



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division and Economic Development Division

TO:	Mayor and Members General Issues Committee
COMMITTEE DATE:	September 21, 2022
SUBJECT/REPORT NO:	Bayfront Industrial Area Strategy – Phase 2 (PED14117(d)) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Tiffany Singh (905) 546-2424 Ext. 1221
SUBMITTED BY: SIGNATURE:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SUBMITTED BY: SIGNATURE:	Norm Schleeahn Director, Economic Development Planning and Economic Development Department 

RECOMMENDATION

- (a) That the Draft Bayfront Industrial Area Strategy – Strategy and Action Plan, attached as Appendix “A” to Report PED14117(d), be approved;
- (b) That the Bayfront Industrial Area Urban Design Guidelines, attached as Appendix “B” to Report PED14117(d), be approved,
- (c) That staff be directed to apply Bayfront Industrial Area Urban Design Guidelines to future development applications, as appropriate, within the Bayfront Industrial Area;
- (d) That staff, within the Economic Development Division, be directed to monitor the implementation of the actions contained within the Bayfront Industrial Area Strategy;

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

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- (e) That staff, within the responsible Divisions, report back to the General Issues Committee, as required through the annual budget process with any actions that would require additional resourcing.

EXECUTIVE SUMMARY

The Bayfront Industrial Area (the Bayfront) is one of the most significant urban intensification and regeneration opportunities in the City of Hamilton. The area is home to the City's oldest and largest employment area, with a rich history and visibility being part of Hamilton's working waterfront. Its concentration of heritage resources, proximity to residential neighbourhoods, active port, access to rail, natural areas, and traditional industrial uses assisted in building and maintaining the City of Hamilton. Industrial employment lands serve an important municipal role and regional role, but also as a facilitator of trade, making the area important on a national and international level.

The need for employment intensification is driven by several factors including limited land supply with strong demand, well-located in terms of access to multi-modal transport (water, rail, air, and road), population growth and density, international trade and global changes, the growth of ecommerce, agglomeration economics, and land values. The development of the Bayfront Industrial Area project officially began in June 2014 as a joint initiative between the City's Economic Development Division and Planning Division. The project has been a two-phase study – a market opportunities study (Phase 1), followed by the development of a vision and strategy (Phase 2). The purpose of the Strategy is to provide a high-level, long-term framework to guide and shape urban intensification and regeneration of the area, by encouraging efficient use of land, attract growth and investment, and improve the environmental conditions and image of the City's largest and oldest industrial area for a future of continuing productivity strengthening this important City and regional asset.

The Strategy is a high-level, long-term vision and action plan. Key objectives and actions form a blueprint for a transformation of the Bayfront over the coming decades. The development of the Strategy has included extensive consultation with key community stakeholders, businesses, large landowners and academics, Indigenous communities, and the broader public. The project included the development of Urban Design Guidelines for the Bayfront Industrial Area.

This report provides an overview of the findings of the Strategy; highlights the main components of the accompanying Urban Design Guidelines; and illustrates the need to include a Phase 3 – Implementation phase to initiate and carry out the actions. A key first step of the Implementation Phase is to create an administrative program office/position to lead the implementation of actions.

Alternatives for Consideration – See Page 26

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: There are no financial implications associated with adopting the Strategy or associated Design Guidelines. Any financial impacts associated with implementation of any of the actions would be subject to approval of Council through the regular annual budgeting process.

Staffing: There are no staffing implications associated with adopting the Strategy or associated Design Guidelines. Any staffing impacts associated with implementation of any of the actions would be subject to approval of Council through the regular annual budgeting process.

Legal: There are no legal implications to approving the Strategy or Urban Design Guidelines.

HISTORICAL BACKGROUND

The Bayfront Industrial Area represents opportunities and challenges for the City. It is currently home to many businesses employing approximately 19,785 people (City of Hamilton Employment Survey, 2018-2019). The Urban Hamilton Official Plan (UHOP) included a policy directing the preparation of a Secondary Plan or land use strategy to investigate permitted uses, urban design, and an implementation strategy for the Bayfront area.

During the background phases of the project, the scope of the project expanded from the preparation of the Secondary Plan a more comprehensive review of the Bayfront to include brownfield and market opportunities review in addition to land use analysis. This expansion in scope was informed by two Economic Development initiatives.

First, Economic Development Division completed a review of Hamilton's advanced manufacturing sector in February of 2014. The Report (Report PED14006) addressed Advanced Manufacturing trends across the City. It provided a comprehensive overview of the sector and a starting point for focusing in on the Bayfront area.

In addition, Economic Development Division provided an update on the City's Efforts on Brownfields (Report PED14067) to General Issues Committee on April 16, 2014. The Report and presentation clarified that the Bayfront Strategy project would be incorporating a brownfield remediation component that includes an update of the historic land use inventory as it relates to the Bayfront area.

