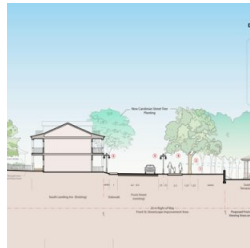


Prepared for the Town of Niagara-on-the-Lake

prepared by:

**URBAN  
STRATEGIES  
INC**



VILLAGE OF QUEENSTON

# SECONDARY PLAN

**(DRAFT  
FINAL)**

Background to the Secondary Plan • Setting the Stage for the Secondary Plan • A Strategy for Guiding Change within the Community • Toward a More Complete Community: The Secondary Plan for the Village of Queenston





## Acknowledgements

### **‘We thank all of those who contributed to the study process’**

The Queenston Secondary Plan is the result of the efforts of many individuals including planning and heritage staff at the Town of Niagara on the Lake, members of the community including commercial property owners, residents of Queenston, representatives of local community institutions, local councillors and the Mayor. Additionally, agencies and regional planning authorities have provided input into the creation of the secondary plan. The ideas and thoughts expressed by those who have taken and active interest in the study have resulted in a policy framework and rationale which is aimed at preserving the best qualities of the village, while incorporating modest new elements which are well suited to the Village and can improve community amenity and vitality.

We would like to thank all of those who have shared their input through meetings, contributed and participated in community open houses and workshops, and those who have taken the time to engage the project team about their thoughts for the future of the area.



## Table of Contents

### Introduction to the Study

i A Secondary Plan for Queenston	2
ii Document Structure	3

### PART 1 Background to the Secondary Plan

1.1 Study purpose and Key Municipal Goals	6
1.2 The Project Team	7
1.3 The Study area	8
1.4 The Study Process	10
1.5 The Consultation Process	10
1.6 What We Heard from the Community	12

### PART 2 Setting the Stage for the Secondary Plan

2.1 A Brief Historical Overview	18
2.2 The Village Today	22
2.3 The Planning Context	26
2.4 Contemporary Challenges and Opportunities	34

### PART 3 A Strategy for Guiding Change within the Community

3.1 Village Strategy	44
3.2 Village Character and Structure	44
3.3 Nine Strategic Directions to Guide Change within the Village	48





## **PART 4 Toward a More Complete Community: A Secondary Plan for the Village of Queenston**

<b>1.0 Introduction</b>	<b>58</b>
1.1 General Intent of the Secondary Plan	59
1.2 Community Structure and Urban Form	59
<b>2.0 Community Development Principles</b>	<b>61</b>
2.1 Promote Design Excellence	61
2.2 Strengthen Existing Neighborhoods	61
2.3 Create a More Complete and Diverse Mixed Use Community	61
2.4 Enhance the Riverfront as a Valued Passive Recreational Amenity	62
2.5 Beautify the Village through Targeted Public Realm Improvements	62
2.6 Celebrate Natural and Cultural Heritage	63
2.7 Structure a Program for Necessary Infrastructure Improvements	63
<b>3.0 General Policies</b>	<b>64</b>
<b>4.0 Living in the Village – Residential Uses</b>	<b>64</b>
4.1 Policies Pertaining to all Residential Designations	65
4.2 Low Density Residential	65
4.3 Established Residential	66
4.4 Village Residential	67
<b>5.0 Businesses in the Village: Village Commercial</b>	<b>68</b>
<b>6.0 Open Space and Community Facilities</b>	<b>69</b>
<b>7.0 Infrastructure Improvements</b>	<b>70</b>
<b>8.0 Public Realm Improvements</b>	<b>72</b>
<b>9.0 Conservation Lands</b>	<b>73</b>
<b>10.0 Special Policy Areas</b>	<b>74</b>
10.1 General Special Policy Area Policies	74
10.2 Special Policy Area 1- Queenston Street	74
10.3 Special Policy Area 2- The School Site	77
10.4 Special Policy Area 3- Willowbank	78
10.5 Special Policy Area 4- Front Street	78
10.6 Special Policy Area 5- Managing the Riverfront	81



<b>11.0 Urban Design Policies</b>	<b>82</b>
<b>12.0 General Site Development Guidelines</b>	<b>83</b>
12.1 Building Heights	83
12.2 Building Orientation	83
12.3 Site Landscaping	83
12.4 Movement, Parking, Access	84
12.5 Loading and Storage	84
12.6 Building Setbacks	85
<b>13.0 Built Form Guidelines</b>	<b>90</b>
13.1 General Built Form Guidelines	90
13.2 Built Form Guidelines for Commercial Use Areas	90
13.3 Built Form Guidelines for Residential Use Areas	93
<b>14.0 Public Realm Guidelines</b>	<b>95</b>
14.1 General Public Realm Guidelines	95
14.2 Specific Public Realm Village Improvement Areas	96
<b>15.0 Tools for Implementation</b>	<b>100</b>
15.1 Site Plan Control	100
15.2 Design Review Process	100
15.3 Cultural Heritage Landscape	100
15.4 Demolition Control	102
15.5 Monitoring and Evaluation	102
15.6 School Site Process	102
15.7 Niagara Parks Commission	103
15.8 Niagara Escarpment Plan	103
15.9 Interpretation	103



## List of figures

<b>Figure 1</b> – Study Area	9
<b>Figure 2</b> – Town of Niagara-on-the-Lake	30
<b>Figure 3</b> – Village Structure/Distinct Character Areas	46A
<b>Figure 4</b> – Land Use Designations	64A
<b>Figure 5</b> – Movements and Transportation Network	70A
<b>Figure 6</b> – Drainage	70B
<b>Figure 7</b> – Section C-C Through Typical Modified street at Bioswale	71
<b>Figure 8</b> – Special Policy Area 1: Queenston Street Demonstration Plan	75
<b>Figure 9</b> – Special Policy Area 1: Queenston Street Demonstration Perspective	76B
<b>Figure 10</b> – Section B-B Through SPA 1-2: Queenston Street	76
<b>Figure 11</b> – Special Policy Area 4: Front Street Demonstration Plan	80
<b>Figure 12</b> – Special Policy Area 4: Front Street Demonstration Perspective	80A
<b>Figure 13</b> – Section A-A Through SPA 4: Front Street	80B
<b>Figure 14</b> – Established Residential	86–87
<b>Figure 15</b> – Village Residential	88
<b>Figure 16</b> – Village Commercial	89
<b>Figure 17</b> – Public Realm	97A
<b>Figure 18</b> – Section D-D Proposed Tree Planting at Niagara River	97B







# INTRODUCTION

**Town Council and the community have determined that a clearer policy and urban design framework is needed for the Village of Queenston – A framework which can preserve the Village's unique natural and cultural heritage features while anticipating and guiding modest future change in a manner which can strengthen local amenity and community vitality, enhance the physical setting and unique assets of the Village, and improve the overall quality of life Queenston offers.**



## i A Secondary Plan for Queenston

The existing Official Plan provides general policies for the growth of the Village of Queenston.

This Secondary Plan document provides more detailed and strategic direction. The Secondary Plan includes a policy framework, urban design guidelines, and tools for implementation to be utilized by the municipality to guide land use and development decisions, reinvestment and community building initiatives in Queenston over the next 10 to 20 years. The Secondary Plan, once approved by Town Council, becomes a part of the Niagara on the Lake Official Plan.

The Secondary Plan responds to distinctive Village circumstance and the needs of existing and future citizens of Queenston. The Plan addresses key challenges and opportunities to ensure that future change can be effectively managed to positively contribute to the health, beauty and vitality of the Village. The Secondary Plan is consistent with the intent of the provisions of the Official Plan, yet provides more detailed land use, public realm and development parameters that respond to the distinctive Village characteristics and community aspirations. In doing so, the Secondary Plan provides greater certainty and clarity about the future of the Village.

This document, containing the Secondary Plan and Design Guidelines, is also a strategic document which can be used by the Town, local residents and businesses as a tool to communicate the vision goals, and specific secondary plan policies to other planning authorities and agencies with a policy or jurisdictional interest in the local area. In this way, the Secondary Plan is an essential tool needed not only to guide land use and physical change, but also, to begin the process of aligning differing policies frameworks and resultant activities toward common goals or to achieve an improved balance between conflicting goals. Finally, this document will be used to help guide and implement future infrastructure and public realm improvements to the benefit of all of Queenston's residents.

### **This document:**

- Creates a detailed policy framework to guide land use and development decisions in a manner that is compatible with the local context and respectful of the broad sentiments of the citizenry
- Builds on the community's existing unique assets and opportunities
- Responds to unique circumstances and contemporary realities facing the Village
- Creates opportunities to increase the diversity of housing types within the Village, attractive to seniors and families wishing to downsize, to young families, single people and non traditional families
- Creates opportunities to increase income diversity within the Village through small commercial opportunities
- Establishes design guidelines specific to the planning area that will inform the design details of site specific development applications
- Describes opportunities for public realm and infrastructure improvements
- Provides a range of implementation strategies to preserve and enhance the character of the Village



## ii Document Structure

This document is presented in six parts:

### PART 1:

**Background to the Secondary Plan** section outlines the purpose of the study and broad municipal goals, describes the study area and presents an overview of the study process to date, and elements and events associated with the work program and the consultation process.

### PART 2:

**Setting the Stage for the Secondary Plan**, sets the context for understanding and managing future modest change by providing an overview of the evolution of the area, describing existing conditions, the planning context and outlining contemporary challenges and opportunities to provide a clear rationale for the development of the Village strategy and resulting secondary plan and design guidelines.

### PART 3:

Outlines **the Village Strategy**, a strategic plan for the future which responds to the unique challenges and opportunities of the Village and outlines the broad objectives for how change and development should be managed to preserve natural and cultural heritage features while directing modest future change to strengthen local amenity, enhance the physical setting and unique assets of the Village, and improve the overall quality of life Queenston offers.

### PART 4:

Presents the **Secondary Plan** and associated Secondary Plan Policies which translate the goals of the Village strategy and will be utilized to guide future development and public infrastructure projects in Queenston.

**Urban Design Policies** which form part of the Secondary Plan, establish specific criteria to organize structure and evaluate elements of the built environment to promote a high level of integration, contextual fit and compatibility with the overall character and qualities of the Village.

**Tools for Implementation** which form part of the Secondary Plan, outlines an implementation framework, including policy and procedural changes, and provides recommendations to guide beneficial infrastructure improvements within the Village.





SOUTH LANDING  
• INN •  
PRIOR TO 1927



PART 1:

# BACKGROUND TO THE SECONDARY PLAN

**A multi-disciplinary consulting team was selected by the Town of Niagara-on-the-Lake to work with residents, stakeholders, agencies and staff to undertake the Secondary Plan Study. Consultation was a key component of the study process.**



## PART 1:

# Background to the Secondary Plan

## 1.1 Study Purpose and Key Municipal Goals

In June 2006, The Town of Niagara on the Lake initiated a study to create a Secondary Plan for the Village of Queenston. The purpose of the study was to prepare more detailed policy guidance than the existing Official Plan by providing a coherent policy and urban design framework to implement a vision for the Village and guide land use and the physical development of the Village within the existing urban boundary area.

**Key municipal objectives of this study are to:**

- 1 Establish a public consultation process to identify broad community and stakeholder issues.**
- 2 Prepare a Village Strategy document to guide the formation of the Secondary Plan and establish a vision for the Village and the basis for actions or policy to address community and stakeholder issues.**
- 3 Prepare a Secondary Plan including urban design guidelines and implementation tools to provide direction and policies that address land use, conservation and change within the Village, and are in conformity with the Niagara Regional Policy Plan. The plan will contain, but not be limited to the following key land use policy areas, where appropriate; cultural landscape, streetscape guidelines, urban design guidelines, residential/infill housing, parks and open space, commercial uses, institutional/school uses, mixed use facilities, utilities, municipal servicing, environmental, heritage, transportation, and special policy areas, where identified.**
- 4 Recommend policy amendments to achieve the goals of the Village Strategy.**
- 5 Recommend implementation tools and strategies.**

Underpinning each of these key objectives is a commitment on the part of the municipality to craft a realistic planning and urban design framework, which can preserve the essential character and quality of the Village, while identifying and addressing land use and development parameters to successfully anticipate and guide modest change that will enhance the amenity, vitality and quality of life in Queenston.





