

DATE: January 26, 2009

REPORT NO. CD-2009-006

TO: Chair and Members of Committee of the Whole

FROM: Ted Salisbury, General Manager
Community Development Services

1.0 TYPE OF REPORT

CONSENT ITEM [x]
ITEM FOR CONSIDERATION []
PRIVATE AND CONFIDENTIAL ITEM []

2.0 TOPIC

**Waterfront Master Plan Project
Draft Terms of Reference**

3.0 RECOMMENDATION

- A. THAT Staff Report CD-2009-006 regarding the draft Terms of Reference for the Waterfront Master Plan Project BE RECEIVED; and
- B. THAT Policy Planning Staff BE DIRECTED to conduct one public meeting to gain input from the community, including but not limited to key stakeholder groups, Committees of Council, First Nations, and members of the general public, in regards to the content of the draft Terms of Reference for the Waterfront Master Plan; and
- C. THAT staff BE DIRECTED to retain the services of a Facilitator in accordance with the City's Purchasing Policy to specifically assist in the facilitation of the Public Meeting for the Terms of Reference review; and

- D. THAT staff BE DIRECTED to follow the time line, as outlined in Appendix B to staff report CD2009-006, in order to commence the Request for Proposal process; and
- E. THAT a Waterfront Task Force BE STRUCK and undertake the roles as set out in the Terms of Reference, comprised of the Mayor and one Council representative from each Ward, including:
 - 1. Councillor_____
 - 2. Councillor_____
 - 3. Councillor_____
 - 4. Councillor_____
 - 5. Councillor_____; and
- F. THAT the Mayor BE DIRECTED to forward a letter to the Chief of Six Nations of the Grand River, extending an invitation for a representative to sit on the Waterfront Task Force.

4.0 PURPOSE

The purpose of this report is to briefly summarize the draft Terms of Reference for the commencement of the Waterfront Master Plan project and to gain Council direction for the completion of public consultation for the Terms of Reference prior to its finalization.

5.0 BACKGROUND

Staff report CD2008-143 provided a background summary as well as various options in terms of ways to approach the completion of a Waterfront Master Plan study for the City of Brantford. Based on information provided in this report, at its October 6, 2008 meeting, Council approved the following motion:

- A. THAT staff Report CD2008-143 regarding Grand River Waterfront Master Plan: Study Options and Approaches BE RECEIVED; and
- B. THAT the Waterfront Master Plan study will BE COMPLETED using Option #1 (outside consultant) as outlined in Staff Report CD2008-143; and
- C. THAT the Acting Treasurer BE DIRECTED to identify an appropriate funding source for the completion of the Grand River Waterfront Master Plan.

The first step towards the completion of a Waterfront Master Plan is the determination of specific items to include in the scope of work. In order to do this, a Terms of Reference is needed to systematically outline all of the issues, items, and data required towards the finalization of a master plan. The Terms of Reference is the first step in the project process. This will be discussed further in the Analysis section of this report.

6.0 STRATEGIC PLAN CONTEXT

Goal 3: Managed Growth & Environmental Leadership is specifically related to this issue. One of the five long-term desired outcomes identified to meet this goal states “Brantford will be known as a city that manages growth wisely, makes optimum use of its infrastructure, and is a leader in infill and brownfields redevelopment.”

Strategic Action 3.10 specifically states: “develop a multi-use master plan for the lands along the Grand River corridor within the City limits.”

Therefore, the commencement of a waterfront master plan study is consistent with the overall goals of the City’s Strategic Plan. Furthermore, it is a strategic action identified for completion within 3 to 5 years of the Strategic Plan inception. The completion of a Waterfront Master Plan is also one of Council’s priorities to be achieved during its term from 2007 to 2010.

7.0 INPUT FROM OTHER SOURCES

Various staff and committees provided input towards the completion of the draft Terms of Reference. Planning and Parks & Recreation staff met and discussed the proposed study on numerous occasions. The City’s Purchasing Division was also consulted. Additionally, planning staff attended five committee meetings, including the Environmental Policy Advisory Committee, Brantford Heritage Committee, Parks, Recreation & Waterfront Advisory Committee, Tourism Advisory Committee, and Multi-use Trail & Bikeway Advisory Committee in order to gain general information and feedback in regards to the preparation of this report. Information and data was used from previous waterfront and riverfront studies. Additionally, any input already provided by the public was incorporated, where applicable, into the draft Terms of Reference.

8.0 ANALYSIS

Over the past twenty-six years, numerous studies and plans have been created in regards to the City of Brantford’s waterfront /riverfront and recreational linkages to this feature. These studies include:

- “Brantford River Front Development”, 1982
- “Brantford Riverfront Core Area Study”, 1982
- “Brantford Celebrates the River: Riverfront Core Area Development Opportunities Plan”, 1990
- “Master Development Plan: Proposed Core Area Development”, 1991
- “City of Brantford: Core Area Waterfront Study”, 1995
- “Mohawk Lake Land Use Planning Study”, 1987
- “Mohawk Lake Revitalization Plan”, 1999

Due to various occurrences beyond the control of the municipality, many of the recommendations from these studies and work plans have not been implemented. These occurrences include the discontinuation of funding, changes in land use, and economic realities impacting the City as a whole. Copies of these reports will be provided to the selected consultant firm. The above noted studies were reviewed prior to the drafting of the Terms of Reference, and where applicable, similar approaches or processes have been incorporated into the project plan.