On June 18, 2014, staff received approval from Council (Report PED14117) to transfer funds from the Economic Development Initiatives capital project to fund an expanded scope of the Bayfront Industrial Area Secondary Plan to include the market

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opportunities review and the brownfield review. The project work plan for the Strategy was approved by Council in September 2014 (Report PED14117(a)) and staff were directed to proceed with the Study. The Bayfront Secondary Plan capital account was increased by \$228 K, increasing the available funds for the project Bayfront Industrial Secondary Plan capital project to \$360 K. Staff also secured funding through a grant from the Federation of Canadian Municipalities (FCM) Green Municipal Fund. The grant will provide up to 50% of eligible project costs up to a maximum of \$175 K upon completion of the Strategy. Funds received through this grant program would be used to reimburse the Economic Development Initiatives capital project account (the source of funding for this project).

The approved project work plan included two phases: Phase 1 – Market Opportunities Study and Phase 2 – Development of the Strategy. The outcome of Phase 1 would inform the development of Phase 2. The work plan also identified that the consultants chosen for Phase 2 would be required to consult and collaborate with the Phase 1 consultants (Deloitte) throughout Phase 2.

In September 16, 2015, Bayfront Strategy Phase 1 – Market Opportunities Study was received by Council (Report PED14117(b)). Phase 1 provided a review of market opportunities and constraints in the Bayfront area and identified strategic directions that inform Phase 2 of the study.

Phase 1 report concluded that the Bayfront will remain an employment area for the foreseeable future and beyond and identified the following directions:

1. Establish a vision and strategy for the Bayfront Industrial Area;
2. Ensure that legacy sectors like steel maintain a strong position in the Bayfront Industrial Area, while expanding into new sectors to complement and diversify the employment area;
3. Ensure Airport Employment Growth District (AEGD) and other greenfield supply comes to market soon;
4. Encourage more efficient use of existing land and building supply in the Bayfront Industrial Area;
5. Consider targeted acquisition to encourage redevelopment of sites within the Bayfront Industrial Area;
6. Establish a program to bring new sites to market; and,
7. Explore program management options for longer-term implementation.

Phase 2 of the study began in late 2016, with staff retaining Dillon Consulting Ltd. for the land use planning and urban design components of the project and continuing to work with Deloitte. In 2020, Thrillhouse Studios was also retained to assist with marketing, branding, and graphic design components of the project.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Provincial Planning Framework

Land use planning in the Province of Ontario is a policy-led system. Any decision of Council related to the Strategy is required to be consistent with the *Planning Act*, Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the Bayfront Industrial Area, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020).

Planning Act

Part I, Subsection 2 of the *Planning Act* lists the matters of provincial interest, which municipalities must have regard to, matters of provincial interest such as:

- (a) The protection of ecological systems, including natural areas, features and functions;
- (d) The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (e) The supply, efficient use and conservation of energy and water;
- (f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (k) The adequate provision of employment opportunities;
- (l) The protection of the financial and economic well-being of the Province and its municipalities;
- (o) The protection of public health and safety;
- (p) The appropriate location of growth and development;
- (q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

- (r) The promotion of built form that:
 - (i) Is well-designed;
 - (ii) Encourages a sense of place; and,
 - (iii) Provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

- (s) The mitigation of greenhouse gas emissions and adaptation to a changing climate.

The above provincial interests parallel many of the strategic objectives of the Strategy.

Policy 16 (1)(a) of the *Planning Act* states that an official plan shall contain goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic, built and natural environment of the municipality or part of it, or an area that is without municipal organization. Accordingly, the City's UHOP contains Policy E.5.3.9 (Volume 1), directing the preparation of the Strategy.

Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS) establishes the overall policy directions on matters of provincial interest related to land use planning and development within Ontario. It sets out province-wide direction on matters related to the efficient use and management of land and infrastructure; the provision of housing; the protection of the environment, resources and water; and, economic development. Planning related decisions must be consistent with the PPS.

Policy 1.1 of the PPS states that healthy, liveable and safe communities are sustained by among other things:

- (a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;

- (b) Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

- (c) Avoiding development and land use patterns which may cause environmental or public health and safety concerns;

- (e) Promoting the integration of land use planning, growth management, transit-

supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;

- (h) Promoting development and land use patterns that conserve biodiversity; and,
- (i) Preparing for the regional and local impacts of a changing climate.

Based on the foregoing, the Strategy is consistent with the PPS (2020) direction on sustaining healthy, liveable and safe communities.

The purpose of the Strategy is to promote land use efficiency, economic investment and competitiveness supporting the following aspects of Provincial Policy Statement Policy 1.3.1:

- (a) Providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- (b) Providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- (c) Facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment; and,
- (e) Ensuring the necessary infrastructure is provided to support current and projected needs.

Section 1.3.2 Employment Areas contains several policies applicable to the Strategy:

- 1.3.2.1 Planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.
- 1.3.2.2 At the time of the official plan review or update, planning authorities should assess employment areas identified in local official plans to ensure that this designation is appropriate to the planned function of the employment area. Employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.