## 1.2 The Project Team

### Team Organization Chart



A multi-disciplinary consulting team was selected by the Town of Niagara-on-the-Lake to work with residents, stakeholders, agencies and staff to undertake the Secondary Plan Study. The study team was lead by Urban Strategies Inc., a firm with recognized expertise in the areas of planning, urban design, streetscape and master planning, supported by PEIL Inc, undertaking elements related to civil engineering and storm water management.



### **1.3 The Study Area**

The study area is comprised by the Queenston Urban Area, as identified in the Town of Niagara-on-the-Lake Official Plan, the four properties on the riverfront side of Front Street, and includes the abutting riverfront lands managed and under the jurisdiction of the Niagara Parks Commission and Niagara Escarpment Commission (Figure 1). Generally, the study area boundary coincides closely with that of the old police Village. While the riverfront lands are beyond the municipal urban boundary, it is important that the Secondary Plan speaks to the relationship between the Village and the River given its immediate proximity to the Village and to address issues of land use compatibility; natural heritage and development impacts associated with existing and future land use decisions along the Riverfront.

While the recommendations of this study are directed to the study area, the broader landscape and policy frameworks of planning authorities with jurisdiction in the area have also been considered as these have, in some cases, direct implications on the form and function of the Village.

# STUDY AREA

SCALE: NTS



Figure 1





## 1.4 The Study Process

The Secondary Plan study process was completed in four phases over the course 14 months at a total Council approved project budget of \$60,000. An overview of key tasks associated with the project work plan is provided below.

Overview of the Work Plan			
Phase 1 Background Information & Investigation	Phase 2 Village Strategy	Phase 3 Draft Secondary Plan Components	Phase 4 Final Secondary Plan Document
Aug – Jan 06	Jan – Apr 07	Apr – May 07	June – Nov 07
<ul style="list-style-type: none"> <li>• Research and Investigation</li> <li>• Planning and Agency Working Session</li> <li>• Stakeholder Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Review Initial Findings with Staff &amp; Prepare for Workshop</li> <li>• Community Visioning Workshop</li> <li>• Identifying issues and potential strategies for the future</li> <li>• Draft Village Strategy</li> <li>• Council presentation of Draft Village Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Draft Components of the Secondary Plan</li> <li>• Draft Components of Design Guidelines &amp; Implementation</li> <li>• Community Open House: Review Draft Components</li> <li>• Working Session and Refinement with Client</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare Draft Final Secondary Plan and Design Guidelines</li> <li>• Post Plan to Website</li> <li>• Community Open House</li> <li>• Finalize and Deliver Secondary Plan and Design Guidelines</li> <li>• Present Draft Final to Council &amp; Refine</li> </ul>

## 1.5 The Consultation Process

The planning process has involved an ongoing engagement of Village residents, property owners and agency stakeholders. The goals of the consultations process have been: to keep the community informed and involved, to ensure that ideas and concerns expressed by the community were addressed, and to chart a balanced course of action between vastly differing or conflicting community sentiments to achieve solutions which may not be acceptable to all, but generally meet the goals and expectations of the broad community.





## **Key elements of the consultation program have included:**

- 1. A planning and work session with municipal staff and local planning authorities** having some level of jurisdiction and related policy of relevance to the development of the Secondary Plan. Discussion topics focused on current agency activities, master planning and policy implications, and discussions concerning areas of mutual concern and possible methods of policy and action alignment across jurisdictional bounds.
- 2. Approximately 20 small groups and/or one on one stakeholder interviews** conducted early in the study process with representatives of the community to gain a broad understanding of common and diverse perspective representing the broad sentiments of the community. Local stakeholders included representatives of the residential community, commercial property owners, politicians, local institutions and interested members of the general public.
- 3. A broader public outreach strategy began February 20th, 2007**, wherein the project team hosted a full day community workshop attended by over 70 community members. This session actively engaged participants to offer their ideas, issues, concerns and suggested opportunities about the future of Queenston through facilitated group discussions, small group working sessions, a feedback questionnaire and through a plenary wrap up session designed to elicit feedback on specific topics of relevance to the Village. The results of this session together with the stakeholder interviews formed the basis for the creation of the Draft Village Strategy.
- 4. Presentation to Municipal Council of the Draft Village Strategy, April 2nd, 2007**, outlining the strategic directions for the future of the Village of Queenston focusing on preserving the unique character and natural and cultural heritage features of the Village while guiding minor change. The Draft Village Strategy was received by Council and the project team was authorized to proceed with the preparation of the draft Secondary Plan and Urban Design Guidelines based on the directions of the Draft Village Strategy.
- 5. Community Open House and Presentation on the Draft Components of the Secondary Plan May 28, 2007.** This public consultation event provided an overview of the draft policy framework and urban design guidelines established for Queenston and included a facilitated discussion and community response on elements the community liked, elements of concern, and elements that were missing. Feedback from this meeting was used to establish the Draft Final Secondary Plan.
- 6. Community Open House and Presentation on the Draft Final Secondary Plan November 6, 2007.** This public consultation event provided a presentation of the draft final Secondary Plan for Queenston. Feedback from this meeting was used to revise the Draft Final Secondary Plan.
- 7. Written comments submitted by the community** are also incorporated into the Draft Secondary Plan on an ongoing basis throughout the process.
- 8. Revision and finalization of the Secondary Plan and presentation to Council.**



## 1.6 What We Heard

Through the consultation process, there were many voices and opinions offered which have been key to developing a current understanding of the opportunities and challenges facing the Village as well as an appropriate set of strategies and policy responses set out in the Secondary Plan. The following is a compiled list of comments that were voiced by Village residents:

- The Village's sense of community and history is strong.
- A park, a central gathering place, is needed.
- I enjoy our small-town look and feel.
- What is going to happen if the school closes?
- I'd like to have a place in the Village to buy milk or have a drink or something to eat with friends.
- There's some flooding in a few areas.
- Queenston isn't a sustainable place.
- We need a greater variety of housing options.
- Willowbank has been a nice addition.
- I don't like the new monster homes that are going up around Queenston.
- The riverfront needs to be cleaned up.



- There is no public transportation for the elderly.
- It's nice to have children about the Town.
- I don't want more tourists.
- We need more tourists to make the place vibrant.
- The setting and the abundance of vegetation are defining elements.
- The jet boat operation is noisy and disruptive to our quiet Village.
- There's no place for seniors' assisted care.
- I'd like more views of the river.
- More direction signs on the parkway would be helpful.
- A wine shop or art gallery would be nice.
- The Village shouldn't expand beyond its existing boundaries.
- The street lighting could be nicer.
- Infill housing would be good for the Village.







PART 2:

# SETTING THE STAGE FOR THE SECONDARY PLAN

**All places change, some decline, others evolve slowly, still others grow rapidly – but they all change. Very few places end up where they began and the layers of change are apparent and visible in the physical environment hinting at the extent of change which has taken place. Successful places are able to reflect on the past and anticipate the future by taking stock of shared community values, investing in an understanding of contemporary challenges and opportunities and planning for the long term needs of the community.**





## PART 2:

# Setting the Stage for the Secondary Plan

Successful places are able to harness and manage change to improve their circumstance, strengthen unique qualities of place and amenity, preserve valued features and characteristics, and enhance the overall quality of life and vitality a place offers.

This section of the document, setting the Stage for the Secondary Plan, sets the context for understanding and managing modest future change within the Village of Queenston. It provides an overview of the evolution of the area, and describes existing conditions of the Village today while outlining particular challenges and opportunities facing the Village now, 10 and 20 years from now. The goal is to chart a clear course to guide change in a manner which can meet the broad needs of the existing and future community and to provide a clear rationale and direction for the development of the Village strategy and resulting secondary plan and design guidelines. This will achieve a high measure of certainty regarding Queenston's future.

To achieve this certainty, and to make informed and realistic decisions about the future, it is necessary to:

- Understand the historic evolution of the area
- Describe the character of the Village today
- Understand the current planning context
- Identify key issues, opportunities and challenges facing the community today and 10 to 20 years from now to inform the development of the Village strategy and Secondary Plan

This analysis will enable a broad understanding of how the current planning context responds to or fails to respond to key community issues, opportunities and challenges and the goals and values of the community. This will set the stage for the development of the Village Strategy and Secondary Plan and Urban Design policies for Queenston.





## 2.1 A Brief Historical Overview

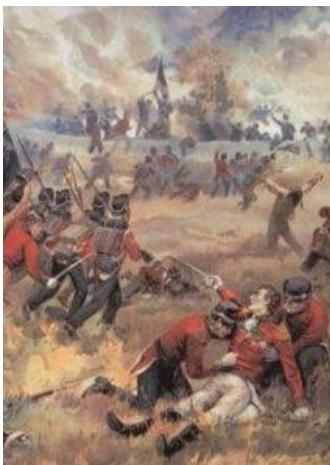


Village of Queenston

### Pre-settlement

The Village of Queenston has had a long and important human occupation due to its unique location and geography. While the banks along the Niagara River are generally high, at Queenston a small flat land area adjacent to the river established a natural landing below Niagara Falls at the foot of the Niagara Escarpment. This landing point along a land trail between Lake Ontario and Lake Erie was used both by pre-contact aboriginal peoples and European Settlers, and it would become the focus of future economic activity in the Village of Queenston.

A long history of first nations occupations can be traced in the Village and vicinity, including the 'Neutral', the Seneca and the Mississauga nations. After the American revolution, the British Government, recognized the Mississaugas as the 'owners' of the west shore of the Niagara River, and entered into negotiations with them to facilitate the settlement of Loyalists. Given the history of the area there is potential that evidence of pre-European habitation may exist within the Village.



Painting of Sir Issac Brock's Death



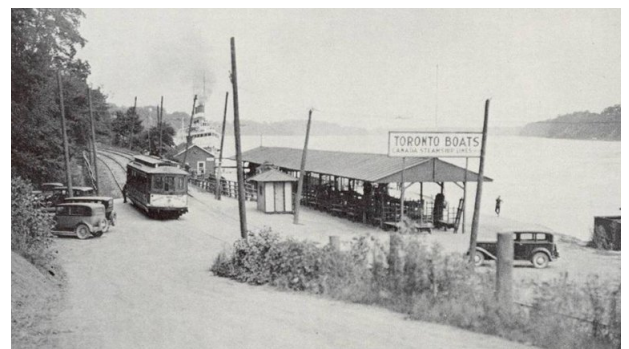
Village of Queenston 1840, illustrating the land and commercial uses on Front Street



Cayuga River boat 1923



View overlooking Queenston from Brock's Monument 1911, illustrating open views to the river



Boat service to Toronto and other destinations from Queenston dock, 1932



**Willowbank**

### **Peak of the Village**

The Village of Queenston had its origins in the Land Acquisitions of United Empire Loyalists and disbanded British military units. In 1791, the British built a wharf, guardhouse, and storehouse and by 1793, Lieutenant Governor Simcoe built 28 log barracks for officers and facilities for British troops. People were drawn to Queenston as a portage and transportation hub. By 1811, Queenston was home to one of Upper Canada's first distributing post offices and had a population of approximately 300 residents generally prospering from water related trade and the movement of goods and people along the river.

Despite suffering severe damage during the War of 1812-14, Queenston survived and became a key transportation hub and commercial way-station in the region. By the early 1820's, the Village grew to a population of five hundred residents with many businesses and numerous stores. With the development of stage coach businesses along the portage or riverfront road linking Queenston with Niagara-on-the-lake, and the ferry service between Queenston and Lewiston, Queenston became an important government customs station, and port. By 1841 Alexander Hamilton, had begun plans for an elegant home, Willowbank, overlooking the river, and had been granted a railway charter enabling the construction of a rail line from Queenston to Chippawa. To accommodate the steady flow of traffic between Lewiston and Queenston, a suspension bridge connected the two communities and by the early 1850's Queenston had reached its peak as a port, a commercial and transportation centre and a centre for immigration. Many important heritage buildings were built during the early half of the nineteenth century including Willowbank, Laura Secord Homestead, Mackenzie Printery and South Landing Inn.



**Queenston Heights Bridge as seen from Lewiston 1911**



**Queenston Heights Bridge and Niagara River, 1915**





**River front**

### **Contemporary**

Queenston's role as a commercial and passenger transportation hub was significantly diminished with the development of the Great Western Railway, connecting Niagara Falls with Toronto and points further west, which by-passed the town. The docks ceased to become a port of call and the removal of the portage road street railway meant that significant water related commercial and transportation activity would not return. Tourist and lake boat excursions brought some activity to the Village. However, the construction of the Niagara Parkway in the 1920's created a by-pass to the former route along Queenston Street signaling

the demise of many remaining commercial and industrial businesses. Many of the historic industrial buildings were torn down after the First World War. Riverfront views became overgrown and the Village's reliance on its waterfront as a source of economic development and prosperity ceased. The Village became a predominately residential community.

