



Fisherman's Pier District Concept Plan



July 2020

Civicplan was retained by the Hamilton Oshawa Port Authority (HOPA) to develop a Concept Plan for the Fisherman's Pier District.

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1.0 Introduction

The Hamilton Oshawa Port Authority (HOPA), which was created in 2019 when the Hamilton Port Authority and the Oshawa Port Authority merged, owns more than 620 acres of property in Hamilton. The land houses a variety of businesses, primarily related to logistics and transportation for key regional industries: steel, manufacturing, agri-food, and construction materials. HOPA also owns and administers land on either side of the shipping canal that borders Hamilton and Burlington. This land, which includes an area known as Fisherman’s Pier, is not currently used for the Port’s key business needs, and thus is underutilized. The land has great potential for other uses by the community and requires a contemporary concept plan for renewal.

Within this context, HOPA retained Civicplan to develop a concept plan for the Fisherman’s Pier district. As part of this process, an interactive approach to engagement was used to solicit input and ideas from the public. This involved a participatory planning method that gave residents a more direct role in helping to design the future of Fisherman’s Pier.

This report includes a summary of the planning process and it outlines a proposed concept plan for the study area. The process began with a review of the study area context illustrating the history and current uses of the area, along with a high-level review of older plans for the district. Given its location within two municipalities, local planning policy from each was reviewed to set the stage for determining potential compatible uses. The next section outlines the participatory planning process and the online tool that was used, as well as the results of this process. This is followed by a summary of feedback received during consultations with other stakeholders and community partners. The final section outlines the proposed concept plan for the Fisherman’s Pier district, breaking down the suggested improvements for different areas.

1.1 Concept Plan Process

The process of developing a Fisherman’s Pier District Concept Plan involved three coordinated steps:



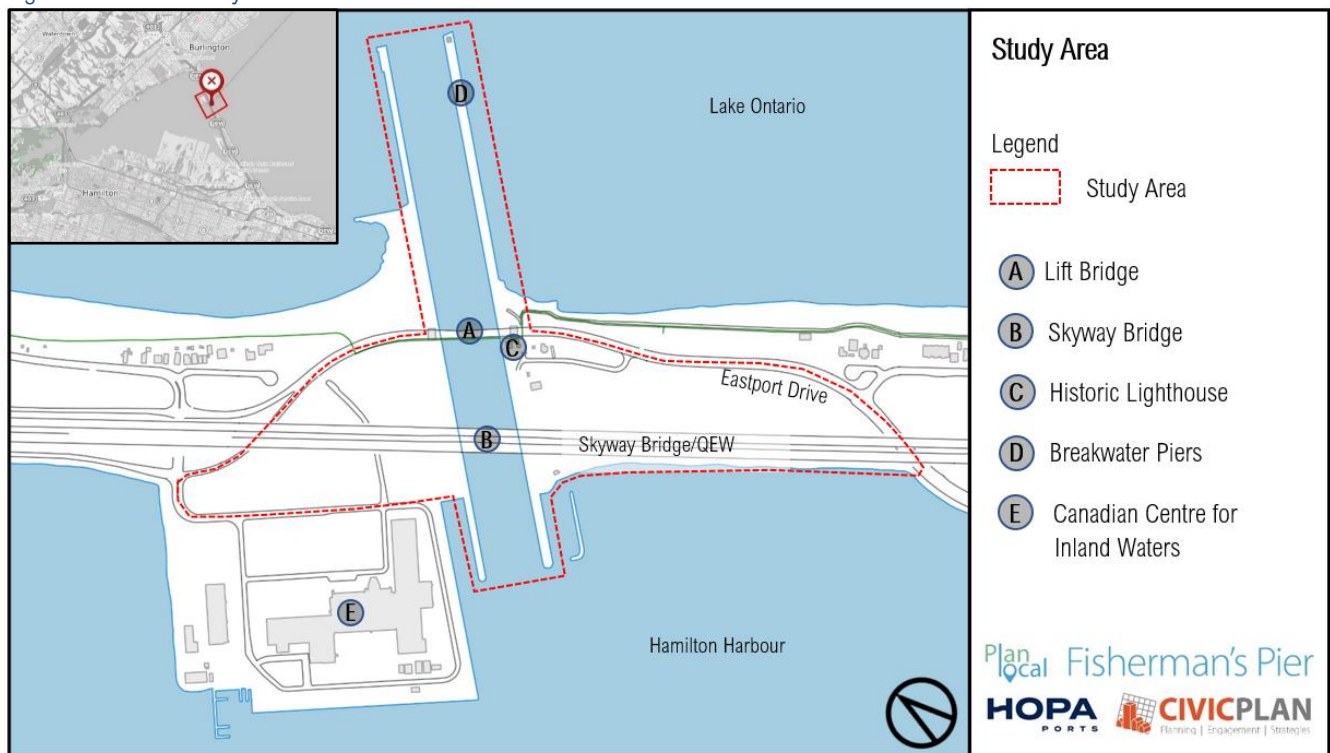
2.0 Understanding Context



2.1 Study Area

Fisherman's Pier is located at the entrance to Hamilton Harbour at the shipping canal. The canal marks the municipal boundary between Hamilton and Burlington. The area includes land on both sides of the canal and many notable landmarks (see Figure 1 below), such as the Lift Bridge (A), Skyway Bridge (B), Historic Lighthouse (C), Breakwater Piers (D), and the Canadian Centre for Inland Waters (E).

Figure 1: District Study Area



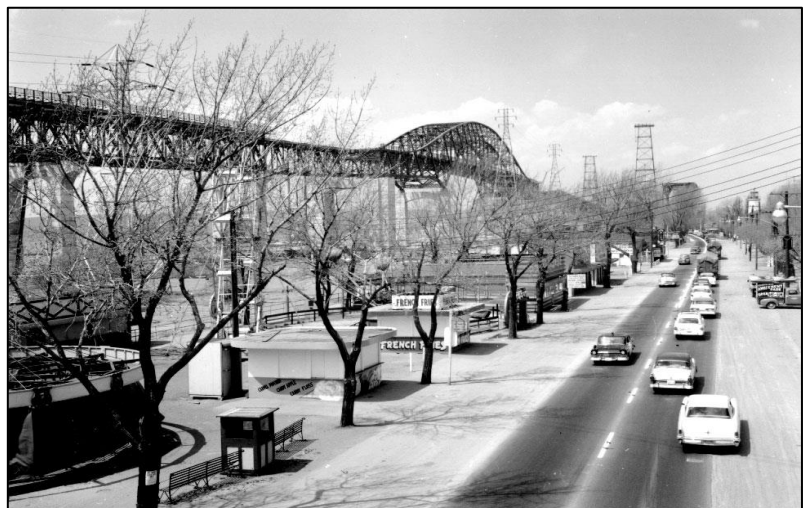
2.2 History

The Fisherman's Pier location is a central transportation and community node at the Western tip of Lake Ontario. The land use history of the area goes back several thousand years, beginning with Indigenous people who were attracted to the rich resources of the area and its natural attributes as a transportation corridor. Beginning in 1823, the Burlington Bay Canal became the gateway for shipping into Hamilton Harbour from Lake Ontario. Since the construction of the canal, a series of bridges were built to connect Hamilton and Burlington at this site, including the Skyway bridge and the Lift Bridge. The first part of the Skyway was completed in 1958, and it was twinned in 1985 to accommodate the expansion of the regional highway. The Lift Bridge was completed in 1962 to accommodate car and rail traffic over the canal. The rail tracks were removed in 1982.

Another important feature of the site is the Historic Lighthouse and Keeper's Cottage, which were built in 1858 and operated until the Lighthouse was deactivated in 1961. On the Burlington side of the canal is the Canadian Centre for Inland Waters, which was established in 1967. It is home to scientists and staff from Environment Canada, the Department of Fisheries and Oceans, the Coast Guard and Royal Canadian Mounted Police. Adjacent to the Fisherman's Pier site on the Hamilton side is the Beach neighbourhood, which has been the home of recreation and community since the late 19th Century.



Historic aerial view of the study area.



Commercial activity along Eastport Drive



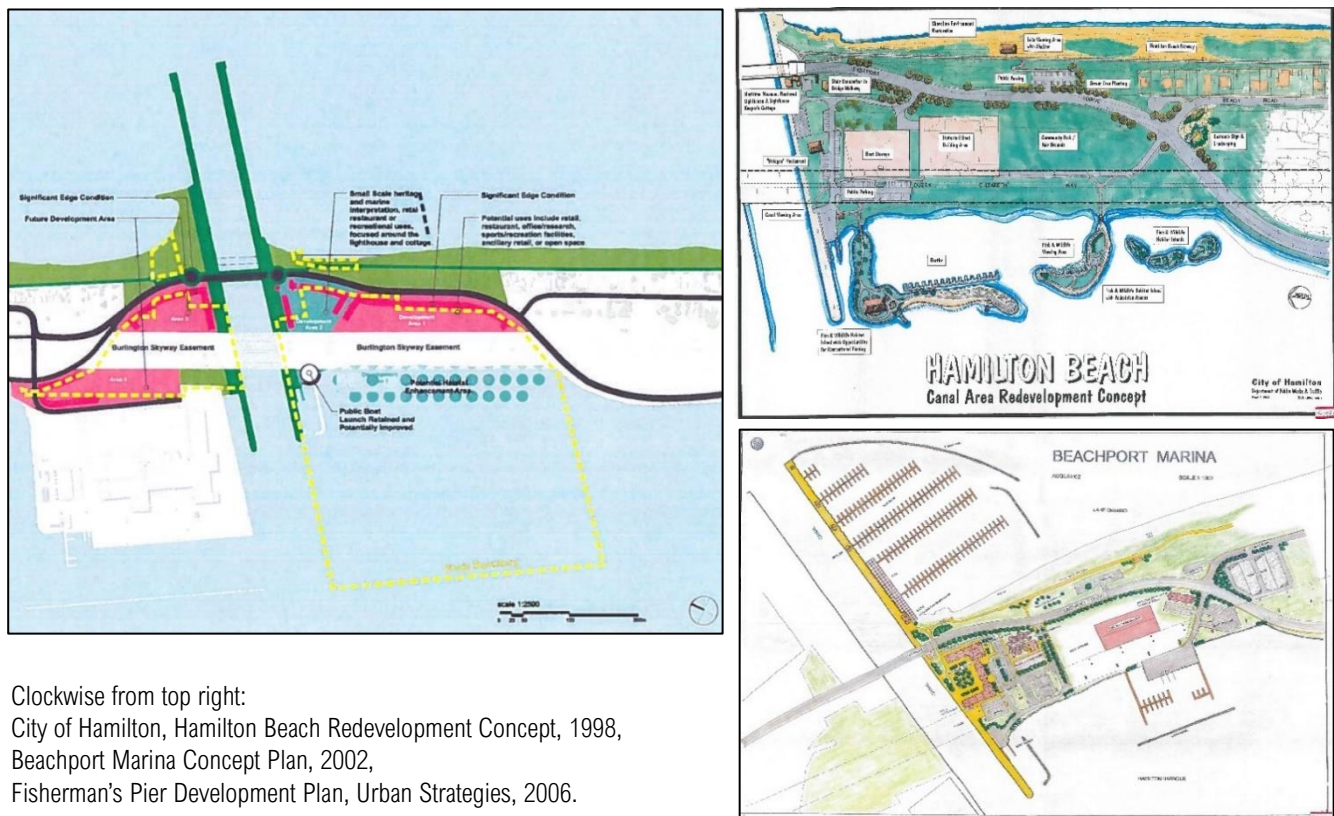
Canadian Centre for Inland Waters

2.3 Previous Redevelopment Concepts

A series of previous redevelopment concepts were created for parts of the Fisherman's Pier area over the years, starting as far back as 1877. More recently, successive plans illustrate an evolution in thinking around uses for the site. For example, in 1998, the Hamilton Beach Canal Area Redevelopment Concept proposed a diversity of uses for the space including a public park, restaurant, boat storage, fish and wildlife habitat, maritime museum, and marina. In 2002, a Beachport Marina concept proposed a more focused development consisting of a marina extending from the breakwater piers, boat storage, along with a tourist node closer to the canal that included a boutique village, and a mini golf course.

In 2006, another concept plan was presented that simplified redevelopment even further, removing the marina in favour of a small-scale heritage and marine interpretation centre, retail, restaurant or recreational uses focused around the Lighthouse and cottage. Further, the public boat launch was retained and for the area known as Eastport greenspace, suggested potential uses included retail, restaurant, office/restaurant, sports/recreation facilities, ancillary retail, or open space. On the Hamilton Harbour side of the site, a potential habitat enhancement area was proposed.

