



# City of Charlottetown

Comprehensive Waterfront Master Plan

>> Final Report



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# 1.0 ORIGINS

Charlottetown's waterfront has been undergoing a constant and steady evolution since the Town was laid out by Charles Morris in 1768. The strategic location at the confluence of the Hillsborough, North and West Rivers owes itself to the deep Hillsborough waters offshore and the ability to control all three branches of the river. These rivers were the early highways of their time and were the backbone of a regional transportation network that moved people and goods to and from the new colonial capital of St. John's Island. By the time Charlottetown was incorporated in 1855, almost a dozen long finger piers extended over 500 feet into the river, bringing industry, commerce and activity to the fledgling city. By the 1870s, the piers were connected with a new PEI Railway (east of Great George Street) which significantly increased the waterfront's role as a regional distribution hub for the Island. In the late 1960s, federal urban renewal programs encouraged cities to begin actively planning their downtowns for change. The Halifax waterfront plan of 1968 gave rise to the Waterfront Development Corporation Ltd. (WDCL). Five years later in 1973, the Stevenson Kellog Report gave rise to the Charlottetown Area Development Corporation (CADC), setting the context for the redevelopment of the western waterfront. Spin off projects from the SK plan included Harbourside (1978), Waterfront Delta Hotel (1982), and Peakes Quay (1990). With the abandonment of rail on PEI in 1989, the stage was set for the redevelopment of the eastern end of the waterfront, with projects such as the routes for nature and health (1989), Confederation Landing Park (1995), the restoration of the CN Car shop, the Brass shop and the CN Station into Founders Hall (1996) and the Workers Compensation Board building (1996), the Naval Reserves and the new Charlottetown Event Grounds (2012).

So, while the pace of change in the City has been modest but steady over the last century, the pace of waterfront change over the last 40 years (since Stevenson Kellog report of 1973) has been accelerating at a feverish pace. Previous heavy industrial lands have given rise to a range of developments from the eight storey Delta to the single storey Peakes Quay, waterfront parks, boardwalks and streetscape enhancements. This trend is not limited to Charlottetown and is occurring all over Atlantic Canada and the world.



## 1.1 Waterfront Renaissance

Urban waterfronts around the world are seeing a renaissance as heavy marine industries leave their downtown locations and as people realize the power of the waters edge in place-making. These redeveloped sites are becoming highly desirable places to live, work, and play, and are quickly becoming major tourist and event destinations. In most Canadian cities, waterfront land values have increased faster than other parts of the downtown. “Waterfront properties in the UK command on average 56% higher prices than their inland counterparts with some exceptional pieces of real estate achieving premiums of 300%, according to a new index”<sup>1</sup>. Some of the most expensive urban developments around the world are reserved for waterfront land. Entirely new cities are springing up to take advantage of a waterfront address and the returns it can provide. The caveat is that in all these cases, the waterfront must be planned as a whole to create a series of unique public experiences; shopping, dining, walking, recreation, boating, high quality architecture, special events, interpretation, art and performance, etc. As long as the rules of successful waterfront development are followed, land values will increase and there will be positive feedback for high quality development which will, in turn, increase destination potential. The public wins, the developer wins, and the City wins. Without proper or coordinated planning, however, one poorly done development can undermine years of positive waterfront enhancements.

In Charlottetown, the past 30 years of development since the Stevenson Kellog Report have been mostly positive for the City and its residents. Residents and Council alike understand the economic potential of the waterfront and the need for a coordinated plan to manage its long-term development. Tourists have found the waterfront to be a highly desirable destination along with the historic downtown. The renaissance of Charlottetown’s waterfront is only just beginning. When one thinks of Charlottetown in the future, they will fondly remember their experiences on the waterfront.

<sup>1</sup> <http://www.propertywire.com/news/europe/waterside-property-price-premium-201208026810.html>

## 1.2 Report Overview

This report outlines some of the rules of successful urban waterfront development and a 30 year plan for the continued revitalization of Charlottetown’s waterfront. A thorough community involvement process throughout this three month study defined how Charlottetown citizens value their own waterfront and how they would like to see it evolve. The plan suggests a balanced approach to preserving and enhancing critical waterfront open space, while ensuring the highest standard of infill development will create activity and destination potential. The consultants heard clearly from the community that no development should be able to locate on the waterfront unless it meaningfully gives back to the waterfront in a measurable way. The consultants also heard that the waterfront should be 100% public and continuous, linking Victoria Park to the Hillsborough Bridge. Charlottetown residents want the waterfront to evolve in a manner that is mindful of its heritage, economically viable, and conducive to multiple uses with broad public benefit. It must promote and reflect high quality urban and architectural design, provide continuous public waterfront access, and create nodes of activity and energy for residents and visitors alike.



The Charlottetown Waterfront master plan provides the opportunity to structure future growth in a manner that is both visionary and pragmatic. The plan depicts a 30 year, fully built out waterfront that balances density, use, and height while emphasizing the need for public access to the waterfront. While it is expected that the final location, extent and type of the developments may change somewhat compared to the plan, the principles and intentions of the plan will not change and no development will be permitted to conflict the intent of this study. The plan recognizes that the economics of waterfront development are different than other areas of the city. Waterfront land is always more expensive to develop as a result of environmental, microclimatic, and geotechnical issues. The extra costs for development and additional open space and public benefit will require some additional density and height. In addition, the higher design standards (e.g. underground parking, ground floor activity, use of high quality building materials, open space standards, etc.) create additional challenges for developers which may result in a lack of project feasibility until land values increase or the market matures. In this case, the land should be 'banked' until conditions improve. Building the wrong type of development because its the only feasible option today is the wrong approach for any urban waterfront. The City will have to stand firm in upholding the principles of this plan if it is to fully realize the potential of the 2040 waterfront of the future. In the end, the economic potential of the waterfront will be unlocked and it will have been worth the effort.

The plan will evolve one development at a time and one success at a time. Eventually, the waterfront will be knit together with activities, things to experience, places to visit, tastes to savour, and places to live, shop, and work. Commerce, livability and recreation will blend seamlessly into one and the waterfront will be the must-see experience for any Islander or tourist on a regular basis throughout every season. This plan sets the foundation for an exciting future for Charlottetown; it is up to residents, the City and the Province to see this vision realized and to hold those that develop and design the future waterfront accountable to the highest standards.





### 1.3 Study Purpose and Commission

This report was prepared by Ekistics Planning and Design, in association with Colliers International, & Phil Wood and Associates, and is the culmination of an intense three month study process that integrated extensive public consultation and best practices research. The study was commissioned by the City of Charlottetown, in acknowledgement of the need to complete a waterfront planning process for a zone of influence stretching from the Eastern Gateway area to Victoria Park. The original RFP acknowledged that a 'sense of place' is one of the most important aspects relating to the success of a city's social and economic growth. Understanding that the Charlottetown waterfront is a key component in the city's economic strategy, and recognizing that the waterfront's 'sense of place' was in jeopardy to a number of factors, it was determined that a strategic Master Planning initiative was needed- the goal of which was to ensure that future waterfront development would proceed in a manner sympathetic with the unique qualities and charm of the downtown.

This plan is tasked with laying out a comprehensive vision for residents, businesses, and the City. It will also provide a balance of expectations between residents and developers with regard to new development. The RFP stated that the Master Plan would be integrated into the City's Official Plan which will be reviewed in the near future; thus, any codes, plans, or suggested by-law amendments must be in accord with the existing legal framework of the City.

The original RFP also asked that the Master Plan focus on several specific issues including:

- « an integrated pedestrian corridor from Victoria Park on the Western edge of the waterfront to the Charlottetown Concert and Entertainment Venue on the East;
- « the importance of water for recreational, commercial, and tourism purposes;
- « future development opportunities that may arise as a result of property redevelopment and / or reclamation;
- « the relationship and integration of commercial uses and adjacent residential properties and ways to mitigate potential impacts;
- « transportation services including vehicle and pedestrian access and circulation parking, public transit services, and seasonal tour operators;
- « the definition of appropriate view planes both to and from the water and the measures required to protect them.

As will be outlined in subsequent chapters, these focus points neatly match up with the public's opinions on what ought to be the guiding principles of the Master Plan. Their principles were determined through a series of public workshops, interviews, and surveys conducted by Ekistics. A public process component was critical to this master planning initiative, as the City acknowledges that the power of the plan is derived from its public support and involvement.



Finally, the City asked that Ekistics would, while carrying out a comprehensive review of the waterfront:

- « review existing background studies, policies, and bylaws
- « identify opportunities and constraints
- « Ensure ample opportunities for citizens and public interest groups to be involved at throughout the process
- « Interview stakeholders including, but not limited to, Members of Council, Planning Staff, members of the Harbour Authority, the Charlottetown Area Development Corporation (CADC), local land owners, and developers;
- « Develop sound rationale for public and private investment in the waterfront
- « develop sound rationale for proposed regulatory changes
- « define a vision statement for the waterfront area;
- « develop criteria for an appropriate mix of land uses for new development;
- « propose connectivity with the neighbouring residential area, the eastern gateway and the city core;
- « rationalize the master plan by providing phased development strategies;
- « ensure the plan contributes to the overall image and economic viability of the waterfront; and
- « provide continuity with existing plans, such as the Eastern Gateway, 500 Lots, the Charlottetown Integrated Community Sustainability Plan, and the Parks Master Plan.

This report, the graphic Waterfront Plan and its associated detailed plans, and the proposed by-law changes contained within are all derived from the City's original focus points and will address the above stated issues

## 1.4 Study Intent

The intent of this plan is to guide waterfront development (both private and public) in a balanced approach that maximizes public benefit and mitigates potential constraints. While much of the study area is privately owned land, it is still important to show a development context for the waterfront so that all land owners and local residents can benefit. Such context encourages private development to focus on public benefit while still achieving economic objectives.

A culmination of this master planning process is the suggested revision of existing planning policy for Charlottetown. The new policy is intended to clarify the development process, clearing outlining the City's vision for the waterfront while giving more flexibility to developers with respect to fluctuating market conditions.

Creating a waterfront that is all public open space or low density single family development is not economically viable, and does not support the creation of a vibrant civic zone. Alternatively, excessive development that does not consider the uniqueness, heritage, and context of Charlottetown is not socially responsible. There needs to be a balance of public open space and development to balance cost and revenue. The Charlottetown Waterfront Master Plan must be feasible for the City, supportive of the public good, and practical for developers. Ultimately, the intent of this plan is to help the waterfront evolve into a place that is vibrant, economically vital, contextually sensitive, future-forward yet heritage reflective, and reflective of the unique character that defines Charlottetown.

While the Charlottetown waterfront is home to a mixture of commercial, tourism, open space, and residential uses, there is still a singular-season focus to most of the activity. Many retail and commercial operations have limited winter hours, and when the tourism season winds down, most Charlottetown residents do not visit the waterfront. In recent years, while residential development has been moderately successful at bringing year-round activity to the waterfront, there is still more work to be done to increase diversity and vibrancy in this area of the City.

## 1.5 Plan Policy Alterations

The Current Charlottetown Official Plan (OP) and land use bylaw (LUB) sets out the specific zones and legal requirements/covenants for land development in the city. The OP has a brief section on the waterfront and the LUB shows 5 zones covering the waterfront (R3, DMU-Downtown Mixed Use, Institutional, MUC-Mixed Use Corridor and CDA -Comprehensive Development Area). The bulk of the waterfront is covered by the CDA zone. The uncertainty surrounding the CDA (a development agreement) process and the lack of concrete design guidance it provides makes the CDA process an unlikely fit for the waterfront. Instead, this report sets out the general waterfront principles which can be used to update the OP policy intent. Similarly, this Waterfront Plan plan employs Form Based Code (design based zoning) to replace the 5 zones of the current waterfront. The detailed LUB policy is intended to be as 'plug-and-play' as possible to allow the plan to be quickly implemented in 2013 as a stop-gap measure until the new OP and LUB is created sometime in late 2013 or 2014. This step will still require work by the City staff to ensure that other sections of the LUB do not undermine or supersede the new Waterfront Zone and Port Zone standards. To accomplish this, Council must adopt the Waterfront Plan and must direct staff to proceed with the Bylaw updates and and the Design Review Committee recommendations in this report. Ideally, the changes and new design review committee will go into effect in the spring of 2013.

## 1.6 Community Engagement Outcomes

The Charlottetown Waterfront Master Plan is derived from an extensive process of public consultation, interviews, workshops, and surveys. Over the course of a four day charette week, the design team engaged with the public and key interest groups at visioning workshops, in-depth interviews (both in person and over the phone), a drop-in design charette, and a community walkabout along the waterfront. The design team also met with the three project oversight committees (advanced planning, planning, and the steering committee) and City Council twice during this time and presented their initial findings to the public during a preliminary presentation. The overarching intent of charette week was to better ascertain the goals of the community and to get a solid understanding of the study area, the plan context, and the overall opportunities, and constraints.



## Charlottetown Waterfront Master Plan

*The City of Charlottetown has initiated an exciting process to gather input from the community to develop a waterfront master plan. Engage in the consultation by attending any of following events:*

*For more information please contact:*  
**Jill Robertson**, Ekistics Planning & Design, 902.461.2525 ext. 103 · jill@ekistics.com  
**Jennifer Gavin**, City of Charlottetown, 902.629.4102 · jgavin@charlottetown.ca

TUESDAY, SEPT 25	WEDNESDAY, SEPT 26	THURSDAY, SEPT 27
<p><b>9am – 12 pm</b></p> <p><b>Downtown Charlottetown INC Workshop</b></p> <p style="font-size: x-small;">Invited stakeholder workshop for the Downtown and Waterfront business community.</p> <p><b>At Haviland Club</b></p>	<p><b>9 – 11:30 am • 1 – 3 pm</b></p> <p><b>Production Charlottetown Design Drop-In</b></p> <p style="font-size: x-small;">The Public is invited to drop in and visit with the Design Production Team to discuss and review the plans as they take shape.</p> <p><b>At Founders Hall</b></p>	<p><b>7 – 9 pm</b></p> <p><b>Public Open House</b></p> <p style="font-size: x-small;">The Public invited to the open house to see the results of the workshop and design team.</p> <p><b>Meet at Lobster on the Wharf</b></p>
<p><b>6 – 7 pm</b></p> <p><b>Waterfront Walkabout</b></p> <p style="font-size: x-small;">The Public invited to join the Steering Committee and Design Team on a walking tour of the Waterfront.</p> <p><b>Meet at Culinary Institute</b></p>	<p><b>7 – 9 pm</b></p> <p><b>Public Visioning Workshop</b></p> <p style="font-size: x-small;">The Public is invited to participate in a Visioning Workshop.</p> <p><b>Meet at Lobster on the wharf</b></p>	

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The first workshop was held with a group of invited interest group representatives, such as Downtown Charlottetown Inc, the Charlottetown Yacht Club, and various local developers. A list of interest groups was provided to the Design Team by the City. Valuable insight was acquired during this session on both the priorities and future vision for the waterfront. The participants were broken into four tables of five to seven individuals, and each table was lead through a collaborative visioning process. Participants were asked to review broad waterfront design principles, and then to sketch out possible physical plans which would incorporate these goals. General feedback arising from this session included:

- « Protect open vistas to the water from all streets
- « Future development must be sympathetic with existing architecture and uses
- « Waterfront access needs to be improved
- « The Port Authority is in a mess- its an eyesore for people coming off the ship
- « The boardwalk needs improvement and better year-round maintenance
- « There should be more public boat launches
- « There needs to be more events programming
- « There needs to be more year-round activities to keep stores economically viable all year
- « Industry is important and needs to be maintained in the area
- « There needs to be unimpeded access to the waterfront

The public visioning workshop followed a similar format, where following a brief presentation and introduction by the design team, participants were asked to breakout into small tables of 4-6 individuals. Participants reviewed waterfront design principles for their applicability to Charlottetown, and then applied them to a map of the study area. Key session outcomes included:

- « The history of the area must be respected in any future development
- « Views to the water should be protected
- « Development needs to anticipate future sea level rise
- « Sea level rise should be factored into the plan
- « The public should have unrestricted access to the waterfront and even private developments should strive for public access and benefit
- « There needs to be a balance between retail, recreation, residential, and office space
- « The city needs the tools and teeth to ensure higher design standards are maintained
- « The quality of design needs to be sympathetic to the existing history but it should be modern and representative of todays best standards of design
- « Greater connectivity is needed so pedestrians can get from one end of the waterfront to the other unimpeded.
- « Connection to a larger, regional trail system is necessary
- « The waterfront needs to be active and accessible for all four seasons
- « Wayfinding needs to be improved
- « Healthy living is important- there is a need to increase active lifestyle opportunities

In general, the outcomes of both workshops were similar, with consensus emerging on the overarching design principles essential to the waterfront. These design principles were refined further and presented back to the public for confirmation prior to proceeding with the development of the framework plan.



## Online Survey

For those interested residents who were unable to attend either of the two workshops, an online survey was developed to invite feedback. The survey was available online for a period of eight weeks, and at the conclusion of the survey period, over 250 participants had provided their feedback. Full survey results may be found in Appendix A. The survey polled general demographics, visitation and uses of the site, transportation habits, and personal perception. Many questions were open ended and allowed users to provide comments and suggestions. A summary of the survey is provided below.

The average respondent to the survey is a 42 year old woman, who has lived and worked in the downtown area for at least 5 years (this matches up with the mean demographics of Charlottetown as a whole- indicating that the survey is reflective of the general community.) The average respondent drives to the park on Saturday evenings, goes to restaurants on Sunday nights, and feels that the current retail / business / housing mix is well balanced (though there are too many large scale buildings). She does not bike, but probably would if bike routes felt safer and were better connected. At present, the adequate amount of parking does not deter her from driving to the downtown area.

The average survey respondent takes pride in the downtown waterfront area, finds the storefronts to be well maintained and appealing, enjoys bringing friends to it, recommends it to visitors, and believes that its most vital aspect is its proximity to the ocean. She believes that the environment could be improved by programming more seasonal festivals and open air markets- and that these could best be served by providing new open space along the waterfront. She finds the historic character of the downtown waterfront to be of great importance and believes that any new buildings should be in keeping with that character. Any new buildings should be small and of a historic design- nothing modern. She also strongly believes in maintaining waterfront access to pedestrians, and would like to see greater emphasis placed on the improvement of the boardwalk.

While the above mentioned character represents the average response, framing the survey outcomes as a unique individual helps in envisioning the master plan from a personal point of view.

In general, the survey results indicate a fairly even breakdown of demographic cohorts, with the largest group of respondents between the ages of 35 - 49 (35%) and 50 - 64 (34%), equally split between men and women. An overwhelming majority (85%) have lived in Charlottetown for more than five years, and most respondents live (63%) and work (56%) in the downtown. The waterfront is most visited by Charlottetown residents on the weekends, typically for regular walks in the area. The parks, open spaces, bars and restaurants are the most popular waterfront destinations. Most respondents drive to the waterfront, and find the current quantity of parking acceptable. Approximately one third of waterfront users regularly cycle, and this may be due to the current lack of overall cycling connectivity.

With respect to the mixture of uses in the waterfront area, while most people indicated that they felt there was a sufficient quantity of single family homes, only slightly more than half (54% and 53% respectively) felt there were enough small or large scale multi-family dwellings. In general, the existing mixture of retail, shopping and restaurant was perceived to be adequate, giving the seasonal nature of waterfront traffic. Other uses, such as parks and open space, signage, pedestrian connections, and tourism kiosks were desired by approximately half of the survey respondents.

The majority of survey respondents bring visitors to the waterfront, and recommend it as a destination for visitors due to its historic character, proximity to the ocean and downtown, and its open space. When asked what each participant did not like about the waterfront and what they would change, respondents cited the discontinuous nature of the waterfront, its lack of pedestrian connectivity, existing built form that seems in conflict to the character of the area, and the perception of a singular focus (in this case tourism) of waterfront facilities. As the waterfront continues to evolve, survey results strongly suggested a focus on providing public access and enhanced pedestrian connectivity, the preservation of heritage and prominent views, and the improvement of shoreline ecology.



## 1.7 Ten Principles of Waterfront Development

There are many good books and scholarly articles written on urban waterfront redevelopment. One document in particular (The Remaking of the Urban Waterfront<sup>2</sup>) outlines ten principles of waterfront development which have applicability to Charlottetown. These include:

- « The transformation along the urban waterfront is a recurring event in the life of a city, and tends to occur when major economic or cultural shifts lead to conflicting visions of contemporary urban life.
- « The aura of a city largely resides and endures along its waterfront, allowing substantial changes to occur without inevitably harming its enduring qualities of place.
- « Despite periodic and sometimes rapid change, a waterfront preserves for its bordering city some inherent and unalterable stability.
- « As valuable and often contested realms, urban waterfronts bring forth the opposing, though reconcilable, human desires to preserve and to reinvent.
- « Even though a waterfront serves as a natural boundary between land and water, it must not be conceptualized or planned as a thin line.
- « Waterfront redevelopments are long-term endeavors with the potential to produce long-term value. Endangering this for short-term riches rarely produces the most desirable results.
- « Underused or obsolete urban waterfronts come alive when they become desirable places to live, not just to visit.
- « The public increasingly desires and expects access to the water's edge. This usually requires overcoming historic barriers—physical, proprietary, and psychological— while persuading new investors that there is merit in maintaining that valuable edge within the public domain.
- « The success and appeal of waterfront development is intrinsically tied to the interrelationship between landside and adjacent waterside uses—and to the environmental quality of both the water and the shore.
- « Distinctive environments, typically found at waterfronts, provide significant advantages for a city's competitiveness in its region or in relation to its rival cities.

These key principles are expanded upon in this report. Chapter 2 outlines the demographic and economic building blocks of the waterfront; chapter 3 describes the waterfront plan policies, and chapter 4 describes the detailed waterfront development plan; Chapter 5 concludes with the recommendations and next steps.



<sup>2</sup> <http://www.nbbj.com/externals/approach/changedesign/RemakingtheUrbanWaterfront.pdf>



# 2.0 BUILDING BLOCKS

**T**he Charlottetown Waterfront Master Plan outlines the function, form, and character of future development along the waterfront over the next thirty years. It will clearly define the waterfront as a major civic destination for residents and visitors to the City, and as a valuable asset to the surrounding neighbourhoods. This plan recognizes that in order to create a strong, vibrant, and multi-seasonal waterfront, many factors must work together, and many considerations must be balanced. Factors such as the physical land area, current real estate market, ecology of the waterfront, existing built infrastructure, current planning context, and long term civic open space aspirations provide important background understanding upon which to base the proposed plan and guide the waterfront's evolution.

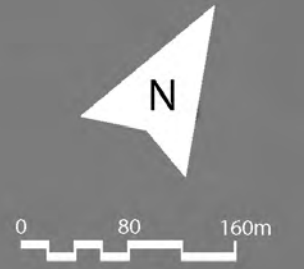
## 2.1 The Study Area

The City of Charlottetown is the largest city on Prince Edward Island, and is the regional service centre. Named after the wife of King George III, Charlottetown was incorporated as a Town in 1855, and is famous for its role in the confederation of Canada. In 1995, the city was amalgamated with the adjacent communities of Sherwood, Parkdale, and West and East Royalty.

The study area under consideration in this study extends along the Charlottetown Harbour shoreline from Victoria Park to the Eastern Gateway area. Historically an industrial zone that was defined by extensive rail and shipping operations, the modern waterfront is mixed use area that integrates an active port and cruise ship terminal with public open space and residential, tourism, and commercial uses. Most of the lands within the study area are privately owned, with intermittent public waterfront access and connectivity.



- Immediate Study Area
- Extended Study Area





## 2.2 Demographic Profile

Charlottetown is home to approximately 65,000 people spread out over an area of 44.32 square kilometers. The city has an overall density of roughly 725 residents per square kilometer, by far the highest in all of Prince Edward Island, and a higher density than most cities in all of the Atlantic Provinces. Charlottetown continues to see a steady population growth, rising 3.7% since the last census.

The mean age of the population is 41.3 years, slightly older than the Province as a whole, but in keeping with the general demographics of the Atlantic region. 54% of-age citizens are educated beyond high school. The majority of the work force is employed in the sales and service industry, business, or other trade. Health professionals, education, and science-oriented occupations are the second most popular lines of work. The majority of the public takes a personal vehicle to work, or ride-shares with others. Only about 1% of workers use public transit. The average earnings of city dwellers are about 20% higher than those in other regions of the country. Of the people most recently immigrated to Charlottetown, 3% came from within the province, 3% came from within Canada, and less than 1% came from a foreign country.

There are nearly 13,000 private dwellings in Charlottetown. Forty-eight percent are single detached houses, 34% are apartment buildings under 5 stories, 8% are semi-detached houses, and the remaining are row houses, duplexes, moveable dwellings, etc. The vacancy rate for all rental units is at approximately 3.5%, higher than the Canadian average, with accordingly lower than average rental rates.

Charlottetown, like most cities and provinces in the region, is experiencing an aging of its population as the baby-boomer generation approaches retirement. Average age is climbing, and more senior-oriented services will become necessary. Walkable neighbourhood demand will increase, pedestrian-friendly design will be of greater importance to a population with increasing constrained mobility issues.



## 2.3 Market Analysis

This section provides an overview of the dynamics associated with the real estate market in downtown Charlottetown. The intent is not to provide an exhaustive market analysis, but rather to gain insight into the dynamics of the market, and to identify steps the City can take to improve the development climate in the waterfront zone.

The Charlottetown waterfront has been transformed over the past four decades from an industrial area with warehouses, oil storage tanks, and railway lines, to a mixed use area with apartments, retail, hotels and office space. This transformation has occurred in stages, and has moved from the west to the east. The 1970's saw the construction of the Harbourside project, which included apartments and office space, while the biggest development in the 1980s was the Delta Hotel. Development continued its way east in the 1990s and into the new century, including Peakes Quay the renovation of Founders Hall and the construction of several residential complexes.

Today, most of the large sections of vacant land have been developed, and the areas available for redevelopment include infill locations (e.g., Water and Prince, the land between Founders Hall and the new residential building, and the former Coast Guard site, among others). As such, this summary is intended to help provide input that is appropriate to the redevelopment of these sites.

The following paragraphs provide a summary of the development potential of these sectors: residential; office space; hotel rooms; retail; and institutional uses.



### Residential

Residential housing can be a big driver of demand for waterfront land. While not a water dependent land use, residential housing is enhanced by an adjacency to water. As well, the addition of new residential units in the waterfront zone creates more overall activity; an important step to support retail and office uses. The adjacent chart illustrates the total number of housing starts in the Charlottetown Census Area over the past 7 to 8 years.

The most interesting fact depicted by the housing starts chart is the dramatic increase of multi-family housing as a percentage of total housing starts in the Charlottetown area. For example, from 2006 to 2008, single family housing starts exceeded multi-family starts by a large margin. This changed in 2009, and since that time multi-family construction has dramatically out paced the construction of single family homes. In addition to this shift in demand, total housing starts have increased 32% from an average of 429 per year (2006-2008) to 568 units per year (2009-2012).

