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Review, March 2017

Executive Summary

The Port Dalhousie community has a rich cultural and natural heritage that shapes this important waterfront area. The Commercial Core and Harbour Area contains a diversity of industrial, commercial, residential, open space and recreational uses which create a dynamic environment that attracts both residents and tourists. The historic buildings and landscapes create a unique sense of place that forms the heart of the Port Dalhousie community and there are a variety of significant public views of the lake, pond, harbour and heritage landmarks.

The purpose of this Study is to prepare a Secondary Plan for the Commercial Core and Harbour Area and create a new Commercial Core and Harbour Area Heritage Conservation Sub-District Plan. In 2003, under the Heritage Act, all buildings and lands in Port Dalhousie were designated a Heritage Conservation District and development is therefore subject to the Port Dalhousie Heritage Conservation District Guidelines for Conservation and Change. In 2005, the Ontario Heritage Act was revised to give greater strength to Heritage Conservation District Plans adopted under the new provisions and this Study provides a new Heritage Conservation Sub-District Plan intended to be adopted for the commercial and harbour area under this new legislation.

The draft Secondary Plan addresses the policy framework established at the provincial, regional and local level and incorporates key elements of the Port Dalhousie Harbour Area Urban Design Study which addressed lands on the west side of the harbour area east of Lakeport Road.

The Study Process has been undertaken in 5 phases. Phase 1 included a review of background information and undertook a visioning exercise with the community. Phase 2 involved the development of alternatives for the study area and a public workshop was held to obtain feedback on those alternatives. Phase 3 provided for the principles and objectives to be used as the basis for policy formulation and a discussion regarding the use of bonus zoning. Phase 4 provided for the preparation of a draft Secondary Plan and draft Heritage Conservation Sub-District Plan. Phase 5 refines and finalizes the documents based on public feedback.

Heritage Conservation District

A new Heritage Conservation District (HCD) Plan is being prepared under Section 41.1 of the Ontario Heritage Act for the Commercial Core and Harbour Area. The existing HCD will be retained with the new HCD taking precedent over the old one.

There were a number of properties that were designated under Part IV of the Heritage Act but at the time were not able to be designated under both Part IV and Part V. In

order to create the Heritage Conservation District they were undesignated under Part IV. The legislation has now changed to allow for designation under both Part IV and Part V and it is therefore recommended that the City consider reinstating the Part IV heritage designations that were removed in order to create the original Heritage Conservation District.

The objectives of the new Heritage Conservation Sub-District are:

- to describe the cultural heritage value, heritage character, cultural heritage resources and heritage attributes of the Port Dalhousie Commercial Core and Harbour Area;
- to propose methods to effectively protect, conserve and enhance the cultural heritage value, cultural heritage resources, heritage character and heritage attributes;
- to enhance the vitality of the Core Commercial and Harbour Area by conserving its unique architecture and distinctive heritage fabric and its historic fine grained building and development patterns that have supported generations of diverse entrepreneurs;
- to enhance the vitality of the Harbour Area by conserving its unique architecture and distinctive heritage fabric with buildings spaced widely in relation to the canal(s) and open water views;
- to ensure that Official Plan and by-laws, including zoning by-laws, encourage conservation of the cultural heritage value, heritage character, cultural heritage resources and heritage attributes of the Port Dalhousie Commercial Core and Harbour;
- to develop guidelines for conservation of the cultural heritage resources, heritage fabric, both buildings and landscape, as well as restoration and interpretation of lost features in both the public and private realm most importantly attributes which relate to the period of active canal operations in Port Dalhousie from 1829, through to the relocation of the Third Welland Canal entrance to Port Weller in 1932;
- to develop guidelines to maintain and enhance existing open space, sport and recreation areas that contributes to public understanding of the heritage attributes, as well as their conservation or restoration;
- to develop design guidelines which clearly define appropriate change, whether it is for altering existing buildings and landscapes or for new construction, both in the Sub-District and in areas adjacent to the Sub-District to ensure that new development, construction, public or private, will have no adverse effects upon the heritage character and heritage attributes of the Sub-District and will positively contribute to the character of the area;
- to develop design guidelines for the streetscapes, and harbour edges to strengthen their heritage character;

- to ensure conservation of archaeological resources, with particular regard for marine archaeology, indigenous culture, traces or artifacts, industrial remnants, and extant resources of the Welland Canal(s)
- to recommend efficient implementation and management procedures.

Contributing properties are those with features that define the heritage character and which retain sufficient original heritage attributes to allow for preservation or restoration. Non-contributing properties are those which do not have heritage character defining features or heritage fabric. As part of the detailed inventory of each of the existing buildings within the HCD, an analysis has been carried out that describes the property and identifies whether it is contributing or non-contributing.

The contributing properties have been identified as:

- 9 Lock Street – former Sterling Bank (Balzac’s Coffee)
- 17 Lock Street – former Wellington Hotel (Lock Street Brewing Company)
- 12 Lock Street – former Stanton Grocery Building (Little India restaurant)
- 16 Lock Street – former Austin House hotel (currently vacant)
- Hogan’s Alley
- 38 Lakeport Road – Murphy’s Restaurant and Harbourfront Inn
- 63 Lakeport Road – former Maple Leaf Rubber (Lincoln Fabrics)
- 52 Lakeport Road – former Muir Brother’s Dry Dock (Dalhousie House)
- 69a Lakeport Road – Locktender’s Shanty
- Lock No. 1, Third Welland Canal
- 48 Lakeport Road – former Johnson and Son’s Shoes and Boots (Oasis Lakeside Pita)
- Lock No 1, Second Welland Canal
- 26 Lakeport Road Former – former Walkerly Building (Old Port Dairy Bar)
- 18a Lakeport Road – former Dwyer’s Grocers (for lease)
- 14 Lakeport Road – former Stanton Brothers (Za Pizza Joint)
- Port Dalhousie Jail
- Lakeside Park including Lock No 1, First Welland Canal
- Carousel House (for the carousel itself)
- Rennie Park
- Inner Range Lighthouse (designated under Part IV, Ontario Heritage Act)
- Outer Range Lighthouse (designated under Part IV, Ontario Heritage Act)

Policy Framework

Based on the policy analysis, public input and evaluation of opportunities and constraints, a variety of options were examined to provide the basis for preparation of the Secondary Plan and establishment of the Heritage Conservation District Plan. The alternatives that were put forward are therefore based on a desire to retain and enhance the existing character within the Study Area. Based on public and staff feedback, a

preferred approach was identified and was used as the basis for preparation of the Secondary Plan:

Land Use Recommendations

- Restrict the ground floor size of commercial floor plates to approximately 400 sq metres (4300 sq ft) in order to prohibit large format retail uses. Restaurants may be permitted to have up to 550 sq m (5900 sq ft) of ground floor space. This does not restrict the floor space size above the ground floor level.
- Provide urban design policies to provide guidance for commercial massing.
- Require new development to provide ground floor non-residential uses immediately adjacent to Lock Street. Policy provisions allow for a ground floor residential lobby area and other uses requiring ground floor access if needed or the residential entranceway of a live-work unit.
- Restrict residential units from being located on the ground floor for new development that is immediately adjacent to Lock Street, Lakeport Road or Hogan's Alley and require appropriate landscaping and building glazing treatments (ie windows and doors).
- Require the provision of public parkland and publicly accessible open space areas within the western harbour area, encourage indoor uses which interact with outdoor spaces and encourage appropriate glazing and landscaping treatments on adjacent private property facing parkland and trails.
- Expand the range of permitted uses in the zoning for Dalhousie House (52 Lakeport Road) in order to enhance the likelihood of obtaining a tenant, which will help to maintain and conserve the building.
- Create a vibrant cluster of mixed use buildings in the western harbour area that celebrates its heritage, maintains year round activity, preserves key views and vistas, and establishes an enhanced open space network with increased public access and connectivity to the waterfront.
- Enliven the eastern harbour area by encouraging the development of additional uses that support the function of the area.

Built Form

- Restrict building heights as illustrated on Schedule E5. Heights are shown in storeys in the Secondary Plan to allow minor flexibility. Heights will be established in metres in the Zoning By-law but for reference purposes are generally assumed to be 3.25 m per storey except for the ground floor which is assumed to have height of 4.5 m.
- The heights that are proposed for the Harbour Area respond to the analysis undertaken in the Harbour Urban Design Study and further input.
- The policy for the 16 Lock Street and 12 Lakeport Road site recognizes that the site has zoning permission for a 17 storey building which contains numerous desirable community benefits including provision of a hotel, theatre

- and improvements to the parking lot at Lakeside Park. New development applications have been submitted for the property that has been deemed complete by the City.
- New development applications have also been submitted for 57 Lakeport Road (Royal Canadian Legion site) and the 61 and 63 Lakeport Road (Pier 61 Restaurant and Lincoln Fabrics site).
 - New development applications submitted prior to the adoption of the Secondary Plan will be governed by existing Official Plan policies and will give general consideration to the policy framework provided in this Secondary Plan. Should development of the current applications not proceed, the Secondary Plan will provide a framework for any future development applications.
 - Building heights above 3 storeys in the commercial core west of Lakeport Road should be designed to be visually unobtrusive from Lock Street and Lakeport Road.
 - Strongly encourage retention of the jail in its current location and provide an open plaza setting around it.
 - Require new buildings on Lock Street to frame the edge of the street with a minimum 2 storey height with setbacks beyond 3 storeys to reduce the massing at the street and thereby retain a more consistent and comfortable street wall height, maintain sunlight access and reduce uncomfortable wind conditions.
 - Retain the Lincoln Fabrics building and allow for 2 additional storeys on top of the existing building in accordance with provision in the Heritage Conservation District Plan.
 - Require new buildings on Lakeport Road south of Lock Street to provide appropriate setbacks to promote wider sidewalks and street boulevards.
 - Restrict the width of new individual retail commercial units on the street to a maximum of approximately 12 metres to reflect as more fine grained scale of commercial units. Retail commercial units proposed to be wider than 12 metres will be required to demonstrate through an urban design brief how they maintain the character of the street.
 - Urban design policies also identify that careful attention be paid to datum lines, including rooflines, cornices, window alignment, and floor heights to help to create a consistent streetwall with an architectural style that reflects the existing mid-to-late 19th century vernacular buildings.
 - Require setbacks or stepping down of heights.
 - Require urban design briefs in support of redevelopment applications that provide a shadow study and view corridor analysis.
 - Maintain a public view corridor through Hogan's Alley to Lakeside Park and the water.

Study Area Boundaries

- Include the residential areas identified in the Study Area to the south and west side of the commercial core in the Secondary Plan but exclude them from the boundaries of the Commercial Core and Harbour Area Heritage Conservation District.
- Include lands on the west side of Michigan Ave within the Secondary Plan so that the Secondary Plan policies provide a frame of reference for review of any redevelopment on those properties.

