

Port Dover

Waterfront Master Plan and Secondary Plan



Final Report
January 2004



City of Nanticoke Marina Board of Management Port Dover Harbour Authority
Planning Partnership Baird + Associates McComick Rankin Corporation duToit Allsopp Hillier LGL Limited

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APPENDIX A

1.0 INTRODUCTION



Port Dover is a community of 5000 on the north shore of Lake Erie. It has all of the essential ingredients of a great community: a Main Street lined with shops and services that serve local residents and visitors, beautiful tree lined residential streets, and a waterfront with a mix of businesses. The sandy beach, shallow warm water and Pier have attracted visitors to this community for decades. The mix of services, facilities and amenities have made Port Dover an appealing community for its residents.

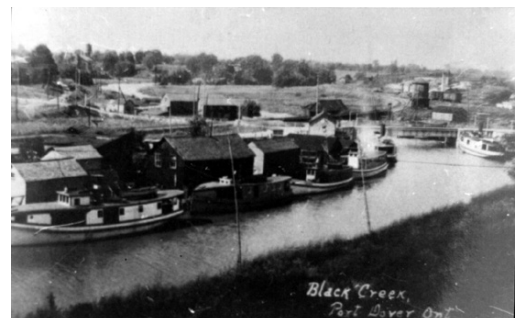
The community was first settled in the late 1700's as the village of Dover Mills on the hill top west of the river around a grist mill, sawmill and distillery. With the opening of the Welland Canal in 1829, Lake Erie shipping grew, stimulating development in Port Dover. The harbour, Main Street, piers and the town grew rapidly in the mid 1800's. Eight grain warehouses were built and much of the land on the west side of the river was purchased for a rail line. While the rail line was used to support industrial activity, it also brought thousands of day travellers from Hamilton and Toronto. During this period, the fishing industry steadily grew until the 1930's when Port Dover was recognized as having the largest inland fleet of freshwater fishing boats in the world.

Rail lines were removed in the middle of the last century and property was offered for sale. Redevelopment occurred and a mix of businesses were constructed to meet the needs of visitors and residents of Port Dover. The community has been an extremely popular destination for tourists for many decades. In the early 1900's a summer garden pavilion, dance hall and sandy beach helped create the finest summer playground on Lake Erie's north shore. Later, arcades, a ferris wheel, and bowling alley were key attractions on the waterfront.

Port Dover has been a significant commercial fishing port for many decades. While commercial fishing tugs no longer line both sides of the Lynn River as they did through the last century, the port still provides a base for a major fishing industry. There is no



Walker Street at St. George Street



Port Dover Turn of the Century

question that the Commercial Port is critical to the economy of Port Dover and contributes to making Port Dover a truly unique community.

There has been interest in planning the Port Dover waterfront for many years. The Harbour Authority and a community led group have prepared reports, plans and even a model of the waterfront. The City of Nanticoke retained a team of consultants to complete the waterfront master plan in July 2000. The Terms of Reference identified the need to assess appropriate use and development potential, opportunities for acquisition of parkland and to review conditions of road access, parking and pedestrian circulation. Policy direction, in terms of an amendment to the Nanticoke Official Plan was also a component of the work. This document therefore includes a description of the waterfront master plan, urban design guidelines and the Waterfront Secondary Plan.

The study was completed under the direction of an eight member Steering Committee:

- Katie Buck;
- Mayor Rita Kalmbach;
- Dave Kilpatrick;
- Peter Knechtel;
- Gord Johnson, Committee Chair;
- Doug Mummery;
- Councillor Walt Long; and,
- Drew Williamson.

2.0 CONSULTATION PROGRAM



The project began with a three day workshop held in Port Dover on August 15, 16 and 17, 2000. The intent of the workshop was to ensure that the design process was open and accessible to anyone interested in collaborating with members of the consulting team. The purpose of the workshop was to develop the preliminary framework for the master plan while working in the community. The workshop date and location were advertised in the local papers and announced in the first newsletter distributed throughout the community. As well, the City of Nanticoke mailed letters to all landowners in the study area, advising them of the initiation of the study and the date and location of the workshop.

The workshop schedule was organized to allow residents the opportunity to drop in to discuss issues and opportunities at any time. During the course of three days and nights the consulting team conducted an inventory and analysis of existing conditions, met with key landowners, business operators and representatives of approving agencies and prepared initial concepts for consideration by the stakeholders. Public discussion groups were held in the evenings of August 15 and 16 and a presentation of the preliminary master plan was conducted on August 17.

A special meeting with business operators and landowners in the Harbour Commercial District was conducted on September 7 to review a refined development plan. A statutory public meeting to hear comments on the Official Plan Amendment was held on November 9. A presentation to council was made on December 12, 2000.

The local media regularly reported on the project and two newsletters were prepared and distributed throughout the community to provide an update on study progress.



Workshop August 15, 16, 17

Newsletter #1 August 2000

Work is beginning on the Port Dover Waterfront Master Plan

Port Dover is creating a Waterfront Master Plan which sets a clear vision for the future. The plan will enhance an already successful waterfront to ensure that it remains an attractive and interesting place to live, work and play.

The waterfront vision will identify development potential, possible locations for new parks and open space, improvements to walkways and changes to vehicle circulation, parking and the design and use of the existing marina facilities. An action plan for implementation will set out development priorities, responsibilities and planning policies to ensure that the vision is achieved.

A workshop will be held with the Port Dover community. Residents, permanent and seasonal business operators, boaters, summer visitors, landowners, commercial fishermen, and representatives from government agencies will meet with the consultant team and each other to develop the vision for the Port Dover waterfront. This will be an open and collaborative process, allowing everyone to work together to create the vision.

Consultant Team

The Port Dover waterfront plan is being prepared by a team of consultants with a wealth of experience working with communities – which will be used to create a unique, "made in Port Dover" vision for the waterfront.

Donna Hinde, Philip Weinstein, Ron Palmer and Jon Linton from The Planning Partnership will be responsible for project management, public consultation, master planning, policy planning and market analysis.

Mark Kolberg from Baird and Associates will assess the design and use of existing marina facilities, the commercial port and other harbour facilities.

Steering Committee

The project will be completed under the direction of an eight member Steering Committee. Members are:

- Mayor Rita Kaimbach
- Walt Long, Councillor
- Drew Williamson, Chair Marina Board
- Gord Johnson, former Councillor
- Kalle Buck, landowner Port Dover beach
- Dave Kilpatrick, former CAO, City of Nanticoke
- Peter Knochtel, President of Board of Trade
- Doug Munnery, former commercial fisherman

Please Get Involved

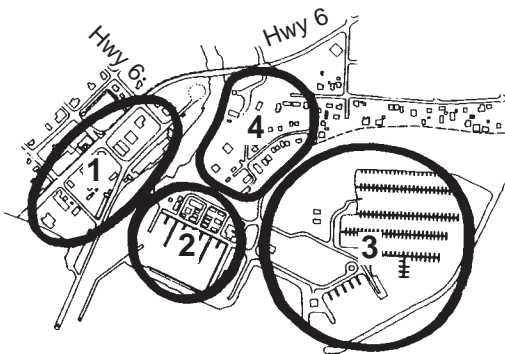
A workshop will be held on August 15, 16 and 17 in the Port Dover Harbour Museum on Harbor Street. The consulting team will set up a design studio and will meet with various groups and individuals. The public is welcome to drop in at any time.

To find out more about the waterfront master plan or the workshop, contact Chris Bell of the Regional Municipality of Haldimand Norfolk at (519) 587-4600 or Donna Hinde of The Planning Partnership at (416) 575-1559 ext. 24; email: hindeplan@star.ca

3.0 THE STUDY AREA



Location of the Study Area



The study area's distinct areas:

1. The Harbour Commercial District
2. The Commercial Port
3. The Recreational Marina
4. The Residential Neighbourhood



The study area is bounded by Walker Street to the west, the marina to the east and the lift bridge and the top of the bank behind the marina on the north. It includes about three kilometres of water's edge behind the marina breakwater, along Lynn River and the Lake Erie shoreline.

3.1 Existing Uses

The study area has four distinct areas, all with their own unique character and mix of land uses: the harbour commercial district, the Commercial Port, Recreational Marina and a portion of the residential neighbourhood on the east side of the river.

The Harbour Commercial District

The Harbour Commercial District is an eclectic mix of restaurants, snack bars, gift shops, accommodation and marine industrial uses. There are about 25 businesses in this 4 block area, providing an interesting extension of the main street shopping area. The area includes 2 public facilities: a washroom building centrally located on St. George Street and the recently opened Port Dover Harbour Museum. Public open space is limited to the Pier and public land at the north end of Harbor Street. The beach is largely in private ownership and is leased on an annual basis for public use.

The Commercial Port

The Commercial Port has docking facilities for the commercial fishing fleet, sheds and quanset huts located onshore and the Port Dover Harbour Authority customs pier and office.

The character of this district is a key attraction to the Port Dover waterfront experience, as well as a supporting an important historic industry in the community.

Recreational Marina

The Port Dover marina was constructed in 1983 and is in good condition. When originally constructed, the marina had about 320 slips. Since initial construction, additional slips have been constructed and there are now about 400. The area includes a commercial basin used by the Coast Guard and Ministry of Natural Resources. The marina includes a rock rubble breakwater, a launching ramp, travel lift, fuel dock, pump out, washrooms, marina office, picnic pavilion and playground equipment. The extensive parking areas are also used for winter boat storage.



Recreational marina, looking north

Residential Neighbourhood

The study area includes a portion of the residential neighbourhood adjacent to the marina. This study area includes about 30 residences which are a mix of original cottages, new houses and cottages renovated as permanent dwellings. The neighbourhood is quiet and includes well maintained trees and landscaping. All dwellings appear to be in good condition.

3.2 Natural Features

There is a about 3 km of water's edge in the study area. With the exception of the 120m of sandy beach, the remaining water's edge within the study area consists of either cement breakwalls or steel piling sheets.

There are very few constraints to development from an environmental perspective. Some terrestrial vegetation exists within the study area, mostly in the form of isolated patches of trees/shrubs along the beachfront and remnant deciduous forest/ woodland along the shoreline bluff. The remnant vegetation exhibits a high degree of disturbance related to adjacent urban land uses. Invasive and introduced species are predominant with scattered pockets of native vegetation. Future development plans should take into consideration the protection and restoration of the shoreline bluffs.



Beach west of Walker Street

The only natural shorelines occur along the Lynn River and Black Creek, upstream of the study area. The shorelines are comprised of emergent cattail marsh with riparian willow and bottomland shrub thickets and woodlands. Portions of the abutting slopes

contain remnant deciduous forest. These remnant natural areas provide habitat for a variety of wetland, terrestrial and aquatic species.

There are generally no fisheries constraints within the study area. There is a reef in the lake just outside of the public marina that likely provides spawning habitat for fish such as yellow perch. It is also likely to provide over wintering habitat assuming it is not too shallow. This reef must be taken into consideration if expansion to the marina occurs. There is also opportunity to increase such habitat in the area through the creation of additional reefs if fisheries habitat compensation is required.

As with any development, top of slope must be taken into consideration and any development must ensure that it falls within the provincial guidelines in this regard. Slope erosion and destabilization must also be taken into account. The slope to the north-east of the public marina was eroding. Vegetation could be planted to stabilize the soils and prevent further erosion.

Any further development or work along the waterfront must conform to the Federal Fisheries Act. Development must also ensure that it will not lead to the degradation of water quality through the addition of sediments or effluent.

3.3 Roads and Parking

Highway 6 provides the primary highway access and gateway to Port Dover, crossing on the lift bridge and becoming Main Street. Before turning northwest to become Main Street, Highway 6 (Walker Street) continues south and ends at the beach.



Walker Street south of St. George Street

There is sporadic congestion on Walker Street and the adjacent Harbor Street resulting from drop off and pick up at the beach and Pier.. Congestion in the parking area at the Pier and at the end of Walker Street could be mitigated with a one-way counter clockwise loop that would provide an uninterrupted vehicle path along the west side of the existing parking areas. However, due to complex land ownership patterns at the end of both Walker and Harbor Streets, these solutions will require negotiations with private landowners during the redevelopment process. One way street systems were suggested as a way to alleviate traffic congestion on busy summer weekends. However, again the resulting benefit did not warrant the extent of changes to the

more acceptable two way street system.

Based on comments received during the workshop, it is understood that at certain times during the year parking demand exceeds the available supply. Although, the prime on-street parking spots within a block of the beach are fully used during summer weekends, there is usually sufficient parking available elsewhere in Town within a five minute walk. There are approximately 1,300 spaces of on and off street parking within 500m of Walker Street.

Additional parking adjacent to the waterfront can only be provided by the municipality if property is purchased. Although there is a cash-in-lieu of parking policy that allows development to proceed in some areas that cannot provide the required parking supply, the extent to which this source of funding may be adequate to purchase and develop public parking may be limited. Furthermore, the cost of providing additional public parking to address the limited number of peak demand periods may not be a suitable justification for the actual benefit .

It is felt that existing parking problems are primarily related to parking management not a supply problem. This could be alleviated with a parking enforcement program in conjunction with a program to share underused parking lots located throughout Port Dover.

3.4 Port Dover Harbour Authority Facilities

The boundary of the Port Dover Harbour Authority (PDHA) includes the east and west piers, the river channel to the lift bridge, the commercial fishing or east basin and the commercial basin at the entrance to the recreational basin. The entrance to river channel faces to the southwest exposing the channel to winds and waves. This results in wave action up the river channel which can limit the use of the piers for transient mooring

The marine structures within this boundary include various types of walls, wharves, piers and jetties. A review of files at Small Craft Harbours did not reveal any summary condition assessment report for the structures over the last 10 years. Repairs and rehabilitation were typically completed on an “as needed” basis and as permitted by budgetary considerations. For the



St. George Street looking west from Harbour Street



Commercial port pier

development of the master plan, a visual reconnaissance was carried out to assess the general condition of the facilities.

The conditions of the structures vary from poor, to serviceable, to fair to good. Structures in poor condition will likely require significant repair or rehabilitation in the very near future. Structures in serviceable condition are considered to be functional but are nearing or are at the limit of their theoretical design life. These structures will require repair or rehabilitation within the intermediate future. Structures in fair to good condition are those that are relatively new or have been recently rehabilitated to extend their useful design life.

The following provides a description of the various structures and the nature of some of the repair work that has been undertaken in the past. This work is indicative of the type and extent of work that will be required in the future. There remains some uncertainty as to the actual ownership and responsibility for repairs for some of the structures.

East Basin (Commercial Fishing Basin)

The east basin, also known as the commercial fishing basin, consists of the east basin breakwater (rubble mound), the east basin walls (steel sheet pile), and the east basin jetties (concrete deck on piles with steel sheet pile fenders). These structures were constructed 30 to 40 years ago. The structures look to be in serviceable to fair condition with average deterioration due to age and wear. Future repairs will be required as the structures continue to age. Damages (e.g. bent or missing fenders) will have to be repaired.

West Pier

The Port Dover Harbour Authority recently added some pedestrian railings and signage to the pier as a safety precaution. The concern is that people could slip off the edge of the pier or even be washed off the pier during a storm. In 1987, repairs at the west pier were undertaken at an approximate cost of \$150,000. The repairs consisted of resurfacing the existing deck with a concrete overlay and reconstruction of the upper east concrete face. It was reported that the west face was not repaired at that time because it was in better condition and also due to time and



Commercial port



West pier

weather constraints. Overall, the west pier appears to be in serviceable to fair condition. The CHS hydrographic chart indicates the ruins of another pier approximately 50 m to the west of the existing pier.