8.1 General Composition of the Terms of Reference

Following is a brief overview of the organization and items included in the Terms of Reference (**Appendix A**). At such time that the Waterfront Master Plan Terms of Reference (ToR) gains final approval by Council, it will be circulated to consultant firms as a "Request for Proposal" (RFP) in accordance with the City's Purchasing Policy. Therefore, there are some sections of the Terms of Reference that are blank, as appropriate text, per the Purchasing Division, will be inserted once the ToR is approved and the RFP is prepared for circulation.

8.1.1 Section 1.0 Introduction:

The purpose of this section is to set the context of the study and to specifically identify the locations to be included in the project.

- Study Objectives – the study objectives provide a summary of the key benchmark activities required for completion by the consultant. The most important objective is the inclusion of community consultation. Following that, is the creation of a vision statement and guiding principles. The vision statement and guiding principles are integral to this project, as they will set the tone and direction of the project. Additionally, at such times that other issues are brought forward, or there are requests to alter or change the direction of the study, the vision statement and guiding principles will be the test used to ensure the project stays on course to completion.
- Study Location – the study includes the entire 35 kilometers of River running through the City limits. It also includes tributaries, located within the City limits, including but not limited to D'Aubigny Creek. The study is also proposing to include the canal and Mohawk Lake.
- Background – ultimately, a consultant will be reading the ToR and responding to the request for proposal. In order to paint a clear picture in regards to the community and the history of the Grand River, a detailed summary of the waterfront is necessary in order to help set the tone and demonstrate the rich history of the waterfront within the City of Brantford.

8.1.2 Section 2.0 Project Organization:

It is always important to clearly outline the roles and responsibilities of everyone involved in the project. A clear outline of each committee's responsibility is a good reference to have, especially further in to the project.

It is proposed that there be two main committees for this project. The first, entitled "*Waterfront Task Force*", is recommended to be comprised of the Mayor and one representative from each Ward. It is also proposed that an invitation be extended to Six Nations select a representative to attend these meetings.

The main roles of the *Waterfront Task Force* are to:

1. Liaison with Council in regard to all political issues associated with the Study;
2. Be responsible for approval of all consultative processes with the public;
3. Review the Final Terms of Reference and recommendation for Consultant selection and Study commencement to City Council;
4. Meet periodically during the Study to review progress, consider any adjustments to the work program, provide input; and
5. Submit final Study recommendations to City Council.

The second committee, entitled "*Waterfront Staff Advisory Team*", will be comprised of staff from Parks & Recreation, Environmental Services, and Planning. The GRCA will also be invited to attend meetings and to review circulated data. When it is necessary, other technical staff from within the City as well as other agencies will be invited to review data and attend meetings.

The main roles of the *Staff Advisory Team* are to:

1. Review RFP submission, participate in the interview and/or evaluation process, and jointly submit recommendations in regard to the Consultant selection to the *Waterfront Task Force*;
2. Provide input with regard to technical issues;
3. Liaison with outside agencies that are not represented on the Committee; and
4. Provide technical assistance to the *Waterfront Task Force* and to the Consultant.

The overall study direction will be from the Planning Department, specifically Policy Planning. The Terms of Reference specifically outlines the main responsibilities of each committee as well as a project organization chart for the project.

8.1.3 Section 3.0 Community Participation and Communications Strategy

Community consultation is an integral component to the study. It is required that the consultant submit a community consultation program that offers a variety of mechanisms to both disseminate and receive information from the community.

The Terms of Reference is very clear on the requirements for this section, and consultants will be marked accordingly at such time when submissions are evaluated.

Section 3.1 "Public Expectation for Process" was created to clearly outline the outcomes of the public meeting held specifically to review the project Terms of Reference. This way, the consultants will have a clear understanding of the general public expectation for the waterfront master plan process. It will also be a helpful benchmark to use throughout the study project to ensure the project is meeting the public expectations as laid-out at the first public meeting.

As part of the finalization of the Terms of Reference, it is recommended that a community meeting be held to gain input from the community in regards to the content of the Terms of Reference, before it is released to consultants as a Request for Proposal (RFP).

The meeting would be open to the community at large including, but not limited to the general public, Committees of Council, First Nations, surrounding municipalities, agencies, and stakeholder groups. This meeting would be organized in a manner to ensure that everyone in attendance has an opportunity to speak or provide input.

The meeting would start with a presentation, which walked through the Terms of Reference, providing explanation and reasons as to why each item was included. There would be round table discussions and the opportunity to ask questions of staff. Each participant would have the opportunity to share his or her thoughts and ideas. Staff will take these ideas and incorporate, where feasible, into the Terms of Reference.

It is recommended that an outside Facilitator be retained to facilitate this first meeting. Due to the magnitude of the proposed study work plan and the varying areas of interest of the community, an outside facilitator would help ensure that all comments from the public are received and recorded. Furthermore, the use of an outside facilitator will assist staff in ensuring the appropriate organization and set-up for this meeting. The retention of a Facilitator will be in accordance with the City of Brantford Purchasing Policy. The estimated cost for this service is less than \$5000 and will be obtained in accordance with the City's Purchasing Policy and will be funded from the capital account that has been established for the project. Furthermore, the Facilitator will only be involved in the public consultation component specific to the finalization of the Terms of Reference, and will not be involved in the subsequent RFP process for the entire Waterfront Master Plan project; therefore, there will be no conflict of interest with this action.

It is understood that the consultant selected for this role will not be able to bid during the RFP process for the project, given the nature of information that will be gained during this first meeting.