The Village largely escaped urban development pressure that characterized many parts of southern Ontario until the mid-1990's when pressures on housing were also felt in the Niagara Region. At that time landowners west of the Niagara Parkway applied to the municipality for an amendment to the Official Plan to include agricultural lands within the urban area for residential development. The municipality refused the applications which resulted in the applicants appealing to the Ontario Municipal Board. A hearing took place in 1997 and the Board ruled in the Town's favour. Heritage arguments made throughout the hearing did not play into the decision; rather, the findings were reached as a result of the provisions of the 1970 Official Plan, resultant necessary servicing studies and the required conformity of the OP with the Regional Plan. The Board did identify the need for a heritage conservation designation or alternative statutory planning document to provide clear guidance for the future evolution and development in the Village.

A Heritage Conservation District Study was undertaken by the Town of Niagara-on-the-Lake in response to the Board's recommendations and the report recommended designation of Queenston as a Heritage Conservation District under Part V of the Ontario Heritage Act. The recommendation was not adopted by Council. Many residents felt that such a designation would restrict or limit development rights within the Village and render the Village unable to respond to change as the community evolved. While many residents expressed a strong interest in preserving the essential character and quality of the Village, some recommendations resulting from the study were perceived as overly prescriptive. Many citizens advocated for a more comprehensive approach measuring not only the Village's heritage assets and value, but also considering land use and development issues within the context of the need for a complete and healthy community in order, to guide change, infill and infrastructure improvements in a manner which could provide for the evolving needs of the community while enhancing the amenities, vitality and quality of life.



View toward Lewiston from Queenston's waterfront



There are a diverse range of housing styles and periods within the village





## 2.2 The Village Today



**Mackenzie Printery**

Today, the Village of Queenston is a small, quiet, predominantly residential community, rich in natural and cultural heritage and is home to approximately 460 residents living in 200 dwellings, all of which are single family detached homes. Queenston is distinguished by its remarkable natural and managed landscape setting, the escarpment - a UNESCO World Biosphere Reserve – lies to the south, productive agricultural fields are set to the west, and the Niagara River runs below Queenston, to the east. It is also distinguished by its cultural institutions and collection of heritage resources, some of which are designated under Part IV of the Ontario Heritage Act, and notably include: Willowbank, Queenston Community Centre, Brown Bassil House, Secord-Copeland House and Hamilton-Kormos House.



Many of the historically significant structures within the Village are connected with nationally significant events that took place within the Village and are related to the history of our country's formation. All of these resources are situated on tree lined streets or nestled within mature landscapes which lend the Village its charm and intimate pedestrian orientation. The Village does not reflect one architectural period or style, but rather a layering of different building periods and styles reflecting the long evolution and continued change of the Village. The Village contains stone buildings, Georgian and Victorian architecture, as well as more contemporary styles associated with developments in the 1960's through to the present day.



**The village continues to change and evolve today through additions and improvements to existing structures.**



Due to the cultural and heritage resources of the Village, and its quiet charm, tourists are attracted to and do visit the Village, but generally are neither overly numerous nor obtrusive, often moving about on foot or by bicycle. The public boat launch, riverfront and the South Landing Inn, attract vehicular traffic, day trippers and tourists, which is currently at a scale that is not intrusive to Village life. For the most part, visitors coming to Queenston are those who are familiar with or have heard of its assets and charms or have been there before. Many tourists unknowingly pass by the Village on the Niagara Parkway, not knowing they are in Queenston.



**The South Landing Inn is an important landmark hinting at the busy commercial role Front Street once had**

The older parts of the Village are not particularly visible from the parkway and access points are unsigned. Indeed, parts of the Village are a great secret. Designed and planned as a formal ceremonial route providing a continuous scenic 'riverfront' drive from Old Town Niagara-on-the-Lake south past Niagara Falls to Fort Erie, The Niagara River Parkway alignment was designed to bypass Queenston. Since its construction post WWI, newer low density housing has grown up on both sides of the parkway within the Village boundary. It is important to note that while the conditions above serve to partially 'hide' and keep Queenston a secret, the Village is located on a major tourism route connecting Old Town Niagara-on-the-Lake, itself a major tourist destination and economic generator in the Town and the Region, to Niagara Falls, Canada and New York, also major tourism destinations. Additionally, immediately south of the Village is the Queenston-Lewiston Bridge, an international border crossing of significant importance for travel and trade, and Brock's Monument in Queenston Heights Park, also a destination of historic and recreational significance. Given Queenston's proximity and relationship to tourism routes and destinations within the region, a certain amount of visitation is expected and is currently at a scale which is not



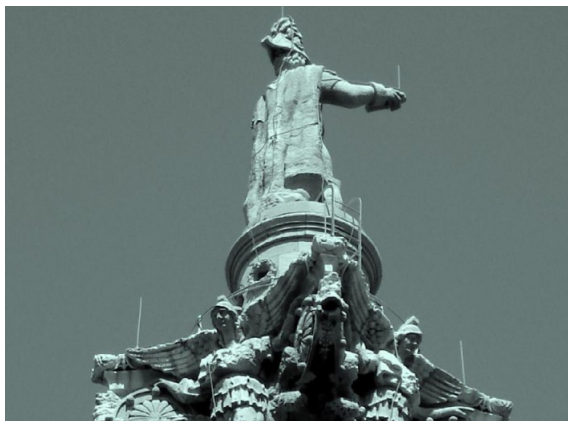


intrusive to Village life. Monitoring the extent or growth of local tourism is warranted over the long term to ensure the Village remains a great place to live. As well, seasonal congestion on the parkway should also be monitored to determine if additional traffic controls at key access points are necessary to ensure safe pedestrian and vehicular access.

Within the Village, Queenston is organized in an urban settlement pattern characterized by a generally regular grid of relatively narrow asphalted and gravel streets. The street pattern deviates from the grid only where it encounters significant natural features, conservation areas and the steeper topography leading down to the riverfront. The narrow pavement width is maintained in all these areas and the overall street network serves to connect and fully link all places which constitute the Village including its riverfront. The steeper switch-back narrow roadway to the riverfront, provides access to a public and a private boat launch as well as public access to riverfront recreational areas.

The focus of Village life has shifted from historically being the riverfront and Front Street to those Village institutions which bring the community together. Perhaps none performs this role better than the Laura Secord School and its grounds which act as a civic meeting place and outdoor recreational area. Within the largely low-scale residential community there are a number of open spaces, which provide additional recreational opportunities for community residents, however, none of these open spaces are owned or maintained by the Town.

In the recent past, Queenston has largely avoided significant change resulting from regional growth pressures or the development of the Niagara tourism industry. There are however, distinct local challenges, community needs, public realm and infrastructure improvements and land use opportunities that need to be addressed. Furthermore, the Town's Official Plan provisions do not respond in sufficient detail to current opportunities or contemporary challenges. The Village Strategy and Secondary Plan and Urban Design Policies provide the required detailed direction to anticipate and manage any change in a manner which largely preserves the existing character of the Village, while addressing the needs of the community. These two considerations are elaborated below, first through a brief analysis of the current policy framework, and subsequently through a discussion of contemporary challenges and opportunities facing the Village.



**Brock's Monument**



**Laura Secord School in the heart of the Village**



## 2.3 The Planning Context

The Village of Queenston is currently governed by planning policy directions established by multiple jurisdictions including the Province of Ontario, the Niagara Escarpment Commission, the Niagara Parks Commission, the Region of Niagara and the Town of Niagara on the Lake. While there are many Plans which encompass the Village, there is currently no municipally-based, Secondary Plan policy tailored specifically to the Village of Queenston. The following section outlines the most pertinent provisions of the existing policy framework and identifies areas where more tailored policies should be included within the Village Secondary Plan to more specifically guide the future of the Village.

## PROVINCIAL POLICY AND PLANS

Over the past five years, significant changes to planning policy have been implemented at the provincial level. The emphasis in provincial policy has shifted to the delineation of urban growth boundaries and concentrating on complete communities. The thrust of the new initiatives has been to develop a framework to effectively manage the anticipated growth in the Greater Golden Horseshoe in a more sustainable manner and has resulted in three key documents: a revised Provincial Policy Statement, a new Growth Plan and Greenbelt Plan.

**The Secondary Plan needs to be consistent with the recent significant provincial policy reforms that place a high priority on managing growth in a responsible manner that focuses on creating complete communities within existing urban settlement patterns.**

### Provincial Policy Statement

In 2005, the Province introduced a new Provincial Policy Statement (PPS) which sets the foundation for regulating the development and use of land, by which local municipalities must conform to in their Official Plan and Secondary Plans. The PPS establishes a vision for the province, with the observation that the long-term prosperity and social well-being depend on maintaining strong communities, a clean and healthy environment and a strong economy. The 2005 PPS established stronger policies related to natural heritage systems, built heritage and urban growth boundaries.

**The Provincial Policy Statement states that growth shall be focused within settlement areas, of which Queenston is one, and away from significant or sensitive resources, and it recognizes that the wise management of development may involve directing, promoting or sustaining growth.**

### Growth Plan for the Greater Golden Horseshoe: Places to Grow

This plan, prepared under the Places to Grow Act, 2005, provides a framework for managing growth in the Greater Golden Horseshoe (an extensive region covering Niagara through to Clarington along the shores of Lake Ontario), guiding decisions on a wide range of issues including land-use planning, urban form, and natural resource protection. Some of the key policy directions in the Plan include promoting transit supportive densities and a mix of residential and employment uses, directing growth



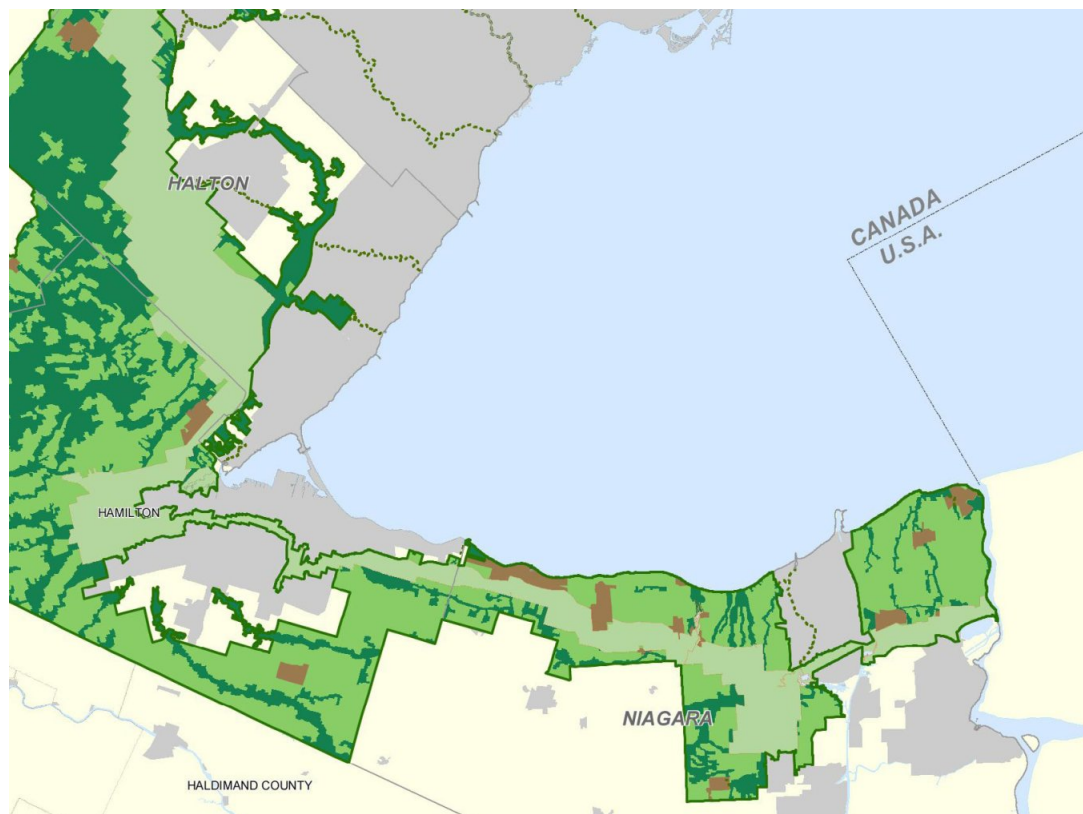
to built-up areas, and strictly controlling settlement area boundary expansion. These are reflected in the key guiding principles of the plan that call for the building of “compact, vibrant and complete communities,” while recognizing the “diversity of communities in the GGH,” and promoting collaboration among all sectors – government, private, and non-profit – and residents to achieve the vision.