CMHC research indicates that this increase in overall demand has been driven by low interest rates, migration to Charlottetown from other parts of PEI, and increased immigration to PEI vis-à-vis the Provincial Nominee Program (PNP). It is the PNP that has the largest ability to destabilize the local housing market, as the program is coming to an end in 2013, and although 6,000 immigrants have come to PEI since the program was started, many have no direct ties to the area and will likely re-locate once regulations allow them to. One large apartment landlord indicates that many of PNP nominees rented apartments but never occupied them. This same landlord has also noticed that as PNP residents vacate their apartments, a large number of security deposit refund cheques are being mailed to the same community in Central Canada (Branford, Ontario). This indicates that these immigrants are relocating to another community with a larger immigrant population; something with which Charlottetown cannot compete. CMHC is reflecting this outmigration in their estimate of multi-family vacancy rates for 2013, which they are projecting will reach 5%.

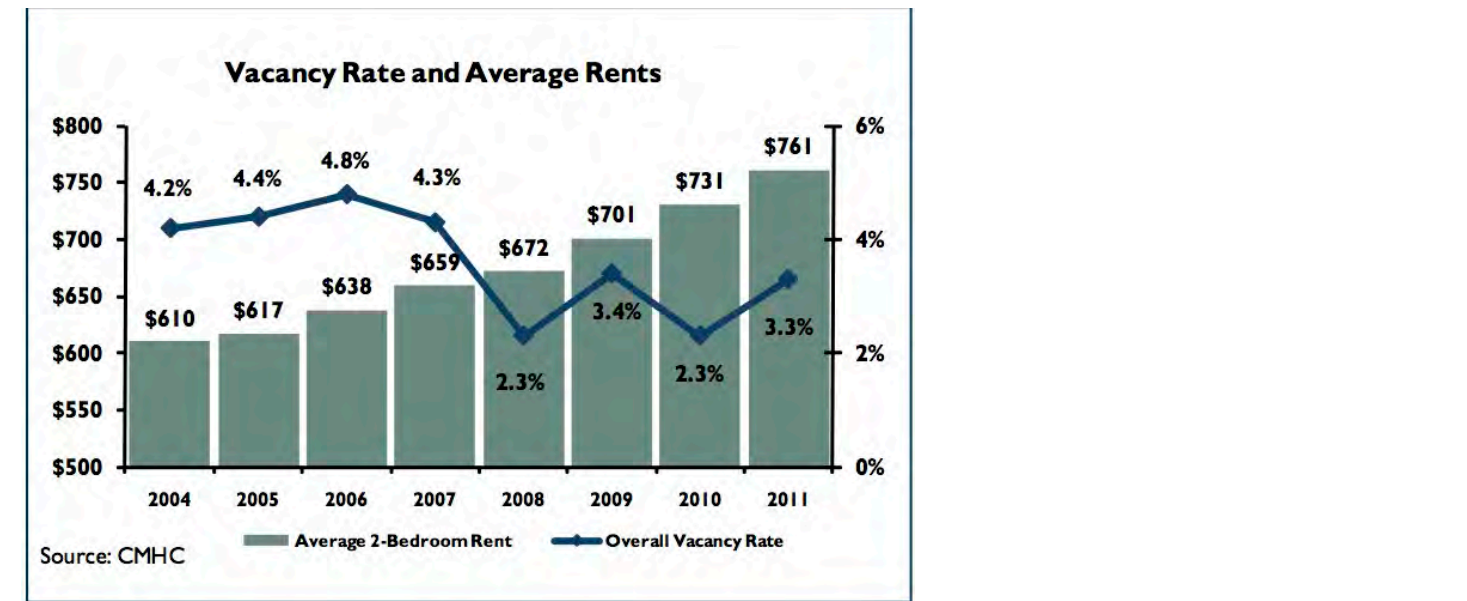
Year	Single Family	Multi-Family	Total	Single Family	Multi-Family
2006	276	191	467	59%	41%
2007	295	99	394	75%	25%
2008	280	146	426	66%	34%
2009	268	401	669	40%	60%
2010	250	268	518	48%	52%
2011	201	333	534	38%	62%
2012 F	200	350	550	36%	64%
2013 F	180	250	430	42%	58%

IRAC has recently approved rental increases of 3.2% for heated units and 2.0% for unheated units for the 2012. This will continue the trend of rent increases in the Charlottetown area, as evidenced by the following graph, which shows a steady increase in apartment rental rates since 2006. While these rental increases have been impressive, they are also skewed by the addition of newer and larger apartments (e.g., Duck’s Landing, Stratford) which rent for a much higher rate than the existing stock of older rental housing.

Due to the relatively modest cost of housing within the Charlottetown area (the average home price is about \$250,000), the majority of all multi-family housing starts are rental apartments, with few condominiums being built. This dynamic is a reflection of the reasonable cost of existing and new single family housing within minutes of the downtown core, and aversion many Maritimers have to paying condominium fees. In addition, developers must pre-sell more than 50% to 60% of any proposed condominium project before a bank will grant them construction financing, which is a hard proposition for a large project being sold based on paper plans. As a result, many developers are building larger apartments with condominium quality finishes, using CMHC mortgage insurance to secure apartment financing in the short term, and then taking a longer view to condominium sales at some later date. It is anticipated that this trend will continue.

The track record of new condominium projects downtown is not clear, with some successful (Paoli’s Wharf, Rosemont) and others languishing in the market (The Northumberland, Hillborough Waterfront Condos). The only condominium project to have achieved a quick sellout was the Paoli’s Wharf, which many believe was sold too cheaply by the nonprofit developer Avide. Both Philip O’Halloran and Paul Madden have completed new condominium projects on the waterfront (by the Port Authority Wharf) in recent years, with Madden’s project mostly rented due to the lack of condo sales. Market prices are currently hovering at \$400,000 per unit, which is considered expensive given the modest size of the units (1,200 to 1,600 SF)

Although the market for multi-family buildings in Charlottetown is poised to slow down in the near term, well located condominium (and upscale rental) projects in downtown Charlottetown will still be in demand. The key to making these projects financial viable will be to find sites that are reasonably priced, and don’t require extensive site improvements (e.g., piling, underground parking, etc.). Should the Armory site become available for development, this would be a premium site for multi-family housing.



**Office Space**

In 2011, Turner Drake and Partners conducted a survey of twenty-eight of the major office buildings in Charlottetown (i.e., those over 5,000 SF) which included a total of 885,978 square feet of office space (December 2011). According to this data, the vacancy rate in Charlottetown increased from 1.2% to 12.95%; the fifth consecutive year in a row for such an increase. As of December 2011, there was 115,000 square feet of vacant space available for rent in Charlottetown. By contrast, other office vacancy rates in other parts of Atlantic Canada are much lower. For example, St. John’s (3.5%); Fredericton (6.4%); Moncton (6.7%); Halifax Regional Municipality (7.89%); and Saint John (10.7%) all have significantly lower vacancy rates than Charlottetown.

In spite of the modest rental rates and large amount of vacant space downtown, Charlottetown continues to see a steady supply of new office construction. The following table summarizes the just over 250,000 square feet of new space that has been built in the Charlottetown market over the past 5 years.

One common thread to all of this development is either some form of government subsidy, or an anchor lease to a government tenant. The range of intervention includes cash subsidy (e.g., ACOA subsidy for CGI, Invesco), parking subsidy (Ceridian Building), heritage subsidy (Kay Building), disposition of surplus space at a bargain price (Dominion Building), or an anchor government lease (APM Place, DFO building).

To date, Charlottetown does not have a large suburban office market, and the shift in construction of new office space to the Lower Malpeque Road and West Royalty Industrial Park is a relatively new phenomenon. While some “leakage” to the suburbs is to be expected, the City of Charlottetown would be well advised to take what steps it can to keep as much office space downtown as possible, as office workers spend money during the workday and are more likely to live close to downtown. Possible strategies include:

- « reducing the parking requirement associated with office space;
- « subsidizing the construction of a new parking garage closer to the waterfront zone, and;
- « making it easier to develop office space “as of right” as opposed to the current process through the CDA zone, which can be appealed to IRAC. Planning delays are not conducive to the construction of new office space.

Given the relatively high vacancy rates in Charlottetown, and the modest net effective rental rates being achieved (\$15.25 per SF for Class A space), it is hard to imagine the construction of new office space. Having a large concentration of office space in the downtown is very important for the future vitality of the area, and this type of development not only provides daytime customers for retail activity, but also makes living in the downtown an attractive option.

Building Name	Year	Location	Square Footage
CGI Building	2007	24 Stratford Road, Stratford	30,000
Ceridian Canada	2008	Queen Street	26,000
Invesco Building	2008	119 Euston Street,	45,000
APM Place	2009	3 Lower Malpeque Road	46,000
Homburg Office Tower	2010	98 Fitzroy Street	50,000
Dominion Building	2011	Queen Street	20,000
DFO Building	2012	Barbour Drive	35,000
Kay Buiding	2012	Queen Street	??
Sub-Total			252,000

Type of Space	Net Rent	Vacancy Rate
Class A	\$15.25	7.54%
Class B	\$13.91	19.10%
Class C	\$13.43	6.64%
Average	\$13.99	12.95%

Source: Turner Drake Surveys



## Hotel

The hotel market in Charlottetown is highly seasonal as it relies largely on both tourism and conventions & meetings; both of which are focused on the prime visitation season from June to September. This seasonal influx creates a distortion in the marketplace, as people outside the industry complain about the lack of room availability in July and August, and assume that there is sufficient demand to support the construction of new hotel rooms. In reality, mortgage and operating costs occur 12 months a year, and the profits associated with a full hotel during July and August are not enough to offset the losses sustained during the soft months of January, February, March, etc.

The following table provides a summary of hotel occupancy and average daily room rates for the Charlottetown hotel market. It illustrates that the collective occupancy rate in downtown Charlottetown doesn't even break the 50% barrier, and is projected to decline slightly to 47% in 2013 as a result of the construction of the Holman Grand (which added 29,280 room nights to the local market). The only good news for the market is that the average daily rate achieved for hotel room sales is projected to increase in 2013 to \$132 per day; this is likely a result of the increased room rates being charged by the Holman Grand (\$170 to \$175 per night).

While the data presented above do not present a positive picture of the hotel market in Charlottetown, it's important to remember that these figures are averages, and that some hotels can over penetrate their fair share of a particular market segment. Although specific data is not available, it is not unreasonable to assume larger business hotels such as the Delta Prince Edward have higher occupancy and ADR rates when compared to the general market. As well, there is an adage in the industry that says "new bed wins". This refers to the fact that given a choice, most customers will pay a few dollars more to get a brand new hotel room. Given the right circumstances, this can create opportunities for new construction, although the availability of project financing is ultimately the deciding factor.

Year	Occupancy Rate	Average Daily Rate (ADR)
2010	47.8%	\$129.81
2011	49.8%	\$128.73
2012 Actual + Proj	47.2%	\$130.47
2013 Projected	47.0%	\$132.00

Source: Hotel Assoc of PEI

As a result of these dynamics, the Charlottetown hotel market has had very few new hotels built during the past few decades. Exceptions include the new Holiday Express on the Lower Malpeque Road during the 1990s, The Inn on Great George, and the recent construction of the 80 room Holman Grand. Hotels can also be either demolished or converted to other uses (e.g., Holland College), which in turn reduces the supply of rooms available within the market.

The construction of the new convention centre adjacent to the Delta Prince Edward has the potential to change this dynamic, as the increased amount of convention space will generate incremental demand for room nights in Charlottetown. Should this occur, the sites best able to capitalize on this demand would be immediately adjacent to the new convention centre, as convention planners prefer to keep as many delegates in one hotel as possible, and if not in one hotel, in two hotels close together. It would appear from mid construction photos of the new convention centre that pilings for the harbor side of the new space have been sized to accommodate the future construction of new hotel space above it. In 2011, local hotelier DP Murphy announced plans to build a 124 unit Hilton Garden Inn on the site of the Kayes Brothers building (corner of Queen and Water), but withdrew his plans based on opposition to demolition of the structure. The Kayes Brothers building has subsequently been purchased by APM Development and is being redeveloped for commercial retail and office space; this deal included \$1 million of subsidy to save the heritage structure.

Similar to the office market, the construction of the Holman Grand was stimulated by the provision of a Provincial loan guarantee which allowed this project to proceed in a weak hotel and tight financial market. Since its construction the Holman Grand has operated below its pro forma occupancy and ADR and as a result is now in foreclosure proceedings.

Over time, and given the right conditions, it would be reasonable to expect demand for either the expansion of the existing Delta Prince Edward, or the construction of a new convention quality hotel in the immediate vicinity. Now that the Kayes Brothers site is no longer available, the only logical location for a hotel expansion on the waterfront is either on top of the new convention centre (as part of the Delta) or as part of the redevelopment of the Coast Guard site. This second option would likely include a direct connection to the existing Delta which ideally would be accomplished via an underground connection, and not a second floor pedway that would impede the view corridor to the Harbour from Queen Street.



## Retail

During the past several decades there has been a seismic shift in the way people shop. During the early 1990 recession, large big box retailers moved into most Canadian cities. What started with Costco soon moved to other large format retailers who sell items in bulk and/or at discounted prices. As the average consumer can only spend what he/she has available in disposable income, the growth of these stores came at the expense of smaller retailers, many of whom occupied space downtown. For example, the opening of a new Staples office supply store would likely force the closure of an older and smaller stationery store downtown. Another casualty of this shift in retailing was the loss of many traditional department stores. Their decline was a result of their inability to offer the lowest prices (like the new box stores) while at the same time they couldn't compete with the service provided by small entrepreneurial retailers. While many small retailers weren't able to handle the new competition from big box retailers, those that offered a wide range of product selection, and had excellent service were typically able to survive.

As a result of these changes, the retailing environment has been polarized into two extremes: large multi-national big box stores (Wal-Mart, Home Depot, Staples, etc), and smaller specialized retailers offering a wide range of products (e.g., clothing, yoga supplies, giftware, etc.). For the most part, the big box retailers have located where large amounts of land can be found (e.g., Peter Pan Corner), while specialty retailers have gravitated to shopping malls and main street retailing areas (e.g., University, Queen etc).

While Main street retailing locations are still a challenging place to do business, waterfront retail has additional challenges as activity is seasonal and primarily based on peaking tourism traffic. The retailing environment on the waterfront presents an added challenge as Charlottetown's current "downtown" is centred around the Confederation Court Mall. In order to improve the financial viability of additional retail space on the waterfront, either additional office space and/or residential units are needed. Several demand generators that would bring traffic to the waterfront, such as a Tim Horton's coffee shop facing the harbour, would provide a reason for Charlottetown residents to come to the waterfront every day, throughout the year.

## Parking

Every land use has a requirement for parking. Parking requirements for residential vary depending on tenure, with rental housing requiring approximately 1 space per unit – although this can be reduced slightly in urban locations (e.g., 0.8 to 1). Condominiums require more parking, especially as the unit price, and therefore household incomes, increase. Many condominiums provide 1.25 to 1.5 stalls per unit, while very expensive units sometimes required 2 spaces in order to be marketable. Parking for office space can vary but ranges from 1 to 1.5 spaces per 1,000 square feet in urban locations to 3 space or more per 1,000 square feet in suburban office campuses. Demand for hotel parking can also vary by location but ranges from 0.75 stalls per room in downtown locations (where guests may arrive from the airport by taxi) to 1 or 1.25 per room in suburban locations. Demand for hotel parking tends to be at its peak during the evening, while office parking is required during the day; this creates opportunities to cross utilize existing parking resources.

In a waterfront locations, excessive demand for parking can be problematic, as large tracts of surface parking are not attractive and are not the highest and best use of the land. However as an alternative, underground parking can be prone to flooding and is extremely expensive. To put it in context, surface parking costs roughly \$4,000 to \$5,000 per stall; above-ground structured parking can cost \$20,000 to \$25,000 per stall, and underground parking stall can cost in excess \$40,000 per stall.

As land for residential housing is currently valued at \$10,000 to \$20,000 per unit, it is clear that developers cannot afford to spend \$40,000 for underground parking. Similar arguments can be made for office and hotel space. This dynamic can change over time, but for the present time, it creates a real constraint to some forms of development on the Charlottetown waterfront. If given the option, most developers will prefer to use surface parking, as it is the cheapest option available. Unfortunately, surface parking can overwhelm the waterfront environment, creating a sea of asphalt that is not attractive and a poor use of a scarce resource.

From a land use policy perspective, parking requirements can have a huge implication on the future build out of the waterfront. As additional residential and office space would provide 24/7 activity in the waterfront zone there are several options available to the City to address parking issues on the waterfront:

- « Keep parking requirements “as is” with the result that a larger percentage of land available for development will be used for parking (or parking will be included on the ground floor of new buildings;
- « Force developers to put parking below grade in new developments. In the short term, this is not economically viable and will likely prevent the construction of new projects until such time as the cost/benefit makes economic sense;
- « Reduce the parking requirements for new developments in waterfront precinct, and hope that developers take the market risk associated with providing less parking; or
- « Identify a central area for shared parking and/or a new parking garage in or adjacent to the waterfront precinct. The construction of this garage would be funded through the traditional mechanisms used by the City and CADC (e.g., parking in lieu fees, etc.).



## Implications

**Planning Documents Need to Provide Clarity So That Waterfront Proposals Aren't Penalized With Protracted Approvals Periods.** There is a need to clarify the planning regulations related to new construction downtown. As it currently exists, the CDA zone can be appealed to IRAC, which creates delays and additional risk for land with this designation. A preferable option would be more “as or right” development, with building heights, setbacks and lot coverage ratios specified in the Municipal Plan. Zoning should be limited to active ground floor uses, with no restrictions on land uses in the upper floors (e.g., anything but industrial). This could also be accomplished through the creation of a new waterfront zone with design based by-laws to control the form (height, setbacks, etc.) of proposed buildings. In many areas, this design based zoning approach is referred to as “form based code”.

**Development Costs Are Higher in the Waterfront Zone: Increased Density is Needed to Offset These Costs.** Most of the waterfront has been in-filled and development in this zone requires expensive piling to support new construction. Sites directly on the harbor also have the added cost of expensive wharf structures or sheet piling, and below grade parking is extremely expensive due to existing water conditions and the future potential for future damage due to tidal storm surges, which is not readily recoverable through increased development revenue (i.e., the premium paid for a waterfront location does not offset these additional costs).

The most obvious location that will require increased density is the former Coast Guard site. The plan for this site should have a combination of lower density buildings adjacent to the water's edge, with a higher tower allowed on the portion of the property back towards Water Street.

**Parking is Not a Good Allocation of Scarce Waterfront Land; Reduce Parking Requirements and/or Build a New Structured Parking Garage.** The City should identify a location in or near the waterfront precinct that can be used to create a new structured parking garage. This should be located at least 1 to 2 blocks away from the water's edge so as not to negatively impact the visual aesthetic of the waterfront and within a few blocks of where new development can occur. This parkade might include a combination parking that is above and below grade, as well as a veneer of development facing the street so that the structure fits into the neighbourhood and does not look like a traditional garage.

## 2.4 Planning Context

Previous studies have touched on issues relating to the Charlottetown Waterfront. Where overlap occurs, this report endeavors to merge gracefully where applicable, or suggest alternative solutions which better fit the current socio-economic climate and public perceptions. In each case however, great effort was made to thoroughly understand the implications of related reports and to weave this Master Plan within the framework previously established.

### 500 Lot Study

The 500 Lot Development Standard & Design Guideline study, completed in 2011, is intended to direct and guide ongoing and future development within the central historic core of Charlottetown. Building upon previous studies of the 500 Lot Area, this plan outlines a holistic design approach that focuses development and revitalization while protecting and enhancing heritage and built form.

The urban design and revitalization of the 500 Lot area is of particular importance to the waterfront master plan due to the overlapping nature of the study areas. To continue to support and enhance the ongoing revitalization of Charlottetown's core area, it is essential that the waterfront and the 500 Lot Area adopt an integrated and overarching urban design strategy. Many of the ideas put forth for the 500 Lot Area have direct and relevant applicability for the waterfront, including a suggested adoption of a form-based zoning approach to land use planning.

Other key aspects of the 500 Lot study include guiding principles such as the preservation of key views and vistas at the terminus of roads, the creation and expansion of a continuous waterfront active transportation route, and an emphasis on visionary urban design and built form. The plan also speaks to the need to encourage development form of similar scale and character to the 500 Lot District, creating a consistent environment for Charlottetown's core.

### Eastern Gateway Study

The Eastern Gateway Master Plan envisions a new role for the lands immediately east of the central waterfront that is at the beginning of a shift away from exclusive industrial use. The plan creates a development framework for the site while balancing its function as a key gateway with increased public amenity and private development opportunities.

Of particular relevance to this study is the proposal for the Eastern Waterfront Park, located between the HMCS Charlottetown site and the Hillsborough Bridge. While contingent upon the realignment of Water Street further north to connect to Grafton Street, this move would allow for a significant public space along the water's edge.

The park is anticipated to be a key element of the Eastern Gateway's open space network and is envisioned to contain a number of uses to make it a year-round public asset. Programming includes a performance area for Charlottetown's larger scale festivals and concerts, a new berm to provide lawn seating for events and a tobogganing hill during winter, a naturalized creek, small public boat launch for canoes, kayaks and small sailboats, dog runs, outdoor public art, walking trails and other passive areas for waterfront enjoyment.

It is suggested that a trail head could be situated within the park, connecting users into downtown, to the Confederation Trail and to other elements of the Eastern Gateway open space network. The new Master Plan will recognize the importance of the park's location as a key node, which could be a significant destination along a continuous waterfront boardwalk system.



### Regional Active Transportation Plan

The City of Charlottetown, Town of Stratford, Town of Cornwall and the PEI Department of Transportation and Infrastructure Renewal produced a report outlining a plan to help improve conditions for cycling and walking in the Greater Charlottetown Area. The report references a number of previous studies such as the Parks and Open Space Master Plan, and the Eastern Gateway Waterfront Master Plan to demonstrate how these plans support expanding the objectives of an active transportation network plan. Additionally, the report recommends further actions to support and promote active transportation in the region, including approximate time frames for implementation, potential partners, and range of cost. Key recommendations of the plan include the creation of a high quality walking and cycling connection through downtown Charlottetown to connect the Confederation Trail to Victoria Park, the definition of a winter network of priority cycling and walking routes, and the development of an overarching wayfinding & signage strategy.

The Charlottetown Waterfront Master Plan will take into account the above recommended actions, with particular focus on developing a continuous walking and cycling connection through the Downtown at the water's edge.

### Integrated Community Sustainability Plan

Completed in 2010 by Stantec, the Integrated Community Sustainability Plan (ICSP) provides strategic direction for the community to identify its broad sustainability objectives. The Plan identifies through a series of public visioning sessions four principles or 'pillars'. These pillars represent the values, goals, and objectives of the community regarding the future direction of any reports, plans, developments, or designs which may be undertaken in the future. These principles include Environmental, Economic, Social, and Cultural factors. In some way, all future plans must address each of these factors.

### Parks and Open Space Master Plan

In June of 2007, Environmental Design and Management (EDM) issued the City of Charlottetown Parks and Open Space Master Plan. The parks report derived much of its drive from public workshops and interviews, thus establishing a fundamental set of goals and strategies derived directly from the public. The main goals called out by the plan include a current preference for passive over active parks, a perceived need for more passive parks, a desire to see greater linkages between existing parks and the need for greater waterfront access and preservation.

Based upon these core goals, several strategies, or 'campaigns' were outlined, each providing a focus for the recreational desires of the community, and providing a primary point of interest highlighted for development.



### Sea Level Rise Report

The Report Titled 'Projecting and Visualizing Future Extreme Levels for Climate Change Adaptation in Charlottetown Harbour, Prince Edward Island, Canada' written by Forbes, Webster, and MacDonald in 2012, summarizes the current understanding of sea level rise and extreme water levels in Charlottetown Harbour and presents information on the extent and depth of flooding that may be expected during severe storms over the next 100 years.

The study presents three plausible scenarios for future high water levels in Charlottetown and surrounding communities. The predictions combine these sea-level scenarios with statistics for storm effects (combined tide and storm surge water levels) to project 100-year storm water levels in 2100. The high water levels obtained for the three scenarios are as follows:

- « • 5.00 m Chart Datum, (3.31 m CGVD28)
- « • 5.28 m Chart Datum, (3.59 m CGVD28)
- « • 5.73 m Chart Datum, (4.04 m CGVD28)

These numbers are respectively 0.77 m, 1.05 m and 1.50 m higher than the historic record water level.

For planning purposes, the City of Charlottetown currently adopts a flooding prediction for the harbour derived from a 2002 study (McCulloch et al.). This prediction assumes a local sea-level rise (including land subsidence) of 0.7 m over 100 years and suggests that a 100-year storm event occurring in 2100 could reach an elevation of 4.93 m Chart Datum, (3.24 m CGVD28).

Additionally, the most conservative scenario is a minimum of 0.70 m higher than the water level of the earlier study. The selection of a design-to water level for future planning purposes is ultimately a municipal planning policy decision. Nonetheless, these most up-to-date scenarios and their implications have been taken into serious consideration and will be addressed within the Master Plan.

### Stevenson Kellog Report (1973)

In 1973, the Greater Charlottetown Urban Area Opportunity Study was released to assess the economic potential of the greater urban area now considered to be the downtown. At that time many of the recommended projects were suggested to build on the tourism and conference centre potential of the city. The waterfront was seen as one of the catalytic development areas to leverage tourism potential. As such the plan for the waterfront (and the associated graphic imagery) showed small scale craft shops, restaurants, a waterfront hotel, a Maritime Museum, improvements to Great George Street, and several downtown parking structures. The report was one of the most influential studies to transforming Charlottetown and resulted in Peakes Quay, the Delta Waterfront Hotel, Harbourside, upgrades to the Yacht Club, streetscape improvements for Queen, Water and Great George and the preservation of some of the cities heritage buildings. The scale of development was not addressed and hence there was no guidance on the appropriateness of a 10 storey hotel bordered by 1 single storey Peakes Quay. The idea of using housing or office as a catalyst for groundfloor retail development was also not a focus of the plan, however, the very first project of the plan (Harbourside) included many of the elements of a successful waterfront today including underground parking, ground floor retail and 1-2 storeys of residential above. Today, planners would reconfigure the buildings perpendicular to the waterfront so that the open space is connected to the waterfront open space system and so that more units have waterfront views. In any case, this report still provides some good advice for the waterfront even though the scale, waterfront principles and cultural practices of residents and tourists have changed considerably in 40 years.