In order to attend the meeting, pre-registration will be required. This way, the room will be set-up to accommodate all those in attendance, with the correct number of copies and the appropriate number of staff to assist in the facilitation of each table.

It is important to note that the sole purpose of this meeting is to discuss the draft Terms of Reference. For those unable to attend the workshop, a copy of the draft Terms of Reference will be made available on the City's website, with alternative opportunities to provide input, including a "drop box" at City Hall in which comments can be placed, with a specific deadline in accordance with the Terms of Reference Timeline, as shown in Appendix B. Furthermore, the Terms of Reference will be considered and approved by Committee of the Whole and then City Council. These are public forums in which members of the public can register as delegations to make comment to Council.

8.1.4 Section 4.0 Work Program

This section of the ToR outlines the specific items that are to be completed towards the final Waterfront Master Plan. These items will be completed by the Consultant, while having regard for the study objectives listed in Section 1.0 of the ToR.

Given the large size of the study area, the ToR suggests that the study be completed in a phased manner, in which general items are addressed first, with site-specific areas being addressed progressively throughout the course of the project.

The items listed as part of the work program were determined via much consultation and research amongst staff, and from the review of:

- Previous waterfront/riverfront studies completed in the City of Brantford,
- Other similar project terms of reference,
- Input from the five identified Committee of Council;

And from input already provided by the community via presentations to Council and direct contact with staff.

There are five main themes identified in the study process, with numerous sub-headings within each of the themes. The five main themes include:

- Develop Study Foundation
- General Issues
- Planning and Development
- Site Specific Analysis
- Implementation Plan

The remaining sections of the proposed Terms of Reference are administrative in nature; however, it is important to note the required completion date of May/June 2010.

Overall, it is important to ensure the community is satisfied that the Terms of Reference identifies what are considered the “important” issues and items that need to be studied as part of the Waterfront Master Plan process within the City of Brantford. Therefore, it is recommended that following the community meetings; staff consolidates the information and present the finalized Terms of Reference for Committee of the Whole—Community Development approval on March 9, 2009. Following final Council ratification on April 6, 2009, the RFP would be circulated on April 7, 2009 per the City’s Purchasing Policy. **Appendix B** summarizes the Terms of Reference Timeline to the study commencement date. The postponement of this approval affects the completion date of the entire project.

9.0 FINANCIAL IMPLICATIONS

Council has approved the budget for the Waterfront Master Plan project which is \$250,000.

10.0 CONCLUSION

This report has briefly summarized the general content of the Terms of Reference created to guide the completion of a Waterfront Master Plan for the City of Brantford. It is important to note however, that the creation of a Master Plan is only the beginning; a successful Master Plan is one that has been adopted and implemented. This is why the ToR includes the creation of an Implementation Plan in the list of tasks required from the consultant.

This will be an exciting project that provides a forum for the community to share its ideas and knowledge towards the creation of a “made in Brantford” Waterfront Master Plan.

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Senior Policy Planner
Community Development Services

Ted Salisbury, MCIP, RPP
General Manager
Community Development Services

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Director, Policy Planning
Community Development Services

Attachments:

Appendix A: Draft Terms of Reference, Waterfront Master Plan Study

Appendix B: Terms of Reference Timeline

c.c.

Fred Natolochny, Grand River Conservation Authority

Chief William Montour, Six Nations of the Grand River

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required yes no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk yes no

Is the necessary by-law or agreement being sent concurrently to Council? yes no

TERMS OF REFERENCE

WATERFRONT MASTER PLAN STUDY

1.0 INTRODUCTION

The City of Brantford is seeking proposals from qualified Consultants to assist it, the Waterfront Staff Advisory Team, the Waterfront Task Force, and the community at large in the development of a Waterfront Master Plan for lands associated with the Grand River within the City of Brantford municipal boundary.

1.1 STUDY OBJECTIVES

The intent of the Terms of Reference is to provide a general work plan for the completion of the Waterfront Master Plan Study ("Study") in a phased approach. The overall Study objectives are:

1. To ensure ongoing and inclusive community consultation for all phases of the Study and to gain a level of community acceptance at the completion of each phase;
2. To develop a Waterfront Vision Statement that articulates the City's vision for the lands within the Study Area;
3. To develop and utilize guiding principles to be adhered to throughout the Study process;
4. To develop and recommend a comprehensive Waterfront Master Plan, including Official Plan policy, for the Study Area; and
5. To develop and recommend an implementation strategy for the proposed Waterfront Master Plan including a prioritization list, timeline, and cost estimates.

1.2 STUDY LOCATION

The Grand River winds through the City of Brantford for a distance of 35 kilometres (22 miles). For the purposes of this Study, "waterfront" is defined as the lands included within the "Study location" of this document.

The lands subject to this planning exercise are those lands:

- Directly abutting the Grand River;
- Lands abutting the riverfront properties zoned OSI Type 1 Zone, OS2 Cemetery Zone, OS3 Open Space Restricted Zone and DC – Development Constraint Zone;
- Tributaries of the Grand River (including, but not limited to D'Aubigny Creek);
- Mohawk Lake and Canal

To simplify the examination of areas along the River, seven "sections" have been identified that will divide the Study Area (see **Appendix I** for map), as follows:

1. "Northwest" – from the City of Boundary to Brant Park Conservation Area;
2. "Homedale / Oakhill Drive" – Lafayette Avenue to Scarfe Avenue;
3. "Downtown Core Area" – Lorne Bridge to Veteran Memorial Parkway;
4. "Eagles Nest Tract" – Gilkison to Birkett/Mohawk;
5. "Landfill Area" – Birkett/Mohawk to Beach Road;
6. River Tributaries; and
7. Canal and Mohawk Lake.