**The Growth Plan identifies Queenston as within the Greenbelt Area, as such, all existing policies applicable to land within the Greenbelt Area apply.**

### **Greenbelt Plan**

The 2005 Greenbelt Plan provides permanent protection to 1800 acres of agricultural land base and ecological features and functions across the Greater Golden Horseshoe. It identifies three key types of areas within the Protected Countryside: Agricultural System, Natural System, and Settlement Areas.

**The Greenbelt Plan identifies Queenston as a Settlement Area - Minor Urban Centre, located within the Niagara Escarpment Plan Area. As both Plans are intended to be complementary to one another, the policies of the Niagara Escarpment Plan continue to apply with the exception of parkland, open space and trails provisions outlined in the Greenbelt Plan.**



**The Greater Golden Horseshoe**



## NIAGARA ESCARPMENT PLAN

The Niagara Escarpment Plan was approved initially by Cabinet in June 1985 and then revised in June 1994 and 2005. This Plan's main purpose is to provide for the preservation of the Niagara Escarpment and land in its vicinity substantially as a continuous natural environment, and to ensure only such development occurs as is compatible with that environment. The Urban Area of Queenston, which is the subject of this Secondary Plan, is entirely contained in that of "Minor Urban Centre". The relevant Objectives of this designation include: the enhancement of existing settlements and cultural heritage features, and that new development is compatible with the existing community identity and character. Part 2 of the Plan, Development Criteria, is applicable to the area outside of the Minor Urban Area in Queenston. These criteria get quite specific in dealing with matters ranging from signs and billboards to lot creation and home business. Additionally, the Section 2.12 deals with Heritage and includes policies which promote the retention, reuse, and conservation of cultural heritage features.

In the Niagara Escarpment Plan, the Queenston riverfront is designated an Escarpment Natural Area where Escarpment Natural Area policies apply. Escarpment Natural Areas are the most significant natural and scenic areas of the Escarpment and the policies aim to maintain these natural areas in an undisturbed state.

**All development, growth and land uses within the Village of Queenston must be in accordance with the policies of the Niagara Escarpment Plan with regard to the Minor Urban Centre designation and Escarpment Natural Area policies.**

## ONTARIO HERITAGE ACT

The Ontario Heritage Act, R.S.O. 1990, c. O.18, was recently revised through Bill 60, April 2005. Bill 60 made comprehensive amendments to the Act, providing stronger municipal and provincial powers to identify and protect heritage sites and districts. Part IV of the Act allows municipalities to designate properties or places that are of cultural heritage value or interest. Five properties in Queenston are designated: Willowbank, Queenston Community Centre, Brown Bassil House, Secord-Copeland House and Hamilton-Kormos House. Part V of the Act also enables a municipality to designate groups of buildings and settings, Conservation Heritage Districts.

**Under Section 28 of the Act, Town Council has established a Municipal Heritage Committee to advise and assist Council on all matters relating to the Act. The Act provides the Town with the ability to further utilize tools of heritage districts, cultural heritage landscapes and heritage building designation to protect the cultural heritage of the Village.**

## MASTER PLAN OF ARCHAEOLOGICAL RESOURCES, 2000

This plan augments the Official Plan policies by providing information and management recommendations for the Town's archaeological heritage resources. It contains an inventory of known archaeological resources, a thematic history of the area as it affects archaeological potential, an archaeological site potential model, as well as planning guidelines and a management strategy for known and potential archaeological resources.



**As recommended in the Master Plan, and as codified in a subsequent OP Amendment, the town now requires an archaeological resource assessment for all future development applications in areas of archaeological potential, encompassing most of the Village of Queenston.**

## REGIONAL NIAGARA POLICY PLAN, 2007

The Regional Municipality of Niagara is made up of 12 municipalities and has full or shared responsibility for sewage, water, regional roads, health and welfare services, police, capital budgeting and borrowing, and planning. It provides broad directives for the regional strategy that generally focus on economic opportunity, natural features conservation, urban areas, and other broad quality of life measures. Queenston is identified in the Plan as an Urban Area.

In 2001, as a result of Smart Growth being identified as a priority planning initiative for the Regional Municipality of Niagara, the Region published Smart Growth in Niagara. The report is premised on the need to protect Niagara's existing character while managing growth and development. The strategy focuses on a Coordinated Approach, Fiscal Benefits, Environmental Protection and the Quality of Life.

**Specific policies which relate to the characteristics of Queenston include: the communities in Niagara will promote land use decisions that result in compact, mixed use development, by identifying priority areas for new growth, infill, or redevelopment; and promote the integration of uses and preserve the central urban areas by promoting a mix of housing, shops, work places essential to the daily life of the residents.**

## ONTARIO'S NIAGARA PARKS: PLANNING THE SECOND CENTURY:

### **A 100-Year Vision, A 20-Year Plan and A Five-Year Action Plan, 1988**

This document outlines the Niagara Parks Commission's plans at different levels of specification. The 100-Year Vision establishes the following broad principles that will serve to achieve "a new symbiosis of human culture and natural processes" (p. 58). The plan recognizes the NPC has an innovative and catalytic role to play including preserving natural environments, achieving unity between the natural and built environments, balancing tourism and natural environment, achieving "an environmental continuity from Lake Erie to Lake Ontario of green, open space linkages extending from the River edge and Park spaces into urban, residential and rural areas. The 20-Year plan makes a variety of more specific recommendations related to transportation and tourism. One of the main planning strategies here is that of dispersion of activity and people, and creating a series of nodes along the Parkway to "become focal centres of activity and attraction" – this includes a variety of specific properties within Queenston, as well as the Town of Niagara-on-the-Lake. Vital linkages include the Niagara River Recreational Trail (p. 73).

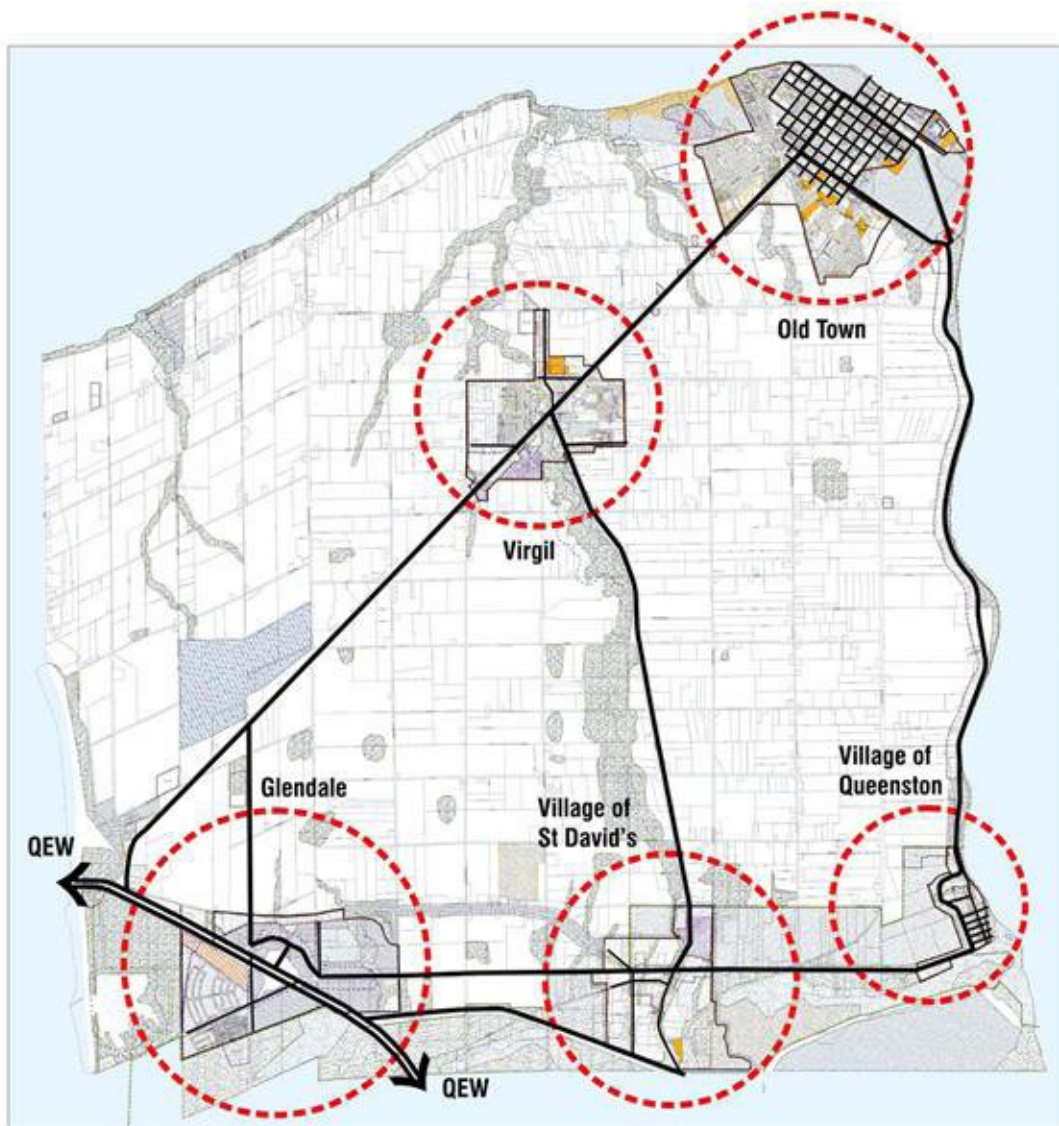
**The Niagara Parks Commission has jurisdiction over the Niagara River Parkway and owns most of the lands along the riverfront in the Village. The Action Plan describes the development of a series of nodes of activity and attraction along these two areas.**





## TOWN OF NIAGARA-ON-THE-LAKE

SCALE: NTS





## TOWN OF NIAGARA-ON-THE-LAKE OFFICIAL PLAN, 1998

The Town's Official Plan, approved in October 1998, sets out Town-wide policies that deal with legislative and administrative concerns, policies to guide physical growth and policies to address a wide variety of social, economic, and environmental objectives. It provides an overall direction for the municipality and describes land uses in general terms; as such, the detailed implementation of the plan in each urban community (of which Queenston is one) is to be outlined in a Community Plan, also commonly known as a Secondary Plan. The more detailed provisions of a Secondary Plan are intended to fine-tune the Official Plan to respond to the specific character and planned future for distinct neighbourhoods and local communities. The Secondary Plan therefore shall include tailored land use designations, detailed circulation patterns, and identify priorities for upgrading of public spaces, physical services and utilities.

The Plan identifies the Queenston community as a predominantly residential area with minor commercial development, but no industrial development. The Plan recognizes that the historic atmosphere in the Village is a combination of the commercial facilities, churches and military sites as well as the numerous historic homes.

General policies of the Plan with relevance to Queenston include:

- **Public Access to the Shoreline:** the shoreline represents an “important public resource”, and “the development and use of these areas should be in a manner consistent with the maximizing public access to this resource”. The objective is to establish a continuous trail system along the length of the waterfront.
- **Building height restrictions:** the Plan permits maximum building heights of 11 metres (36 feet) – which could result in buildings of up to 4 storeys.

The Plan also outlines land use policies which identify and define a range of uses that are specific to the Village including:

### **Residential**

The Plan identifies two residential designations within the study area: Low Density Residential and Established Residential. Main permitted uses in the subcategories include: single detached, semi-detached and duplex dwellings. The Official Plan encourages municipalities to better use resources, buildings and serviced sites by encouraging accessory units in combination with commercial developments if deemed compatible and encouraging the creation of new residential units in developed neighbourhoods through infill, conversion of existing buildings and redevelopment.

The intent of the Established Residential designation is to conserve and preserve the characteristic and amenities that are already present in these residential areas, and establishes policies that will ensure their continuance including encouraging setting of minimum and maximum lot size to reinforce the varied and attractive streetscape, and the continued existence of designated Heritage structures in their historical form, and new construction and additions to complement adjacent development in scale, character, height, design and mass.