- 1.3.2.3 Within employment areas planned for industrial or manufacturing uses, planning authorities shall prohibit residential uses and prohibit or limit other sensitive land uses that are not ancillary to the primary employment uses in order to maintain land use compatibility. Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.
- 1.3.2.4 Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.
- 1.3.2.5 Notwithstanding policy 1.3.2.4, and until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation working together with affected upper and single-tier municipalities and subject to the following:
- a) There is an identified need for the conversion and the land is not required for employment purposes over the long term;
 - b) The proposed uses would not adversely affect the overall viability of the employment area; and,
 - c) Existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.
- 1.3.2.6 Planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.
- 1.3.2.7 Planning authorities may plan beyond 25 years for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in policy 1.1.2.

The Strategy is consistent with the PPS (2020) direction on the importance of protecting employment areas near major goods movement infrastructure while providing for or improving an appropriate transition to adjacent non-employment areas.

The Growth Plan (2019)

The Growth Plan, 2019 as amended, provides a high-level policy framework that guides growth and development in the Greater Golden Horseshoes (GGH). The Bayfront Industrial Area is identified as being part of a Provincially Significant Employment Zone, which is defined as:

Areas defined by the Minister in consultation with affected municipalities for the purpose of long-term planning for job creation and economic development. Provincially significant employment zones can consist of employment areas as well as mixed-use areas that contain a significant number of jobs.

Within the preamble of Section 2.1, The Growth Plan states “it is important that we maximize the benefits of land use planning as well as existing and future investments in infrastructure so that our communities are well-positioned to leverage economic change. It is also critical that we understand the importance of provincially significant employment zones and consider opportunities to better co-ordinate our collective efforts across municipalities to support their contribution to economic growth and improve access to transit.”

2.2.5 Employment

1. Economic development and competitiveness in the GGH will be promoted by:
 - a) Making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
 - b) Ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
 - c) Planning to better connect areas with high employment densities to transit; and,
 - d) Integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.
4. In planning for employment, surface parking will be minimized, and the development of active transportation networks and transit-supportive built form will be facilitated.
5. Municipalities should designate and preserve lands within settlement areas located adjacent to or near major goods movement facilities and corridors,

including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities.

6. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will designate all employment areas in official plans and protect them for appropriate employment uses over the long-term. For greater certainty, employment area designations may be incorporated into upper- and single-tier official plans by amendment at any time in advance of the next municipal comprehensive review.
7. Municipalities will plan for all employment areas within settlement areas by:
 - a) Prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use;
 - b) Prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibiting any major retail uses that would exceed that threshold; and,
 - c) Providing an appropriate interface between employment areas and adjacent non-employment areas to maintain land use compatibility.
8. The development of sensitive land uses, major retail uses or major office uses will, in accordance with provincial guidelines, avoid, or where avoidance is not possible, minimize and mitigate adverse impacts on industrial, manufacturing or other uses that are particularly vulnerable to encroachment.
9. The conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:
 - a) There is a need for the conversion;
 - b) The lands are not required over the horizon of this Plan for the employment purposes for which they are designated;
 - c) The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
 - d) The proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and,
 - e) There are existing or planned infrastructure and public service facilities to

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accommodate the proposed uses.

10. Notwithstanding policy 2.2.5.9, until the next municipal comprehensive review, lands within existing employment areas may be converted to a designation that permits non-employment uses, provided the conversion would:
 - a) Satisfy the requirements of policy 2.2.5.9 a), d) and e);
 - b) Maintain a significant number of jobs on those lands through the establishment of development criteria; and,
 - c) Not include any part of an employment area identified as a provincially significant employment zone unless the part of the employment area is located within a major transit station area as delineated in accordance with the policies in subsection 2.2.4.
11. Any change to an official plan to permit new or expanded opportunities for major retail in an employment area may only occur in accordance with policy 2.2.5.9 or 2.2.5.10.
12. The Minister may identify provincially significant employment zones and may provide specific direction for planning in those areas to be implemented through appropriate official plan policies and designations and economic development strategies.
13. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will establish minimum density targets for all employment areas within settlement areas that:
 - a) Are measured in jobs per hectare;
 - b) Reflect the current and anticipated type and scale of employment that characterizes the employment area to which the target applies;
 - c) Reflects opportunities for the intensification of employment areas on sites that support active transportation and are served by existing or planned transit; and,
 - d) Will be implemented through official plan policies and designations and zoning by-laws.
15. The retail sector will be supported by promoting compact built form and intensification of retail and service uses and areas and encouraging the

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integration of those uses with other land uses to support the achievement of complete communities; and,

18. In recognition of the importance of cross-border trade with the United States, this Plan recognizes a Gateway Economic Zone and Gateway Economic Centre near the Niagara-United States border. Planning and economic development in these areas will support economic diversity and promote increased opportunities for cross-border trade, movement of goods, and tourism.

Based on the foregoing, the Strategy is consistent with the Growth Plan (2019).