## 2.5 Site Analysis

A significant part of determining the direction and suggestions which the Master Plan will make is based upon an analysis of the existing site conditions. During this process the team looked at and evaluated the site with an honest and critical eye to determine what areas work and what areas don't. The conclusions of which inform the Master Plan. Coupled with this somewhat site specific analysis is a further study of Opportunities and Constraints, which looks at the broader factors at work which influence the potential growth and development of the site.



## 2.6 Opportunities & Constraints

A study of the opportunities and constraints is a broad look at some of the considerations that will influence the potential growth and direction of the waterfront. In contrast to the site analysis which looks at very specific areas, the opportunities and constraints analysis is more a summary of issues that

### Opportunities:

- « **Historic Character**- The story and significance of Confederation give Charlottetown extra cache in promoting tourism and visitation. Much of Charlottetown's history is still alive today in the architecture and character of the city. It's mixed uses, traditional building materials, and Victorian buildings all lend the town a unique and authentic air. The use of clay brick after the Great downtown fire of 1866 gives the downtown a unique architectural vernacular that can be incorporated into more modern buildings on the waterfront.
- « **Cruise Ship Port**- The waterfront is the receiving point for thousands of annual visitors arriving via cruise ship. That many people arriving at one single entry provides an amazingly intense focal point and captive audience. The port should be a node of retail, photo-opportunities, scenic development, art, historic interpretation, or any number of memorable experiences.
- « **Public Involvement**- Based upon the workshop attendance, the eagerness of people to be questioned and interviewed, the amount of interest received during the design drop-ins, and the nearly 250 respondents to the online survey, it is obvious that Charlottetown has dedicated and civically minded public. This is an asset that can not be undervalued.
- « **Well Defined Path of Tourist Travel**- The pedestrian dynamics created by current building placement and walkway patterns direct the flow of foot traffic within a very limited and easily recognized path of travel. The fact that cruise ship visitors are generally not dispersed but directed promotes synergy with local tourism operators.
- « **Well Known Green Space**- Confederation Landing, situated in the heart of the waterfront, is a well known and high profile public space. Confederation Landing is large enough to play host to many outdoor public activities and events, and is frequently the site for festivals and programs during peak season. Activation of this green space with multi-seasonal events will be key to encouraging vibrancy year-round.
- « **Popular Citizen / Visitor Locale**- The unique qualities of the waterfront have made it a popular tourist destination, and it is a well known area for locals. The waterfront can capitalize upon its distinct historic and cultural significance to further promote activities, events, and its retail environment.
- « **Available Lots**- There are several high quality waterfront redevelopment sites. These undeveloped (or redevelopment potential) lots have the potential to set the stage for new development, usher in a new design paradigm for the waterfront area, and begin a transformative process which captures the imagination of the city and brings people to the waterfront year round.
- « **Good Filtration of Downtown**- There are no real or perceived barriers between the downtown retail environment and the waterfront experience. The streets, shopfronts, traffic patterns, and historic character of the two areas blend seamlessly together. This cohesion between the two areas allows for a great amount of shared pedestrian traffic and flow. The proximity of the CBD and good connections to the waterfront via Queen, Hillsborough and Great George Streets, provide a year round benefit to the waterfront. If the waterfront can be treated as an extension to the downtown instead of as a suburban waters-edge, the waterfront will thrive symbiotically with the downtown.
- « **Waterfront Anchors** - There has been a good start on the waterfront with a mix of retail developments like Peakes Quay, hotel and residential opportunities, an interpretive centre and VIC, urban parks and most importantly, a cohesive waterfront boardwalk. These anchors are a good start to the waterfront.
- « **Water Based Activity** - Unlike many waterfronts, the water based infrastructure is in good shape and is well used. There are over 250 marine slips, significant quayside berth potential, several boat launches, 3 yacht clubs, and active cruiseship use. There is a lot of water activity in the harbour which appeal to residents and visitors alike. These sites also create several gateways from the water into the city.



+ Available Lot

+ Well Known Green Space

- Contaminated Soils

- Non Water-Dependent Use

- No Thru Access for Pedestrians

+ Well Established Commercial Corridor

- Non Water-Dependent Use

- Non Water-Dependent Use

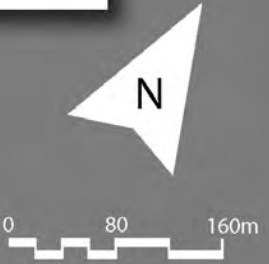
+ Waterfront View from Queen St.

+ Popular Visitor Site: Founders Hall

+ Well Defined Path of Tourist Travel

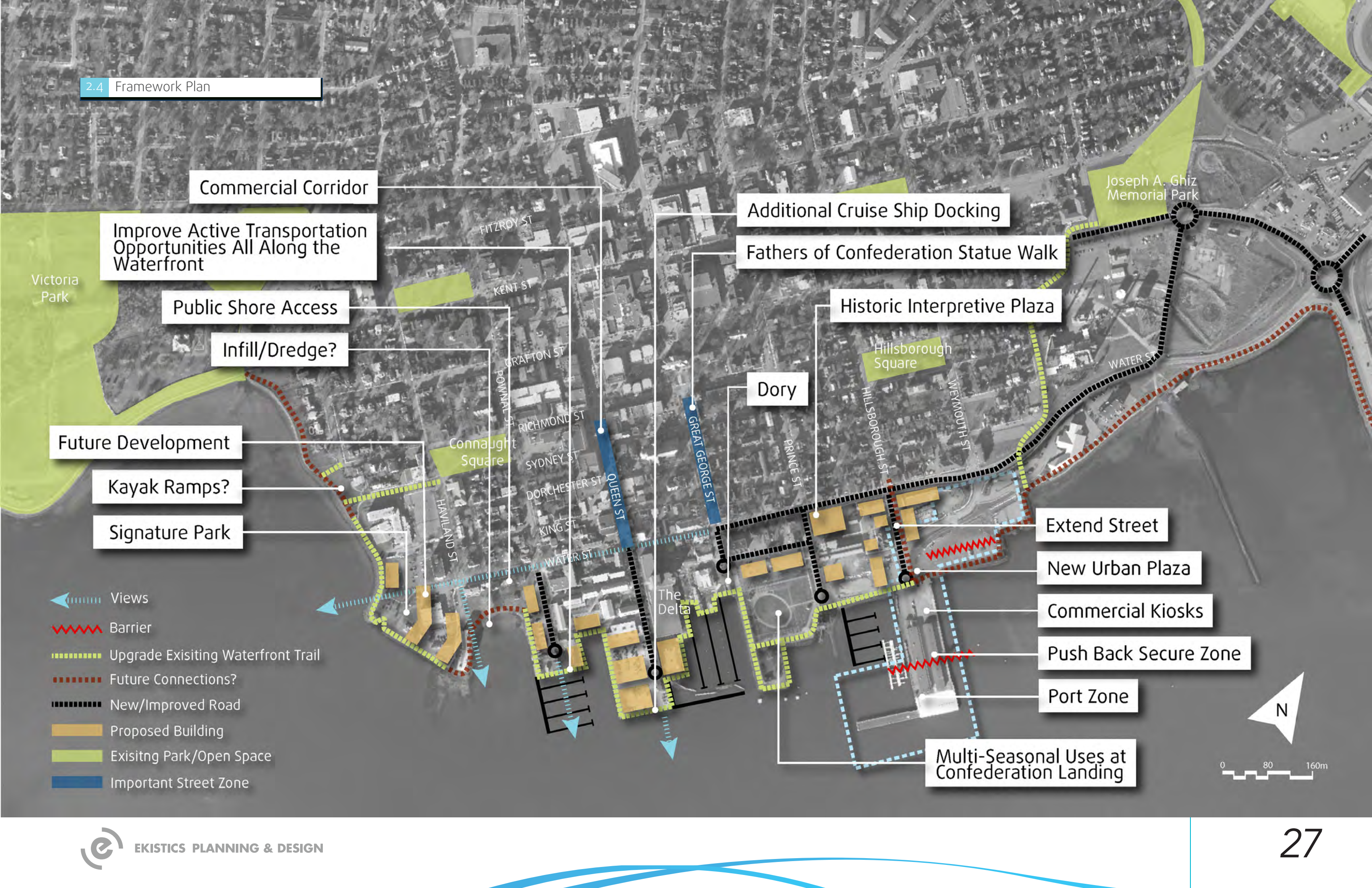
+ Established Entry Point

+ Popular Visitor Site: Peakes Quay



### Constraints

- « **Recent Missteps** - There have been a number of developments recently which would directly contravene the intentions of this plan. These developments have little or no active groundfloor uses, vast quantities of surface parking surrounding the building, no public open space 'give-back', lack of coordinated architectural vernacular, and more of a suburban site planning treatment than an urban treatment. These missteps are positive in that they inadvertently became the impetus for the waterfront plan.
- « **Abundance of Previous Plans**- This waterfront planning exercise has been preceded by other studies of this area, either directly or indirectly, as well as plans for other adjacent zones. Experience suggests that 'plan fatigue' can easily set in upon the public if there are an abundance of surveys, studies, and plans which never seem to yield any noticeable results.
- « **Working Waterfront**- It is important that the Waterfront remain an active port and continue to be the functional economic driver for the island as a loading/unloading point. The working waterfront is an important character of Charlottetown, and the potential incompatibility of uses and adjacencies between industrial areas and tourist / retail areas is a conflict which needs to be addressed.
- « **Heavy Reliance on Seasonal Tourism**- The seasonal influx of tourists is a boon to the retailers on the waterfront. However, too much reliance upon one market segment has created a waterfront retail zone that is only a seasonal destination, lacking in year round activity. Most stores shut down by October, and the winter months see the waterfront unpopulated. Too much singular market focus does not support the diversity of a vibrant space.
- « **Private Holdings Blocking Waterfront Access**- Some of the waterfront area is blocked to the public due to private holdings restricting access to the shoreline. These private areas break up the continuity of the waterfront and truncate the pedestrian experience, effectively cutting the waterfront into several small disassociated areas as opposed to the potentially more productive single waterfront scenario.
- « **Lack of Programming**- Existing open space is well used, but typically only during peak season. Activating these spaces with multi-seasonal activities would help to activate the waterfront on numerous levels. Bringing more locals and islanders to the area through the use festivals, concerts, outdoor markets, or other events would help to bring vibrancy to the waterfront twelve months of the year.
- « **Marketing of the Waterfront**- Many residents of Charlottetown rarely come to the waterfront except for special occasions, despite the areas many retail and services areas. The downtown is not typically marketed to the local community, resulting in a local population that largely ignores it. Additionally existing wayfinding signage in outlying areas does not maximize opportunities to direct visitors to the waterfront area.
- « **Low Rise Mentality** - Some residents feel strongly that the City (and waterfront) should be maintained as a low-rise (4 storey or less) zone to preserve the city's heritage character. Many historic districts and cities around the world have found that accommodating medium rise (4-10 storeys) developments, the new infill can coexist and actually help preserve the areas heritage by creating more activity and better economic conditions for preserving heritage so long as the new development respects the old. This does NOT mean that the new development tries to copy an old style; on the contrary, the new architectural style is designed to harmonize with existing heritage styles.
- « **Climate Change and Sea Level Rise**- The predicted models for sea level rise over the coming Century will require an intense amount of infrastructure redevelopment, particularly along the waterfront. New construction and the refurbishment of damaged areas will be a potential strain on capital resources over the coming decades. However, with sound planning and thoughtful design a productive and practical waterfront can emerge.



Commercial Corridor

Improve Active Transportation Opportunities All Along the Waterfront

Public Shore Access

Infill/Dredge?

Future Development

Kayak Ramps?

Signature Park

Views

Barrier

Upgrade Existing Waterfront Trail

Future Connections?

New/Improved Road

Proposed Building

Existing Park/Open Space

Important Street Zone

Additional Cruise Ship Docking

Fathers of Confederation Statue Walk

Historic Interpretive Plaza

Dory

Extend Street

New Urban Plaza

Commercial Kiosks

Push Back Secure Zone

Port Zone

Multi-Seasonal Uses at Confederation Landing

Joseph A. Ghiz Memorial Park

Hillsborough Square

The Delta







# 3.0 PLANNING POLICY

This chapter provides a summary of the recommended policy amendments to be considered as part of an overall update to the planning process for the Waterfront Area. While these are intended to act as ‘plug and play’ updates, there will need to be some thought and structure given to their integration into existing Charlottetown Planning Policy.

## 3.1 Official Plan

The Official Plan for Charlottetown (OP) sets out the vision and general land use principles and policies for the City, while the land use bylaw (LUB) sets out the specific zones and legal requirements/covenants for land development in the city. The OP and LUB need to be coordinated so that the specific ordinances reflect the generalized policies and vice versa. At times, more specific land use studies are undertaken to provide more detail about specific areas like the Eastern Gateway, the 500 Lot area, the Waterfront or, more generally, the city’s open space network. This Waterfront Plan is one of those more detailed studies who’s recommendations will eventually be filtered into the OP and LUB to create legal, enforceable land use policies.

The current Official Plan, created in 1999 and amended in 2005, will be undergoing an overhaul in 2013. The results of this Waterfront Plan will be incorporated into the new OP and LUB sometime in 2013. That process will include a further public process in addition to the one undertaken on this study to ensure that overall vision and policies are reflective of the current community sentiment.

It is the goal of this study to provide as much ‘plug and play’ guidance as possible to both the OP and the LUB. That said, the eventual future OP/LUB will need to incorporate the findings of all past studies who’s recommendations may have conflicting goals and strategies which will need to be resolved and precedence assigned. In as much as possible, this plan has tried to incorporate the thinking and findings of previous plans. The following sections outline the recommended changes to eventually be incorporated into the OP and LUB.

### Official Plan Changes

The official Plan is already rather comprehensive in its general policies for various districts, and its philosophical approaches to sustainability, open space, healthy living, growth management, servicing and infrastructure, etc. There are three areas that will need improvement in order to dovetail with the future city LUB, and in particular, the new waterfront zone. These include:

1. The document needs to describe better a future **vision** for the City. Chapter 1, the Overview, hints at a vision and chapter 2, the Foundation for the Future, provides more insight; however, a clear and concise vision for the future of the city needs to be articulated. This should include the importance of heritage, open space, healthy communities, sustainable development, industrial development, the New Knowledge Economy and how Charlottetown fits into a regional strategy. Clearly in that vision, the waterfront should be singled out as a key driver for the city's future, both from a port industrial perspective and from a 'must see' activity, living and shopping perspective and from a future urban growth centre perspective. As waterfront values continue to escalate in urban areas, the waterfront should be reserved for only the highest and best examples of mixed use urban development. In addition, the urban waterfront trail (which should eventually be branded) should be expanded and better linkages provided to other areas of the city to create walkable, active transportation networks.
2. The future OP should provide a more comprehensive list of **development and conservation principles**. In its current format, those principles are inferred and distributed throughout the various chapters which focus on specific topics. It would provide a more complete overview to the entire OP by listing these principles which underly the foundation of the plan in one complete section. In most cases, these principles belong with the vision. This report is laid out in that format and should be incorporated into the eventual OP. Chapter 3 of this report outlines the vision and principles for the waterfront that can be taken and adapted for the future OP.
3. Section 3.5 of the OP describes "Waterfront Development". This section requires a more comprehensive update and more direct policies.

- A. **Generally speaking** the section needs to address the waterfront as:
  - i. a key urban growth centre for downtown Charlottetown and major regional destination for locals and tourists alike
  - ii. an important part of an active transportation strategy for the city with the need for a fully public waters edge and key linkages to other city wide trail systems like the Confederation Trail, Eastern Gateway and Victoria Park.
  - iii. a place for active groundfloor uses which will activate the waterfront and create a must see/experience destination. Single purpose private uses should always be discouraged on the groundfloor if they don't encourage public activity (.e.g. residential uses, offices, general industrial uses, parking garages, etc.). The groundfloors should always be reserved for commercial uses like retail, restaurants, pubs, visitor centres, galleries, etc. These uses should be encouraged to have an active address on the waterfront.
  - iv. a major gateway from the water and recognizing that many people will experience the city starting at the waterfront. At these key gateway locations, the city must present itself in the best possible light using the highest quality design standards.
  - v. a year round activity centre with sites and destinations around the waterfront that appeal to the widest possible audience from kids, to young families, to seniors, to boaters and non-Canadians.
  - vi. A working port that contributes to the GDP of the City in a significant way and should be protected.
  - vii. An urban area that is always in transition and needs to accommodate a wide variety of users, sea level rise, potential infill lots.
3. **Policy Objectives**. There are currently 3 policy objectives on page 17 (public access, sensitive redevelopment, preserve viewsapes and open space). The following additions should be considered:

A. Accessibility Policy Additions:

- i. **Our Policy** shall be to encourage a completely public waterfront from Victoria Park to the Eastern Gateway through a passive strategy of ‘right-of-first-refusal’<sup>1</sup> with existing property owners and the City at the land-owners discretion.
- ii. Our Policy shall be to provide strong trail linkages from the waterfront trail to the Confederation Trail, the Hillsborough Bridge trail, the Victoria Park trail, Queens Street and Great George Street.
- iii. Our Policy shall be to recognize Global Sea Level Rise as a real threat to the Charlottetown Waterfront. In accordance, the City should strive to raise the boardwalk over time by the designated 2100 predicted level of 0.59m above current boardwalk elevation AND ensure no residential uses on the groundfloor.
- iv. Our Policy will work with the Town of Stratford and Province of PEI to improve active transportation linkages across the Hillsborough Bridge

1.

B. Sensitive Urban Development Policy Additions

- i. **Our Policy** shall ensure that only the highest quality mixed use development is reserved for the waterfront
- ii. **Our Policy** shall adopt the Waterfront Master Plan which outlines potential infill areas, development massing, and Form Based Code to ensure harmonious high quality development.
- iii. **Our Policy** shall allow density bonusing in the waterfront zone provided there is evidence of measurable public benefit
- iv. **Our Policy** shall be to establish a Design Review Committee to assist Council in reviewing development proposals for the waterfront.
- v. **Our Policy** shall recognize the importance of Water Street as a streetscape and urban design corridor and shall provide support for streetscape enhancements, protection of historic buildings and considerate urban infill.
- vi. **Our Policy** shall recognize the value of waterfront land for open space and development and in accordance, support a parking structure/lot close to the waterfront which minimizes the need for using the waterfront for surface parking. In addition, future development on the waterfront should require underground parking or other alternatives to surface parking.

Port Zone Policy (Addition)

- i. **Our Policy** shall establish a Port Zone to protect the economic viability of our urban Port.
- ii. **Our Policy** shall outline measures for the sound rating of future residential buildings within 200m of the Port Zone.
- iii. **Our Policy** shall be to recognize the importance of the Port Wharf for arriving cruise ship passengers and work with the CPA (and Transport Canada) to create a welcoming plaza staging area for the Port.
- iv. Eastern Gateway Policy (Addition)
- v. **Our Policy** shall adopt the Eastern Gateway Plan for implementation in phases as funds become available in Association with CADC.



<sup>1</sup> Should a land owner ever wish to sell a waterfront property, the City shall have first right of refusal to offer fair market value for the property in order to, over time, assemble a public waterfront trail.

### 3.2 Form Based Zoning Overview

Form Based Zoning, or Form Based Code is an alternative to standard Use-Based Zoning principles. Use-Based Zoning designates particular uses within the confines of pre-determined districts. This sequestering of uses, while originally intended to ensure for the public health, safety, and welfare, has had the unintended consequence of leading to urban sprawl, increasing traffic, and limiting developer's abilities to build compact, mixed-use areas.

Form Based Zoning (FBZ) is a new way of canonizing publicly vetted design principles within the framework of jurisdictional by-laws in order to better craft workable and appealing neighbourhoods. Form Based Codes directly challenge the largely unforeseen problems of use-base zoning, by giving primacy to architectural and streetscape aesthetics which promote a particular neighbourhood character. Single-use zoning has discouraged compact, walkable pedestrian-friendly urbanism even though economic studies have shown that these are exactly the characteristics which citizens and visitors look for in commercial and residential areas.

FBZs create more site specific area by addressing the relationship between building facade and the public realm, mandating the form and mass of buildings, as well as the scale and character of adjacent streets. While conventional zoning focuses on the management and segregation of land uses, controlling density through tools such as floor-area-ratios, setbacks, parking ratios, units-per-acre, etc., FBZs regulate the aesthetics of built outcome and allow the market to determine best possible use (within the still relevant confines of allowable uses.)

Perhaps the most important aspect of FBZs are their origins in public vision. Since Form Based Zoning determines building and street characteristics, they rely heavily upon, and derive their authority from, the public desire for particular aesthetics. This allows unique areas to maintain their qualities, and for new areas to become unique.

### 3.3 Land Use Bylaw Amendments

Presently, the waterfront falls under five distinct zones (R3, DMU-Downtown Mixed Use, Institutional, MUC-Mixed Use Corridor and CDA -Comprehensive Development Area), with the majority of the study area within the CDA zone. The complexity of the CDA process has proven to be an obstacle for both the development community and Planning staff, and is intended to be addressed in the forthcoming planning review. The following section of proposed LUB policy is intended to be a 'plug-and-play' interim solution, until the plan review is completed. In the interim, City staff will have to ensure that other sections of the LUB do not undermine or supersede the new zoning standards.

The proposed zoning amendments create a new Waterfront Zone (WF) and Port Zone (PZ), of which the boundaries are described in the attached maps and would replace current zone boundaries. Schedule 'G' of the current LUB lists the provisions of all approved development proposals to date. This schedule should be rescinded, and all existing development from the waterfront CDA zone would comply with the recommended standards whenever modifications are proposed. All existing developments would then essentially become non-conforming uses which would hopefully come into compliance over time.

For Section 2, Operation and Interpretation, text has been drafted under the governance model of a design review committee. Other options (to be reviewed at draft stage) include Peer Review. Other LUB sections to be reviewed for integration with the proposed FBZ approach include section 5 - signs, and section 6 - heritage provisions.





# 4.0 THE PLAN

This Plan describes the waterfront vision, planning rationale, physical layout, content, and components of the Charlottetown Waterfront Master Plan. The waterfront principles have been developed based on best practices for urban waterfront planning and design, and with specific and deliberate refinement to reflect the unique context of Charlottetown based on resident values collected during the public consultation process. The adoption of these principles provide an insight into a future 2030 vision for the waterfront.

The physical plan is merely an 'illustration' of the planning principles contained in the previous policy chapter of this document. It represents a probable 20-year build-out of development and open space to the year 2030 if the principles of this report are followed. It is not the intention of this report to dictate where development should go, instead it is intended that any future development follow the principles and requirements of this report to ensure that it conforms to the ideals of the overall waterfront plan.

The plan is designed to achieve a balanced approach to the waterfront, where appropriately scaled development occurs within a landscape fabric of public open space and amenities which are sensitive to the public values of Charlottetown residents and sound development economics. The plan is presented in terms of the overarching principles and specific planning areas through detailed graphics, illustrations, and narrative text.





## 4.1 Plan Principles

Four overarching principles guide the Charlottetown Waterfront Master Plan. These principles originated during the best practices review, and were refined for the study context during the public consultation process. The four plan principles structure the forms, values, inspirations, and elements of the completed plan, and are central to the overarching intent of this document.

### Balance

The Waterfront Plan will balance the physical mix of land uses and a range of programmatic elements. Retail, residential, open space, and businesses development will be integrated in a contextually sensitive manner, ensuring that the waterfront is active and vibrant twelve months a year. Event schedules and programmed activities will encourage and support use by local residents, complimenting the seasonal tourism traffic. All private developments will need to have some public benefit component to ensure that waterfront access is maintained and that all developments interface well with public spaces. Existing waterfront port industry needs to be maintained while opportunities for new developments need to be available. Most importantly, no one demographic group should be favoured over another - residents, tourists, and businesses alike need to be supported and engaged and every age group and ethnicity should find the waterfront their home.

Balance will be achieved by:

- « Focusing renewal and development projects on Charlottetown residents first instead of tourists. Tourists will appreciate the authenticity of a resident-first focus.
- « Providing an equal mixture of programmed and flexible spaces. Currently there are very few programmed spaces on the waterfront. There needs to be more activity centres which focus activities on a wide range of waterfront users (kids to seniors).
- « Encouraging public space right up to the footprint of buildings. The urban waterfront is no place for suburban 'front-yards' or large surface parking lots. Future development and open space mentality needs a more 'urban' mind shift.
- « Promoting a mixture of land uses (retail, residential, hospitality, office, etc). Traditional zoning separates uses, the new zoning approach should be more inclusive about mixing uses so long as high design standards are followed.
- « Supporting diversity through a variety of housing and unit typologies. These include unit sizes for singles, couples and families.
- « Considering the public good over individual benefit. All developments must give back to create public benefit to the waterfront, contributing to the positive experience rather than taking from the positive experience.





## Character & Design

The Master Plan will ensure that the unique character of the waterfront is maintained and celebrated, and that any future developments compliment the existing context. The size, character, and spacing of future developments must blend with the context, and design principles such as rhythm and pattern should be used to integrate new architectural styles with traditional forms. Urban plazas and green spaces should be given more prominence as the overarching backdrop that connects the waterfront. Key water views need to be protected, and efforts must be made to ensure that the waterfront is transparent - no buildings block these identified views from public streets. Additionally, skyline views of the city from the water should be maintained so that the historic nature of the city is evident to people who approach the City by boat. Continuous waterfront pedestrian access should be developed over time, linking Victoria Park to the Eastern Gateway. Finally, in order to accomplish these goals, the City needs to be given the tools to mandate and enforce these design standards through design review or form based zoning.

The plan must focus on the character of the waterfront by:

- « Creating high quality public spaces that are flexible, beautiful, and serve the public good.
- « Providing a variety of public spaces at different scales and forms, both green spaces and urban plazas. Plazas should be designed for a wide variety of users, from young families and teenagers, to active adult and senior lifestyles.
- « Designing spaces for specific programs, and emphasizing a year-round waterfront.
- « Requiring every development to contribute to the public good.
- « Providing active ground floor uses, such as retail or commercial if they front on a street or the boardwalk.
- « Balancing parking requirements with the provision of open space.
- « Encouraging public art and civic beautification
- « Protecting the Port Zone but improving public compatibility and recognition that the Port is also part of a major urban public waterfront.

## Connection

Connection, both physical, visual, and social, is an essential aspect of a vibrant waterfront. To support and enhance connection to the Charlottetown waterfront, a public right of way should be established from Victoria Park all the way to the Hillsborough Bridge. There are currently many private properties which go right up to the waters edge and cut off public access, effectively privatizing the waterfront. In the long term, the City should passively acquire strategic properties (with a policy of purchasing properties that, over time, come up for sale) with the intent of completing a public walkway. It was also noted that existing thoroughfares and right of ways should be improved through upgraded signage and lighting, and that all areas should be made accessible for decreased-mobility citizens and visitors. Furthermore, maintenance should be upgraded throughout the area especially during the winter months when much of the waterfront remains unplowed.

