



CITY OF HAMILTON

PUBLIC WORKS DEPARTMENT
Operations & Waste Management Division

and

COMMUNITY SERVICES DEPARTMENT
Culture and Recreation Divisions

and

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Strategic Services - Special Projects Division

TO: Mayor and Members General Issues Committee	WARD(S) AFFECTED: WARDS 5 and 14 with City Wide Implications
COMMITTEE DATE: January 10, 2011	
SUBJECT/REPORT NO: Confederation Park Master Plan (PW11005/CS11004/PED11015) - (Wards 5 and 14 with City Wide Implications)	
SUBMITTED BY: Gerry Davis, CMA General Manager Public Works Department Joe-Anne Priel General Manager Community Services Department Tim McCabe General Manager Planning and Economic Development	PREPARED BY: Beth Goodger (905) 546-2424, Extension 4409 Rob Norman (905) 546-2424, Extension 2298 Anna Bradford (905) 546-2424, Extension 3967 Ross Rossiter (905) 546-2424, Extension 2065 Bill Janssen (905) 546-2424, Extension 1261
SIGNATURE:	

RECOMMENDATION

- (a) That the Confederation Park Master Plan Review and Update Final Report, August 2010 as submitted by the Hamilton Conservation Authority be received;

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- (b) That the General Manager of Public Works be directed to review and report back on the feasibility of implementing the Confederation Park Master Plan, in consultation with the relevant departments;
- (c) That the General Manager of Public Works, Community Services and Planning and Economic Development be authorized and directed to negotiate all necessary agreements in a form satisfactory to the City Solicitor, including an interim operating agreement for the necessary lands comprising Confederation Park with the Hamilton Conservation Authority;
- (d) That the General Manager of Community Services be authorized and directed to negotiate an interim operating agreement with the Hamilton Conservation Authority for Westfield Heritage Village in a form satisfactory to the City Solicitor;
- (e) That the Mayor and City Clerk be authorized and directed to execute the agreements as outlined in Report PW11005/CS11004/PED11015;
- (f) That the General Managers of Public Works and Community Services be directed to review and report back on operating alternatives beyond the interim agreements identified in recommendations (c) and (d) respectively.

EXECUTIVE SUMMARY

Hamilton Conservation Authority (HCA) received Council Approval and funding in 2008 (FCS08045) to update the Master Plan for Confederation Park. The Master Plan update has been completed and approved by the HCA board. The HCA has requested in a letter dated August 16, 2010 that the City review and approve the Master Plan Review. The correspondence was received by Council at its meeting on September 15, 2010 and referred to the City Manager for review and report to Committee of the Whole.

The Confederation Park Master Plan Review and Update attached to Report PW11005/CS11004/PED11015 as Appendix A includes recommendations for both passive and active recreation throughout the Park along the Lake Ontario shore. Provisions are made for additional restoration, a central section that forms a visitor's hub and involves an expanded "Adventure Village" and an eastern section provides for both passive and active recreation.

Staff are recommending that the revised master plan be reviewed in the context of the City's corporate priorities to determine the feasibility, costs and timing for moving forward with the plan components. The process will involve consultation with several Departments and Divisions, including Community Services, Corporate Services, Legal Services, Planning & Economic Development, Tourism and Public Works. A report will be brought back to Committee and Council for consideration of next steps.

The operating agreement with HCA for Confederation Park and Westfield Heritage Village is currently operating on a month to month basis. Discussions have been held with HCA and a staff working group has been established to review the current operating agreement for both properties. It is recommended that an interim operating agreement be negotiated so that a more current agreement is in place. The term would

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be three years, with two one year renewals, so that a go forward plan can consider long term use of Confederation Park that will result from the review of the Master Plan. Additional analysis will be required for Westfield Heritage Village as planning work has not been undertaken for this site.

Beyond the interim operating agreements, staff are also recommending that operating alternatives beyond the term of the interim agreements for Confederation Park and Westfield Heritage Village be reviewed in context with longer term plans for both locations. As both are City owned properties, it is timely to consider how the management of the facilities fits with future plans while meeting the overall best interest of Hamilton tax payers.

Alternatives for Consideration - See Page 6

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

Financial: None at this time. Implementation costs relating to the Confederation Park Master Plan will be reviewed and provided to Council in subsequent reports. The Master Plan review document estimates that the capital budget requirements to develop the plan will be in the order \$37 million (approx \$10 million in private sector funds for commercial areas). These costs exclude any infrastructure upgrades required to service the proposed development/use at Confederation Park.