Municipal Planning Framework

The City has recently undertaken Phase 1 of its Municipal Comprehensive Review (MCR). Phase 1 of the City's MCR is focused on Urban Hamilton policy conformity and implementation of Council's direction for a No Urban Boundary Expansion growth scenario to the year 2051. The MCR process ensures that the City's Rural and Urban Hamilton Official Plans (RHOP and UHOP) are in conformity with the applicable Provincial Policy highlighted in the sections above. As the City's Phase 1 MCR Official Plan Amendment is not yet approved by the Province, the below analysis reflects the policies of the RHOP and UHOP as they currently exist. It should be noted that the Land Needs Assessment (LNA) completed as part of the GRIDS 2 and MCR (Report PED17010(n)) concluded that the existing supply and forecasted demand for Employment Area land in the City was roughly in balance. A small surplus of approximately 60 hectares of Employment Area land was identified through the LNA for employment conversion, which provides some limited flexibility to convert specific areas to allow for non-employment uses over the planning horizon. Report PED17010(k) identified certain Employment Area designated lands across the City, including lands within the Bayfront Industrial Area, for conversion to non-employment uses. Lands considered for conversion to non-employment uses in the Bayfront Industrial Area were identified based on their location (generally peripheral to the employment area and located within a mixed-use block) and their existing land use being primarily non-employment. All areas reviewed for potential conversion were evaluated based on provincial conversion criteria (Growth Plan, policy 2.2.5.9) and local evaluation criteria. A total of 15 hectares of land within the Bayfront Industrial Area has been proposed for conversion from the Industrial Lands designation to either the Neighbourhoods designation (where the predominant existing land use is residential), or the Arterial Commercial designation (where the predominant land use is commercial near an arterial road).

The Employment Area conversions within the Bayfront Industrial Area were approved by Council on August 13, 2021 through Report PED17010(k). The MCR - Phase 1 - Official Plan Amendment incorporated the approved Employment Area conversions and

was approved by Council on June 8, 2022. The identified Employment Area conversions in the Bayfront have no impact on the findings of the Strategy, the 47 actions, or the associated Urban Design Guidelines.

Urban Hamilton Official Plan (UHOP)

Direction from the UHOP on the Bayfront, Policy E.5.3.9 (Volume 1), states:

“The City shall undertake the preparation of a Secondary Plan or land use strategy for lands, or portions thereof, in the Bayfront Industrial Area to establish the limits of a research and development business park, the permitted uses, urban design policies, implementation strategy and any other transportation or infrastructure related requirements.”

With respect to Brownfields Sites, the UHOP Policy B.3.1.5 (Volume 1) states:

“There are many complex and interconnected reasons for promoting and implementing brownfield redevelopment. There are significant and immediate economic, environmental and social benefits from regenerating these "legacy" properties. The City, in addition to other economic development objectives, shall pursue the redevelopment of brownfield sites and promote opportunities for employment and residential intensification by:

- a) Continuing to liaise with other levels of government, agencies, and the private sector to endorse and amend existing legislation, regulations and standards, including the addressing of liability issues for land owners;
- b) Undertaking studies to identify priority brownfield sites for redevelopment;
- c) Providing the necessary financial assistance to developers and landowners to make the redevelopment of brownfield sites a viable option; and,
- d) Ensure a wide variety of investment opportunities are available throughout the City and provide potential employment users with a range of alternative sites of various size in a variety of locations throughout the City.”

The Strategy fulfils the direction of Policy E.5.3.9 and it included the review of existing brownfield incentives, assessment of remediated lands for continued industrial use, and an update of the historic land use information.

RELEVANT CONSULTATION

Consultation for the Strategy aligned with stages of the project, with different consultations occurring at each stage of the Phase 2. A variety of approaches were used for consultation. Generally, consultation with internal staff took place first as part of each stage, and subsequent consultations included stakeholder groups, and members of the public as illustrated in Appendix “C” to Report PED14117(d).

City of Hamilton Technical Advisory Committee

Throughout Phase 2, the City’s Technical Advisory Committee (TAC) was consulted to gather feedback, shape the project, and confirm a feasible action plan and implementation strategy. TAC members assisted in identifying issues, reviewing alternative solutions, and providing comments at key milestones of the project. TAC includes representatives from the following departments and sections:

- Corporate Services Department
 - Legal Services.

- Community and Emergency Services Department
 - Housing Services;
 - Recreation;
 - Neighbourhood and Community Initiatives;
 - Hamilton Fire Department; and,
 - Hamilton Police Services.

- Planning and Economic Development Department
 - Transportation Planning and Parking;
 - Sustainable Communities;
 - Zoning and Committee of Adjustment;
 - Heritage and Urban Design;
 - Business Development;
 - Urban Renewal;
 - Tourism and Culture;
 - Parking Operations and Maintenance;
 - Building Engineering and Zoning;
 - Growth Management; and,
 - LRT Office.

- Public Health Services Department
 - Healthy and Safe Communities; and,
 - Environmental Services.

- Public Works Department
 - Landscape Architectural Services;
 - Forestry;
 - Recycling and Waste Disposal;
 - Transportation Planning Services;
 - Traffic Operations and Engineering;
 - Transit Planning and Customer Service;
 - Infrastructure Planning and Systems Design;
 - Hamilton Water; and,
 - Water Systems Planning.