Connection shall be achieved by:

- « Providing a continuous public walkway along the waterfront edge (in the long term) from Victoria Park to the Hillsborough Bridge and beyond.
- « Eliminating fences and walls (real or perceived) on the waterfront. Private space and public space should coalesce.
- « Protecting views of the water at the end of waterfront streets and creating key urban spaces at the foot of every street
- « Strengthening physical and social connections to Downtown with streetscape improvements, downtown/waterfront events, wireless internet access, coordinated wayfinding signage, programs and urban spaces.
- « Integrating Active Transportation into the waterfront and linking it to other networks in the city like the Routes for Nature and Health.
- « Achieving universal accessibility wherever possible.

## Sustainability

Issues of environmental sustainability will be incorporated into the plan with importance placed upon the resultant economic sustainability which they can bring. Namely, the feasibility of seawalls and breakwaters need to be explored to protect investments and existing properties from future sea level rise. Sustainability needs to be embraced in both the planning and the architecture of any future developments. An integrated stormwater plan should be implemented. Finally, sustainability should be encouraged by awarding LEED buildings with density bonuses, and encouraging every development to 'give back' to the public with public space, public art, public involvement, an active ground floor, etc.

The waterfront shall demonstrate sustainability by:

- « Planning for the impacts of climate change and sea level rise globally on the waterfront and with each development site.
- « Encouraging green building practices.
- « Enhancing shoreline ecology and improving water quality by integrated urban watershed planning.
- « Pro-actively managing stormwater and promoting infiltration (green roofs and parking lots).
- « Greening the waterfront through urban forest management.
- « Supporting the provision of affordable housing or other quality of life benefits.
- «

These principles are essential to the evolution of a waterfront that reflects the wishes and desires of the Charlottetown community, and have informed the proposed planning policy in the previous chapter, and are applied as a demonstration in the attached illustrative plan.



## 4.2 Waterfront Vision

By 2030, Charlottetown's waterfront has become a fully functioning extension of the downtown area with 700 new residential units, over 10,000 square metres of new commercial space, 5,000 square metres of new office space and a fully connected open space network which rivals any other Canadian city. The "Victoria Passage", the rebranded waterfront boardwalk, now extends from the west end of Victoria Park all the way to Stratford along the entire harbour. The Passage has been developed as a multi-use trail with thousands of pedestrians and cyclists using it for pleasure and transportation daily, throughout all four seasons. Along the way are a series of signature open spaces that range from the naturalized historic Victoria Park on the west end, through a series of urban parks, outdoor plazas, a splash park, an adventure playground and to the concert grounds near the Hillsborough Bridge. A portion of the financing for these plazas has been procured from revenue generated by the new developments that reside on the waterfront. Also along the Passage, a historic interpretive tour has been developed, providing an outdoor museum experience that engages local residents and tourists alike with recounts of the history of the First Nations Peoples, the areas of the French and British forts, the founding of the City, the Charlottetown Conference, the Great Fires and the natural history of the three heritage rivers. The trail system is kept bustling with Charlottetown residents traveling between work and home. Children and families are busy exploring the interactive water parks which provide a hands-on experience where they learn about tidal changes and build actual model dams and levies, exemplifying how the new lock system works across the mouth of the ocean inlet (built to maintain constant water levels in the inner basin in response to rising sea levels). In warmer seasons, Tai Chi and yoga classes are offered in the parks every morning, an influence of new residents from other countries whose cultures have added new flavor to the Island. Young urban residents heavily use the Harbour Pool, a modified barge turned into an outdoor swimming pool. On weekends the pool can be booked for private events or it can be moved along the rivers to other communities creating a mobile recreational experience.



The new buildings along the waterfront help the open spaces expand and contract into a series of discoverable event spaces. Every new building blends seamlessly with the existing smaller scale historic buildings and the other surrounding structures. Residents of these buildings have great views of the harbour from their rooftop gardens, which are constructed to manage storm water runoff and provide urban heat island cooling. At the ground floor of most of the buildings, there is a selection of interesting retail shops that include local artisans, coffee shops, world cafes, an Apple store with the latest iCar showroom, a social exchange area, gymnasiums, and other modern services. The traditional Island offerings are also present and many of their wares are made onsite to showcase the Island's unique history to its many visitors. Many new knowledge-based offices have relocated to the waterfront, including a commercialized research facility as a branch of UPEI and Holland College. Many other high-end offices for commerce and law call the waterfront home.

Activity in the harbour has shown a steady increase over the last 20 years. Cruise ship traffic is up to over 100 visits per year and regularly, three large cruise ships can be seen jockeying for space at the old pier and new Queens Wharf pier. On a sunny day in August, five cruise ships could be seen in the harbor at one time. The Charlottetown marinas have grown significantly as well as a result of the new electric sail facilities. Over 600 berths dot the shoreline of the waterfront turning the water view into a kaleidoscopic canvas, with transparent sails mirroring a rainbow of colour. The annual wooden boat building festival taking place on the shoreline has brought thousands of tourists to the Island. Luckily a new waterfront hotel has been built to accommodate the throng of enthusiasts.

The City, in partnership with CADC, has been able to invest in the waterfront infrastructure as a result of some of the smart decisions made when creating the waterfront plan, which began in 2012. It all seems so distant now, but the decisions made by council 20 years earlier have paid dividends, which reap huge benefits to the City now and will continue to do so into the future. The Waterfront has become THE place to live, work and play in Charlottetown, and the forefathers would be proud.

## 4.3 Plan Components

As was noted earlier, the physical plan is a representation of the possible buildout future of the guiding principles. It has been designed to stimulate thinking about what the future might hold if the plan principles are followed. The overall intent is to move towards realizing the vision in small but strategic steps. Some of these steps can be directly implemented by the City and/or CADC. These include infrastructure, services, roads, and open space. The remaining development parcels will be implemented by the development community following the standards established by the City through this plan. The plan distinguishes between the elements that the City can directly effect (open space and infrastructure) and the elements that developers can directly effect (the developments). The intent of this plan is to modify the current uncertain CDA zoning into a more certain 'as-of-right' but strict code for new development.

The most successful model of civic economic development uses public investment by municipal governments (in partnership with funding from higher levels of government) on public infrastructure like open space and servicing to leverage private investment in new development. With new development, the benefits to the City and Province include higher tax revenue, higher area assessments, increased household spending (with all the new residents) and construction related spending (which could be in close to a half billion dollars over the life of the plan) and job creation. Investing in the waterfront is a smart civic decision that could have significant paybacks. -

The following text describes some of the projects which make up the 20 year waterfront plan. We believe that 20 years is an accurate estimate for buildout assuming economic conditions don't change dramatically. The city is currently adding 500 multi-units per year and if the waterfront could grab 10% of the multi-unit market that would be about 50 units per year. The plan envisions 700 new units over the life of the plan so that means about 14 years for build-out. Considering that it may take 5 years for market conditions to ripen to support the high quality of development, a 20 year timeframe is probably not unrealistic.



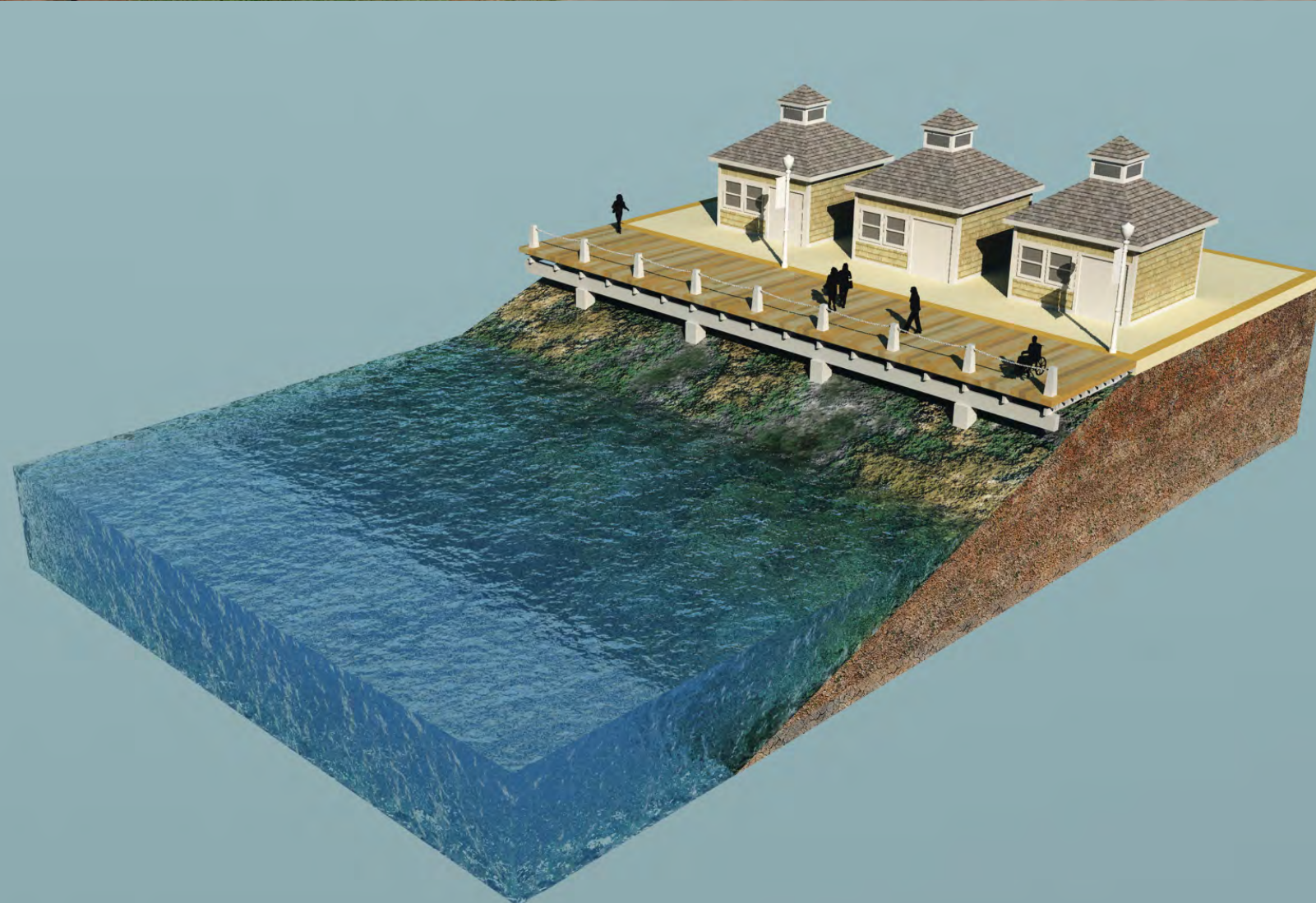
## 4.4 Open Space & Infrastructure

The primary and driving component of this master plan is open space. Open space is the fabric and foundation of the plan; the one asset that connects all the projects together and defines the character of the waterfront. The waterfront open space has been broken down into component parks and urban plazas, linked together by a future pedestrian walkway that provides a continuous connection from Victoria Park to the Eastern Gateway.

### Continuous Pedestrian Boardwalk (Victoria Passage)

The study team heard loud and clear from the public that a continuous boardwalk from Victoria Park to the Hillsborough Bridge is desired. The existing boardwalk is one of the gems of the waterfront and it sees heavy use. While much of the waterfront between the Port and the Delta hotel is accessible by boardwalk, only patchy connections exist south beyond the hotel (with a large discontinuous segment between the Culinary Institute and Victoria Park) and east from the Port to the Hillsborough Bridge.

The trail is currently generically known as the 'Boardwalk'. Branding the boardwalk is part of the formula for securing its eventual continuous success. Halifax has the 'Halifax Boardwalk'. St John's has the 'Grand Concourse'. The consultants have gone through a quick branding exercise (see table 4.3) for the boardwalk and recommend that the City adopt the 'Victoria Passage' as the name for the waterfront boardwalk. 'Victoria' has several references; Queen Victoria (daughter of Prince Edward) for which 'Victoria Park' is named, the SS Victoria which brought the Canadian delegates to the Charlottetown Conference and curiously, 'Ria' is a drowned river valley that remains open to the sea. Victoria Passage is a fitting name for the new waterfront boardwalk which will connect Victoria Park to the Hillsborough Bridge and beyond. A more detailed branding and identity wayfinding study should be undertaken to develop the landmark in more detail. Once residents see the Passage as more than just a short local boardwalk, they will realize it is part of a comprehensive waterfront multi-use trail system. There will be more support for encouraging the steps needed to create it.



4M Minimum Width on Boardwalk. Wider where space and usage permits.



In support of a public access to the waterfront, the City should adopt a long term and passive land acquisition strategy to connect the boardwalk between the Culinary Institute and Victoria Park. As lots become available for sale, the City should acquire these at fair market value. After purchase, a boardwalk easement can be obtained, and the property resold or redeveloped by the private sector. Alternatively, if the land owners wish to redevelop their property (for instance, more than a 400 sq.ft change), under the development agreement process the City should seek the integration of the boardwalk easement. These tools should facilitate the completion of this connection within the thirty-year time frame of the plan. The City should establish a formal policy for passive acquisition of these properties as they become available for fair market value. Many City's use this passive approach to secure open space easements.

As sections of the boardwalk are replaced or renewed, efforts should be made to widen the cross section to at least 4 m to better accommodate multi-modal access. A wider cross section would facilitate increased use by pedestrians, and would also better accommodate cyclists, wheeled users such as parents with strollers and individuals with mobility devices.

Historic	Geographic	Noun	Others	Possible Titles
Port La Joye	Charlottetown	boardwalk	prospect	Victoria Passage
Fort Amherst	coast	circuit	outlook	the Confluence
Hillsborough	seafrost	deck	fit	Colonial Seaway
SS Victoria	Harbour	Esplanade	confluence	City Promenade
Confederation	sea	gallery	great/grand	Colonial Trail
conference	seabank	mall		
colonial	shore	marina		
St. John's	River	parade		
Canada	beach	passage		
union	coastland	passageway		
delegation	waterfront	Promenade		
circus	waterside	route		
abegweit	tide	stroll		
loyalist	tidal	terrace		
fathers	estuary	track		
pope	harbourside	trail		
island	vacation	walkabout		
monarch	Northumberland	paseo		
birthplace	shore	corniche		
Patterson	port	track		
colony	side	stroll		
cradle	ria (drowned river valley)	way		
	sea	necklace		
	waves			
	City			

4.3 Boardwalk Branding Ideas



4.4 Looking southwest to Paoli's Wharf





### Hillsborough Landing (Eastern Gateway)

First impressions are always the most important. Although this master plan focuses on the provision of year-round facilities for residents AND visitors, it is still essential to consider the specific needs of arriving tourists. A significant number of visitors arrive every year on cruise ships, and disembark at the Port Terminal. Presently, they arrive to the working waterfront and emerge from the ship into a functional courtyard surrounded by barbed wire with little or no space for tourism services. Recognizing that Transport Canada security regulations have the most influence over the configuration of this space, we still believe there is significant room for improvement at this important gateway.

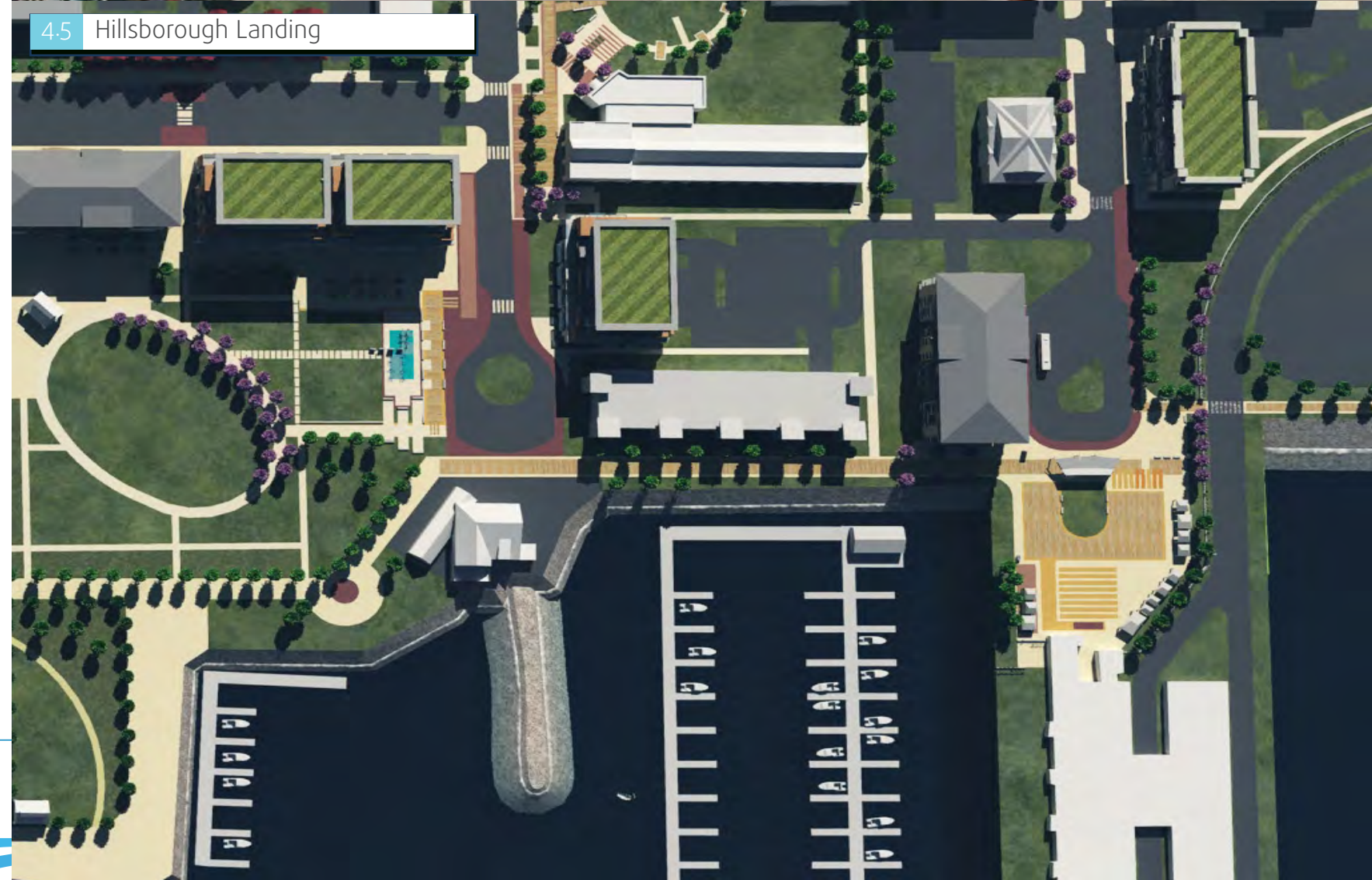
The reconfiguration of this space has benefit for both the Port itself, and arriving visitors. A physical separation of the active port traffic from cruise ship operations provides space to develop a new urban plaza at the Port landing. This welcoming urban space showcases high quality urban design, local native plants and indigenous landscapes, and low key historic interpretation through civic art. Electrical needs for small performances are built into this new plaza. During the off-season, this space is ideal for event staging or smaller civic festivals or for even hosting special conventions (as was discussed in the Harbour Plan, 2007 Ekistics). During the cruise months, the plaza provides easy access for bus tour loading and dedicated space for small scale tourism vendors and kiosks. The team observed how cruise passengers used this space and the amount of photographs taken, and the team believes firmly that this investment is a wise one for the Port and the City.

Hillsborough Street has been extended down to the Port providing an address for future development and short term access for buses, taxis and other cruise related traffic. Along with this extension, Weymouth Street has been slightly relocated east to provide a Port Industrial only road for dump trucks and other active industrial users.

The boardwalk connects along the waterfront to the west and east on a future expanded boardwalk, facilitating easy travel for passengers down to Confederation Landing and beyond. Despite the heavy operations and materials storage occurring in the yard, the plan calls for a public waterfront along the waters edge. The only place on the waterfront does not require full public access is the cruise pier (for obvious security reasons). The team believes that although the Port would prefer not to create this connection, the added density benefits for Port lands outlined in this plan balances off the negatives of the reconfiguration of the boardwalk.



4.5 Hillsborough Landing



4.6 Open Space Network



## Confederation Landing

Confederation Landing is the jewel of the Charlottetown Waterfront, and its most prominent public open space next to Victoria Park. Its wide open elliptical lawn has played host to many events and activities, and the adjacent Peakes Quay provides waterfront retail and dining opportunities. During the off-season, this space is quiet, as most Charlottetown residents do not take advantage of its expansive views. Integrating new uses along the periphery will breathe new life into this signature park. An urban fountain activates the edge, catching the eye of the casual passerby. Children will enjoy splashing in the interactive sprays of water, transforming public art into urban play. Simple renewal projects like the addition of a fountain or splash park will support the evolution of the waterfront into a destination for Charlottetown families, and will compliment the City's extensive parks system. The plan shows this kind of active use in the north portion of the Landing. Once of the other ideas brought up by residents is the lack of children's play space on the waterfront. The Boat Playground in Halifax brings hundreds of families to the waterfront every weekend. There is room in the north end of the park for an interactive water sculpture park or even an accessible playground done in a marine theme. As more people start to live on the waterfront, dedicated children's facilities will become more important.





### Waterfront Floating Pool

Enhancing the diversity of waterfront activities and the destination appeal for local Charlottetown residents is an important aspect of the long term vision. Considering the establishment of an innovative and interesting project such as a floating pool would be a significant draw to the waterfront, while meeting the needs of the community. Given the popularity of the Victoria Park Pool and the uncertain future of the Simmons Sports Centre Pool, the City may need to explore alternative solutions for aquatic recreation. The conversion of a barge to a floating pool is a project recently undertaken in New York, with incredible success. Most cost effective than the construction of a new indoor facility, a floating pool is a high profile attraction with a very utilitarian function. Tourists would enjoy the 'attraction' nature of this facility, while residents would enjoy all the benefits of a public outdoor pool. The very nature of the pool as a floating facility allows for private rentals, or even loans to other communities. Such a project would benefit the Charlottetown waterfront in the long term, raising its profile while meeting a very practical civic recreational need.



### Roundhouse Park

The rail history is one of the more interesting aspects of the waterfront, and much of that built heritage has been lost as the area evolved. The CN Shops and Brass buildings have been retained in the area where the old roundhouse used to stand. The creation of a new roundhouse park is an important opportunity to reintegrate the industrial history into the modern waterfront. A high profile site in front of Founder's Hall, the Roundhouse Park was the original location of the rail yard turntable, and some infrastructure remains to this day. By preserving this site as open space, instead of a development parcel, it provides a visual connection to the waterfront from Water Street, and invites visitors into the area.

A park on this site also benefits Founders Hall, as it will not restrict visibility of this facility, and will provide for additional outdoor event space. A park themed on the rail history of the site compliments the present use of Founder's Hall but would still work under another use, and provides for outdoor historical interpretation. This site is important in terms of its prominence in the study area, and its preservation for open space will help to balance the land uses along the waterfront.

East of Founders Hall, a new mixed use parking lot has been established which can double as an events plaza for certain events. This plaza/lot may be important if the programming in Founders Hall ever changes in the future. The wide open nature of Prince Street should be consolidated into a cohesive streetscape with a blend of modern and historic details. The road should terminate with a large cul-de-sac bulb to allow for bus parking and turn around and on-street parking.



### Queen's Wharf

What was once a one storey brick structure at the foot of Queens Street (The Coast Guard Building), the new convention centre is going to inject energy and activity into the Charlottetown Waterfront. The provision of an accessible boardwalk will bridge an important connection between Peakes Quay and the Charlottetown Yacht Club. An important principle of this master plan is the maintenance and enhancement of key waterfront views. The redevelopment of Queen's Wharf opens up the view-shed at the end of the street (that haven't been open for 40 years), reinforcing a strong visual connection down the length of Queen Street.

The creation of a new urban plaza at the terminus of Queen Street serves a number of purposes beyond the creation of a new view-shed. It provides valuable spill out space for the convention centre, facilitating outdoor activities or events. During times of peak Cruise traffic, a second ship may dock at Queens Wharf, and new plaza space provides much needed bus staging and facilities associated tourism traffic. It provides a functional and aesthetic connection along the north-south axis, encouraging pedestrians to continue along the waterfront boardwalk, and it facilitates outdoor dining space for future restaurants and bars. As a hard-surfaced space, in times of peak demand or special events, it could even serve as overflow parking or event staging. By developing public open space of an urban plaza character, as opposed to a park, Queen's Landing becomes a multi-functional public asset that serves a variety of potential uses.



### Charlottetown Yacht Club

The Charlottetown Yacht Club, founded in 1922, sits in a strategic location on the waterfront. It is an activity centre in and of itself with over 100 berths and a high rate of occupancy. The Club has posited over the years about how to expand and how to solve one of its main problems, southerly harbour fetches which can wreak havoc on docked ships. The low 2 storey yacht club has been well used by members however, as land values increase, there is the potential of partnering with a developer to create a mixed use development which could house the club in 1 or two storeys and have residential units above.

The plan shows a significant redevelopment of the yacht club property. Improvements include a new breakwater which would provide another 50 +/- berths, a new clubhouse and mixed use development which would have synergistic benefits (the units above would have people eating in the restaurant below and using the services of the club, and the club could see increased membership from residents). A new public beach is shown on the plan as well as facilities for kayaks and smaller vessels in a protected basin. The new Victoria Passage extends behind the existing properties to link the Yacht Club with the Armories property. The breakwater, boardwalk and beach would have to deal with some property ownership issues over the long term so these are not immediate projects. Confirmation of pre-confederation waterlots (which are easier to infill or otherwise develop than post confederation) should be explored further by CADC. The Club, the City and CADC should continue to work together to realize some of these important projects.



