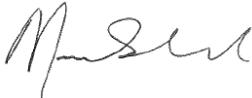




CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
 Economic Development Division

TO:	Chair and Members West Harbour Development Sub-Committee
COMMITTEE DATE:	May 23, 2023
SUBJECT/REPORT NO:	Indigenous-Focussed Macassa Bay Public-Space Design Process (PED23123) (Ward 2)
WARD(S) AFFECTED:	Ward 2
PREPARED BY:	Chris Phillips (905) 546-2424 Ext. 5304 Shelly Hill (905) 546-2424 Ext. 4081
SUBMITTED BY:	Norm Schleeahn Director, Economic Development Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That staff be directed to develop and initiate an Indigenous-focussed conceptual design process, as the first phase of work for the proposed public-space within the Macassa Bay area of the West Harbour waterfront;
- (b) That the design process should advance the actions of the City's Urban Indigenous Strategy, including identified strategic themes of "Land", "Spirit" and "People";
- (c) That the key principles outlined in the West Harbour Waterfront Recreation Master Plan (WHWRMP), including providing continuous public access to the water's edge, continue to be used to guide the overall design; and
- (d) That as part of the process, staff identify next steps and any approvals required for the execution and implementation of the direction, and report back to the West Harbour Sub-Committee.

EXECUTIVE SUMMARY

Guided by Council approved policies including the West Harbour Secondary Plan (Setting Sail), and the West Harbour Waterfront Recreation Master Plan (WHWRMP),

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.

SUBJECT: Indigenous-Focussed Macassa Bay Public-Space Design Process (PED23123) (Ward 2) - Page 2 of 8

the City of Hamilton has made substantial financial investments in infrastructure rehabilitation and expansion, as well as parks and public-spaces in the West Harbour area “Setting Sail”.

Initially, the focus was the transformation of the Pier 6 to 8 lands, to include a variety of linked public open spaces with a surrounding mixed-use residential and commercial development and waterfront commercial village. As these projects are substantially complete or well underway, staff are now focussed on the enhancement and creation of new public-spaces and public amenities envisioned for the Macassa Bay precinct.

As envisioned, the Macassa Bay projects will transform the previously disregarded and underutilized asphalt and gravel area between Pier 4 Park and Bayfront Park, into new park and open spaces, with a re-naturalized shoreline and continuous public access to the water’s edge. The area will continue to house the Macassa Bay Yacht Club, the Hamilton Bay Sailing Club, and the Hamilton Police Service (HPS) Marine Unit, which all have existing facilities within the area.

Council approved approximately \$4.45 million in funding for the various Macassa Bay projects as part of the 2020 Capital Budget.

In preparation, staff revisited past plans, reviewed past stakeholder and community engagement session notes, as well as analyzed recent consultation for the Discovery Centre. Upon this review, staff have reflected on two specific themes that are relevant for the future of the Macassa Bay area:

- i. There is a wide-ranging community interest in the City creating additional purposely designed public open space, that would be focussed on more passive and recreational uses; and,
- ii. There is wide-ranging support for the City to acknowledge the rich history and culture of the area’s Indigenous communities, in a meaningful manner, within the West Harbour area.

Over the past year, City staff, including the City’s Indigenous Relations Office, have discussed ways of incorporating these themes into the West Harbour redevelopment program.

The staff recommendations seek approval to develop and initiate an Indigenous-focussed conceptual design process for the proposed public-space within the Macassa Bay area of the West Harbour waterfront, with alignment to both the City’s Urban Indigenous Strategy and the WHWRMP.

**SUBJECT: Indigenous-Focussed Macassa Bay Public-Space Design Process
(PED23123) (Ward 2) - Page 3 of 8**

Once formulated, staff will identify next steps and any approvals required for the execution and implementation of the direction, and report back to the Sub-Committee.