1.3 BACKGROUND¹

1.3.1 The Grand River Watershed

The Grand River watershed encompasses all the land drained by the Grand River and is the largest watershed in southern Ontario. It is 6,800 square kilometers (2,625 square miles).

The headwaters of the Grand River are near the town of Dundalk, which is also the highest point in Ontario (525 m or 1,722 feet above sea level). It flows south 280 km to its mouth on Lake Erie at Port Maitland. The elevation at Lake Erie is about 174 m (571 feet) above sea level). This is an approximation since the lake rises and falls in seasonal cycles.

The Grand River is a "dendritic" river, meaning it is shaped like a tree, with the Grand River as the tree trunk and many branches or tributaries that join it along the way. Some of these tributaries are major rivers in their own right. In Brantford, a significant tributary is D'Aubigny Creek, which is a coldwater fishery.

The Wisconsin glacier covered the valley 20,000 years ago and shaped the Grand River Valley. It pushed soil and rock ahead of its advance, filling in older river systems. As the glacier melted, two major landscape features emerged in our part of Ontario. The first is the huge deposits of gravel, sand and clay that were left behind. Today these form the basic sub-soils in regions of the watershed, and are why there are glacial drumlin hills near Guelph, gravel pits near Paris, and clay soils in Haldimand County.

The second landscape feature is the river itself. It is suspected that an ancient river used to run west to east from Stratford to Dundas and Hamilton. This old river valley was "filled in" by the Wisconsin glacial till, and the meltwaters carved today's Grand River in a north-south direction.

The Grand River is one of the few rivers in Canada designated as a "Canadian Heritage River". This designation is awarded via a voluntary federal-provincial-territorial program, which gives national and international recognition to outstanding Canadian rivers. The Grand River is the predominant feature within Brantford, flowing from the northwest portion of the City in a southeasterly direction.

1.3.2 Settlements Along the Grand River

The diversity of cultures along the Grand River today reflects the patchwork of ethnic groups that together define Canada's identity. Long before the arrival of European immigrants, however, native cultures prospered near the Grand River. Some 820 archaeological sites show evidence of their presence in the area.

By the time the French explorers and missionaries arrived, the Iroquois Confederacy and the Mississaugas held sway over the River. The French who penetrated the watershed in the late 1600s renamed the natives' "Tintactuo" the Riviere Rapide or Riviere Ouse.

¹ Background information drawn from previous waterfront and riverfront studies, "Nominating the Grand as a Canadian Heritage River", and data gathered from the Grand River Conservation Authority.

Etienne Brule, Father Dailon and Fathers Brebeuf and Chaumont all visited the lower valley, while Fathers Dollier and Galinee accompanied La Salle to the river's mouth.

Following the American Revolution, the Six Nations people from New York State received a land grant along the river in recognition of their loyalty to the Crown. In 1785, the Mohawk Village and its historic Mohawk Chapel were established near Brant's ford, named after the famous leader and statesman Joseph Brant. Brant sold leases to other United Empire Loyalists, who settled primarily in the lower basin below Paris.

In the lower valley from Brantford to Lake Erie, old locks and canals serve as reminders of the Grand River Navigation Company system that linked communities with the Welland Canal and the world.

Today, there are 925,000 people living in the Grand River watershed. It spans all or part of 38 upper, lower, and single tier municipalities (cities, townships, counties and regions). The north and south reaches of the watershed are heavily farmed due to the temperate climate and good soils, so agriculture is a major industry.

The central region is the most populated, with large cities that include Kitchener, Waterloo, Guelph, Cambridge and Brantford. The population of Brantford is approximately 90,000. Most Grand River communities were founded due to the waterways, which powered mills and other manufacturing industries. A major challenge for the future is coping with significant population growth. Most watershed cities rely on the river or wells for their water supplies. Specifically, Brantford draws its drinking water from the Grand River. All the municipalities discharge their treated sewage into the River.

It is expected that up to 300,000 more people will be living in the Grand River watershed by the year 2031. In Brantford, it is projected the population will increase to approximately 126,000 by 2031. Maintaining or even improving the quality of our waterways while conserving the natural infrastructure of wetlands, woodlands and wildlife habitat, will be a major challenge in light of this growth.

1.3.3 Council Resolution, 2008:

In recognition of this important feature, at its October 6, 2008 meeting, Council approved the following resolution:

- A. THAT staff Report CD2008-143 regarding Grand River Waterfront Master Plan: Study Options and Approaches BE RECEIVED; and
- B. THAT the Waterfront Master Plan Study will BE COMPLETED using Option #1 (outside Consultant) as outlined in Staff Report CD2008-143; and
- C. THAT the Acting Treasurer BE DIRECTED to identify an appropriate funding source for the completion of the Grand River Waterfront Master Plan.

The development of a Waterfront Master Plan is viewed as assisting in the accomplishment of the objectives of the City's Strategic Plan. Specifically, Action 3.10 would be accomplished following the completion of the Master Plan as it states: "to develop a multi-use master plan for the lands along the Grand River corridor within the City limits." The commencement of a Waterfront Master Plan is consistent with the goals of the City's Strategic Plan 2006.