Parking and Transportation

- Providing additional on-street parking, where possible, on Lakeport Road, recognizing there will be challenges in providing this in conjunction with the bike lanes and restrictions posed by Regional roadway approvals.
- Providing additional parking, where possible, through reconfiguration or restriping within the parking areas on the west side of the Port Dalhousie Harbour.
- Provide a convenient link between the east and west harbour parking areas, by way of a water taxi, shuttle bus, or a pedestrian/multi-use bridge.
- Encourage active transportation during peak parking demand periods and events by providing infrastructure, programs and/or incentives such as, but not limited to: additional bike parking, bike valet and bike maintenance services, public transit incentives or increased and/or more direct service, improved lighting and wayfinding along multi-use facilities.
- For new development, encourage share parking resources where a mix of land uses is proposed in order to reduce the overall number of parking spaces, if appropriate
- Strongly encourage below grade parking or above grade parking structures that are screened by appropriate at-grade uses for new development.
- Consider off-site parking.
- Consider permitting reductions in parking standards where appropriate at the time of rezoning and encourage shared parking.
- Encourage landscape enhancements to existing surface parking areas.
- There may be an opportunity for modest increases in public parking on the west side of the harbour through reconfiguration in park space or increases in on-street parking.
- Increase the provision of publicly accessible bicycle parking spaces within the parks and harbour areas and work with the Port Dalhousie Business Association to provide publicly accessible bicycle parking spaces in appropriate locations in the commercial area.
- Paid parking at prime locations was suggested as an alternative but did not appear to receive much public support and so has not been pursued at this time although it can, of course, be reconsidered in the future.

Urban Design

- Align new buildings on Lock Street with the established setbacks to maintain a continuous streetwall. Maintain significant building setbacks on Lakeport Road (south of Lock Street), to maintain the alignment with the buildings to the north of Lock Street, and to protect the existing open character along this section of Lakeport Road
- Maximize views to Rennie Park and the historic Lincoln Fabrics building.
- Ensure new infill development on Lock Street and Lakeport Road is compatible with but does not mimic, existing buildings.
- Ensure development along Gertrude Street and Canal Street continues to reflect the established residential fabric.
- Restrict the ground floor height of new buildings on Lock Street and Lakeport Road to a minimum of 3.5 m to accommodate active retail uses and maximum of 5.5 m to prevent mezzanines that may not be in keeping with the character of the area.
- Ensure any height on Lock Street beyond 3 storeys is visually unobtrusive from Lock Street and Lakeport Road and limits the shadow impact.
- Ensure buildings are well-spaced in the western harbour area to allow for significant public outdoor space, including plazas, mews, walkways, and views through to the harbour.
- Encourage a 3 m stepback on all sides of new buildings in the western harbour area above 3-storeys to reduce the perceived mass of the buildings at ground level.
- Provide a 4.8 m wide boulevard along Lakeport Road.
- Encourage the design and massing of new buildings to reflect the nautical and industrial heritage of the western harbour area.
- Comprehensively consider landscape design within the harbour area.
- Limit surface parking in the western harbour area.
- Enliven the eastern harbour area by providing better landscaping, improving surface parking lots and providing additional pedestrian amenities.

Other Recommended Changes

The adoption of a new Secondary Plan and Heritage Conservation Sub-District Plan will provide the City with a much clearer framework and stronger legislative basis with which to evaluate new development applications. The Secondary Plan is part of the Official Plan and relies on various relevant policies of the Official Plan as well as the implementation and interpretation provisions. The terms of reference for this Study focused on the preparation of the Secondary Plan and Heritage Conservation District Plan but in order to fully implement the proposed changes in the Secondary Plan and Heritage Conservation District Plan, there are a number of other amendments or actions that the City may wish to consider.

The City's Zoning By-law is fairly recent and reflects the City's Official Plan. It is recommended that the Zoning By-law be amended to reflect specific policies being introduced in the Secondary Plan in order to ensure that the zoning is consistent with the new Secondary Plan policies. Those suggested changes are listed in Section 6.1 of this report.

The City could consider the use of its Community Improvement Plan for use in façade improvements and redevelopment projects that support the objectives of the Heritage Conservation District and the Secondary Plan.

Additional consideration should be given to the detailed design of the public and semi-public spaces and the form of public access of the waterfront area and the City should consider the preparation of Waterfront Design Guidelines.

The City and the Region may wish to consider the joint preparation of a Streetscape Master Plan to address the street features such as street lighting, tree and landscaping, street furniture and implement the Region's Complete Street Design Guidelines.

Next Steps

The statutory public meeting will be held to present the recommended Secondary Plan and Commercial Core and Harbour Area Heritage Conservation Sub-District Plan. Once input has been received, the Secondary Plan and Commercial Core and Harbour Area Heritage Conservation Sub-District Plan will be brought forward for adoption by Council.

1. Introduction

The Port Dalhousie community has a rich cultural and natural heritage and is among the best-preserved 19th-century canal villages in Canada, containing unique streetscapes, road patterns, waterfront access, broad vistas and significant views to the lake, pond, harbour and important heritage landmarks. The Commercial Core and Harbour area contains a mixture of industrial, commercial, residential, open space and recreational uses which create a dynamic environment that attracts both residents and tourists and the historic buildings and landscapes create a unique sense of place that forms the heart of the Port Dalhousie community.

The purpose of this Study is to prepare a Secondary Plan for the Commercial Core and Harbour area that addresses built form, land use, public realm, heritage, transportation and parking matters in order to provide an effective framework for redevelopment within the area. The Study also creates a new Port Dalhousie Heritage Conservation Sub-District Plan for the Commercial Core and Harbour Area. The existing Heritage Conservation District applies to both the residential and commercial areas of Port Dalhousie but the new Heritage Conservation Sub-District Plan will focus on the commercial and harbour area.

The Secondary Plan and the Heritage Conservation Sub-District Plan will more clearly articulate the functions and built form of the Community Core and Harbour Area in the Port Dalhousie community, consider the findings of the previously undertaken Port Dalhousie Harbour Area Urban Design Study and help to conserve the heritage resources.

1.1 Study Area

The Study Area primarily covers the non-residential portion of the Port Dalhousie community, including the historic Commercial Core, the Harbour Area (east and west sides), Lakeside Park and Rennie Park as well as small portions of adjacent residential areas. The boundaries of the Study Area are shown on Figure 1.

1.2 Study Process

The Secondary Plan and Heritage Conservation District study is being undertaken by consultants with assistance from a Staff Advisory Group which are providing guidance and technical input. The goal of the new Secondary Plan and Heritage Conservation Sub-District Plan is to assess the adequacy of the current land use designations and policies and existing Heritage District Guidelines and to update them to reflect existing circumstances, public input and the current regulatory and policy regimes. The new Heritage Conservation Sub-District Plan for the Commercial Core and Harbour Area will

be adopted under the Ontario Heritage Act 2005 to provide greater strength in ensuring the heritage resources are conserved and to coordinate with the Secondary Plan policies to ensure retention of the appropriate built form and character of the area.

The Study Process has been undertaken in 5 phases as follows:

Phase 1 – Background Analysis and Visioning

The background analysis involved a review of the relevant provincial, regional and municipal policies and their implications for Port Dalhousie. A community visioning exercise was held on June 21, 2016 at the Port Dalhousie Lyons Club Hall. A summary of the input that was received that night was provided in the Alternatives Report and is posted on the City's web site.

Phase 2 – Land Use, Heritage and Parking Alternatives

The second phase of the Study utilized the background information and public input derived from the work in Phase 1 to identify opportunities and constraints which were used as the basis for developing land use and policy alternatives for the Study Area, developing alternatives for addressing the Heritage Conservation District Plan and to assess parking constraints and alternatives.

The assessment of the existing parking facilities and their utilization and restrictions acknowledged the need to balance parking facilities within, and adjacent to open spaces, to promote use and viability of the Commercial Core, to foster alternative modes of travel including walking, cycling, transit, buses, shuttles and water access while minimizing negative impacts on the public realm. The transportation assessment included a review of existing transportation systems highlighting current issues and opportunities to address issues, conflicts and opportunities to facilitate existing and future movements in the context of future transportation needs based on anticipated development.

The heritage attributes of the commercial area of Port Dalhousie were identified and draft guidelines have been developed to conserve the identified heritage attributes and the associated cultural heritage landscape of the canal village and to ensure protection that is consistent with the Ontario Heritage Act 2005 and the Provincial Policy Statement 2014.

The built form context and parameters within the Study Area were reviewed to address the protection and enhancement of the existing character of Port Dalhousie. The height and massing of buildings, pedestrian-scaled streetscapes, built form transitions to open spaces, waterfront views, topographic conditions, and integration of new buildings within

the community were considered. The Port Dalhousie Harbour Urban Design Study was also considered so that key elements could be incorporated at the policy level.

All of this analysis was presented at a public workshop was held on September 21, 2016 at the Port Dalhousie Lyons Club Hall to obtain public input on the alternatives. A summary of the input that was received that night is attached in the appendix of this report and is posted on the City's web site.

Phase 3 - Land Use and Heritage Policy Formulation

Phase 3 involved the initiation of the Heritage Conservation District Plan and the Secondary Plan. A public workshop was held on November 29, 2016 to discuss the principles for the Heritage Conservation District Plan and objectives for the Secondary Plan. It also focused on the potential application of Section 37, reviewing the policy and how it could be tailored to fit Port Dalhousie's needs.

Phase 4 - Preferred Land Use and Heritage Policy Formulation

The public input, policy analysis, opportunities and constraints analysis, and alternatives developed in Phases 2 & 3 have been used as the basis for developing a preferred approach. A draft Secondary Plan and draft Heritage Conservation Sub-District Plan were prepared and were presented to the public in a workshop format to allow for input and discussion.

Phase 5 - Final Reporting

The Secondary Plan and Heritage Conservation Sub-District Plan were revised based on the public input. The public and agency comments have been summarized and final recommendations related the Secondary Plan and Heritage District Plan are outlined. This report summarizes the information collected, the result of the public process and the recommendations. The report also includes recommended changes to the Zoning By-law to implement the Secondary Plan and other possible implementation measures. The recommended Secondary Plan and the Heritage Sub-District Plan update are attached as appendices to this final report and the report will be presented to Council.

Public Engagement

There are a variety of opportunities for input and public engagement throughout the Study process. These will include:

- Meetings with the Staff Advisory Committee and Heritage Committee;
- Public Information Centres/Workshops at the end of each of the first four phases;
- Meetings and discussions with stakeholders; and
- Presentation to Council and Statutory Public Meeting.

1.3 Harbour Urban Design Study

The Port Dalhousie Harbour Area Urban Design Study originated from the Garden City Plan (the City of St. Catharines' Official Plan). The Harbour Area is a high-profile component of Port Dalhousie, and since development is likely to occur there, the Garden City Plan required that a study be undertaken to engage the community and determine the desired vision for the Harbour Area.

The objective of the study was to prepare a concept plan and to provide recommendations to ensure future development would support a connected public realm, enhance public waterfront access, vistas and views to the waterfront and Martindale Pond, provide appropriate built form and protect cultural heritage amenities.

Alternative Development Plans were prepared to illustrate the optimal use of the site, including creating two distinct areas. Harbour Square would provide space for new development, including mixed-use and multi-use community buildings linked together through active, pedestrian-only streets and public spaces. Two height options were considered; the first allowing up to 6-storeys, consistent with the existing height of the historic Lincoln Fabrics building and the second allowing 2 additional storeys. Lockhart Point Park would provide a more natural public setting, providing passive/active green space with direct connections to a boardwalk promenade. A proposed landmark pavilion building would accommodate a variety of year-round uses.

The plan was supported by urban design guidelines, which promote a high quality architectural, and open space vision that reflects the heritage of the site, environmental, social and economic sustainability, and a positive relationship to the surrounding community and downtown business district.

The Development Plans were intended to be mid to long-term plans that would be adopted incrementally as existing uses on site redeveloped and/or relocated.

Urban Design Principles

The following Urban Design Principles emerged from the various stages of public consultation. They inform the vision for the Harbour Area, and were reflected in the design of the Harbour Area Development Plan.

1. Enhanced Waterfront Access - Allow for continuous visual and physical access to the water's edge.
2. Significant Heritage Attributes - The Harbour Area's industrial and nautical heritage should be reflected in the character of the site.
3. A Balanced Built Form and Open Space Network - A substantial portion of the site should be open space, providing increased recreational opportunities and a place to appreciate views to the water.