Figure 2: Previous Development Concepts



2.4 Existing Context

In developing this Concept Plan, the study area was divided into four zones that make up the district around Fisherman's Pier: Breakwater Piers (1), Eastport greenspace (2), Historic Lighthouse (3), and the parkland adjacent to the Canadian Centre for Inland Waters (4)

Figure 3: Concept Planning Zones



2.4.1 Breakwater Piers

This area consists of walkable concrete piers that extend from Hamilton Harbour into Lake Ontario, providing excellent views in all directions. Lighting is provided the length of the piers, and towards the Lake there is a weather station and beacon. At the shoreline, the Pier on the Hamilton side is connected by an underpass to the other side of the Lift Bridge, as well as to the Breezeway Trail towards the Hamilton Beach neighbourhood.



Clockwise from top: Breakwater Piers zone. View from the Pier looking back toward the Beach Community. Aerial image of Piers in Lake Ontario. View looking down the Pier into Lake Ontario.

2.4.2 Eastport Greenspace

This area is the southern gateway to the Fisherman's Pier area. It mainly consists of flat, unmaintained, inaccessible green space extending from the shore of Hamilton Harbour, underneath the Skyway Bridge, to Eastport Drive. This zone also includes a seasonal boat storage area closer to the canal. Views under the bridge, through to the harbour are largely unobstructed and the sidewalk along Eastport Drive provides the potential for a significant, accessible interface to the site.



Clockwise from top: Eastport greenspace zone. View of greenspace from Eastport Drive looking towards Skyway. View of Eastport Greenspace from Eastport Drive looking towards Lift Bridge. View from Eastport Greenspace looking toward Hamilton Harbour.

2.4.3 Historic Lighthouse

This is the area officially known as “Fisherman’s Pier” as it includes a boat launch into Hamilton Harbour, a tackle shop, boat storage, as well as the Historic Lighthouse and Keeper’s Cottage. An underpass connects this area to the Breakwater Pier on the Lake Ontario side of the Lift Bridge.



Clockwise from top: Historic Lighthouse zone. View of area under the Skyway on the Hamilton Harbour side of the zone. Historic Lighthouse and Keeper's Cottage. Pedestrian/cyclist underpass connecting to Breakwater Piers.

2.4.4 Future Parkland

This area includes land designated for future parkland under Halton Region's Burlington Beach Regional Waterfront Park Master Plan, as well as an unmaintained playing field adjacent to the Canadian Centre for Inland Waters.

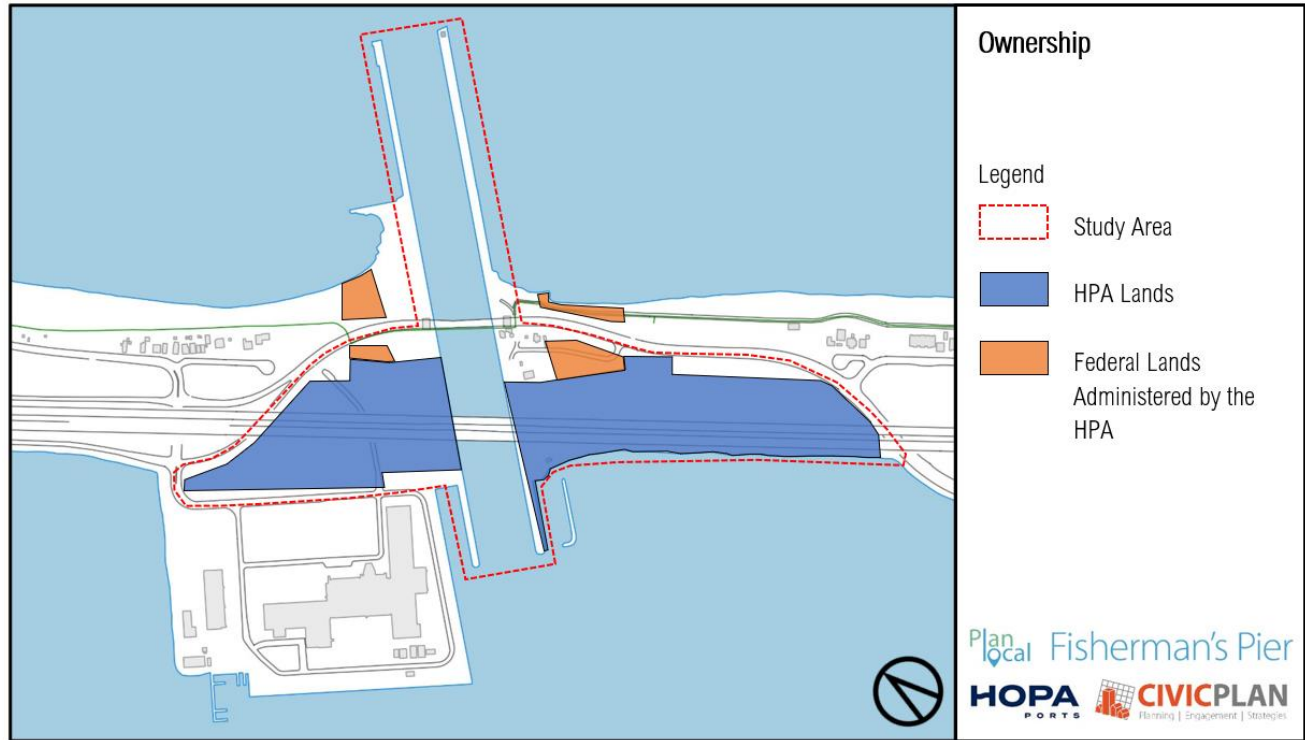


Clockwise from top: Future parkland zone. View of area near Canal. View of greenspace near CCIW.

2.4.5 Ownership

Most of the land within the study area is either owned by the Hamilton Port Authority (now HOPA) or owned by the Government of Canada and administered by HOPA.

Figure 4: Ownership Map



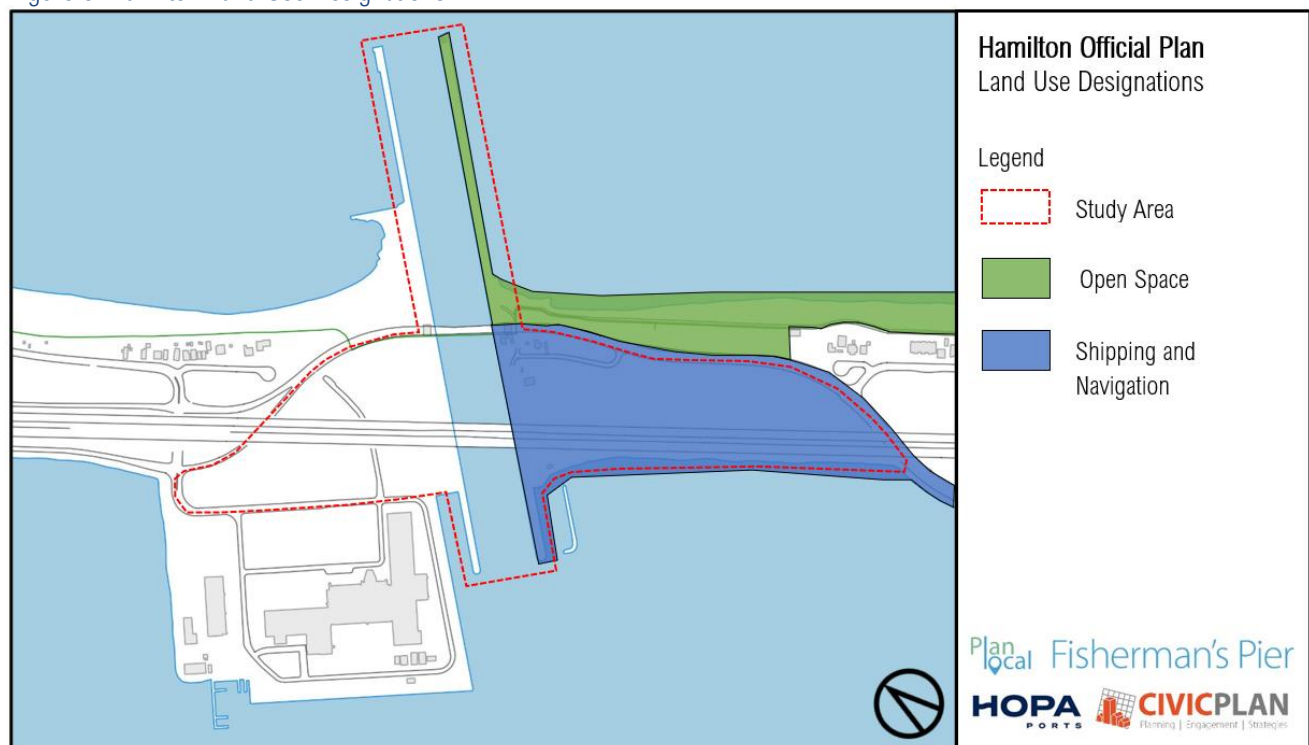
2.5 Planning Context

To provide proper policy context for a potential district concept, a variety of relevant documents were reviewed such as municipal plans and regulations including Official Plans, Neighbourhood Plans and Zoning By-Laws. The City of Hamilton, the City of Burlington and Halton Region have planning regulations that cover the study area. However, some of these regulations do not apply to areas owned by the Hamilton Oshawa Port Authority, although the common practice for HOPA is to comply with municipal planning frameworks where possible. The following section outlines the municipal vision for the study area.

2.5.1 Hamilton Official Plan

The *Urban Hamilton Official Plan*¹ is the guiding document that articulates the overall provincial and municipal vision for land use, design, and transportation in the study area. Other plans and policies must align with the Official Plan. The following sections address the specific land use areas, highlighting some of the relevant policy.

Figure 5: Hamilton Land Use Designations



Employment Land - Shipping and Navigation²

The urban land use designation of the southern portion of the Hamilton side of the study area is Employment Land - Shipping and Navigation.

Employment Area Designations – General Policies:

- New development within Employment Area designations shall enhance the quality of the public realm along all public roads within and bounding business parks, along the QEW. The design and placement of buildings, structures, parking, loading, outside storage and assembly areas, lighting and landscaping, shall provide a safe, functional and visually attractive environment for pedestrians and vehicles.
- All development shall be designed and developed to be easily accessible by various types of transportation modes, such as roads, transit, active transportation and goods movement vehicles.

Employment Area – Shipping and Navigation Designation – Specific Policies:

Uses permitted on lands owned by the Hamilton Port Authority, including the canal reserve lands south of the Burlington Ship Canal, include:

- vessel, barge docks and related storage;
- recreational boat facilities;
- ancillary uses including retail and restaurant (retail and restaurants uses permitted shall support the local tourism industry and users of the port. The retail uses shall be limited to 500 square metres of gross floor area.)

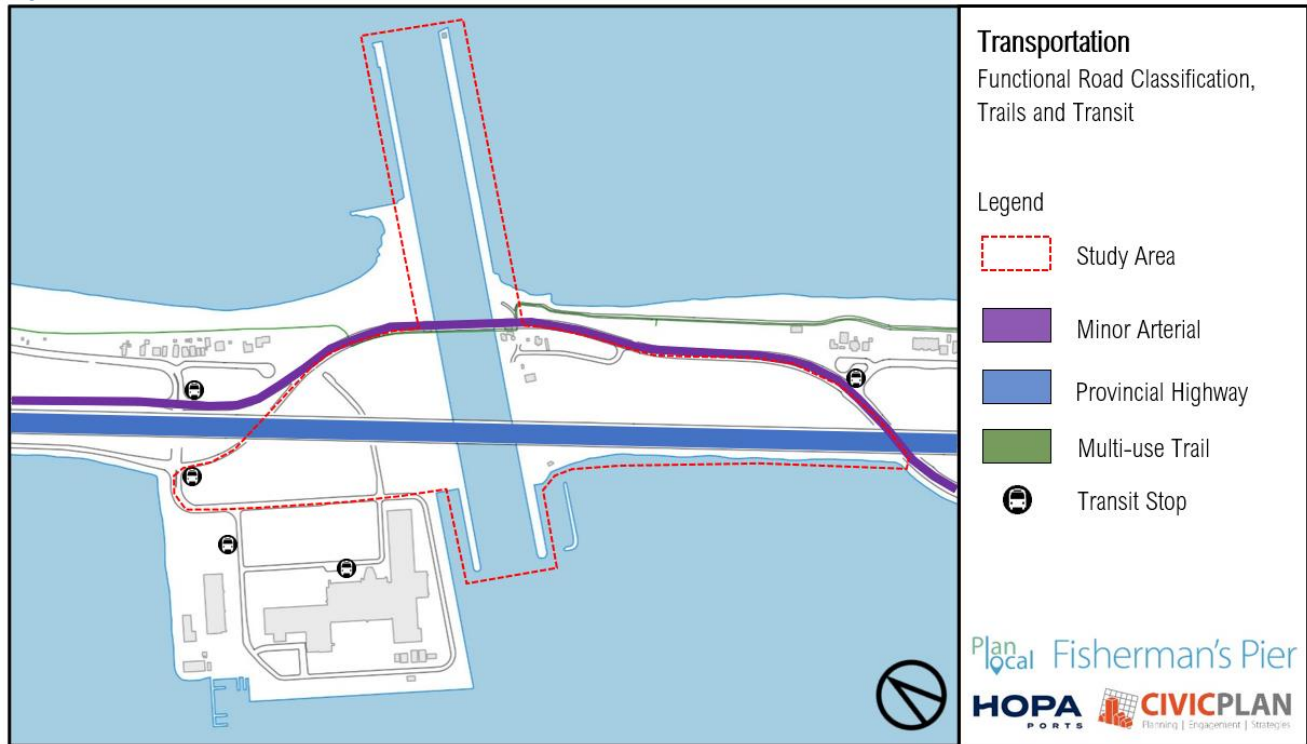
Open Space

The urban land use designation for the breakwater pier on the Hamilton side of the study area is Open Space. This designation provides for a variety of passive and active recreational opportunities for residents and visitors to the city.