Over the past twenty-six years, numerous studies and plans have been created in regards to the City of Brantford's waterfront /riverfront and recreational linkages to this feature. These studies include:

- "Brantford River Front Development", 1982
- "Brantford Riverfront Core Area Study", 1982
- "Brantford Celebrates the River: Riverfront Core Area Development Opportunities Plan", 1990
- "Master Development Plan: Proposed Core Area Development", 1991
- "City of Brantford: Core Area Waterfront Study", 1995
- "Mohawk Lake Land Use Planning Study", 1987
- "Mohawk Lake Revitalization Plan", 1999

Due to various occurrences beyond the control of the Municipality, many of the recommendations from these studies and work plans were not been implemented. These occurrences include the discontinuation of funding, changes in land use, and economic realities impacting the City as a whole. Copies of these reports will be provided to the selected Consultant firm.

The above noted studies were reviewed prior to the drafting of the Terms of Reference, and where appropriate, similar approaches or processes have been incorporated into the project plan. City Official Plan Policy along with the Parks & Recreation Master Plan was also reviewed in the drafting of this document.

Additionally, in the preliminary determination of items to include in the Terms of Reference, input was gathered from five key Committees of Council, including: Environmental Policy Advisory Committee, Brantford Heritage Committee, Parks, Recreation & Waterfront Advisory Committee, Tourism Advisory Committee, and Multi-use Trail & Bikeway Advisory Committee. The information gathered from these five committees was integral in the organization, categorization and drafting of the Terms of Reference.

Prior to the finalization of the TOR, input will be gained from the community. Where appropriate, suggestions will be incorporated into the final TOR.

2.0 PROJECT ORGANIZATION

The project is to be undertaken on behalf of the Council of the Corporation of the City of Brantford.

The Consultant will be required to work within the Study organization as shown in the exhibit following section 2.3. This section describes the role and function of the following City representatives that will direct the Study. Note that, the community consultation component will also provide an important role in the project direction. Description for this item is outlined in Section 3.0 of this document.

1. **Waterfront Task Force:** Comprised of five City Councillors (a representative from each Ward) and the Mayor. A representative from Six Nations will be invited to join the Task Force.
2. **Waterfront Staff Advisory Team:** Comprised of appropriate technical staff.
3. **Study Direction:** Policy Planning Division: Senior Policy Planner, Planning Department.

Presentations at City Council are to be scheduled a minimum of three times during the Study period in addition to public participation as detailed in this document and committee meetings.

2.1 WATERFRONT TASK FORCE

Meetings will be held with the Waterfront Task Force, with attendance by senior management staff, including the General Managers of Community Development Services and Engineering and Operational Services. Six Nations will be invited to send a representative to attend these meetings.

The Waterfront Task Force will be responsible for the following:

1. Liaison with Council in regard to all political issues associated with the Study;
2. Be responsible for approval of all consultative processes with the public;
3. Review the Final Terms of Reference and recommendation for Consultant selection and Study commencement to City Council;
4. Meet periodically during the Study to review progress, consider any adjustments to the work program, provide input; and
5. Submit final Study recommendations to City Council.

2.2 WATERFRONT STAFF ADVISORY TEAM

The Waterfront Staff Advisory Team will consist of staff from municipal departments, including but not limited to: Parks and Recreation; Engineering: Design & Construction, Environmental Services, and Transportation Services; and Planning. Staff from other agencies, including, the Grand River Conservation Authority will also be invited to be a part of the staff advisory team.

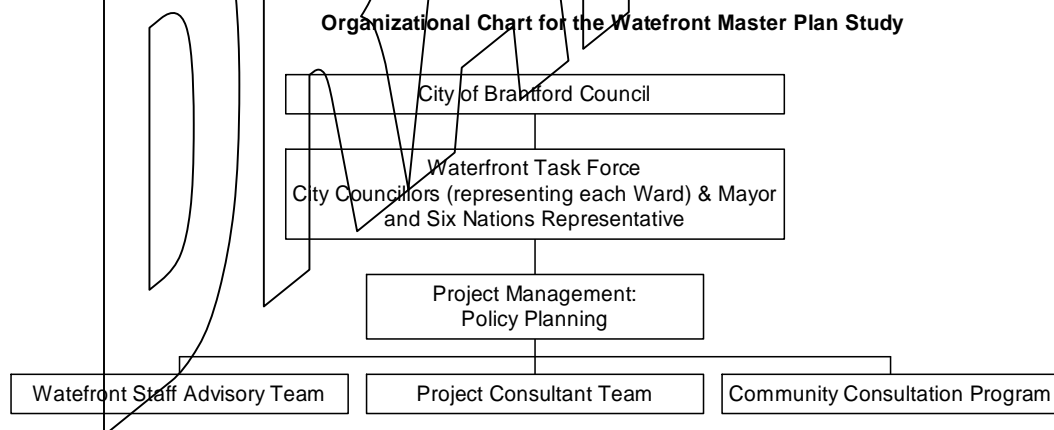
The Waterfront Staff Advisory Team will be responsible for the following:

1. Review RFP submission, participate in the interview and/or evaluation process, and jointly submit recommendations in regard to the Consultant selection to the Waterfront Task Force;
2. Provide input with regard to technical issues;
3. Liaison with outside agencies that are not represented on the Committee; and
4. Provide technical assistance to the Waterfront Task Force and to the Consultant.

The Waterfront Staff Advisory Team will meet as required to assist with Consultant selection, ensure that all municipal input is provided in an efficient and co-ordinated fashion, ensure all aspects of the Terms of Reference are properly addressed, and provide technical assistance to the Waterfront Task Force.