TAC met on multiple occasions at key intervals throughout the development of the strategy, action plan and formation of the Design Guidelines. These meetings are specified in Appendix “C” attached to Report PED14117d.

In addition to TAC meetings, individual TAC members were consulted to ensure that the drafted actions are compatible with existing work plans and will have transferability to the various departments and divisions across the City for implementation.

Steering Committee

The Steering Committee is an advisory body with a mandate to provide input, oversight and guidance to the City of Hamilton as it advanced the Strategy, and to bring insight from larger business community members, academics, Council representation, and the commercial real estate industry.

The Steering Committee is comprised of the following members:

- Hamilton-Oshawa Port Authority;
- StelcoCanada;
- Urban Strategies Inc.;
- ArcelorMittal Dofasco;
- LandCo;
- McMaster Regional Innovation Systems;
- Ward 3 Office; and,
- Avison Young Commercial Real Estate Brokerage.

The Steering Committee met at key milestones in the Strategy development in order to provide feedback, guidance and advice. This included the following meetings:

- Meeting #1 – March 2018 – Overview of the project and scope, and discussion of strengths, shared goals, and concerns towards a common vision;

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- Meeting #2 – July 2018 – Draft vision and objectives, global case studies on innovation districts for advanced manufacturing, and creating a campus;
- One-on-One Meetings – September 2020 – January 2021 to discuss public-private partnership models for governance; and,
- Meeting #3 – December 2021 – Refined drafts of the vision, objectives, actions and Design Guidelines.

In addition to the meetings, a series of workshops to focus discussion were held with the Steering Committee to review related draft actions. Workshops included presentation by experts on workshop-related topics and small groups discussions to review the drafted actions. The goals of these workshops were to:

- Bridge knowledge from experts with the stakeholder group;
- Improve the clarity and breadth of the draft actions; and,
- Seek consensus among steering committee members as partners working towards the shared vision for the area.

The following workshops were held:

- Workshop #1 – February 2020 – Transportation & Goods Movement – transportation demand management, goods movements, and the future of alternative fuel options;
- Workshop #2 – February 2020 – Creative Enhancements – public and private art experienced in the public realm, industrial architectural, heritage and culture;
- Workshop #3 – March 2020 – Economic Preparation for Climate Change – urban forestry, low-impact landscaping and storm water management design, and eco industrial parks; and,
- Workshop #4 – August 2020 – Governance and Branding – public-private partnership models for governance, value creation and branding.

Focus Group

The Focus Group is an advisory body with a mandate to provide input, to the City of Hamilton as it advanced the Strategy, and to bring a wide range of insight from community, non-profit advocacy groups, neighbourhood association and small business perspectives.

The Focus Group is comprised of stakeholders from the following groups:

- Environment Hamilton;
- Hamilton Chamber of Commerce;
- Cotton Factory;
- BartonAir Fabrications;
- Centre for Climate Change Management at Mohawk College;
- Sustainability Leadership (formerly Sustainable Hamilton Burlington);
- Barton Village Business Improvement Area;
- Hamilton Industrial Environmental Association;
- Beach Neighbourhood Association;
- Keith Neighbourhood Association;
- Crown Point Neighbourhood Association;
- McQuesten Neighbourhood Association;
- Lucy Day Group;
- Sherman Hub; and,
- Youth Representatives (added from Youth Engagement Series).

The Focus Group met at key milestones in the Strategy development in order to provide feedback. This included the following meetings:

- Meeting #1 – May 2017 – an overview of the project and scope, and several activities towards understanding baseline conditions including identifying strengths, weaknesses, opportunities, and issues in the area;
- Meeting #2 – July 2018 – Visioning and objectives exercise and activities evaluating various development scenarios;
- One-on-One Meetings – September 2021 – November 2021 to discuss project updates prior to group meeting in December;
- Meeting #3 – December 2021 – an update on the refined draft vision, draft objectives, drafted actions, draft Design Guidelines, and next steps; and,
- One-on-One Meetings – January 2022 – February 2022 to discuss detailed feedback on the draft Strategy including actions, and draft Design Guidelines.

Youth

In late 2019, staff assessed the demographic makeup of the participants in the many engagement events, and a lack of representation from youth (generally ages 14-29). It was determined that it was important to include targeted engagement efforts to connect

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with youth who will be around in 45 years and see the vision of this Strategy come to fruition. The goals for targeted youth engagement were to:

- Provide background on the project;
- Bring them up to speed with our conversations to-date with other stakeholders;
- Seek their input towards the drafted vision, objectives and actions; and,
- Discuss employment preferences, barriers to employment, and values with regards to workplace happiness.

The project team worked with the City's Strategic Youth Initiatives team and their Youth Annex group to plan a large-scale workshop event and panel discussion. The Youth Annex group made up of 12 young Hamiltonians served as a test group for engagement and provided advice on how best to engage with other young people. Youth Annex members were trained to act as youth facilitators to assist in leading table discussions with other young people.