2.5.1.1 Transportation

Within Hamilton's Official Plan are details specifying types of transportation in the study area. The following outlines the road classifications related to the study area as well as transit and alternative transportation options.

Figure 6: Transportation



Functional Road Classification³

Eastport Drive is classified as a Minor Arterial road, which is subject to the following policies:

- The primary function of a minor arterial is to carry moderate volumes of intra-municipal and inter-regional traffic.
- Bicycle lanes may be in place and sidewalks shall generally be provided for pedestrians.
- Gateway features may be permitted where required.
- On street parking and loading may be prohibited or at minimum be restricted in the peak hours.

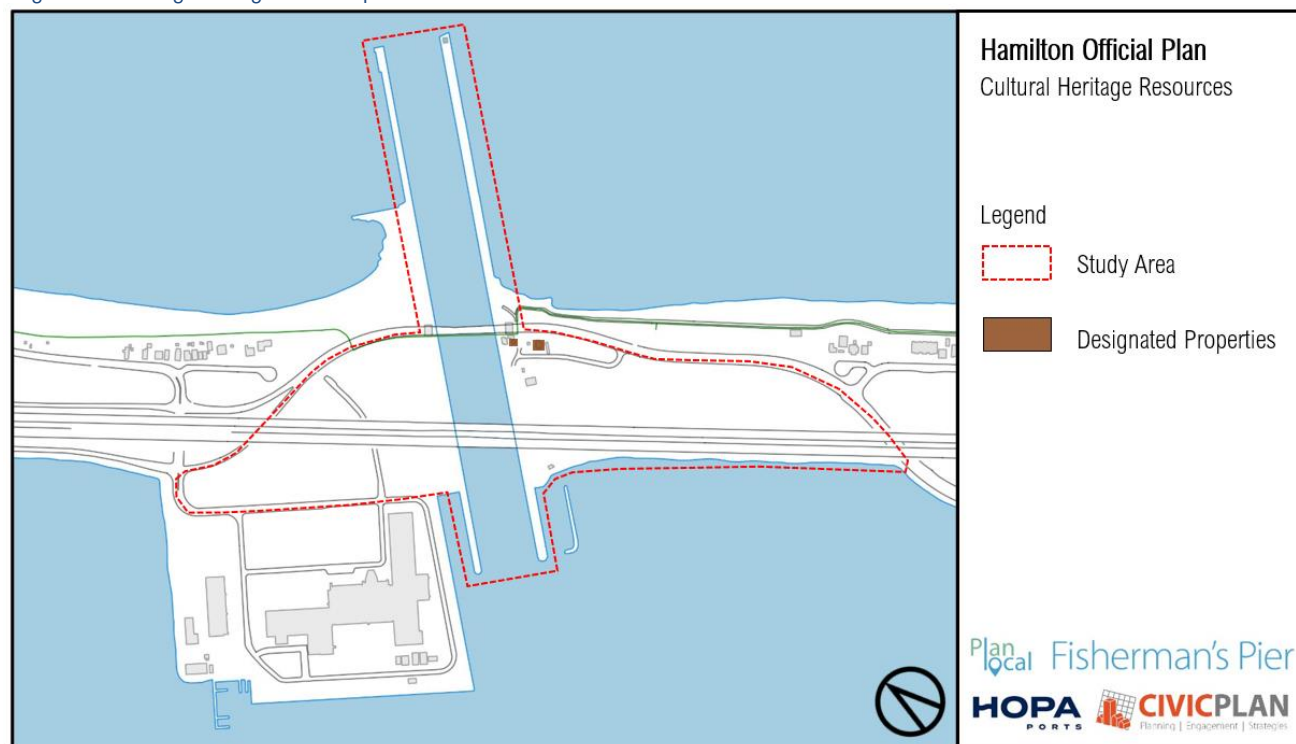
Transit and Trails

- The study area is serviced by one transit route with stops on either side of the lift bridge. The route runs every 30 minutes and travels along Beach Boulevard and Eastport Drive extending to the Burlington Bus terminal.
- There is a paved multi-use trail the runs parallel to Lake Ontario the length of the study area crossing over the canal on the Lift Bridge.

2.5.1.2 Official Plan Cultural Heritage Resources Policies

The study area contains some cultural heritage resources of note⁴ (see Figure 7). Specifically, the Beach Canal Lighthouse and Keeper's Cottage are designated heritage properties.

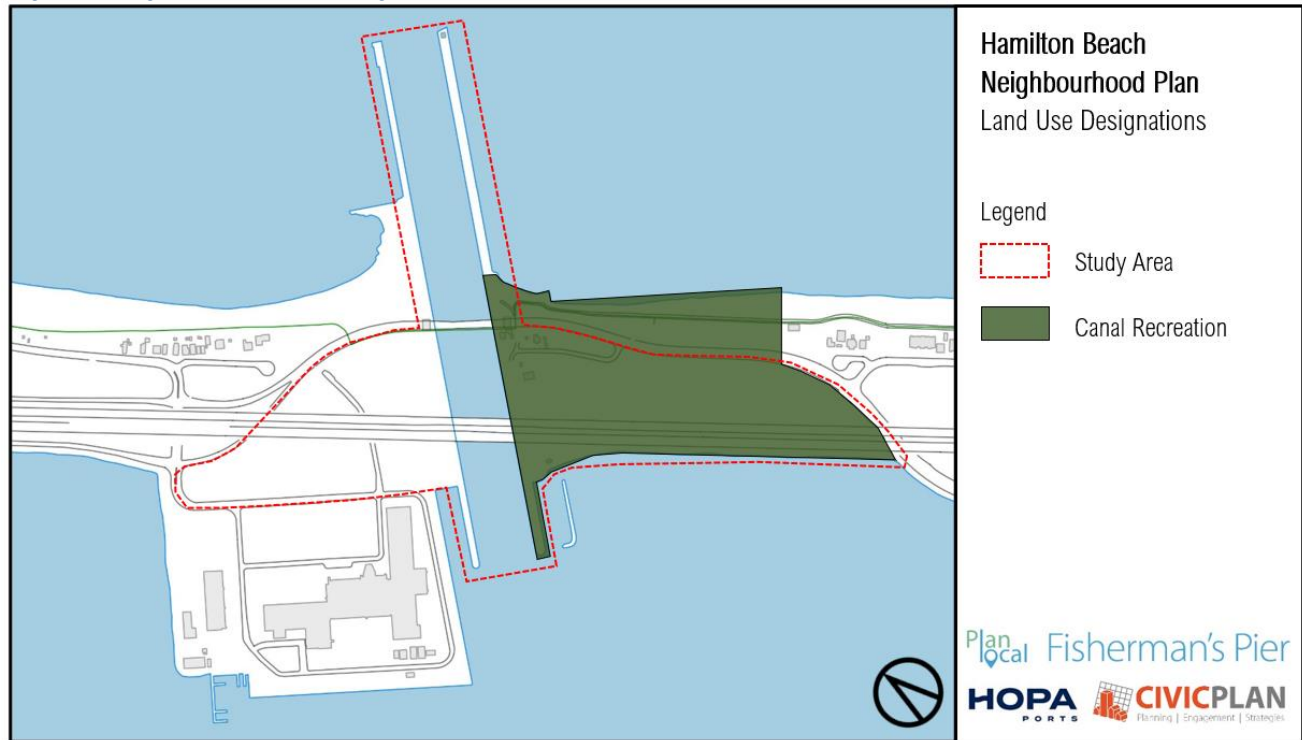
Figure 7: Heritage Designated Properties



2.5.2 Hamilton Beach Neighbourhood Plan

The Hamilton Beach Neighbourhood Plan⁵ covers a portion of the study area (see Figure 8). Specifically, the area designated as “Canal Recreation Area”.

Figure 8: Neighbourhood Plan Designations



Canal Recreation Area - Permitted Uses

- Parks and recreation uses will be designed and developed to recognize shipping and navigation uses as carried out by the Hamilton Harbour Commissioners.
- Uses to serve tourist-oriented needs, include water-related and supporting recreational uses, e.g. amusement park, recreationally-oriented commercial uses, boating facilities, interpretive centres, craft centres etc.

Planning and development of the Canal Area will be encouraged, to ensure:

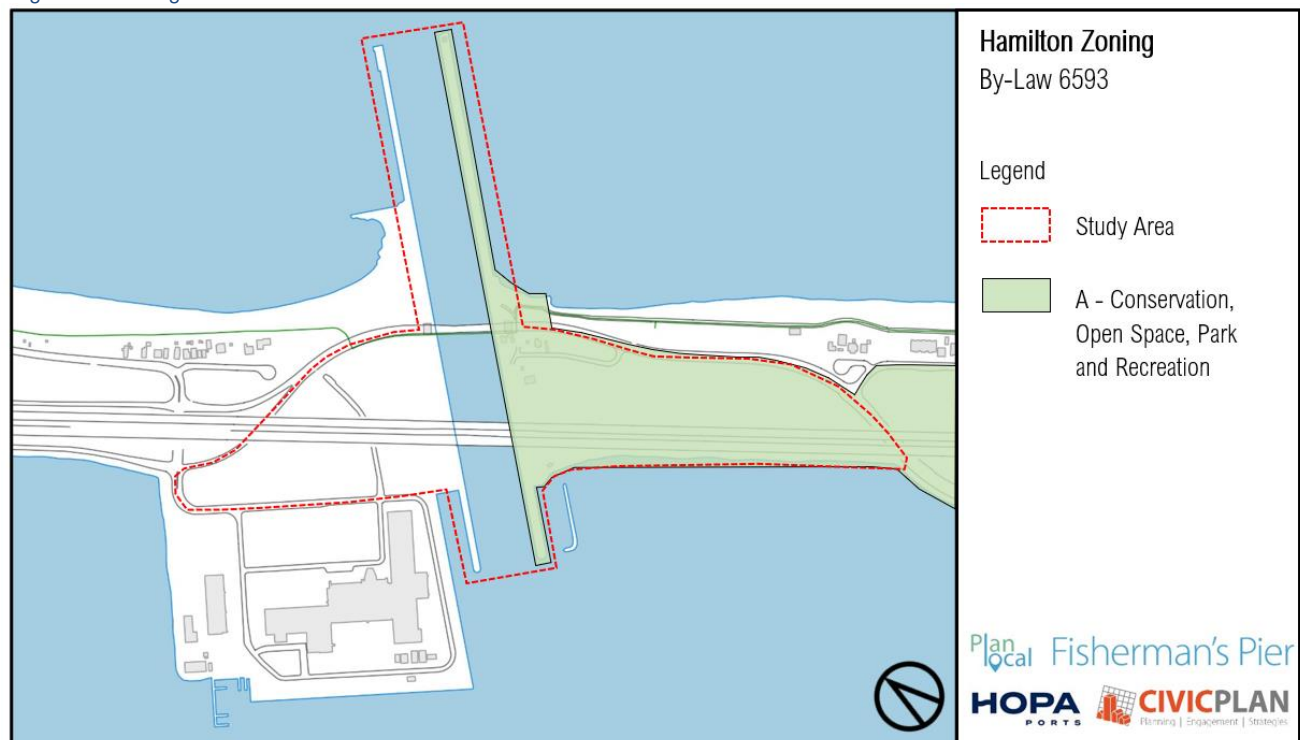
- Pedestrian and cyclist links, providing access through the area, especially to the adjacent shorelines, and connecting to pedestrian and cyclist links along the Lakefront and in Burlington;
- Retention and enhancement of existing features where appropriate, including the Lighthouse and views;
- Parking and amenity areas for users of the lakefront recreational area and Breezeway, located on the lakeside of the Beach; and,
- Design and features which are complementary to recreation facilities proposed for Burlington Beach.