4. Public Access and Character - As the Study Area occupies a very prominent land-mass in Port Dalhousie, it must be maintained as a place that is primarily public. Private uses on site should not detract from this character.
5. Built form that Frames and Activates Open Space - Built form and open spaces should work together symbiotically to create a system of well integrated open spaces and complementary built form.
6. Design for Year-Round Activity - The Harbour Area should provide activities for all seasons, and should embrace winter outdoor activities and warm and inviting indoor activities.

The Vision and Development Plan

The Harbour Area Development Plan establishes a harbour setting that is rich in its diverse recreational activities, heritage attributes, and vibrant open spaces, and provides increased connectivity to the waterfront. The envisioned character reflected in the development pattern and building form highlights the site's industrial and nautical heritage. The Plan reflects the feedback received during the public consultation process by preserving key vistas, celebrating heritage elements, establishing an expanded open space network, and increasing public access. The proposed plan establishes a harmonious blend of open space and built form that will allow for enhanced recreational opportunities and vibrant mixed-use buildings.

Harbour Square establishes a cluster of mixed-use buildings that are symbiotically integrated with an interconnected system of pedestrian squares, green-ways and mews streets. The buildings of Harbour Square contain a mix of uses, with active frontages on the ground level that contain shops, restaurants, cafés and community facilities. These ground level uses are encouraged to spill onto squares and pedestrian streets in the form of terraces and market stalls, further animating the open spaces with activity and energy. Upper levels contain a mix of office, residential, or live-work uses. The suggested cluster of buildings recalls the industrial character of the site, when numerous industrial buildings once defined the Harbour landscape. The massing and materiality of architecture will complement the heritage character of the site, and ensure the area is well integrated with its surroundings.

Lockhart Point is enhanced as an expansive open park space, which provides a setting for passive and active recreation with vistas to the water. Lockhart Point Park is a harmonious blend of passive green space and active park features; all interconnected by lush landscaping, gardens and path features. A new pavilion provides public amenity space, while potentially doubling as a private washroom/shower facility for the Yacht Club.

The Waterfront Trail system is integrated into the site, ensuring better continuity for the trail system and regular visitors passing through the site. A major feature of the expanded path network is the Boardwalk Promenade, which lines the eastern dock wall of the study area. This multi-use promenade provides an ideal area for evening strolls, active waterfront uses,

and establishes a connective spine for restaurants and cafés to look onto.

Other heritage features of the site are the expanded Lock Gardens, which further enhance the remnants of the first lock of the second Welland Canal, by extending it toward Lakeport Road in order to more clearly articulate the path of the second Canal. The Lock Keeper's Shanty will be adaptively reused as a small community facility, such as an artist-in-residence studio, or a venue for children's arts classes.

Implementation

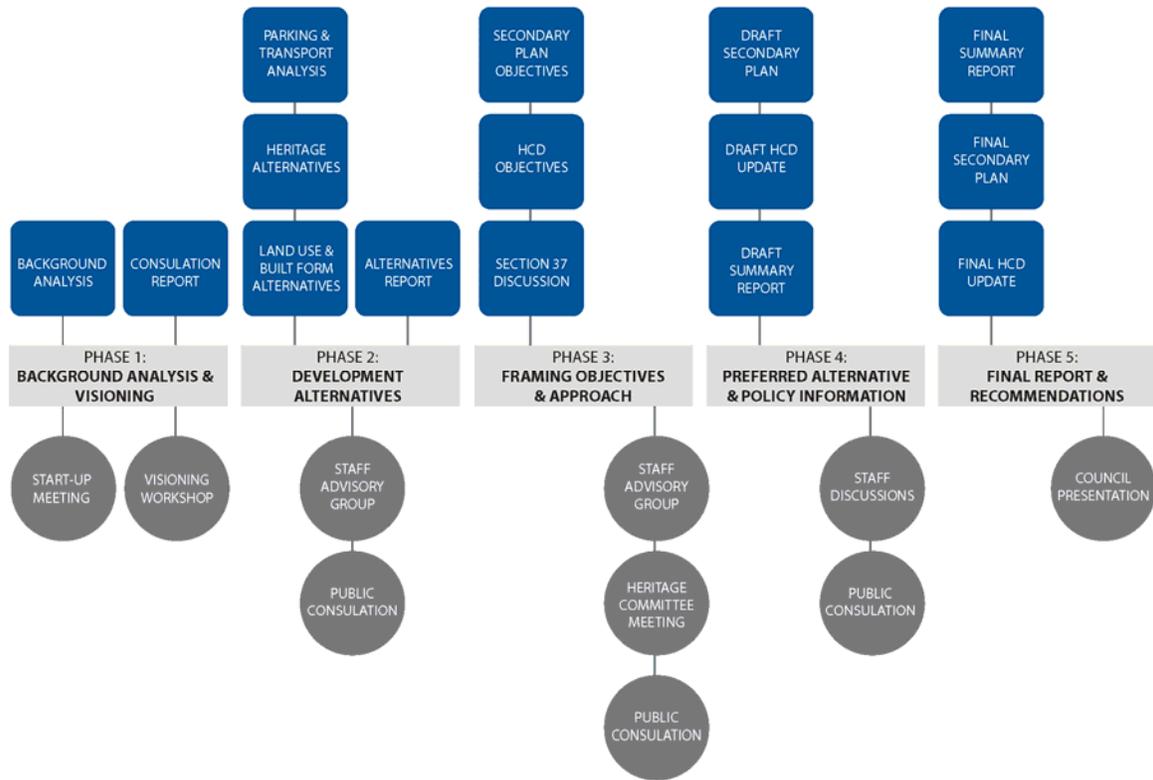
In order to implement the recommendations of the Harbour Area Urban Design Study, amendments/updates to the City of St. Catharine's Zoning By-law were recommended, including:

- Zoning the Entire Harbour Area as a Harbour Zone
- Permitting Mixed-Use Buildings in the Harbour Zone.
- Dual Zoning for the Lincoln Fabrics Property
- Reducing Parking Standards
- Setting Maximum Allowable Heights
- Requiring a Minimum Building Height of 2-Storeys.
- Incorporating Built Form Criteria to Regulate Building Mass.
- Requiring Setbacks along Lakeport Road to ensure a 4.8 Metre Boulevard.
- Urban Design Brief during Site Plan Approval.

Since the Harbour Urban Design Study was undertaken, the City has adopted a new Zoning By-law and as a result, some of the zoning recommendations are no longer applicable or would not be consistent with the approach taken in the new By-law. The remaining recommendations have been addressed.

1.4 Study Process

The following schematic diagram illustrates the Study Process:



2. Heritage

2.1 Background

In 2003, under the Ontario Heritage Act, all buildings and lands in Port Dalhousie were designated a Heritage Conservation District (HCD). (See Figure 2 for the location of the Heritage Conservation District) All development is therefore subject to the Port Dalhousie Heritage Conservation District Guidelines for Conservation and Change. The Port Dalhousie Heritage District Advisory Committee was established in 2004, and is actively engaged in the retention, preservation and promotion of Port Dalhousie's cultural heritage.

The Port Dalhousie Heritage District Guidelines for Conservation and Change (Guidelines) for the HCD, were prepared by Archaeological Services Inc, L Alan Grinham Architect, Unterman McPhail Associates and Wendy Shearer Landscape Architects Limited in 2001, and adopted by the municipality in 2003. The Guidelines have been used to guide change in the District since their adoption and the municipality has found that they are generally effective in managing change in the residential area of the HCD, but additional protection is needed in the Commercial and Harbour Area.

The Guidelines were preceded by The Port Dalhousie Heritage Conservation District Study, prepared in 2000 by Archaeological Services Inc., Unterman McPhail, Wendy Shearer Landscape Architect, and includes an area history, a built form and heritage character assessment, a landscape assessment, and a boundary assessment. There is a great deal of historic information on the Commercial Core and Harbour Areas outlining the history of commerce and industry associated with the village growth and the changing alignments of the Welland Canal.

Since the creation of the Port Dalhousie Heritage Conservation District several changes have occurred that indicate that amendments to the heritage policies would be appropriate.

- Passage of the Amendments to the Ontario Heritage Act in 2005
 - Bill 60, the 2005 Amendments to the Ontario Heritage Act strengthened heritage protection in Ontario. In Part V, the section under which HCD's are regulated, there were new requirements for consistency in process and content in HCD studies and plans to create enforceable HCD plans. Prior to 2005 HCD plans were not required, were advisory only, and varied in standard. Bill 60 introduced several measures including:

- demolition control, requirements to create a plan for new HCD's, 41.1(1),
 - a process to adopt a plan for an existing HCD, 41.1(2),
 - requirements for municipal bylaw consistency with the provisions of an HCD plan, 41.2 ,
 - introduced the ability for a property to be protected under both Part IV (individual properties) and Part V (HCD), 41(2)
- Passage of the 2005, 2014 Provincial Policy Statement (PPS)
 - The 2005 PPS contained strong language stating that “significant built heritage shall be conserved”, and permitted municipalities to include language requiring development on properties adjacent to a heritage property to conserve the heritage attributes of the designated property.
 - The 2014 PPS added opportunities to create heritage policies regarding views to and from heritage property, as well as including emphasis on protection for aboriginal cultural heritage sites.
 - 2009 OMB Decision regarding Port Place
 - This decision granted permission for new mixed use development containing a hotel and residential condominium in 17 storey tower, as well as a theatre, retail space and open space areas. It also led to permission for the demolition of 3 buildings in the Commercial Core and illustrated that the Port Dalhousie Guidelines lacked specific guidance on individual properties within the District.

Heritage Conservation District Update Alternatives

Based on these factors, various options were examined for updating the heritage framework. These included:

1. Creating an “Addendum” to the Existing Plan, ie amending the existing Guidelines.
2. Amending the District Boundaries to Split the District into two, retaining the existing Guidelines for the residential area, and passing a new HCD Plan under Section 41.1 of the Ontario Heritage Act for the Commercial and Harbour Areas with the option to amend the district boundaries to include lands east of the Harbour.
3. Amending the Boundaries to Remove the Commercial and Harbour Area from the existing HCD, and strengthening protection for the remaining heritage resources in the Commercial Area using Part IV designations.

Under the request for proposal for this Study, the consultants were asked to “update” the existing HCD plan, prepared under the pre-2005 Ontario Heritage Act to better address the heritage resources in the Central Commercial Area and the Study Area. The suggested approach was to add an “addendum” to the existing guideline. Through the RFP period, the municipality became aware that an “addendum” approach was problematic. Adding to the plan constitutes amending the plan, requiring repeating the process used to create the plan, and would yield a document that had the same strengths as the existing plan, i.e. advisory to Council but not enforceable. The 2009 Ontario Municipal Board decision regarding Port Place identified gaps in the current HCD Plan, which should be addressed through adjustments in the Guidelines.

Prior to the adoption of the Heritage District Plan, several properties formerly designated under Part IV of the OHA, were de-designated in order to include them in the Heritage Conservation District because, as noted above, prior to 2005, a property could not be designated under both Part IV and Part V. A HCD plan passed under the 2005 OHA opens the opportunity to achieve more detailed protection for specific properties under Part IV. The properties within the Study Area that were de-designated are:

- Jail 11 - Main Street
- Commercial building - 18 Lakeport Road
- Commercial building - 38 Lakeport Road
- Lakeside Hotel - 16 Lock Street
- Carousel - 9 Main Street
- Dalhousie House - 50 Lakeport Road
- Locktender’s Shanty - 69A Lakeport Road

Based on a review of the options and discussions with staff and the public it was determined that a new Heritage Conservation Sub-District Plan adopted under the 2005 Heritage Act would be the best option to appropriately guide redevelopment in the commercial and harbour area. The existing Port Dalhousie HCD will remain in effect but where there is overlap between the old and new HCD, the new HCD will take precedence over it.