A planned in-person event was cancelled due to the continued Covid-19 pandemic and replaced with online activities through the City's online engagement platform – Engage HQ (<https://engage.hamilton.ca/>). Online engagement took place August through September 2020. The following online activities were used to garner feedback from youth:

- Visioning – Word cloud generator;
- Vision – confirming drafted vision statements and identifying gaps using a Likert scale to measure attitudes and perceptions youth;
- Objectives – ranking of draft objectives to assess the values of youth;
- Site Design Activity – participants were asked to provide comments evaluating various site design and building elevations for two employment sites (a suburban and urban context);
- Youth Employment Survey – a survey to understand youth employment experiences, barriers, and preferences;
- Workplace Image Polling – a survey using images in pairs to further understand preferences on workplace amenities; and,
- A Live Panel Discussion on Employment in the Bayfront Industrial Area - representatives from the steel industry, film industry, and an expert on employment trends and forecasts discussed the future of employment in the Bayfront Industrial Area. The event was recorded and posted on the EngageHamilton.ca page.

Indigenous Communities

Indigenous communities were invited to participate on the Focus Group but did not respond. Project information and draft material was provided throughout the strategy development process with follow-up one-on-one interviews.

The project team met with The Mississaugas of the Credit First Nation Department of Consultation and Accommodation (DOCA) on two occasions, which resulted in valuable insight and feedback on the draft vision and objectives and amendments to the Cultural Heritage Resource Assessment Report produced by ASI Consulting.

Public Engagement

Public engagement occurred at key intervals throughout the development of the Strategy. A brief outline of the public consultation on the project is outlined below.

Consultation Events:

- Public Information Centre #1 – June 2017 – an overview of the project and scope, and discussion on issues, opportunities and constraints for the area;
- Public Information Centre #2 – June 2018 –an update on the project and encouraged feedback on the draft vision, objectives and draft scenarios; and,
- Public Information Centre #3 – April 2022 – Using Engage.Hamilton.ca full draft documents were available for public viewing and commenting. In addition, a live virtual Public Information Centre event was held providing an overview of the draft documents. The event was recorded and posted on the EngageHamilton.ca for anyone who missed it.

Informational Activities:

- PEDTalk – May 2017 – Creating Hamilton's Industrial Bayfront – Keynote speakers, Nancy B. Bouchier and Ken Cruikshank, along with city staff introduced the comprehensive work that the City has undertaken to guide future improvements, investments and redevelopment of this important employment area;
- Hosted informational booths at Art Crawl, SuperCrawl, and Barton Street Festival events (2017-2018); and,
- Informational video posted on project website.

Design Review Panel

In October 2021, the project team presented the draft Urban Design Guidelines to the City's Urban Design Review Panel. The nine-person expert panel is a technical advisory group that provided expert and impartial design advice and guidance to Planning and Economic Development staff on urban design matters of development. Feedback from the panel was used to revise and refine the draft Guidelines document prior to final round of consultation with all stakeholder groups.

Provincial Consultation

A number of Provincial ministries were circulated with the draft Strategy and associated draft Design Guidelines. In January 2021, a final presentation on draft material was provided to the Ministry of Economic Development, Job Creation and Trade and the Ministry of Municipal Affairs and Housing. The Province has indicated commitment to participating in a future Bayfront Industrial Area Governance Group.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

Vision

The following Vision Statement was shaped by multiple iterations of engagement with stakeholder groups:

“A modern industrial campus for innovation, clean industry, resilience and progress.”

The following vision story elaborates on the Vision Statement:

“The Bayfront will continue to be one of the City's major employment areas, home to a diverse range of economic activities that enhance the global competitiveness of the City and the Greater Golden Horseshoe.

The Bayfront will continue to hold a high number of jobs and be planned to attract a wide range of innovative, and synergistic creative industries.

The Bayfront will feature attractive green streets and a number of green infrastructure elements which support improved air, soil and water quality.

Redevelopment in The Bayfront will celebrate the rich social, cultural and environmental history through a wide variety of public art, wayfinding, murals, public institutions and public spaces.

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The area’s multi-modal transportation system will enable industries to efficiently move goods via water, air, rail, or roads. Well-connected roadways, transit, bike lanes, multi-use paths and sidewalks will offer residents and employees a full range of transportation options to safely access, move through, and enjoy The Bayfront.

The Port will continue to be a vital piece of infrastructure, helping to support a number of economic activities within The Bayfront (and beyond).”

Objectives

The following ten objectives for The Bayfront were developed:

1. Maintain the employment function of The Bayfront;
2. Attract a mix of high-quality industrial uses to complement existing industrial strengths;
3. In appropriate locations, promote a greater diversity of uses;
4. Promote brownfield redevelopment, adaptive reuse, and employment land intensification;
5. Improve air, soil and water quality within The Bayfront;
6. Improve the attractiveness of both the public and private realm through urban design excellence;
7. Provide opportunities to resolve existing land use compatibility issues;
8. Conserve and celebrate cultural heritage resources;
9. Continue to improve the transportation network; and,
10. Provide opportunities for public access to the waterfront and enhance important views and vistas.