2.5.3 Hamilton Zoning

The relevant lands on the Hamilton side of the study area are zoned “A” for Conservation, Open Space, Park and Recreation.⁶ Public Uses and heights permitted under this designation include:

- A public or private forest, wildlife reservation or other conservation project, or a reservation for hiking, picnicking, skiing, or other such outdoor sports;
- A golf course, bowling green, tennis court, playground, playfield, play lot, picnic ground or other such recreational use, provided it is owned and operated by the City or it is owned and operated by the City in conjunction with the private sector;
- No building shall exceed two and a half storeys, and no structure shall exceed 11.0 metres (36.09 feet), in height.

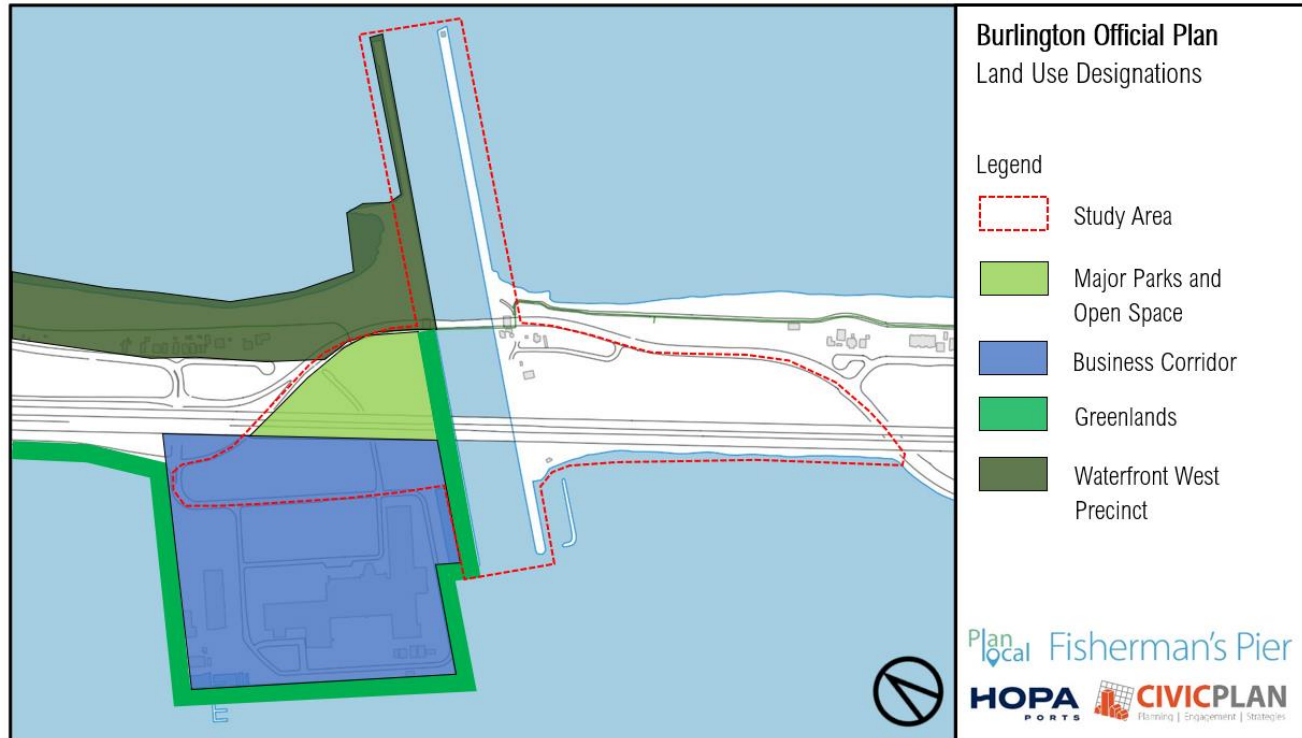
Figure 9: Zoning District A



2.5.4 Burlington Official Plan

Part of the study area falls under the Burlington Official Plan.⁷

Figure 10: Burlington Land Use Designations



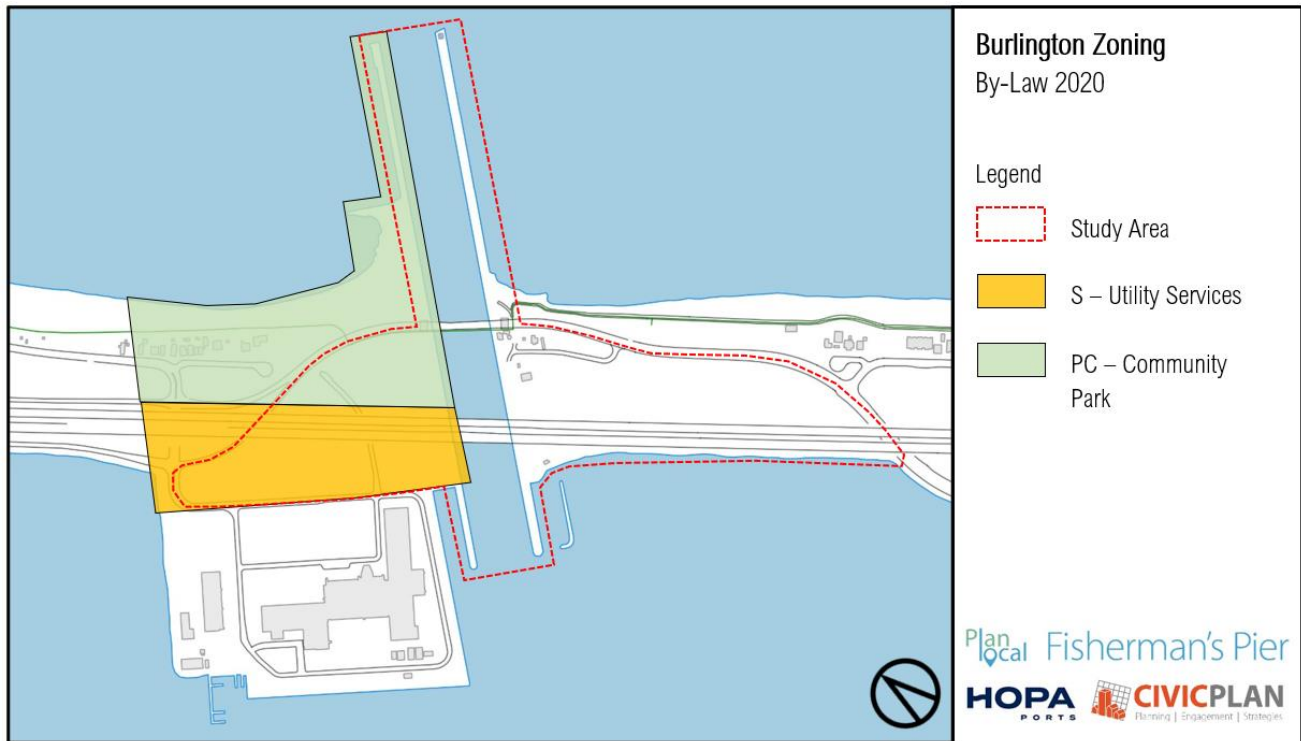
Specifically, four land use types are identified in the study area:

- **Business Corridor – Permitted Uses** - A broad range of office uses, industrial uses, research and information processing, communications, utilities and transportation uses, hotel, conference and convention uses. A limited range of retail commercial uses such as convenience stores, and a limited range of service commercial and recreation uses such as restaurants, banks and fitness centres.
- **Major Parks and Open Space – Permitted Uses** - Uses permitted may include: municipal parks and related community facilities, golf courses and related facilities, and outdoor recreation uses. The design and development of Burlington Beach park shall be subject to a Park Master Plan prepared in conjunction with the Region of Halton and Conservation Halton.
- **Mixed Use Centre: Waterfront West/Public Lands Precinct – Permitted Uses** - Land designated for parks and open space uses shall provide recreational opportunities that may include festive, cultural and ceremonial activities.
- **Greenlands – Permitted Uses** - Non-intensive recreational uses such as nature viewing or forest, wildlife and fisheries management.

2.5.5 City of Burlington Zoning

Much of the relevant part of the study area on the Burlington side of the Canal is covered under the City of Burlington Zoning By-Law 2020.⁸ More specifically, the area adjacent to the Canadian Centre for Inland Waters, which currently houses a city soccer field, is zoned S – Utility Services and the area which is part of the Burlington Beach Regional Waterfront Park Master Plan is zoned PC – Community Park.

Figure 11: Burlington Zoning



Zone S – Utility Services - Permitted Uses:

- Any transportation, communication or utility use
- Open space and outdoor recreation uses such as playing fields, parks, walking trails, bike paths and parking lots associated with such uses.
- Buildings and structures required to implement a permitted use.

Zone PC – Community Park⁹ - Permitted Uses:

- Community and City parks
- Community and recreation facilities
- Cultural Heritage resources and facilities
- Buildings and structures for permitted uses.
- Accessory buildings and structures for permitted uses.

2.5.6 Burlington Beach Regional Waterfront Park Master Plan (Halton Region)

The portion of the study area on the Burlington side of the Canal, between the Skyway Bridge and Eastport Drive, and including the adjacent Breakwater Pier is within the planning area of the Burlington Beach Regional Waterfront Park Master Plan, passed by Halton Regional Council in May 2015.¹⁰ Plans for these areas include flexible park space and a parking lot between the QEW and Eastport Drive. For the Piers, uses include various installations about marine heritage, Great Lakes ships and industrial history, as well as seating areas.

Figure 12: Burlington Beach Regional Waterfront Park Master Plan



2.5.7 Burlington Canal Light Station Redevelopment Plan

The Beach Canal Lighthouse Group (BCLG) is spearheading a plan¹¹ to restore and animate the Burlington Canal Light Station, comprising the 1858 stone tower and the adjacent 1857 brick keeper's cottage.



A brief history of the structures is provided on the Beach Canal Lighthouse Group (BCLG) website:¹²

The 1858 lighthouse (officially identified as the Burlington Canal Main light) consists of a slightly tapered 55-foot high circular tower with an iron lantern. Constructed of white dolomite limestone laid in regular courses with a round-arched doorway, it was built by the Scottish mason, John Brown. When the lighthouse stonework was complete, an interior spiraling staircase was installed, and the lantern room and cap added. The original lights were a pair of oil-burning lamps with reflectors. At decommissioning (1961) the light had been electrified and was equipped with a third order Fresnel lens, now in safe storage pending restoration of the tower and lantern.

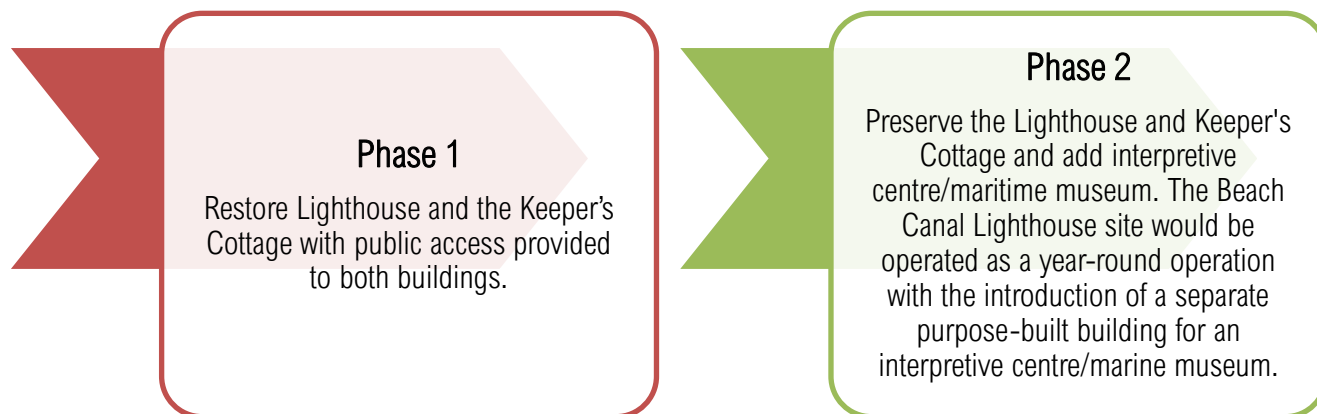
The keeper's dwelling was a simple 1 1/2 storey, side-gabled red brick structure (32' x 40') with raised parapet end walls. A full-length verandah added in the early 20th century was removed in 1945 and replaced by the existing porch. It is similar in design to the keeper's cottages erected in conjunction with the Imperial Towers and is also typical of much mid-19th century worker housing in Hamilton. Around 1900, it was moved a short distance from its original site (to the west and just south of former location of the Royal Hamilton Yacht Club) to its present site, where it stood facing Beach Road until 1962 when the roadway was realigned with the new lift bridge.