2.2 Heritage Conservation Sub-District Plan

Under the Heritage Act, a heritage conservation district plan shall include:

- (a) a statement of the objectives to be achieved in designating the area as a heritage conservation district;
- (b) a statement explaining the cultural heritage value or interest of the heritage conservation district;

- (c) a description of the heritage attributes of the heritage conservation district and of properties in the district;
- (d) policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and
- (e) a description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42. 2005, c. 6, s. 31.

Objectives of the new Heritage Conservatin Sub-District Plan

The objectives of this Heritage Conservation Sub-District Plan are:

- to describe the cultural heritage value, heritage character, cultural heritage resources and heritage attributes of the Port Dalhousie Commercial Core and Harbour Area;
- to propose methods by to effectively protect, conserve and enhance the cultural heritage value, cultural heritage resources, heritage character and heritage attributes;
- to enhance the vitality of the Core Commercial and Harbour Area by conserving its unique architecture and distinctive heritage fabric and its historic fine grained building and development patterns that have supported generations of diverse entrepreneurs;
- to enhance the vitality of the Harbour Area by conserving its unique architecture and distinctive heritage fabric with buildings spaced widely in relation to the canal(s) and open water views;
- to ensure that Official Plan and by-laws, including zoning by-laws, encourage conservation of the cultural heritage value, heritage character, cultural heritage resources and heritage attributes of the Port Dalhousie Commercial Core and Harbour;
- to develop guidelines for conservation of the cultural heritage resources, heritage fabric, both buildings and landscape, as well as restoration and interpretation of lost features in both the public and private realm most importantly attributes which relate to the period of active canal operations in Port Dalhousie from 1829, through to the relocation of the Third Welland Canal entrance to Port Weller in 1932;
- to develop guidelines to maintain and enhance existing open space, sport and

recreation areas that contributes to public understanding of the heritage attributes, as well as their conservation or restoration;

- to develop design guidelines which clearly define appropriate change, whether it is for altering existing buildings and landscapes or for new construction, both in the Sub-District and in areas adjacent to the Sub-District to ensure that new development, construction, public or private, will have no adverse effects upon the heritage character and heritage attributes of the Sub-District and will positively contribute to the character of the area;
- to develop design guidelines for the streetscapes, and harbour edges to strengthen their heritage character;
- to ensure conservation of archaeological resources, with particular regard for marine archaeology, indigenous culture, traces or artifacts, industrial remnants, and extant resources of the Welland Canal(s)
- to recommend efficient implementation and management procedures.

Statement of Cultural Heritage Value

The heritage value of the Port Dalhousie Core Commercial and Harbour Heritage Conservation Sub-District lies in its representation of the history and development of the commercial, industrial and recreation/tourism areas of the village of Port Dalhousie, from its inception as an important canal terminus sited at the junction of the 12 Mile Creek Valley and Lake Ontario, becoming a service location for the first three Welland Canals, and finally to a period of ferry and light rail serviced recreational and light industrial use in the early 20th century.

Port Dalhousie is among the best-preserved 19th-century canal villages in Canada, displaying unique streetscapes, road patterns, broad vistas and open views between buildings oriented to the canals, piers and lighthouses, boats in the harbour, and shorelines. It is also an area of high archaeological potential containing remnants of the three Welland canals and foundations of former industrial buildings. Even though the land has been much disturbed, as a former junction between waterways, and in the traditional territory of the Mississauga of the New Credit First Nation, there may also be First Nations archaeological deposits.

Beginning in 1826 as the northern entry of the First Welland Canal, the village of Port Dalhousie developed and prospered as the Lake Ontario terminus and service provider for the Second and Third Welland Canals until 1932. From the 1830s to the 1960s, shipbuilding, servicing and repairs were important industrial components, recognized throughout the Great Lakes region by the shipping industry.

Port Dalhousie has also been a popular tourist destination for over a century. Lakeside Park was established in 1902 as a private amusement park. Visitors were transported by ferries and light rail, most notably for Emancipation Day picnics held in the park for the Canadian and American black communities. The village is also associated with the historic Royal Canadian Henley Regatta, which has been held annually since 1903.

The Port Dalhousie Core Commercial and Harbour Heritage Conservation Sub-District preserves the historic street plan with its orientation to the canal(s) and harbour, the shipyard and the lakeshore. The commercial core, the canal(s) and harbour area, the embankments, Lakeside Park and the beach, recreational boat mooring areas and the Royal Henley Regatta course have all been maintained as important heritage components.

There have been recent demolitions in the Commercial Core and Harbour area of buildings that had been substantially altered or were deemed not suitable for repair which have modified the legibility of the Port Dalhousie canal village cultural heritage landscape. The remaining structures from the period of significance have increased heritage value as authentic heritage attributes, and are therefore commensurately more important to conserve in their totality and in-situ.

Port Dalhousie Commercial Core and Harbour have contextual value conveying a strong sense of the original time and place of the development and operations of the Welland Canal(s) and harbour area during its period of heavy activity between 1826 and the 1930's.

Conservation Intent

The conservation intent within the Port Dalhousie Heritage Conservation Sub-District is to maintain the existing stock of contributing commercial and industrial heritage buildings whether of high style architectural design or of vernacular construction. It is recognized that the heritage building stock is in various states of repair and maintenance. It is not the intent within the Port Dalhousie Heritage Conservation Sub-District to force property owners to restore their property. On the contrary, the Port Dalhousie Heritage Conservation Sub-District seeks to ensure that when change is considered, heritage buildings and their heritage attributes and/or materials are conserved as part of that process of change and development.

In the public realm, the intent is to ensure conservation and enhancement of the contributing heritage resources identified in Heritage Inventory, Evaluation and Statements of Contribution with particular regard for the views and vistas described therein, as well as to improve the public realm in a manner consistent with the heritage character of the sub-district.

As individual owners or public agencies are in a position to undertake change, the Guidelines in the Sub-District Plan assist in ensuring that change contributes to the conservation of the heritage fabric of the Sub-District. Over time, an accrual of small changes enhances the heritage character. The regulation of the Sub-District creates a stable environment in which owners can make appropriate investments in their properties with certainty, if they choose to do so. The Guidelines are intended to ensure that when work is undertaken, it contributes to the heritage character.

The heritage attributes on contributing properties must be retained and except in exceptional circumstances, proposals for their demolition will be refused. Guidelines for replacement buildings on contributing properties are intended only for situations where catastrophic or accidental events or unpermitted actions have resulted in the loss of buildings on contributing properties or for the replacement of demolished non-contributing properties.

Proposals for new ancillary buildings or additions to buildings on non-contributing properties are to be in keeping with the Guideline in the Sub-District Plan.

Heritage Attributes

Heritage Attributes that exhibit and contribute to the heritage value of the Port Dalhousie Core Commercial and Harbour Heritage Sub-District include:

Founding Landscape

- Location on the peninsula between Lake Ontario to the north and Martindale Pond to the south, including the plateau, delta, and the sloped embankment between them
- Legible distinction in the landscape, streetscape and building patterns on the “plateau”, “delta”, and “embankment” areas
- The embankment from the former Lakeshore and Creek edge is still evident between Lakeside Park and Rennie Park and the plateau, in the rise on Lock Street and Canal Street, and in the slope of Main Street and Hogan’s Alley

Villagescape

- The historic street plan bordering the canals, harbour and lakeshore, particularly Lock Street, Main Street and Lakeport Road north of Lock Street (formerly Front Street). Lakeport Road south of Lock Street has been re-routed and filled with the changes in canal routes and other initiatives such as the creation of Rennie Park.
- Pedestrian scale of the streetscape in the core commercial area
- Canal village streetscapes in the commercial core, comprised of mid-to-late 19th century, one, two and three storey vernacular buildings, some with Italianate influences; these include, among others; the Jail (1845); Lion Hotel-formerly Wellington House (1877); Murphy’s Restaurant (1885) and Lakeside Hotel -formerly Austin House Hotel (1896), as well as several smaller commercial buildings along

Lakeport Road (See 9.3 Heritage Inventory, Evaluation and Statements of Contribution)

- The fine grained property sub-division of commercial properties on Lock Street, and the west side of Lakeport Road offering opportunities for a variety of small independent businesses
- Open and irregular placement of industrial buildings in relationship to former water courses and transportation routes
- Hogan's Alley, a service lane for the former Front Street, now Lakeport Road, properties. The service lane has evolved into a pedestrian scaled route from Lock Street towards Lakeside Park with businesses fronting onto it. It offers remnants of the embankment slope and views out towards the lake
- Low rise commercial buildings on the "delta" area oriented on Lakeport Road to the former Second Welland Canal
- Views within, from and towards the Heritage Conservation Sub-District

Buildings

- Shipyard building (Dalhousie House) c. 1865
- Canal side industrial buildings (presently Lincoln Fabrics) c. 1900 and the much altered Legion Building
- Low-rise commercial buildings organized along Lock Street and the west side of Lakeport Road in a traditional main street relationship

Canal Relationships

- Structures directly related to the canal's era of Port Dalhousie 1820's to the present, such as the entry locks of the first three Welland Canals, The Jail, Locktender's Shanty, harbour and piers
- Remnants of the first Welland Canal visible underwater offshore as well as buried in Lakeside Park. Archaeological remnants outside of the boundaries of the Sub-District, ie under Lake Ontario must be conserved through separate archaeological measures.
- Archaeological remains of the First Welland Canal
- Surviving entry Locks from the 2nd and 3rd Welland Canals
- Pier and canal edges providing docking for boating as well as promenade routes

Tourism

- Historic park space and beach area at Lakeside Park, with vintage 1890's Carousel
- Rennie Park in filled area of former Muir Brothers Dry Dock
- 1903 historic recreational area of the Royal Canadian Henley Regatta and grandstand

Contributing and Non-Contributing Properties

Contributing properties are those with features that define the heritage character and which retain sufficient original heritage attributes to allow for preservation or restoration. Non-contributing properties are those which do not have heritage character defining features or heritage fabric. As part of the detailed inventory of each of the existing buildings within the HCD, an analysis has been carried out that describes the property and identifies whether it is contributing or non-contributing.

The contributing properties have been identified as:

- 9 Lock Street – former Sterling Bank (Balzac’s Coffee)
- 15 Lock Street – former Wellington Hotel (Lock Street Brewing Company)
- 12 Lock Street – former Stanton Grocery Building (Little India restaurant)
- 16 Lock Street – former Austin House hotel (currently vacant)
- Hogan’s Alley
- 38 Lakeport Road – Murphy’s Restaurant and Harbourfront Inn
- 63 Lakeport Road – former Maple Leaf Rubber (Lincoln Fabrics)
- 52 Lakeport Road – former Muir Brother’s Dry Dock (Dalhousie House)
- 69a Lakeport Road – Locktender’s Shanty
- Lock No. 1 Third Welland Canal
- 48 Lakeport Road – former Johnson and Son’s Shoes and Boots (Oasis Lakeside Pita)
- Lock No 1 Second Welland Canal
- 26 Lakeport Road Former – former Walkerly Building (Old Port Dairy Bar)
- 18a Lakeport Road – former Dwyer’s Grocers (for lease)
- 14 Lakeport Road – former Stanton Brothers (Za Pizza Joint)
- Port Dalhousie Jail
- Lakeside Park including Lock No. 1 of the First Welland Canal
- Carousel House (for the carousel itself)
- Rennie Park
- Inner Range Lighthouse (designated under Part IV, Ontario Heritage Act)
- Outer Range Lighthouse (designated under Part IV, Ontario Heritage Act)

Areas Affected by the Guidelines

Nothing in the guidelines is intended to prevent the building of additions, or alterations to the rear of properties that are permitted under the zoning bylaw, however, additions at the rear of properties must not be higher than the ridge of the main roofline of the property, or the top of a flat roof or roof parapet as seen from the public realm. The guidelines apply only to the public realm, to the exterior of private buildings and to landscaped areas that can be clearly seen from the public realm.