Together the vision and objectives provide direction for how the Bayfront Industrial Area should be improved over time.

Actions

The renewal of the Bayfront Industrial Area will be an incremental process with some larger transformational moves combined with many smaller incremental actions involving many different stakeholders and agencies. These changes will take place over time and may be further influenced by a range of evolving and often unpredictable forces, such as local and regional growth, demographic trends, market trends, and technological changes.

Much of the previous successes of the Bayfront Industrial Area have been market driven. A strategy-driven evolution will require long term commitment and leadership from both the City and private landowners. This commitment must include strategic, phased public investments that will require on-going monitoring, maintenance and

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upgrades, and consistency with existing policies and adherence to recommended Design Guidelines (Appendix “B” attached to Report PED14117d) effecting the Bayfront Industrial Study Area.

The Strategy includes 47 actions organized in six themes:

1. Leadership & Land Use Policy
2. Public Realm Enhancements
3. Naturalization and a Livable Climate
4. Conserving and Celebrating Industrial Heritage
5. Better Transportation Connections and Access
6. Creating an Advanced Manufacturing & Innovation Campus

Timelines are as follows:

- Short Term: within the next five years;
- Medium Term: within the next ten years; and,
- Long Term: within the next ten years and beyond.

Actions are listed in the following table and detailed actions are provided in Section 5.11 of the Strategy – Appendix “A” to Report PED14117d:

Leadership & Land Use Policy

1. Establish a Bayfront Industrial Area Governance Body.	SHORT
2. Approve the Bayfront Industrial Area Urban Design Guidelines (BIAUDG).	SHORT
3. Organize capacity building workshops on how to use the Bayfront Industrial Area Urban Design Guidelines (BIAUDG).	SHORT
4. Work with Provincial and Federal Ministries to explore and develop a guide to the financial tools available for businesses.	SHORT
5. Develop a targeted land acquisition strategy	SHORT
6. Complete a local level stormwater and wastewater servicing strategy for the Bayfront area.	SHORT
7. Expand existing programs to evaluate enhanced lot level controls for managing stormwater on-site.	SHORT
8. Complete the ongoing City-wide Water, Wastewater and Stormwater (W/WW/SWM) Master Plan infrastructure assessment.	SHORT

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9. Implement recommendations pertaining to The Bayfront from the City-wide Water, Wastewater and Stormwater (W/WW/SWM) Master Plan.	MEDIUM
10. Develop a Wastewater Sewer Allocation Program for the Bayfront	MEDIUM
11. Develop land use options for “Potential Areas for Change” (Figure 4.1).	MEDIUM
12. Implement an on-going review of these actions to assess the fulfilment of this long-term vision and strategy.	ONGOING

Public Realm Enhancements

13. Implement a new internal development application process requiring any new or altered energy facilities (public or private) to go through Site Plan Control approval process.	SHORT
14. Include the Bayfront Industrial Area Strategy study area for consideration as an area for public art installations in the next update to the Public Art Master Plan.	SHORT
15. Determine opportunities for mural art on private property that is publicly experienced.	SHORT
16. Develop and Implement a wayfinding signage program.	SHORT
17. Prepare, develop and implement Streetscape Master Plans targeting public realm improvement for 3 key corridors.	SHORT
18. Investigate a Climate Change Readiness and Building Improvement Community Improvement Project Area (CIPA) and Community Improvement Plan (CIP) for 2 key corridors.	SHORT
19. Identify land to be conveyed to the City for public streets.	MEDIUM

Naturalization and a Livable Climate

20. Develop a best practices guide for demolition of industrial properties.	SHORT
21. Complete a Priority Street Tree Planting Program.	SHORT
22. Establish a tree-planting fund and task force.	SHORT

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23. Undertake naturalization, tree planting and ecological restoration in underutilized green spaces.	MEDIUM
24. Investigate Improvements to the Environmental Remediation and Site Enhancement (ERASE) Tax Assistance Program (TAP)	SHORT
25. Work with Provincial Government on potential brownfield incentives to encourage innovation.	MEDIUM
26. Complete a Public Realm Depaving Plan	MEDIUM
27. Develop a Gateway Plan with specific designs as identified in Section 5.2 of the Bayfront Industrial Area Urban Design Guidelines	MEDIUM
28. Create an Eco-Industrial Park	LONG

Conserving and Celebrating Industrial Heritage

29. Conduct built heritage resource inventory.	SHORT
30. Create a “Benefits of Heritage Conservation” marketing brochure.	SHORT
31. Conduct a capacity building workshop explaining the heritage inventory and designation process.	SHORT
32. Update the Made in Hamilton 20th Century Industrial Trail.	MEDIUM
33. Develop tourism-oriented products that celebrates indigenous use of the land prior to industry and Hamilton’s Industrial Heritage.	MEDIUM
34. Consider opportunities for enhanced transit service.	SHORT
35. Undertake a business case to determine the feasibility of expanding the City’s Bike Share System and micro mobility options.	SHORT
36. Investigate opportunities for enhancements towards a protected cycling network.	MEDIUM
37. Determine Smart Commute opportunities to facilitate first and last mile travel.	MEDIUM
38. Improve public access at key locations with advantageous views of the harbour.	MEDIUM
39. Investigate locations for public water-based transportation.	LONG