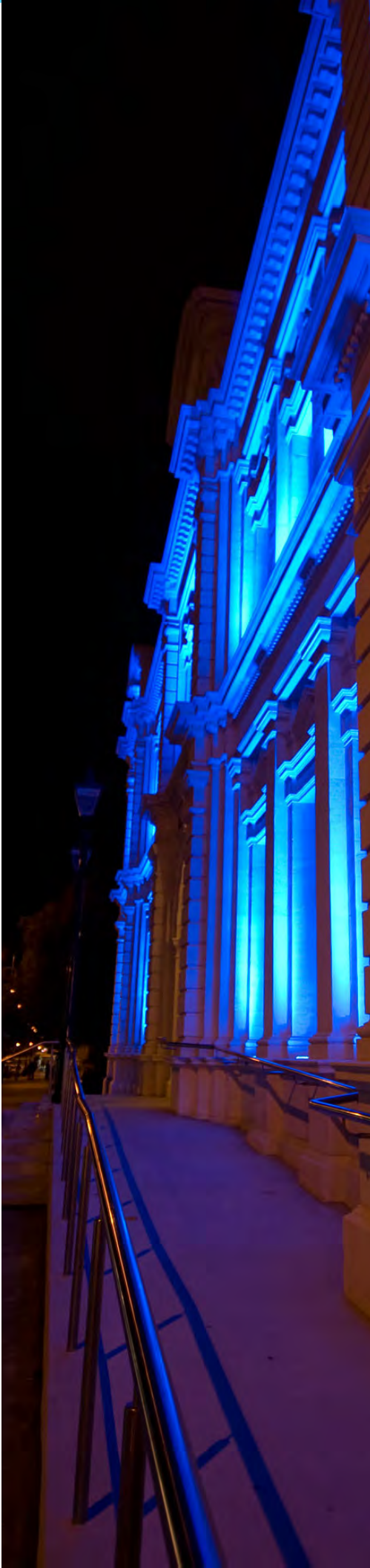


### Armory Park

The Charlottetown Armory Site has incredible potential for public benefit, if and when it becomes available for redevelopment from the federal government. If the site is made available for a development renaissance, it is essential that a large portion on the point be retained as park space. Its central location between Victoria Park and Confederation Landing make it an ideal node for green space along the waterfront, and its views of the harbour are unparalleled. Future site development should explore the possibility of either relocating or reconfiguring the water treatment plant to free up additional green space. Wide grassy lawns encourage casual activity such as kite flying or frisbee, or could provide functional space for outdoor festivals or events.

The adjacent development parcel supports extensive open space through a mid-rise height restriction and an underground parking requirement. Ground floor commercial serves the adjacent boardwalk and local residents, and the provision of new multi-unit buildings brings additional activity and life to the waterfront. This is one of the few sites along the waterfront that won't have geotechnical issues so its use should be maximized as both open space and development.





## 4.4 Built Form

The form and character of the built environment is as much a part of this master planning process as the open space, and is an essential aspect of a vibrant waterfront. This plan identifies 19 possible development sites with an approximately total footprint of 181,000 square feet. Policy recommendations have been made to evoke desired urban form and a mixture of uses, in support of activity generation and public good.

### Street Network

The terminus of any street is not only an end, but more importantly a beginning. Within the waterfront zone, the ending of the street is an opportunity to capitalize on important views, address functional circulation issues, and deliver people and services to the shoreline. As such, street endings should be given due consideration as important waterfront interfaces. Where space allows, the primary east-west streets (Hillsborough Street, Prince Street, Great George Street, Queen Street, and Pownal Street), and long Water Street should terminate in a proper cul-de-sac. Development should not be permitted in the waterside right-of-way to permit a continuous view-shed down the street and out into the harbour.

The streetscape should be considered part of the open space network, with the integration of site furnishings, bump-outs, and other pedestrian-friendly amenities. Sidewalks should be constructed of distinctive materials, to visually separate them from the boardwalk. However, where possible sidewalks should connect to the boardwalk (the Victoria Passage), to support the overall walkability of the waterfront area. An important best practice for urban design is the promotion of walkable streets. Beyond design benefits, walkable streets have economic, social, and public health benefits for a community. Within the waterfront zone, the walkability of the streets should be emphasized through comfortable streetwall heights and setbacks, the provision of site furnishings and amenities, and ground-floor commercial uses. There should be a clear transition between public and private spaces, with greater emphasis placed on public access and transparency.

One new Street has been proposed in the plan. This is a link between Great George Street and Prince Street. The street shows lots of on-street parking and possibly below ground parking underneath the new buildings and street. In discussions with CADC, there would need to be some environmental remediation to accomplish this project, however, it is one project that would create some very good benefits for the waterfront.

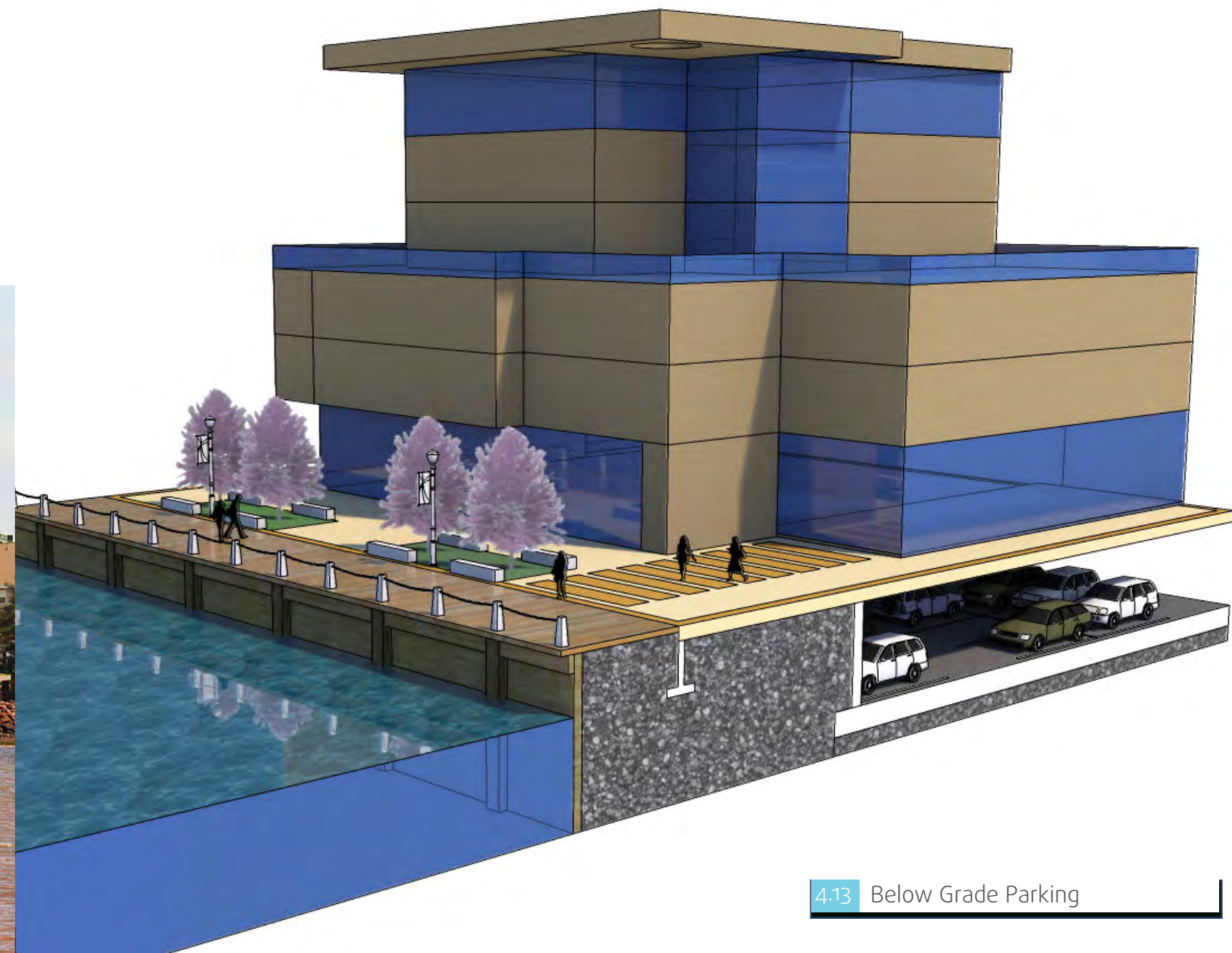
The plan also shows the extension of Hillsborough Street to create a vital connection to the commercial part of the Port lands and a extension of Water Street on the west end when the Armories property is divested.

### Building Heights

As noted in the market assessment, there are only a few remaining development sites available on the waterfront. This limited stock places increased importance on each site to ensure that future built form is reflective of the community's desired character and intent. Development should seek to balance height and sprawl in a manner that is considerate of the context of Charlottetown and economically viable for the waterfront. Low-rise buildings (<4 storeys) are not appropriate as catalysts for creating activity on the waterfront, nor is there enough development return to warrant their development. High-rise development (>10 storey) maximizes available open space but is not appropriate for the Charlottetown context. Surface parking is much more affordable for developers, but compromises the integrity of the waterfront and as such should be minimized wherever possible.

Mid-rise development (4-10 storeys), with underground parking should achieve an appropriate balance for the waterfront. The proposed plan amendments permit a maximum height of six storeys (with a minimum height of 4 storeys), with an additional two storeys available under a 'public benefit' density bonusing formula. The density bonus permits additional height if the developer provides specific and quantifiable public benefit as part of his / her proposal, to a predetermined maximum. This approach is used in most cities now and is permissible under the current PEI Planning Act legislation.

If market forces do not make underground parking economically feasible, the City and developers should be encouraged to wait for land values to increase, as opposed to the City permitting expansive surface lots. This approach will protect the urban design quality and character of the waterfront in the long term, something that should not be compromised for short term gain. Additionally, the City should consider the relaxation of parking requirements in the waterfront zone, permitting developers to allow market pressures to set parking needs (i.e. no parking requirements). The City and CADC should explore the potential of a new waterfront parking garage somewhere close to the 100% of the future waterfront (in the vicinity of Queen Street). This structure would require a dedicated feasibility study & business plan.



### 4.5 Development Pro-Forma

A summary of the waterfront’s proposed pro-forma is shown in Table 4.14. The intent is to show the ‘potential’ build-out resulting from implementation of the plan according to the guiding principles and planning policy outlined in this report. As the lands within the study area are predominantly privately owned, development will occur if and when the landowner chooses, and as such will evolve in a more organic fashion. However, the pro-forma demonstrates the types of heights, footprints, and densities that would be appropriate under the proposed policy amendments.

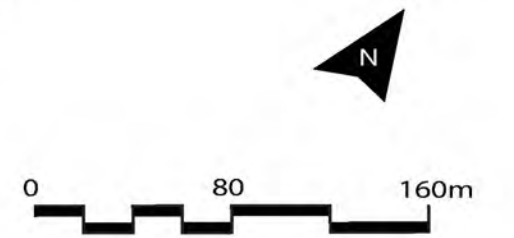
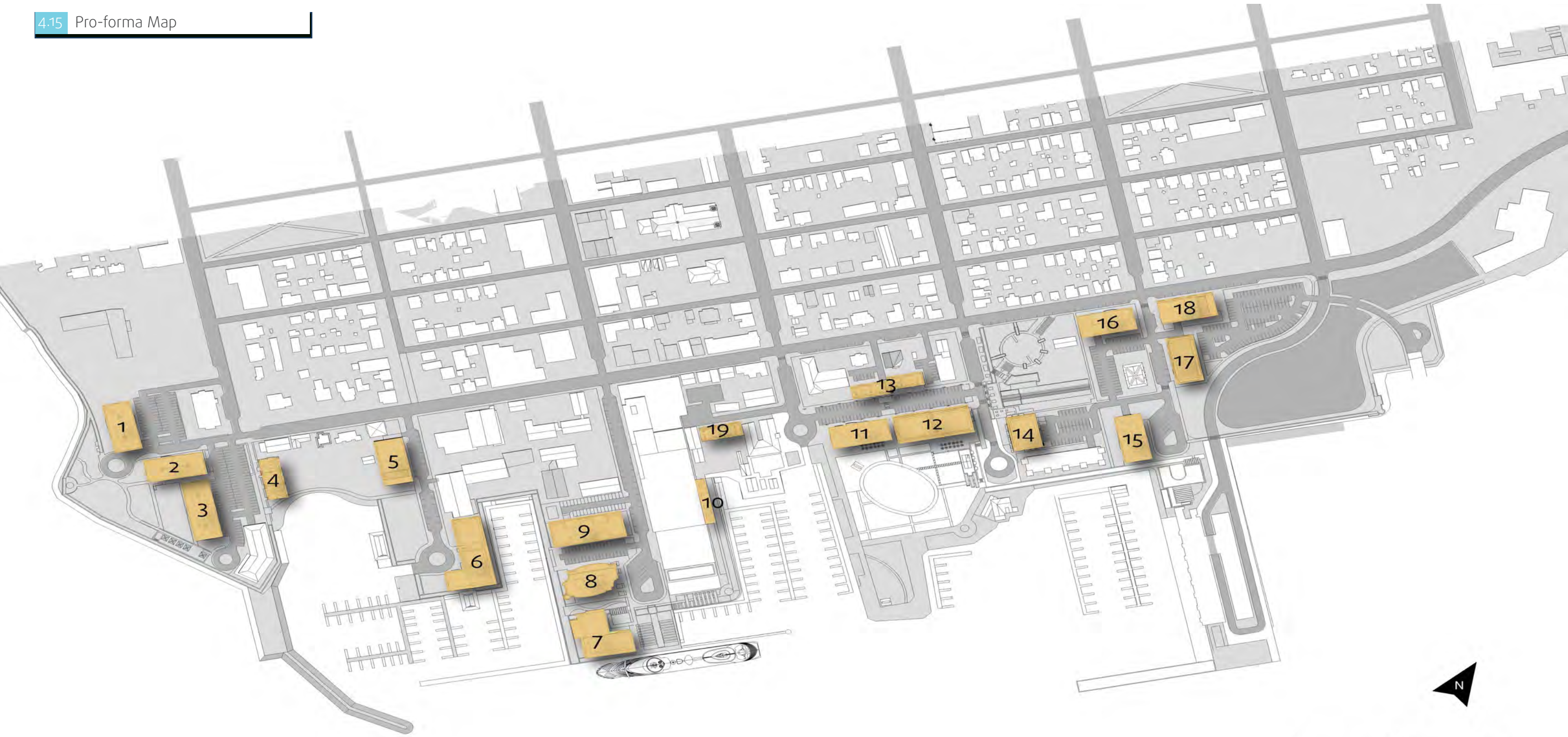
The table illustrates the development breakdown of the waterfront and provides an input into the economic impact model. The adjacent map figure 4.X corresponds with the table and identifies each building on the plan. The total potential build-out for the master plan is 963,000 square feet (204,00 square feet of commercial and 759,000 square feet of residential). The total unit count is proposed is 742 new residential units; assuming a diverse break down of unit types.

Charlottetown Pro Forma Building Index								
	Building	Residential Unit Count	Footprint (sq.ft.)	Total Residential (sq.ft.)*	Retail Space (sq.ft.)	Office Space	Storeys	Storeys with Bonus
	1	44	10,000	55,000	5,000		6	
	2	40	10,000	50,000	10,000		6	
	3	75	14,000	77,000	7,000		6	8
	4	12	5,000	15,000			3	
	5	40	10,000	30,000	10,000		4	6
	6	40	10,000	50,000	10,000		6	7
	7	24	10000	30,000	10000	20,000	6	8
	8	24	10,000	30,000	10,000	20,000	6	
	9	80	10,000	50,000	10,000		6	
	10	0	4,000	0	4,000		1	
	11	40	10,000	50,000	10,000		6	
	12	72	14,000	70,000	14,000		6	7
	13	20	8,000	24,000	8,000		4	
	14	24	6,000	30,000	6,000		6	8
	15	72	14,000	70,000	14,000		6	
	16	40	10,000	30,000	10,000		4	6
	17	40	10,000	50,000	10,000		6	
	18	40	10,000	30,000	10,000		4	6
	19	15	6,000	18,000	6,000		4	
<b>Total</b>		<b>742</b>	<b>181,000</b>	<b>759,000</b>	<b>164,000</b>	<b>40,000</b>		<b>963,000</b>

\* Without Density Bonus

4.14 Waterfront Pro-forma

4.15 Pro-forma Map



## 4.6 Potential Development Parcels (east to west)

### The Port

The Port has indicated an interest in a new commercial facility next door to the Roseport Condominiums. As has been discussed, a low single use development would not serve the long term needs of the waterfront. Instead, the Port should partner with a developer for a more comprehensive mixed-use development. The new zoning requirements require sound rated glass on any new buildings within 100m of the Port, which will help minimize the impacts of the boundary condition. Several additional buildings have been shown on Port Lands (east of the Hillsborough Street extension). The Port currently has no plans for this kind of development, however, that may change over time.

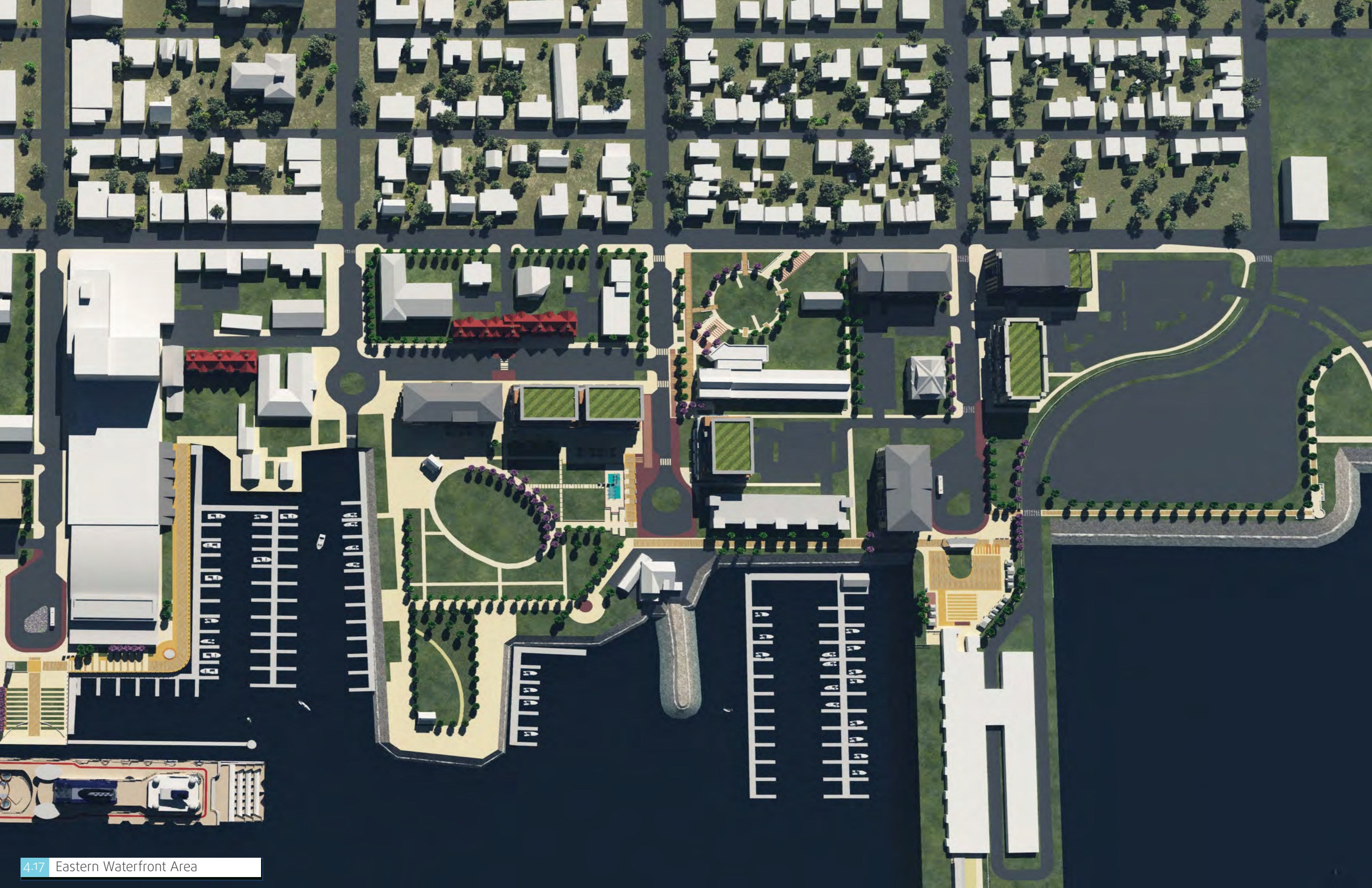
### Hillsborough/Water Street

The parking lot on the west side of the proposed Hillsborough extension is another highly suitable development site. This site would have full ground floor retail, underground parking and 5-7 storeys of residential or office space above. This building will be instrumental in extending the urban feel of east Water Street down towards the Port.

### Prince Street/ Founders Hall Infill

North of the new Hillsborough Waterfront Condos, there is a small parcel of land that could be infilled as a new development. An important consideration for this site is that the rear at-grade parking lot needs to double as an events plaza in much the same way as Bishop's Landing on the Halifax Waterfront. These event plaza should be co-managed by the owner and CADC/City as part of the development process, if at all possible. Underground parking will be required for this site. Some of the public benefit concessions (if requested) could go into streetscape improvements on Prince Street.







#### CADC Confederation Landing Parking Lot

The plan shows the eventual connection of a new road between Great George and Prince Streets, through the current CADC parking lot. This road should eventually be coordinated with streetscape improvements to Great George Street and urban sculptures and art should be included as was noted in the 1999 Historic District Streetscape Study (Ekistics 1999). This parking lot has been transformed on the plan into several development sites which would front directly onto Confederation Landing. While there would be some loss of surface parking, there would be an overall increase, as underground capacity is extended under the buildings and the street, resulting in a doubling of lots. These development sites would have full ground floor retail and office/residential space above up to the eight storey maximum height. There are environmental issues that would have to be overcome before this project could proceed. CADC could proceed with an expression of developer interest for this parcel(s). An additional building is shown on the Cox & Palmer property in case there is a desire to take advantage of the new connector street if/when it is constructed.





4.20 Queen's Wharf

### Queen's Wharf

Queens Landing could be one of the earliest redevelopment sites of this waterfront plan. The land has just been divested by the Canadian Government to be developed in the near future. The current wharf structure can only structurally support a three storey building; however, three storeys and a series of surface parking lots would be a tragic misuse of this important waterfront development parcel. The consultants believe that the developer should look at the possibility of leaving the current piled wharf structure intact for all areas except the new buildings portion (350'x 160'). In the building area, the existing wharf deck should be removed, new deep piles constructed to support several 8 storey structure(s), a 160 lot underground parking lot created and several surface parking 'plazas' (parking lots constructed with stone pavers which can double as an event plaza during events). The boardwalk would likely have to be raised between 1.2-1.6 m above the existing wharf deck to interface with the new finished floor elevation of the buildings. The orientation of the proposed buildings on the plan is important in that it affords each a view to the mouth of the harbour out to the ocean and minimizes their visual scale for pedestrians on the boardwalk. One large building, like the Delta, should be avoided in favour of two or three smaller buildings.



4.21 Charlottetown Yacht Club

### Charlottetown Yacht Club

The Yacht Club has been active for over 90 years on the waterfront and has become an institution for Charlottetown. The property will soon need some very expensive shoreline stabilization to restore the failing timber piles. This could run into the millions of dollars and could very possibly overburden the Club. There are currently no plans for development however, the club is open to the idea of partnering with a developer in the future to create a revenue stream for improvements and possibly new facilities for the club. The plan shows a new 6-8 storey building replacing the current facilities. The ground floor would be commercial and a new CYC clubhouse, with residential or office space above. Similarly, the vacant lot at the corner of Pownal and Water Street could accommodate a 6-8 storey structure with underground parking. Underground parking could also be accommodated under the current boat storage yard, leaving the yard to function in much the same way as it does today. Obviously there are many different redevelopment scenarios for this property...or, the club could simply leave the property as is. The plan tries to provide as much flexibility to the Club as possible while accounting for future growth of the waterfront.



4.22 Armories Property

### Armories Property

The Armories property will undoubtedly be one of the most sought after sites in Charlottetown if and when it is divested. The size of the property has significant development and open space potential. The property is one of the few on the waterfront that likely will not be encumbered by geotechnical or severe environmental constraints. The plan shows the point left as a new urban waterfront park with the streetside left for redevelopment. There will likely be room for commercial kiosks on the waterfront in this location. The City should use the public benefit funds which will come from this development to relocate or redesign the existing sewage lift station.



4.23 Armories Property

### 10 Haviland Street Apartments

There is a large tract of developable land behind the 10 Haviland five storey apartments. The current land owner has proposed a 2-storey townhouse development. The consultants firmly believe there is much more development potential for this important parcel, which could easily accommodate a 40-60 unit mixed use development. One of the trends that should be explored and that is now occurring close to universities and colleges is parents buying condos and renting to their student children. Under this scenario, typical student apartment rental units or 'micro boutique' apartments are in the range of 300 to 400 square feet. Alternately, upscale condos or apartments could be created. This could be another very early development site with this plan's adoption. The owner should work with a skilled design firm (and possibly another developer) to maximize the mutual benefit potential for both the owner and the waterfront.



4.24 The Port Zone



## 4.4 Port Zone

The study area has been divided into two zones or precincts, a waterfront zone and a port zone. These designations support the unique uses of the study area, while addressing the need for integration along the edge condition.

The creation of a port zone is a much needed step to protect the economic vitality of the waterfront, while still encouraging and support the public good. The port zone would be a secured and physically separate area, with a transitional zone that permits the continuation of the boardwalk through to the Hillsborough Bridge. The secure zone should be pulled back to the northwestern half of the site, permitting the new development of the arrivals plaza, Hillsborough Landing. Weymouth Street should be slightly redirected to provide for a complete physical separation from the extended Hillsborough Street / new Hillsborough Landing plaza, and restricted to port traffic only. This realignment permits a green buffer zone to be created which will benefit adjacent land uses.

The Port Zone will likely need secure fencing, due to Transport Canada requirements. Fencing is acceptable to separate the zones so long as it does not compromise the connection of the boardwalk from Hillsborough Landing through to the Eastern Gateway area.