Currently, the land is owned by Public Services and Procurement Canada (PSPC) and the structure is owned by Fisheries and Oceans Canada. In 2017, the BCLG accepted a proposal put forward by the Hamilton Port Authority (now Hamilton Oshawa Port Authority), for HOPA to secure ownership of the property from the federal government and then subsequently negotiate a lease with the BCLG. BCLG would lead the management of the restoration process and fundraising efforts. As part of this transfer of ownership, the Government of Canada has indicated an interest in seeing the Lighthouse relocated to HOPA property, away from the Lift Bridge.

The development objectives of the plan are to:

- Restore both the Lighthouse and the Keeper's Cottage, with public access provided to both buildings
- Construct an interpretive centre and/or a marine museum to celebrate and bring awareness to the history of: the canal, the light-stations, trade, transportation and the Hamilton Harbour as a major port
- Collect and display materials relating to the history and significance of the light-station, the canal, and the Port of Hamilton
- Build a partnership with the City of Kingston and the City of Toronto to obtain artifacts from their collections to contribute to the development of a great lake's maritime museum in Hamilton
- Operate the light-station and interpretative centre/marine museum as an ongoing legacy for Hamilton and the surrounding area.

The redevelopment plan is proposed in 2 phases:



3.0 Online Participatory Planning Engagement



To inform the development of a Concept Plan for the Fisherman's Pier district, an online participatory planning approach was used that asked residents to help create a vision for the area that will guide future development.

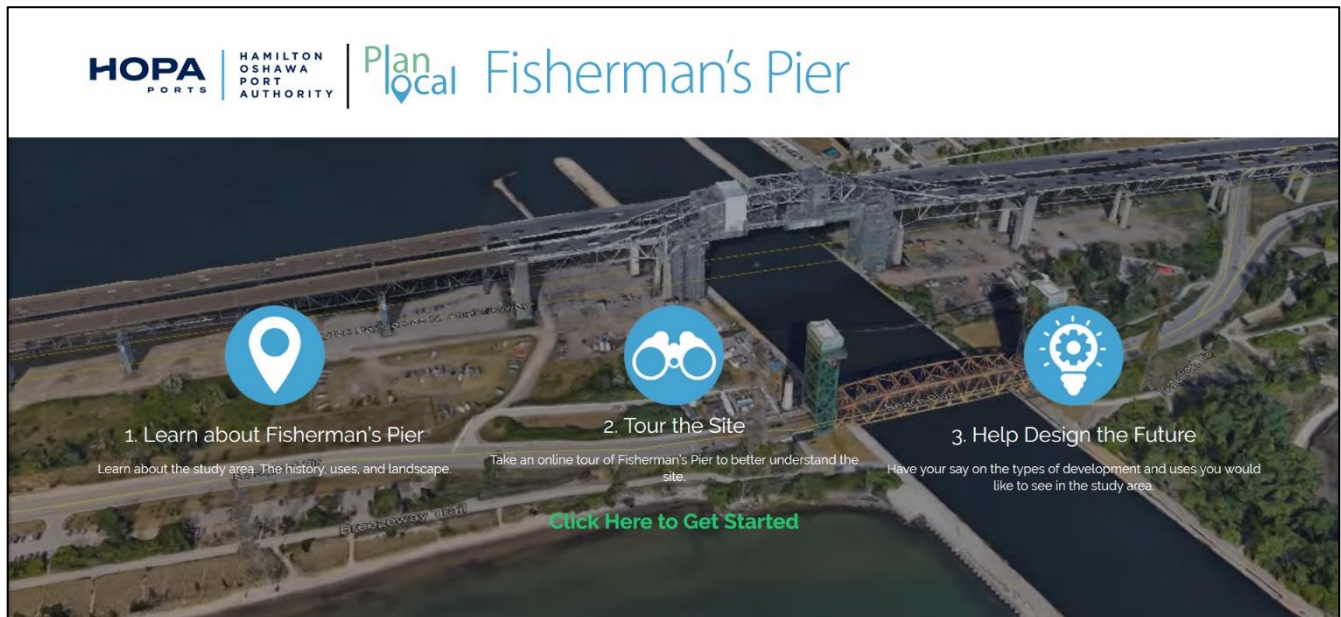
How it worked: Residents were asked to take a virtual tour to orient themselves to the study area. This was followed by a series of questions about improvements they would like to see in the future. The study area was presented in the separate zones described in Section 2.4.

Questions were asked about three zones:

1. The Breakwater Piers Area
2. The Eastport Greenspace Area
3. The Historic Lighthouse Area

Zone 4: Proposed Parkland. As Halton Region has already prepared a master plan for this zone, the process did not ask for input on this area, but rather used the opportunity to educate participants on the existing plan.

For the first three zones, a number of design concept images were presented for residents to assess. Participants were asked to assess each design approach and then rank the design approaches against each other. Additionally, a separate set of options was presented on how to animate the area around and under the Skyway Bridge.



Screenshot of Participatory Planning Tool

3.1 Parameters for Redevelopment

The proposed improvements were ideas from different locations around North America. Each image demonstrated a different approach to design that could be implemented in that zone. The options for consideration were informed by previous development planning concepts, municipal regulations, as well as certain site requirements that needed to be maintained:

General Parameters:

1. No marina, given the site and water characteristics.
2. The boat launch is to remain.
3. The plan to restore and reuse the Lighthouse and Keeper's Cottage is to be incorporated into the redevelopment concept.
4. Flexible/Seasonal uses of the major spaces, such as pop-up structures or flexible greenspace, that could allow the site to adapt for different seasonal uses.
5. Understanding the limitations of active use of the space underneath the Skyway Bridge, explore general options to animate that area.

3.2 Design Options for Zone 1: Breakwater Piers

Pedestrianized Pier

In this concept, the space is updated with elements such as seating, railings, and sun/shade structures to create a better pedestrian environment.



South Pointe Park Pier, Miami Beach, USA

Landscaped Pier

In this concept, the space is reimagined as a more naturalized space, including elements such as plant material and trees, rocks, seating and sun/wind shelters, as well as different types of path surfaces, from wood boards, to concrete areas and paving stones.



East Waterfront Park, Baltimore, USA

Animated Pier

In this concept, the space is transformed into a temporary commercial and events space. It could include pop-up vendors or food trucks, as well as railings, lighting, seating areas and passive landscaping.



Pier 13, Hoboken, NJ, USA

3.3 Design Options for Zone 2: Eastport Greenspace

Urban Beach

In this concept, the space would be transformed into a temporary beach area, including beach huts and shade structures that line the waterfront corridor. Ample seating, sunbathing, wooden boardwalk and sand contribute to the urban beach feel.



Village au Pied-du-Courant, Montreal, Canada

Flexible Open Space

In this concept, the space would be renewed as an open green space park that includes grass lawns, paved sidewalks, seating and lighting. This space could be used to host temporary events or festivals.



San Diego County Waterfront Park. San Diego, USA

Eco Park

In this concept, the space would be re-naturalized with wildlife habitat and natural stormwater management ponds. Trails would traverse the space encouraging people to 'stay on the path' to minimize the potential negative impacts on the surrounding ecosystem.



Brooklyn Bridge Park, Brooklyn, NY, USA

Adventure Park

In this concept, the space might include a themed adventure play area, including structures built from repurposed materials that reflect the marine or industrial heritage of the area.



Domino Park, Brooklyn, NY, USA

3.4 Design Options for Zone 3: Historic Lighthouse

Interpretive Centre

The existing plan to restore the Lighthouse and Keeper's Cottage, and to incorporate an interpretive centre was outlined. Participants were advised that these restored historic spaces would be part of any of the other concepts suggested.



Lighthouse and Keeper's Cottage, Hamilton, Canada

Seasonal Commercial

In this concept, the space would be populated by a seasonal commercial district. The district would boast waterfront views and outdoor seating accessible from the pier promenade with improved pedestrian amenities.



Artifact Walk, NY, USA

Pop-Up Village

In this concept, the space would be available for temporary pop up events and festivals. A mixture of permanent seating and shade structures become animated when surrounded by temporary tents and vendors.



Sugar Beach, Toronto, Canada

Landscaped Promenade

In this concept, the space would include landscaping such as lawns and shade trees creating a transition from the canal side surrounding the Lighthouse and Cottage, flowing the adjacent zone. Pathways and seating could be included to encourage passive use.



North Branch Park, Chicago, USA

3.5 Skyway Bridge

The Skyway Bridge is a central feature that spans the entire Fisherman's Pier area. From the ground, this structure looms large, with a significant background presence, while framing many of the views in the area. After providing input for design options for the three zones, a separate set of options was presented on how to animate the area around and under the Skyway Bridge.



3.5.1 Design Options for Skyway Bridge

Vertical Gardens

In this concept, the large columns and footing structures of the highway could act as the base of vertical gardens.



Vertical Gardens, Mexico City

Public Art

In this concept, the bridge structure could be the canvas for a public art projection that transforms the underside of the bridge at dusk.



Cambie Street Bridge, Vancouver, Canada

Night Lighting

In this concept, the bridge itself would be lit up at night, which creates a landmark that can be seen from long distances.



Jacques Cartier Bridge, Montreal, Canada

Activity Space

In this concept, the space underneath the bridge could be designed as an activity space.



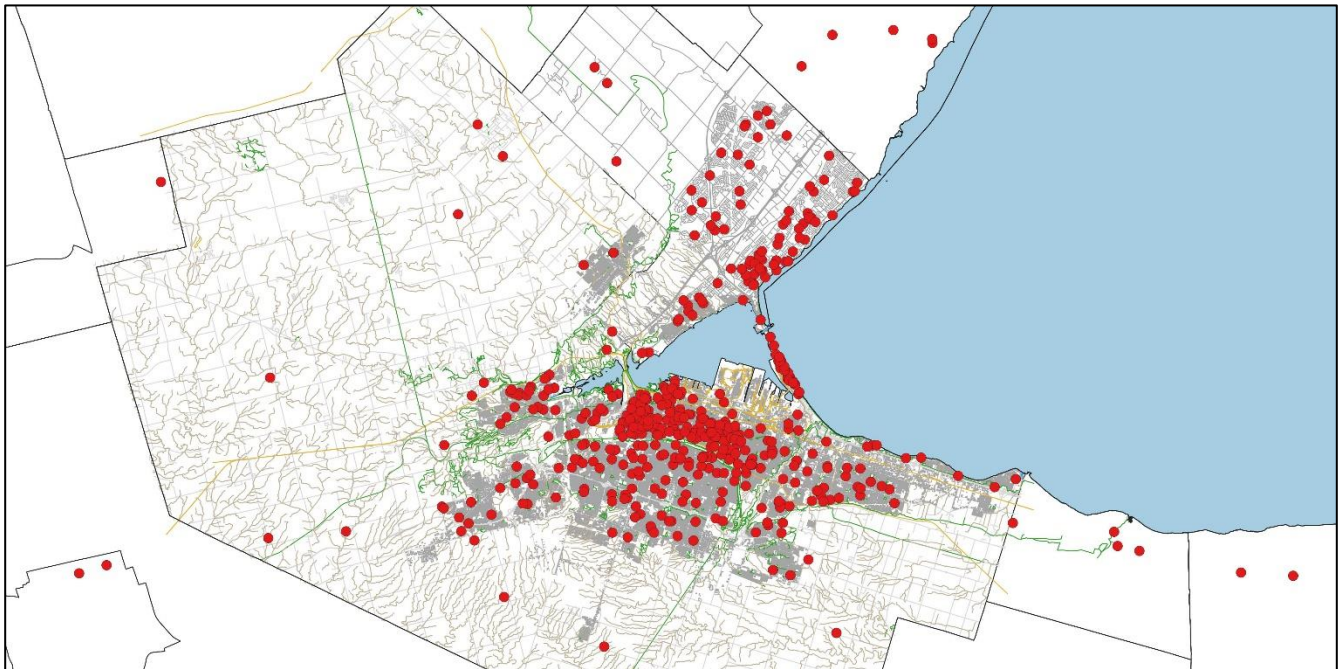
The Bentway Park, Toronto, Canada

3.6 Results from Online Participatory Planning Consultation

The following section provides a summary of the responses to the Fisherman's Pier online engagement process. In total, 650 responses were received via the participatory planning online tool, which was open from September 24, 2019 to January 31, 2020. Respondents were asked to select and comment on specific design ideas for the different sectors of the study area.