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40. Investigate and submit a business case to Metrolinx for a new GO Transit Station.	LONG
41. Investigate opportunities and locations for curbside alternative fuel charging stations.	LONG
42. Form partnerships with local institutions.	SHORT
43. Determine the branding/marketing of the area.	SHORT
44. Determine opportunity to develop and build an internationally recognized architecturally unique key flagship building.	LONG
45. Identify key areas for enhanced pedestrian and cycling amenities on private property.	MEDIUM
46. Identify opportunities to build and maintain shared facilities.	MEDIUM
47. Develop a shared fibre optic network for the area providing “innovation hub” internet access across the campus area.	MEDIUM

Urban Design Guidelines

Ensuring that new development is designed to be complementary to the vision for the Bayfront Industrial Area is a very important element of the Strategy. As part of Phase 2 of the project, Dillon Consulting Ltd. was retained to prepare Urban Design Guidelines. The Guidelines are intended to support the vision and direction of the Strategy, to assist proponents by providing direction for desired site and building design, and to assist staff in reviewing and evaluating development applications in the study area.

The Urban Design Guidelines were developed in phases with extensive input from the City staff, stakeholders and the public. The draft Urban Design Guidelines were also presented to the City’s Design Review Panel. The Urban Design Guidelines are attached as Appendix “B” to Report PED14117(d).

Bayfront Industrial Area Project Office

It is recommended that the City form a centralized project office to act as a hub for the coordination and the implementation of the City-led actions and liaising with the Bayfront Industrial Area Governance Group on private-public partnership-led actions as outlined in Appendix “A” attached to Report PED14117(d). Background research by Deloitte identified that a project office is the most efficient way to manage a large and diverse portfolio of actions, led by various groups, and requiring of private-public partnerships.

The function of the project office would be to provide oversight, guidance, and direction throughout the implementation process; and to maintain the administrative components required to regularly coordinate with the Bayfront Industrial Area Governance Group. The project office would also be responsible for reporting to City Council on progress on actions.

ALTERNATIVES FOR CONSIDERATION

Strategy

Council could choose not to approve the Strategy. Should Council choose this alternative, Council should identify specific areas of concern and could direct staff to make revisions and bring a revised Strategy back to Council prior to moving forward with a Phase 3 – Implementation. Staff recommend approving the Strategy as presented as it represents the culmination of a considerable amount of analysis and engagement over several years. Modifications to the actions can be made over the lifetime of the Strategy to address new challenges and opportunities and changing physical and economic conditions in the Bayfront and has been endorsed by all stakeholders the project team engaged with.

Urban Design Guidelines

Council could choose not to endorse the draft Bayfront Industrial Area Urban Design Guidelines. Council could instead direct staff to make revisions to the guidelines and bring a revised version back to Council for adoption and use to guide Planning Act Development Applications in the study area. Staff recommend endorsing the final draft Guidelines as presented as they provide valuable guidance and represents the culmination of a considerable amount of engagement work, and feedback received from the City's Design Review Panel, and has received no adverse comments.

The Creation of Bayfront Industrial Area Project Office

Council may direct Staff to explore other administrative frameworks for implementing the actions of the Strategy and not create a Bayfront Industrial Area Project Office. This direction is not recommended as dedicated resources focused on implementation and coordination of actions is required to achieve continued success and transformation in the Bayfront as described in the Strategy as recommended by Deloitte.

Determine Resourcing Requirements of Short-Term City-led Actions

Should Council not direct Staff to explore detailed resourcing requirements for the identified list of City-led short-term actions, the Phase 3 – Implementation stage could proceed without the inclusion of specific resourcing requirements and

recommendations. This is not recommended as without determining the resourcing requirements for the implementation of City-led actions, those actions may not be effectively implemented.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and Participation

Hamilton has an open, transparent, and accessible approach to City government that engages with and empowers all citizens to be involved in their community

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

Healthy and Safe Communities

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

Clean and Green

Hamilton is environmentally sustainable with a healthy balance of natural and urban spaces.

Built Environment and Infrastructure

Hamilton is supported by state-of-the-art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

Culture and Diversity

Hamilton is a thriving, vibrant place for arts, culture, and heritage where diversity and inclusivity are embraced and celebrated.

Our People and Performance

Hamiltonians have a high level of trust and confidence in their City government.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report PED14117(d) – Bayfront Industrial Area Strategy – A Strategy and Action Plan (2022)

Appendix “B” to Report PED14117(d) – Bayfront Industrial Area Strategy Urban Design Guidelines (2022)

Appendix “C” to Report PED14117(d) – Consultation Summary Graphic

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