

The water’s edge is intended to be a more relaxed trail which gives its users an intimate connection with the water. Not intended for high speed activities, the water’s edge trail traces the dock edge with a series of wooden boardwalks extended over the water. To ensure connectivity across the jagged structure of slip basins and inlets, timber pedestrian bridges extend the wooden boardwalk along the water’s edge to leap over slips, ensuring continuity of the route. It is here that people get the full experience of the Hamilton West Harbour.
Vehicular Circulation and Parking

The vehicular circulation and parking in the West Harbour is confusing and needs to be clarified and delineated. Currently, parking, vehicular access, recreational trails and marine staging areas co-mingle with inconsistent paving materials, signage or other cues. Greater coherence should be distinguished through material palette. Clarifying parking lot access, distinguishing staging areas and separating recreation pathways is recommended.

The vast amount of land in the West Harbour is currently dedicated to cars, traffic, and parking lots creates a huge opportunity to create spaces that better serve pedestrians and recreational users. The parking lot and access roads to the south of the RHYC and Leander Rowing Club could see the most benefit from a slight reconfiguration and reduction in the drive aisle dimensions. This reduction in drive aisle space would introduce a desired extra width that would benefit from some street trees. Breaking the large expanse of asphalt are large vegetated islands in the parking lot that will create green forecourts to the both the parking lot and clubs.

An additional four hundred parking spaces could be added through the construction of a parking garage at Bayview Park. Primary access into the parking garage would occur along MacNab Street with an overflow exit on Guise Street. The slight addition in parking will accommodate the increased parking demands on the Hamilton West Harbour.

Capital construction within the West Harbour Waterfront Recreation Master Plan study area, save repairs and maintenance, should not commence until a Traffic Management Plan for the North End Neighbourhood is approved by Council.
**Design Guidelines**

**URBAN DESIGN**

**Views**

The goal is to protect views to and from the waterfront by establishing view corridors on streets and public spaces and by controlling building heights and profiles in important viewsheds.

Schedule M5 of the Setting Sail Secondary Plan for the West Harbour identifies Key Views and Vistas to and from the study area. One of the targets of the Remedial Action Plan is to complete a viewed leading study, and the completed report should be used as guidance to the development of key views both to and from the harbour.

Views out onto the harbor and to important cultural destinations such as the Marine Discovery Centre and Dundurn National Historic Site not only need to be preserved, but also enhanced. View corridors extending from main intersections along Guise at MacNab, James and Hughson Streets also need to be preserved and enhanced to promote connection to the city. Significant views from other key locations in the city should also be preserved such as the impressive view from the High Level Bridge.

The foot of James Street will now have open views to the water and will invite users into the plaza with overlooks at Guise Street.

The ridge overlooking the harbour from the adjacent neighbourhood creates many opportunities for outlooks to the water. One key opportunity is Bayview Park and the proposed promontory at its northern edge overlooking the west harbour from an elevated view. Other viewing areas such as the accessible walk behind the Gartshore Thomson building should be preserved and enhanced.

![View of Hamilton West Harbour from High Level Bridge](image1)

Flared and panoramic views to be maintained

![Map showing view corridors](image2)
Existing Buildings + Artifacts

Old buildings provide historical continuity with the past and are indicative of the distinctive architectural character of the waterfront. Consequently the character-defining elements of the waterfront must be safeguarded to retain its heritage value and extend its physical life. This may include preservation, rehabilitation, restoration or a combination of these actions or processes.

Reconstruction or reconstitution of a disappeared or non-relevant architectural style does not contribute to the character of the harbourfront and therefore must be avoided. Furthermore, creating a false sense of historical development by adding elements from other historic places, other properties, or styles (such as the new village style) is also to be avoided.

When the waterfront was industrial and port-related, it had distinctive waterfront architecture. Remnants of that legacy exist on Pier 8. When the Haro Harbor began accommodating boat-users, a similar pier-shed building was used. The Hamilton Port Authority’s storage shed is a remnant of this ongoing legacy. Programming for these existing buildings should involve minimal or no change to the character-defining elements that are essential to preserving the waterfront character.

Right: Architectural remnants of the waterfront’s character & legacy

Above: Images of Hamilton’s historic working waterfront featuring narrow pitch & flat roofs. (Prints over Hamilton 2006)
**New Development**

As a highly public and unique space within the city, the waterfront requires a distinctive architecture. The design and configuration of open space and new buildings should support the importance and future of this.