The following items are exempted from the need for a heritage permit:

- painting of wood, stucco or metal finishes,
- repair of existing features, including roofs, wall cladding, dormers, cresting, cupolas, cornices, brackets, columns, balustrades, verandahs, steps, decks, entrances, windows, foundations, and decorative wood, metal, stone or terra cotta, provided that the same type of materials are used,
- installation of eavestroughs,
- weatherproofing, including installation of removable storm windows and doors, caulking, and weatherstripping,
- installation of exterior lights, and
- installation of decks at rear of property when not visible from the public realm.

The Heritage Conservation Sub-District Plan provides general guidelines dealing with building maintenance for the following:

- Masonary
- Roofing
- Windows
- Doors
- Verandahs
- Woodwork and Decorative Elements
- Paint
- Gutter, Eaves and Rain Water Leader.

The Heritage Conservation Sub-District Plan Plan provides guidelines for Commercial buildings dealing with:

- Storefronts
- Signage
- Upper Facades
- Building Lot Sizes
- Infill

The Heritage Conservation Sub-District Plan Plan provides guidelines for Industrial buildings dealing with:

- Conservation
- Additions and Alterations
- Infill
- Signage

The Heritage Conservation Sub-District Plan Plan provides guidelines for Landscapes/ streetscapes dealing with:

- Lock Street
- Lakeport Road

- Hogan's Alley
- Main Street
- Street With No Name
- Canal Elements Harbour Edge/Piers
- Lakeside Park
- Rennie Park
- Public Walkways/Pedestrian and Cycling Routes
- Trees
- Signage

The Heritage Conservation Sub-District Plan Plan provides guidelines for Parking dealing with:

- Lakeside Park Parking Lot
- Parking Lots

The Heritage Conservation Sub-District Plan Plan provides guidelines for Important Views, Vistas and Vantage Points as well as guidelines for Lighting, Place Names and Archaeology.

The Heritage Conservation Sub-District Plan is attached as Appendix A.

3. Public Input

3.1 Visioning Workshop

As part of the Study, a first round of public consultation was held in June 2016. The formal session began with a top priorities exercise and a consultant presentation, and then participants were split into smaller groups to undertake a group working session. The workshop concluded with each group reporting their findings to the plenary group, and the consultant team providing an overview of next steps.

Top Priorities Exercise

The following priorities were consistently noted during the top priorities exercise:

1. Enhance access to, and undertake improvements of, the piers.
2. Respect for cultural heritage through appropriate development (scale and design), views and vistas, and the creation of signage to indicate areas of historic significance.
3. Revitalization should occur on vacant lots and should focus on the creation of a diverse mix of retail uses including restaurants, cafes, clothing stores, theatres, etc.
4. The aesthetic quality of the streetscape should be improved through trees, landscaping, reducing street clutter, and through parks and street clean up (including Lakeside and Rennie Parks).
5. Improvements to cycling infrastructure through bicycle parking facilities and new and improved connections.
6. Adequate parking should be provided in the Commercial Core.

Visioning Exercises

The visioning exercises required participants to break into teams and answer questions about Port Dalhousie's existing opportunities and constraints using a group worksheet. The worksheet was divided into three exercises as outlined below.

Exercise 1 - About You

The visioning exercises began with a survey of the participants to determine how they use the Commercial Core and Harbour Area and their interests in the study.

Exercise 2 - What Makes the Commercial Core/ Harbour Area Special?

This question asked each group to state what they liked about the Commercial Core and Harbour Areas.

Exercise 3

Exercise 3 required each group to answer questions related to a broad range of topics regarding existing uses, future growth, and opportunities for revitalization. Key feedback included:

- Buildings & Heritage
- Land Uses
- Parks & Open Space
- Parking
- Walking & Cycling
- Tourism
- Harbour Activities
- Other Comments

A full summary of the feedback received from the Visioning Workshop is provided in Appendix C.

3.2 Alternatives Workshop

A second round of public consultation was held in September 2016. The formal session began with a consultant presentation providing an overview of the alternatives report, and then participants were split into smaller groups to undertake a group working session. The participants were asked to review potential alternatives in six key areas of the plan:

- study area boundaries,
- building height and massing,
- retail/commercial use,
- Lakeport road streetscaping,
- commercial core parking, and
- the heritage conservation district.

Each group was then asked to report their findings to the plenary group, and the meeting wrapped up with the consultant team providing an overview of next steps.

Item 1: Study Area Boundaries

Areas 1 and 2 (lands south and west of the commercial core as identified in Figure 1) contain residential properties. However, the Secondary Plan and Heritage Conservation Sub-District Plan focus on commercial uses and open space areas. Given this disparity in uses, participants were invited to review the two options proposed to address these areas. Option 1 involved removing areas 1 and 2 from both the Heritage Conservation Sub-District Plan and the Secondary Plan and Option 2 involved removing areas 1 and 2 from only the Heritage Conservation Sub-District Plan but

leaving them in the Secondary Plan. Area 3 (23 Michigan Avenue in Figure 1) is a large parcel abutting a swath of the open space within the study area. Participants were also given the opportunity to decide whether or not Area 3 should then be included in the Secondary Plan so that the new policies can address any future redevelopment. Most workshop groups agreed that Areas 1 and 2 should be removed from the Heritage Conservation Sub-District, but remain part of the secondary plan, and almost all groups agreed that Area 3 should be added to the plan boundary.

Item 2: Building Height and Massing

Item 2 asked participants to consider three different aspects of height.

- The first aspect was the maximum height which would be allowed for different sections of the study area.
 - All nine groups were generally in favour of height designations that provided maximum heights for different areas of 1, 2 or 3 storeys.
 - Four groups were explicitly against the “5+ Storeys” designation, suggesting alternative maximum heights of 3 (two groups), 8 and 10 storeys respectively (though one group clarified that a 3 storey maximum does not include the Harbour Area, which should be left as shown at “2-8 storeys stepping down”).
 - The remaining five groups expressed some level of discomfort with the “5+ Storeys” designation, including:
 - Two groups noting that the “+” is too vague, particularly given the context of the Lincoln Fabrics building;
 - Three groups noting that 2-8 storeys might result in a wall of buildings on Lakeport Road. While not explicitly against the proposed height, these groups stressed the importance of built form policies.
- The second aspect of height was a minimum streetwall height of 2 storeys on Lock Street.
 - Some participants saw the streetwall as a favourable way to maintain the “village feel” in Port Dalhousie.
 - Two groups additionally suggested a maximum streetwall height, ranging between 3-4 storeys.
- The third aspect of height was the use of Section 37 which would allow for additional height in exchange for community benefits.
 - Two groups cited additional height allowances as a “slippery slope”, with one suggesting that Section 37 should only be used as a last resort.
 - Some participants complimented the idea of using Section 37 as a “good concept”, but requested more assurance that public process and input would be taken seriously in cases of additional height allowances.
 - One group also requested reassurance that the people engaging in negotiations with the developers who seek additional height would be “vigorous and skilled.”
 - Another group did not like the idea of giving developers “a blank cheque to alter heights to whatever they wish”.

- Several groups were not convinced that the historic character could be maintained in the company of tall buildings. One group noted that even with a set back or streetwall, a “17 storey building” (for example) would not be compatible with the “village-like setting”. Another group argued that “there aren’t any benefits that justify more than 3-4 stories in this historical area [because] historically there were not 12 storey buildings.”
- The only group who explicitly agreed with using Section 37 requested parking, a theatre, a hotel, parkland, a children’s playground and public art as the specific amenities that would be provided in exchange for additional height.

Item 3: Retail/Commercial Uses

Participants were asked to choose among three options for preserving the fine grained commercial uses that characterize the historic Commercial Core. Options included restricting the ground floor of commercial buildings to 400 m² to restrict large format retail uses; restricting the width of new retail units to 12 m (maximum) to reflect a more fine-grained scale; providing additional urban design guidelines to reinforce the fine-grained form of development. All of the groups wanted to incorporate all three recommendations. One group wrote that the recommendations could: “provide more variety and prevent late night vandalism.” Another group requested small store fronts be incorporated as part of the effort to maintain the fine-grained character.

Item 4: Lakeport Road and Streetscaping

Item 4 asked participants to consider the building setbacks south of Lock Street on Lakeport that maintain the wide, open streetscape approaching the Commercial Core. All groups agreed that the new buildings on this stretch of Lakeport should continue to provide appropriate setbacks to promote wider sidewalks and street boulevards.

Additional responses are recorded below:

- Some participants requested more trees, planters and grass to line Lakeport Road, or that it be treated as “open, green, historic parkland” with emphasis on the vista.
- One group commented that the “corner is tight”.
- Reflecting the “village core” along Lakeport Road stood out as a desire for one group.
- Some participants wanted enhanced access to the canal from Lakeport Road.

Item 5: Commercial Core Parking

Limited parking during peak periods has arisen as a concern for Port Dalhousie. Item 5 asked participants to review a number of preliminary opportunities for improving parking. Options included additional on-street parking on Lakeport Road, reconfiguring the Lakeside Park lot, linking the east and west harbour parking areas, encouraging active transportation, organizing mixed use development to share parking, and

considering paid parking in prime locations. Most groups expressed a preference for reconfiguring the Lakeside Lot, linking east and west harbour parking areas and encouraging more active transportation. A few groups liked the opportunities for shared parking and paid parking, with only one group noting their preference for adding on-street parking on Lakeport Road. However, many groups were notably opposed to considering paid parking.

- Participants made their opposition to paid parking known by commenting on the boards. One group called the option: “too much like privatization and monetization of public space,” with another group arguing that “the people of Niagara should be able to enjoy Lakeside Park [and benefit from] safe parking sites”. Even one of the two groups to select paid parking as a potential opportunity commented that planners: “Must really be careful with paid parking and get community input.”
- Many groups were notably excited about a possible link between the east and west areas although one group referred to the option as a “pipe dream” but maintained that they would still like to see it happen.

Item 6: Heritage Conservation District

Due to the existing Heritage Conservation District’s (HCD) limited guidelines on protecting and preserving the historic Commercial Core, item 6 gave participants the opportunity to review two recommendations for strengthening the commercial core’s heritage policies. The first option would split the HCD into two areas (one residential and one commercial). The existing policies could remain in the residential area, while a new HCD plan covering the Commercial Core and Harbour Area would be created according to the updated 2005 Heritage Act. The second options would remove the Commercial Core and Harbour area from the HCD completely and use Part IV designations to strengthen protection for individual buildings. The groups all expressed a preference the first option.

- Some participants were still unsure about the options, despite the groups’ seemingly unanimous support of the first option.
- After choosing option one, two groups asked to still consider individual designations or incorporating Part IV incrementally.

A full summary of the feedback received from the Alternatives Workshop is provided in Appendix D.