According to the Official Plan, Medium density is permitted in each of the Residential designations in the Village subject to a site specific Zoning By-Law Amendment. Low density residential developments may not exceed 6 units per acre residential density. Medium residential density may not exceed 12 units per acre residential density unless accompanied by a detailed site and area analysis demonstrating there will be minimal impact to surrounding neighbourhoods and development and which will be subject to a public review process.

The Niagara-on-the-Lake Plan states that policies will be consistent with the housing policies in the PPS and the Regional Policy Plan and as such within Residential designations, it is intended that at least 25% of all new units will be within the affordability guidelines set out by the Region and the Province.

### **Commercial**

The Plan notes that Queenston has two small commercial areas (at Queenston Street and Highlander Street; and on Kent Street south of Front Street) that contain both local-serving and tourist-serving uses. This designation permits a wide range of retail uses and business offices, with secondary dwelling units. Tourist commercial uses may be restricted to provide for a balance of commercial uses and to not detract from providing for the needs of local residents.

### **Open Space and Community Facilities**

The designation is intended for uses such as active and passive neighbourhood parks, elementary schools, health care facilities, churches, day care centres, cemeteries, museums, historic sites and similar community servicing uses which are necessary and important parts of the fabric of each community. The Laura Secord School among other sites in the Village, many of which are owned by the Parks Commission, are included in this designation. The Plan states that all lands designated Open Space and Community Facilities, except for municipally owned parkland, within an Urban Boundary may be redeveloped for Low Density Residential Use subject to a site specific Zoning By-Law amendment. These sites may also be developed with ancillary uses such as offices, storage and parking. This policy recognizes that institutions and community facilities may cease operation, redevelop or reduce in size and can be replaced by other outlined uses.

### **Conservation/Wetlands**

The Village of Queenston contains a significant amount of designated Conservation lands, primarily along the river and in the ravine that runs parallel to Dee Road, to the north. This designation states that these environmentally significant lands are considered unsuitable for building purposes, and require special attention to avoid loss of life and property damage. Within the Conservation designation, several uses are permitted, most of these are non-intrusive with permitted accessory buildings or structures not used for human habitation such as commercial docks and facilities. The municipality shall consult with the Ministry of Natural Resources and/or the Conservation Authority prior to the approval of any development on lands abutting Conservation Areas to ensure that the proposed uses are sensitive to and minimize any impact on the natural environment. The lands east of the Minor Urban boundary to the Riverfront are designated Escapement Natural Area. Permitted uses in this designation include non-intensive recreation and uses permitted in Park or Open Space Master/Management Plans which are not in conflict with the Niagara Escarpment Plan.



### **Heritage Conservation**

The Plan outlines the significant events that occurred in Queenston's history, and names the rich heritage resources evident in the Village. A variety of Heritage Policies are in place establishing criteria for the identification of Heritage Districts, Individual Buildings, and for Assessing New Development. Council has established a Municipal Architectural Conservation Advisory Committee which advises and assists Council on all specified matters relating to the Ontario Heritage Act.

### **Community Plans and Improvement Areas**

The urban area of Queenston is designated a Community Improvement Area. The Official Plan states that Community Improvement Plans should form the basis for an implementing zoning by-law, provide land use plans, detailed traffic, bicycle, and pedestrian circulation patterns and priorities for the upgrading of physical services and utilities.

### **Transportation**

This section identifies the variety of roads in the Town and describes the nature of each. The majority of the roads in Queenston are classified as Local Roads, and the Plan states that "Local roads shall be mainly in the form of loops and cul-de-sacs, with emergency and security access where necessary". Other road classifications in Queenston include Regional Road (York Road), Collector Road (Queenston Street), and Niagara River Parkway a controlled access roadway.

### **Urban Street Design**

This policy, effective May 2005, states that a series of designed road sections will be used by the Public Works Department in applying the appropriate standard cross-section for urban street design by community.

Queenston is to receive the "roadside drainage approach" (Insert cross-sections 4, 5, 6). This is seen as being appropriate with the historic character, and the typical narrow right-of-way. Generally, these cross sections have a selection of minimal shoulders or gravel shoulders, catchbasins, and swales.

### **Policy Considerations for the Secondary Plan**

The Town's policy framework is very clear in its intent for Queenston's future.

- Natural systems and predominantly residential Village character are to be protected and enhanced, and a range of uses to allow for a complete community are to be provided.
- While many of the Town's Official Plan policies are consistent with the general intent of preserving the distinctive Village qualities, there are several policy areas which need to be refined to ensure any new development responds appropriately to the existing built form, nature of community spaces and quality of the public realm.
- The Secondary Plan needs to establish Village specific policies related to: the location of any medium density housing, the reduction of permitted building heights, the provision for housing types that meet diverse community needs, an appropriate range of Village commercial uses and parameters for uses permitted on open space and community facilities lands, and the identification of specific improvements to infrastructure and public places in the Village.
- The Secondary Plan policies need to be tailored to preserve the essential character and quality of the Village, while identifying and addressing land use and development parameters to successfully anticipate and guide modest change that will enhance the amenity, vitality and quality of life in Queenston.



## 2.4 Contemporary Challenges and Opportunities

There are a number of unique challenges and opportunities facing the Village today, and these need to be understood in order to inform the Village strategy and resulting Secondary Plan and Urban Design Guidelines. Contemporary challenges and opportunities are described below.



**Viable commercial operations require creative solutions**

### **The Village is small and needs to evolve as more a ‘complete’ community capable of meeting day to day resident and local needs**

Many of the contemporary challenges facing the Village today are a result of the size of the Village and its change in use overtime from a mixed use or ‘complete’ community, to one predominantly ‘residential’ in nature. The general lack of employment and commercial uses within the Village means that even simple goods and services needed on a day to

day basis such as bread or milk can not be obtained within the Village. While some employment exists, such as the Inn, employment uses are minimal and as a consequence, members of the community must travel beyond the Village to support day to day needs or to engage in employment activities. While these conditions may be of little consequence to some who live in the Village, there are several implications for certain sectors of the population, particularly seniors.

Seniors and aging persons must drive beyond the Village, or rely on others to secure day to day needs which become increasingly challenging and difficult as the community ages. Due to the low population of the Village, its small tax base, and the distance of the Village from other places in Niagara-on-the-Lake, formal transit service linking urban areas within the municipality is probably not economically viable, and therefore this situation can not be improved through potential transit service delivery. Additionally, out migration of the daily workforce significantly reduces the day time population leaving seniors, stay at home persons and parents and a few local employers to ‘watch the store’ during the day. These conditions do affect senior’s and their ability and desire to remain in the Village as they age.

**Creative solutions are needed to improve Queenston as a more ‘complete’ community capable of better meeting local needs within the bounds of the existing community while offering greater ‘stay at home’ employment opportunities to maintain a daytime population.**





**Existing housing is becoming increasingly unaffordable**

**There are opportunities in the Village to broaden housing types making the Village more accessible to young families and seniors as they cycle through various stages of life.**

While Queenston has avoided significant physical change associated with growth pressures in recent years, growth pressures have indeed brought about change. Specifically, housing costs both in Niagara on the Lake and Queenston have increased significantly over the last decade. This change is significant

and is not only due to growing housing demand in the Niagara Region, but reflects a new trend seen in many parts of Ontario toward second home and seasonal home purchases by relatively affluent people seeking a quality location in close proximity to Toronto and the international airport, preferably riverfront living and within or adjacent to a community with authentic characteristics and high quality regional attractions and tourist destinations. This trend is well established in places like 'Old Oakville and Bronte, where home prices have rendered these communities inaccessible to all but the wealthy and it has begun to change the community makeup and characteristics of places like Port Hope and Cobourg. Queenston and Niagara on the Lake have seen significant second home and seasonal purchases and continued demand is expected to drive the cost of housing locally and regionally.

Given the rising cost of housing and the lack of housing diversity or alternatives to single family living, certain segments of the population are less likely to successfully meet their need for housing within the Village. Young families and seniors who wish to remain in the community, but downsize to a smaller home with a smaller yard requiring less maintenance are currently most challenged by Queenston's available housing choices. Without a broader range of housing diversity, the Village will be unable to provide for its current and future senior population, and the Village will not be particularly accessible to families with young children, single parent families or young single professionals who are looking for smaller homes in keeping with their financial means and stage of life. Failing to provide for the younger and older demographic population ranges will result over time in change to the socioeconomic make up of the community toward affluent middle aged demographic ranges including those seeking second or seasonal getaway properties.

**Modest scale infill of more diverse forms of housing, such as duplexes and semi-detached housing, townhouses and seniors housing in the Village would enable young families to enter the housing market in Queenston, and seniors the possibility to remain and life cycle through a broader range of housing alternatives which can respond to their specific life cycle needs. A broader range of housing types responds to the needs of a complete community and will keep the community healthy and vibrant.**



**Small-scale low impact tourism/commercial uses with a Town wide or regional draw can be viable in Queenston**

**Given the size of the Village, 200 households, contemporary commercial operators will likely not be viable or attracted to the Village. Creative solutions are needed to expand commercial amenities in the Village and better serve local needs.**

Due to the small population, it is doubtful that business operators will choose to locate in Queenston. For example, a small grocery store typically requires 9000 households to return a profit acceptable to the

owner. Convenience retailers seek locations with high traffic meaning high employment or high resident populations or both. The relationship between population and employment as a driver for contemporary commercial operations is important, and Queenston has neither. The fact that several failed attempts have been made at operating a small scale grocery store in Queenston suggests that 'Village only' serving commercial establishments located off the visibility of the parkway will not be successful. There are however, undeveloped commercial land uses within the Village which, if developed appropriately could better serve local needs.

The Land Rover establishment and the South Landing Inn are two successful commercial establishments in the Village. Both are located within the Village, well away from the visibility of the Niagara Parkway, and draw on a market which is larger than that provided by the Village alone. The Rover services the larger local area, including the municipality of Niagara on the Lake as well as a larger regional market. The South Landing Inn is a low impact tourism use, which draws on markets from the larger tourism market. Both of these establishments have minimal impacts to the quality of life in Queenston, and neither one are dependent upon serving Queenston residents exclusively. Small-scaled low impact tourism uses and commercial establishments with a Town and regional draw are most likely to be successful long term businesses in Queenston. This commercial base can provide increased amenities to local residents and strengthen the local tax base.

While, many of Queenston's residents have expressed a desire for a convenience store and small restaurant, as separate or independent businesses ventures these uses would most likely fail as they can not in and of themselves draw a sufficient market to be viable. If integrated within a small scale low impact tourism draw, such as small country inn, as a cluster of business ventures, a restaurant or dining room and small convenience outlet would serve to broaden the draw of the inn/tourism use and would benefit through the larger inn/visitor market providing new amenities serving visitors and community members alike.

New commercial establishments which are low impact and can draw on municipal and regional markets, and combine a residential or living component could also be successful in Queenston. This business/residential form of live/work units are not new, rather they are a traditional form of development seen in rural areas and on main streets consisting of residential home or apartment above a storefront. These types of units exist in Niagara on the Lake and are being offered again throughout the region due to the



combined advantage of having one investment which serves both as small business and home while providing great flexibility in small business operation.

Live work units are attractive to a wide range of individuals and business operators including those who require a 9 to 5 business address, as well as those who only require an office or meeting space for clients once in a while or operate a part time business. Accountants, small scale professional firms, beauticians, as well as to businesses that require a 'storefront' display, but may not have much client traffic, such as an artist's studio, or antique dealer are typical businesses that may operate in live/work buildings.

**population and mixed live/work commercial establishments with local municipal and regional draw are most likely to be successful long term businesses in Queenston. These can provide increased amenities to local and municipal residents, provide local employment opportunities, strengthen the local tax base and enhance the vitality of the community without overwhelming the Village.**

### **A strategy for the school site is needed if the current use changes.**



**The Laura Secord elementary school**

The Laura Secord elementary school is an important amenity in the community; it brings children, vitality and functions as a civic focus within the Village. While it will be unfortunate if the school closes, this is happening in many municipalities and the closure of the school is a possibility. In the event that it does close, a community strategy is needed that can adaptively reuse the heritage school building, create a public park within the heart of the Village and can potentially increase the diversity of housing in the Village.

