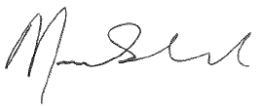




INFORMATION REPORT

TO:	Chair and Members West Harbour Development Sub-Committee
COMMITTEE DATE:	July 19, 2022
SUBJECT/REPORT NO:	West Harbour Re-Development Plan - Status Update (PED17181(d)) (Ward 2)
WARD(S) AFFECTED:	Ward 2
PREPARED BY:	Chris Phillips (905) 546-2424 Ext. 5304 Ed English (905) 546-2424 Ext. 5461
SUBMITTED BY:	Norm Schleeahn Director, Economic Development Planning and Economic Development Department
SIGNATURE:	

COUNCIL DIRECTION

The West Harbour Development Sub-Committee (WHDS-C) periodically reviews the status of the West Harbour Re-Development Plan (the Plan), which consists of capital infrastructure and construction projects, as well as complementary projects necessary to facilitate private-sector and public-space development. The Plan is led and managed by an inter-departmental team of senior staff within the Planning and Economic Development (PED) and Public Works (PW) Departments, with significant and on-going support from Corporate Services department, including Finance, Legal Services, and others. Previous status reports during this term of Council include:

- February 26, 2019, Report PED17181(a) entitled “West Harbour Re-Development Plan Implementation - Status Update”;
- February 26, 2019, Report PW17075(b) entitled “Status of West Harbour Implementation”;
- September 9, 2019, Report PW17075(c) entitled “Status of West Harbour Implementation”;
- October 22, 2019, Report PW19090 entitled “West Harbour Strategic Initiatives Piers 5-7 Public Realm Capital Works”;
- December 2, 2020, Report PED17181(b) entitled “West Harbour Waterfront Re-Development Plan - Implementation Status Update; and,

OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

- January 17, 2022, Report (PED17181(c)) entitled “West Harbour Re-Development Plan - Implementation Status Update”.

To date, Council has approved approximately \$100 million of an original \$140 million capital plan to enhance the existing uses and enable the planned new uses within the Piers 6, 7 and 8 area. Completed projects include the following:

- Re-construction of the Pier 7 shorewall and creation of the new public waterfront boardwalk and temporary boat slips;
- Breakwater structure and City-owned Marina dock and boat slip renewal;
- Pier 8 shorewall rehabilitation;
- Relocation of the HPS Marine Unit building;
- Decommissioning of the former Marina (Macdonald Marine) site;
- Parking and Parking Structure Location Studies;
- Pier 8 Underground water & Sanitary Services and Above-ground roads; and,
- Pier 8 Wastewater Pumping Station and Forcemain.

This Report emphasizes the progress from Q1 2022 to Q2 2022.

INFORMATION

1. Copps Pier Opening and Celebration

City Council, along with the community, first envisioned a new promenade park on Pier 8 in the early 2000's. Based on the principle of “bringing full public access to the water's edge”, the vision was to transform this former industrial shipping port, to a place where Hamiltonians would visit, spend time, and be proud of. To ensure the park would be fully accessible for a variety of users, the park was planned to be a full 30 meters wide, wrapping around the entire periphery of Pier 8.

Copps Pier pays homage to Hamilton's industrial past with a unique and modern design that will excite Hamiltonians and visitors alike. Covering over 1.4 hectares and spanning over 500 meters of waterfront access, this new fully accessible park has something for everyone, and will be a destination for generations of Hamiltonians.

To ensure design excellence, the City partnered with the Patrick J. McNally Charitable Foundation and commissioned an international competition to determine the design of this new City-wide community destination. 14 design teams responded to the call for applications with six design teams being shortlisted and invited to participate in the formal design competition. A volunteer jury of experts selected the winning design based on criteria including design excellence, innovation, response to the vision and goals for the park, and community opinions. On September 22, 2017, Forrec Ltd.'s “Hammer City” design was selected as the winning design.

The unique design was inspired by Hamilton's pride in its steel town heritage. A hard-industrial look is mixed with softer, people-friendly elements, native trees and wetland vegetation. Designed for year-round use, the Pier features three distinct zones and integrates with the City's waterfront trail system. The Boatworks Promenade references the partial hulls of three tanker ships to enclose a sandy beach, play area and games terrace. Hammer Harbour uses an industrial gantry frame to form a waterfront stage with terraces and seating for large community events, celebrations, and markets. At the intersection of these two spaces, The Landing provides additional space for public art, performance, and ceremony.

In August 2018, Council approved the formal name of "Copps Pier", as a fitting way to honour the Copps family and their commitment to the waterfront. Former Hamilton mayor, Victor Kennedy Copps, former Ward 4 Councillor Geraldine Copps and former M.P.P., M.P., and Deputy Prime Minister the Honourable Sheila Copps, all worked to improve water quality and enable public access to the waterfront.