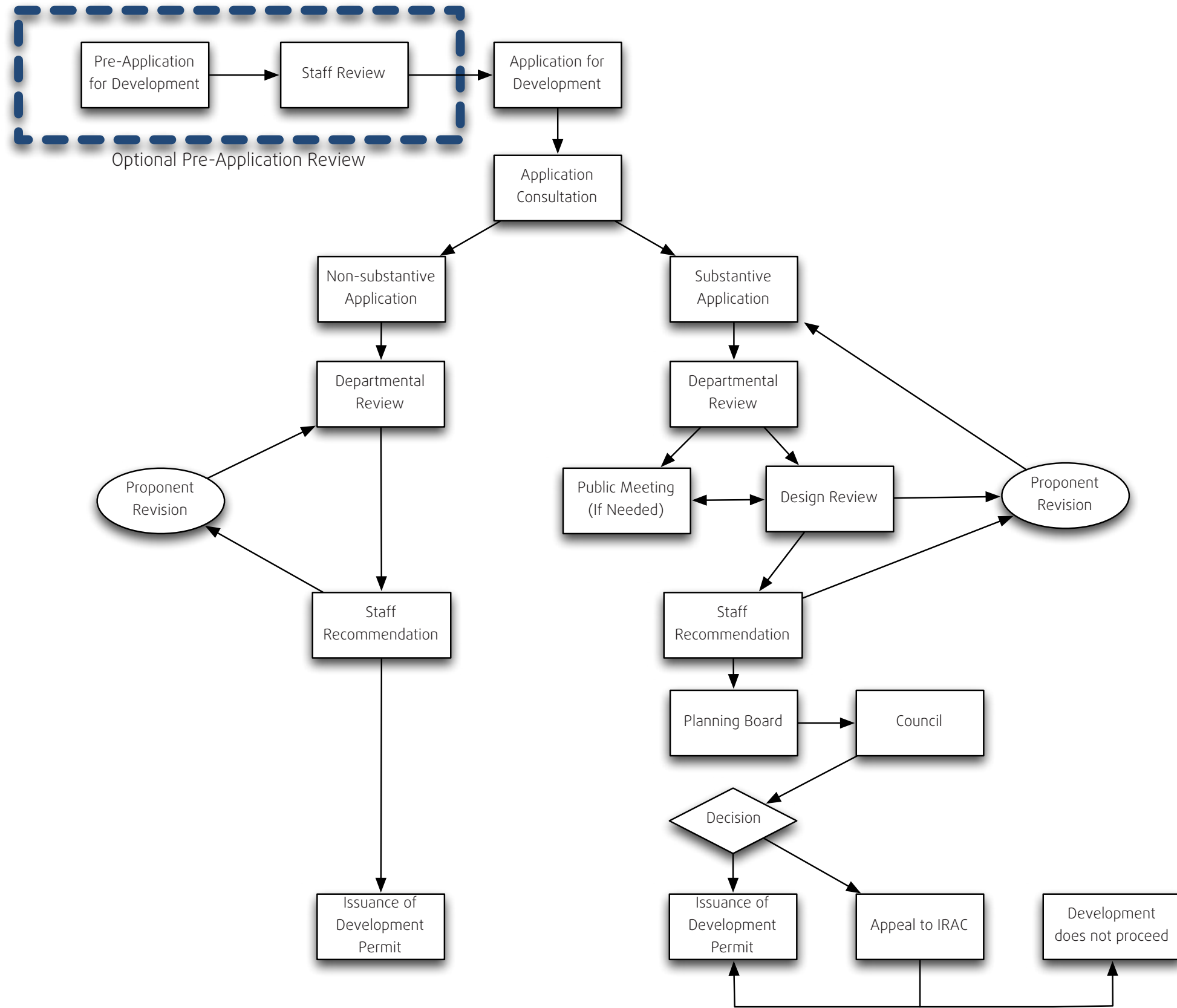


# 5.0 REALIZATION

This report describes the long term vision for the Charlottetown Waterfront, and outlines a program of policy changes and updates designed to encourage the desired forms and functions. The proposed illustrative plan is based on a series of planning principles that emerged from a best practices review and were refined by the public consultation process.

In moving forward, it will be important for the various stakeholder groups, municipal units, and development partners to work together to fulfillment of the ultimate vision for the waterfront.





5.1 Proposed Planning Process

## 5.1 Administration of the Planning Process

More detailed text on the administration of the Planning Process can be found in the draft zoning and development bylaw text in the appendix. In general, the proposed administrative model depicted in figure 5.1 outlines how the form based zoning & design review process would be integrated into the current planning process for Charlottetown.

To commence the process, a proponent would be invited to submit a pre-application review. This step allows the proponent to familiarize themselves with the planning policy and process, and receive feedback from staff on their proposed submission. This step would be optional for developers.

All full planning applications would be received at an application consultation, at which time substantive applications would be separated from non-substantive, as defined in the zoning and development bylaw. Non-substantive applications would continue to be reviewed by all relevant internal departments, but pending compliance with the zoning and development bylaw would be granted a development permit. Any issues that would preclude staff approval are sent back to the proponent for mitigation, and once addressed rejoin the process. This separation of non-substantive applications will streamline the development process for simple and uncomplicated applications.

In addition to the internal departmental review, all substantive applications would be set to an external design reviewer. This reviewer would be selected from a pre-screened roster of design professionals who would serve the City for a set period. The design reviewer's comments, together with those of the relevant City departments and planning staff would form the recommendation package presented at Planning Board. Issues of non-compliance with the zoning bylaw identified by either staff or the design reviewer would require mitigation by the proponent, prior to proceeding to Planning Board. As is the current process, all Planning Board recommendations would be reviewed by Council.

The proponent would still be able to appeal Council's decision to the Island Regulatory and Appeals Commission (IRAC).

## 5.2 Economic Impact Assessment

The following provides an analysis of the proposed mixed use residential, retail and office/commercial development of Charlottetown's waterfront lands. The analysis is expressed in terms of:

- « The economic benefits from the "one time only"<sup>1</sup> construction impacts resulting from the spending on goods and services in relation to the development. This activity spans from site preparation through to the commissioning of the facilities;
- « The employment impacts associated with the full occupancy of the retail and commercial space based on intended site uses;
- « The impact of consumer spending associated with the household units that will occupy the residential space that is provided by the development; and,
- « The fiscal contribution of development through the impact of the development on the municipality's tax base and, consequently, the taxes paid to the municipality as a result of the new development.

When completed, this development will generate 742 residential units, 164,000 square feet of retail space, and 40,000 square feet of Commercial space, as well as a variety of outdoor and public realm spaces. At the end of a 20-year build cycle, the completed project will have resulted in more than \$135 million in construction related spending, including \$102 million in multi-unit residential construction, \$26.2 million in retail construction spending, and \$6.4 million in office related construction spending.

### Construction Impacts

Ekistics Planning and Design provided construction cost data and providing an economic impact analysis of one-time-only construction related spending. Information from a proprietary Inter-Regional Input-Output model that is based on Canada's National System of Accounts was used to assess the impact of the planned expenditures on the economy of PEI as well as all provinces and territories in Canada. Impacts are reported for the entire Province.

<sup>1</sup> They are 'one time only' because, although they may occur over a period of several years, the spending ends when the facilities are completed (i.e. the Construction Phase).

The total value of this projects amounts to \$135 million, mixed between commercial and residential construction activities. The direct, spin-off (indirect and induced) impacts associated with this one-time-only construction related spending<sup>2</sup>

- « \$91 million in GDP at market prices,
- « \$44 million in direct and spin-off<sup>3</sup> wages and salaries and income of unincorporated enterprises (household income),
- « 1,633 direct and spin-off jobs, and
- « \$11 million in direct and spin-off taxes through \$6 million in Federal Taxes and \$5 million in Provincial Taxes

Due to the localized nature of construction spending, most of the benefits calculated by the interregional model accrue to PEI, and within PEI, most of the benefits will accrue to the region around Charlottetown – the location of the proposed construction.

<sup>2</sup> The following defines the types of impacts discussed in this report:

Direct Impacts – are production, income, employment, taxes, and spending on goods and services associated with the direct spending on those contractors, designers, engineers, etc. who are directly involved in the associated project. This would include wages and salaries paid to construction workers, building suppliers and engineers in activities from site preparation to commissioning of the facilities;

Indirect Effects – are production, income, employment, tax, resource or environmental changes in backward linked industries. For example, these are the impacts associated with the suppliers to the building contractors, and in turn, suppliers of these suppliers. Examples of indirect effects would be the impacts associated with the transactions between the an excavation/site preparation contractor and an a company that services this contractor's heavy equipment during the course of the Project; and,

Induced Effects – are the changes in household spending caused by changes in household income. These are the impact from contractor employees and/or their supplier employees spending their wages and salaries on goods and services. As an example, it is the engineer who spends the wages they earned during their project work on the personal operation of their household.

<sup>3</sup> Spin-off impacts are sum of the indirect (e.g., contractors buying from their suppliers) and induced impacts (e.g., direct contract staff and employees of supplier companies spending their wages and salaries)

### Municipal Impacts

The assessment of municipal tax impacts is defined based on:

- « Construction costs and first round purchase prices,
- « Project expectations and assumptions concerning increases in property market values (once built and over time),
- « The phasing of the development, and
- « Prevailing residential and commercial mil rates for Charlottetown.

Accordingly, the property tax impacts are expressed as accruing to the City. Once built, the completed development could contribute as much as \$2.5 million to the Municipality through commercial and residential property tax revenues. Within this model, the fully completed development will provide an additional tax base of approximately \$220 million, not including land values.

### Household Operations Impacts

The analysis shows that the development will accommodate approximately 742 households comprised on approximately 2,000 individuals. These households will spend approximately \$34 million annually on goods and services related to the operations and maintenance of their households. This includes:

- « \$9.4 million on transportation
- « \$6.1 million on Clothing
- « \$5.2 million on Shelter (2)
- « \$2.6 million on Food
- « \$2.4 million on Health care
- « \$1.8 million on Recreation
- « \$1.5 million on Household furnishings and equipment
- « \$1.2 million on Household operation
- « \$3.9 million on a variety of other goods and services



While it is difficult to identify how much of this spending is incremental or new spending in Charlottetown, the majority of these purchases will occur in the local area. As such, purchases for household operations will benefit the local retail and service sectors.

### Commercial Operations

The development will provide a just over 200,000 square feet of mixed commercial space. At this stage of the project, it is difficult to estimate the specific attributes of the businesses that will take up occupancy within the site; however tenants are expected to include a mix of retail and personal services, from food services sectors to clothing retailers, to professional offices, among others. When fully occupied, the commercial tenants could provide local employment for as many as 350 people on the site, based on the average profile of various store retailers and office operations.

### Limitations & Major Assumptions

- « Economic impacts considered in this analysis are project spending only.
- « The impacts from the on-going commercial and residential use of the completed development have not been addressed.
- « The economic assessment is applied to the conceptual expenditure details based on the proposed illustrative plan.
- « All dollars are assumed to be in 'constant dollars' based on the time of the expenses (2012 - current).
- « The model assumes that the construction expense is a one-time only expense and occurs in one period. The reality is that these impacts occur over a period of several years and several phases, based on the timing of the expenses or the duration of the construction activity.

The reported impacts should be interpreted as cumulative over the duration of the project. A construction project of this type could run for several years.

## 5.3 Conclusions & Recommendations

In moving the Charlottetown Waterfront Master Plan forward, the vision and efforts of many people will have to come together. As much of the plan area is privately owned land, it will be important for the City of Charlottetown to provide a framework of planning policy that will encourage the realization of the community's vision for the waterfront. The City should also take an active role in strategic investment into public infrastructure as a method for leveraging private funding. This approach, along with the development of key partnerships will help to ensure the waterfront evolves in a manner consistent with the development principles and public vision described in this plan.

Key recommendations for moving forward have been outlined for planning policy, partnership development, open space, and urban design.

### Planning Policy Recommendations:

- « Amend the zoning and development bylaw to create a new waterfront zone and port zone.
- « Integrate a design review into the current planning approvals process.
- « Reinforce the planning policy connection between the waterfront and 500 Lot / Downtown area.
- « Continue to streamline the development approval process as part of the forthcoming Official Plan and Zoning & Development Bylaw Review.



### Partnership Recommendations

« The City should work with key partners and strategically aligned organizations to move waterfront development in the right direction. Key partnership opportunities may include:

- Charlottetown Area Development Corporation
- The Charlottetown Port Authority
- Downtown Charlottetown INC & the Chamber of Commerce
- Area Residents
- Private Landowners
- The Province of Prince Edward Island
- The Government of Canada

« Establish a relationship with other waterfront municipalities (such as Halifax), to exchange information, experiences, and best practices for urban waterfront development.

« Encourage high quality development from all proponents interested in the Charlottetown waterfront, and work proactively with development partners on the creation of high quality public amenities.

### Open Space & Recreation Recommendations

« Develop a civic policy for passive land acquisition to complete a continuous waterfront trail from Victoria Park to the Eastern Gateway & beyond.

« Create a branding strategy to raise the profile of the waterfront boardwalk.

« Work with CADC on boardwalk renewal projects to widen and enhance the waterfront boardwalk.

« Integrate active transportation connects to and through the waterfront area. Provide additional active transportation amenities such as bicycle parking.

« Continue to program Confederation Landing and other waterfront open space with year-round events.

« Acquire the site for Roundhouse Park.

« Explore the feasibility of a high profile waterfront recreation project, such as a floating pool.



#### Urban Design Recommendations:

- « Develop design guidelines for the waterfront area, including direction on streetscape character, open space, public art, and signage.
- « Undertake a signage & wayfinding strategy for the waterfront area.
- « Encourage a diverse mixture of waterfront uses. Strategically direct seasonal retail & commercial uses by providing rental kiosks in pre-determined locations, such as along the back side of the Delta Hotel.
- « Accept only the highest quality development along the waterfront.
- « Advocate for below-grade parking.
- « Create proper termini for waterfront streets, with visual and physical connections to the waterfront.

Charlottetown's waterfront is one of the City's most important civic assets. Over the next thirty years, as it evolves into a high quality, vibrant space where residents live, work, and play it will be important to return to the development principles articulated by the public during this master planning process. The Charlottetown waterfront is a unique area of the City that serves a variety of needs; industry, tourism, open space. The waterfront is an area of civic pride that must be reflective of the needs and desires of the Community, where development occurs in a balanced manner that is sensitive to the unique context of the City. By focusing on these end goals, the public's vision for the waterfront will become realized, and Charlottetown will set a new standard for contemporary waterfront design.



# APPENDICES

Zoning & Development Bylaw Amendments

# Zoning & Development Bylaw: **Amendments**

## **Section 2: Operation and Interpretation**

### **2.1 Administration**

This By-law shall be administered by the Development Officer.

### **2.2 Design Review Roster**

There is hereby created a design review roster.

1. The roster shall consist of no more than five members who shall be appointed by Charlottetown City Council in accordance with the following:
  - a. Residents of one of the four maritime provinces (Prince Edward Island, Nova Scotia, New Brunswick, or Newfoundland & Labrador).
  - b. At least one member of the roster shall be a locally (PEI) based Design professional.
  - c. Only those applicants with professional expertise in the fields of architecture, landscape architecture, urban design, urban planning, or a similar profession shall be eligible to apply to the roster.
  - d. All professionals on the roster must hold an accredited professional degree for their respective field.
  - e. Rostered design reviewers shall be appointed by Council for a period of two years. At the end of the roster period, a new call for members shall be issued.
  - f. A rostered design reviewer is eligible for reappointment.
  - g. A rostered design reviewer who declines three consecutive reviews without cause shall be deemed to have resigned.
  - h. Should a vacancy on the roster occur for any reason other than the completion of the term of a member, Council shall, within 30 days of the notification of vacancy, appoint a person to fill the vacancy and the person so appointed shall hold office for the remainder of the term of the member in whose place he or she was appointed.

### **2.3 Design Review**

1. A design review process is initiated by the Manager of Planning upon receipt of a substantive planning application.
2. The review is triggered upon receipt of the completed application and related application fee (\$1,500.00)

### **2.4 Design Reviewer Role**

1. The design reviewer(s) shall review:
  - a. Substantive site plan applications per section 2.12 of this Bylaw.

2. The Design Reviewer shall:
  - a. Conduct a review of the proposed plan for conformance with the intent of this bylaw.
  - b. Submit written comments on various aspects of the submission. Written comments may be supported by redline 'markups' of the submission.
  - c. Consider the advice of the Heritage Advisory Committee on site plan applications on registered heritage properties or abutting registered heritage properties, and on applications within the designated heritage district.
  - d. Advise the Development Officer on matters pertaining to bonus zoning.
  - e. Provide feedback and comments within a specified 10 business day review period.

### **2.5 Design Review Honorarium**

1. Upon receipt by the City of Charlottetown of the design review comments and mark-ups, the selected rostered professional is paid a \$1,000.00 honorarium by the City.

### **2.6 Approval of the Application**

1. Comments / markups from the design review are forwarded back to the applicant, if necessary.
2. The applicant will revise their submission accordingly. Revised plans are resubmitted to the City, along with a \$250 compliance (secondary) review fee.
3. The revised plans are forwarded to the design reviewer(s) for the compliance review.
4. If the review is satisfactory, plans are forwarded to the Planning Board along with the Development Officer's comments for the Board's consideration in preparing its recommendation to City Council.

### **2.7 Development Permit**

1. No person shall undertake a development without first obtaining a development permit.
2. No person shall erect, construct, alter, or reconstruct any building or locate or carry on any industry, business, trade, or call or use any land or building without complying with the provisions of this ByLaw.
3. A development permit shall expire 12 months from the date of issue if the development has not commenced.

### **2.8 Development Permit: Application**

1. An application for a development permit shall be accompanied by a site plan drawn to scale depicting the following:
  - a. The items required to be shown in the application for a Building Permit under the Building ByLaw
  - b. The dimensions of the site and location of all proposed and existing buildings.
  - c. Identification, location, and gradients of all parking areas including the location and width of driveways, entrances and exits to parking areas, maneuvering areas for vehicles, service areas, visitor parking and loading areas.
  - d. The location and details of proposed open space.

- d. The location and details of proposed open space.
  - e. Any additional information related to the site, buildings, or adjacent properties as may be required by the Development Officer to determine if the proposal conforms with the provisions of this bylaw.
2. Where the proposed development requires a relaxation of the requirements of this bylaw, the applicant shall provide a written proposal explaining the rationale for the request.

#### **2.9 Site Plan Approval: Application**

1. All applications for site plan approval shall be accompanied by a site plan drawing to an appropriate scale and depicting the information required in section 2.8.
2. All applications for site plan approval shall be accompanied by architectural plans indicating compliance with this bylaw.

#### **2.10 Site Plan Approval: Exemptions**

1. The following developments shall be exempt from design review:
  - a. A change in the size of windows and doors that do not face streetlines.
  - b. Building repairs.
  - c. Window and door replacement in existing openings.
  - d. Installation or repair of minor building features.

#### **2.11 Site Plan Approval: Non-Substantive Applications**

1. The following developments are non-substantive site plan approval applications and do not require design review or planning board approval:
  - a. Accessory buildings or structures.
  - b. Development that does not materially change the external appearance of a building facing streetlines.
  - c. New window and door openings or alterations to existing window and door openings abutting streetlines.
  - d. Alteration of external cladding material that does not affect the external appearance of a building facing streetlines.
  - e. Signs.
  - f. Decks, patios, and similar unenclosed features.
  - g. Steps, stairs, and other entryways.
2. A non-substantive site plan application may be approved by the Development Officer.

#### **2.12 Site Plan Approval: Substantive Applications**

1. Any application that is not listed in sections 2.10 or 2.11 is a substantive site plan approval application and shall be subject to a design review & planning board approval.
2. In addition to the requirements of section 2.11, unless otherwise specified, all development within the Waterfront Zone, as shown on Map B, shall be subject to the substantive application process.

3. Prior to a substantive application for site plan approval being submitted, the applicant shall confirm with the development officer if a public consultation process is required.
4. If the project is deemed necessary to undertake public consultation, the proponent is responsible to engage in a city-lead City consultation process that may include a combination of the following methods:
  - a. Open House
  - b. Public Kiosk
  - c. Website or Online Forum

#### **2.13 Site Plan Approval: Public Notification**

1. The area of public notification for non-substantive site plan approval shall be 30 metres from the property boundary of the lot subject to approval.
2. The area of notification for a substantive site plan approval shall be the entire waterfront zone (WF-1) plus 30 metres.
3. Notification of non-substantive site plan applications shall occur by letter to civic addresses within the zone of notice. Notification of substantive site plan application shall be through public notice (the newspaper and City website) and through the installation of on-site signage.

#### **2.14 Licenses, Permits, and Compliance with Other Bylaws**

1. Nothing in this bylaw shall exempt any person from complying with the requirements of any other bylaw of the City of Charlottetown or from obtaining any license, permission, permit, authority or approval required by any other City of Charlottetown bylaw or any regulation of the Province of Prince Edward Island or the Government of Canada.
2. Where the regulations of the bylaw conflict with those of any other bylaw of the City or regulation of either the Province or the Government of Canada, the more restrictive provision shall apply.

#### **2.15 Maps and Schedules**

1. The following maps and schedules form an official part of this bylaw as pertaining to the WF and PZ zones.
  - a. Zoning and Schedule
  - b. Waterfront Area
  - c. Walkable Streets
  - d. Maximum Heights
  - e. Maximum Bonus Heights
  - f. Streetwall Setbacks
  - g. Streetwall Heights

#### **2.16 Permitted Uses and Requirements**

1. The Permitted Uses, the minimum sizes and dimensions of Lots, the minimum Setback distances, the Maximum Lot Coverage, the minimum Landscaped Open Space, the maximum Height of

Buildings, and all other zone requirements are set out herein for the respective zones in which they Shall apply.

2. Matters set out in the General Provisions of Section 4, pertain to requirements which apply in all zones or in specified groups of zones.
3. With the exception of the matters set out in the General Provisions, all land Shall be Used and all Buildings or Structures or parts thereof, Shall be placed, Erected, Altered, or Used only in conformity with the provisions of the zone in which the said land, Buildings or Structures are situated.
4. The requirements pertaining to the Subdivision of land, the placement of Signs and the protection of Heritage Resources Shall apply in all zones.

#### 2.17 Posting of Building Permits

The City Shall post Building and Development Permits, subdivision/consolidation, and demolition permits that have been issued by the City on their webpage and this Shall be deemed to be notification under the Bylaw of a permit being issued. The website posting shall:

1. Be updated at least every second week;
2. State the parcel number, property address and type of work approved.

#### 2.18 Interpretation

1. Application of Requirements
  - a. Where a development is comprised of more than one use, unless otherwise specified the requirements within this bylaw for each use shall apply.
2. Zones & Schedules
  - a. For the purpose of this bylaw and the map entitled map A, zoning and schedule, the following zones and schedules are hereby established:
    - i) Waterfront Zone (WF)
    - ii) Port Zone (PZ)
1. Interpretation of Zoning Boundaries
  - a. The boundary of a zone as shown on Map 1 shall be determined as follows:
    - i) Where a zone boundary is indicated as following a street, the boundary shall be the streetline of the street unless otherwise indicated.
    - ii) Where a zone boundary as indicated as approximately following lot lines, the boundary shall follow lot lines unless said lot lines are the subject of a subdivision approval after the date of amendment of this bylaw, in which case the zone shall remain as it is shown on the map.
    - iii) Where a zone boundary follows a shoreline, the boundary shall be the ordinary high water mark.

- iv) Where a part of the harbour is in-filled beyond the limits of a zone or a building is constructed over water, said land or building shall be deemed to be included within and subject to the requirements of that abutting zone.

#### Section 3: Definitions (to be added)

1. Accessory means naturally and normally incidental, subordinate, and exclusively devoted to.
2. Accessory Surface Parking Lot means on-site, surface parking provided in support of the main use of the land.
3. Adult Entertainment Use means a massage parlour, sex-aid shop, an adult bookstore, or an adult cabaret.
4. Adult Cabaret means any premises or part thereof, whether public, semi-public, or private, wherein is provided the opportunity to feel, handle, touch, paint, be in the presence of, or be entertained by the nude body of another person, or to observe, view or photograph any such activity.
5. Adult Bookstore includes any establishment or place for the purpose of retail trade where 20% or more of the value of the total stock in trade or 20% or more of the area used for display of materials in any such establishment or place is comprised of books, magazines, or other periodicals relating to, or portrayed as relating to, sexual activities.
6. Alcohol related establishment means a permanent use (not subject to a temporary permit) that is licensed to serve alcohol without a meal pursuant to the Prince Edward Island Liquor Control Act.
7. Alter means to make any change in the size, shape, structure or materials of a building or any part thereof.
8. Attached Building means a building otherwise complete in itself, which depends for structural support or complete enclosure upon a division wall or walls shared in common with an adjacent building or buildings.
9. Average grade means the average finished elevation around the perimeter of the lot.
10. Bicycle Parking, Class A means a facility which secures the entire bicycle and protects it from inclement weather, and includes any key secured areas such as lockers, bicycle rooms, and bicycle cages.
11. Bicycle Parking, Class B means bicycle racks, including wall mounted varieties, which permit the locking of a bicycle by the frame and the front wheel and support the bicycle in a stable position with two points of contact.
12. Bicycle Parking, Enhanced means any of the following: bicycle parking in excess of the required minimums in terms of quantity or class; the provision of sheltered bicycle parking; the provision of showers, at the rate of one for every six bicycle spaces, and clothes lockers, at the rate of one for every bicycle space.



13. Billboard means any freestanding sign and supporting structure, maintained or used for display of advertising matter, or any advertising sign displayed in conjunction with mural artwork occupying an equal or greater surface area on a building, wall or fence.
14. Building includes any structure placed on, over, or under the land and every part of the same and any external chimney, staircase, porch, or other structure used in connection with such buildings.
15. Building height means the vertical distance between the average grade and a horizontal plane extended across the top of the building.
16. Building width means the width of a building face, being the horizontal width that is enclosed by two lines extending perpendicular from a streetline or two lines that extend perpendicular from a line that is drawn between the points where the side lot lines meet the street where the streetline is a curve.
17. Commercial Parking Garage means a building whose primary use is the provision of parking to the general public for a fee.
18. Commercial Recreation Use means a building or part of a building in which a recreational activity is performed and for which a membership or instruction fee is charged, and without limiting the generality of the foregoing, shall include weight-lifting or fitness centres, boxing or racquet sport clubs, martial arts schools and dance studios.
19. Commercial Surface Parking Lot means an area of land used for the provision of parking to the general public for a fee.
20. Commercial use means the use of a building for the purpose of buying and selling goods and supplying services.
21. Community Facility means a building or site owned by a government agency or non-profit organization or religious institution or philanthropic institution and used as a meeting place for entertainment or education or social activities by the general public on a regular or occasional basis and includes a church hall or a public hall.
22. Corner lot means a lot situated at the corner of two streets, unless such streets form an angle of greater than 135 degrees in which case such a lot shall be an interior lot.
23. Cultural use means the presentation of art, artistic performances, musical performances, lectures, or other exhibits.
24. Depth means a specified distance along a horizontal plane towards the interior of a building or a lot from a streetline or lot line.
25. Facia Sign means a sign which is attached directly to or painted on a building wall, and which does not extend therefrom nor extend above the roof line.
26. Flanking lot means a lot situated at the intersection of three or more streets.
27. Flat roof means a roof that is sloping no greater than 1:12.
28. Floor area ratio means the gross area of all floors in a building, measured from the outside of external walls, divided by the area of a lot.
29. Front Yard means a yard extending across the full width of a lot between the street line and the nearest wall of any main building or structure on the lot.
30. Front lot line means the lot line abutting a street.
31. Ground Sign means a sign supported by one or more uprights, poles or braces, placed in the ground.
32. High-rise Building means a building or that portion of a building that is greater than 33.5 metres in height.
33. Housing Affordability means all types of housing whereby the provincial government provides some form of subsidy or rent assistance, including public, non-profit and co-operative housing, as well as rent supplements for people living in private market housing.
34. Institutional use means any educational or religious use, museum, public library, fire or police station, public works, hospital, nursing home, community facility, recreational, cultural or open space use.
35. Interior lot means a lot abutting only one street.
36. Interior lot line means any lot line that is not coincident with a streetline.
37. Landscaped Area means any combination of trees, shrubs, flowers, grass or other horticultural elements, decorative stonework, pavers, screening or other landscape architectural elements, all of which are designed to enhance the visual amenity of a property or to provide an amenity for common use by the occupants of a building.
38. Low-rise Building means a building or that portion of a building that is less than 18.5 metres in height.
39. Marine related use means a use that is dependant upon access to the Harbour and includes, without restricting the generality of the foregoing, marinas, tugboat facilities, and boat building and repair facilities.
40. Massage Parlour includes any premises or part thereof, by whatever name designated, where a massage, body rub, alcohol rub, bath or similar activity is performed, offered, advertised or solicited by persons in pursuance of a trade, calling, business, or occupation or which is equipped or arranged so as to provide such activity, but does not include any premises or part thereof where treatment is routinely offered or performed for the purpose of medical or therapeutic treatment and is performed or offered by or under the supervision or direction of a physician, licensed naturopath, chiropractor, osteopath, massage therapist, physiotherapist, or nurse licensed or registered under the laws of the Province of Prince Edward Island.
41. Mid-rise Building means a building or that portion of a building that is no less than 18.5 metres in height and no more than 33.5 metres in height.
42. Multiple Unit Dwelling means a building containing four or more dwelling units.
43. Playground means an area of outdoor landscaped open space equipped with play equipment such as slides, swings or climbing structures or other recreational equipment.