In addition, participants were asked for their postal code. Figure 13 shows the geographic distribution of responses which illustrates good regional representation in the results.

Figure 13: Geographic Distribution of Respondents



The results for each zone are presented in the following pages. Each results summary outlines the preferences and priorities among the options presented for each zone, highlighting the top design choice as well as the secondary choice. Also, participants submitted comments related to the options which helped inform the design considerations for each intervention.

3.6.1 Breakwater Piers

Respondents were asked to indicate whether they liked or disliked three design ideas for the Breakwater Piers. Figure 14 displays the responses to the three options presented in terms of like/dislike. The Landscaped Pier received the most support with 75 percent of respondents indicating they liked this design idea. This was followed closely by 72 percent of respondents indicating they liked the Pedestrianized Pier option. 50 percent of respondents indicated they disliked the idea of an Animated Pier.

Respondents were then asked to prioritize the three options. Figure 15 highlights the top choice of design ideas by respondents. The Landscaped Pier was the first choice for 47 percent of respondents.

Top Design Choice: Landscaped Pier

Secondary Choice: Pedestrianized Pier

Figure 14: Breakwater Piers Design Preference

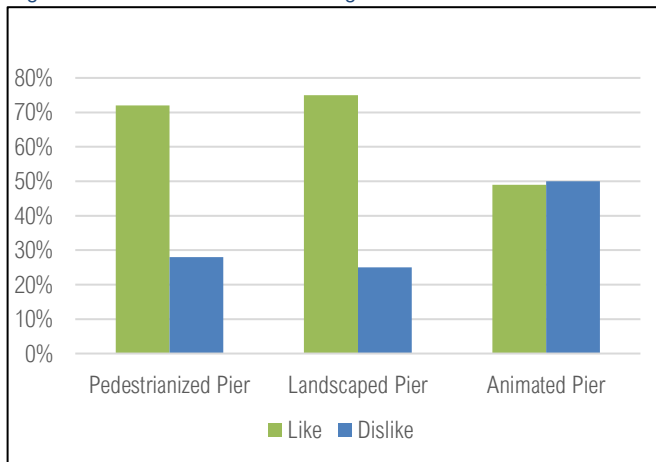
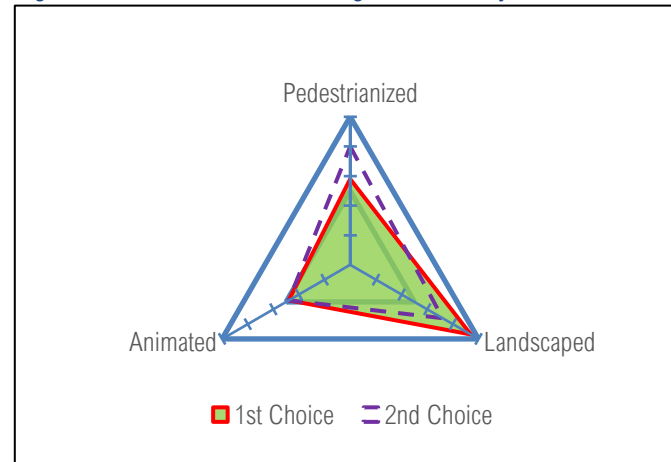


Figure 15: Breakwater Piers Design Idea Priority



Design Considerations:

- Landscaping and Amenities: Provide seating, shade structures and green landscaped elements.
- Accessibility: Ensure the space remains accessible for all, whether pedestrians, cyclists or those using mobility devices (e.g. wheelchair).
- Water Access: Ensure that access to the water is not obstructed for those who fish or for boat mooring in the canal.
- Durability: Incorporate materials that are safe and could withstand the weather and wave activity prevalent on the Pier. For example, respondents noted that wood pathways, as highlighted in both the Landscaped and Pedestrianized examples, might not be ideal, as these would become slippery and degrade quickly due to wetness and weather.

3.6.2 Eastport Greenspace

Figure 16 displays the responses to the four options presented in terms of like/dislike. Respondents indicated strong support for the Eco Park model (87%), as well as to a lesser extent, the Flexible Open Space model (69%). There was less support for the Urban Beach and Adventure Park examples.

Figure 17 highlights the top priorities between the options. The top choice, with 50 percent of respondents, was the Eco Park idea. The second choice was Flexible Open Space, followed by the Urban Beach option as the third option, and finally the Adventure Park as fourth choice.

Top Design Choice: Eco Park

Secondary Choice: Flexible Open Space

Figure 16: Eastport Greenspace Design

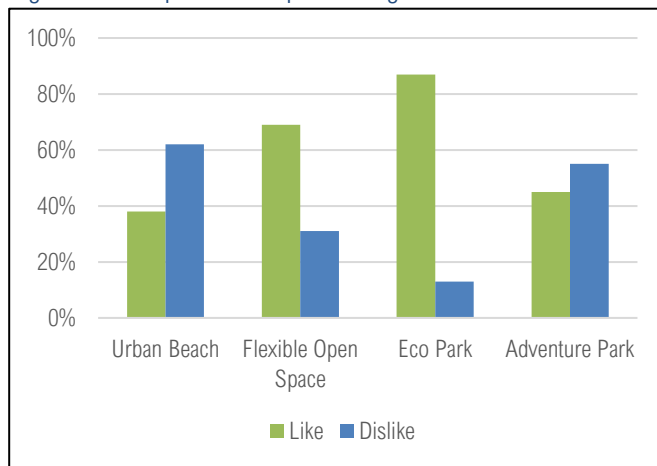
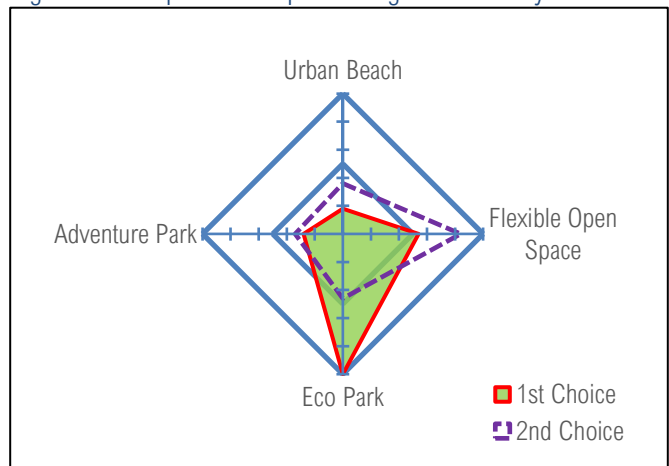


Figure 17: Eastport Greenspace Design Idea Priority



Design Considerations:

- **Green the Space:** Add green elements to the space to lessen the industrial appearance and concrete in the study area.
- **Create Habitat:** Create better habitat for birds and wildlife.
- **Sustainability:** Incorporate environmentally sustainable storm water management options in the area.
- **Accessibility:** Ensure that accessible pathways for pedestrians, cyclists and mobility devices are incorporated into the design.

3.6.3 Historic Lighthouse Zone

Three design options were presented to work alongside the Lighthouse and Keeper's Cottage, as there is an existing plan to restore the latter structures with the inclusion of a new interpretive centre. Respondents were first asked if they were aware of the plan to restore the Lighthouse and Keeper's Cottage, 74 percent of respondents indicated they were aware of the plan.

Respondents indicated that they liked the Landscape Promenade (88%) the most as a stand-alone concept idea, see Figure 18, followed by the Seasonal Commercial idea (72%), and then the Pop-Up Village idea (61%).

When asked to prioritize the three concept ideas by choice (see Figure 19), 50 percent of respondents indicated that the Landscape Promenade model was their first choice. This was followed by Seasonal Commercial.

Top Design Choice: Landscaped Promenade

Secondary Choice: Seasonal Commercial

Figure 18: Historic Lighthouse Design Preference

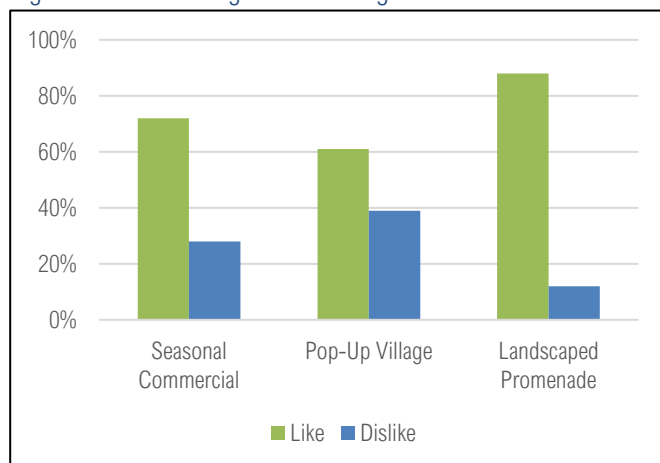
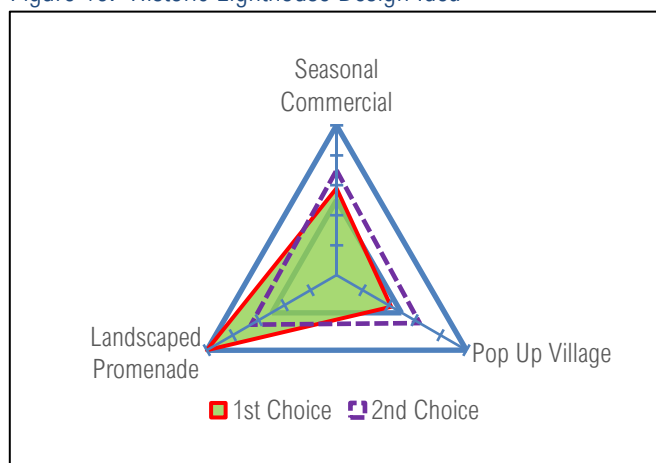


Figure 19: Historic Lighthouse Design Idea



Design Considerations:

- **Green the Space:** Include trees and landscaping in the zone.
- **Accessibility and Connectivity:** Include pathways for walking/cycling, connections to Pier, leave waterside open for fishing, accessible for boaters.
- **Clustered Commercial:** The Lighthouse area was the preferred locale for some limited commercial or retail uses (e.g. café, restaurant, washrooms).
- **Complementary Design:** Additional structures or landscaping should be complimentary to the architecture and design of existing heritage (Lighthouse and Keeper's Cottage).

3.6.4 Skyway Bridge

Four ideas about ways to animate the area around the Skyway Bridge structure were presented. Figure 20 illustrates respondents' preferences about each of the concept ideas. While all the ideas were popular with respondents, Night Lighting (81%) and the Vertical Gardens (80%) were those that respondents liked the most, followed by Activity Space (74%), and Public Art (64%).

The concept ideas for the Skyway Bridge were not seen as distinct, but in many ways as complementary. This was reflected in respondents' selections as top choices. Figure 21 shows that Night Lighting was selected most often as a first choice (33%), it was closely followed by the Vertical Gardens idea (30%).