Alternatives for Consideration – See Page 7

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: The costs relating to the design and construction of the Macassa Bay capital projects were approved in the 2020 Capital Budget including \$4.1 million approved for Project Account 4411806103 for the Macassa Bay Boardwalk Trail, and an additional \$4.350 million approved for Project Account 4411806102 for the Macassa Bay Shoreline Improvements. The recommendations in this Report are consistent with the approved projects and will be funded from the respective accounts. Staff will also explore federal and/or provincial funding grant opportunities.

Staffing: Existing staffing resources from the identified departments and divisions will be used to develop and initiate the first phase of the process. Staff may seek facilitation support, with oversight from the City’s Indigenous Relations Office, and provide added support to the Indigenous Relations Office, as part of designing and leading the consultation program with the Indigenous community in developing the conceptual design, and potentially other waterfront redevelopment related interests.

Legal: N/A

HISTORICAL BACKGROUND

West Harbour Waterfront Recreation Master Plan (WHWRMP)

In May 2010, Council approved Report PW09004(a) entitled the West Harbour Waterfront Recreation Master Plan (WHWRMP), which established the vision for the City-owned recreational waterfront lands. Building upon the West Harbour Secondary Plan (Setting Sail), the Master Plan contains policies and principles relating to design guidelines, architecture, waterfront precincts and implementation.

In total, the subject area of the WHWRMP encompasses approximately 30 hectares (73 acres) over a 4.7 km stretch of waterfront, including the lands along Hamilton’s West Harbour from the western limit of Bayfront Park to Pier 7 bounded by Discovery Drive to the east. With such a large land area, the Master Plan segments the area by precincts known as Bayfront Park, Macassa Bay, Pier 4 Park, Bayview Park, the Main Basin inclusive of the Piers 5, 6 and 7, and the Pier 8 lands, illustrated in Appendix “A” to Report PED23123.

The Master Plan has a series of principles that relate to the recreational and environmental functions of the West Harbour waterfront and provide direction for the future enhancement and expansion of both public and private spaces. The principles include: Public access along the water's edge, a continuous waterfront trail, vibrant and active spaces as well as coherence, consistency, and space throughout. The Master Plan envisions a transformation of the West Harbour waterfront with significant investments in infrastructure and public space, with the potential of creating a new destination for the City.

The Plan also recognizes the role and legacy of marine recreational water-users; such as boaters, rowers, sailors, and others. The Macassa Bay Yacht Club (MBYC), Hamilton Bay Sailing Club (HBSC), Leander Rowing Club, Royal Hamilton Yacht Club (RHYC), and the Harbour West Marina, are recognized as key stakeholders within the plan, and play a key role in a vibrant waterfront. At the same time, the Plan balances allowing for increased and enhanced public access with the existing marine activities.

The recommendations contained in Report PED23123, align with the vision and intent of the WHWRMP.

Project for Public Spaces (PPS) Report

On September 9, 2019, Staff presented Report PED19191 to the West Harbour Development Sub-Committee, which included a public-space animation and place-making study prepared by the organization Project for Public Spaces (PPS). They led a collaborative process to consult with the community and stakeholders on how institutional and commercial uses, both proposed and existing, can work to support the vibrant new public spaces within the West Harbour waterfront.

In its report, PPS noted that the West Harbour should be imagined as a continuous interconnected area that stretches from Bayfront Park to the west to Eastwood Park in the east. In their report, PPS recommended the following themes the City should emphasize as the West Harbour evolves over time:

- i. Keep the local, welcoming, low-key character of the existing waterfront;
- ii. Retain the affordable and inclusive characteristics of the waterfront;
- iii. Strike a balance between the new and the current uses and characteristics of the waterfront; and,
- iv. Build legacy in an environmentally sustainable and resilient manner.

**SUBJECT: Indigenous-Focussed Macassa Bay Public-Space Design Process
(PED23123) (Ward 2) - Page 5 of 8**

Speaking specifically to the Macassa Bay precinct, PPS noted several opportunities that exist within the area, centered on the themes of connecting waterfront users and visitors to the natural environment including both the tree-lined landscape and the water, as well as opportunities to create informal gathering spaces that can be used for a variety of users.