44. Projecting Sign means a sign which projects from and is supported by or which extends beyond a wall of a building.
45. Recreation use means the use of land, buildings or structures for active or passive recreational purposes and may include indoor recreation facilities, sports fields, sports courts, playgrounds, multi-use trails, picnic areas, scenic view points and similar uses to the foregoing, together with the necessary accessory buildings and structures, but does not include commercial recreation uses.
46. Registered heritage building means a building on a registered heritage property pursuant to the Heritage Property Act of Nova Scotia.
47. Registered heritage property means a municipal heritage property or a provincial heritage property pursuant to the Heritage Property Act of Nova Scotia.
48. Required front yard means the minimum depth required by this By-law of a front yard on a lot between the front lot line and the nearest main wall of any building or structure on the lot.
49. Storey means that portion of a building between any floor and floor or any floor and ceiling, provided that any portion of a building partly below grade shall not be deemed to be a story unless its ceiling is at least 2 metres above grade.
50. Streetline grade means the elevation of a streetline at a point that is perpendicular to the horizontal midpoint of the streetwall. Separate streetline grades shall be determined for each streetwall segment that is greater than 38 metres in width or part thereof.
51. Streetwall means the wall of a building or portion of a wall facing a streetline that is below the height of a specified stepback or angular plane, which does not include minor recesses for elements such as doorways or intrusions such as bay windows.
52. Streetwall height means the vertical distance between the top of the streetwall and the streetline grade, extending across the width of the streetwall.
53. Streetwall setback means the distance between the streetwall and the streetline.
54. Stepback means a specified horizontal recess from the top of a streetwall, which shall be unobstructed from the streetwall to the sky except as otherwise specified.
55. Viewing triangle means the triangular shaped area which is that part of and within a corner lot measured from the intersection of the projected curb line of two intersecting streets 6 metres along each curb line and within a straight line joining the two points within which visibility from any street or driveway shall be unobstructed above a height of 1 metre.

## **Section 4: General Provisions -Parking**

### **4.42 Parking Space Standards**

1. For parking in the Waterfront Zone (WF-1) refer to section 28: Parking Standards

## **Section 28: Waterfront Zone (WF)**

### **28.1 General Provisions - Permitted Land Uses**

1. The following uses shall be permitted in the WF Zone:
  - a) Commercial Uses, excluding adult entertainment uses;
  - b) Cultural uses;
  - c) Tourism & Hotel Uses;
  - d) Institutional Uses;
  - e) Marine-related Uses;
  - f) Open Space Uses;
  - g) Residential Uses; and,
  - h) Uses accessory to the foregoing.

### **28.2 Walkable Street Uses**

1. Notwithstanding subsection 28.1, only those uses listed below shall be permitted on the ground floor of a building in the WF zone immediately abutting the street of designated walkable streets, as outlined on Map C.
  - a. Restaurants & Eating Establishments;
  - b. Tourism service Establishments;
  - c. Retail Uses;
  - d. Licensed Alcohol Establishments;
  - e. Cultural Facilities;
  - f. Banks;
  - g. Uses accessory to the foregoing.

### **28.3 Residential Uses**

1. Buildings erected, altered, or used as multiple unit dwellings shall be required to provide a mixture of unit types and bedroom configurations.
2. Residential uses shall have direct access to the exterior ground level separate from any non-residential use.
3. There shall be no dwelling units on the ground floor of an multi-unit buildings.
4. All units within 100m of the Port Zone (PZ) are required to have windows with an STC rating of 45, and walls with an STV rating of 60.

### **28.4 Residential Uses: Storm Surge Protection**

1. No portion of a building on a lot within the waterfront zone (Map B) shall have a ground floor finished floor elevation (FFE) below the ordinary high water mark.
2. Subsection 28.4.1 shall not apply to parking garages, or accessory structures.
3. Notwithstanding subsection 28.4.1, any existing residential use presently below the required elevation may expand, provided the expansion area has a finished floor elevation (FFE) above the ordinary high water mark.

4. Every application for development shall submit relevant scaled plans with sufficient information (i.e. contours, elevations, lot grading) to demonstrate that the required elevation has been met.

#### **28.5 Waterfront View Corridors**

1. To preserve waterfront view corridors, every new structure shall be set back a minimum of 10m from the mean centre line of the prolongation of Great George Street, Queen Street, Prince Street and Hillsborough Street, extending from their intersection with Water Street towards the ordinary high water mark.
2. To preserve waterfront view corridors, every new structure shall be set back a minimum of 7m from the mean centre line of the prolongation of Water Street and Sydney Street, extending from their intersection with Haviland Street towards the ordinary high water mark.

#### **28.6 Built Form Requirements - Lot Requirements**

- a. Every lot shall have street frontage.
- b. All buildings shall be set back a minimum of 8 metres from the ordinary high water mark.

#### **28.7 Building Height: Maximum Pre and Post Bonus Heights**

1. No building shall be erected, constructed, altered, reconstructed, or located so that it exceeds the maximum height, as outlined on Map D.
2. Notwithstanding section 28.7.1, the maximum height specified on Map D may be exceeded to the maximum bonus height specified on Map E, pursuant to 28.15.
3. All buildings in the WF zone shall have a minimum height of 10 metres, or three storeys, whichever is greater.
4. The following structures or appurtenances shall be exempt from the height requirements in section 28.7.1, and do not count towards the height requirement in section 28.7.3.
  - a. Church Spire
  - b. Lightning Rod
  - c. Elevator enclosure
  - d. Flag Pole
  - e. Antenna
  - f. Heating, Ventilation, or Air Conditioning Equipment or the associated enclosure
  - g. Skylight
  - h. Chimney
  - i. Rooftop Vegetation
  - j. Clock Tower
  - k. Solar Collector
  - l. Architectural Details including but not limited to Roof Top Cupola, Parapets, Cornices, Eaves, Penthouses; provided that the total area of such features does not occupy more than 30% of the total roof area.

#### **28.8 Registered Heritage Properties**

1. In addition to the requirements of this bylaw, development on a registered heritage property shall be subject to the provisions of the Heritage bylaw.

#### **28.9 Green Roofs**

1. Any building designed with a flat roof shall provide a fully landscaped area or green roof on all space not required for mechanical equipment or architectural detailing. The green roof space does not need to be accessible; however it is encouraged that this space be allocated as amenity space.
2. Green roof space would count towards a measurable public benefit, provided that it is fully accessible to building occupants.

#### **28.10 Land Uses at Grade**

1. The ground floor of any building fronting on a street or open space shall have a minimum floor to floor height of 4.0m.
- b. On all designated walkable streets (Map C) at grade commercial & retail spaces fronting onto the streetline or public open space shall have non-reflective and non-tinted glass along at least 60% of their facades between 1.0m and 2.5m above grade.
- c. Seasonal patios permitted on designated walkable streets (Map C) must be constructed on the outside of the existing sidewalk or boardwalk. Continuous pedestrian right of way must be maintained at all times.

#### **28.11 Accessory Buildings**

1. Accessory Buildings shall be permitted, subject to the following requirements:
  - a. The building shall be a maximum of 5m high, with a maximum gross floor area of 23.5m.
  - b. No accessory building or portion thereof shall be permitted between a streetline and a streetwall.
  - c. No accessory building or portion thereof shall be located within a required setback.
  - d. An accessory building shall not require any setback from an interior lot line if the building is located entirely within the rear yard of said lot, or immediately adjacent to the water.

#### **28.12 Prohibited External Cladding Materials**

1. The following external cladding materials are not permitted within the waterfront zone (WF)
  - a. vinyl
  - b. plastic
  - c. plywood
  - d. concrete block
  - e. stucco
  - f. metal siding with exposed fasteners
  - g. darkly tinted or mirrored glass.
  - h. stone tile

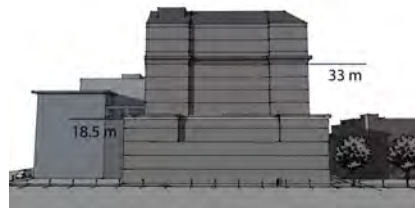
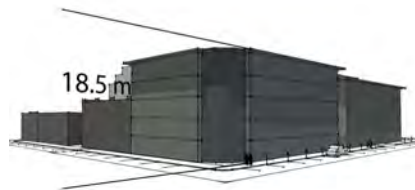
### 28.13 Streetwalls

1. Streetwalls shall have a setback as outlined on Map F.
2. The maximum streetwall height has been outlined on Map G.
3. The minimum streetwall height shall be 8m height, or the height of the building in instances where the building height is less than 8 metres.
4. The following minimum step-backs above the streetwall shall apply:
  - a. a minimum of 3 metres for any remaining height above the streetwall.



### 28.14 Building Setback and Stepbacks

1. Low Rise Buildings
  - a. A low rise building will not exceed 4 stories in height.
  - b. No setback is required from an interior lot line for a low-rise building.
  - c. With the exception of required streetwall setbacks, a low-rise building is permitted to cover 100% of the lot upon which it is situated.
  - d. A low rise building may be setback from an interior lot line. This setback may not exceed 20% of the width of the lot.
2. Mid-Rise Buildings
  - a. A mid rise building will not exceed 8 stories in height, after density bonusing.
  - b. Above a height of 13 metres or the height of the streetwall, the mid-rise portion of a building shall be setback from interior lot lines no less than 10% of the lot width, or 5.5m; whichever is less. Where a lot has more than one streetline, the greater lot width shall be applied.
  - c. The mid rise portion of a building shall not project beyond the vertical plane of the exterior walls of the low-rise portion.
  - d. The low rise portion of the building may meet the mid-rise stepback for no more than 20% of the lot width or 6m, whichever is greater.
3. Permitted Encroachments
  - a. Eaves, gutters, downspouts, cornices, and other similar architectural features shall be permitted to encroach into a required setback or stepback to a maximum distance of 1.0m.
  - b. Balconies are permitted encroachments into a setback or stepback above or on the second storey of a building, provided that the intrusion is no wider than 2.5m from the vertical



face of the building. The aggregate length of such balconies must not exceed 60% of the horizontal width of the building face.

### 28.15 Density Bonus Provisions- Bonus Height Provisions

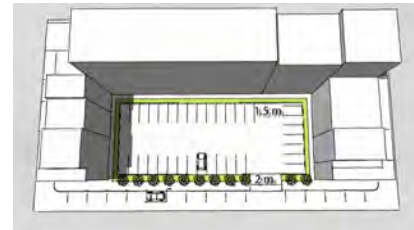
1. A building that exceeds the maximum pre-bonus height as shown on Map D shall be required to provide a public benefit on the lot to a value of not less than \$4.00 per 0.1 square metre of gross floor area for all or part of any story above the pre-bonus height.
  - a. When and where it is not feasible to provide the public benefit on the lot in question, the developer shall provide the benefit offsite, as agreed to by the City and the developer.
  - b. The developer shall submit cost estimates in a format acceptable to the developer officer to quantify the detailed costs of this public benefit. The cost estimate may be subject to verification by a third party estimator at the expense of the developer.
  - c. The specified rate of \$4.00 per 0.1 square metre in subsection 1a shall be adjusted at most every two years, in accordance with the Consumer Price Index.
  - d. The public benefit shall be completed at the time of the issuance of an occupancy permit , or at such other time as mutually agreed upon by the City and the Developer.
  - e. The provisions of 28.7 do not apply to additional height that provides for unoccupied architectural features or permitted height encroachments.
  - f. Development that proposes demolition of a registered heritage property will not be eligible for bonus height and cannot exceed the specified maximum pre-bonus height shown on Map D.

### 28.16 Public Benefit Categories

1. Development meeting requirements of subsection 28.15 shall be permitted as long as the developer provides one or more of the following public benefits:
  - a. Adaptive reuse, maintenance, preservation, or enhancement of a registered heritage property.
  - b. the provision of 5% affordable housing, at a rate of 60% of the area median income for rental units, or 100% of the area median income for condominium units.
  - c. the provision of three or four bedroom units with dedicated outdoor amenity space.
  - d. the provision of public open space, such as urban park, plaza, boardwalk or other facility where a deficiency exists or as indicated by the City.
  - e. the provision of public art.
  - f. investment in active transportation or public transit.
  - g. the mitigation of sea level rise through proactive design practices.
  - h. the provision of a LEED-gold standard certified building, at a minimum.
  - i. the provision of subsidized commercial space for arts and cultural uses.
  - j. the provision of a 20% of dwelling units that incorporate universal design requirements in accordance with ICC/ANSI A117.1 Type C, VISIBLE Unit.

**28.17 Public Benefit Agreement**

1. Prior to the issuance of a development permit, the developer shall enter into an agreement with the City that shall:
  - a. identify the parcel of land to be developed as well as specifying the location of the proposed public benefit either on site or off site.
  - b. include design drawings provided by the developer detailing the proposed public benefit. If necessary, construction drawings or architectural renderings, cost estimates, specifications or schematics may be required to communicate the necessary information.
  - c. identify the required process and conditions for supervision and acceptance of the proposed public benefit before the work is accepted by the City.



**28.18 Waterfront Zone Parking - Accessory Surface Lots**

1. Accessory surface parking lots shall be located in the rear or side yard.
2. Surface parking lots shall be hard surface with asphalt, concrete, or pavers, and delineated by concrete curbing. All parking stalls and drive aisles shall be delineated by painted lines or pavers.
3. Any parking lot visible from a street shall have a landscaped buffer zone of no less than 2.0 metres width between the street and the parking lot, exclusive of driveway access. A minimum landscape buffer of 1.5m shall be provided along all other lot lines.
4. Accepted landscaping includes grassed areas or planters. Shrubs should obtain a minimum of 1.0m in height, to reduce glare from headlights, and shall be provided at a frequency of 1 shrub for every 2 metres of rear and side yard lot length. Trees shall be a minimum of 50mm caliper in size, and shall be provided at a frequency of one tree for every 4.5m of length abutting a street.
5. parking spaces shall not be immediately adjacent to doors or passages from buildings.
6. parking between the street and building is prohibited.



**28.18 Location for Parking Structures**

1. Commercial parking garages are permitted in the Waterfront (WF) zone.
2. The following requirements shall apply to commercial parking garages:
  - a. individual parking stalls shall be no less than 2.6m by 5.5.
  - b. parking stalls shall not be adjacent to doors or passageways from buildings.
3. Commercial parking garages shall provide a streetwall as specified on the Streetwall Height Map (Map G), and in no case shall the streetwall height be less than 8m.
4. Rooftop parking and mechanical equipment shall be visually obscured from the street through the use of architectural detailing.

5. At grade uses abutting a street shall be limited to uses outlined in section 28.2, walkable streets, for all street or boardwalk related facades.
6. For any appurtenances on top of the building, the provisions of section 28.7 shall apply.

**28.19 Bicycle Parking**

1. The minimum and maximum number of required bicycle parking spaces shall be as follows:

Use	Parking Requirement	
Multiple Unit Dwelling (four or more dwelling units)	0.5 spaces per dwelling unit.	80% class A, 20% class B
Hotels or Inns	1 space / 30 rooms.	80% class A, 20% class B
Commercial / Office	1 space / 500 sq.m GFA	80% class A, 20% class B
Entertainment	1 space / 25 seats	20% class A, 80% class B
Institutional Uses	1 space / 250 sq.m GFA	20% class A, 80% class B
Parking Garages	1 space /20 parking stalls	Maximum of 50 bike spaces.
Any other use	1 space / 500 sq.m GFA	50% class A, 50% class B

2. Class A Bicycle Parking means:
  - a) Covered parking spaces protected from precipitation within 50 meters of the building's primary entrance.
  - b) Parking spaces shall be highly visible, at ground level or monitored by constant security cameras. Parking areas to be well lit.
  - c) Directional signage shall be provided.
  - d) Parking spaces shall have a minimum overhead clearance of 2 metres.
  - e) Parking stalls shall be no less than 0.6 meters long and 1.2 meters high, and have an associated aisle of 1.5m in width. Door openings shall have an opening of 0.6 meters.
3. Class B Bicycle Parking means:
  - a) Parking is located within 200m of the primary building entrance.
  - b) Parking spaces shall be no less than 0.6 meters long and 1.2 meters high, and have an associated aisle of 1.5m in width.
  - c) Bicycles should be supported at all times by a minimum of two attachment points.

## Section 30: Port Zone (PZ)

### 30.1 General Provisions - Permitted Land Uses

1. The following uses shall be permitted in the PZ Zone:
  - a) Port Uses
  - b) Marine Uses
  - c) Outdoor Storage
  - d) Retail
  - e) Office

### 30.2 Buffer Zone Requirements

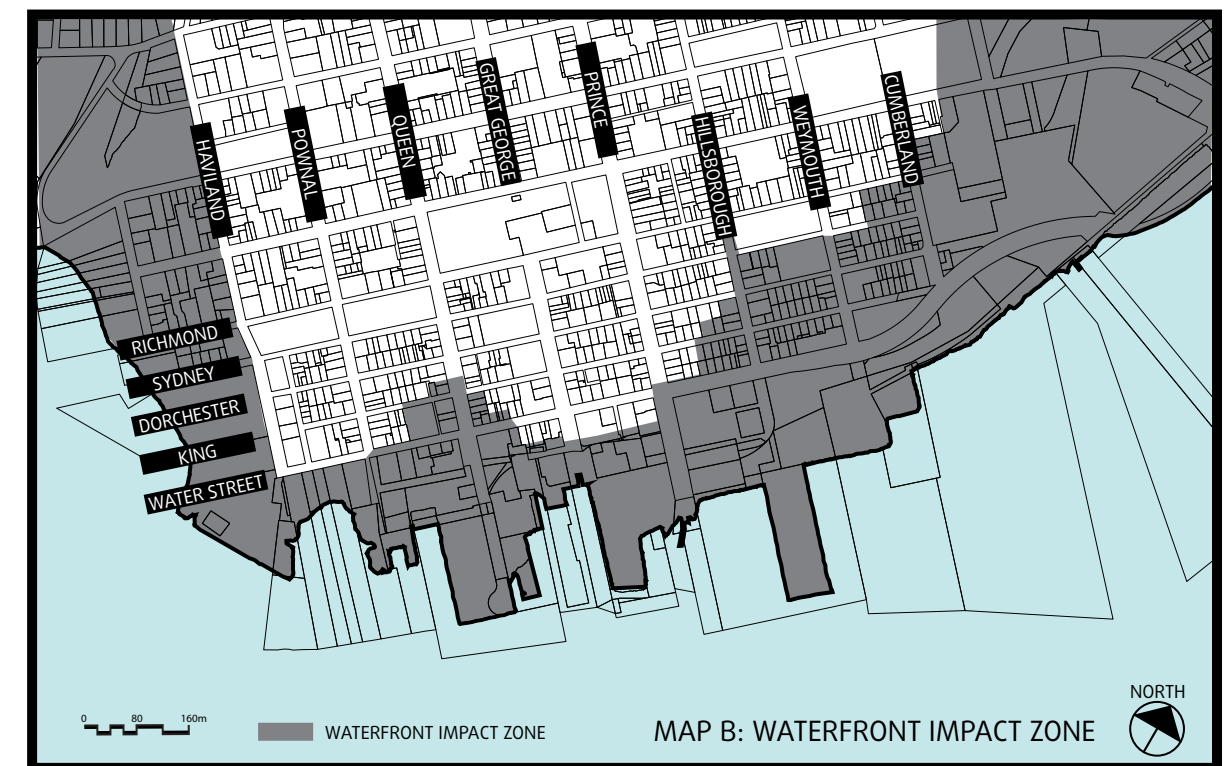
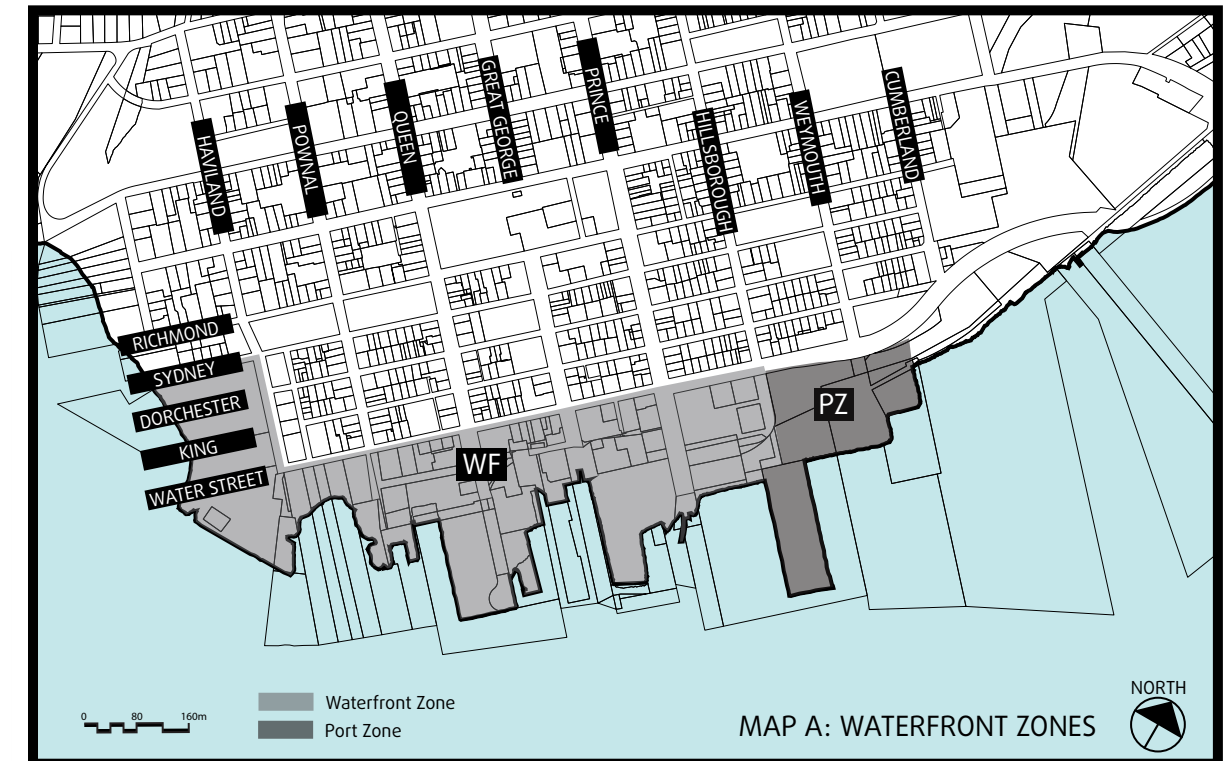
1. A continuous linear boardwalk connection shall be provided along the waterfront, excluding wharfs and piers.
2. The Port Zone shall be buffered from adjacent buildings by an open space corridor of no less than 5m in width.
3. Acceptable uses for the open space buffer include boardwalk, linear trail, greenway, or landscaped area.
4. The open space buffer shall be planted with street trees and shrubs. Trees shall be a minimum of 50mm caliper in size, and shall be provided at a frequency of one tree for every 8m of length along the boundary line.