New development will predominantly occur along Guise Street and in the main basin area. Generally speaking, Guise Street separates public waterfront activities to the north and private developments to the south. New pier building forms arranged across the waterfront are to be differentiated from the house-forms of the north-end neighbourhood, reinforcing the distinctive harbourfront character.

The overall form should be long and narrow, similar to the buildings found along the West Harbour in Pier 8. This is an appropriate form as it is low, can frame and maximize views, but also be used to create micro climates and consistent street walls.

Through façade improvements and additions, the boat clubs should attempt to either maintain the character of the original buildings or reference a nautical theme in the architecture. This includes repeated exposed structural elements, horizontal punched openings, and articulated railings. Many good waterfront buildings reference the characteristics of ships – echoing elements such as a weighted hull & lightened superstructure, masts, cables, etc.

The West Harbour precinct should showcase sustainably designed buildings and be a model for other sustainable development within Hamilton. Buildings should meet LEED or equivalent sustainable design principles.
Shed Buildings

The Hamilton West Harbour collection of existing buildings is an eclectic mix of building types and introducing a new style will not enhance the cohesion of this district. Rather, a contemporary interpretation of existing forms, sympathetic to the traditional waterfront shed-form buildings can begin to bring harmony and distinction to the district.

The new shed-like pier buildings would have a single longitudinally peaked roofline, echoing that of existing buildings. A minimum roof pitch of 7:12 - 9:12 should be used. The intent is to provide an overall site composition of coordinated sloped roofs while avoiding idiosyncratic and inappropriate dormer rooflines.
Materials chosen for the new developments should be kept simple, consistent with the “working harbour front character” and mindful to not overshadow the integrity of existing buildings. Similar to the form of the new developments, the selection of materials should reference a nautical theme. As many successful waterfront buildings cite characteristics of naval architecture, such as weighted hull, lightened superstructure, masts, cables, etc., so shall the choice of materials.

The scope of materials and their arrangement within the composition should embody a contemporary feel that communicates to the warehouse-character. Suggested materials include corrugated galvanized metal siding coupled with a roofing material that coincides with the siding. Structural members could be composed of recycled timber and any selection of masonry should be native to the area with its application demarcated to the structures lower level evoking the weighted hulls of ships. Use of transparent and/or translucent materials are encouraged in order to enhance the quality of the interior spaces of the new buildings as well as to promote a contemporary aesthetic and porous nature to the composition as a whole.
**Design Guidelines**

**LANDSCAPE DESIGN**

**Landscape Types**

The Hamilton West Harbour landscape is comprised of five general typologies, reflecting the various character areas of the western waterfront. Understanding and clarifying the extents and interplay between these landscape types will generally help clarify the structure and reading of the waterfront.

**Bluff**

The most significant topographic landscape type is the bluff located at the southern edge of the harbour. A strong physical prominence in the landscape, the bluff effectively demarcates and makes distinct the residential area on the top of the bluff with that of the lower harbour. The considerable grade difference naturally promotes views of the harbour while giving a unique character to the shallow harbour below. The bluff is predominantly covered with naturalized vegetation with views through the trees to the harbour. This naturalized landscape balances the desire for views with landscape continuity, much like a smaller version of the Niagara Escarpment.

**Pastoral Park**

Bayfront Park and Pier 4 Park are excellent examples of parks that are pastoral in nature. An idyllic landscape image is set upon users with a soft palette of sizeable trees, vast green open spaces and a large body of water. The users experience the many natural composed views through a series of curving paths. A retreat from the urban environment, every attempt should be made to keep these parks pastoral in appearance through a frequent and thorough maintenance program.

**Piers and Port Lands**

The marine piers and working port lands are the last vestiges of the working waterfront. Largely hard-edged and paved, these spaces have an industrial character with large flexible spaces which have historically had different uses depending on the time of the year. Reinterpreted as public realm, it is important to retain the materials and functional character of these work-a-day spaces in contrast with natural and pastoral park landscapes. Characteristically, these types of waterfront spaces have cobbled plazas, boardwalk and timber structure, practical metal furnishings and vegetation at the margins or in containers.