West Channel Wall

Along Harbor Street, the existing wall consists of an old, stone-filled timber crib, which had been previously rehabilitated with a steel sheet pile and pipe pile wall, concrete cope wall, gravel fill and asphalt travel surface. There have been several repairs carried out in the 1960's and 1970's at various sections of the wall. The last repairs were completed in May 1996 at a cost of approximately \$38,000 and consisted of approximately 70 m of new concrete cope wall, wheel guardrail, bollards, tire fenders and a safety ladder. The condition of the wall appears to be generally serviceable.

The west channel wall, behind the processing plant to the museum is steel sheet pile. A section of wall behind processing plant has totally failed (i.e. a large cavity and a collapsed deck). The west wall at the museum parking lot was recently constructed and consists of armour stone, geotextile filter, 19 mm clear stone backfill. It appears to be in fair condition. The remainder of the west channel wall to the lift bridge is constructed of steel and for the most part is in obvious distress (i.e. severe deterioration, bulging outward, missing sections).

East Pier

The outer east pier is a stone filled timber crib with precast concrete beams supporting cast-in-place concrete wall and a cast-in-place concrete deck slab. Northshore Diving carried out a detailed diving inspection in 1987 for Public Works Canada. The diving inspection report identified areas of missing or deteriorated timbers. Repairs, carried out in the fall of 1995 at a cost of about \$82,000, filled cavities in the timbers with concrete. It was noted that some of the existing crib timbers were not replaced. It is expected that further assessment and repairs are likely required.



View looking north up the Lynn River

Wave Check

A wave check is located just down river of the Customs Wharf. The wave check consists of a rubble-mound structure (i.e. armour stone) that appears to be in serviceable condition. The intended function of the wave check is to reduce incoming wave heights as they travel up the river channel.

Customs Wharf

The former Customs wharf, next to the PDHA building is a steel sheet pile structure with a concrete deck. It appeared to be in fair condition. The East River Channel Steel Sheet Pile Wall, upriver of the Customs wharf, is a 136 m long steel sheet pile wall that was reportedly constructed in 1989 at an estimated cost of \$180,000. The wall was intended to prevent erosion of the east river bank and appears to be in good condition.

4.0 MARKET POTENTIAL FOR DEVELOPMENT



The waterfront master plan does not attempt to encourage development that is unrealistic, thus setting false expectations. But on the other hand, the plan is not unduly restrictive of development that will normally and naturally occur in response to market demand.

It is therefore a key element of sound land use planning to understand the basic dynamics and implications of market forces that will be brought to bear upon the development potential of the area under consideration.

This summary description of market potential outlines:

- general factors influencing the development potential of the study area; and,
- specific development parameters for residential and commercial growth relating to the resident and tourist markets.

This analysis has been undertaken with reference to secondary sources of data, both from the City of Nanticoke as well as from other sources. It focuses on general trends and factors rather than detailed market assessments for specific types of opportunities. This analysis has relied on the statistics and data provided by the municipality (such as municipal marina pro formas), without independently assessing the reasonableness of their assumptions.

4.1 General Factors Influencing Development Potential

There are certain positive factors that will influence the development potential of the study area. These include:

- **Port Dover is slowly growing** – Unlike many communities across Canada, Nanticoke generally and Port Dover specifically is growing. While the rate of





population growth is clearly not substantial, there has nonetheless been some growth in recent years (the rate of growth over the 1991 to 1996 period was just over one half of one percent per annum). Moreover, it is expected that this rate of growth might increase to some extent as the rest of southern Ontario continues to grow and smaller communities like Port Dover experience some spillover effect. A modest growth rate of 1% per annum in future, for example, is not unrealistic. This level of population growth will generate its own demand for retail, service, office and ancillary activities within the community.

- **Port Dover is an undiscovered tourist gem** – Port Dover has many of the attributes of a successful tourist destination: waterfront and beach access; a variety of shops and support facilities; good restaurants; a variety of accommodation types; interesting history, which is well expressed in the museum; and events such as the FishFest. The fact that it is a working commercial fishing port adds great interest and vitality to the area as well, giving it a unique advantage over other areas. Historically, however, the area has not been a major tourist destination, due in part to lack of aggressive marketing, which has tended to be largely ‘word of mouth’. However, given the unique attributes of Port Dover’s waterfront, and the population growth in the Golden Horseshoe region, it has the potential to be a much more significant tourist destination area.
- **Municipal interest** – The City of Nanticoke has commissioned this waterfront master plan to help identify and channel appropriate development in the area. One of the key aspects of the plan is to recommend areas where municipal investment will pay dividends in terms of acting as a catalyst for private sector development. The existence of such a plan will act as a strong signal to developers that the municipality is supportive of, and encouraging to, appropriate development activity.

While there are several positive factors influencing the development potential of the study area, there are also some significant drawbacks that will limit or constrain its development potential, at least in the short-term. These include:

- **A lack of evident developer interest** – Based on available information, there appears to be little, if any, development activity in the study area. This is a drawback only insofar as development activity in an area tends to breed additional development activity until the market is saturated. Overcoming the inertia of ‘no development’ is sometimes difficult, even when there is a demonstrable market potential present; there tends to be a reluctance on the part of many developers and investors to be the ‘first one in’. This will require concerted municipal action, likely in the form of public investment in the area, to overcome.
- **Location** – The situation of Port Dover is, to some extent, a negative factor. It is, in some respect, a ‘dead end’ location, not enroute to anywhere else. (For example, ‘crossroads locations’ often have a built in market potential, created by people who are going somewhere else.) Port Dover is very much a destination location, and thus is not able to take advantage of any ‘pass by’ type market.

4.2 Resident Market Potential

The current population of Nanticoke is estimated at approximately 24,000. The historical growth rate (‘91 to ‘96) has been 0.668% per annum. However, it is expected that as a result of the positive factors influencing growth and development in Port Dover and the broader region, this population growth rate could well be somewhat higher in future. A population growth rate of 1% per annum could be quite achievable.

Extrapolating this anticipated growth rate over the next 10-year period implies total population in Nanticoke at end of that period of approximately 26,500, an additional 2,500 persons to the existing population base. On average, over a 10-year period, this implies approximately 250 additional persons per year in the municipality.

At present, Port Dover’s share of total population in Nanticoke is approximately 25%. Assuming this historical share to continue in future implies additional population in Port Dover, from a market-

driven perspective, of 625 persons, or approximately 60 to 65 persons per year. Added to the estimated current population of 5,400, this implies approximately 6,000 persons living in Port Dover by the year 2010, still well below the capacity population estimate of 7,800 persons referenced in the Official Plan.

With an assumed average household size of 2.8 persons (average household size was 3.1 persons in the 1996 census; assume some slight continued decline), a level of population growth in Port Dover of 60 to 65 persons per year suggests in the order of 20 to 25 new houses in Port Dover being brought on stream annually to cater to 'natural' market demand.

Assuming a convenience commercial space ratio of 3 to 4.5 square metres per person to cater to this 'natural' market demand, this order of population growth implies 600 to 850 square metres of additional space over 10 years to respond to additional demand. If a typical store size is in the order of 75 square metres, this can be thought of as 8 to 11 new stores opening up in Port Dover over the next 10 years – or, one store per year, on average. The types of retail businesses that would cater to this type of year-round localized market demand would include operations such as:

- convenience stores;
- grocery stores;
- restaurants;
- barbers, hairdressers;
- dry cleaning;
- real estate agents;
- financial services operations; and/or,
- discount store operations.

These additional retail and service activities could, of course, be located anywhere in the Port Dover area, not just on the waterfront. Moreover, there are existing commercial vacancies in Port Dover that could be used for retail and service operations to cater to local population growth, as opposed to necessarily building new commercial floorspace. (We understand that at present there are some vacancies in the commercial stock of the community, that could clearly absorb this expected modest demand in commercial floorspace growth to cater to the residential population base. Some of these are second floor vacancies,

however, that may not be ideally suited to commercial operations.

Prospects for residential growth in Port Dover appear to be quite moderate, in the order of 20 to 25 new houses per year on average, and with a relatively small requirement for new commercial floorspace (to meet this residential demand). Much or all of this demand could probably be absorbed by the existing inventory of commercial space. Accordingly, any significant increase in demand for commercial space in Port Dover will have to come from the tourist market, and would therefore be seasonal in nature.

4.3 Tourist Market Potential – Land-Based

It has proven to be very difficult to obtain reliable information on the number of 'land-based' tourists using Port Dover each year. An estimate can be developed, however, using the existing base of hotel accommodation as a starting point. This analysis proceeds as follows:

Step 1 - The current number of hotel/motel rooms in Port Dover is in the order of 80, comprised of the following:

- *Erie Beach: 24 rooms;*
- *Brant Hill Inn: 12 rooms;*
- *Bayshore Cottages: 6 cottages;*
- *Maple Court Cottages: 3 cottages;*
- *Bucks Cottages: 13 cottages;*
- *Selmer Haus B&B;*
- *Clonmel Estate;*
- *Mim's Inn; and,*
- *Port of Call.*

With other properties in the Port Dover area that may be rented on a seasonal basis (e.g. private homes that are rented out during the summer), the total number of rooms available to tourists in the peak summer season might be in the order of 100. Assuming a mid-May – mid-October season (160 days), and 75% occupancy on average, this equals 12,000 room-nights of accommodation being sold in the Port Dover area each summer.

Step 2 - To this add tourists to the area who are staying with friends and relatives (known as the VFR market). In many areas the VFR



Erie Beach motel on Walker Street

component of tourism is fully as large as the number of tourists staying in paid accommodation. In this case, however, this would imply that every permanent resident of Port Dover hosted 2 tourists over the summer season, which is likely to not be the case. More reasonably, perhaps one in five residents hosts an out of town tourist over the peak summer period. Assuming that on average, the stay for this component of the market is 4 nights (some will stay a weekend, some will stay a week), this implies 4,000 room-nights.

Step 3 - Next, the day trip tourism made to Port Dover was examined. On a normal summer weekend, up to 5,000 people might be in Port Dover over the course of the weekend (if the weather is good). With 18 weekends between mid-May and mid-September, this implies 90,000 tourists. Subtracting the previous estimate of 16,000 overnighing tourists (as previously calculated), this implies 74,000 day tourists on summer weekends.

Step 4 - Finally, special events such as FishFest and the biker's rally must be factored into the market estimate. We understand that the rally accounts for 50,000 and the FishFest another 10,000 people.

Adding these various components together gives an estimated 150,000 tourists in Port Dover over the summer season. Adding in some weekday day use, plus some off-season use, the total land-based tourism market could be in the order of 200,000.

If this market grows slowly at the anticipated rate of growth for the population overall (1% per annum), this would imply an additional 21,000 tourist visitors by the year 2010. If current ratios hold, it can be expected that maybe 10% of these would be overnight tourists, and 90% day trippers.

On the other hand, if tourism in Port Dover were to 'take off' as a result of more aggressive marketing and packaging, as well as more significant product development to attract tourists, the rate of growth of tourism activity could be several times what might be expected under the 'slow growth' scenario.

For this to happen, it is likely that in addition to more aggressive and targeted marketing of Port Dover as a tourist destination, there would need to be significant additional product development as well. The kinds of development that could be possible include¹:

- 'adventure tourism' packages, such as sea kayaking, jet ski, diving tours;
- more weekend events, especially in the spring;
- more sports fishing operations;
- tours through the Commercial Port, including opportunities to accompany a working commercial fishing boat for a day;
- perch suppers, akin to lobster suppers in PEI;
- more packaging of the Lighthouse Theatre product with local restaurants and accommodation facilities;
- walking history tours; and/or,
- interpretive centre for non-divers.

If Port Dover were able to develop an image and reputation for a specialty in one of these areas, this would greatly enhance its ability to position itself as a unique tourism destination. For example, the Port Dover chapter of Save Ontario Shipwrecks has proposed that Port Dover could become a major location for diving tours to shipwrecks in the area².

As an example of how a more aggressive approach might impact on Port Dover, if tourism growth were to triple as a result of a concerted marketing effort, then total additional tourist visits might be on the order of 69,000. Under this more aggressive scenario, we would also expect to see a greater proportion of these additional tourists staying overnight.

The two tourism growth scenarios can be compared as follows:

¹ Some of these suggestions were raised in the document *3D – Developing Dover's Destiny, A Community Strategic Plan for the Future of Port Dover*, November, 1998.

² *1998 Side-Scanning Final Report to Rural Job Strategy Fund, Save Ontario Shipwrecks*, November, 1998 (File #1110).

	'Status Quo' Tourism Growth Scenario	'Aggressive' Tourism Growth Scenario
Rate of growth of Tourism Market (per annum)	1%	3%
Implied Additional Tourists	21,000	69,000
% of Additional Tourists staying overnight	10%	25%
Implied Additional Room-nights	2,100	17,250
Translated into Additional Demand for Rooms*	7	43
Translated into increase in seasonal occupancy rates on existing base**	81%	118%***

*assumes 2.5 persons per room/cottage, 160 nights in the season

** assumes current average occupancy of 75%

*** clearly indicating that the existing accommodation base is insufficient to handle additional tourism loads

The chart shows that under a 'status quo' tourism growth scenario, an additional 7 rooms of accommodation would be required in 10 years' time, if all additional tourism demand were to be channeled into new facilities. Alternatively, if this additional demand were channeled into the existing accommodation base, the average seasonal occupancy rate would increase by an estimated 7 percentage points.

Under a more aggressive tourism growth scenario, this analysis shows that the existing accommodation base would likely be inadequate to handle the additional tourism volumes. Even if all existing accommodation were to be running at 100% occupancy, an additional 18 to 20 rooms would be required. If all incremental demand were channeled into new stock, a 43-room facility would be required in 10 years' time to handle demand.

These additional tourists will also bring additional expenditure potential to Port Dover. A preliminary estimate of the amount of additional space that this would require (to handle this demand) can be made as follows:

	'Status Quo' Tourism Growth Scenario	'Aggressive' Tourism Growth Scenario
Implied Additional Tourists	21,000	69,000
Total Additional Expenditure in Community*	\$1,050,000	\$3,450,000
Absorption by existing retail base**	\$525,000	\$1,725,000
Additional expenditure potential	\$525,000	\$1,725,000
Estimated additional commercial floorspace supported***	2,100	6,900
Translated into increase in seasonal occupancy operations (stores)****	3	9

* assumes expenditure of \$50 per tourist, per day

** assumes 50% of this additional expenditure is absorbed by the existing retail infrastructure within the community

*** assumes that \$250 per sq. ft. is required to support a seasonal retail operation

**** assumes average shop size of 800 sq. ft.

The types of seasonal operations that would cater to this incremental tourism demand could include operations such as:

- coffee bars;
- restaurants;
- crafts shops and art galleries;
- shops to showcase work of Dover area artisans;
- game arcade;
- confectionery shops;
- women’s clothing stores;
- jewelry stores;
- antique shops;
- import shops;
- marine supply stores;
- dive shops; and/or,
- sport fishing supply store.

These additional retail and service opportunities would best be located in the Harbour Commercial District, rather than further back in the main business section of Port Dover.

Under a ‘status quo’ tourism growth scenario, there will be a small increase in demand in Port Dover. This will present only modest opportunity to build new accommodation facilities or seasonal commercial space; much of the anticipated additional demand could be accommodated by the existing tourism infrastructure in the area. Under a more aggressive tourism growth scenario, however, which in our view is quite realistic from a market perspective if the community wishes to develop in this direction, the existing tourism infrastructure is insufficient; new accommodation facilities and commercial space would almost certainly be required.

4.4 Tourist Market Potential – Water-Based

The other significant tourist market potential that must be considered here is the water-based tourism market. This consists of transient and seasonal boaters who could use existing and possibly expanded marina facilities in Port Dover.