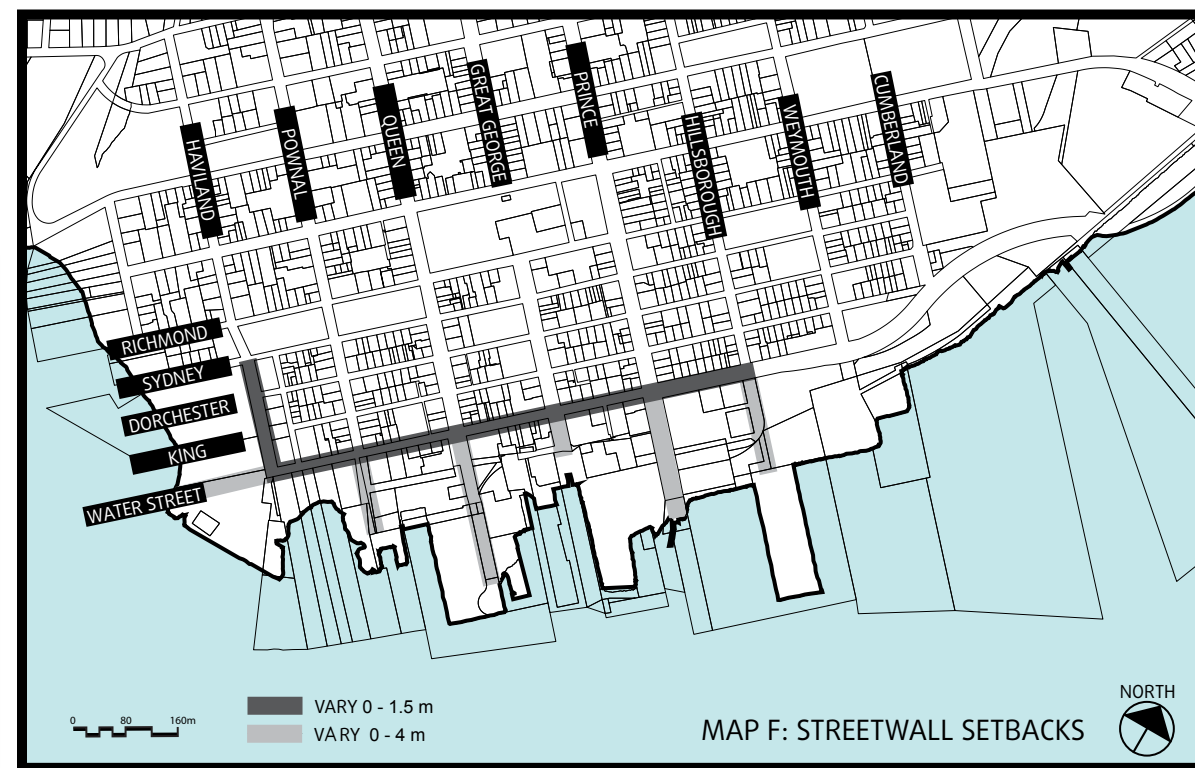
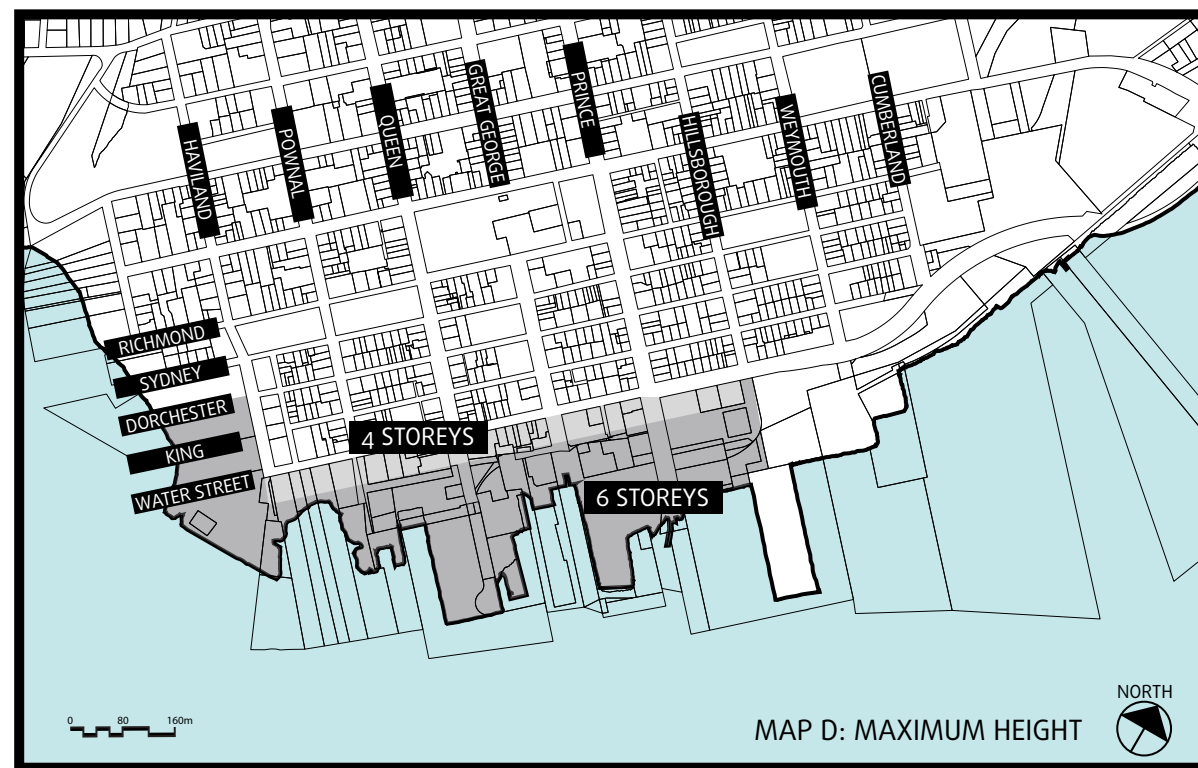
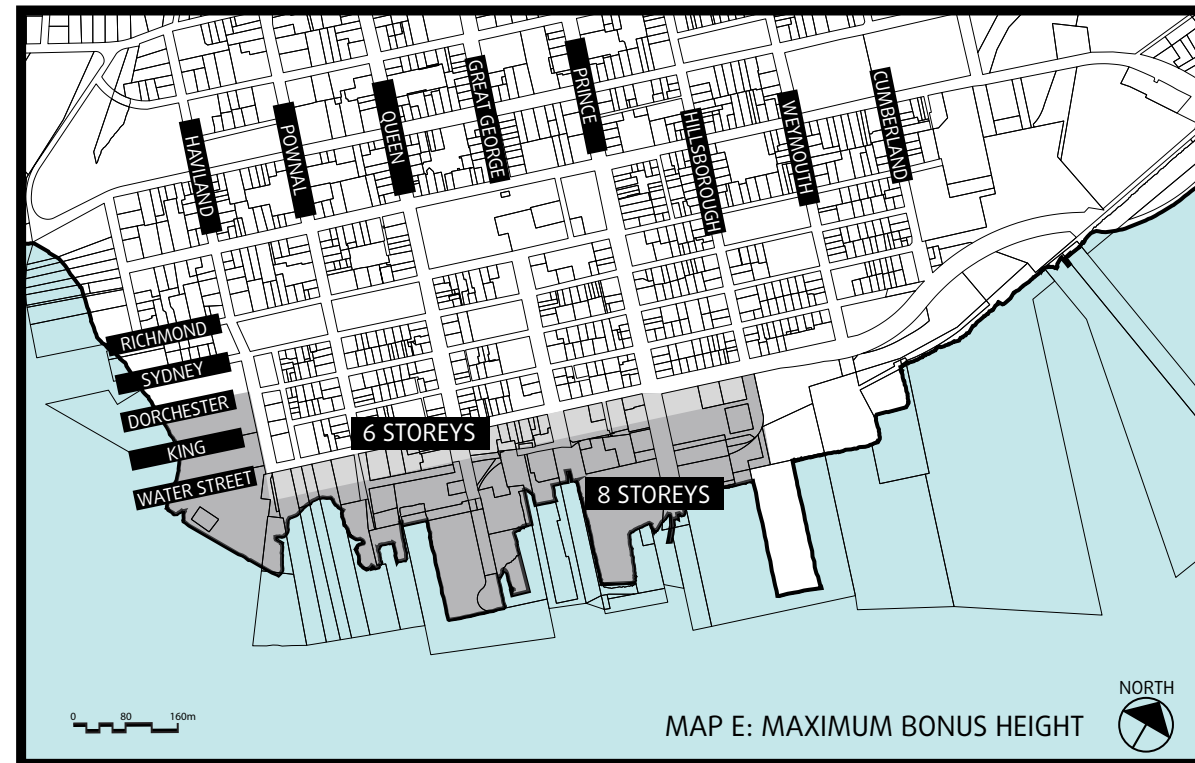
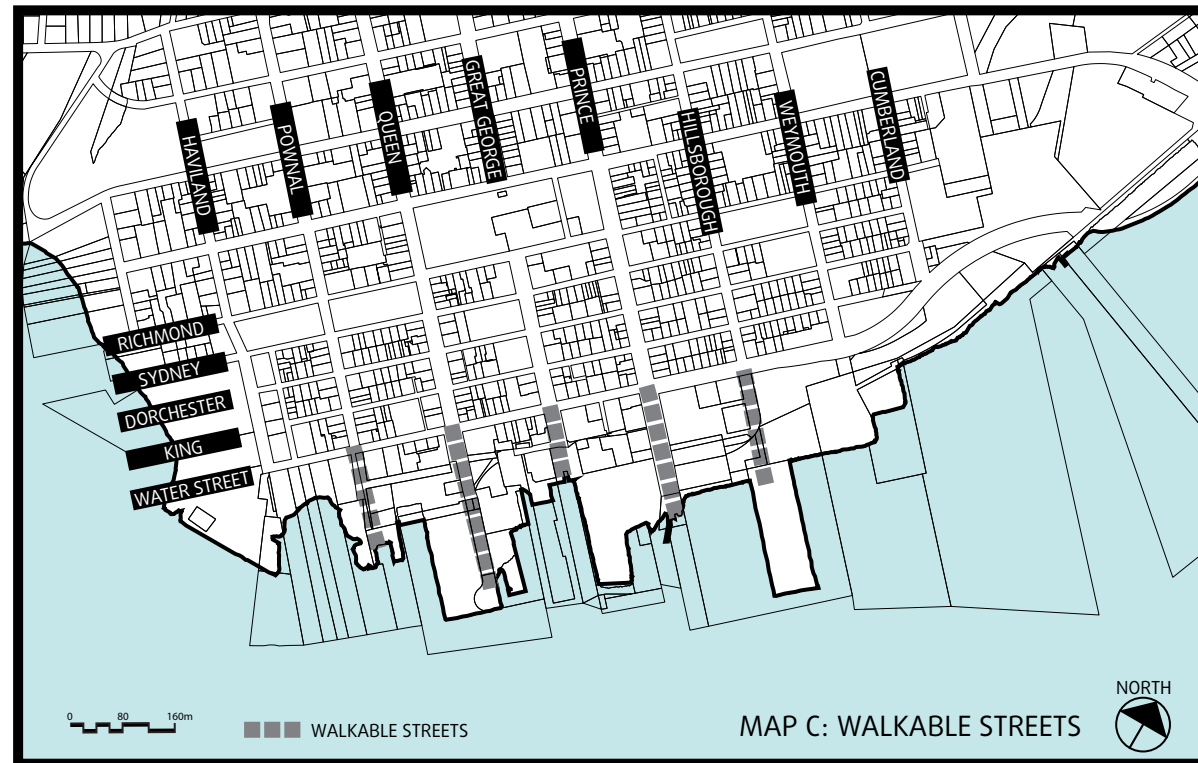
### 30.3 New Buildings

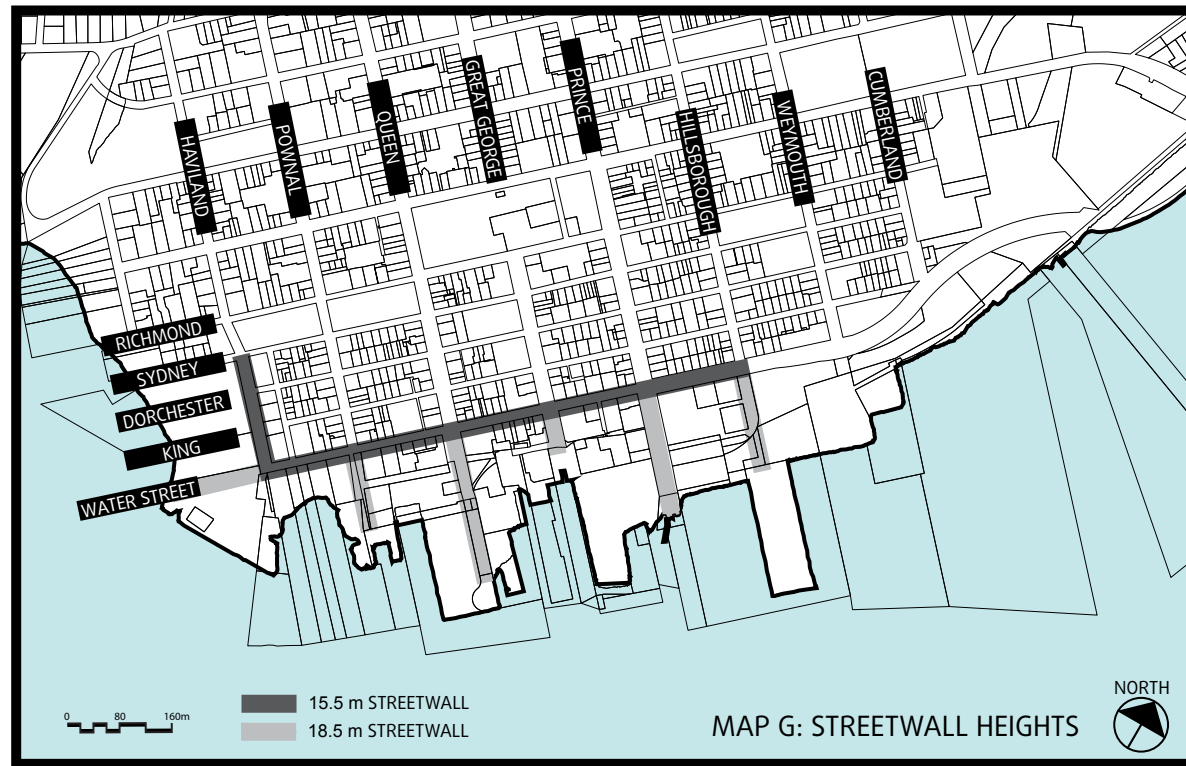
1. Any new building constructed in the Port Zone (PZ) is subject to the building requirements and procedures of the WF Zone.

### 30.4 Parking

1. For any new buildings, parking is not permitted between the streetline and the building.









## Online Survey Results

### Charlottetown Waterfront Master Plan



#### 1. What is your approximate age?

	Response Percent	Response Count
under 21	1.2%	3
21-34	21.1%	53
35-49	33.9%	85
50-64	31.5%	79
65+	12.4%	31
<b>answered question</b>		<b>251</b>
<b>skipped question</b>		<b>2</b>

#### 2. What is your gender?

	Response Percent	Response Count
female	51.2%	128
male	48.8%	122
<b>answered question</b>		<b>250</b>
<b>skipped question</b>		<b>3</b>

#### 3. How long have you lived or worked in Charlottetown?

	Response Percent	Response Count
less than one year	5.3%	13
one to five years	11.3%	28
more than five years	83.4%	206
<b>answered question</b>		<b>247</b>
<b>skipped question</b>		<b>6</b>

#### 4. Do you live in the downtown waterfront area or within walking distance to it?

	Response Percent	Response Count
Yes	62.4%	156
No	37.6%	94
<b>answered question</b>		<b>250</b>
<b>skipped question</b>		<b>3</b>

#### 5. Do you work in the downtown waterfront area or within walking distance to it?

	Response Percent	Response Count
yes	56.2%	140
no	43.8%	109
<b>answered question</b>		<b>249</b>
<b>skipped question</b>		<b>4</b>

6. Do you drive to the waterfront area more often than you walk?			
		Response Percent	Response Count
yes		52.2%	130
no		47.8%	119
answered question			249
skipped question			4



7. On which days do you most frequently use the area?			
		Response Percent	Response Count
Monday		56.9%	136
Tuesday		50.2%	120
Wednesday		60.7%	145
Thursday		54.8%	131
Friday		69.0%	165
Saturday		79.9%	191
Sunday		71.5%	171
answered question			239
skipped question			14

8. What time of day do you most frequently use the area?			
		Response Percent	Response Count
morning		18.8%	45
afternoon		39.3%	94
evening		41.8%	100
answered question			239
skipped question			14


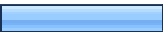
9. How often are you in the Waterfront Area?			
		Response Percent	Response Count
daily		47.5%	112
weekly		40.3%	95
monthly		10.2%	24
yearly		2.1%	5
answered question			236
skipped question			17

10. Do you regularly walk in the area?			
		Response Percent	Response Count
yes		82.4%	197
no		17.6%	42
answered question			239
skipped question			14



### 11. Do you regularly bicycle in the area?

		Response Percent	Response Count
yes		29.3%	70
no		70.7%	169
<b>answered question</b>			<b>239</b>
<b>skipped question</b>			<b>14</b>






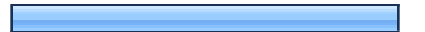





### 12. Do you regularly drive in the area?

		Response Percent	Response Count
yes		75.7%	181
no		24.3%	58
<b>answered question</b>			<b>239</b>
<b>skipped question</b>			<b>14</b>

### 13. Do you regularly park in the area?

		Response Percent	Response Count
yes		56.1%	134
no		43.9%	105
<b>answered question</b>			<b>239</b>
<b>skipped question</b>			<b>14</b>

### 14. What are your most common destinations while in the area? (click all that apply)

		Response Percent	Response Count
personal home		26.8%	64
friend / relative's home		16.7%	40
my place of employment		26.8%	64
personal banking		24.7%	59
shopping		35.6%	85
restaurant/bar		58.2%	139
professional office (i.e. Lawyer, Financial, Medical)		13.8%	33
<b>parks/open space</b>		<b>66.1%</b>	<b>158</b>
museum		5.4%	13
tourist bureau		2.1%	5
I do not visit the area		0.0%	0
Other (please specify)		34.7%	83
<b>answered question</b>			<b>239</b>
<b>skipped question</b>			<b>14</b>

15. What are your secondary destinations while in the area? (click all that apply)			
		Response Percent	Response Count
personal home		4.2%	10
friend / relative's home		21.8%	52
my place of employment		3.8%	9
personal banking		20.5%	49
shopping		38.5%	92
<b>restaurant/bar</b>		<b>40.2%</b>	<b>96</b>
professional office (i.e. Lawyer, Financial, Medical)		23.4%	56
parks/open space		25.9%	62
museum		9.6%	23
tourist bureau		7.1%	17
I do not visit the area		0.8%	2
Other (please specify)		7.9%	19
<b>answered question</b>			<b>239</b>
<b>skipped question</b>			<b>14</b>

16. How many of the storefronts in the area, in general, do you consider to be well maintained and appealing?			
		Response Percent	Response Count
all		5.6%	13
<b>most</b>		<b>82.1%</b>	<b>192</b>
very few		10.7%	25
none		1.7%	4
<b>answered question</b>			<b>234</b>
<b>skipped question</b>			<b>19</b>

17. How easy is it to find parking in the area?			
		Response Percent	Response Count
easy		9.0%	21
<b>acceptable</b>		<b>51.3%</b>	<b>120</b>
difficult		39.7%	93
<b>answered question</b>			<b>234</b>
<b>skipped question</b>			<b>19</b>

**18. The current directional and shop signage is:**

		Response Percent	Response Count
poor		9.0%	21
fair		61.5%	144
good		29.5%	69
<b>answered question</b>			<b>234</b>
<b>skipped question</b>			<b>19</b>

**19. Would you bring visitors to the Waterfront area?**

		Response Percent	Response Count
yes		97.9%	229
no		2.1%	5
<b>answered question</b>			<b>234</b>
<b>skipped question</b>			<b>19</b>

**20. Would you recommend the Waterfront Area to tourists?**

		Response Percent	Response Count
yes		96.2%	225
no		3.8%	9
<b>answered question</b>			<b>234</b>
<b>skipped question</b>			<b>19</b>

**21. What appeals to you about the Waterfront Area? (Check all that apply)**

		Response Percent	Response Count
Its historic character		74.2%	173
<b>Its proximity to the Ocean</b>		<b>85.0%</b>	<b>198</b>
Its variety of shopping / retail venues		28.8%	67
Its beauty		63.9%	149
Its events schedule		15.9%	37
Its open spaces / public areas		64.4%	150
Its entertainment opportunities		32.6%	76
Its proximity to Downtown activities		57.9%	135
Other (please specify)			28
<b>answered question</b>			<b>233</b>
<b>skipped question</b>			<b>20</b>

**22. What (if anything) do you not like about the Waterfront area?**

	Response Count
	140
<b>answered question</b>	<b>140</b>
<b>skipped question</b>	<b>113</b>

**23. During the workshops several overarching design principles for the Waterfront were suggested by the public. Which ones do you feel are important?**

	Least Importance	Some Importance	Greatest Importance	Response Count
Pedestrian Connectivity	2.3% (5)	24.4% (53)	<b>73.3% (159)</b>	217
Maintaining Public Water Access	4.6% (10)	23.0% (50)	<b>72.4% (157)</b>	217
Improving Wayfinding / Signage	30.6% (64)	<b>55.5% (116)</b>	13.9% (29)	209
Activating the Waterfront all four Seasons	10.6% (23)	<b>44.9% (97)</b>	44.4% (96)	216
Improving / Protecting the Environment	2.8% (6)	31.5% (68)	<b>65.7% (142)</b>	216
Design Sustainability	3.3% (7)	37.2% (80)	<b>59.5% (128)</b>	215
Heritage Preservation	5.6% (12)	32.2% (69)	<b>62.1% (133)</b>	214
Building for the Residents not the Tourists	14.2% (30)	<b>51.9% (110)</b>	34.0% (72)	212
Preserving Views	3.3% (7)	30.8% (66)	<b>65.9% (141)</b>	214
Designing for Anticipated Sea Level Rise	5.7% (12)	34.1% (72)	<b>60.2% (127)</b>	211
		Other (please specify)		27
		<b>answered question</b>		<b>217</b>
		<b>skipped question</b>		<b>36</b>

**24. During the workshops several specific design suggestions were made. Which ones do you feel are important?**

	Least Importance	Some Importance	Greatest Importance	Response Count
Strengthening the 'Blue Line'	18.6% (38)	<b>62.3% (127)</b>	19.1% (39)	204
Connecting to Victoria Park	9.3% (20)	32.9% (71)	<b>57.9% (125)</b>	216
Improving Wayfinding / Signage	31.0% (65)	<b>56.7% (119)</b>	12.4% (26)	210
Improving the Seasonal Ice Rink	31.4% (66)	<b>50.5% (106)</b>	18.1% (38)	210
Creating more Boat Launches	<b>41.8% (89)</b>	39.4% (84)	18.8% (40)	213
Limiting future Building Heights	13.2% (28)	29.2% (62)	<b>57.5% (122)</b>	212
Connecting the Boardwalk	5.1% (11)	26.9% (58)	<b>68.1% (147)</b>	216
Improving accessibility issues	8.0% (17)	40.1% (85)	<b>51.9% (110)</b>	212
		Other (please specify)		25
		<b>answered question</b>		<b>217</b>
		<b>skipped question</b>		<b>36</b>

**25. During the workshops several specific areas were mentioned for improvement. Which ones do you feel are important?**

	Least Importance	Some Importance	Greatest Importance	Response Count
The Cruise Ship Terminal	25.1% (53)	<b>45.5% (96)</b>	29.4% (62)	211
Peake's Quay	19.1% (40)	<b>53.1% (111)</b>	27.8% (58)	209
Confederation Landing	10.6% (22)	<b>47.1% (98)</b>	42.3% (88)	208
Yacht Club	27.1% (57)	34.3% (72)	<b>38.6% (81)</b>	210
Victoria Park	9.1% (19)	29.7% (62)	<b>61.2% (128)</b>	209
		Other (please specify)		21
<b>answered question</b>				<b>214</b>
<b>skipped question</b>				<b>39</b>

**26. During the workshops several specific programmed activities were mentioned for the waterfront. Which ones do you feel are important?**

	Least Importance	Some Importance	Greatest Importance	Response Count
Farmer's Market	15.4% (33)	38.8% (83)	<b>45.8% (98)</b>	214
Art in the Park	17.5% (37)	41.0% (87)	<b>41.5% (88)</b>	212
Allow in-line skating	<b>54.3% (114)</b>	35.7% (75)	10.0% (21)	210
Exercise Circuits	34.3% (72)	<b>50.0% (105)</b>	15.7% (33)	210
Seasonal Ice Rinks	19.7% (42)	<b>55.4% (118)</b>	24.9% (53)	213
Movies in the Park	<b>41.6% (87)</b>	39.7% (83)	18.7% (39)	209
Seasonal Festivals	14.2% (30)	35.4% (75)	<b>50.5% (107)</b>	212
		Other (please specify)		14
<b>answered question</b>				<b>216</b>
<b>skipped question</b>				<b>37</b>

**27. What about the Retail Environment would you like to see changed? If anything?**

	Need Less	Adequate	Need More	Response Count
office space	24.8% (51)	<b>66.5% (137)</b>	8.7% (18)	206
retail / shopping	4.8% (10)	<b>62.3% (129)</b>	32.9% (68)	207
cafes / restaurants	4.3% (9)	<b>54.5% (115)</b>	41.2% (87)	211
bars / pubs / taverns	14.8% (31)	<b>62.4% (131)</b>	22.9% (48)	210
gift shops / tourist stops	18.6% (39)	<b>72.4% (152)</b>	9.0% (19)	210
hotels / inns	20.6% (43)	<b>69.9% (146)</b>	9.6% (20)	209
<b>answered question</b>				<b>212</b>
<b>skipped question</b>				<b>41</b>

28. What about the Housing Environment would you like to see changed? If anything?				
	Need Less	Adequate	Need More	Response Count
Single Family Homes	15.1% (31)	<b>67.3% (138)</b>	17.6% (36)	205
Small Scale Apartments	13.9% (29)	<b>55.8% (116)</b>	30.3% (63)	208
Large Scale Apartments	<b>53.9% (110)</b>	39.2% (80)	6.9% (14)	204
			<b>answered question</b>	<b>209</b>
			<b>skipped question</b>	<b>44</b>

29. What about the Open Space / Visitor Experience would you like to see changed? If anything?				
	Need Less	Adequate	Need More	Response Count
Open Space	0.9% (2)	46.9% (100)	<b>52.1% (111)</b>	213
Parks	0.5% (1)	<b>51.4% (110)</b>	48.1% (103)	214
Wider Sidewalks	4.3% (9)	47.4% (100)	<b>48.3% (102)</b>	211
Information Kiosks	10.5% (22)	<b>67.9% (142)</b>	21.5% (45)	209
Historic Information / Signage	6.2% (13)	<b>55.0% (116)</b>	38.9% (82)	211
Landmark Opportunities	6.3% (13)	<b>55.6% (115)</b>	38.2% (79)	207
			<b>answered question</b>	<b>215</b>
			<b>skipped question</b>	<b>38</b>

30. What about the Architectural Environment would you like to see changed? If anything?				
	Need Less	Adequate	Need More	Response Count
buildings of an historical character	3.8% (8)	35.5% (75)	<b>60.7% (128)</b>	211
modern buildings	43.5% (91)	<b>44.5% (93)</b>	12.0% (25)	209
taller buildings	<b>71.4% (152)</b>	22.5% (48)	6.1% (13)	213
denser / more active buildings	32.4% (69)	<b>35.2% (75)</b>	32.4% (69)	213
			<b>answered question</b>	<b>214</b>
			<b>skipped question</b>	<b>39</b>



**31. Which safety issues, in your opinion, need to be addressed in the area?**

		Response Percent	Response Count
hours of commerce		22.0%	48
loitering		19.3%	42
foul language		13.8%	30
perceived lack of care of environs (i.e. litter, pet droppings)		35.8%	78
speed of automobiles		24.3%	53
bicycle parking		45.0%	98
pedestrian crosswalks		36.7%	80
<b>bicycle routes</b>		<b>60.6%</b>	<b>132</b>
accessibility		35.8%	78
lighting and visibility		37.6%	82
sidewalk conditions		41.7%	91
more sidewalks		23.4%	51
Other (please specify)		13.3%	29
<b>answered question</b>			<b>218</b>
<b>skipped question</b>			<b>35</b>

**32. What services/businesses would you like to see added downtown? And why do you think they would help in the development of the area?**

		Response Percent	Response Count
<b>first priority</b>		<b>100.0%</b>	<b>122</b>
second priority		69.7%	85
third priority		43.4%	53
fourth priority		27.9%	34
<b>answered question</b>			<b>122</b>
<b>skipped question</b>			<b>131</b>

**33. Thank you for participating in this Survey for the City of Charlottetown Waterfront Master Plan. If you have any other suggestion which were not covered, or if you have any comments about the workshops or this survey we appreciate your feedback.**

	Response Count
	61
<b>answered question</b>	<b>61</b>
<b>skipped question</b>	<b>192</b>





# >> Final Report

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**EKISTICS PLANNING & DESIGN**

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