3.3 Secondary Plan & Heritage Conservation Sub-District Objectives Workshop

A third round of public consultation was held in November 2016. The formal session began with a consultant presentation of the principles, goals and objectives developed

by the project team, followed by an explanation of the ability of Section 37 of the Planning Act to permit allow greater height and density in zoning for new development in exchange for a substantial community benefit. Participants were split into smaller groups to undertake a group working session. The participants were asked to review principles of the Heritage Conservation Sub-District, the objectives for the Secondary Plan and rank what community benefits would be desirable if Section 37 were to be used.

Participants largely agreed with the Secondary Plan objectives. However, a few groups mentioned concerns about height, public amenities, active transportation and balancing development with heritage.

Participants also largely agreed with the Heritage Conservation Sub-District Principles. However, a few groups mentioned concerns about height and requested some clarification and revisions to the Principles list.

Participants were asked to rank the most popular community benefits and the results are summarized below. Pier upgrades were the top priority followed by pedestrian link across the harbour, parking improvements, lighthouse acquisition and public amenities.

	Priority #1	Priority #2	Priority #3	Priority #4	Priority #5	Priority #6	Priority #7
Group 1	Pier Upgrades	Pedestrian Link	Parking Improvements	Lighthouse Acquisition	Carousel Improvements	Public Amenities	1 st Canal Locks
Group 2	Pier Upgrades	Public Amenities	Pedestrian Link	Parking Improvements	1 st Canal Locks	Carousel Improvements	Lighthouse Acquisition
Group 3	Pier Upgrades	Lighthouse Acquisition	Pedestrian Link	Parking Improvements	Carousel Improvements	Public Amenities	1 st Canal Locks
Group 4	Pedestrian Link	Parking Improvements	Pier Upgrades				
Group 5	Lighthouse	1 st Canal Locks	Carousel Improvements	Public Amenities			
Group 6	--	--	--	--	--	--	--

A full summary of the feedback received from the Workshop is provided in Appendix E.

3.4 Draft Secondary Plan & Heritage Conservation Sub-District Plan Workshop

A fourth round of public consultation was held in October 2017. The formal session began with a consultant presentation of the draft Secondary Plan and draft Commercial Core and Harbour Area Heritage Conservation Sub-District Plan developed by the project team. Participants were split into smaller groups to undertake group working sessions.

With respect to the Heritage Conservation Sub-District Plan, the participants were asked to comment on:

- the list of buildings that were identified as “contributing” to the heritage character and participants suggested:
 - Legion Building;
 - Lock Service Building;
 - 1st Rowing Club; and
 - 333 Main Street.
- the views identified in the draft study and to propose additional views and multiple participants had concerns regarding how future development would impact views within and towards the harbour.
- if the Heritage Conservation Sub-District should focus on preserving and creating space for small businesses and 3 out of 4 groups agreed.
- the principle that additions to contributing heritage buildings should be set back from the street so that they are not visible from across the street, with the exception of the Lincoln Fabrics building and all groups agreed.

With respect to the Secondary Plan, the participants were asked to comment on:

- proposed heights for three areas: Lock Street, Lakeport Road, and the Eastern Harbour area and the comments from each group varied. Some thought that heights should remain similar to existing heritage buildings, others thought the heights suggested were reasonable and some suggested that proposed heights should not exceed four storeys to mitigate parking demands.
- expanding the permitted uses on the east side of the harbour to include cultural and recreational facilities and restaurants and expanding the permitted uses in Dalhousie House to include additional commercial, recreational, or institutional uses. Many participants suggested that the east side of the harbour could be used for additional parking and connecting the east and west harbour with a pedestrian bridge. Suggestions pertaining to Dalhousie House included a library branch, visitor information centre, and art space.
- public transit incentives or increased and/or more direct transit service to the area during the summer months to encourage greater transit usage and participants generally agreed.
- improving active transportation options, including additional bicycle parking, improved trails, and valet bicycle parking at special events and participants generally agreed but wanted additional connections within the area including a bridge across the harbour.

A full summary of the feedback received from the Workshop is provided in Appendix F.

3.5 Public Submissions

In addition to the public workshops that were held, a number of letters and emails have also been received which provided input to the plans that have been presented. Copies of the letters/correspondence that were submitted are attached in Appendix G.

4. Transportation and Parking Analysis

As noted above, the availability of parking has consistently been identified as an issue within the Study Area and as a result, part of the study process involves an analysis of the existing transportation and parking circumstances and options that are available to address the issue.

In looking at the current access to the Study Area from outside, the key routes into Port Dalhousie are via Third Street Louth or Martindale Road to Main Street, or via Ontario Street to Lakeport Road. Automobile trips arriving from all directions and destined to Lakeside Park utilize Lakeport Road and Lock Street.

Port Dalhousie is served by public transit Route 1/6, which travels on a loop from downtown St Catharines to Port Dalhousie. Weekday service is operated at a 30 minute frequency. Evening and weekend transit service is provided by Route 101/106, with a frequency of 60 minutes on weekday and Saturday evenings, and every 30 minutes on Saturday and Sunday daytime.

With respect to active transportation, Port Dalhousie can be accessed from the Waterfront Trail, which passes along Dalhousie Avenue to Lakeside Park, and then to Lakeport Road and to the east side of the harbour via Lighthouse Road. There are also formal bike lanes along Lakeport Road, starting from Lock Street and continuing east out of Port Dalhousie.

Public parking is available on both the west and east sides of the Port Dalhousie Harbour. The most convenient and well-used lot (± 245 spaces) is located next to Lakeside Park lot directly adjacent the Carousel, and local retail and restaurant services. Small parking lots exist adjacent to Rennie Park, the Waterfront Trail on the west side of the harbour, and a large lot is provided (± 275 spaces) adjacent the Port Dalhousie Marina on the east side of the harbour. Metered on-street parking is also available on Lakeport Road and Lock Street. There are several small private parking areas that serve patrons and/or employees of local business, such as the Legion, Pier 61 Bar & Grill, Lincoln Fabrics, retail and Tim Hortons at 50 Lakeport Road, and marina related business on the east side of the harbour.

Both marina and non-marina related parking demands in the Study Area were counted on the following dates to compare to and supplement earlier parking survey data contained in the Port Dalhousie Parking Study prepared by Paradigm Transportation Solutions Limited (PTSL) in 2005:

- Thursday, July 21, 2016: 11am – 7pm
- Saturday, July 23, 2016: 11am – 10pm
- Tuesday, August 2, 2016: 5pm – 9pm

Results of these surveys suggest that public parking areas on the west side of the harbour continue to be well used, reaching 90 to 100% of their capacity on summer weekends. The Lakeside Park parking and Lakeport Road on-street parking also consistently reach capacity on weekday evenings. Private business parking lots on the west side of the harbour are also well used on both summer weeknights and weekends (near or at capacity).

Parking on the east side of the harbour has considerable capacity to accommodate more vehicles, reaching 36% of its capacity on summer weekends and 22% on weekday evenings on the observed dates. While there is surplus parking available in this location, the parking is less convenient for patrons destined to the west side of the harbour (an approximate 20 minute walk along the waterfront from the furthest east harbour or a short bike ride along the Waterfront Trail/Lakeport Road bike lanes).

The existing road network, waterfront trails, and public transit provide for a number of active transit opportunities to travel to/from Port Dalhousie and/or between the east and west sides of the Port Dalhousie Harbour. Convenience parking is well used during the summer.

A summary of the parking utilization locations and rates as well as more detailed analysis of parking recommendations and the time of day capacity is provided in the report prepared by BA Consulting attached in Appendix G.

Conclusions

Parking and transportation alternative recommendations include:

- Providing additional on-street parking, where possible, on Lakeport Road, recognizing there will be challenges in providing this in conjunction with the bike lanes and restrictions posed by Regional roadway approvals.
- Providing additional parking, where possible, through reconfiguration or restriping within the parking areas on the west side of the Port Dalhousie Harbour.
- Encourage the creation of a convenient link between the east and west harbour parking areas, by way of a water taxi, shuttle bus, or a pedestrian/multi-use bridge. This service could be provided in conjunction with charging for parking on the west side of the harbour.
- Encourage active transportation during peak parking demand periods and events by providing infrastructure, programs and/or incentives such as, but not limited to: additional bike parking, bike valet and bike maintenance services, public

transit incentives or increased and/or more direct service, improved lighting and wayfinding along multi-use facilities.

- For new development, seek a mix of land uses that can effectively share parking resources, and implement parking maximums and shared parking in the zoning by-law.
- The existing non-residential parking exemption for lands zoned C2-9 in the Port Dalhousie Commercial Core should be replaced with an exemption based on the amount of new gross non-residential floor area above a defined threshold. It is recommended that any new non-residential development proposing more than 400 m² of GFA should be required to provide parking for the area in excess of 400 m². For consistency, the modified non-residential parking exemption should also be extended to C2-10 zones in the Port Dalhousie Commercial Core and Harbour Area and to the 16 Lock Street and 12 Lakeport Road site if the property is rezoned.
- Recognizing that public parking supply is limited and land development and increased attendance at, and frequency of, events may result in increased parking demands, consider paid parking on at prime locations, in conjunction with a resident parking permit program and available unpaid peripheral parking.

5. Secondary Plan

The purpose of this study is to develop a Secondary Plan in conjunction with a Heritage Conservation Sub-District Plan for the Commercial Core and Harbour Area so that the two processes move forward together and provide an inter-related framework for the future of Port Dalhousie that respects and retains its unique character, built form and heritage. As discussed above, a Heritage Conservation Sub-District Plan has been prepared for the Port Dalhousie Commercial Core and Harbour Area and the objectives and guidelines from that study help to inform the Secondary Plan.

Public input is also a critical component of the study process and as noted above, public workshops have provided feedback on the alternatives that have been developed, the objectives for the Secondary Plan and the possible use of Section 37. In addition, meetings have been held with various stakeholders in the study area. These factors as well as the background analysis outlined above have provided the basis for the preparation of the Secondary Plan.

The Study has focused on a number of aspects including land uses, built form, open space, heritage, water access and views, and transportation and parking to provide the basis for the Secondary Plan. A copy of the Secondary Plan is provided in Appendix B and the proposed policies are described below. It should be noted that where policies addressing specific matters such as parkland dedication and cultural heritage impact assessments are already addressed in the Official Plan, those policies are not repeated in the Secondary Plan and therefore the Secondary Plan must be read in conjunction with the Official Plan.

5.1 Land Use Policies

The lands that are currently designated Community Commercial currently contain a wide variety of uses and this variety contributes to the vibrancy of the commercial core. It appears that the public generally supports the variety of land uses that currently exist in the Study Area and that they reflect the history of the area. As a result, no significant changes are recommended to the land use permissions within the commercial designation other than some further refinement to the mix and parameters associated with those permitted uses.

In order to maintain an active and engaging streetscape it is important that retail uses be located at street level. As a result, it is recommended that new development in the area west of Lakeport Road and north of Gertrude Street be required to provide ground floor non-residential uses adjacent to public street or lanes. The draft policies permit residential lobby and other uses requiring ground floor access if required or the

residential entrance for a live work unit. This would be a shift in the existing policies which restrict residential dwellings from locating on the ground floor. The current policies would continue to apply to lands in the Harbour Area.

The Official Plan currently permits medium and high density residential uses in the Community Commercial designation. The proposed policies do not categorize the residential uses as either medium or high density as, given the physical context and character of the area, it is expected that the number of units will be dictated by the built form that is appropriate for the site rather than a density number per se. There has been limited residential development in the Commercial Core to date and it should be recognized that as infill and redevelopment occurs, there may be an increase in amount of residential development within the Core which would shift the balance away from the historic uses. This may be seen as a positive change which provides a greater customer base for local businesses or it may have the potential to modify the character of the core and exacerbate conflicts between commercial and residential uses (ie noise and traffic concerns).