Top Choice: Night Lighting

Secondary Choice: Vertical Gardens

Figure 20: Skyway Bridge Design Preference

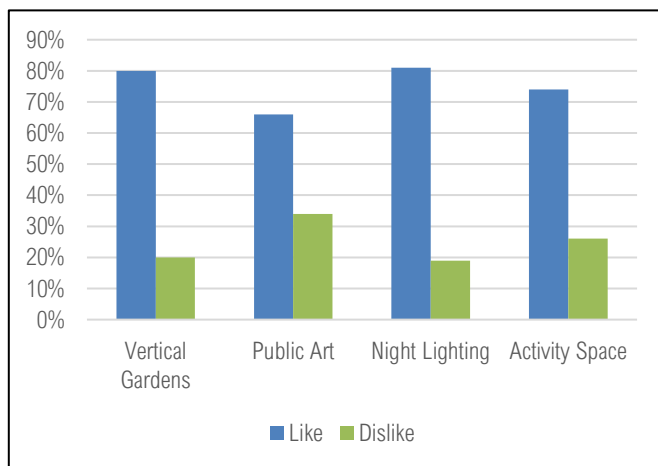
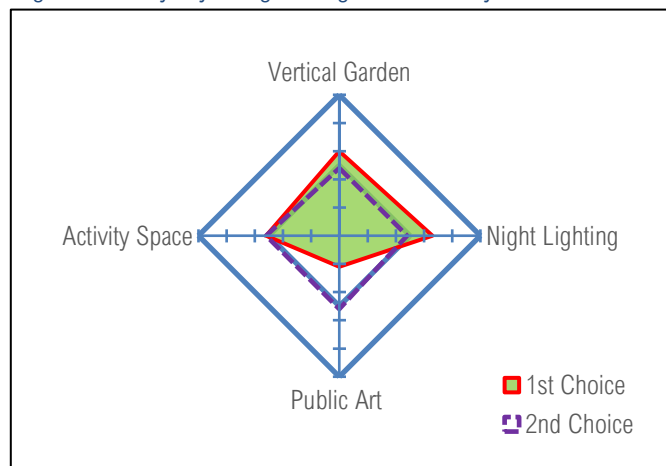


Figure 21: Skyway Bridge Design Idea Priority



Design Considerations:

- Create Gateway/Landmark Feature: Night lighting could be seen from a distance.
- Energy Efficiency: Use LEDs / solar power for night lighting
- Blend Ideas: Respondents indicated wanting to see a combination of the options, e.g. Vertical Gardens and Night Lighting, or Public Art and Night Lighting or all four together.
- Durability: For public art, respondents were interested in more permanent types of installations, using steel and/or mural art. Additionally, respondents saw this as a great opportunity to profile local artists.
- Maintenance: While a large percentage of respondents supported the idea of the Vertical Gardens, some concerns were raised about maintenance and winter care.

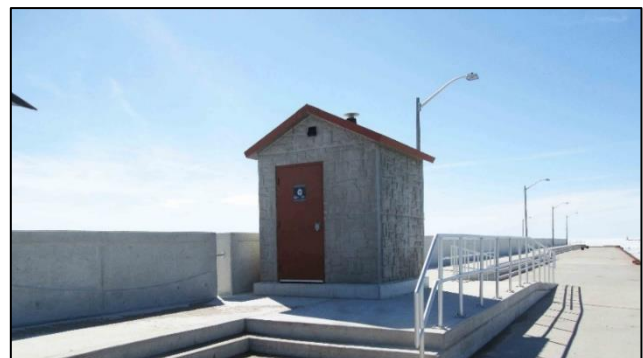
4.0 Stakeholder Engagement

As part of developing the Concept Plan, HOPA contacted a broad cross section of stakeholders from across different spheres. This included representatives from federal government agencies and departments, provincial government departments, local and regional governments, Indigenous organizations, community groups, and fishing and angler clubs. While the original communication was intended to share information about the concept plan and ask for insight from the perspective of the different stakeholders, some groups expressed an interest to be kept informed as the process moves forward. However, a selection of stakeholders chose to share their thoughts about future planning of the area at this stage:

- **Beach Canal Lighthouse Group**¹³ – The Beach Canal Lighthouse Group (BCLG) is a not-for-profit organization incorporated under the Ontario Historical Society. Its goal is to bring together people who are interested in the preservation and interpretation of the Burlington Canal Light Station, comprising the 1858 stone tower and the adjacent 1857 brick keeper's cottage. The BCLG is interested in seeing the redevelopment of the Lighthouse and Keeper's Cottage incorporated in the concept plan. A more detailed explanation of their plan is provided in section 2.5.7.
- **Canada Centre for Inland Waters** – The Canada Centre for Inland Waters (CCIW) is one of the world's leading water-research complexes and is owned and managed by Environment Canada. Established by the Government of Canada in 1967, CCIW occupies a large waterfront site in Burlington, just inside Hamilton Harbour, adjacent to the Fisherman's Pier study area. In particular, there is a soccer field opposite their site which has fallen into disrepair due to lack of maintenance. Input received from the CCIW indicated an interest in seeing the soccer field refurbished and brought back into use. There is the potential for the CCIW to expand their irrigation network to cover the field and to assist with field maintenance (grass cutting) over the summer months. In addition, the field could be used for temporary parking for events in the district.
- **Canadian Hydrographic Service** – The Canadian Hydrographic Service (CHS) is part of the federal department of Fisheries and Oceans Canada. They operate a water level monitoring unit on one of the canal piers. They are interested in moving the monitoring unit further down the pier, away from the shore. Representatives from the CHS provided examples of monitoring units elsewhere that demonstrate ideas about how to adapt the design of the unit into the local context, which could be done at Fisherman's Pier as well.

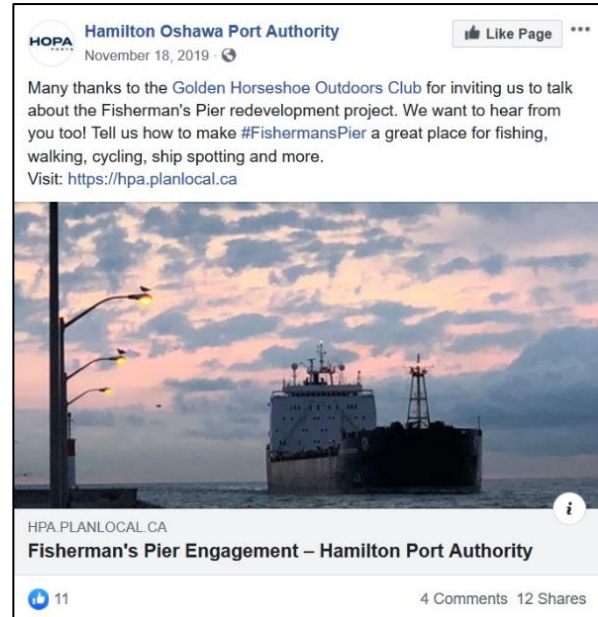


Current Monitoring Station on the Breakwater Pier



Example of Monitoring Station in Goderich, Ontario

- **Angler Groups** – HOPA representatives met with angler groups on a number of occasions to discuss the Concept Plan for Fisherman's Pier. A number of ideas emerged from these meetings including: Upgrading the launch ramps, providing 24-hour access, introducing day docks, building paved parking for boat trailers, improving site security, creating access for fishing on the Harbour side under the QEW bridge, and building a structure containing washrooms and/or meeting space for clubs.



- **Halton Region** – Feedback received from the Region of Halton emphasized the desire to see compatibility with the existing plans for the study area. In particular the Burlington Beach Regional Waterfront Park Master Plan. Timelines for development of the park are estimated to be 2023-2030.

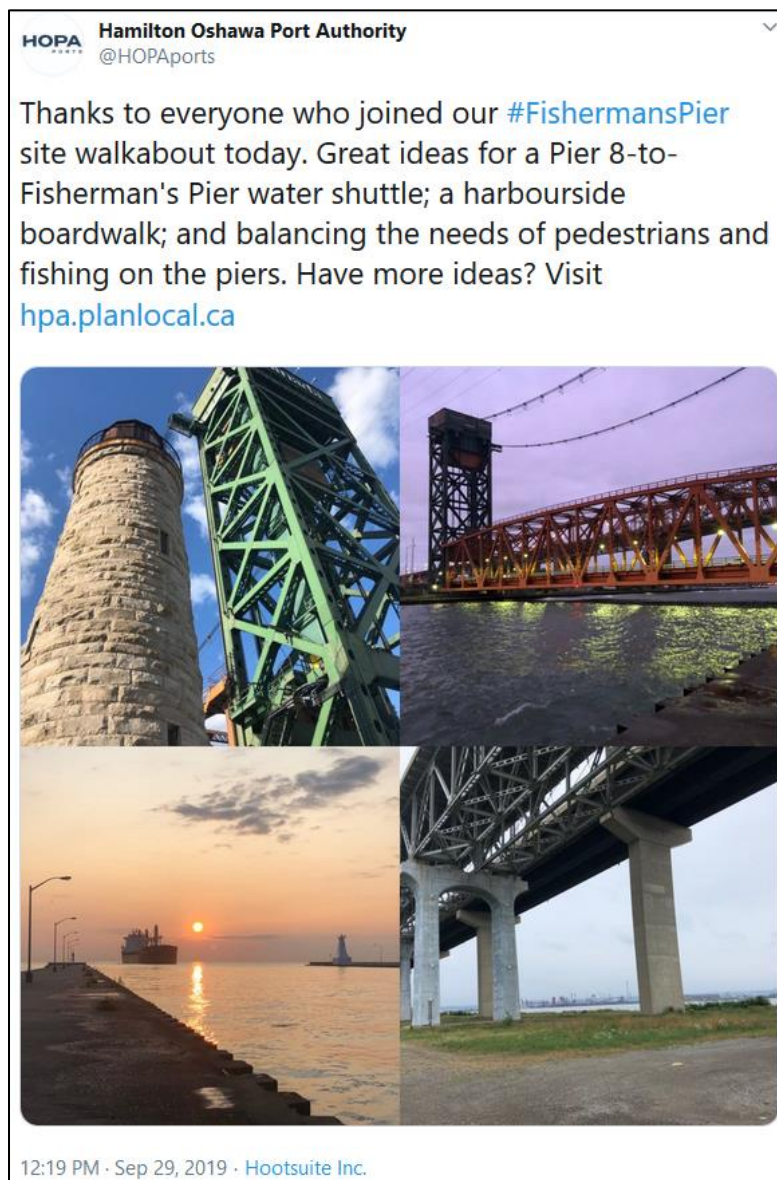


- **Ontario Ministry of Natural Resources and Forestry (MNRF)** – Feedback received from the MNRF provided general suggestions about maintaining affordable public boat access to Lake Ontario as such facilities are in short supply and declining, especially in light of recent high-water issues that have closed boat launches and damaged others. Further, just like parks, trails, and open green spaces, when a community offers affordable boat access for all types of vessels including power boats, canoes, kayaks etc., it increases the quality of life for those in the community and attracts tourism.

4.1 Public Site Walkabout

A public site walkabout was held on September 29th, 2019. This provided an opportunity for the public to learn about the site and provide input on what they would like to see in the future. Ideas ranged from a waterfront shuttle to connect the site to the west harbour, as well as a boardwalk and the need to balance the different users of the site.

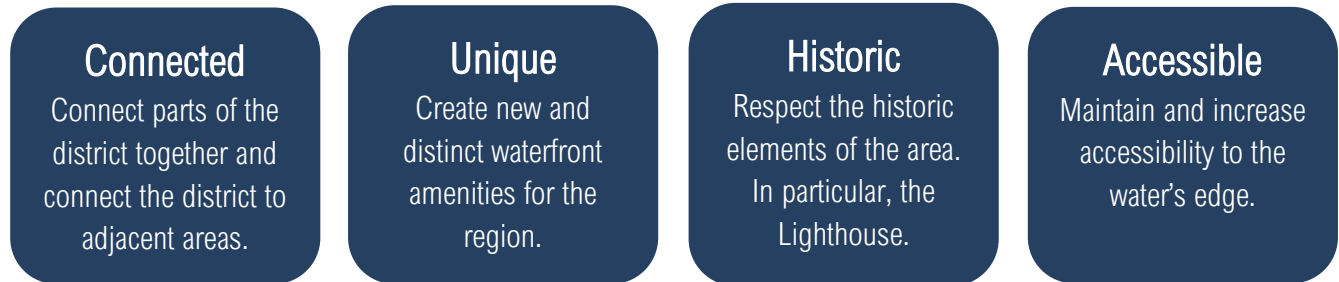
Many participants in the walkabout were associated with fishing and angling groups that make use of the Fisherman's Pier location for fishing and the boat launch. Input was consistent with other fishing groups including the desire for an upgraded boat launch with 24-hour access, meeting space, washrooms, and access to the harbour shoreline.