On June 18th, 2022, the City officially held a grand opening celebration honouring the Copps family, and officially welcoming Hamiltonians to enjoy the new public space. Working with the organizer of the 2021 Pop-ups@Pier 8, additional public programming was designed to showcase how the new Copps Pier can be used to deliver a little "something for everyone". The family-focused programming, included activities ranging from caricature artist drawings, kids craft workshops at the beach, interactive pop-up art pieces, a family scavenger hunt to explore park, as well as local food and artistic vendors, and a performance from local musicians.

Recognizing the importance of the site, attention was given to ensure the signage reflects the overall design excellence of the park. The City retained Forrec to lead the concept design process for the Copps Pier signage, that will welcome visitors to the site in the future. Inspired by the City of Hamilton's pride in its steel town heritage and constructed from the same material, the public art installation mimics the rising yellow steel beams in the gantry on the Pier. As guests pass by the front of the signage, the words "Copps Pier" will be revealed, as a lenticular optical illusion created from the different layers of the steel beams. From the side view, the beams display the outline of the City of Hamilton logo. The sign concept was unveiled at the opening ceremony and will proceed to detailed design, fabrication, and once complete, will be assembled and installed on site.

2. Piers 6 and 7 Shorewall, Boardwalk, Public-Space & Commercial Village Construction

In January 2015, the City, and the Hamilton Waterfront Trust (HWT) entered into a Project Management Agreement (PMA) where the Trust would manage select City projects within the West Harbour waterfront. The HWT played an important role in forming stakeholder and public consensus with the West Harbour Waterfront Recreation Master Plan (WHWRMP) in 2010. Council's approval of the plan facilitated the decision for the HWT to project manage the capital projects within the Piers 5 to 7 area.

When complete, these projects will transform an old asphalt parking lot and boat storage and maintenance facility into a new four-hectare pedestrianized public-space, stretching from the foot of James Street North to the water's edge, and will include both public and commercial uses.

The project is divided into two phases; Phase 1 includes the shoreline rehabilitation, construction of 950 meters of boardwalk, the rehabilitation of the water's edge around the Royal Hamilton Yacht Club (RHYC) building and the marina services area, as well as the demolition of the existing aging structures on the site.

Construction began in December 2020, and major works, including the new "water's edge" public boardwalk is now complete. The boardwalk will be officially opened to the public in the coming months, as the connections to the landing areas are completed.

Phase 2 includes the above-ground surface areas, a new gateway and public art feature at the foot of James Street North, the construction of the Waterfront Trail link, as well as other landscaping features, and a fixed bridge connecting the new boardwalk to the existing Pier 7 boardwalk and boat slips. Construction to begin on Phase 2 in July 2022, with completion expected by the end of year 2022.

3. 2022 Pop-ups at Pier 8 Program

A series of over 20 pop-up events for audiences of all ages were presented by the City of Hamilton throughout August and September of 2021 at the HWT (Discovery) Centre outdoor patio. The "Pop-Ups at Pier 8" event series, was created to provide temporary animation and programming at the West Harbour during the current construction of new parks, public-space, and amenities on the waterfront.

Based on the success of the time-limited 2021 program, City staff have again retained the professional services of Whitney McMeekin, owner of Girl On The Wing and co-founder of Hamilton Flea, to deliver the event series. The 2022 program will be a series of community-based events animating several of the spaces on Pier 8 including the new Copps Pier. The programming will occur over four weekends throughout late summer. The programming will be thoughtfully curated to diverse community groups and include events such as movie nights, beach parties, music, workshops, farmers and vendors market, and live music. As was the case previously, staff utilized approved West

Harbour capital funds allocated for community engagement style programming, Project 4411806107, to fund the 2022 program.

4. Pier 8 – Gateway Park

With the entrance located at the intersection of Guise St. and the new Discovery Drive, the Gateway Park will be a new park-space that welcomes visitors into the Pier 8 area. Stretching northward to the existing Williams Café building, this triangular shaped park will join and complement the Pier 7 Boardwalk and boat slips project that was completed and opened in 2016. The Gateway Park design was completed in Q.3 2021, is currently in the tendering stage, with construction beginning in Q3. of 2022 and completed by the end of 2022.

5. Interim Programming, Animation and Governance Plan 2023 - 2026

As these newly constructed public-spaces are completed, opened, and begin to be visited by the general public, staff have recognized these spaces will require some degree of dedicated City support, aside from the basic operational requirements. For at least initial period of time following the end of construction, these spaces will require some form of facilitation to support the continuous and year-round use of the site, its visitor experience, as well as to understand the management expectations for the site.