Main Street, downtown Port Dover



Recreational marina

At present there are several marina operations in Port Dover, including:

- Bridge Marine Services, 63 slips – some transient slips;
- Riverview Marina, 80 slips – some transient slips;
- Port Dover Harbour Marina, 400 slips – 25 transient slips;
- Jack Matthews Marine Services, some transient slips; and,
- Port Dover Yacht Club, some transient slips.

Thus there appear to be about 550 slips available in Port Dover. Most of these are reserved for seasonal boaters and only a relatively small number of slips are allocated for transient use.

4.5 Demand for Seasonal Boat Slips

There is a 'pent up' demand for seasonal boat slips. The Port Dover Harbour Marina, for example, reports a waiting list of over 100 people looking for docking space at Port Dover.

An estimate of the demand for seasonal slips can be developed by assuming that growth in demand for marina slips might follow the overall trend in growth of population and tourism in the area generally. That is, growth in demand for seasonal slips might vary anywhere from 1% to 3% growth per annum. Adding this to the existing base of approximately 550 slips, plus the existing 'pent up' demand of 100 slips reported by the Port Dover Harbour Marina, gives an estimate of between 170 to 324 additional slips in 10 years' time.

4.6 Demand for Transient Boat Slips

The demand for transient boat slips at Port Dover appears to have been stable or even declined in the past several years. Statistics provided by the Port Dover Harbour Marina show the following trends:

Year	Total Transient Nights Sold
1992	619
1993	957
1994	731
1995	768
1996	788
1997	730
1998	845
1999	590

It is understood that the figures for 2000 are likely to be even worse than those for 1999, due primarily to the poor and unpredictable weather, and perhaps a general lack of availability of docking space.

It is interesting to note in this regard that Port Dover does not have a high profile for touring boaters. For example, the community is not listed as an interesting destination in the Cruise Ontario Guide published by the Ontario Government. Port Dover Harbour Marine, the largest facility offering transient slips, is not listed in the Ontario Marina Directory. Thus it is perhaps not too surprising that the demand for transient boat slips has not grown significantly.

If Port Dover opts for the more aggressive tourism growth scenario outlined previously, then it is conceivable that transient boat demand will grow, possibly to the levels seen in 1993 or beyond.

4.7 Additional Demand for Commercial Services from Boating Market

Growth in boating traffic in Port Dover is unlikely to generate significant additional demand for commercial floorspace and related services. Seasonal boaters tend to just use their boats for weekends and daily use – they live in the vicinity and tend to purchase their goods and services in their habitual suppliers, who may or may not be located in Port Dover. Transient boaters also tend to be relatively self contained, although they will purchase supplies and meals in the nearby community.

In total, though, this is not likely to translate into significant additional demand for commercial operations. Assuming under the aggressive growth scenario that there are an additional 300 seasonal boaters in Port Dover, and that each spends \$1,000 during the season in the community, aside from what they pay to the marina operation itself. Assume as well that an additional 500 transient boater nights are sold, and that each transient boat spends \$100 in Port Dover for that night. Even under these fairly liberal expenditure assumptions, total additional expenditure in Port Dover would only equal \$350,000. Using the assumptions previously developed that half this expenditure would be absorbed by the existing retail base, and half might be allocated to new retail space, this additional expenditure potential would be enough to support an estimated additional 210 square metres of floorspace – barely one shop. Thus marina growth and development, even under the ‘aggressive growth’ scenario, is unlikely to generate significant demand for additional commercial floorspace in Port Dover.

5.0 GUIDING PRINCIPLES OF THE WATERFRONT MASTER PLAN



The Port Dover waterfront master plan demonstrates the long term vision for the study area. The plan provides a framework to guide planning, design and development over the next several decades. It will take strong commitment on the part of municipal staff and Council to ensure all public and private sector development initiatives complement and reinforce the guiding principles of the waterfront master plan. It will also take tremendous skill in development negotiations to encourage the type and complexity of redevelopment envisioned. This skill is required to shape land uses that respond to the desires of citizens of Port Dover who wish to continue to share a waterfront which is largely in private ownership.

Success hinges upon cooperation among the municipality, Conservation Authority, Harbour Authority, Marina Board of Management and private landowners to achieve a common vision. The concept of cooperation is not new to Port Dover. If landowners and the municipality did not cooperate, there would be a twenty metre wide public beach at the foot of Walker Street. Instead, as a result of cooperation among private landowners and the municipality, all of the residents and visitors to Port Dover can enjoy a beach that is open and accessible to all for hundreds of metres. Quite simply, waterfront redevelopment will not happen unless there is a shared community spirit and a commitment to cooperation. The intent of the master plan is to continue to share the incredible resources of the Lake Erie and Lynn River shorelines and the amenity it affords to development.

The master plan is founded on three guiding principles. These principles truly represent a consensus of opinion from the stakeholders who participated in the workshop. The principles are more important than the details of the master plan described in the following chapter. The master plan is but one **demonstration** of the application of the principles to achieve a vision for the waterfront. Since much of the development will be implemented by the private sector, the municipality will undoubtedly be faced

with the responsibility of reviewing various site development plans. The guiding principles described in this chapter must provide the foundation of all plans and be used to evaluate the appropriateness of development applications for all waterfront property.

Principle #1 Accessible



Recreational trail, Humber River, Toronto

During the workshop there was consensus for continuous safe routes for pedestrians and cyclists along the waterfront. Continuous links should connect the waterfront districts with Main Street and the Lynn Valley trail. Ideally, the pedestrian route should follow the water's edge. Much of the water's edge is privately owned. However, during the development approval process the municipality will enter into detailed negotiations with individual landowners and other agencies. During those negotiations, the municipality will consider a variety of public benefits that may be incorporated into the plan, including public access to the water's edge.



Beach boardwalk, Toronto

Easy vehicle access to the waterfront is also critical to the use and enjoyment of the area. While options for traffic operations were considered, including one-way streets, the costs of the solutions outweighed the benefits gained from relatively short-lived and sporadic problems. Minor adjustments to Harbor and Walker Streets were considered most important to provide an appropriate terminus to the streets and a more appealing public interface with beach and pier.

Parking is at a premium on some summer weekends and during special events. Planning for peak weekend use, and requiring large parking lots to accommodate that peak use, is very expensive, destructive to the character of the area, unnecessary for the vast majority of time and a deterrent to development. There are about 1300 parking spaces, on the street or in parking lots, within a 5 minute walk of the beach.

Peak use can be dealt with through on-street parking in adjacent areas and the use of underused parking facilities elsewhere in the community. Reduced parking standards and the ability to pay cash-in-lieu parking should be considered everywhere in the Harbour Commercial District to facilitate the expanded use of existing buildings and to encourage new development.

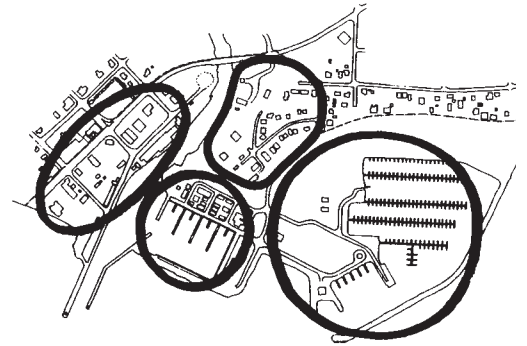
Principle #2 Diverse

The fundamental appeal of the Port Dover waterfront is its diversity of use: a Recreational Marina, a commercial fishing port and a commercial area with an eclectic mix of uses and buildings. The waterfront master plan must celebrate and promote this diversity and enable visitors and residents to access, understand and enjoy all of the districts. In particular, the importance of the waterfront's commercial fishing port is obvious to the economy of the Port Dover, and must be protected.

Principle #3 Attractive

Clearly, Port Dover has inherent charm in the character of its Harbour Commercial District. The mix of building styles and uses contributes to its appeal as a place to live and visit. The waterfront master plan is based on an intent to build on this character through continued development planned within a comprehensive strategy.

A fundamental premise of the waterfront master plan should be to provide opportunities for redevelopment within the context of the waterfront and its multiple roles as a tourist attraction, working Commercial Port and as a recreational and cultural resource for the entire community. Redevelopment in the Harbour Commercial District to accommodate residential, commercial and retail uses will contribute to strengthening the charm and character of the community. A primary ambition of the master plan will also be to ensure attractive streetscapes.



Diversity of districts in the waterfront



Harbour Street south of St. George Street

6.0 DESCRIPTION OF THE WATERFRONT MASTER PLAN



The waterfront master plan is one demonstration of the way development could occur on the waterfront that meets the guiding principles outlined in the previous chapter. The ideas illustrated on the master plan are not new. Most have been considered in previous waterfront and strategic planning studies.

The master plan represents a collaborative effort to resolve the issues and respond to a consensus of opinion with respect to parking, access and redevelopment potential. The master plan provides a framework to guide planning, design and development over the next several decades. While extensive development may not occur immediately, the master plan is a long term vision that represents a way of thinking about the waterfront: a commercial district with a more extensive complement of land uses; the Commercial Port maintained; an expanded Recreational Marina; the residential neighbourhood maintained, all linked by continuous pedestrian access.

The master plan must be flexible to accommodate ongoing research, analysis, discussions, and shifts in emphasis, priority or markets that will undoubtedly occur over the next decades. It is not intended as a “blue print” for development but it demonstrates a vision and attitude about the kind of waterfront that would be appropriate for future generations of Port Dover residents.

The waterfront master plan (on the following page) provides a framework based on an ambition to:

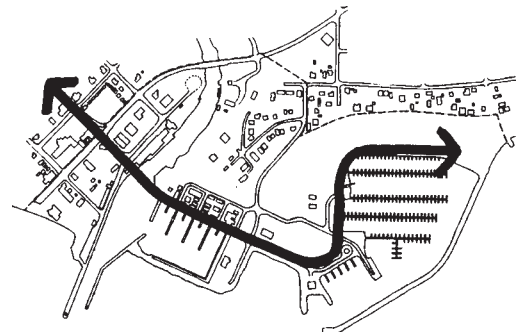
- provide a variety of key public places, linked together by a continuous pedestrian walkway along the waterfront;
- establish a history walk along Harbor Street;
- accommodate new private development to complement uses in the harbour commercial district;

- maintain the commercial fishing port; and,
- illustrate opportunities for an expanded Recreational Marina.

6.1 Provide a variety of key public places, linked by a continuous pedestrian walkway along the waterfront

One of the primary structuring elements of the waterfront master plan is a spine of pedestrian access. It is envisioned that pedestrian access along Main Street will connect to the river edge where the trail and water interface will be celebrated in a waterside public space. With a water taxi, pedestrians can be shuttled across the river to continue the pedestrian walk through the Commercial Port and on to the Recreational Marina.

A pedestrian route along both sides of the Lynn River has been a long time goal of the community. The master plan illustrates a trail winding along the east shore of the river on an unopened road allowance and a parcel of land owned by the federal government. When redevelopment of the properties abutting the



Main spine pedestrian access



Master Plan, Central Portion

waters' edge occurs, the municipality should negotiate the more appealing water's edge option for the trail. The trail would direct pedestrians to the lift bridge and then along the west side of the river past the Museum and along Harbor Street to the Pier. The most ideal location for the pedestrian route is along the water's edge. Perceived conflicts with private uses will have to be addressed during detailed site design for redevelopment and detailed design for reconstruction of degraded shoreline edges, as in the case of the Misner Food Processing Plant. There are many examples in other waterfront communities where industrial operations and safe public access can coexist to share the amenity of the water's edge.

With construction of a water's edge walk, will be the need to repair the west channel wall. The east channel wall was constructed in 1989. The west wall along Harbor Street south of the Processing Plant has been recently repaired with a new concrete cope wall, wheel guardrails, bollards, tire fenders and a safety ladder. However, the wall north requires repair in several locations. The wall has a large cavity and a collapsed deck along the Processing Plant and north of the museum, the wall has severely deteriorated. The wall in front of the museum was recently constructed with armour stone, geotextile filter and clear stone backfill.

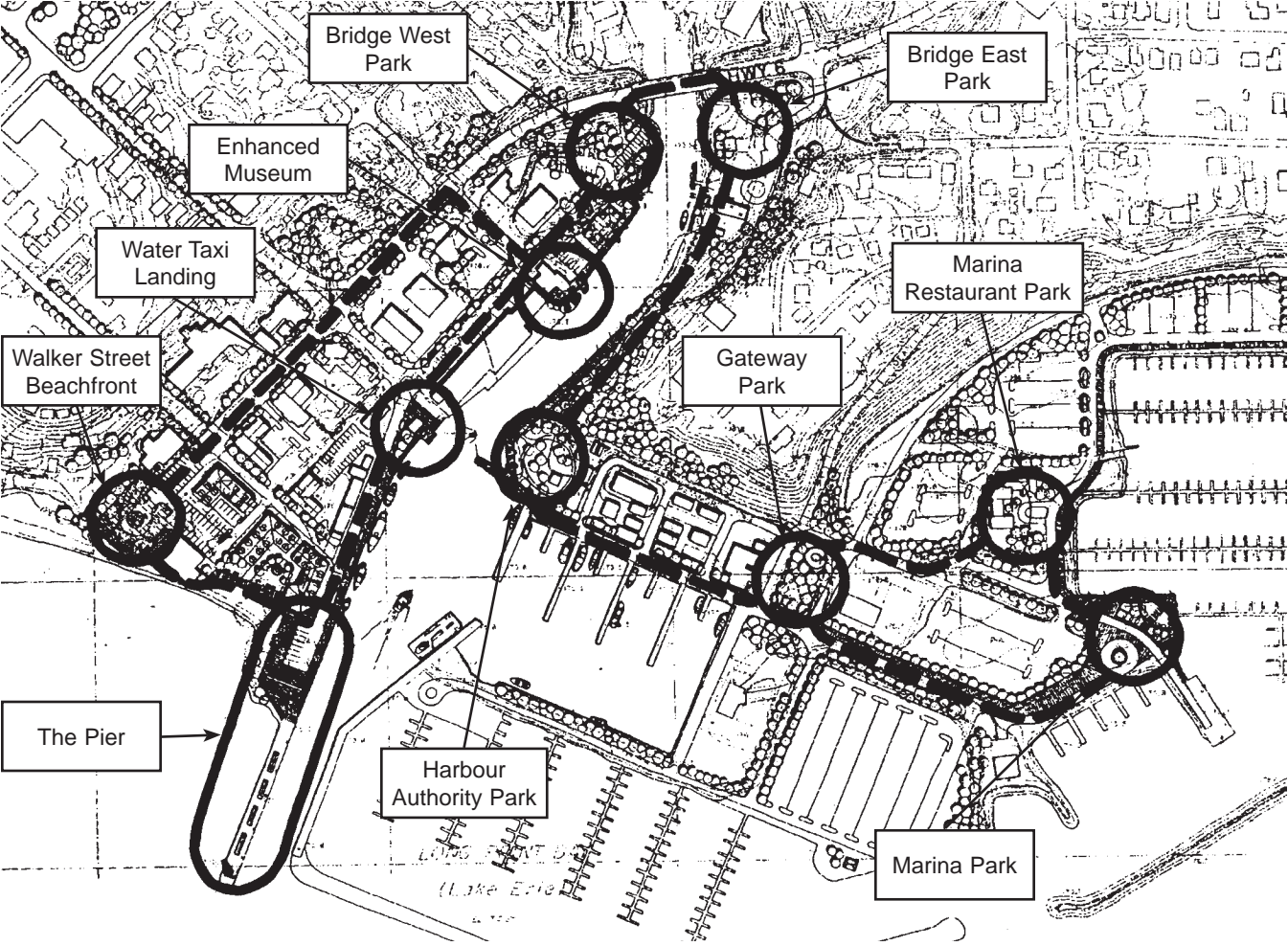


West bank of Lynn River upstream of museum

The river edge wall should also be suitable for transient boat tie up in suitable weather. The Harbour Authority already offers a few slips on the east side of the river. Transient slips along the west wall would offer direct access to the commercial area.