2.3 STUDY DIRECTION

The Waterfront Master Plan Study will be under the direction of the Policy Planning Division, and coordinated by the Senior Policy Planner. The Senior Policy Planner will be responsible for the day-to-day liaison with the Consultant in regard to all aspects of the Study.



3.0 COMMUNITY PARTICIPATION AND COMMUNICATIONS STRATEGY

Community Consultation will be an integral component to the Waterfront Master Plan Study. The Consultant is to propose an effective community consultation program that is designed to achieve the following:

- A. To provide for the dissemination of information to the community at each phase of the project in order that individuals and identified groups are kept informed of progress and proposals for change;
- B. To provide a feedback mechanism to encourage community input regarding the issues and proposals being considered throughout the project process;
- C. To ensure that a cross-section of the community is provided with information regarding the project and that their views are represented and considered in the process;
- D. To ensure that key stakeholder groups and First Nations who have expressed an interest in the project are provided with the opportunity to participate throughout the process;
- E. To provide opportunities for small group discussions and larger community workshops designed to obtain input from a balanced cross-section of the community*;
- F. To include First Nations within the communication strategy, specifically "A" through "D" of this section;
- G. To complete bi-monthly update reports for the Waterfront Task Force outlining the work completed to date.

* City staff will be responsible for the administrative duties related to booking space, notifications etc. for the community meetings, with the Consultants providing the presentations, presentation materials, relevant data, and minutes for the community meetings.

3.1 PUBLIC EXPECTATION FOR PROCESS

Section to be completed after public consultation re: TOR

4.0 WORK PROGRAM

The Consultant in preparing the draft Waterfront Master Plan shall have regard to the Study objectives outlined in Section 1.1 of the Terms of Reference.

Given the large size of the Study Area, it is suggested that the Study be completed in a phased manner, in which general items are addressed first, with site-specific areas being addressed progressively throughout the course of the project. *Note: some items in Section 4.4 of this document may overlap with items in Sections 4.2 and 4.3.*

4.1 DEVELOP STUDY FOUNDATION

- Review related works as listed in the section 6.0 of this document: to determine strengths and weaknesses; assess relevant and non-relevant material and data; and complete a gap analysis.
- Catalogue existing municipal or other infrastructure in proximity to or crossing the Grand River that might limit development or impact policy development.
- Through community participation, create a Waterfront Vision Statement to articulate the community's vision for lands along the Grand River.
- Develop and follow a set of "guiding principles" for the development, use and protection of lands within the Study Area. The "guiding principles" would be created through the community consultation process. These principles will set the context for the continuation of the Study and become the parameters for the master plan. This will assist in keeping the project focused and on-track towards a completion date of May 2010.
- Create and maintain a variety of forums in which the community has the opportunity to participate and provide input throughout the project timeframe.
- Review and assess the extent and/or particular locations of lands adjacent to the Grand River commonly known and "tow paths". Provide comment and recommendations in regards to potential implications of towpaths.

4.2 GENERAL ISSUES

4.2.1. Environmental Issues:

- *Water Quality:* Define areas being studied for regulatory control such as floodway, floodplain, SP issues, IPZ etc as well as physical features, using data already gathered as part of the work in relation to the Clean Water Act.
- Review the Exceptional Waters designation of the Grand River through Brantford and recommend appropriate policies for the protection of water quality and natural areas along the River.
- *Wildlife corridors and habitat or sensitive features:* Review current municipal, provincial, and federal policy and legislation. Examination of other municipal policy related to waterfront and ecosystem health. Recommendations of relevant policy.

- *Identification of natural heritage along waterfront corridor:* Gap analysis of works completed to date. Completion of analysis where data is not available. Review of findings, and recommend appropriate policy specific to Study Area.
- *Tree canopy along waterfront corridor:* Review of tree canopy health, and analysis of potential improvement for site-specific areas including an inventory of existing vegetation in order to determine indigenous species within the seven Study sections. Assess the viability of establishing a tree canopy improvement /ecological enhancement program outside the floodway for identified Study sections, including projected timeline and costing.
- Identify possible methods to enhance the appearance and usability of the flood protection dykes along with criteria for development in order to protect the integrity of the dyke structure.
- Review the Endangered Species Act and provide policy recommendations in order to ensure adherence to this legislation.

4.2.2 River and Tributary Access & Utilization:

- *Trails and Parks along the River, Tributaries, and Mohawk Lake:* Using the “Parks & Recreation Master Plan” along with the existing “Multi-Use Trail/Bikeway Implementation and Design Plan” identify current trails and parks. Review of related Official Plan policy and Transportation Master Plan recommendations (along with the first two Plans mentioned above) to gain understanding of location of possible future trail networks. Identify potential gaps and/or linkages to further enhance access within the identified Study Area. Clearly identify which Study “section” has potential trail linkages or potential park space are located. Include identification of trail enhancement and park development and usage within the implementation plan. Identify ownership of the lands, development potential and constraints, and the feasibility of future implementation.
- Fully consider constraints of extending trail system imposed by natural conditions and provide bypasses, around unsuitable environments, including swampy areas, steep grades, unstable banks, and areas in proximity to endangered species.
- *Preserving and interpreting municipal history:* Using the data gathered from the review of related works, compile and complete a historical summary specific to the lands within the Study Area. This will become a part of the final Waterfront Master Plan. Where there are gaps in the data, or more up-to-date historical information is available, this information will be incorporated into this compilation by the consultant. Identify opportunities to utilize this information for the enhancement of the waterfront and promotion of the City in general. Using this data, provide assessment of possible marketing materials for use as tourism tools.
- *Access to the River by the Public:* General access is an issue of safety concern. At present, there are a number of formal and informal access points to the waterfront; however, there are no specific guidelines, policies or bylaws in regards to how the sites are selected, maintained, or monitored. An examination of current access points is necessary, with a determination as to what the access

points are used for. Through public consultation and consultation with City and GRCA staff, a better understanding of how to select, use, maintain, and preserve the natural heritage features of the access sites is needed. Recommendations for the establishment, maintenance and promotion of these access points are required. These recommendations should recognize a balance between the recreational desires and ecological preservation / enhancement.

