

City of Hamilton – Design Review Panel City Initiated Project - Summary Sheet

City Initiated Project Data

Project address – The study area is made up of lands situated within an area that has been designated as “Employment Areas”, within Schedule E – Urban Structure of the Urban Hamilton Official Plan. Generally, the area includes industrial lands located between the CN Rail line north of Barton Street to the Hamilton Harbour, Wellington Street in the west and Woodward Avenue to the east.

Applicant/Agent – City of Hamilton & Dillon Consulting Limited

Project Type: Urban Design Guidelines for the Bayfront Industrial Area (an appendix item to the Bayfront Industrial Area Strategy)

Brief description of the project

In 2011, Council approved a Capital Budget for the Bayfront Industrial Secondary Plan. 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. The approved revised project work plan included two phases: Phase 1 – Market Opportunities Study and Phase 2 – Development of the Strategy/Action Plan including Urban Design Guidelines. Phase 1 was completed in 2015 and made the following 6 recommendations that informed the development of Phase 2:

1. Establish a vision for the Bayfront;
2. Ensure the Airport Employment Growth District (AEGD) and other greenfield supply comes to market soon;
3. Encourage more efficient use of existing land and building supply, work with land owners, consider conversions;
4. Consider targeted site acquisition to gain an element of public control;
5. Establish a program to bring any acquired sites to market; and,
6. Explore program management options such as the creation of a steering committee

Phase 2 – the development of a Strategy & Action Plan including Urban Design Guidelines started in 2016. This phase of the project is comprised of 4 parts:

1. History, existing conditions, opportunities and constraints
2. A strategy including a clear vision and objectives
3. An action plan including implementation goals and possible measures of success
4. Urban Design Guidelines that focus on the unique context of the City’s oldest and largest industrial area.

This document is designed to read as a supporting appendix to the Bayfront Strategy and Action Plan and will provide over-arching design intent, and design principles. The purpose of this document is to provide practical urban design guidance for existing sites and new development in the Bayfront Industrial Area. The Urban Design Guidelines have been formatted as an appendix so that it may be used as a standalone document if needed.

The City has Site Plan Guidelines which apply city-wide and include urban design elements. However, the provisions for industrial commercial areas are broad. Urban design is evaluated within more focused areas and plans such as corridor plans or secondary plans. The Bayfront Industrial Area is a unique employment area as it is the City's oldest and largest employment area, it requires contextually specific urban design guidelines.

The document provides general design guidelines for both public and private uses, guidelines on how to approach the public realm, and guidelines which pertain to the private realm. The private realm guidelines also discuss how to treat interface areas between industrial and existing residential areas. The private realm guidelines also provide focus on specific land uses including: Prestige & General Industrial, Warehousing & Logistics, Office, Supporting Commercial & Retail as well as Arterial Related Commercial.

Brief description of existing and planned context

Land Use Context:

The Bayfront Industrial Area Strategy & Action Plan is a 45+ year vision and action plan that seeks to encourage 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. It is not a Secondary Plan, but a higher-level framework for guiding a series of intentional actions, small and large that will provide for a gradual reveal of a meaningful and memorable evolution of the Bayfront Industrial Area, while maintaining its use for largely employment purposes.

Land use designations in the study area all fall under Employment Area Designations: "Industrial Land" and "Shipping & Navigation". The work completed in Phase 1 of the study determined the importance of these lands and permitted uses in Hamilton and the greater Southern Ontario context. It should be noted that the study area has since been included in a Provincially Significant Employment Zone (The Growth Plan, 2020), further entrenching its significant role as an area with a high economic output and function that requires protecting.

The range of permitted uses allow for a wide range of employment activity, including heavy industrial uses and transitional uses on lands traditionally used for industry. The "Shipping & Navigation" designation recognizes the role of the Port, and in particular the activities of the Hamilton Oshawa Port Authority in carrying out its mandate of shipping and navigation.

Existing Conditions:

Existing conditions in the study area vary, but the entire area would be considered brownfield sites due to the historic industrial legacy of the area. The street and lot fabric varies from both an urban context to

suburban in areas. In addition, the location of established residential neighbourhoods directly adjacent to the cluster of steel industries creates unique land use compatibility issues in pockets of the study area. The immediately surrounding area includes approximately 19 hectares of well-established low-rise residential uses which are generally located south of Burlington Street. The predominant land use within the study area is industrial however there are a wide variety of lot sizes, scale of buildings, setbacks from the street, parking design, and landscaping. In addition, there is an existing and extensive road network within the Bayfront in varying degrees of quality.

In addition, one aspect of the overall Bayfront Industrial Area Strategy & Action Plan is to encourage efficient use of land. This goal highlights the perceived vacancy in the area and the need for redevelopment and infill on underutilized lots. There is also potential for larger industrial lots to subdivide leading to opportunities for additional streets and connections.

Lastly, this area is rich with history and there is great value in the preservation of the unique industrial heritage elements that exist throughout the area. There are a number of actions that speak to heritage preservation and we note that adaptive reuse can help highlight how industries have influenced and shaped our past, present, and future.