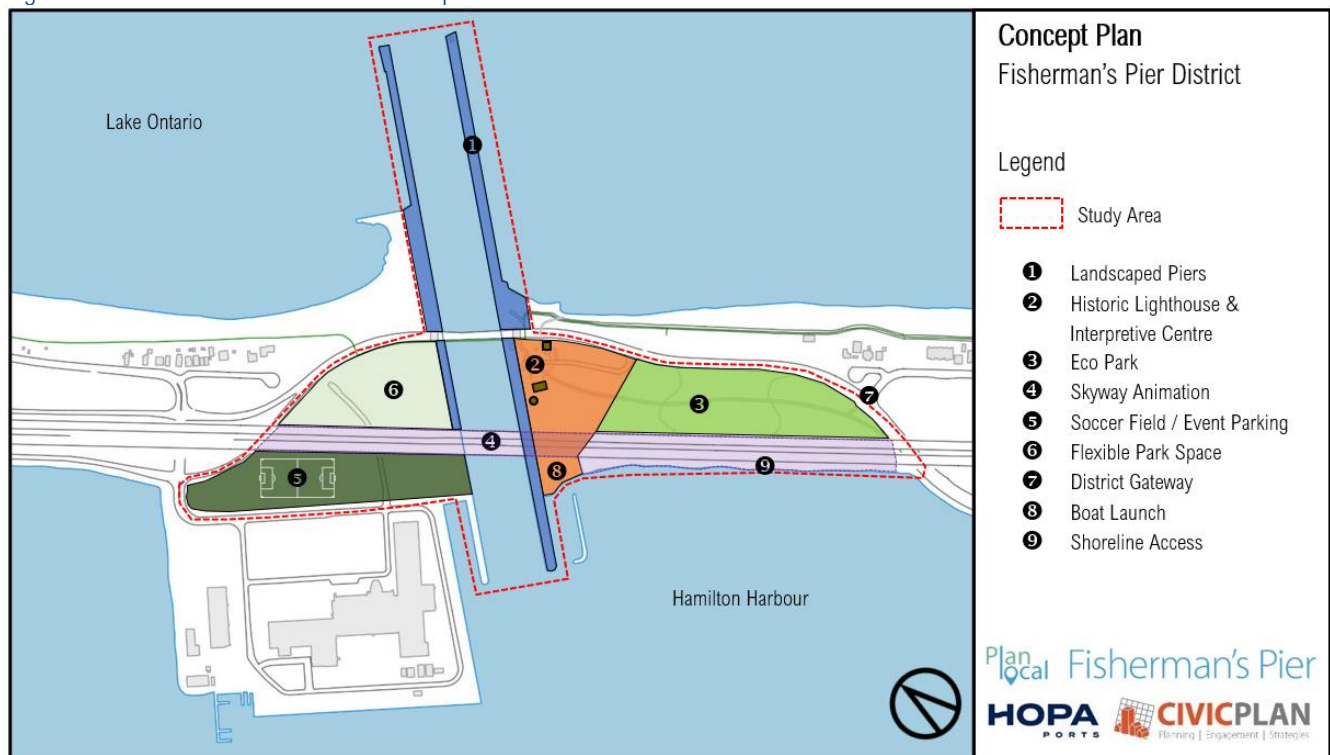
5.0 Concept Plan

The Fisherman's Pier District Concept Plan builds on the inherent strengths of the area. It recognizes the municipal regulatory context, as well as it incorporates the feedback from stakeholders and the outcomes from the participatory planning process. The plan is grounded in 4 themes:



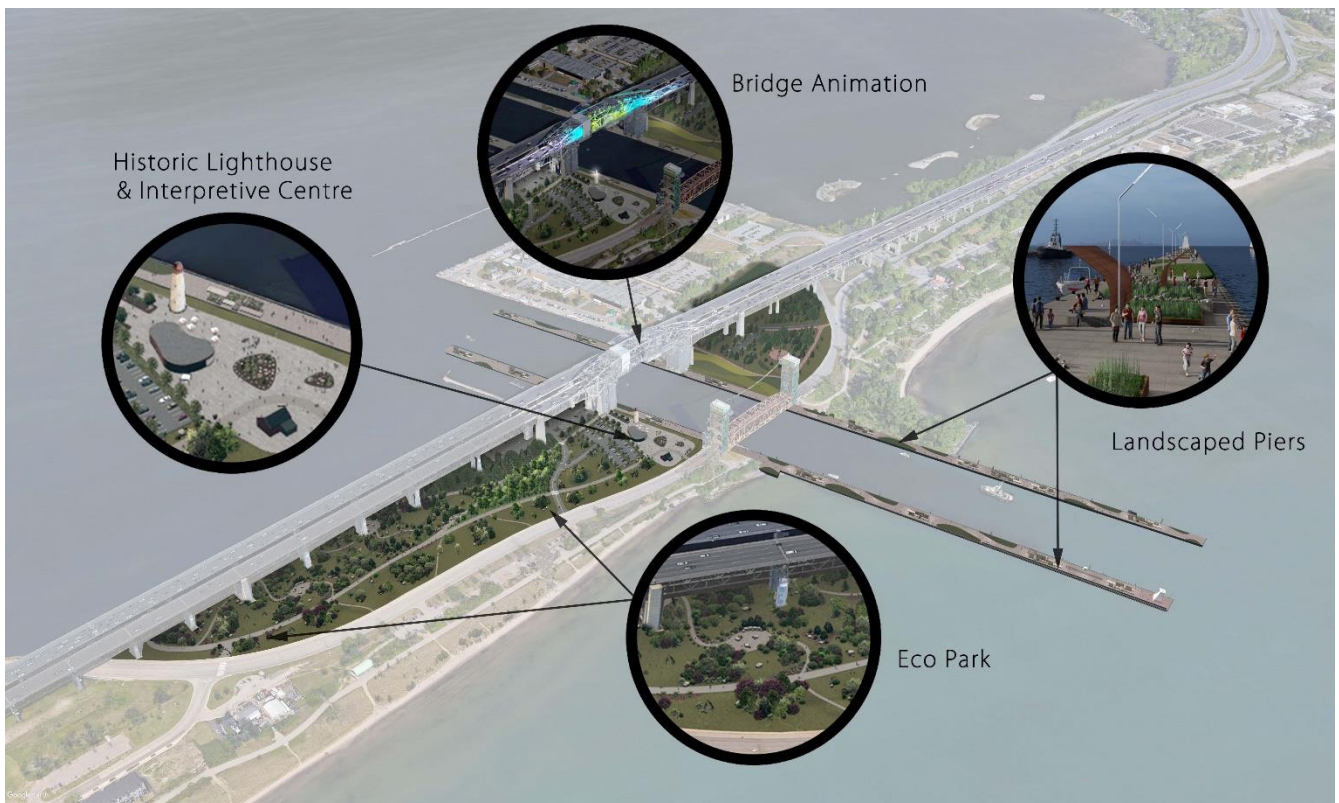
The Concept Plan combines zone-specific interventions with other features to help connect the site to the adjacent regions, as well as increase access to Hamilton Harbour.

Figure 22: Fisherman's Pier District Concept Plan





Aerial View of Fisherman's Pier District Concept Plan



Proposed Zone-Specific Interventions Supported Through the Public Participatory Planning Process

5.1 Concept Plan Components

The following section outlines the key concept plan components.

5.1.1 Landscaped Piers

The Breakwater Piers will be redeveloped incorporating landscaping elements and pedestrian amenities. This includes seating and shade structures as well as the addition of greenery and plantings to create a more naturalized feel. The materials used will be durable and safe, given the weather and wave activity prevalent on the Piers. The redesign will ensure that the space remains accessible for all users, whether pedestrians, cyclists or those using mobility assisted devices. In addition, access to the water will continue in the redesign to allow space for fishing or boat mooring in the canal. Certain structures, such as the water level monitoring unit run by the Canadian Hydrographic Service, will remain part of any renewal and could be designed to fit in better with the redeveloped Pier.



View of the Breakwater Pier on the Hamilton side of the study area, looking out into Lake Ontario.

5.1.2 Historic Lighthouse District

The Historic Lighthouse area will be redeveloped to incorporate a revitalized and restored Lighthouse and Keeper's Cottage as part of more extensive landscaped surroundings. In line with ongoing discussions, the Lighthouse will be relocated to HOPA property, away from the Lift Bridge. Accompanying the Lighthouse, an additional multi-use structure will house an interpretative centre/marine museum. This structure will also contain washroom facilities, space for small-scale commercial activity such as a café, as well as flexible space that could be used as meeting space for some of the local angler clubs. The open space between the Keeper's cottage and new interpretive centre may be used for seasonal activities like pop-up markets and events. The landscaped surroundings would include more trees and open greenspace throughout the area, maintaining accessibility to the canal edge and connectivity to the Piers. As part of the redevelopment of this area, discussions with the Government of Canada should include the relocation of the existing maintenance facility to a more suitable location to enable better use of the space.



View of the Lighthouse District, including a proposed interpretive centre, and canal promenade.

5.1.3 Eco Park

The majority of the Eastport Greenspace will be redeveloped as an Eco Park, transforming an unmaintained area into a vibrant and unique addition to the region. The Eco Park would include flora and fauna to create habitat for birds and wildlife while also incorporating environmentally sustainable storm water management design. The design will ensure accessibility through the site with the inclusion of pathways for pedestrians, cyclists and those with mobility assisted devices. Towards Eastport Drive, the design would shift to more open space to transition to the landscaping present in the Historic Lighthouse District.



Views of the Eastport Eco Park, including a new access at Eastport Drive and Beach Road.

5.1.4 Skyway Bridge Animation

There are several options that could be explored to animate the Skyway. Night lighting would transform the bridge into a regional gateway/landmark feature visible from great distances around the region. Using LEDs would provide an energy efficient means to illuminate the bridge's primary arch. Under the road deck, the bridge pillars provide an opportunity for vertical gardens or as a canvas for public art. Finally, the land underneath the bridge could be designed to complement, or even integrate, the redevelopment of the adjacent zones, such as the Eco Park or parking for the boat launch/ramp, closer to the canal. All of these options will need to be considered in consultation with the Government of Ontario who owns the bridge.



View of Skyway Bridge with night lighting.

5.1.5 CCIW Soccer Field

The soccer field adjacent to the Canadian Centre for Inland Waters (CCIW) could be refurbished and brought back into use. This would reintroduce an organized playing field into the area, which could be maintained with the assistance of the CCIW. In addition, the field could be used for temporary parking in the district, which would address occasional increased parking needs during events.

5.1.6 Future Parkland

This area is part of the Burlington Beach Regional Waterfront Park Master Plan. This area is to be redeveloped as flexible park space with parking and the canal pier could include various installations about maritime heritage, industrial history, as well as seating areas.

5.1.7 District Gateway

The intersection of Beach Boulevard and Eastport Drive is the gateway into the Fisherman's Pier district. There are opportunities to incorporate a gateway feature/signage as an entrance to the redeveloped Eco Park. In addition, a new pedestrian crossing at this intersection would help provide a safe route across Eastport Drive for both pedestrians and cyclists.



View of gateway to the Fisherman's Pier District including a new entrance and road crossing at Eastport Drive and Beach Road.

5.1.8 Bayside Boat launch

The existing boat ramp and parking in this area will be maintained and improved along with the inclusion of new day use docks. Additional facilities, such as washrooms and flex meeting space would be provided in the multi-use structure to be included as part of the Historic Lighthouse redevelopment.

5.1.9 Harbourside Shoreline

Opportunities to open up the Hamilton Harbour shoreline underneath the Skyway Bridge to public access will be explored. This could include a trail or boardwalk along the waterfront, connected to adjacent redevelopment including the Eco Park.

6.0 Next Steps

The next steps for the Fisherman's Pier District Concept Plan should focus on implementation. This begins with ensuring policy alignment with the relevant regions involved. Other steps would include zone-specific feasibility studies, further consultation with stakeholders, as well as pursuing funding opportunities and partnerships.

6.1 Alignment with Municipal Planning Policy

The various components presented in the Concept Plan align with or are consistent with the municipal planning policy of the various regions involved:

Table 1: Alignment with Municipal Planning Policy

Concept Plan Components	Municipal Policy Jurisdictions		
	City of Hamilton	City of Burlington	Region of Halton
Landscaped Piers	✓	✓	✓
Historic Lighthouse & Interpretive Centre	✓	N/A	N/A
Eco Park	✓		
Soccer Field / Event Parking	N/A	✓	✓
Flexible Park Space		✓	
District Gateway	✓	N/A	N/A
Boat Launch	✓		
Shoreline Access	✓		

City of Hamilton: Official Plan, Hamilton Beach Neighbourhood Plan, Zoning

City of Burlington: Official Plan, Zoning

Region of Halton: Burlington Beach Regional Waterfront Park Master Plan

Fisherman's Pier is a remarkable location on the shores of Lake Ontario and Hamilton Harbour. The proposed Concept Plan reimagines this unique space through a series of targeted interventions that make the site a destination while connecting it to the adjacent regions. It builds on the inherent strengths of the district, including existing efforts to redevelop the Historic Lighthouse. Further, it imagines how the Skyway Bridge could enhance its status as a regional landmark. Finally, through the participatory planning process, residents from around the bay had a direct hand in helping to shape this plan giving it a strong local foundation moving forward.



View of the proposed Landscaped Pier at dusk.

7.0 References

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- ¹³ Beach Canal Lighthouse Group. Nd. Retrieved from <http://www.bclg.ca/about.htm>