Previously, the WHD-SC received Report PED19191 entitled Piers 6 and 7 Commercial Village Activation Plan, that in part, presented the findings of the retail and commercial uses study and public-space animation and place-making study. They focused on how institutional, residential, commercial, and recreational uses, both proposed and existing, can work to support the vibrant new private and public spaces. At the time, Staff recognized that in general terms, the WHWRMP has been a successful plan for capital investments, but the City should develop a plan guiding the operations within the area and identify the roles for the following:

- i. City departments and divisions;
- ii. Private-sector development partners (WSC & future Piers 6 and 7 developers);
- iii. External Agencies (HWT, existing marinas/clubs, other non-profit/community groups); and,
- iv. External private-sector Sector (commercial operators such as food & beverage, arts, events, retail, recreational etc.).

It is also recognized that although these new public-spaces are being phased in rapidly within the Piers 6,7 and 8 area, there will continue to be spaces that will remain in transition in terms of their use, for several years. Some, such as the proposed development blocks within the Piers 6 and 7 commercial village, could easily be transitioned into places for temporary programming as an interim use, adding public, recreational, and commercial uses to the sites temporarily. These could take the form

of simple grassed areas on the water's edge, to spaces to accommodate food trucks or small-scale market vendors, as well as spaces for temporary structures for larger-scale vendors to provide year-round programming. Other sites not suitable for such temporary uses, such as the future development blocks on Pier 8, will require a plan focussed on public safety, maintenance as well as a beautification such as temporary art installations or artistic hoarding.

Staff has begun the process of identifying these key locations and to scope potential uses. Using the work conducted by the Project for Public Spaces organization back in 2019, staff will prepare a general framework for this work, a consultation plan, and report back to the Sub Committee.

Staff have also identified that the initial West Harbour capital plan did not specifically identify interim projects, and therefore will prepare a request for the 2023 Capital Budget process, in part to retain the services of animation and programming expertise to plan and execute a program for the Piers 6, 7 and 8 areas for 2023-2026.

6. Pier 8 – Interim Pedestrian Walkways, Parking Re-alignment, and Parking Structure Feasibility Study

As the site attracts more visitors, Staff have identified issues about both pedestrian and vehicular movements, that require attention in the short-term. Although substantive public streetscaping is planned for the public rights of way on Pier 8, the Development Agreement (DA) between the City and Waterfront Shores (WS) indicates that these works would be completed in tandem with the phased residential/commercial development blocks. Generally, this is considered as a prudent practice in a phased development as the construction process leads to significant damage to the streetscaping, requiring additional re-investment post-construction. From a practical perspective however, the site requires investment in the form of interim pedestrian walkways, so that pedestrians can have a safe way of walking around the entire site until the permanent streetscaping is installed. Staff have prepared a plan to construct a multi-use path across 1,180 square meters of the site, enabling active transportation users to navigate the entire site safely.

Similarly, the former parking lots and parking areas traditionally used by visitors to Williams Café, the HWT managed amenities, the Discovery Centre and the new Copps Pier, have been significantly altered or in many cases, have been eliminated altogether. Specifically, the current parking area is disjointed spatially, uneven in its surface treatments with significant grade differences, which results in an inefficient parking supply and an unsightly and unsafe impression for visitors to the site. Staff have prepared a plan to create interim parking that is consistent, safe, and properly designed. The existing parking will remain in place and be complemented by the areas immediately north and south being properly graded and capped with an asphalt pad.

Once completed, the lots will be properly marked with line painting and appropriate access lanes. In total, 168 new spaces will be accommodated to the existing 143 spaces. Both the interim pedestrian walkway and the parking projects will be tendered immediately, with construction expected by the fall of 2022. Funding is provided through the existing approved West Harbour capital program.

7. Pier 8 – Greenway Design Process

In line with the Piers 7+8 Urban Design Guidelines, the approved Draft Plan of Subdivision establishes a public right-of-way referred to as the “Greenway”, which is envisioned to serve as part of the storm water management infrastructure and a public pedestrian corridor. Consistent with the DA, the developer (WS) will be responsible for building this project, with the City having full approval over the specifications, design, and budget. Upon completion it will be owned and maintained by the City as a public right-of-way. The project has been identified within the approved West Harbour Capital program budget with \$450,000 funded in 2023 and \$1.15 million in 2024.

The City is planning to retain the firm named gh3*, to work with City staff to develop the design. Staff from the MLDO, the WDO-PW, along with Landscape and Architectural Services, and Parks Operations, will manage, provide staff support, and oversight throughout the design process.

8. New Pier 6 and 7 Public Buildings – Design and Construction Process

A key element of the WHRMP is the construction of two publicly owned buildings within the Piers 6 and 7 lands. With a vision of creating an indoor programming anchor to the new pedestrianized public-space at the water’s edge, these buildings would allow for publicly accessible space that would complement the envisioned private uses intended to occupy the 4 development blocks of the commercial village.