**Streets and Corridors**

Street trees will help define the character of the streets or trails within the West Harbour. Native trees with a proven track record in urban conditions are recommended as a first choice. A diverse range of tree species planted throughout the corridors will create a strong landscape character. A row of trees along these routes will highlight their greater significance within the larger network.
Program and Selection Process

In order to further establish a cohesive, visual connectivity along the main “Waterfront Trail” several locations have been designated for public art installations. A number of locations have been identified for major installations including:

- Pier 4 Park
- a fountain at the foot of Bayfront park
- a historically sensitive installation adjacent to the “rumrunners” heritage site
- significant public art piece at the foot of James Street

These installations will add to the vibrant and festive atmosphere of these significant locations while improving their aesthetic quality. They will serve as nodes for social and intimate activities, as well as to establish visual trail marks helping to connect the precincts along the harbour. Smaller installations can be envisioned along the waterfront trail intended to create a linear public art corridor which further enrich the users experience along this more trail. To add to the overall vibrancy of the area, public art can also be integrated with the construction of buildings and infrastructure throughout the site.

The process for selection of individual pieces of public art shall be in accordance with the principles set out in the City of Hamilton Public Art Master Plan. This requires that public art projects evolve openly through public consultation and stakeholder juries to ensure that the art selected is reflective of the community, the qualities of the site as a whole and will be in keeping with the goals of this plan.
**General Policies and Principles**

The new habitat created beneath the boardwalks could include installation of riverstone shoals, woody habitat structures and boulder clusters intended to provide complex habitat, improved feeding opportunities, and cover for fish.

Similar installations elsewhere have resulted in increased populations of native fish species, such as northern pike. Enhancements beneath the boardwalks would also complement planned shoreline improvements, where vertical hardened shorelines will be softened with more gently sloping habitat with mixed substrates and aquatic vegetation. These shoreline improvements will benefit spawning fish such as largemouth bass, and numerous other species that utilize these important near-shore areas.

Since the 1930’s, in North America, habitat structures have been added to aquatic systems when natural habitat is perceived to be lacking or insufficient to attract fish and increase productivity. The West Harbour in Hamilton has been significantly altered over the course of time due to the pressures of development, port expansion, industry, transportation and recreation resulting in significant environmental degradation. Fish habitat enhancement measures in this area will promote improvements to native fish populations, and will benefit the productivity in the West Harbour area.
“The boardwalk was the great pathway to imagined pleasures. A kind of yellow-brick road that stretched as far as the eye could see and where you could feel the excitement as the boards warmed your feet in the summer sun.”

-David Crombie, former Mayor of Toronto (recalling the former boardwalk at Sunnyside - from ‘I Remember Sunnyside: The Rise & Fall of a Magical Era’ by Mike Filey)

### Boardwalks / Structural Decks

The water’s edge promenade is public and continuous. A generous six meter dimension for the boardwalk is essential to establish the appropriate metropolitan scale of the lakefront. A hardwood timber construction is highly recommended in order to reduce regular maintenance. Planks should be laid in a straightforward pattern held up by steel piles and a concrete understructure. A galvanized steel toe rail and moorings will mark the edge of the walk.

### Naturalized Shoreline

A rip rap shoreline is suggested for natural shoreline enhancements. It is made from a variety of rock types, preferably granite or limestone. It will be used mainly to protect the shoreline from erosion but also increase opportunities for fish habitat. Rock sizes should be large enough to allow for recreational fishing.

### Roads, Sidewalks and Trails

The main roads and trails in the West Harbour should be composed of asphalt which would be contained by a concrete curb border where applicable. Asphalt is a very durable and flexible surface material and requires very little maintenance until major repairs or replacements are required. Patterned asphalt is not suggested as it can be difficult for in-line skaters, strollers, wheelchairs and cyclists. Where possible, shading of the trail with trees should be considered as this will help reduce radiant heat on the trails during summer months. A continuous border for the recreational trails composed of the same unit paving in the main basin is also recommended to improve cohesiveness across the precinct.

In areas where sidewalks occur, a poured in place concrete sidewalk with broom finish is recommended. Cross walks at road and trail intersections should also be composed of poured in place concrete paving. This will give a visual prominence to the movement of pedestrians and recreational users.

Full height barrier curbs are recommended for sidewalks and recreational trails, providing separation between motor vehicles and recreational users. Periodic drop curbs will be required for accessibility.

### Feature Areas

The feature areas along the water’s edge route will fulfill important civic functions and will be heavily visited as people are naturally drawn to the water’s edge. This area is the primary east-west pedestrian movement corridor and plaza space within the main basin precinct and must therefore have a complementary, high quality of materials and refinement.