The waterfront master plan also illustrates a pedestrian connection between the Pier and Walker Street via a boardwalk or other hard surface path. There has been a history of boardwalks in this general location and suggest it be re-established to complete this critical missing link in a connected walk through the community and along the waterfront. The walkway should be constructed in removable wood sections to be stored in the winter months and during periods of high water. As a more permanent alternative, a storm surge barrier would be required to protect the walkway.

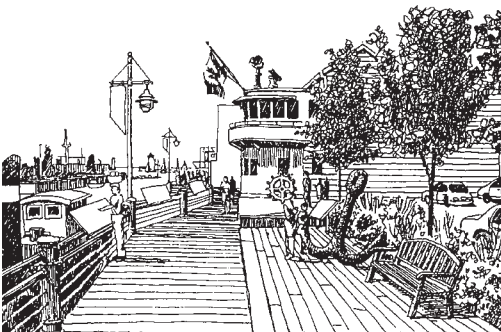
The following map illustrates 10 key public places along the waterfront walk. These are important places that provide places of interest along the route, opportunities to picnic, rest and watch the world go by. Consistent use of street furnishings, lighting, signage and planting will identify these public places.



The Walker Street Beachfront is envisioned as a public terrace at the foot of a redesigned Walker Street (see Section 6.2). A hard surface terrace, seating and special lights will provide a safe and convenient destination for beach drop-off and pick up and meeting place along the beach.



Existing condition at Museum



View of walkway along river at Museum

The Pier is a popular destination for both residents and visitors to Port Dover. It remains an important attraction in the plan. Sitting and walking along the Pier will be enhanced with planting and, possibly, overhead shelters.

The water taxi landing on the west side of the river is located at the foot of Main Street to provide a logical connection between the downtown and waterfront commercial areas. A new facility and public terrace should be constructed to clearly identify this site.

Lands adjacent to the river at the Port Dover Harbour Museum should be upgraded to provide safe pedestrian access and an outdoor site to display marine artifacts. Tugs could be tied up along the river edge and incorporated into the programming and interpretation offered at the Museum.

The Bridge West Park site offers an opportunity for access to the water's edge. The City has prepared preliminary plans for parking and a park at the north end of Harbor Street. New planting, picnic tables, seating, and a water's edge platform will create an appealing public place visible upon entry to the community.

The Bridge East Park provides a similar opportunity for public access to the waterfront. Located on both sides of the bridge, this green gateway provides an attractive entry to Port Dover.

There is an existing open space near the Harbour Authority building on the east side of the river. Additional planting, picnic tables, seating and signage will provide an important public place in the Commercial Port. This site will also be the east landing for the water taxi.

With or without construction of a new phase of the marina, Gateway Park is suggested as a landscaped open space along the walkway from the Commercial Port to the Recreational Marina. It would provide an impressive entrance to the waterfront from Dean Street and/ or a new access road.

Two landscaped open spaces are suggested in the marina: one adjacent to the building complex and another at the water's edge. These sites provide destinations along the walk and centres of interest on the eastern waterfront.

6.2 Harbor Street History Walk

Port Dover has a unique and very interesting history of commercial fishing. The Port Dover Harbour Museum was recently opened and provides an opportunity for visitors to understand the history of the community. Building on the attraction provided by the Museum, the master plan envisions an opportunity to create a string of outdoor displays along Harbor Street to celebrate the history of commercial fishing. Marine artifacts could be located along the street with interpretive signs to highlight this important industry. The Museum and the Pier are logical anchors to what could become a truly fascinating “history walk”.

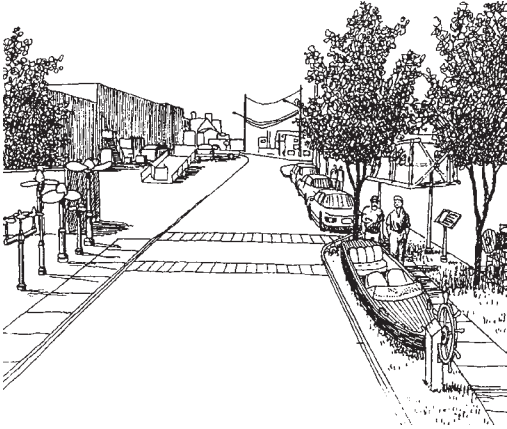
6.3 Accommodate new private sector development to complement uses in the Harbour Commercial District

The waterfront master plan demonstrates one scenario for the Harbour Commercial District. It illustrates redevelopment on key vacant or under used parcels. Redevelopment is illustrated in 2 to 3.5 storey perimeter block buildings. The ambition is to accommodate infill development that continues to strengthen the diversity and vitality of the street and beach area.

Key redevelopment sites are located at the intersection of Main and Walker Streets and at St George and Harbor Street. Both of these sites should be locations of key “landmark” buildings, which define the street corners, and respond to the special conditions of each site. The intersection of Main and Walker Streets is an important link between the Main Street commercial area and the waterfront. Redevelopment should provide a building which provides an interesting view down Main Street and helps to extend the shopping district to the waterfront.

The St. George and Harbor Street site offers tremendous views of the Pier, Memorial, beach and the river. The master plan illustrates one scenario where redevelopment of individual sites occurs with buildings that define the street edge and intersection. A use such as a restaurant is suggested for the beach side location to take advantage of the views. A public courtyard is illustrated adjacent to the boardwalk. This scenario represents the most approvable development scenario because it minimizes development within the hazard lands.

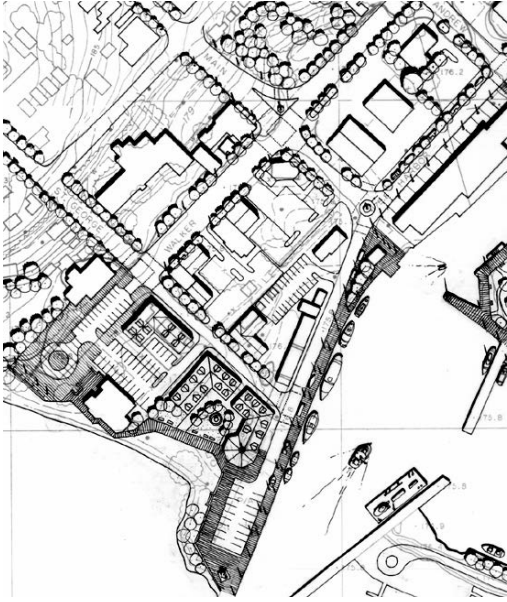
An alterative scenario suggests coordinated redevelopment in



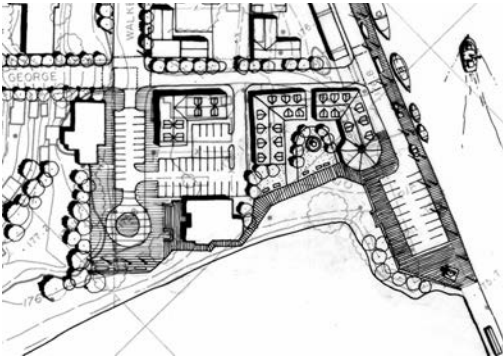
Harbour Street looking south



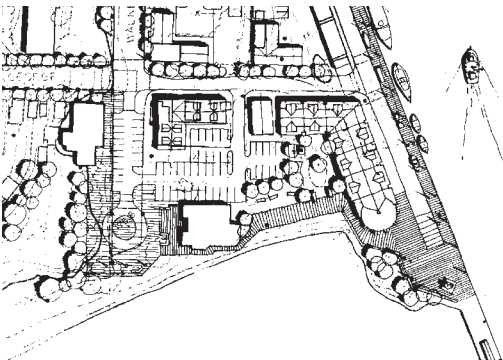
Fishing tugs up river



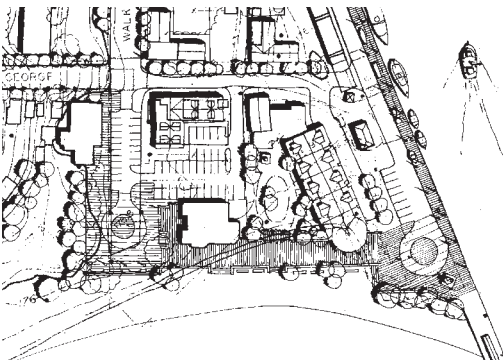
Master Plan, Harbour Commercial District



Scenario #1



Scenario #2

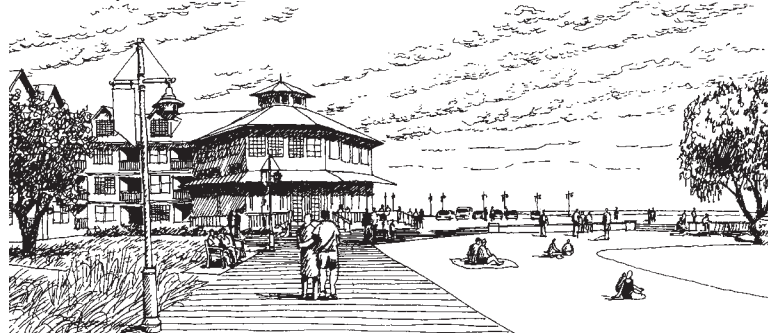


Scenario #3

one building which defines the corner and terminates the street. This scenario may be more difficult to achieve approval because it encroaches substantially into the hazard land area.

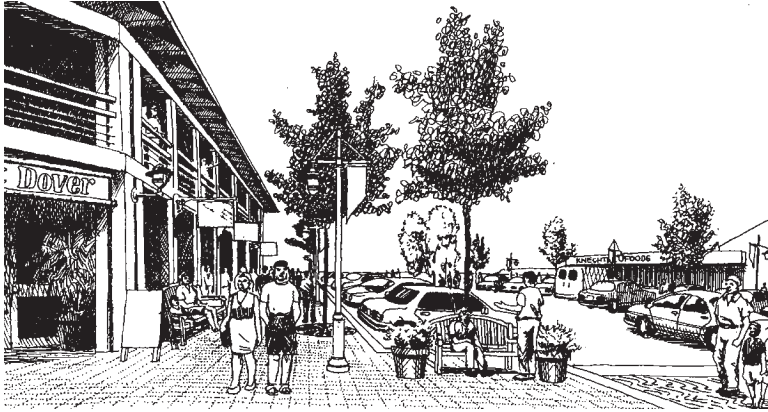
A third scenario illustrates redevelopment of one property only with lakefill to extend the beach. The extension of the beach would require yearly sand fill and protection of the west pier. A major boardwalk and low wall to protect against storm surge are illustrated. The low wall provides a backdrop for seating along the beach and a slightly raised boardwalk and connection to the redevelopment site. This scenario encroaches in the hazard land and requires increasing the beach area through lake fill, which may be difficult to obtain approval for and would require annual maintenance. All three scenarios result in redevelopment that would be a significant enhancement to the beach commercial area and pier.

Redevelopment would occur within the framework of streets with



View looking east of redevelopment at Pier.

high quality features including street trees, lighting, benches and waste receptacles. On street parking will remain, but will be set within defined curbed areas. Walker Street is terminated in a turn-around to facilitate safe traffic operations, loading and drop off for the Beach. With the turn-around, the street creates an appealing terminus to this direct route to the Beach from the bridge. A pedestrian terrace is suggested at the foot of the street with lights and benches. A low wall defines the edge of the terrace and provides some protection against storm surges.



View down Walker Street.

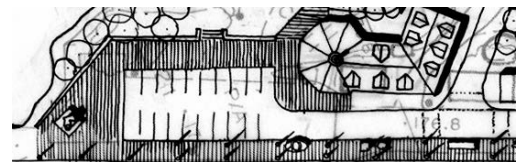
The terminus of Harbor Street is redesigned with a hard surface plaza to create a forecourt to the Memorial. The plaza will accommodate vehicle movement to enable parking and access to the Pier. The master plan illustrates the option with the least amount of negotiation required with private landowners. Another option, which would require negotiation with private landowners, is to provide a turn-around similar to Walker Street. This option provides the safest driving and parking arrangement and pedestrian environment at the Pier. Through the redevelopment process, the Municipality should endeavor to secure the land to permit implementation of this concept.

6.4 Maintain the commercial fishing port

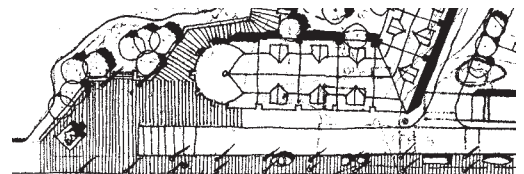
The waterfront master plan does not change the existing piers, buildings and operations in the commercial fishing port. It is suggested that a pedestrian walkway be signed along the waterside street to safely direct people through the port to the Recreational Marina. Streetscape lighting and other features will provide visual continuity along the pedestrian walk.

Currently, with commercial fishing tugs out in operation, the Harbour Authority uses some of the piers for transient boaters. This arrangement should be more highly publicized and encouraged to continue.

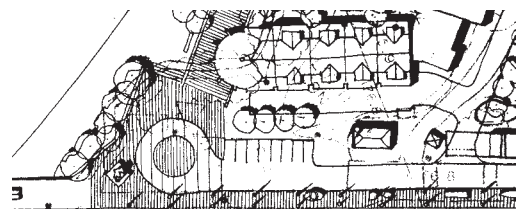
The pier and dock structures in the Commercial Port are generally many decades old with some of the original structures dating back well over fifty years. Some of the structures have been



Scenario #1 from master plan



Scenario #2



Scenario #3

repaired or rehabilitated over time, some have been repaired a number of times. The structures are predominantly steel sheet pile with concrete caps or facing and timber cribs with concrete caps. The theoretical design life of steel sheet pile walls and timber crib/concrete cap structures are approximately 50 years and 25 years respectively. The theoretical design life is affected by use, exposure to waves and ice, the fender systems, the foundation conditions and the original design and construction. Average annual maintenance costs vary considerably but are in the order of 1 to 3 percent of the capital construction cost. As a structure approaches the end of its useful design life, repairs and rehabilitation can extend the structure's residual life.

The east pier will require about \$250,000 of rehabilitation within the next 2 years. The level of spending for repairs over the 15 year period from 1987 to 2002 is estimated to be approximately \$660,000 or about \$220,000 every 5 years.

6.5 Opportunities for an expanded Recreational Marina

The Port Dover marina was constructed in 1983 and is in good condition. The master plan illustrates a waterside walkway along the perimeter of the marina which connects with the walkway through the Commercial Port and into the Harbour Commercial District. It is anticipated that gates on the piers could be installed to control access to the boats, as an alternative to perimeter fencing.

The extensive parking areas are used for winter boat storage. The parking areas are organized on the master plan with planted islands and perimeter planting to help define smaller parking areas and create a tree lined waterfront drive.

The master plan also includes a new building located close to the existing washroom and picnic pavilion. The new building could accommodate a restaurant and rooms for some of the local boating clubs to use.