More specifically, approximately 1 acre of the school site should be retained and converted to a publicly owned park. This is approximately 43% of the entire site (2.4 acres). In addition, the development should create a set of uses that are economically viable from a development point of view but also provide amenities to the community such as housing diversity for young families, seniors housing or daycare space.



**The riverfront is a remarkable asset for the town and community**

## **The role of the waterfront it's activities and uses along it need to be reconsidered.**

Historically, Queenston had a strong relationship with its waterfront. It was an important port and centre for water based transportation and the movement of goods and people between Canada and the United States. Waterfront trade and activity resulted in great prosperity and business opportunities in the early years. Front Street, at this time, was the civic and commercial focus of the Village and it had a strong visual relationship with its riverfront characterized by clear views overlooking the activities of the shipping docks below.

Today, land uses within the Village have changed and the community has evolved to become a quiet residential neighborhood with some institutional as well as low impact commercial/tourism uses. Gone are the industrial uses and commercial uses which previously lined Front Street and the riverfront is now largely obscured from the Village by dense vegetation, physically and visually separating the community from its waterfront. The lower riverfront functions as a passive recreational area providing access to a public boat launch as well as to open and naturalized riverfront recreational areas. The Queenston Wharf, also called the Sand Docks, is currently used for jet boat activity and maintenance.

The riverfront and the Village are under separate jurisdictional control. The Niagara Parks Commission controls the land use, management and operation of the riverfront. Within this area the Sand Docks property is in private ownership. It will be critical that the Parks Commission and Town officials work together to implement the intentions of the Plan.

It is important for the municipality and the Niagara Parks Commission to begin aligning policy frameworks toward low impact and passive recreation use on the riverfront which are compatible with the local use and Village character. This is consistent with Niagara Parks Commission's policies where the plan also calls for the integration of all jurisdictions related to urban planning, transportation, marketing and promotion. Further, proposals for any change in use of the Queenston Wharf should be reviewed in the broader context of the quiet residential character of the Village and the municipality and Niagara Parks Commission should work together to consider alternative locations that minimize impact to the Village.

Working closely with the Niagara Parks Commission, opportunities should be explored to improve direct access to the riverfront for residents and visitors while maintaining a strong focus on preserving the natural environment and quality of the riverfront, and increasing the value and amenity of existing land assets. Passive recreation can be improved through creation of a park area on Front Street. This would involve minor clearing in key areas to highlight the fabulous views and vistas of the river to visually reconnect Front Street to the riverfront. This initiative will provide opportunity to better convey the historic heritage of the village while re-initiating an important civic focus on Front Street which is tied to the natural environment and heritage of the area. In addition, the focal open space would relate to the potential infill opportunity on the South Landing Inn site to create a renewed physical setting which is attractive for more diverse housing and commercial development overlooking the riverfront.

**Aligning jurisdictional goals is critical to ensure riverfront enhancement which are not only compatible with the quiet residential nature of the Village community but can also enhance natural amenity and parkland function.**





**Large infill sites require clear direction for the future**

**There are large infill sites in the Village which require clear direction to guide future development then currently exists in the Official Plan.**

In the Village there are four substantial sites, of a size in excess of 2 acres, including Willowbank, Laura Secord School, 61-77 Queenston Street and the Front Street site associated with the South Landing Inn, which represent potential future development opportunities. The designation of these sites as Special Policy Areas recognises the potential impact on the Village should these sites change or be developed in the future and the establishment of special policies

to ensure these sites are developed in a comprehensive manner and will integrate well with the established community and its contemporary needs.

The provisions of the special policy area are intended to ensure that new development respects and reinforces the surrounding properties and uses, and contributes to Village vitality and character. Development in this area shall be planned comprehensively to ensure a cohesive and well-integrated development, and will address servicing and appropriate relationships to neighbouring properties. A master plan should be developed to accommodate a mix of use on each site and to guide any future development to support greater diversity of residential development and live/work opportunities where appropriate in the Village while preserving the Village character. Public consultation should be a key component of this process.

**Designating these sites as Special Policy Areas will help ensure that future redevelopment on these sites is pursued in a comprehensive manner to encourage a broad range of housing types and creating live/work opportunities in the Village with the aim of moving towards a complete community while maintaining Village character.**



**Enhancements to parks street scapes and open spaces can contribute significantly to Queenston's village character**

**There is tremendous opportunity for public realm improvements to enhance character and sense of place within the Village.**

Public parks and spaces are important civic, social and recreational focal points and improve the beauty and livability of a place. In the Village today there are no municipally owned parks or public spaces for residents and visitors. The grounds of the Laura Secord School, owned by the School Board, act as the main outdoor recreational area in the Village.

There are a number of other open spaces, which provide additional recreational opportunities for community residents, however, none of these open spaces are owned or maintained by the Town. As discussed above, the creation of a public park on the School site is one key opportunity. In addition, other opportunities for public space improvements need to be considered to enhance the Villages' public realm including: a parkette on Front Street for residents and visitors to enjoy the riverfront without compromising the river edge environment; heritage streetscaping on Front Street and Queenston Street. In addition, stormwater management deficiencies in the Village need to be addressed through creative means such as bio-swales which may minimize infrastructure investment while enhancing the landscape of Village streets.

**Improvements to the public realm in Queenston are a key strategy in enhancing the distinct character and quality of Village life.**









PART 3:

# VILLAGE STRATEGY

**A strategy to guide change will improve the unique qualities of place and amenity, preserve valued features and characteristics, and enhance the overall quality of life Queenston offers, while addressing specific challenges and opportunities facing the village.**



## PART 3:

# Village Strategy

### 3.1 Village Strategy

The Village Strategy provides a foundation for the Queenston Secondary Plan. It establishes a set of strategic directions which are respectful of the essential character and structure of the Village yet also respond to unique challenges and contemporary opportunities facing the Village. It outlines broad objectives which will underpin the land use and urban design policy of the secondary plan. The Village strategy is comprised of nine strategic directions which will shape and guide modest change in a manner which will preserve the natural and cultural heritage features of the Village while guiding its evolution toward a more complete and sustainable community. It also conveys the intent of the secondary plan policy and where it will be consistent with or different from official plan policy, where more detailed policy is needed, where new policy or land use designations will be created, or where existing policy will be changed or amended to achieve strategic directions and appropriately manage change in Queenston.

The Village strategy and subsequent Secondary Plan are consistent with key principles outlined in the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe: Places to Grow, and the Niagara Escarpment Plan, supporting the strict control of settlement area boundary expansion and directing growth to built-up areas to achieve a more compact, vibrant and complete community. They also recognize that the level of change or infill intensification in Queenston is indeed modest, and that this modest change must be balanced and in keeping with the scale of the Village to achieve complete community benefits appropriate to Queenston's size and scale and which can assist the community to evolve as a more sustainable and self sufficient Village. To this end, the Village strategy is consistent with the Town's objectives for Queenston and identified strategic directions reflect many of the aspirations and priorities of the existing community whose input was gathered at workshops, meetings and through feedback questionnaires.

### 3.2 Village Character and Structure

The primary goal of the Village strategy is to preserve the fundamental character of the Village while guiding its evolution toward becoming a more complete and sustainable place, better able to meet the needs of its existing and future community. As the Village changes and evolves, it is important that it does so in a manner which is respectful of the underlying character and structure of the Village. New elements, infill developments and public realm improvements, should complement and positively reinforce the existing structure and character of the Village and contribute toward strengthening and celebrating Queenston's unique quality of place. Descriptions of the essential character and unique structural elements of the village, as well as opportunities for enhancement through carefully guided change, are outlined below.

**Village Character** - Queenston is a small predominantly residential community surrounded by a remarkable natural landscape – the escarpment, river and agricultural fields. It is a community that values its strong sense of place, defined by its tree-lined streets, a variety of housing styles, some commercial uses and a strong sense of local community. The Village is quiet, small, pedestrian-scaled and intimate,



and contains a wealth of heritage resources that are valued by its residents. Tourists visit the Village, but generally are neither overly numerous nor obtrusive, often moving about on foot or by bicycle. The boat launch, motel, heritage and cultural attractions attract vehicular traffic, day trippers and tourists which are currently at a scale that does not seem to interrupt Village life. As the Village changes over time, its present character should remain largely intact, while providing for greater demographic and housing diversity and increased local amenity to meet the changing needs of the community over the next 10 to 20 years.

**Village Structure** - Queenston exhibits a distinct urban rural pattern characterized by a regular pattern of streets and blocks accessed by primary Village approach roads which give way to an internal hierarchy of connected streets forming a grid pattern. The Village is a mix of cultural, residential, commercial and built heritage elements - all set within a remarkable natural and managed rural landscape. Built form is situated to address and define the public realm and the street pattern. The street pattern deviates from the grid pattern only when it encounters significant topographic or natural features such as the heavily-wooded ravine and steep topography associated with the River bank.

A sprinkling of open spaces, the river front, and the abundance of significant natural features and mature landscapes serve to green the Village and provide for a focus for outdoor civic life. Willowbank and the School site have well defined and clear roles within the overall structure of the village, and establish focal landmarks or gathering places for civic and recreational use. In other cases, key corridors or spaces can be enhanced to create new amenities or connect existing elements to reinforce and strengthen the character and structure of the village.

**Key elements of the Village Structure include** (Figure 3):

**The Parkway** – The Niagara River Parkway was designed and planned as a formal ceremonial route providing a continuous scenic ‘riverfront’ drive from Old Town Niagara-on-the-Lake south past Niagara Falls to Fort Erie, and it was originally planned to bypass Queenston. Since its construction, newer housing has developed along both sides of the parkway within what is now Queenston’s urban boundary. The parkway could be better integrated within the overall character and structure of the village through native street tree planting aimed at greening the parkway, slowing the movement of traffic within the Village, and improving the landscape character and quality of place of this part of Queenston.

**Community Entries** – These are key entry points to the Village reached from distinct approach roads, the Parkway from both the north and the south, and York Road. These entries offer key views both into and beyond the Village and are appropriate locations for public realm improvements, small scale signage and functional improvements to improve access, egress and way finding within the Village.

**The urban street pattern** – This transportation network is well connected throughout the Village, decidedly narrow, typically without curbing and provides the organizational structure for primary vehicular, pedestrian and cycle movement within the Village. Mature landscaping on the urban street network conveys a lush and green sense in the Village and contributes significantly to the overall character of the Village.

**Village Character Streets** – While many streets within the Village are attractive and exhibit lovely landscape and built form assets, Queenston Street and Front/Princess Street are primary character streets due to their historic significance, the uses and amenities which line these streets, and their adjacency to important natural and open space amenities. Queenston Street provides a mature landscape setting for



a range of important heritage structures, community use the school site, and the remarkable landscape of Willowbank and associated ravine. Front Street is the interface with the waterfront and its natural landscape, and also provides a home for important heritage and cultural assets, including the South Landing Inn. These principle character street areas are important movement and public realm spines and could be enhanced with heritage lighting, improved walkways and new streetscape elements to strengthen and reinforce the character of the Village. The potential for new views to the riverfront from Front Street would serve to reconnect the Village to its waterfront and provide heritage interpretation opportunities conveying the story of Queenston's evolution.

**4 significant sites in excess of 2 acres located on Village character streets** - While the majority of infill sites in Queenston are very small, .15 to 2 acres capable of accommodating a new single family home or semi-detached home, there are 5 larger sites, each in excess of 2 acres which require careful consideration. All of these sites are situated on important Village Character Streets and have potential for change over the long term. On Queenston Street, these sites include Willowbank, the commercial/residential property to the west of the School site, and the school site. On Front Street, these sites include the commercial motel and South Landing Inn sites, the half residential block immediately to the north of the South Landing Inn, bounded by Front Street and approximately half the length of Partition Street, and the open space immediately opposite these sites on Front Street. While each of these sites has differing underlying land use permissions and will be subject to urban design policy intended to ensure compatible and appropriate integration within the Village, these areas should be guided by special policy requiring comprehensive master plans and additional public consultation processes to ensure an attractive and positive relationship between the parcel's use, and neighboring uses.

**Village Green Spaces** – The Village has a number of open spaces that are scattered throughout the Village. There is not a strong sense of how these places collectively form a connected open space network within the Village. The School site operates as a school and a civic gathering and park space, but is not in municipal ownership. If the school site use changes, the site has the potential to play a much stronger role as a municipally owned park space or Village green in the heart of the community, potentially including, other civic, community facilities and residential uses over time. Improvements to the overall public realm can enhance the character, recreational amenity network of open spaces within the Village.