- **Safety:** Using all of the information gathered throughout the course of the Study, recommendations in regards waterfront safety are required. Safety issues to be factored in include: flooding, ice jams, and potential of drowning in relation to recreational pursuits on the River. Safety issues also include built and natural features for people entering the waterfront.

4.3 PLANNING AND DEVELOPMENT

4.3.1 Development Analysis

- As part of the public participation program, include examination of relationship between waterfront natural heritage and development proposals. Recommend mechanisms for mitigation and resolution of potential conflicts.
- In addition to above, gain an understanding of perspectives of privately owned lands within the Study Area and plans for future development.
- Investigate possibility of agreements with private landowners and through the subdivision approval process to ensure public access to the waterfront.
- Determine the viability of a rewards / incentive program in which landowners creating, maintaining or enhancing the trail network or publicly accessible parkland in proximity to the Grand River or lands within the Study Area are positively recognized and publicly rewarded for their efforts.
- Identify waterfront areas to focus for municipal acquisition.
 - Recommend a priority of acquisition list based on:
 - Cost
 - Feasibility of parkland and/or trail development
 - Level of urgency – preservation / protection
 - Possible environmental contamination issues
- Identify development / preservation opportunities for such properties as well as municipally owned properties. Preparation of development plan including manners in which the land might become self-sustaining so as to minimize substantial impacts on the Municipal budget.

4.3.2 Land Use Analysis:

- Review current land use policy associated with lands in each of the seven Study sections. Based on the natural heritage exercise and other data gathered from previous phases of the Study, complete analysis of suitability of current policy, and further, provide recommendations related to appropriate land use designations, policy and zoning.
- Complete prioritization of lands requiring protection or preservation, and make recommendations as to appropriate land use designation and zoning.
- Identification of key sites with outstanding “vistas and view” assessment and recommendations for appropriate policy to preserve and improve these features along the waterfront.

- Review of setback distances, building heights, permitted uses, permitted foundation depths and proximity to dykes, etc. within each section of the Study Area. Determine the suitability for the implementation of urban design guidelines. Examine how urban design guidelines could be incorporated. Make recommendations of possible urban design guidelines.
- Explore and assess opportunities within the seven identified Study “sections” for the establishment of nature interpretation areas.

4.4 SITE SPECIFIC ANALYSIS

4.4.1 “Northwest” – from City Boundary to Brant Park Conservation Area

- Investigate feasibility for the development of a linear pathway adjacent to the River which will link the northwest area of the City and Waterworks Park
- Investigate, with GRCA input, the creation of portage route around the Wilkes Dam.

4.4.2 “Holmedale / Oakhill Drive” – Lafayette Avenue to Scarfe Avenue

- Explore opportunities in this area for land acquisition and determine feasibility of developing parklands and access to the trail system.

4.4.3 “Downtown Core Area – Lorne Bridge to Veteran Memorial Parkway

- Review and understand the Downtown Master Plan.
- Meet with appropriate staff to discuss works currently underway related to the implementation of the Downtown Master Plan.
- Make recommendations on enhancement of the Downtown-Waterfront Linkage within the context of the Downtown Master Plan, including conceptual plans.

4.4.4 “Eagles Nest Tract” – Gilkison to Birkett/Mohawk

- *River Road area:* Explore, through neighbourhood participation, a process to encourage clean up of area, along with the encouragement of local use of this area, system within the context that the dyke is a barrier to access the River, and suggest
- Examine the dyke system within the context that the dyke is a barrier to access the River, and suggest possible solutions to this issue.
- *Birkett Lane Area / Mohawk Chapel Lands:* clarify the existence and ownership of lands within this area and determine implications of the possible towpath.
- Explore possible waterfront enhancements to Lions Park, and provide recommendations in relation to maintenance of natural area, appearance, and other possible recreational activities to enhance the area.

4.4.5 “Landfill Area” – Birkett / Mohawk to Beach Road

- *Locks’ Road/Beach Road:* heritage conservation is a key component to the development of this area. Investigate and determine the feasibility of preserving and the possible restoration of the ruins, the Lock and the Canal.

4.4.6 “River Tributaries” – including D’Aubigny Creek

- Review works completed recently as part of the West of Conklin Secondary Planning Study and make policy recommendations if any gaps are identified.
- Examine feasibility of developing a boat launching facility at the River for small non-motorized craft.

4.4.7 Mohawk Lake and Canal

- Review studies and projects completed specific to this area. Determine if the data and recommendations are still applicable and relevant. Submit preliminary report on initial findings.
- Examine prospects of designating these lands as a heritage site.
- Explore possible access points and parking facilities adjacent to this area.
- Development of conceptual plans for this area (using works completed in previous studies).

4.5 IMPLEMENTATION PLAN

The creation of a Waterfront Master Plan is only the beginning. A successful master plan is one that has been adopted and implemented. It is essential that an Implementation Plan be incorporated into the final Master Plan. The Implementation Plan should prioritize projects using input from the community, technical information, and feasibility analysis.