A major expansion to the marina is illustrated on the master plan and has been considered by the community for many years. An extension to the breakwater could provide a safe protected harbour for an additional 300 boats. Some of the slips, especially those within view of the community, would be ideally suited for

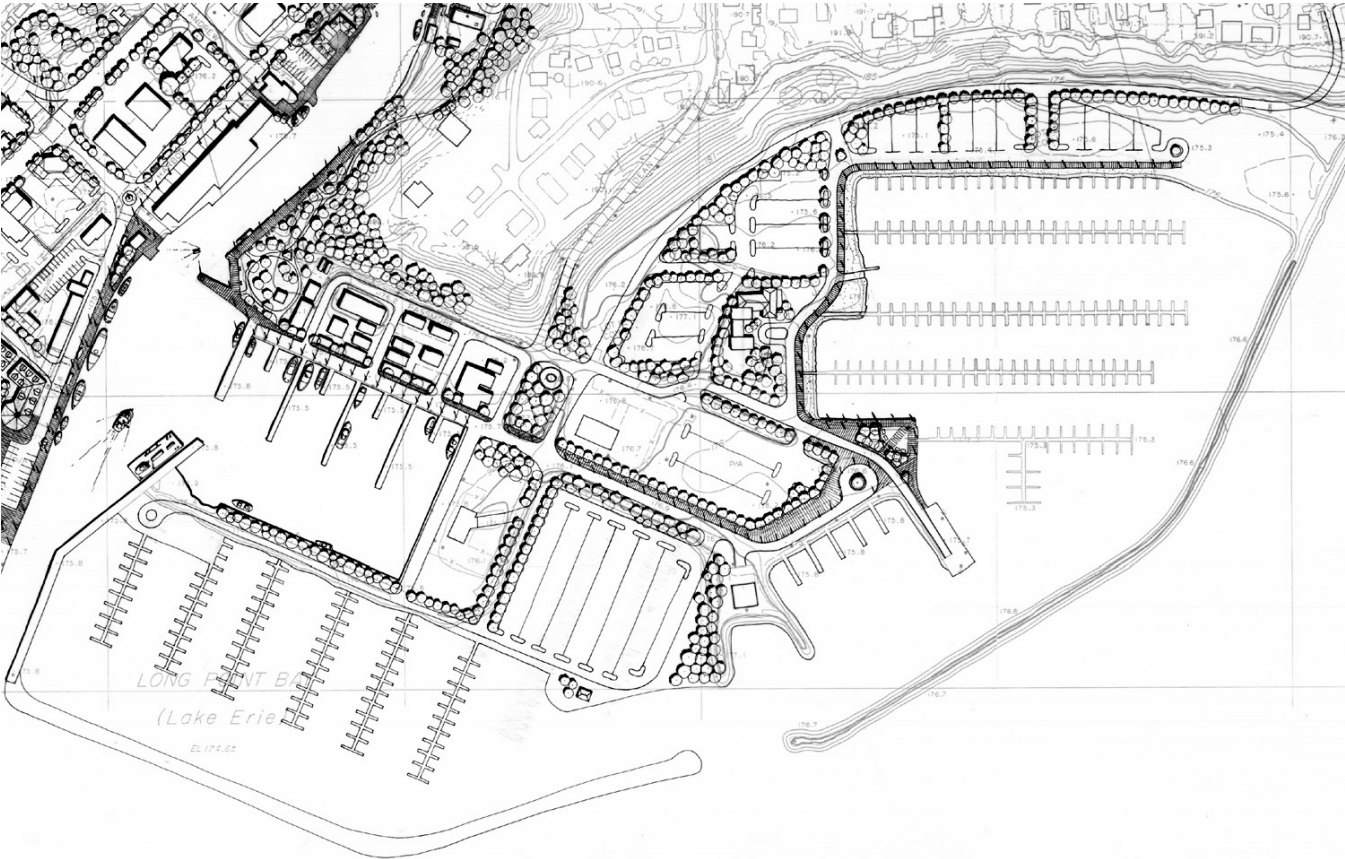


Example of gates on a marina pier in Barrie

transient boaters.

In order to accommodate additional vehicle traffic generated by a major marina expansion, a second road access would be required. This route was proposed as part of the original marina concept, and is identified on the master plan.

In order to accommodate the additional parking and winter boat storage required by a major marina expansion, the existing basin west of the Coast Guard is filled in. This parking would be accessible from the waterfront drive.



Master Plan, Recreational Marina and Commercial Port

7.0 URBAN DESIGN GUIDELINES



The appeal of the Port Dover Waterfront Area will depend to a large extent on the quality of the public places: the streets, the walkways, the Pier, parks and the beach. This quality will be determined by the combined actions of the public sector, in prescribing the layout and design of public areas and streets, and the private sector in developing buildings which give three dimensional form and purpose to the public spaces they adjoin.

The Urban Design Guidelines provide general guidelines to direct development. The guidelines are intended to provide a framework for the implementing zoning by-laws and in the review of detailed site plan applications.

The Urban Design Guidelines do not provide statutory planning controls. Rather they are intended as an expression of the municipality's vision for the future. As such, flexibility in interpretation is expected. All statements, numbers and sketches are considered to be conceptual and variations in application are anticipated provided that the achievement of the long term vision is not precluded.

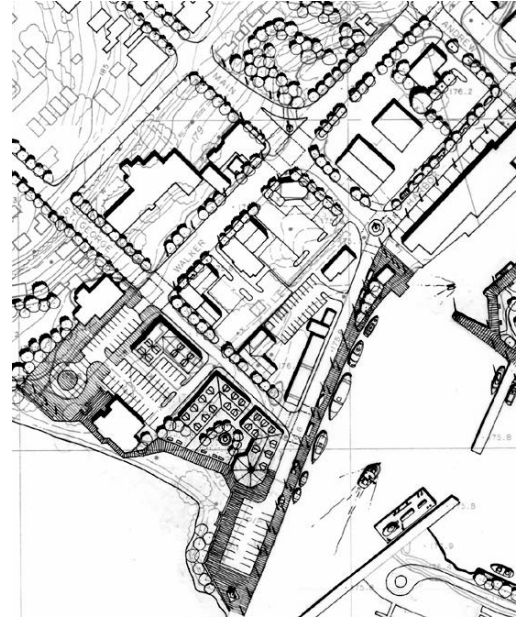
7.1 Streets



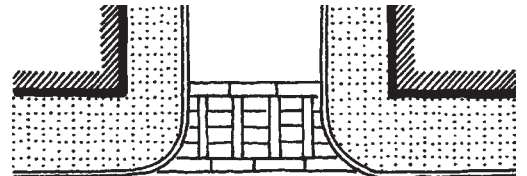
Streets are important public spaces. In Port Dover, the streets create a well-connected pattern of development. Within the Waterfront Area, Walker Street and Harbor Street are the most important streets. They provide views to public spaces – along Walker Street to the beach, and along Harbor Street to the Fisherman’s Memorial, pier and lighthouse. They are attractive spaces, lined by interesting buildings which create plenty of activity.

The following guidelines maintain and enhance the character and function of two of Port Dover’s most important waterfront streets.

- street trees should be planted along both sides of Walker Street and Harbor Street north of Main Street. They should be deciduous and located close to the curb, their species selected and planted six to ten metres on centre to form a continuous canopy at maturity;
- street lighting should be pedestrian scaled and closely spaced;
- all of the streetscape elements, which include the lighting, trash receptacles, benches and paving, should have a consistent character to create unity within the Harbour Commercial District and throughout the entire waterfront area;
- pedestrian crosswalks should be clearly identified both on the surface – for example, by paint or a change in material from asphalt to concrete or decorative paver – and by signage;
- poles, lights, signs, transformers and other services and street furniture should be located along the street tree planting line, to create a stronger sense of unity for the street;
- wherever possible, locate utilities like transformers or “box” services underground, or in unobtrusive areas such as in rear lanes, in flankage conditions or on private



Master Plan, Streets in the Harbour Commercial District



Clearly defined pedestrian sidewalks and crosswalks



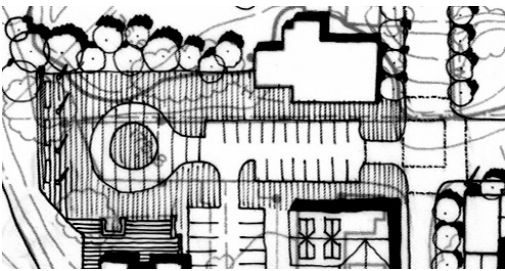
Cluster streetscape amenities

property where they can be screened by planting or buildings; and,

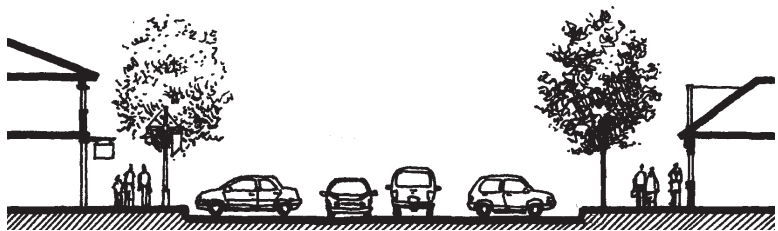
- vending machines, trash cans and recycling bins should be consolidated at single locations.

7.1.1 Walker Street - South of Main Street

- Walker Street south of St. George Street should have one travel lane in each direction, reducing the total amount of existing paving available for travel;



Walker Street beachfront

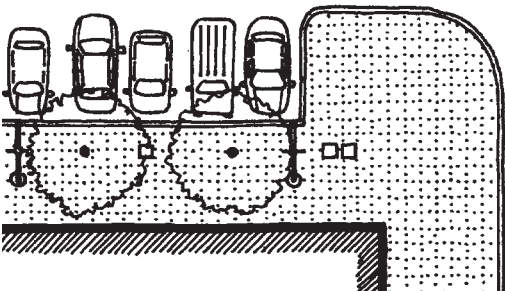


- right-angled parking should be permitted on both sides of the street, in the same configuration that currently exists on the west side;

- a continuous hard surface should extend from at least the curb at the edge of the parking to the building face, and possibly from building face to building face. This may include special paving;

- a one way (counter clockwise) turn-around should be provided at the end of the street adjacent to the beach. It should have a raised island in the centre. The drivable surface should be a minimum of 6m – or two car widths wide, to allow people to stop to drop off passengers and beach gear, while allowing other cars to continue circulating. The surface of the turn-around should indicate that it is a shared vehicle/pedestrian zone, for example, it may be similar to the special paving along the sidewalks;

- a hard surface pedestrian terrace should surround the turn-around with lighting and benches. A low wall adjacent to the beach can help protect against storm surges; and,

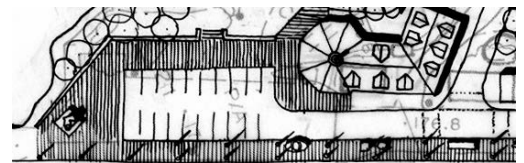
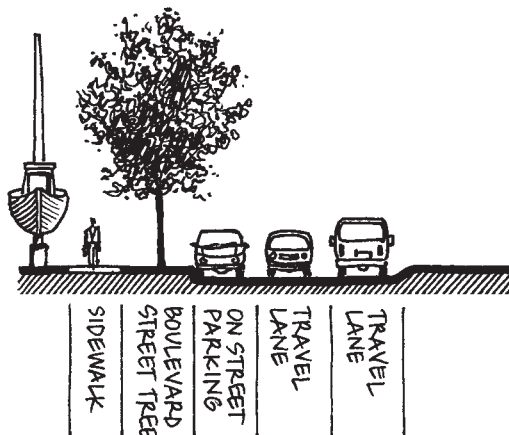


On street parking organized with curb extension

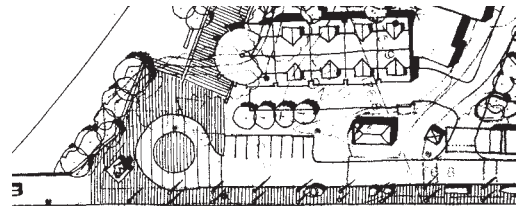
- the curbs of Walker Street should pinch in at the intersection of St. George Street, allowing only two lanes of vehicle traffic and no parking. This will allow Walker Street to be closed off at St. George Street for festivals and celebrations. Also, it allows a small area to be designed as a pedestrian pocket, perhaps with additional benches and planting. It signifies an entrance to a special zone within the Harbour Commercial District.

7.1.2 Harbor Street

- Harbor Street has, for the most part, a 20 m right-of-way, which will accommodate one travel lane in each direction and parking on one side of the street;



Harbor Street terminus



Turn around as an option at the terminus of Harbor Street

- on-street parallel or angle parking should be permitted on the west side of Harbor Street;
- the west side of Harbor Street, north of Main Street, should have a grass boulevard adjacent to the curb, and a sidewalk;
- a curb should define both edges of the vehicle surface. A roll curb or flat curb may be appropriate for some locations, for instance in front of the Misner Processing Plant;
- street trees should be deciduous and located close to the curb, their species selected and planted six to ten metres on centre to form a continuous canopy at maturity;

- a hard surface area should be provided at the Memorial to enhance the ceremonial presence of the monument and to accommodate vehicle turning; and,
- as an option, a turn-around could be provided at the end of the street similar to Walker Street. The drivable surface should be a minimum of 6m – or two car widths wide, to allow people to stop to drop off passengers, while allowing other cars to continue circulating. The surface of the turn-around should indicate that it is a shared vehicle/pedestrian zone.

7.2 Pedestrian Route



Public access to the water is an important element in creating a livable, vibrant waterfront community. A continuous waterfront route will allow residents and visitors to experience the full range of activities and views along Port Dover's interesting and active waterfront. The preferred location is at the water's edge. This greatly enhances the immediacy and tactile nature of the experience. People like to be near the water.

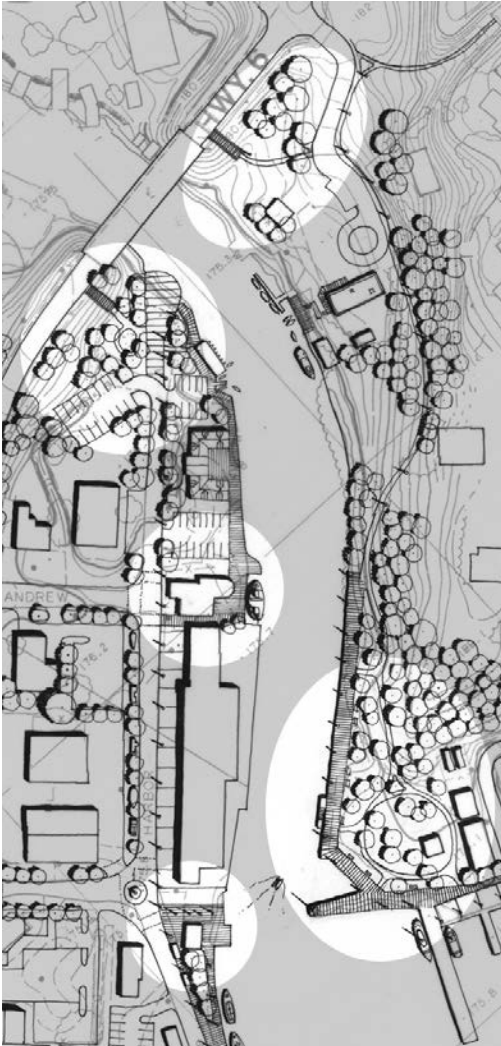
The pedestrian route should link the east and west sides of Port Dover's harbour. It should connect the marina, the commercial fishing port, the east side of Lynn River, the bridge, the west side of the Lynn River, the pier, the beach and the end of Walker Street.

The route could have a variety of materials and configurations. For instance, along the beach and on the west side of Lynn River, it could be a wooden boardwalk or paved promenade. Along the east side of the Lynn River, it could be a boardwalk at the water's edge, or a stone dust trail back from the water, through the trees. The route should be a minimum of two metres wide. Over time, the surface could be upgraded, and additional walkway elements added, such as lighting and benches could be added. The idea is to start small, and build it up over time.

The route should make use of the existing stairs on the south side of Highway 6, on each side of the Lynn River. The route would use the Lynn River drawbridge to connect the route on each side of the river.

A direct east-west connection across the Lynn River could be made at the foot of Main Street, by operating a water taxi service which could ferry people from the municipal park on the east side of Lynn River.

The waterfront trail should be connected to the Lynn Valley trail using St. Patrick Street.