**The Riverfront** – The riverfront requires careful consideration to ensure that it maintains its passive recreational functions in a manner which is conducive to adjacent residential uses. The riverfront is a very important element of the Village, and offers many opportunities for passive recreational improvement, more effective management and joint development or enhancement opportunities involving both the Town and the Niagara Parks Commission. Opportunities for a new 'riverfront park' along the Front Street character area will complement existing Village green spaces and recapture a much stronger connection to the waterfront and create additional opportunities for civic, social and heritage interpretive activities within the Village.



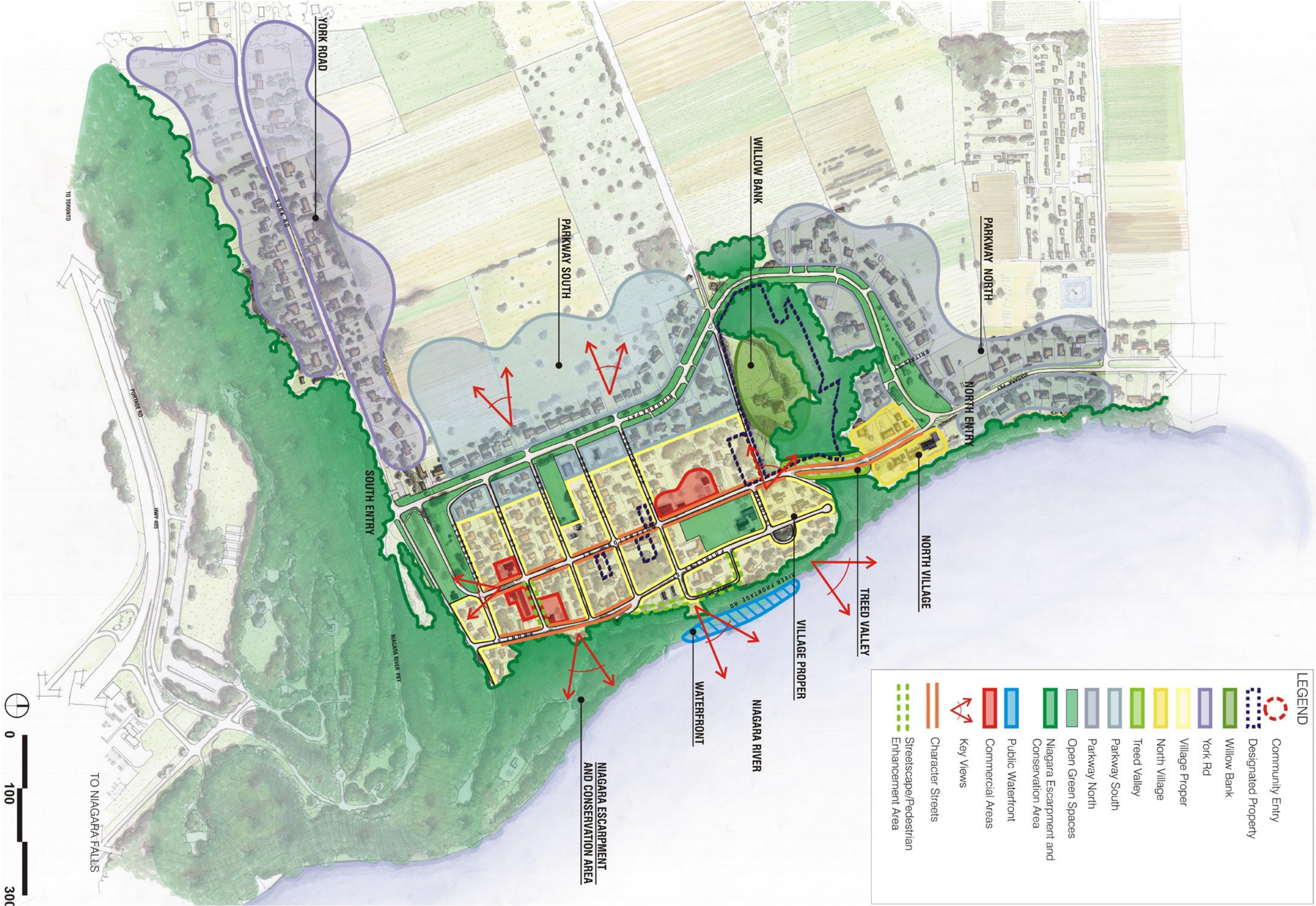


Figure 3





**Conservation lands and agricultural landscapes** - These areas surround and buffer the Village, and play an important role in defining the landscape character of the Village and should be retained, protected and enhanced as important natural and managed landscapes.

**Existing residential neighbourhoods** - Residential uses are the predominant land use in the Village. The low scale and diversity of built form and numerous architectural styles together with heritage resources found within Village residential neighbourhoods contribute significantly to the character and visual interest of the Village. New residential infill development should complement the built form and landscape character of the neighbourhoods.



### 3.3 Nine Strategic Directions to

## Guide Change within the Village

**The Village strategy is based on the following strategic directions to guide change while maintaining the fundamental structural and character assets of the Village.**

### 1. Promote Design Excellence

**New development and capital improvements should celebrate village character and positively contribute to Village 'place making'**

Queenston has had a long and distinctive history evidenced and visible in its built form, mature landscape and natural setting, the presence of many cultural institutions, some of national significance to the history of the Region and Country, all of which set it apart from other small settlements. Queenston is a living and vital community and it has changed and evolved over time and it will continue to do so. In the past, Queenston has seen periods of rapid expansion adjacent to the waterfront, it contracted at the end of its industrial period, and it has seen incremental additions representing differing styles and periods.

The Secondary Plan, land use and urban design policies anticipate and provide guidance to future change to allow the Village to continue to accommodate incremental small scale infill developments as well as to direct and manage larger opportunities for change in ways that will maintain the distinctive character of the Village and strengthen and enhance its existing structure.

- Provides greater policy detail and new urban design criteria to guide all new development, public realm improvements and capital investments to achieve a high level of design excellence and contextual integration to positively contribute to place making within the Village.
- Reduces the permitted maximum building height established in the Official Plan from 3 storeys and 10.7m to 2.5 storeys and 8.5m to be more in keeping with the height regime and built form character of the Village. Exceptions include some portions of the interior of the school site and 2 identified areas of future architectural focus.
- Establish recommendations for Community Entry, Parkway, Village Character Street, Village Green and riverfront open space and streetscape enhancements to better integrate and enhance these important places and movement corridors as key elements of Village character and structure.



## 2. Strengthen existing neighborhoods

**Appropriately fill in the gaps, ensuring new development respects and enhances overall neighbourhood character. Provide modest opportunities for more diverse forms of housing enabling seniors to remain in the community and young families and professionals to come to the Village – a place for people of all ages**

Queenston's residential properties are characterized by much diversity within the physical style and appearance of housing, reflecting the area's rich and varied history and lending the Village its unique sense of authenticity. There are, however, no alternatives to single family living within the Village and housing costs have increased dramatically over recent years. Lacking a broader range of housing diversity, the Village is poorly equipped to provide for its current and future senior population to downsize and remain in Queenston, and the Village is not particularly accessible to families with young children, single parent families or young single professionals who are looking for smaller homes in keeping with their financial means and stage of life.

To ensure Queenston can remain a vibrant place which is attractive and accessible to people of all life cycle stages and socioeconomic means, a modest increase in housing diversity is needed. In addition, over time, families change and sometimes outgrow the home. Small scale building additions can accommodate changing needs, extended families and address improvement issues.

### The Secondary Plan:

- Provides detail policy and urban design direction for small scale building additions and residential infill opportunities to ensure that they respect the open space and built form character of the village as a whole.
- Defines minimum lot sizes, maximum permitted building footprints, building setbacks as well as urban design criteria to guide appropriate contextual integration of residential infill.
- Maintains the existing residential land use designations and densities established for Queenston in the Official Plan, Established Residential and Low Density Residential. Both of which permit single detached dwellings, semi-detached dwellings and duplexes enabling the potential for modest diversification of housing within the Village.
- Establishes a new Village Residential land use designation to provide two pockets where a greater range of housing types may be permitted including townhouses. The creation of this land use designation responds to the goal of assisting Queenston to become a more complete community by providing housing options for seniors and young families.
- Does not permit apartment form housing in the residential land use designations above.





### 3. Plan for the future of the School Site

The school site acts as an important central meeting place in the Village for both for school and recreational related activities as well as for informal civic activities. A functioning school is a positive addition to the Village. While it is desired that the school remain functioning, the potential of closure necessitates that an approach is developed regarding the future use of the site.

#### The Secondary Plan:

- Establishes the School site as a Special Policy Area requiring a comprehensive master plan and additional public consultation process to ensure an attractive and positive relationship between the parcel's use, and neighboring uses.
- Emphasizes the importance of an adaptive reuse strategy for the original school building to maintain this asset within the community.
- Requires one acre of dedicated parkland to ensure the site continues to act as a focal point within the Village.
- Promotes the development of the site partially for additional community benefit permitting such uses as a senior's home, daycare or other community facility.
- Permits a diversity of housing types, including Village Residential on remaining portions of the site.
- Transitions heights from 3 storeys and 10.7m (the approximate height of the existing original school building) at the interior of the site to 2.5 storeys and 8.5m at the edges of the site, in keeping with the height regime and character of the Village.



## 4. Create a more complete and diverse mixed use community.

**Provide for Limited Commercial and employment opportunities to increase local amenity and better equip the Village to meet community needs.**

The Village has two clusters of commercial properties: one spreading northwest from the intersection of Highlander Street and Queenston Street (the Land Rover dealership and 73 - 77 Queenston Street), and the other generally at Kent Street and Queenston Street (including the Post Office and the South Landing Inn).

Over time, properties with commercial land use designations may change. It is important to realize the potential of these sites to capture additional amenity available in the Village in a manner which can complement Village character. Future redevelopment of the commercial properties must ensure that buildings are appropriately sized and situated for their respective sites to fit within the Village context. Mixed live work commercial uses with residential units above would serve the Village well and are likely to be a viable business form over the long term. Low impact tourism uses should be small scaled while contributing to the enjoyment, amenity and quality of life the Village offers.

### The Secondary Plan:

- Permits street related commercial and community uses at the ground floor with traditional commercial ground floor heights.
- Permits mixed use development forms.
- Restricts the size of commercial units, inns and restaurants appropriate to the scale of the Village. Drive through uses will not be permitted.
- Encourages 'house like' development forms for new hospitality/accommodation uses.
- Recognizes automotive sales, parts and service uses as legally non-conforming. Expansions are permitted when it can be demonstrated that the use does not create noise, fumes or other impacts that are incompatible with other existing or planned residential or commercial use.
- Locates parking toward the rear or the property and requires the landscape buffering of commercial parking lots.



## 5. Enhance the riverfront as a valued passive recreational amenity

**Manage the Riverfront to enhance its passive recreational use and improve views creating opportunities for civic gathering to convey the rich history and evolution of the Village and River through interpretation.**

The riverfront presently serves Queenston residents and visitors. Once a prominent commercial area that was key to the success of Queenston's economy, the waterfront is currently obscured by dense vegetation and is not a readily apparent part of the Village. With the exception of the Jet-boat operation, Queenston's lower waterfront area functions as a quiet low key passive recreational area in keeping with the quiet residential nature of the Village. It provides a public boat launch facility and places to walk and enjoy the natural landscape and Niagara River.

The lands within the riverfront area are under the regulatory control of the Niagara Escarpment Commission while the majority of lands are owned by the Niagara Parkway Commission. The riverfront area provides ample opportunity for enhancement to better serve Queenston, the Town and visitors and it is important for all, the NEP, NPC and the Town to work together to realize these opportunities.

### The Secondary Plan:

- Promotes the alignment of Municipal, Niagara Escarpment Commission and Niagara Parkway Commission jurisdictional goals toward ensuring that future uses and riverfront improvements are low impact and compatible with predominant residential uses of the Village.
- Requires consultation with the municipality prior to the execution of any undertaking by the Niagara Parkway Commission pertaining to Riverfront use and activity in Queenston.
- Promotes a range of Riverfront enhancements including improved pedestrian access and trail maintenance, preservation of the natural environment and character of the riverfront and the proper management of natural areas to improve visual access to the riverfront from the Village, and the creation of a park focus on Front Street providing new recreational amenities, views to the riverfront and opportunities for heritage and commemorative interpretation.