One of the important characteristics of commercial development in the Core is the fine grained scale of the uses. In order to ensure that the size of new commercial uses is in keeping with the existing character, it is proposed that the ground floor size of commercial floor plates be limited to approximately 400 sq metres (4300 sq ft) in order to prevent large format retail uses. While the public fully supported the idea of restricting the ground floor size of commercial uses in the Core, some of the feedback expressed concern that 400 square metres may be too large and others were concerned it was not large enough for existing restaurant uses. In order to ensure economic vitality of the Core, the size has been maintained but restaurants may be permitted up to 550 sq m. The policies do not restrict the floor space above the ground floor and there are also urban design policies that provide guidance for building design to further assist in ensuring that the massing and scale of new development is appropriate. The policies indicate that the maximum size will be approximate to allow some minor flexibility at the zoning stage.

The Harbour Urban Design Study that was carried out for the area east of Lakeport Road on the west side of the Harbour made a number of recommendations with respect to the activities in that area and how new buildings should be sited and massed and those recommendations have been taken into consideration as part of this Study. Given the importance of the Lincoln Fabrics building, adaptive re-use of the existing building is strongly encouraged and it should remain the most prominent building in that area. The Study recommended that year round activity should be facilitated in the Harbour Area and that this could be better achieved by requiring the provision of publicly accessible open space areas and encouraging indoor uses which interact with outdoor spaces. These recommendations are reflected in the Secondary Plan policies by requiring the provision of public parkland within the harbour area and encouraging appropriate

glazing and landscaping treatments on adjacent private property facing parkland and trails.

The Secondary Plan policies dealing with the Harbour Study Area also indicate that buildings should respect the historic building scale and massing. New buildings should have a minimum height of two storeys and provide facades that address both Lakeport Road and the waterfront. Development should also preserve view corridors towards the water through appropriate building alignment and massing. The industrial character of the area should be maintained and the original canal alignment should be acknowledged through interpretive means such as signage.

Land use policies dealing with the 16 Lock Street and 12 Lakeport Road site retain the permissions granted by the Ontario Municipal Board decision. New development applications have been submitted for the property that has been deemed complete by the City. New development applications have also been submitted for for 57 Lakeport Road (Royal Canadian Legion site) and the 61 and 63 Lakeport Road (Pier 61 Restaurant and Lincoln Fabrics site).

All of the new applications will be governed by existing Official Plan policies and will give general consideration to the overall policy framework provided in this Secondary Plan. New development applications submitted after the Secondary Plan comes into effect will conform to the policies of the Secondary Plan and subsequent rezoning to bring the zoning into conformity with the Secondary Plan.

For the lands on the east side of the harbour that are currently designated Parkland and Open Space, uses which support and enhance the harbour and tourist functions should be encouraged. Uses such as markets, artisan workshops, galleries, restaurants, meeting or festival spaces, and small community serving facilities such as library or community centres would appear to be appropriate. The current G3 zone that applies to those lands permits a range of uses including Cultural Facilities (which includes museum, libraries, art galleries and community centres as well as ancillary office, restaurant and retail and service commercial uses) and Indoor and Outdoor Recreation Facilities (which permits participatory and/or spectator-oriented recreation and entertainment use as well as ancillary office, restaurant and retail and service commercial uses) so a number of the uses already permitted in the area. The intent is to generally encourage retail stores and service commercial uses to remain in the Commercial Core but uses that are appropriate in the harbour context, may be considered. This may include stand-alone restaurants that take advantage of the harbour views. The intent is to support an increased activity level and facilitate greater use of the area on a year round basis. The policies recognize that new buildings or structures proposed within the area may require further studies to address hazard mitigation measures, shoreline protection works and suitable setbacks.

Dalhousie House located at 52 Lakeport Road is an important industrial era building of heritage value and on-going, active use of the building will help to facilitate its maintain and conservation. The range of commercial, recreational, cultural and/or institutional uses that are permitted in the zoning bylaw should be increased to improve the likelihood of obtaining a viable tenant for the building. Given the restricted access, uses that do not generate high vehicular traffic demands should be considered.

5.2 Built Form Policies

The existing built form in Port Dalhousie reflects its historic roots. The commercial area reflects a typical main street built form with a diversity of ground oriented buildings that provide for an engaging and walkable streetscape. The harbour and lakeside areas provide a variety of commercial, industrial and open space activities and views that establish the community's relationship with the water which is a fundamental foundation of Port Dalhousie's character and a main component of its tourism draw. Feedback from the public during the public workshops indicates that the community embraces its character and as a result, new development should be sensitive to the scale, spacing and design of the existing built form.

As a result, policies indicate that the height of new buildings will be in keeping with the character of the area, while recognizing previous permissions have been granted for certain sites within the Secondary Plan Area and the additional analysis undertaken in the western harbour area since the Official Plan was adopted.

Maximum building heights are illustrated on Figure 9. The heights that are proposed for the Harbour Area take into consideration the Harbour Urban Design Study.

Development on the 16 Lock Street and 12 Lakeport Road site west of Lakeport Road, north of Lock Street, was approved by the Ontario Municipal Board (OMB) with Final Orders issued on May 14, 2010, and August 3, 2010 under Case No. PL060850. The decision indicates:

- a) a multi-use commercial/residential building is permitted having a 17 storey height limit to a maximum of 62 metres, provided that:
 - i) the residential component is part of a multi-use commercial redevelopment scheme including retail, office, restaurant, hotel and theatre uses, and
 - ii) appropriate development standards are established in the related zoning amendment, site plan agreement, heritage easement

agreement and any other approval or applicable development agreement, and

- iii) a Holding (H) designation shall be applied to the residential component; and buildings and structures may be erected on the subject lands prior to the removal of the specific Holding (H) designation, however, the residential component shall not be used for residential purposes until such time as the provisions of the zoning by-law are met, including all conditions related to the Holding (H) conditions.

This OMB decision to allow for increased heights and density on 16 Lock Street appears to have been based on the proposal including significant community benefits for the area which would support economic development and tourism in Port Dalhousie including the provision of a hotel and theatre, the retention of retail development along Lock Street and improvements to the parking lot at Lakeside Park.

The heights shown for the 16 Lock Street and 12 Lakeport Road site and the policies in the draft Secondary Plan state that notwithstanding the heights shown on the Schedule that heights permitted by the Ontario Municipal Board for that specific proposal continue to be recognized. As noted above, new development applications have been submitted for the site.

The heights on Schedule E5 are intended to reflect and implement the objectives and guidelines in the new Commercial Core and Harbour Area HCD Plan. The recommended heights vary across the site with a maximum 3 storeys along Lock Street to reflect the existing main street character. Building heights above 3 storeys should be designed to be visually unobtrusive from Lock Street and Lakeport Road and limit the shadow impacts of the additional height. A minimum 3 m stepback should be provided above the third storey along Main Street, Hogans Alley and the street with no name opposite Lakeside Park. Adjacent to Lock Street, a 7.5 m stepback should apply above 3 storeys except above existing buildings where the stepback should reflect the original building depth to encourage adaptive re-use of the existing buildings thereby conserving both the historic fabric and the historic patterns of use, i.e. a diversity of businesses.

The maximum height that was put forward as an option for the 16 Lock Street and 12 Lakeport Road site under the Phase 2 Alternatives was 8 storeys with an ability to increase the height to 12 storeys on part of the site through the use of Bonus Zoning /Section 37. The intent was to recognize that the OMB had concluded that the site could support up to 17 storeys height in a specific set of circumstances but many members of the public expressed concern over the suggested heights and use of Section 37.

The former Port Dalhousie jail is a significant heritage attribute of the community. It was located on the edge of the First Lock of the First Welland Canal (now buried below Lakeside Park) and reflected the need for law and order in a busy port when sailors came in to dock. The Heritage Conservation Sub-District Plan has recommended that the former jail building should be left in its' historic location. Its' proximity to the First Canal is a significant part of its history. Another important part of its history is that, due its use, it sat isolated from other structures. As a result, the Heritage Conservation Sub-District Plan indicates that it be retained in an open setting to reflect its historic relationship to other buildings in the area. To preserve the setting of the jail, new development should be setback from the jail.

The Heritage Conservation Sub-District Plan has also identified that the change in elevation from the water's edge, which was part of the founding landscape of the peninsula, (ie from the delta up the embankment to the plateau) was significant in separating the industrial canal oriented landscape and the more traditional rectilinear street grid on Lock Street, where commercial buildings are located. Along Lakeport Road, the buildings have been built into the slope. The change in elevation is still visible between Lock Street and Lakeside Park and new development should continue to allow that change in elevation to remain legible from the water's edge.

The use of Bonus Zoning /Section 37 was considered within the Secondary Plan area but due to public concerns expressed regarding developers being able to "buy additional height" or it being "a slippery slope" it has not been pursued further. It is noted that the Official Plan policies, which allow its use, will continue to apply.

In addition to looking at overall maximum height, the Secondary Plan has considered height at the street line. Traditional main street locations typically have 2 to 3 storey buildings built right up to the edge of the street and Lock Street reflects that circumstance. In order to maintain that main street character it is recommended that all new buildings on both sides of Lock Street be required to frame the edge of the street with a minimum 2 storey height. Above 2 storeys, buildings will be required to step back beyond the street wall to reduce the massing at the street and thereby retain a more consistent and comfortable street wall height, improve sunlight access and reduce uncomfortable wind conditions.

The heritage character of the streetscape also includes an historic fine grained nature of commercial uses. In order to ensuring that massing and scale of new development respects that character, it is recommended that the width of new individual retail commercial units should be restricted to a maximum of 12 metres along the street edge to reflect the historic scale of commercial units. An urban design brief will be required to demonstrate how retail units wider than that maintain the character of the streetscape. Urban design policies also identify the built form parameters which will reflect and reinforce the fine grained form of historical commercial development.

The buildings along Lakeport Road were originally adjacent to the former canal location but are now further removed from Lakeport Road. In order to maintain the historical relationship of the buildings to the street and improve the pedestrian experience on Lakeport Road in this area, it is recommended that new buildings on Lakeport Road south of Lock Street be required to provide appropriate setbacks that promote the opportunity to provide wider sidewalks and street boulevards as well as some additional street trees.

In order to ensure that there is an appropriate transition between the commercial areas and the residential and open space areas it is recommended that setbacks or stepping down of heights be provided between the commercial development and adjacent residential.

The provision of parking is important for businesses in the area but it must be balanced with the impact of parking on the streetscape which attracts visitors to the area. In order to help ensure that the streetscape is engaging, pedestrian friendly and in keeping with the character of the community, the impact of parking should be minimized. Where feasible, parking for new development should be provided below grade or in above grade parking structures that are screened by appropriate at-grade uses to ensure parking facilities are not visible from the public realm. In addition to these provisions, permission may also be considered for off-site parking or reductions in parking standards.

Views and vistas are an important defining feature of the community and so maintenance of those views and vistas to the water and other important community elements is recognized in policy and a map illustrating current views that should be maintained has been provided in the appendices to the Secondary Plan. The view map is intended to be for information purposes and is not a statutory schedule.

Maintaining appropriate access to sunlight, particularly on public spaces, is also important and as a result, urban design briefs may be required in support of redevelopment applications that provide a shadow study and view corridor analysis.