- Recommend an Implementation Plan: implementation plan for 5, 10, 15 and 20 year horizon, including:
 - Items of priority and urgency
 - Full costing projections – capital and operating
 - Timeline alternatives (including cash-flow projections for implementation)

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5.0 COMPLETION DATE

The Consultant shall be prepared to complete the Waterfront Master Plan Study, including presentation of the final Waterfront Master Plan to City Council by May/June 2010. The City expects that the Consultant will commence work on the project as soon as the City executes the contract agreement.

6.0 EXISTING INFORMATION

The following information from the City of Brantford will be made available to the Consultant:

- Previous water/river front studies, report, plans
- The Official Plan for the City of Brantford, as amended;
- The Comprehensive Zoning Bylaw 160-90, as amended, for the City of Brantford;
- Existing generalized land use within the Study Area map;
- 2007 Residential Monitoring Report;
- 2007 Transportation Study;
- West of Conklin Secondary Plan Background Reports;
- Parks and Recreation Master Plan;
- Bikeway and Trails Master Plan Study;
- Census Profiles for the City of Brantford;
- 2008-09 Development Charges Study;
- 1:2000 level detail digital topographical mapping and ortho photography (2000) of the area
- 2005 Growth Management Study information;
- Nominating the Grand as a Canadian Heritage River, 1990;
- A Community-based Approach to Fisheries Management in the Grand River Watershed (Exceptional Waters), 1998;
- Environmental Protection Plan for the Northwest Industrial Area, 1999;
- Master Plan of Archaeological Resources for the City of Brantford, 1999 (updated in 2006 as part of the 2005 City of Brantford Official Plan Review program);
- Northwest Master Plan, 2000;
- Multi-use Trail/Bikeway Implementation & Design Plan, 2000;
- Environmental Report, Five Year Official Plan Review, 2000;
- Municipal Cultural Plan, 2005;
- Community Strategic Plan, 2006;
- Southwest Brantford West of Conklin, Natural Heritage and Existing Conditions and Assessment Report, 2007;
- Downtown Master Plan, 2008;
- Parks and Recreation Master Plan, 2003;
- Lorne Park Master Plan, 2004;
- Mapping as created by GRCA;
- Development Applications and Associated Background Studies in Study Area; and
- Other such information which is in the possession of, and/or reasonably available to, the municipality and reasonably required by the Consultant.

Sections 7.0 to 12.0 will be completed in accordance with the City of Brantford Purchasing Policy.

7.0 PROPOSAL SUBMISSION REQUIREMENTS

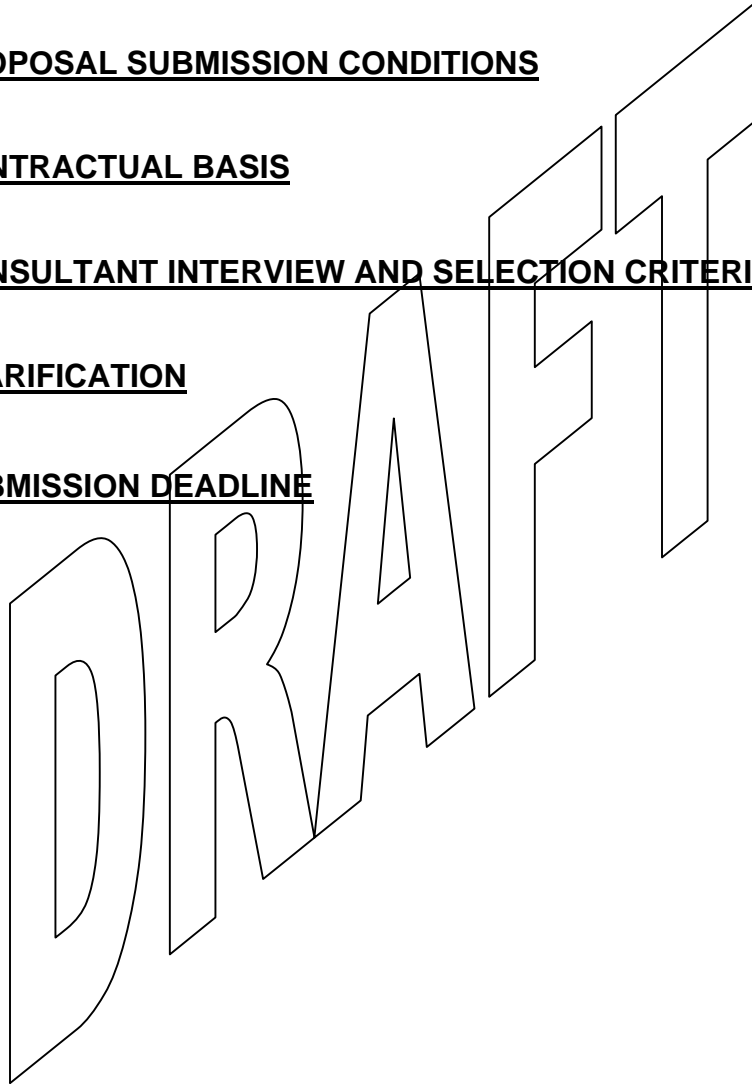
8.0 PROPOSAL SUBMISSION CONDITIONS

9.0 CONTRACTUAL BASIS

10.0 CONSULTANT INTERVIEW AND SELECTION CRITERIA

11.0 CLARIFICATION

12.0 SUBMISSION DEADLINE



Waterfront Master Plan Proposed Study Sections