Top to Bottom, Bridge East Park, Bridge West Park, Museum Outdoor Terrace, Harbour Authority Park, and Water Taxi Landing.

7.3 Key Public Places



Public parks are some of the most memorable spaces in Port Dover. The pier and Fisherman's Memorial are symbolic of the whole community, both to residents and visitors alike. Parks are activity centres within a connected system of public space formed by the street network and the proposed trail network. Thus, Powell Park is linked by Main Street and St. Andrew Street to the waterfront, just as the beach is linked by Walker Street and Harbor Street.. There are ten key public places located along the walkway:

- Walker Street Beachfront, the terminus of Walker Street;
- the Water taxi landing on the west side of the river at the foot of Main Street;
- the Pier;
- the Museum outdoor terrace and displays;
- Bridge West Park and Bridge East Park along the Lynn River;
- the Harbour Authority Park;
- Gateway Park; and,
- two open spaces in the marina: one adjacent to the building complex and another at the terminus of the road.

The following general guidelines apply to the key public places in the waterfront area:

- parks should create accessible, sociable, amenable and identifiable spaces for the community;
- parks should be designed to be highly visible from streets;
- parks should be framed and complemented by the surrounding buildings Entrances, windows and balconies

should provide direct visual access;

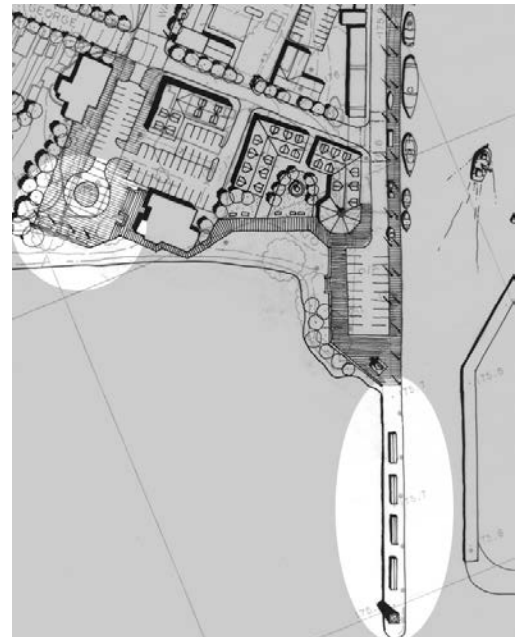
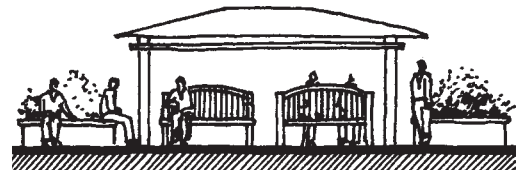
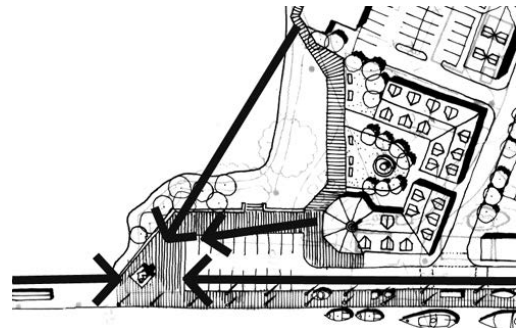
- access points for pedestrians should be clearly articulated with landscape elements; and,
- parks should include seating, hard surface areas, shaded areas under tree canopies or open air structures, lighting and distinctive planting.

7.3.1 The Pier

- consider adding memorial planters, with seating elements, to 'green' the pier;
- extend streetscape elements such as lighting to the Pier;
- consider sheltered areas with a simple open-air structure providing protection from sun or rain; and,
- views out to the lake and back to Port Dover should be maintained.
- public space around the Memorial should incorporate seating and quiet, contemplative areas;
- clear views to the Memorial should be maintained from Harbor Street and the parking area; and,
- the design of the pedestrian route and new development should make views to the Memorial a priority.

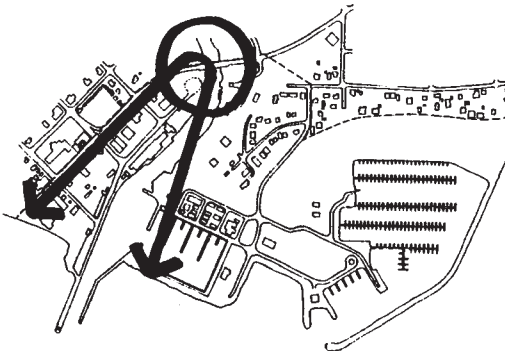


Left to Right, Gateway Park, Marina Park at the Building Complex, and Marina Park at the End of the Road.



Left, Walker Street Beachfront. Right, the Pier.

7.4 Gateways



The bridge over the Lynn River provides a view of Port Dover's waterfront area. For commuters or tourists arriving from the northeast, it is an important location, providing orientation to the harbour and the beginning of Port Dover's historic downtown. Accompanied by the grade change down to the water level, this area is already the gateway to Port Dover.

A gateway should act as a clear announcement to drivers that they are entering a special area. It should incorporate elements of a landmark character to give the gateway a significant visual and spatial presence. These elements may include special plantings, signage and sculptural elements. It might include something from Port Dover's historic or ongoing marine activities. The gateway includes Highway 6 as it approaches the bridge, as well as the slope down from the bridge. Thus, the character of the streetscape along this part of Highway 6 creates gateway, rather than a single feature within it.

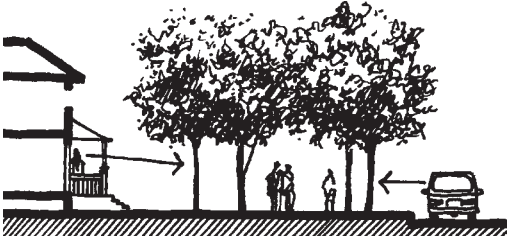
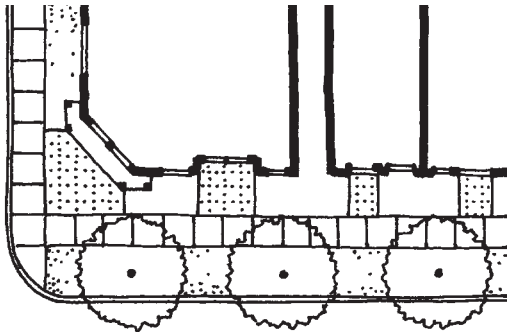
The gateway should function for pedestrians as well as automobile traffic. The bridge, the top of the slope, the stairs, and possibly a park on the south slope of Highway 6 on the west side of the Lynn River, offer opportunities to enhance the gateway along the pedestrian route. This might include places to pause to look or places to sit, and could be incorporated with interpretive signs

As Port Dover continues to develop, consideration should be given to how new buildings are seen from the gateway. For instance, the master plan shows new buildings at the north end of Harbor Street. The roofs of these buildings should be carefully articulated, as they are visible directly beneath the view of the waterfront area from the gateway. New development should recognize the visual corridor to the lake, and should reinforce and frame the view to the harbour.

7.5 Buildings

Buildings are the edges of outdoor public space. Their location, orientation, scale and detailing influence the quality of the spaces they define. They are also important for their role as landmarks, focal points or gateways.

- commercial uses should be located at grade to enliven the street with residential and/or office uses located on upper storeys;
- locate buildings close to the road right-of-way with a consistent setback to create a continuous street wall;
- building fronts should have a direct pedestrian connection at grade to sidewalks, to facilitate access;
- permit canopies, porches and stairs to extend beyond the building line;
- generally, buildings should be a maximum of three and a half storeys;
- articulate the facade of buildings with windows and doors to provide “eyes on the street.”, interest and diversity to the facade;
- redevelopment along the beach between Walker and the Pier should be considered to include “landmark” buildings that accentuate the key features of the waterfront: the river, Lighthouse, Memorial and the beach. These buildings should also connect to the boardwalk;
- locate service areas and parking lots at the side or rear of buildings;
- use materials and colours that are consistent with existing buildings, to reinforce the unity of the area as Port Dover’s waterfront district;
- articulated roofs should be encouraged to create a more appealing view of the area from the bridge upon entering



Port Dover;

- private signs should be consistent with the scale and character of the waterfront area; and,
- the Municipality should pursue, wherever possible, public access to the water's edge when considering approval of private development proposals.

7.6 Signage and Logo



Signs add interest – whether they are the brightly coloured signs of Port Dover’s waterfront businesses, or interpretive signs explaining aspects of Port Dover’s natural and cultural heritage. Signs also clarify – providing directions or markers.

- an overall system of public signs should be developed which creates a strong identity for Port Dover’s waterfront. A logo for the waterfront should be created and used, not only on signs, but on letterhead, brochures or other forms of promotion;
- signs for automobile traffic should identify destinations – such as the beach, the Museum, Main Street, shopping and eating areas, parking, the marina, the Commercial Port, the cruise ships, parks and the pedestrian route;
- interpretive signs should be located along the main pedestrian routes. They may explain historical, cultural or natural points of interest, or identify views;
- wayfinding signs for pedestrians should be located along the pedestrian route, as well as at other locations, where they can also be used to identify destinations;
- signs should be easy to identify from a distance and easy to read; and,
- signs should be provided to point the driving public to alternate parking areas located throughout the community.

7.7 Parking Lots



arking will continue to be provided both on street and off street in parking lots. The master plan illustrates off street parking in areas at the rear or side of buildings to ensure they do not dominate the character of the street.

- locate parking lots to the side or rear of buildings, to reduce their visual impact on the streetscape, and to allow buildings to be located closer to the street;
- screen parking with low elements such as shrubs and fences with a maximum height of 1m. Provide pedestrian access points through the screening elements;
- provide clear signage for the parking lots so that drivers know where to park and how to access the lot;
- encourage shared parking to reduce the overall parking requirements and to integrate adjacent uses;
- the surface material of parking lots could be granular or paved; and,
- parking areas could have special paving to indicate shared pedestrian use.

8.0 IMPLEMENTATION STRATEGY

8.1 Responsibilities



With acceptance of this master plan, the municipality and its public and private sector partners will embark on a process to plan and develop the waterfront with a mix of uses and complexity of activities. It is recommended that one staff person be identified to coordinate waterfront development who is:

- able to market the plan to possible developers and investors;
- familiar with the land development process;
- familiar with planning, urban design and engineering; and,
- able to communicate with Council and other levels of government.

The coordinator would have the primary responsibility for:

- liaison with private sector developers and their consultants;
- liaison with Provincial and Federal government partners;
- liaison with Council;
- coordination of marketing the waterfront development to all potential partners including the private sector, community groups and government agencies;
- maintain status reports;
- assist in the preparation of Terms of Reference, proposal calls and recommendations to Council for completion of technical studies, planning, design and engineering for public sector projects;
- coordinate public relations initiatives;
- reporting to all stakeholders on the progress; and,
- ensure project schedules and milestones are met.

There will be a continuing role for a Steering Committee in the implementation of the waterfront vision. The Steering Committee will be an important “sounding board” for the Development Coordinator. Council should have representatives on the Steering Committee to ensure open communication.

The Steering Committee should determine the need and interest in establishing special task groups to plan and implement particular components of the plan such as trails and interpretive displays.

8.2 Special Interest Groups

To be successful, the municipality must build and maintain support among the various community partners including recreational groups, service clubs, trail organizations and the business community. These partnerships are crucial because the ability of the municipality to maximize its potential depends on human will, energy, support and commitment. Therefore, potential community partners must be informed about the projects in which they may want to participate.

Special interest groups already identified and involved in the development of the waterfront vision (such as the Board of Trade) should be kept informed throughout the implementation phase. Groups should be kept informed of waterfront development through newsletters, updates in the local media and special presentations.

8.3 Project Implementation

There are four categories of public sector improvements illustrated on the master plan:

- enhancement and establishment of the waterfront walk;
- improvements to the 10 key public places located along the waterfront walk;
- streetscape improvements throughout the waterfront area; and,
- marina and river wall.

The waterfront walk is the main structuring element of the master plan. The first priority project is enhancing and establishing a continuous waterfront walking route. Much of the route exists as it follows sidewalks along the roads. There is only one missing piece: between Bridge East Park and the Harbour Authority Park. The remainder of the walk must be enhanced with consistent signage, lighting, street furnishings, surface treatment and landscaping as identified on the master plan and in the urban design guidelines.

There are 10 key public places that can become the focus of a comprehensive and connected waterfront walk:

- the Walker Street Beachfront
- the Pier
- water taxi landing
- Port Dover Harbour Museum
- Bridge West Park
- Bridge East Park
- Harbour Authority Park
- Gateway Park
- Marina Park
- Marina restaurant Park

The order of priority for improvement to the 10 key public sector improvement areas is not critical. There is such a diverse set of conditions, including government jurisdiction and land ownership issues, that as long as improvements are coordinated, any improvement is a positive change.

Streetscape improvements are suggested for Walker and Harbor Street in particular. The master plan and urban design guidelines describe streets with curbs to define on-street parking, street trees, special pedestrian lights, planters with flowers and street furnishings. Streetscape improvements should be coordinated with road reconstruction initiatives.

The master plan also illustrates landscape and parking organizational improvements to the existing Recreational Marina and expansion for new facilities.

8.4 Priority Actions

The following are key priority actions:

- the municipality should identify the Waterfront Development Coordinator;
- the Waterfront Development Coordinator should meet regularly with the Harbour Authority and the Marina Board of Management, Ministry of Transportation and the Conservation Authority;
- the Waterfront Development Coordinator should keep the public informed of progress. There has been tremendous interest in this project and public enthusiasm

must be maintained to ensure development remains a priority in the municipality;

- detailed design and construction of the parking area and park at the north end of Harbor Street should be completed to enhance the view upon entry to the community, and,
- the continuous waterfront walk should be constructed with signage.

8.5 Order of Magnitude Construction Costs

The order of magnitude construction costs are included to help set budgets for detailed design and construction. They are based on the general level of detail included on the master plan. Actual construction costs will only be confirmed once detailed construction drawings are prepared.

a) Waterfront walk

The waterfront walk is envisioned as a hard surface walkway, with a curb edge and regularly spaced pedestrian lights that could also have banners, benches, waste receptacles and planters for annual flowers. The following is a breakdown of order of magnitude costs for planning purposes for segments of the waterfront walk:

within the Recreational Marina (approximately 1 kilometer)	\$300,000
within the Commercial Port (230 m)	\$100,000
east side of the river (300 m) part could be limestone screenings through wooded area	\$100,000
walkway and terrace at Museum	\$ 15,000

b) Improvements to the 10 key public places located along the waterfront walk

These public places are intended to include significant tree, shrub and ground cover planting, picnic tables, pedestrian lighting, seating and special paving.

Walker Street Beachfront (hard surface terrace, seating, lights, low wall at beach, reconstructed parking area, road, turn around, curbs)	\$250,000
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Pier rehabilitation and repairs to west mooring wall	\$235,000
west pier repairs	\$250,000
reconstruction of road and parking, hard surface terrace, lighting	\$200,000

water taxi landing (excluding property acquisition)	\$ 15,000
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Port Dover Harbour Museum (see waterfront walk, above)

Bridge West Park (completion of parking lot, paving, curbing landscape, hard surface)	\$35,000
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Bridge East Park	\$10,000
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Harbour Authority Park	\$30,000
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Gateway Park	\$30,000
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Marina Restaurant Park	\$75,000
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Marina Park	\$90,000
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c) Streetscape improvements in the Harbour Commercial District

Streetscape improvement should be coordinated with road reconstruction projects. The following does not include installation or relocation of services.