The treatment of paving materials to be considered are sound, robust quality precast concrete pavers that have a hidden horizontal and vertical self-locking system which distributes loads evenly.
Design Guidelines

LIGHTING

FENCING AND RAILINGS

Lighting on the waterfront reinforces the overall plan. It is part of the comprehensive vision, an important element in defining both the identity of the nighttime and experience of the waterfront.

Existing Family of Lights

The existing lighting throughout the Hamilton West Harbour is successful both in defining the waterfront district and providing a marine aesthetic. Only minor improvements to the fixture are suggested. As fixtures require replacement, a dark-sky friendly fixture should be selected to mitigate light pollution and conserve energy.

Accent Lighting

Accent lighting can transform the west harbour at night by illuminating highlighted special structures such as the pedestrian bridges, slip ends, public art and the terraced seating into dramatic focal points. Ambient lighting provided by pedestrian scale lights and poles are also essential for safety along the boardwalks, paths, stairs and walkways.

In many cases the existing fencing and railings in the West Harbour compliment their surroundings and provide appropriate barriers and screening. The simple galvanized metal railings and fences found on site are a desired aesthetic that should be maintained and promoted throughout the site.

Any new or proposed fencing should not limit actual or visual access to the waters edge, except where necessary for safety or security. Fencing material visible from publicly accessible areas should complement surrounding architectural materials. Chain link fencing is inappropriate in all cases.

Screening

Screening is necessary where privacy is a concern to the yacht clubs. Fencing if used as screening should be solid, visually attractive and should include vegetation. Vegetation and landscaping should form a complete year-round opaque screen.
A current survey of waterfront furnishings and details reveals a consistent repetition of furniture items. The simplified family of furnishings provides a clear identity across the waterfront.

Over time, existing furnishings and details should be replaced by a consistent contemporary family of furnishings within a phasing process that incrementally transforms the West Harbour into a coherent district within realistic capital budgets and timeframes.

**Bench**

A simple contemporary bench is suggested for the West Harbour. The benches should be chosen for their strength, durability, engineering expertise and the quality of their corrosion resistant, fade resistant and UV resistant finishes. Benches should be complimentary to other furnishings such as waste and recycling receptacles.

**Waste and Recycling Containers**

The current contemporary waste and recycling containers are desirable. When necessary, existing containers should be replaced with new receptacles that are consistent and similar in contemporary design and simplicity.

**Signage and Wayfinding**

Currently, the signage and wayfinding along the West Harbour lacks coherence and uniformity. Multiple styles, multiple design variations constructed in multiple materials creates a fragmented image along the waterfront today.

To reinforce a clear and coherent image across the West Harbour, signage should be simple and sophisticated in design and appearance with a strong relationship to the palette of materials and finishes of the overall master plan vision, while visual clutter and random placement of signage shall be avoided.

Rather, signage should be conceived as integrated elements within the public realm to maintain consistency in the West Harbour. A coordinated signage scheme should be developed with an overall graphic language and palette of materials consistent with other elements in the public realm.

Repetition of signage elements is essential; the same basic elements should be used throughout the district and aim to include:

- Good legibility for all users, including elderly, children and people with all levels of mobility;
- High contrasts and tactile elements for people who are visually impaired;
- Community information boards should be considered at transit stops and other high-volume areas;
- Signage elements should be carefully placed within the public realm so that they are not presented as obstacles in public space.
Design Review

Design excellence will play a key role in creating a more liveable and beautiful waterfront. What is built on the waterfront, from the buildings to streets to parks and public art, will set new standards for architecture and public space across the city. The design of proposed developments and the public realm will implement the vision of the master plan and help Hamilton’s West Harbour achieve its cultural, social, economic and environmental objectives.

In all cases where changes are proposed for the Hamilton West Harbour it is crucial to have a design review. A design review panel will provide expert, professional, unbiased advice to the City of Hamilton on proposed developments on the waterfront. The panel should act as an independent advisory body to the city, in order to assist in achieving high quality architecture, urban design, landscape architecture, and environmental sustainability in development. The panel will be advisory and in no way replace the City of Hamilton’s regulatory approvals process.

The panel should be comprised of a mix of design professionals including architects, landscape architects, urban designers, engineers with sustainability expertise and individuals with expertise in planning. The members must be registered members in good standing with their respective professional associations. The panel should be selected by Council, as per other City boards and agencies. A terms of reference and policy/procedural guidelines should also be established.

Projects to receive critical input and advice would include buildings, structures, parks and public realm projects. Anyone of these should come before the design review panel a minimum of three times. This is to ensure a fair, consistent, and transparent process.