5.3 Parks and Open Space

There are a variety of water related activities including swimming, fishing, boating, rowing, and cruises which act as a significant recreational draw to the area and the City will encourage the continuation of those uses and associated facilities. It is recommended that user experiences and facilities be enhanced at the existing parks and open space areas through provisions such as increased street furniture, improved signage and lighting, new bicycle parking, additional trees and landscaping, and public

art. The City has undertaken a variety of enhancements to Lakeside Park, which include the construction of a new bandstand and a replacement pavilion, as well as renovations to existing facilities, to ensure the on-going attraction of the park as a tourist and recreational draw.

For the lands on the east side of the harbour, the permitted uses will be expanded in order to support an increased activity level and facilitate greater use of the area on a year round basis. Commercial, creative or institutional uses which support the harbour, tourism and leisure function of the area may be permitted in the zoning by-law including such uses as markets, artisan workshops, galleries, restaurants, meeting or festival spaces, or small community serving facilities such as library or community centres. Residential uses are not recommended, as they are not likely to support the recreational and tourist activities as well as public access and extensive views to the water that are the focus of this area. Private uses would detract from this character. Additional uses should also be permitted in the Locktender's Shanty located at 69A Lakeport Road.

5.4 Urban Design

As new development occurs, it is important that the character of Port Dalhousie is retained through the placement, design and interface of new buildings, open spaces, and pedestrian connections. New infill development on Lock Street and Lakeport Road should be compatible with, but not mimic, existing buildings and it will be important to pay careful attention to datum lines, including rooflines, cornices, window alignment, and floor heights to help to create a consistent streetwall. The architectural style should reflect the existing buildings that are prevalent in the Commercial Core, and address the Building Guidelines in Port Dalhousie Commercial Core and Harbour Area Heritage Conservation Sub-District Guidelines.

New buildings on Lock Street and Lakeport Road should have a ground floor height of not less than 3.5 m to accommodate active retail uses and should have a maximum height of 5.5 m to restrict mezzanines that may not be in keeping with the character of the area. Servicing and loading facilities should be located at the rear or side-yard, and screened from public view.

Landscape design is also a key component of the character and so needs to be considered comprehensively. It should integrate key site conditions, including the change in grade toward Lakeside Park. Where buildings back onto open spaces, including Hogan's Alley, the rear of the building should reflect the same level of design as the front. The rooftops of podiums within larger developments should be used to provide additional private outdoor amenity space.

On the west side of the harbour, the Lincoln Fabric building should remain the most prominent building in that area. Buildings should be well-spaced to allow for significant public outdoor space and maintain views through to the harbour. Animated building edges along open space areas are encouraged and comprehensive landscape design will be used to ensure appropriate connections between sites.

On the east side of the harbour, opportunities to mitigate the impacts of large surface parking areas should be explored, including the introduction of Low Impact Development technologies and practices such as bioswales, rain gardens, permeable paving, and enhanced landscaping. Where new buildings are proposed, they should be restricted to 2 storeys and frame Lighthouse Road, while providing a strong connection to the harbour, provide a pedestrian-scale through low rise heights and built form setbacks and have significant landscaping.

5.5 Study Area Boundaries

The boundaries for the Secondary Plan Study and Heritage Conservation District update were identified by the City at the initiation of the project with the understanding that they could be refined as part of the study process.

The Heritage Conservation Sub-District Plan only addresses the commercial areas not the residential area. The boundaries of the Study Area currently include some single detached residential dwellings which are not included in the Heritage Conservation Sub-District Plan.

The boundaries on the west side of the Study Area have been retained for the Secondary Plan in order to provide a residential context for the commercial area and allow for policies which address the transition between the commercial and residential areas.

The lands on the west side of Michigan Ave, may have redevelopment potential for something other than single detached house. Given the extent to which this area helps to frame the eastern boundary of the harbour area, it is important that any development there respect the character and the views of the harbour. It has therefore been included in the Secondary Plan area to address potential heights and limit visual impact within the Heritage Conservation Sub-District. Policies dealing with the residential areas encourage the retention and restoration of the existing houses and where new infill housing occurs, it should be of a scale, height, type and density to complement existing housing stock, streetscapes and neighbourhood pattern.

6. Other Recommended Changes

The adoption of a new Secondary Plan and Heritage Conservation Sub-District Plan will provide the City with a much clearer framework and stronger legislative basis with which to evaluate new development applications. The terms of reference for this Study focused on the preparation of those two documents but in order to fully implement the proposed changes with the adoption of the Secondary Plan and Heritage Conservation Sub-District Plan, there are a number of other amendments or actions that the City may wish to consider.

6.1 Zoning By-law Amendments

The City's Zoning By-law is fairly recent and reflects the City's Official Plan. As new policies are proposed through the Secondary Plan, a number of zoning changes should also be introduced to ensure that the zoning is consistent with the new Secondary Plan policies.

The following changes are recommended:

C2-9 zone

- Remove the prohibition of ground floor dwelling units and replace it with a prohibition of all ground floor residential uses except for lobby and building management uses in mixed use building or the residential entrance in a live-work unit.
- Delete motor vehicle gas station, motor vehicle repair garage and motor vehicle sales /rental service centre as permitted uses.
- Establish a minimum building height of 6.6 m.
- Establish a maximum ground floor area for retail stores of 400 sq m.
- Establish a maximum ground floor area for restaurants of 550 sq m
- Establish a maximum width of individual retail stores on the ground floor of 12 m measured at the street's edge.
- Prohibit drive through facilities.
- Add an exemption for individual non-residential uses from the parking requirements of Section 3.12.2 of the By-law that have a ground floor area less than 401 sq m. Each non-residential unit which contains a total of 401 sq m or more of ground floor area will be required to provide parking for that portion of the ground floor non-residential floor area which exceeds 401 sq m.

C2-10 zone

- Prohibit ground floor dwelling units facing Lakeport Road

- Delete motor vehicle gas station, motor vehicle repair garage and motor vehicle sales /rental service centre as permitted uses
- Establish a minimum building height of 7.5 m
- Establish a maximum building height of 27.25 m
- A setback of a minimum of 3.0 m above the 2nd-storey on all building sides;
- Establish a maximum ground floor area for retail stores of 400 sq m
- Establish a maximum ground floor area for restaurants of 550 sq m
- Establish a maximum width of individual retail stores on the ground floor of 12 m at the street's edge
- Prohibit drive through facilities
- Require a minimum 4.8 m setback from Lakeport Road
- Add an exemption for non-residential uses from the parking requirements of Section 3.12.2 of the By-law that have a ground floor area less than 401 sq m. Each non-residential unit which contains a total of 401 sq m or more of ground floor area will be required to provide parking for that portion of the ground floor non-residential floor area which exceeds 401 sq m.

C2-132 zone

- Remove the following from the list of uses that are not permitted: Animal Care Establishment, Apartment Dwelling Units, Emergency Service Facility, Service Commercial and Social Services Facilities.

Create a new C2-XX zone for 61 and 63 Lakeport Road (Pier 61 Restaurant and Lincoln Fabrics site)

- Permit administrative offices of a marina and boat slips and hotel / motel
- Prohibit ground floor dwelling units that face Lakeport Road
- Delete motor vehicle gas station, motor vehicle repair garage and motor vehicle sales /rental service centre as permitted uses
- Establish a maximum building height of 27.25m
- Establish a minimum building height of 7.5 m
- Establish a minimum ground floor height of 3.5 m and maximum of 5.5 m.
- Require a minimum 4.8 m setback from Lakeport Road
- Establish a maximum ground floor area for retail stores of 400 sq m
- Establish a maximum ground floor area for restaurants of 550 sq m
- Establish a maximum width of individual retail stores on the ground floor of 12 m at the street's edge
- Prohibit drive through facilities
- Add an exemption for non-residential uses from the parking requirements of Section 3.12.2 of the By-law that have a ground floor area less than 401 sq m. Each non-residential unit which contains a total of 401 sq m or more of ground floor area will be required to provide parking for that portion of the ground floor non-residential floor area which exceeds 401 sq m.

C2-132 Zone

- Establish a maximum height of 8.0 m to preserve the current height of the building
- Delete Animal Care Establishment, Apartment Dwelling Units, Emergency Service Facility, Service Commercial and Social Service Facility from the list of uses that are not permitted.

Create a new G3- XX Zone for land on the east side of the harbour

- Decrease the maximum permitted height to 9.5 m to ensure a low profile of uses which maintains views towards the lake
- Add the following to the list of permitted uses: restaurant

Create a new G2- XX Zone for Lockkeeper's Shanty land

- Add the following to the list of permitted uses: Cultural Facilities

Other Zoning Provisions

The Zoning By-law currently has provisions that require the provision of bicycle parking facilities. The provisions related to apartment buildings do not apply until there are 10 or more dwelling units. There is no reference to mixed use buildings so it should be clarified that when residential dwelling units are provided in a mixed use buildings that the same provisions apply. The provision also state that the bicycle parking shall be provided at the principal entrance to the building. In Port Dalhousie, it may be appropriate to provide it underground or in other appropriate locations if there are limited sidewalk widths or other similar restrictions in front of the principal entrance to the building.

The definition of height in the By-law “means the vertical distance of a building or structure from grade” and the definition of Grade “means the final elevation of the ground surface of a lot after completion of development or construction”. If the final elevation varies from one side of the lot to the other, there does not appear to be an explanation that addresses where the elevation is measured. Given the changes in elevation in Port Dalhousie (and the importance of height), the City should consider modifying the definition. As this could affect all development in the City, it is not recommended that it be addressed through the Port Dalhousie Secondary Plan study but the City may want to consider a definition of grade that takes into account the average elevation of the ground.

6.2 Other Changes

Community Improvement Plan

The City has a Community Improvement Plan that offers municipal financial incentive programs to the private sector to stimulate new investment in community renewal. The financial incentive programs address redevelopment projects, brownfield remediation projects dealing with remediation of contaminated soils, façade improvement projects dealing with building façade and storefront enhancements, and residential/office conversion projects. The City may want to consider supporting façade improvements projects and redevelopment projects applications within the Heritage Conservation District which support the objectives of the Heritage Conservation District Plan and this Plan.

Bicycle Parking

In order to improve bicycle parking throughout the Secondary Plan area the City is encouraged to provide publicly accessible bicycle parking spaces. The City is also encouraged to continue to improve dedicated on and off-street bike lanes/paths.

Waterfront Design Guidelines

With new development occurring within the waterfront area, particularly along both sides of the canal, additional consideration should be given to the detailed design of the public and semi-public spaces and the form of public access of the waterfront area. This design review may include such matters as the width and design of walkways, trails and sidewalks, connections between existing facilities and trails, the type and placement public street furniture, detailed landscaping plans, lighting details and the appropriate type and location of signage.

Streetscape Master Plan

In order to provide a cohesive and unified streetscape within Port Dalhousie that contributes to the unique nautical heritage character of the area and implements the Region's Complete Street Design Guidelines, the City and the Region may wish to consider the joint preparation of a Streetscape Master Plan. The Streetscape Master Plan would address the street features such as street lighting, tree and landscaping, street furniture. This may be undertaken in conjunction with the Waterfront Design Guidelines to ensure a coordinated and consistent approach.

7. Next Steps

The Port Dalhousie Secondary Plan and Commercial Core and Harbour Area Heritage Conservation Sub-District Plan Study has been undertaken to provide a comprehensive foundation for maintenance of the historic character of the Port Dalhousie Commercial Core and Harbour Area and to provide guidance for the evaluation of redevelopment opportunities within the area.

A statutory public workshop is being held to present the recommended documents and outline the findings of this report. Once public input has been received, the Secondary Plan and Heritage Conservation Sub-District Plan will be presented to Council for adoption.