Staffing: Existing staff resources will be utilized to undertake the recommendations in the report.

Legal: Legal Services will be involved in all stages of the planning and negotiation of the interim operating agreements for Confederation Park and Westfield Heritage Village.

HISTORICAL BACKGROUND

Confederation Park is owned by the City of Hamilton and is operated by Hamilton Conservation Authority on behalf of the municipality. This arrangement began in 1979 and the operating agreement was expanded in 1989 to include Westfield Heritage Village. At the time both Confederation Park and Westfield Heritage Village were owned by the Region of Hamilton-Wentworth. The Agreements are currently operating on a month to month basis and require updating.

The agreement for Confederation Park includes planning for park use and the original Master Plan for the park was prepared in 1984 under the direction of the Hamilton Region Conservation Authority (now Hamilton Conservation Authority) and was updated in October 1997 by HCA. A funding request was received from HCA in October 2007 to update Master Plan and Council approved Item 16, as amended, of Audit & Administration Committee Report 08-007 at its meeting of May 28, 2008:

*Hamilton Conservation Authority funding request for Confederation Park
Master Plan review (FCS08045) (City Wide) (Item 8.3)*

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- (a) *That the City of Hamilton provide up to \$70,000 to the Hamilton Conservation Authority for the Confederation Park Master Plan review, to be funded from the Hamilton Beach Park Reserve 108037.*
- (b) *That a joint steering committee be established involving both City of Hamilton and HCA staff and one City of Hamilton Councillor, to*
- i) Confirm the Terms of Reference for the Master Planning Project addressing issues pertaining to the study's scope and public consultation process,*
 - ii) Oversee the Implementation of the Master Planning Project,*
 - iii) Provide interim updates and final reporting to the HCA Board and City of Hamilton Council.*

The Confederation Park Master Plan Review and Update (Appendix A) plan focuses on what has been successful as well as present and future needs: the Hamilton Beach Trail and active and passive recreation. The Plan includes recommendations for both passive and active recreation throughout the Park along the Lake Ontario shore. Provisions are made for additional restoration, a central section that forms a visitor's hub a "Central Village" with a mix of commercial, food, retail and entertainment facilities and involves an expanded "Adventure Village", and an eastern section that provides for both passive and active recreation.

The plan includes the following objectives:

- consider new developments and activities for sites within the Park taking into consideration the valuable lakefront setting;
- unify the different and various elements of the park;
- examine ways of softening these existing and new recreational developments from air and noise, adverse effects from local industry and highways;
- integrate the pedestrian and cycling bridge over the QEW by linking the Red Hill Valley Trail with the Hamilton Beach Trail; and
- undertake improvements that support City and Authority core values.

The Master Plan process has been completed and the resulting report was approved by the Hamilton Conservation Authority Board on July 8, 2010. A letter from the HCA Chief Administrative Officer, dated August 12, 2010, was sent to the City and has been received as Communication Item 5.13 at the September 15, 2010 meeting of Council. The letter requests the City's review and approval of the Master Plan Review.

POLICY IMPLICATIONS

Not applicable.

RELEVANT CONSULTATION

Master Plan Update: The Joint Steering Committee was comprised of HCA staff, City of Hamilton staff and Council Members who guided, challenged ideas and helped to shape the report. City of Hamilton staff included Planning and Economic Development – Community Planning and Design - Tourism, Public Works - Operations and Waste

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Management - Environment and Sustainable Infrastructure, Community Services - Recreation, City Manager's Office – Legal Services. Several technical working sessions were held. Three public meetings were hosted by HCA staff June 29, 2009, January 10, 2010 and June 10, 2010. In addition 3 park user surveys were conducted by HCA. The HCA Board removed the concept of an Inn from the central village area. The Board concluded that a conversion of park space to a large commercial overnight accommodation facility would not be well received by the public as a compatible land use for the park.

Additional concern was raised from the public regarding the nature of the east end recreational amenities, specifically a stadium or similarly lit sports facility was challenged as creating significant noise and parking hardships on the adjacent residential community. The plan does not provide a specific recommendation for the type of facility, further detail will be provided as part of the implementation process.