The original plan called for the retrofitting of the two former industrial buildings on the site, with high-level programming of a “Artisan Market” combined with a marina office for the larger of the structures, along with an “open-air pavilion” building for the smaller space. During the shoreline reconstruction phase, it was determined that both buildings were not structurally sound, and a decision was made to demolish the existing structures. The plan was revised to design and construct new structures on the site to accommodate the planned uses.

The preliminary conceptual design of the two-floor “Artisan-Market” building would accommodate just under 2,500 square meters of useable floor space including washrooms, meeting rooms, lobby, vendor stalls, and marina offices, as well as service areas and a covered area for boat mooring. The “open-air pavilion” is estimated to be

360 square meters on a single floor, with washrooms, concessions, and removable walls so the facility can accommodate both open-air and indoor uses year-round.

These buildings have been planned throughout the entire design and construction process of the Piers 6 and 7 lands. Primary site servicing is in place including water, sanitary and storm sewers, primary & secondary hydro conduits, as well as accommodations for tele-communications. The shoreline reconstruction and public boardwalk projects, as well as the on-going surface works, landscaping and waterfront trail within the commercial village area, have been designed to integrate directly with the future buildings.

Through the Capital budget process, and subsequently Report PW19090 entitled “West Harbour Strategic Initiatives Piers 5-7 Public Realm Capital Works”, Council has approved funding for the various Piers 6 and 7 projects through capital project number 4411606103. Specifically, approximately \$1.682 million was allocated to the design and construction of the buildings in the 2022 capital budget, with an additional \$3.2 million allocated for approval in 2023.

With the Piers 6 and 7 construction process nearing completion, Staff will begin to plan for both the design and construction phase of the buildings for the site. Complementing the on-going public engagement and consultation process for the Discovery Centre lands, staff will begin to consult a variety of stakeholders and the general public, with a goal of creating a general vision for the buildings, along with determining the general programmatic elements required for these future buildings. Upon the initial consultation sessions, staff will develop a general framework, and report back to the Sub Committee by the end of Q2. 2023.

While proceeding with public consultation on the programmatic elements, Staff will also begin to formulate options for proceeding to the design phase of the project. Recognizing these buildings will be the first new buildings on the site, as well as the only publicly constructed and owned buildings slated for the site, staff will explore options and opportunities to strive for design excellence, as well as how to incorporate new and innovative design features. As an example, staff will review the lessons learned from the successful Copps Pier design competition, to determine how to solicit new and innovative ways of encouraging a focus on functionality and design for this important space. Staff will also explore if the process could be replicated and/or modified, in whole or in part, for the Piers 6 and 7 building design. Staff will report back to the Sub Committee with this information as part of the general framework.

9. City-Initiated Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) applications for a tall building located on Pier 8 – Block 16, West Harbour

The MLDO initiated OPA and ZBA applications on lands identified as Pier 8 Block 16 located at 65 Guise Street. Through these applications, the City is revisiting a small portion (0.35 ha) of the broader Pier 8 development site that were comprehensively planned for redevelopment in 2017 as a mixed use neighbourhood. These development applications, submitted under the *Planning Act*, propose a tall building consisting of approximately 429 residential units. Notwithstanding the proposed increase in height on Block 16, there is no increase to the overall number of proposed units on Pier 8. The proposed tall building is intended to achieve landmark status serving as a visual anchor within the waterfront that is emblematic of the revitalization of the Hamilton Harbour. The proposed building is organized around two cylindrical forms, conjoined below the 31st floor and with a singular cylindrical form rising to 45 storeys.

In September 2021, Council approved Report PED21018 “Pier 8 Block 16 Urban Design Guidelines and Implementation Strategy”. Neither the approval of the urban design guidelines nor the approval of the implementation process constituted an adoption of a position on a tall building proposal by Council or by Planning staff. The urban design guidelines do not propose a height, rather they establish a framework in which to evaluate development applications. OPA and ZBA applications on the Subject Lands must go through the same statutory planning processes as any private development proposal. Planning staff will review and make a recommendation to Planning Committee and Council, and ultimately Council will determine whether it supports the proposed tall building.

The OPA and ZBA applications which propose a tower that is 147 meters in height or 45 storeys, were submitted with supporting technical materials. Given the significance of these lands and of the applications, the Council-approved implementation strategy also included an enhanced public engagement process and design review process, including a special Design Review Panel, with members selected specifically to review and comment on the subject development applications. Consistent with the process, a statutory public meeting was held on February 15, 2022, a general community engagement session was held on March 8, 2022, and the 2 Special Design Review Panels meetings were held on March 10 and April 27th, 2022.

All materials pertaining to the Block-16 application process have been presented and updated throughout the process on the City’s West Harbour webpage, with periodic updates at key milestones sent to those on the West Harbour database through e-blast communications. City Planning staff expect to bring a formal Staff report and recommendation to Planning Committee in Q. 3 2022.

CP:EE/jrb