The recommendations contained in Report PED23123, reflect the feedback received through the PPS community engagement process, and align with the observations and recommendations outlined within their report.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

N/A

RELEVANT CONSULTATION

Planning and Economic Development Department:

- Economic Development Division;
- Corporate Real Estate Office;

Public Works Department:

- Engineering Services (Waterfront Development Office);

Healthy and Safe Communities Department:

- Indigenous Relations Office.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

Over the course of successive terms of Council, the “West Harbour” waterfront has been identified as a key focus area, resulting in a series of plans and projects that, when implemented, will achieve long-established re-development, recreational, and “City-building” goals that will benefit Hamilton as a whole.

Guided by Council approved policies including the Setting Sail and the WHWRMP, the City has made substantial financial investments in infrastructure rehabilitation and expansion, as well as parks and public-spaces in the area.

In 2015, Council approved the West Harbour Re-Development Plan to implement the WHWRMP and to construct municipal services to make the Piers 6 to 8 lands development-ready. Successive Capital Budgets have reaffirmed the West Harbour Plan as a priority and have approved annual funding envelopes for the phased implementation of the capital program.

SUBJECT: Indigenous-Focussed Macassa Bay Public-Space Design Process (PED23123) (Ward 2) - Page 6 of 8

The WHWRMP envisions the transformation of the Macassa Bay precinct from a previously disregarded and underutilized area between Pier 4 Park and Bayfront Park into a new public-space. Unlike the vision for the Main Basin and the Pier 8 lands, the Macassa Bay precinct does not envision new commercial or residential development.

The significant capital improvements include new pedestrianized parkland and open-spaces, a naturalized and rehabilitated shoreline to protect against erosion and designed with ecological enhancements to encourage the growth of fish and plant habitat, a purpose-built multi-use trail for active transportation and a publicly, and accessible boardwalk and trail to allow the public full and continuous access to the water's edge, from the HMCS Haida to the east, to Princess Point in the west.

Over the past year, City staff, including the City's Indigenous Relations Office, have discussed ways of incorporating elements of the City's Urban Indigenous Strategy, into the West Harbour program, and the following represents the key observations:

- Macassa Bay offers an opportunity to develop a program and design features with minimal predetermined and corresponding conditions;
- The general vision for the Macassa Bay area aligns with the City's Urban Indigenous Strategy;
- There is staff commitment, willingness, determination, and time to plan and develop an Indigenous-focussed process, that includes leadership and engagement from the Indigenous communities themselves, throughout the entire process from planning, design, and construction; and,
- The process can illustrate the City's commitment to implementing elements of the City's Urban Indigenous Strategy, such as the Key Direction under the "Land" theme which states: "Urban Indigenous people need a space outdoors for gathering, practicing sacred ceremonies and sharing teachings".

The staff recommendations seek approval to develop and initiate an Indigenous-focussed conceptual design process for the proposed public-space within the Macassa Bay area of the West Harbour waterfront, with alignment to both the WHWRMP and the City's Urban Indigenous Strategy, which includes action items listed below:

- (3) Improve meaningful consultation with urban Indigenous residents and First Nations communities on municipal projects, plans and approval;
- (5) Show respect for traditional ecological knowledge (TEK) by including Indigenous voices in environmental leadership and incorporating TEK in municipal practices; and,

(26) Identify and eliminate municipal barriers that prevent Indigenous people from carrying out ceremonial practices in public spaces.

Once formulated, staff will identify next steps and any approvals required for the execution and implementation of the direction, and report back to the Sub-Committee.

ALTERNATIVES FOR CONSIDERATION

Should Council decide not to direct staff to develop and initiate the recommended approach, staff could employ a standard approach to procure the services of a professional design consultant to develop the conceptual design, based on the broad principles of the WHWRMP. This process would include proactive engagement from a variety of internal City of Hamilton departments, as well as general stakeholder and community engagement, including from members of the Indigenous communities.

Alternatively, recognizing the recommended approach outlines a general framework for the first phase of work, Council could direct staff to revise and/or refine the recommended approach.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

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.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PED23123 – Location Map