Planned Context:

Through the consultation work completed for the Bayfront Industrial Area Strategy & Action Plan, the following vision statement and story have been developed:

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

The Vision Story:

The Bayfront Industrial Area 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.

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, multiuse 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 variety of economic activities within The Bayfront (and beyond).

To accompany the vision, there are ten key objectives:

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 Industrial Area
6. Improve the attractiveness of the both the public and private realm through urban design excellence
7. Provide opportunities to resolve existing land use compatibility issues.
8. Celebrate and strengthen cultural heritage resources
9. Continue to improve the transportation network
10. Provide opportunities for public access to the waterfront and enhance important views and vistas

Applicable UHOP Policies:

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.”

With respect to Employment Lands generally, the UHOP Chapter B (Volume 1) states:

B.3.1.2 The City shall:

- a) protect the supply of Employment Areas, as designated on Schedule E-1 – Urban Land Use Designations, for employment uses by minimizing the establishment of non-employment lands uses, in accordance with the policies of this Plan;
- b) increase the supply of shovel ready employment lands through various initiatives;
- c) complete the Airport Employment Growth District Secondary Plan, associated Class Environmental Assessments, financial analysis and any other required studies; and,
- d) endeavour to provide for and plan for a range of lot sizes throughout the designated employment lands. 3.1.3 Where necessary, the City shall prepare overall and site specific shovel ready Servicing Strategies for Employment Business Parks, including financing options, and necessary land acquisitions.

B.3.1.4 The City, in conjunction with other public agencies and private partnerships, shall support the development and redevelopment of the employment lands through:

- a) strategic investments in the construction and maintenance of infrastructure such as roads, water and wastewater, storm water, transportation corridors, and hubs and utilities such as natural gas, electricity, and telecommunications; and,
- b) working jointly to resolve development issues for specific Employment Areas, such as the West Hamilton Innovation District, which are important to the local economy.

Applicable UHOP Urban Design Guidelines and Policies:

In addition to the general UHOP Chapter B, Section 3.3 – Urban Design Policies the following UHOP Chapter E, Section 5.3 Employment Area – Industrial Land Designation also applies:

5.3.5 Design

The following policies shall apply to the lands designated Employment Area – Industrial Land on Schedule E-1 – Urban Land Use Designations:

- a) New development and the redevelopment of existing sites visible from the QEW and from the non-elevated portions of Burlington Street East shall provide enhanced landscaping, including tree planting, and higher quality building design to improve both the City's and the Employment Area's image.
- b) The City shall promote an improved pedestrian environment within and along the non-elevated portions of Burlington Street East, with elements such as pedestrian amenities, sidewalks, landscaping/road trees, and gateway features.
- c) A range of compatible employment uses shall be encouraged to locate adjacent to lands designated Neighbourhoods, Institutional or Commercial and Mixed Use. Outdoor storage, assembly and loading areas shall be appropriately located and buffered from these adjacent lands.

d) Sensitive land uses within the Neighbourhoods, Institutional or Commercial and Mixed Use designations, located in proximity to Barton Street East shall be buffered from heavy industrial uses by transitional employment uses.

e) Along the QEW, the non-elevated portions of Burlington Street East and public roads bounding the Neighbourhoods, Institutional or Commercial and Mixed Use designations, new building façades within lands designated Employment Area – Industrial Land which are visible from these roads shall be finished with high quality materials which shall be determined through site plan control.

Zoning By-Law:

City of Hamilton Zoning By-law No. 05-200:

General Industrial (M5) Zone

Light Industrial (M6) Zone

Shipping and Navigation (Port Lands) (M13) Zone

Shipping and Navigation (East Port) (M14) Zone

Open Space (P4) Zone

Conservation/Hazard Lands (P5) Zone

1. Positive design elements of guidelines:

- Emphasizes the history of the area and highlights adaptive reuse while providing some guidance for compatibility with heritage resources;
- Supports a pedestrian focus in new development;
- Supports sustainable design elements;
- Promotes improved streetscape conditions for better movement of goods and people; and,
- User friendly document for landowners and business owners to navigate and use.

2. Design challenges in area:

- Significant levels of heavy vehicular traffic and truck activity in area;
- Existing land use compatibility issues between heavy industrial and sensitive residential uses that are difficult to change without expropriation;
- Lack of street grid connectivity where large industrial lots span multiple blocks;
- Lack of access and connection to waterfront areas;
- Large underutilized areas of lots give the perception of vacancy when in fact underutilized;
- Variety of setbacks and large infrastructure that is difficult to alter or remove; and,
- Challenging growing conditions landscaping options

3. Key questions for Panel:

1. Do the guidelines promote good design effectively while being sympathetic to the types of businesses and land uses in this unique area?
2. Are there additional considerations that could be included to promote a more unified character throughout this employment area?

3. Do the guidelines provide suitable guidance to ensure that redevelopment proposals are compatible with the overall long-term vision for the area and promote high quality design in both the public and private realms?
4. Are there design considerations that have not been contemplated that would contribute to better design excellence?