Walker, St. George and Main Street (sidewalks both sides, curb, street trees in grates, benches, pedestrian lighting, waste receptacles)	\$500,000
Harbor Street at the Pier	\$120,000
Harbor Street north of Main Street (sidewalk one side, curb, grass boulevard, pedestrian lights, benches, waste receptacles)	\$150,000

d) Marina and riverwall

Existing Marina

parking lots (granular surface, curb at landscape medians only, landscape planting, lights)	\$400,000
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Marina Expansion

new road access (two lanes, curb, gutter)	\$1,000,000
new outer breakwater	\$2,800,000
inner fill area	\$ 100,000
protection wall around inner fill area	\$ 170,000
boat slips	\$1,300,000
inner slope improvements	\$ 240,000
parking lot	\$ 200,000

River

east pier repairs	\$250,000
wave check structure upgrade	\$90,000
construction of river wall upriver of Museum parking lot	\$200,000
construction of river wall at Misner Processing Plant	\$400,000

8.6 Funding Opportunities

The foregoing has outlined a series of public sector infrastructure and improvement projects that total nearly \$10 million. In this section of the Report the potential funding sources for waterfront development in Port Dover are discussed. Actual dollar amounts that could be contributed through the various sources to specific projects are not discussed.

A Funding Framework

There are various considerations to be kept in mind regarding the question of funding for waterfront development in Port Dover, or indeed, in any other municipality. These relate to considerations such as:

- some elements of the plan will require capital improvements, while others will be operational in nature;
- given a spirit of public / private cooperation, some of the overall expenditures required to fulfil the vision expressed in the waterfront plan will be required on the part of the public sector, some will be required on the part of the private sector; and others will be required or desirable on the part of other groups and organizations in the community (e.g. Business Improvement Area Association, service club, the Chamber of Commerce); and,
- there may be certain grants and other funding opportunities from higher levels of government that should be identified and pursued.

These considerations give rise to the following funding framework for consideration:

	Capital Projects	Operating Expenditures
Public Sector - Town	<ul style="list-style-type: none"> • amounts set aside in capital budgets and reserve funds 	<ul style="list-style-type: none"> • expenditures on maintenance
Public Sector - Province	<ul style="list-style-type: none"> • grants and loans for specific projects 	<ul style="list-style-type: none"> • typically none
Public Sector - Federal	<ul style="list-style-type: none"> • grants and loans for specific projects 	<ul style="list-style-type: none"> • typically none
Private Sector (businesses, property owners)	<ul style="list-style-type: none"> • investment in a variety of projects ranging from new commercial developments to the revitalization and renovation of existing properties 	<ul style="list-style-type: none"> • expenditures on maintenance
Community Groups and Organizations	<ul style="list-style-type: none"> • typically small-scale improvement projects 	<ul style="list-style-type: none"> • variable, depending upon nature of organization
Community Fundraising	<ul style="list-style-type: none"> • can be successful for specific high profile projects in the community 	<ul style="list-style-type: none"> • typically very difficult to raise community monies for operations
Corporate Sponsorships	<ul style="list-style-type: none"> • can be successful for specific high profile projects in the community • high degree of visibility and low risk of failure are usually prerequisites 	<ul style="list-style-type: none"> • operating and maintenance expenditures may be committed for capital projects funded by the Corporation • also charitable initiatives may be supported

Typically in waterfront development projects, the 'philosophy' of expenditure is that public sector expenditures on infrastructure are made in expectation that there will be a response on the part of the private sector, along the lines of the master plan and guidelines that have been developed for Port Dover.

While all these potential sources of capital and operating funding are potentially applicable to components of the waterfront master plan presented here, it is typically the large publicly-funded capital items that are the most difficult to plan and manage. We will therefore focus upon these items.

Sources for Municipal Capital Funding

The sources for municipal capital expenditures are typically threefold:

- **internal financing**, where the municipality funds capital projects through existing reserves or transfers from current year operating budgets which in turn are derived primarily from the tax base of the municipality;
- **external financing**, where capital projects are funded through external sources such as grants and subsidies from other levels of government, fundraising and donations, third party contributions under public/private partnership arrangements; and,
- **debt financing**, where the municipality enters into debt or other long-term repayment obligations to fund capital improvements.

Each of these potential funding sources will be discussed in turn.

Internal Financing

The Year 2000 Capital budget for the City of Nanticoke was \$2.33 million. Of this capital amount, nearly half (46%) came from a transfer from the Revenue Fund, and the remaining 54% from capital reserves.

Of this amount, approximately 68% was spent on capital projects of the sort that might be considered in the context of a waterfront development plan of the type being considered here (e.g. transportation improvements, environmental improvements, recreation and culture). Other capital expenditure items related to categories such as 'General Government', 'Protection to Persons and Property' and 'Planning and Development,' which would normally not be considered to be part of a waterfront improvement plan¹.

One approach to determining the sort of capital budget that might be available for waterfront improvement in Port Dover, then, is to project an envelope of capital expenditure for the community overall into the future, for the types of projects that could logically be expected to fit into a waterfront development scheme. If, for example, Nanticoke continued to spend nearly \$1.6 million a year on these kinds of projects, which is likely to be an underestimate

¹ The Implementation Plan section of this document outlines four categories of public sector improvement that are anticipated as part of this Master Plan. These are: (1) enhancement and establishment of the Waterfront Park; (2) improvements to the 10 key public areas located along the waterfront walk; (3) streetscape improvements located throughout the waterfront area; and (4) the marina and river wall. With the possible exception of the marina (which might be a joint public-private initiative and thus be funded separately), these are all the sorts of projects that would normally be funded through the capital budget process. The total cost of these items as articulated in the plan would be on the order of \$10 million.

given the growth of population, and if Port Dover were to receive approximately 25% of this amount, which is its share of total Nanticoke population, then total capital expenditures on projects of the type that might be expected to be in the waterfront master plan would be in the order of \$8 million over a twenty-year period. Further, if 50% of this amount over that period were to be spent on waterfront projects, recognizing that there will be other infrastructure and related projects in Port Dover that require capital funding over the period, this might translate into a very ballpark figure of \$4 million available for capital improvement projects relating directly to waterfront development over the 20-year period. Again, this may well be a minimum or lower end of the range type of figure given the population growth anticipated in the City in future.

External Financing

There are several ‘traditional’ sources of external financing available to municipalities for capital projects. These, and their applicability to the financing of the waterfront master plan, are set out in the table below:

Source of External Capital Financing	Conditions	Application to Waterfront Development Plan
Development Charges Act, 1997 (Bill 98)	<ul style="list-style-type: none"> • only capital costs related to growth are recoverable • parkland acquisition, cultural & entertainment facilities, tourism facilities, all ineligible 	<ul style="list-style-type: none"> • limited
Municipal Act, “traditional”: - Heavy Load Charges (sec. 218) - Sewer and Water Charges (sec. 221) - Connection Fees (sec. 222)	<ul style="list-style-type: none"> • specific conditions and requirements related to each of these provisions of the Act • none of these anticipated as part of the Waterfront Improvement Act 	<ul style="list-style-type: none"> • none
Municipal Act, “innovative”: - Innovative Financing (sec. 210)	<ul style="list-style-type: none"> • new powers provided to municipalities (as of 1993) to enter into agreements with private sector for provision of and financing of capital facilities 	<ul style="list-style-type: none"> • possibility – although private sector interest may be limited because improvements anticipated may not directly generate profits

Source of External Capital Financing	Conditions	Application to Waterfront Development Plan
Local Improvement Act	<ul style="list-style-type: none"> • benefiting area is defined for area in which localized improvements are to be undertaken • petition of majority of benefiting taxpayers is required, as well as a 2/3 vote of Council • must be approved by OMB • entire cost of improvements is allocated to abutting lots, based on frontage 	<ul style="list-style-type: none"> • possibility
Savings and Restructuring Act, Bill 26	<ul style="list-style-type: none"> • enables municipalities to impose user fees and charges • growth-related net capital costs may not be recovered through this Act 	<ul style="list-style-type: none"> • limited
Capital Reserve Funds	<ul style="list-style-type: none"> • funds may be collected and held in reserve for specific capital projects (e.g. parkland acquisition) 	<ul style="list-style-type: none"> • possibly

As well, there are other sources of external financing in the form of grants and loans from other levels of government, that may be used to finance some aspects of Port Dover's waterfront master plan. While many of these government funding programs have been drastically cut back in recent years, there are nonetheless some possibilities that should be considered. One of the most interesting and potentially useful of these is the *Brownfields Showcase Program* (brownfields are areas on which industrial and commercial activity took place in the past, which may be vacant, underused or abandoned).

The Ministry of Municipal Affairs and Housing offers a variety of tools for municipalities to improve brownfield areas, including financial tools. These include municipal loans and grants (e.g. core area grants, façade improvement loans) and tax increment financing.

This may provide Port Dover with another vehicle to defray some of the capital costs associated with the waterfront master plan.

Debt Financing

The third source of capital financing for municipalities is traditional debt financing. The restriction on a municipality's ability to do this is that no more than 25% of the municipality's total own purpose

revenue can be used to service debt.

Municipal Sources of Funding

There are several 'traditional' sources of funding for capital and infrastructure projects such as the waterfront master plan under consideration here. These include:

- funding by the municipality;
- grants from the province of Ontario;
- grants from the federal government;
- corporate sponsorships; and/or,
- fundraising from the community.

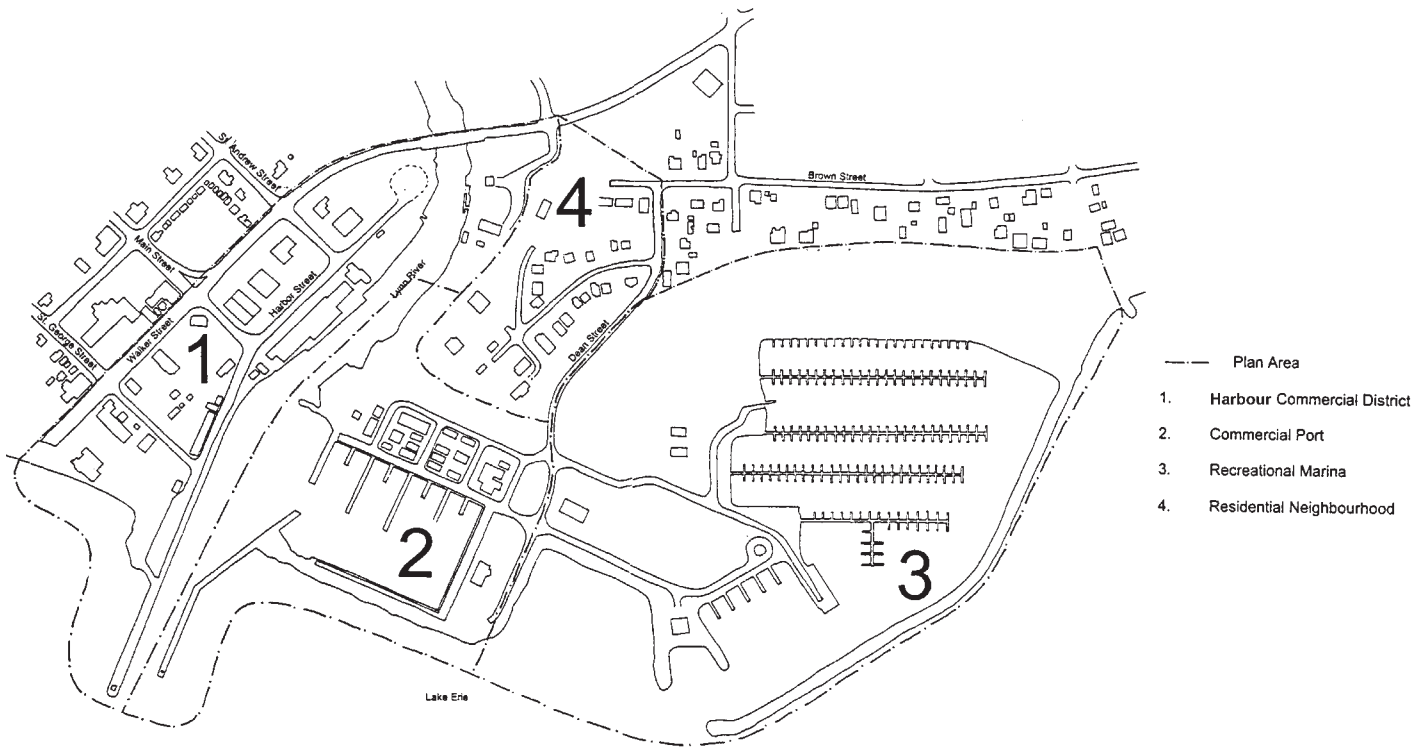
9.0 WATERFRONT SECONDARY PLAN



The Waterfront Master Plan in general, and the statutory implementing framework more specifically, are intended to guide future development in a manner that is compatible with the existing character and charm of Port Dover. While the existing policy framework that controls development within the Port Dover Waterfront Area already provides substantial flexibility for landowners, the implementation strategy promoted here attempts to remove planning policy barriers, allowing the forces of development economics to determine the most appropriate use, or more likely, mix of uses within the Area.

The key emphasis for development appraisal will move from control of the use to the careful review of built form and compatibility. The Secondary Plan and companion Urban Design Guidelines will set the framework, while zoning and site plan control will remain the key tools available for the municipality to ensure appropriate development.

The Secondary Plan builds upon the policies of the parent City of Nanticoke Official Plan. As such, all of the policies of the parent Official Plan will continue to apply to the lands within the Port Dover Waterfront Area, except where they have been specifically modified by this Secondary Plan. In instances where the policies of this Secondary Plan are in conflict with the parent Official Plan, the policies of the Secondary Plan shall prevail. The Secondary Plan may be implemented as an Amendment to the parent Official Plan. The actual Amendment is provided in this document as Appendix A.



Plan Area and Segments

The boundaries of the Port Dover Waterfront Area are outlined on the following map. The Port Dover Waterfront Area is substantially developed. It consists of Four Segments, identified on the following map — each with its own context, character and development potential, as follows:

- The Harbour Commercial District;
- The Commercial Port;
- The Recreational Marina; and,
- The Residential Neighbourhood.