Agreements: A staff working group has been established to update the current agreement with HCA for Confederation Park and Westfield Heritage Village operations. The membership includes representatives from Community Services (Culture and Recreation), Corporate Services (Finance and Risk Management), Legal Services, Public Works and Tourism. The working group is in support of the recommended approach to put in place interim operating agreements to ensure operations continue until longer term requirements are determined.

Ongoing discussions are occurring between City and HCA staff.

The Ward Councillors have been consulted on the report.

ANALYSIS / RATIONALE FOR RECOMMENDATION
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Time is needed to review the Confederation Park Master Plan review in context of City priorities and its fit and timing with other City building initiatives including:

- Waterfront development - when and how to develop these lands in context of West Harbour
- Recreation and park land use - completion of outdoor facilities review
- Open space and trail connections - waterfront trail, connections from new QEW bridge and the protection and enhancement of Environmentally Significant Areas
- How future use of this site fits with other City priorities and timing to move forward recognizing that everything can not be done at once

The Confederation Park Master Plan proposes a unique site specific development model for a Hamilton City Park. To fully evaluate the feasibility of program delivery and financial sustainability of the proposed scheme, the scope of work for the business feasibility study should be a collaborative effort across several departments. Once the scope is finalized a cost estimate for the study will be reported back to Council through the Capital Budget process.

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The review of the Confederation Park Master Plan will include:

- How city comments and requirements are to be addressed
- Fit with other City plans/priorities
- Additional work required (e.g. feasibility reviews)
- Development process and approvals
- Costs (capital and future operating costs, revenue sources, resource requirements)
- Timing

Interim agreements are needed to ensure that the City can better monitor the management services provided by HCA for Confederation Park and Westfield Heritage Village. The current agreements are outdated and are on a month to month basis. The short term agreements will ensure that program deliverables and costs are better understood, communicated and monitored while more detailed reviews are completed for both sites as to the longer term objectives are developed.

Staff will also be evaluating longer term operating options for Confederation Park and Westfield Heritage Village beyond the term of the interim operating agreements. Understanding longer term use of the properties in the context of City priorities is necessary to develop these options and additional resources may be required. Recommendations will be brought forward to Committee and Council as part of the feasibility review of the Confederation Park Master Plan and following the completion of the planning work being undertaken for Westfield Heritage Village.

ALTERNATIVES FOR CONSIDERATION

The alternatives to the staff recommendations are to either to take no action or approve the Confederation Park Master Plan Review and Update Final Report and allow the HCA to move forward with its implementation.

Taking no action is not recommended as the Confederation Park Master Plan review that was developed represents a good first step in presenting options for future use of the park. It is important that this document be carried forward in any planning processes. There would be no costs associated with this alternative, however, staff time would still be required to review future use of these lands.

Approving the review for implementation by the HCA is not recommended as additional information is required on the feasibility of implementing the Master Plan. A financing plan is not yet in place for the costs relating to the development of the plan components and related infrastructure to service expanded use of Confederation Park.

CORPORATE STRATEGIC PLAN

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Skilled, Innovative & Respectful Organization

- ◆ More innovation, greater teamwork, better client focus

Financial Sustainability

- ◆ Effective and sustainable Growth Management
- ◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner
- ◆ Full life-cycle costing for capital
- ◆ Address infrastructure deficiencies and unfunded liabilities

Intergovernmental Relationships

- ◆ Maintain effective relationships with other public agencies

Growing Our Economy

- ◆ Newly created or revitalized employment sites
- ◆ A visitor and convention destination

Social Development

- ◆ People participate in all aspects of community life without barriers or stigma

Environmental Stewardship

- ◆ Natural resources are protected and enhanced

Healthy Community

- ◆ Plan and manage the built environment
- ◆ An engaged Citizenry
- ◆ Adequate access to food, water, shelter and income, safety, work, recreation and support for all (Human Services)

APPENDICES / SCHEDULES

Appendix "A" - Confederation Park Master Plan Diagram

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Confederation Park

MASTER PLAN UPDATE

August 5, 2010

MASTER PLAN DIAGRAM



Public Works

General Manager
Gerry Davis

PUBLIC WORKS DEPARTMENT
Environment & Sustainable Infrastructure Division

CONFEDERATION PARK MASTER PLAN

Appendix A

August 2010

N.T.S.