9.1 General Development Policies

Section D. of the parent Official Plan identifies a variety of General Development Policies, which are generally applicable to the Port Dover Waterfront Area. The following additional policies are intended to compliment the existing policies of the parent Official Plan, and are more specific to the Port Dover Waterfront Area:

1. The Port Dover Waterfront Area is intended to evolve over time as a mixed use area. The land use designations are illustrated on the Land Use Map on page 60.
2. The entire Port Dover Waterfront Area should be designated, by by-law, as a Community Improvement Project Area to facilitate public sector improvements and to focus capital expenditures.
3. Urban Design Guidelines have been developed which apply to all lands within the Waterfront Area. The municipality shall ensure that all developments adhere to the Urban Design Guidelines. The Urban Design Guidelines will be implemented through the implementing zoning by-laws, site plan control and development agreements. General design policies applied to all development in all designations within the Port Dover Waterfront Area include:
 - a) buildings should be designed to front adjacent streets and to provide interest and comfort at ground level for pedestrians. In instances where corner lots or through lots are provided, buildings shall be designed so that all elevations facing a street present a 'front' elevation. The implementing zoning by-laws will establish appropriate set backs, or build-to lines for development;
 - b) parking lots should be carefully designed and/or sited to avoid unattractive parking lot views from adjacent pedestrian routes and roads;
 - c) all streets should be designed to provide adequate accommodation for cars and service vehicles. Streets and sidewalks shall incorporate comfortable pedestrian environments which shall have defined standards of landscaped areas, paving, street trees, and other appropriate street furniture and shall form a connected system of optional routes to, from and within the area;

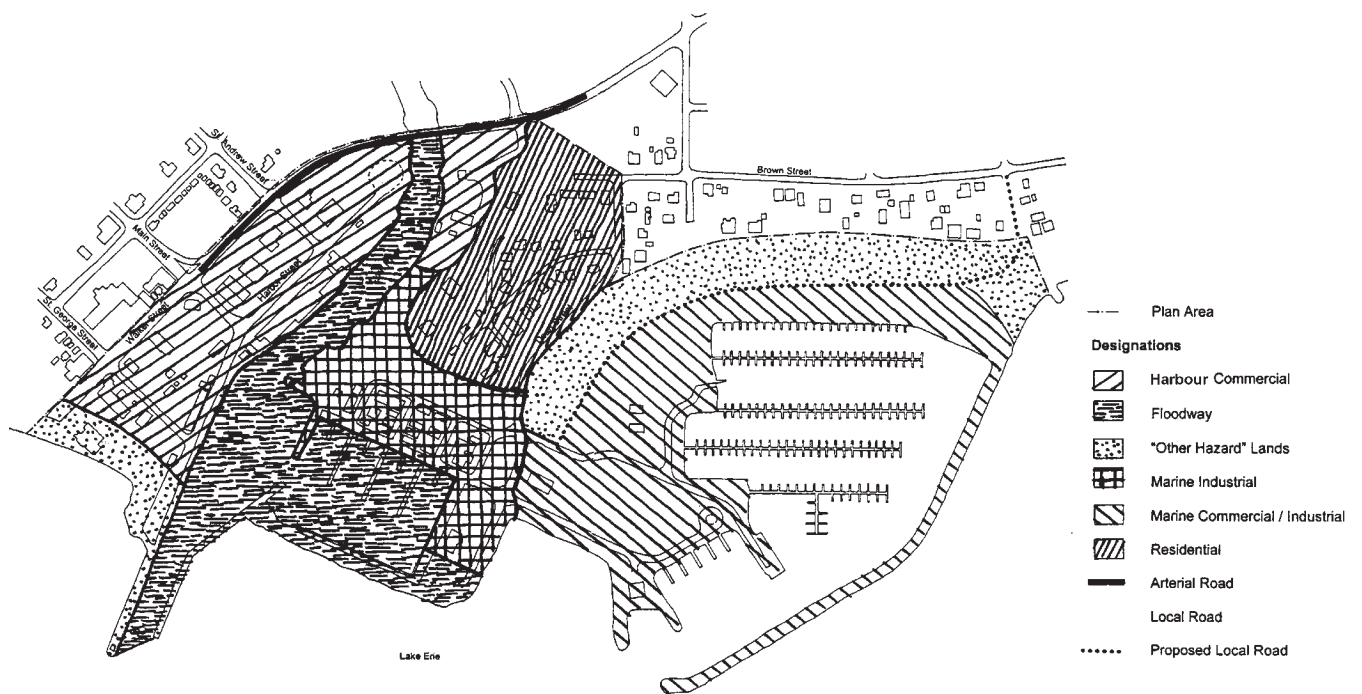
- d) parks and open spaces should be distributed throughout the Waterfront Area. These facilities should be linked together and connected with the broader Port Dover open space network; and,
 - e) the development of a trail system to link open space and park areas within and adjacent to areas of development shall be encouraged throughout the Port Dover Waterfront Area.
4. The municipality will encourage and facilitate partnership arrangements, joint ventures, and facility sharing with the Marina Board of Management, the Harbour Authority, Provincial agencies, school boards, other institutions and community groups to expand the supply of parks, open space and parking facilities.
5. The municipality may pursue the acquisition of waterfront property and public access to the waterfront in appropriate locations throughout the Port Dover Waterfront Area. Where development is proposed, the provision of public access to the river's edge or the lakeshore shall be pursued through required parkland dedications, gifts, bequests, purchases from funds allocated through the cash-in-lieu of parkland provisions or other appropriate sources, land exchanges and/or negotiated through the development approval processes.

9.1.1 The Harbour Commercial District

It is the intent of this Secondary Plan to promote the ongoing development of a mixed-use and street-oriented district within the Harbour Commercial District that takes advantage of its locational attributes and its importance as a tourist destination.

Harbour Commercial Designation

This is a new land use designation, expected to replace the Special Development Area policies and the Resort Commercial, Commercial and Marine Industrial designations that currently apply to lands within the Harbour Commercial District. The



Land Use

following new policies apply to the lands designated Harbour Commercial on the Land Use Map:

1. In addition to the uses permitted by the parent Official Plan, the permitted uses on lands designated Harbour Commercial on the Land Use Map, include:
 - a) retail and commercial establishments;
 - b) restaurants and snack bars;
 - c) commercial accommodation including hotels, motels and bed and breakfast establishments.
 - d) office uses;
 - e) places of entertainment and recreation;
 - f) residential uses;
 - g) cultural and institutional uses, including libraries,

- h) museums, art galleries and other similar uses;
 - h) private and public recreational uses;
 - i) parks, open space uses and public walkways;
 - j) marinas and related commercial facilities; and,
 - k) industrial uses including boat-works and other marine related commercial and manufacturing uses.
2. Where residential and/or office uses are proposed, they shall not be located at grade. It is intended that those uses be included as part of a mixed use building, with retail and commercial establishments and/or restaurants and snack bars and/or parking facilities located at grade.
3. Outdoor storage is not permitted anywhere within the Harbour Commercial designation, except that limited outdoor display of boats may be permitted in conjunction with a retail marine use. The implementing zoning by-law and/or site plan agreement may delineate where the boats may be displayed, and may limit the number of boats permitted to be displayed at any given time.
4. The municipality shall encourage the visual and functional enhancement of the area designated Harbour Commercial. As such, all new development within the designated area shall be subject to site plan control and shall be designed and sited to maximize the compatibility with abutting uses including consideration of the companion Urban Design Guidelines, and the following issues:
- a) building design, roof lines, density, scale and massing;
 - b) height, notwithstanding that the maximum permitted height of any new building shall be 3.5 storeys;
 - c) setbacks, signage, lighting, and buffering of

existing and proposed development;

- d) the use of landscaping and the provision of benches, planters, garbage cans and other street furnishings;
 - e) the preservation of historically significant buildings; and,
 - f) the preservation and protection of natural features.
5. In the consideration of any zoning by-law amendment proposing to establish any of the permitted uses, the following shall be addressed:
- a) the compatibility of the proposed use with adjacent and neighbouring land uses, particularly existing industrial uses;
 - b) adequate access to the property from a public road; and,
 - c) the provision of parking and loading facilities.
6. All developments shall be required to provide public parkland, or cash-in-lieu of parkland. Public parkland shall be provided subject to the following:
- a) public open space to be dedicated shall be landscaped prior to conveyance in a manner satisfactory to the municipality;
 - b) where practical, the municipality may provide or cooperate to provide additional public open space facilities in or near the area designated Harbour Commercial; and/or,
 - c) where cash-in-lieu of parkland is accepted for development within the area designated Harbour Commercial, the municipality shall allocate the funds generated for public parkland improvements within the area designated Harbour Commercial.

The funds generated shall be used to provide additional public parkland or for the aesthetic and/or functional improvement of existing public parkland areas.

7. Implementing zoning by-laws shall establish the amount of parking required for each development. Within the Harbour Commercial designation, the municipality may consider reduced parking standards, may permit the provision of parking facilities on alternative sites and/or may accept cash-in-lieu of parking. Parking facilities, where required, shall be provided subject to the following:
 - a) public and private parking lots shall be landscaped and screened in a manner sensitive to the adjoining uses;
 - b) at grade parking lots should be provided in side or rear yards, reducing their visibility from the street;
 - c) where practical, the municipality may provide or cooperate to provide additional parking facilities in or near the area designated Harbour Commercial;
 - d) where a development can not provide off-street parking on its site, the municipality may permit the provision of the required parking spaces on an alternative site, provided that the alternative site is within convenient walking distance of the proposed development, and the developer enters into an agreement with the municipality to ensure the continued availability of the alternative site as a parking area; and/or,
 - e) where cash-in-lieu of parking is accepted for development within the area designated Harbour Commercial, the municipality shall allocate the funds generated for parking improvements within the area designated Harbour Commercial. The funds generated shall be used to provide additional public parking or the aesthetic and/or

functional improvement of existing public parking areas.

Floodway Designation

1. The policies of Sections P.1 and P.2 of the parent Official Plan will apply to the lands designated Floodway within the Harbour Commercial District.

“Other Hazard” Lands Designation

1. The policies of Section P.4 of the parent Official Plan will apply to the lands designated Other Hazard Lands within the Harbour Commercial District.

9.1.2 The Commercial Port

It is the intent of this Secondary Plan to protect and maintain the Commercial Fishing Port as an ongoing viable commercial/ industrial activity that has historic relevance and adds to the charm and appeal of the community.

Marine Industrial Designation

The marine Industrial designation is an existing designation within the parent Official Plan that will continue to apply to those lands identified on the Land Use Map on page 60.

1. The policies of Section J.5 of the parent Official Plan will apply to the lands designated Marine Industrial within the Commercial Port.

In addition to the policies of Section J.5 of the parent Official Plan, the following additional policies shall apply specifically within the Port Dover Waterfront Secondary Plan Area:

2. The municipality shall encourage the visual and functional enhancement of the area designated Marine Industrial. As such, all development within the designated area shall be designed and sited to maximize the compatibility with adjacent uses including such items as:
 - a) building design, height, scale and massing;

- b) setbacks, signage and lighting of existing and proposed development;
 - c) the use of landscaping and the provision of benches and planters, where appropriate;
 - d) the location of loading and delivery spaces;
 - e) the location and appearance of areas used for outside storage; and,
 - f) the preservation and protection of natural features.
3. In the consideration of any zoning by-law amendment proposing to establish any of the permitted uses, the compatibility of the proposed use with abutting land uses, particularly existing industrial uses, shall be addressed.
 4. Within the Marine Industrial designation, site plan control may be utilized for any development in order to address compatibility with the existing commercial/industrial businesses.
 5. Where practical, the municipality may provide or cooperate with private landowners and other public agencies to provide additional public open space facilities in the area designated Marine Industrial. The companion Urban Design Guidelines should be considered in the future improvements to parkland and open space linkages within this designation. Pedestrian routes shall be comfortable public environments which shall have defined standards of landscaped areas, lighting, paving, street trees, and other appropriate street furniture and shall form a connected system of optional routes to, from and within the area.

Floodway Designation

1. The policies of Sections P.1 and P.2 of the parent Official Plan will apply to the lands designated Floodway within

the Commercial Port.

“Other Hazard” Lands Designation

1. The policies of Section P.4 of the parent Official Plan will apply to the lands designated Other Hazard Lands within the Commercial Port.

9.1.3 The Recreational Marina

It is the intent of this Secondary Plan to promote and encourage the ongoing operations and the potential expansion of the facilities and services of the Recreational Marina.

Marina Commercial/Industrial Designation

This is a new land use designation, expected to replace the Marine Industrial designation that currently apply to lands within the Recreational Marina. The following new policies apply to the lands designated Marina Commercial/Industrial on the Land Use Map:

1. In addition to the uses permitted by the parent Official Plan, the permitted uses on lands designated Marina Commercial/Industrial, include:
 - a) restaurants and snack bars;
 - b) marinas and related retail, commercial, office, recreation, club house and banquet uses and facilities;
 - c) parks, open space uses and public walkways; and,
 - d) industrial uses including boat-works and other marine related commercial uses.
2. Outdoor storage of commercial fishing and marina related items, including the storage of boats, shall be carefully considered. The implementing zoning by-law and/or site plan agreement may delineate where any outdoor storage may be permitted.

3. The municipality shall encourage the visual and functional enhancement of the area designated Marina Commercial/Industrial. As such, all development within the designated area shall be designed and sited to maximize the compatibility with adjacent uses including such items as:
 - a) building design, scale and massing;
 - b) height, notwithstanding that the maximum permitted height of any new building shall be 3.5 storeys;
 - c) setbacks, signage and lighting of existing and proposed development;
 - d) the use of landscaping and the provision of benches and planters, where appropriate;
 - e) the location of outdoor storage, loading and delivery spaces;
 - f) the preservation and protection of natural features.
4. In the consideration of any zoning by-law amendment proposing to establish any of the permitted uses, the compatibility of the proposed use with abutting land uses shall be addressed.
5. Within the Marina Commercial/Industrial designation, site plan control may be utilized for any development in order to address compatibility with the existing commercial/industrial businesses.
6. Where practical, the municipality may provide or cooperate with private landowners and other public agencies to provide additional public open space facilities in the area designated Marina Commercial/Industrial. The companion Urban Design Guidelines should be considered in the future improvements to parkland and open space linkages within this designation. Pedestrian routes shall be comfortable public environments which

shall have defined standards of landscaped areas, lighting, paving, street trees, and other appropriate street furniture and shall form a connected system of optional routes to, from and within the area.

“Other Hazard” Lands Designation

1. The policies of Section P.4 of the parent Official Plan will apply to the lands designated “Other Hazard” Lands within the Recreational Marina.

9.1.4 The Residential Neighbourhood

It is the intent of this Secondary Plan to protect and enhance the existing Residential Neighbourhood.

Residential

1. The policies of Section G. Residential of the parent Official Plan will apply to the all the lands within the Residential Neighbourhood.

9.1.5 Transportation Policies

1. The policies of Section U. Transportation of the parent Official Plan shall apply in accordance with the road classifications identified on the Land Use Map.
2. A new roadway may be required to service the existing Recreational Marina and Commercial Port. It has been identified as a Proposed Local Road on the Land Use Map, and will be subject to all of the applicable policies of Section U. of the parent Official Plan.

9.1.6 Utilities Policies

1. The policies of Section V. Utilities of the parent Official Plan shall apply to all lands within the Port Dover Waterfront Area.

9.1.7 Implementation and Monitoring Policies

1. The policies of Section Z. Implementation, Monitoring and Review of the parent Official Plan shall apply to all lands within the Port Dover Waterfront Area.

The following policies shall also apply throughout the Port Dover Waterfront Area:

2. This Secondary Plan shall be implemented through, but not be limited to, the following measures pursuant to the appropriate sections of the *Planning Act* and the *Development Charges Act*:
 - a) the processing of individual draft plans of subdivision/condominium, part lot control exemptions and consents;
 - b) the enactment of zoning by-laws;
 - c) the preparation and approval of site plans in accordance with the policies of this Secondary Plan, including the execution of site plan and/or development agreements;
 - d) the use of holding zone provisions;
 - e) the establishment of a development permit regime;
 - f) the dedication of parkland or cash-in-lieu of parkland;
 - g) the provision of parking facilities or cash-in-lieu of parking; and,
 - h) a development charge by-law is enacted.

3. Notwithstanding any other policy of the parent Official Plan, the items that the municipality may consider in evaluating development applications throughout the Port Dover Waterfront Area include:
 - a) the traffic impacts on adjacent existing and/or approved land uses;
 - b) the availability of water and sewer services;
 - c) the suitability of the proposed stormwater management facilities;
 - d) the degree of compatibility with adjacent existing and/or approved land uses in proximity to the proposed use;
 - e) the design impacts of the proposed use on neighbouring lands and the compatibility of the proposal with the companion Urban Design Guidelines; and,
 - f) any potential impacts on adjacent identified fish habitat.

4. Prior to the approval of any development application, the municipality may require the preparation of the following studies:
 - a) a traffic impact study;
 - b) a stormwater management plan and servicing study;
 - c) a landscape master plan;
 - d) a soil contamination survey of the lands;
 - e) an archaeological survey of the lands; and/or,

- f) a comprehensive site plan dealing with some or all of the following matters:
- the height and massing of buildings;
 - the distribution of uses and densities;
 - the relationship between streets and buildings;
 - the pedestrian and vehicular circulation networks;
 - the parks and open space system;
 - the primary public entrances;
 - signage, streetscape amenity elements, lighting and site furnishings.