## 6. Manage change within key areas of the Village

**Recognize Special Policy Areas are needed to guide 4 significant sites within the Village.**

There are 4 important areas within the Village, in excess of 2 acres each, which require special policies to guide future change due to their role and function within the structure and character of the Village, and to ensure appropriate relationships to adjacent public realm, heritage and cultural assets within the Village. These sites include:

- Willowbank;
- the Queenston Street Commercial / residential property to the west of the School site;
- the school site;
- The Front Street Commercial property and the half residential block to the north of the South Landing Inn, bounded by Front Street and approximately half the length of Partition Street, and including the upper riverfront located on Front Street situated directly across from the sites listed above, under the jurisdiction of the Niagara Parkway Commission.

### The Secondary Plan:

- Establishes special policy to guide the development and infill of these sites requiring comprehensive master plans and additional public consultation processes to ensure an attractive and positive relationship between the parcel's use, and neighboring uses is achieved.

## 7. Beautify the Village through targeted public realm improvements

There are a range of public realm, park, and streetscape improvements that could improve the beauty and livability of the Village, including the creation of a new municipal park for Queenston.

### The Secondary Plan:

- Will ensure the creation of a 1 acre municipal park on the school property as discussed above in Strategic Direction 3.
- Guide improvements to sidewalks, pathways, lighting and signage in a manner which is in keeping with and will reinforce Queenston's Village character.
- Guide improvements to open spaces, character street streetscapes and the creation of the Front Street Parkette to enhance overall character of the Village.





## 8. Preserve Cultural and Natural Heritage

Queenston is distinguished by a wealth of natural and cultural heritage resources. Conservation lands and natural heritage elements are important structuring elements within the Village and provide important natural heritage and ecosystem functions. Additionally, there are a number of culturally significant landmarks in the Village that are rooted in a long and celebrated history important to the region and Country including, The Mackenzie Heritage Printing Museum, Laura Secord Homestead, Willowbank, Riverbrink Gallery, St. Saviors Church, and the South Landing Inn. These resources need to be preserved for future generations.

### The Secondary Plan:

- Will be consistent with the Heritage Conservation Policies outlined in Section 18 of the Official Plan.
- Will encourage designation of properties under Part IV of the Ontario Heritage Act when appropriate.
- Promotes the preservation of conservation and natural heritage lands in a natural state.
- Ensures that new development will not adversely impact conservation and natural heritage lands.
- Promotes the development of walking trails in a manner which will not impact the natural environment.



## 9. Structure a Program for Necessary Infrastructure Improvements

Various infrastructure improvements are required in Queenston. Drainage and paving problems do exist and overhead wires clutter some of the Village's picturesque views.

### The Secondary Plan:

- Promotes the maintenance of infrastructure in a state of good repair, and all improvements conducted should be implemented in an environmentally sensitive manner that respects and reflects the Village's historic, intimate and pedestrian-scaled character.
- Promotes the minimal presence of sidewalks. New sidewalks may be considered on Queenston and Front Street. Otherwise, new sidewalks may be considered when supported by a pedestrian study.
- Dee Road should remain unpaved, and should be kept in a good state of repair.
- The possibility of surface vegetated bio-swales should be considered to mediate drainage problems in the Village. A further municipally-funded study should be conducted to determine appropriate engineered solutions.
- Overhead wires in the Village should, over time, as infrastructure works are undertaken, be buried.







PART 4:

**Toward a More Complete Community**

# **SECONDARY PLAN FOR THE VILLAGE OF QUEENSTON**





# SECONDARY PLAN

## PART 4

# TOWARD A MORE COMPLETE COMMUNITY SECONDARY PLAN FOR THE VILLAGE OF QUEENSTON AND THE RIVERFRONT

## 1.0 Introduction

The Village of Queenston is a small community defined by its tree-lined streets, pedestrian-scaled and intimate atmosphere, and a wealth of heritage resources that are valued by the residents. The strong sense of place in the Village and its remarkable natural landscape setting create a distinctive place and community.

Queenston has had a rich and diverse history. The 'west landing', a natural flat landing at the Niagara River's edge, had become known as 'Queenston' by the late 1700's. By 1811 it was home to one of Upper Canada's first distributing post offices with a population of approximately 300 residents prospering from water related trade. Over the past 150 years, Queenston and its waterfront have undergone many changes as the Village shifted from a busy commercial port to a residential community with predominantly single family housing and only a few open views to the riverfront.

A select number of substantial sites within the Village create the opportunity to modestly expand the diversity of housing types and commercial uses within the Village to better meet the needs of the existing and future community, while maintaining the fundamental character and quality of the Village. Articulating the direction in which modest change can occur is important for preserving the distinctive quality of the Village today. **Toward a More Complete Community** responds to specific contemporary challenges and opportunities facing the Village today and establishes a framework of public improvements and detailed policy direction for private sector development aimed at enhancing the Village as a more complete community, while preserving its unique natural and cultural assets and the quality of life it offers.

**Toward a More Complete Community** translates the Village Strategy for guiding change within the Village into a series of land use and urban design policies to ensure that future development is compatible with existing uses, development form and the character of the Village. The Secondary Plan covers the Village of Queenston as designated in the Niagara-on-the-Lake Official Plan and the Riverfront adjacent to it. The Secondary Plan policies are generally consistent with the relevant provisions of Niagara-on-the-Lake's Official Plan but provide more detailed policy where necessary to achieve the intended direction for the Village.



## 1.1 General Intent of the Secondary Plan

The Queenston Secondary Plan has two primary purposes: to guide detailed planning, zoning and development decisions; and, to identify the Town's priorities for publicly funded initiatives and investments. As such, the Secondary Plan provides the detailed policy direction to manage the land use, infrastructure and development changes within the Village of Queenston for the next twenty years. It is the intention that any new private development and public investment contributes toward the Village becoming a more complete and sustainable community. One that is able to meet the needs of its residents while maintaining and respecting the essential character and structure of the Village. The Plan promotes a modest increase in the diversity of housing types and employment choice within the Village in the form of 'live work' developments whereby residents and workers will have the opportunity to live, work and shop.

The Land Use Policies, Urban Design Policy and Tools for Implementation are outlined in Part 4 and collectively form the Secondary Plan for the Village of Queenston and the Riverfront area.

The Secondary Plan recognizes that it may take many years for the community to evolve as a more complete community. Therefore, any development proposal will need to conform to the long term goals and built form objectives envisioned by this Plan. Urban design requirements are an important component of this Secondary Plan. Maintaining the visual attractiveness and character of the Village is of prime importance, and development throughout the Village will be characterized by high quality urban design.

## 1.2 Community Structure and Urban Form

Queenston exhibits a distinct development pattern characterized by a regular pattern of streets and blocks which establish a connective structure for cultural, residential, and commercial uses, and heritage elements. The Village is set within a remarkable natural landscape of the escarpment, riverfront and agricultural lands. The Secondary Plan establishes the following structural provisions to improve and complement the quality of place in the Village including:

- Integrate the Niagara River Parkway within the overall character and structure of the Village through street tree planting and landscape improvements aimed at greening the Parkway, slowing traffic movement within the Village and improving the landscape character and quality of place of this part of Queenston;
- Enhance the North and South entries to the community from the Parkway to improve access, egress and way-finding within the Village;
- Respect and preserve the urban street pattern as a green connective network for vehicular, pedestrian and cyclist movement in the Village;
- Recognize Front/Princess and Queenston Streets as Village character streets that are important movement and public realm spines and could be enhanced with heritage lighting, improved walkways and new streetscape elements to strengthen and reinforce the character of the Village;



## SECONDARY PLAN

- Establish Special Policy Areas for 4 significant sites in excess of 2 acres located on Village character streets and a Special Policy Area for the Riverfront whose potential redevelopment should be guided by policy requiring comprehensive master plans and public consultation to ensure an attractive and positive relationship between the parcel's use and neighbouring uses;
- Undertake public realm improvements to Village green spaces scattered throughout the Village to enhance the character and recreational amenity of the open space network within the Village;
- The role of the Riverfront can be enhanced with the development of the Front Street Heritage Park through more effective management and joint development or enhancement opportunities involving the Town and the Niagara Parks Commission including a riverfront park;
- Protect and enhance conservation lands and agricultural landscapes as important natural and managed landscapes; and
- Maintain and enhance stable residential neighbourhoods and ensure that new infill development complements the built form and landscape character of the neighbourhoods.



## 2.0 Community Development Principles

The following principles express the fundamental premises for development within the Secondary Plan area. They will be considered in the review of all development applications and capital projects.

### 2.1 Promote Design Excellence

- a) Design and construct buildings that respect, complement and enhance the best attributes of the Village;
- b) Adopt 'best practice' technologies to achieve energy efficient buildings;
- c) Ensure the public realm – the area's parks, streets, and trails are designed, upgraded and maintained to the highest standards;
- d) Incorporate public art into the design of significant open spaces; and
- e) Promote the development of inspiring, meaningful and memorable places.

### 2.2 Strengthen Existing Neighbourhoods

- a) Ensure new infill development respects and enhances the character of the neighbourhoods and Village as a whole;
- b) Encourage compatible development on vacant and under-utilized land;
- c) Preserve, restore and/or reuse buildings of historic or architectural significance;
- d) Ensure existing residential neighbourhoods and infill development are adequately served by community amenities such as public parks, libraries, emergency services and recreational facilities;
- e) Ensure that institutional, commercial and open space and community facility uses are compatible with and complementary to neighbouring uses and the surrounding community, and are designed to facilitate the achievement of urban design objectives of the plan; and
- f) Encourage and assist institutional users and public agencies in securing suitable sites, multi - use or shared use space to enable them to serve the community's social, cultural, health care and religious needs.

### 2.3 Create a More Complete and Diverse Mixed Use Community

- a) Modestly increase the range of residential land uses to provide more flexibility of housing forms to meet the needs of the population, seniors and young families;
- b) Provide 'live work' opportunities whereby residents and workers will have the opportunity to live, work and shop in the Village;





## SECONDARY PLAN

- c) Locate mixed land uses and higher density residential townhouse uses in close proximity to planned community parkland and open space focal areas and/or as permitted within commercial use areas to support a vibrant community; and
- d) Promote commercial, mixed use commercial and low impact tourism development opportunities which can serve the broader community and municipality, while meeting the needs of the local population without disrupting day to day community life.

### **2.4 Enhance the Riverfront as a Valued Passive Recreational Amenity**

- a) Promote the alignment of Municipal, Niagara Escarpment Commission and Niagara Parks Commission jurisdictional goals toward ensuring that future uses and riverfront improvements are low impact and compatible with predominant residential uses of the Village;
- b) Promote a range of riverfront enhancements including improved pedestrian access and trail maintenance, preservation of the natural environment and character, and the proper management of natural areas to improve visual access to the riverfront from the Village;
- c) Promote the creation of a publicly accessible civic parkland focus on Front Street providing new passive recreational amenities, views to the riverfront and opportunities for heritage and commemorative interpretation;
- d) Promote the development of a continuous upper riverfront 'walk' or promenade linking the civic parkland focus on Front Street north to the riverfront viewing area at St. Savior's Church, utilizing Public right of ways, and as necessary private easement agreements;
- e) Promote the maintenance of all public access routes to the riverfront, public boat launch, and riverfront parkland areas and furnishings;
- f) Promote the maintenance of current river front access routes to their current width;
- g) New development on the riverfront should not prevent or inhibit public access to the water's edge; and
- h) Preserve and enhance public vistas and view corridors to and from the waterfront and at the terminus of public streets adjacent to the waterfront.

### **2.5 Beautify the Village through Targeted Public Realm Improvements**

- a) Augment existing open spaces with new parkland, enhanced parkland on Front Street and publicly accessible private amenity spaces to strengthen civic and recreational opportunities within the Village;
- b) Ensure that new parks and open space amenities address the passive recreational needs of the community;
- c) Enhance existing open space amenities with landscaping and streetscape furnishings to enhance civic and recreational functions;



- d) Support Queenston Street and Front Street as important Village Character Streets appropriate for heritage themed streetscape improvements including lighting; and
- e) Promote the enhancement of the Niagara River Parkway through new streetscaping to better integrate this scenic ceremonial route within the Village.

## **2.6 Preserve Natural and Cultural Heritage**

- a) Conserve and strengthen the overall character of Village neighbourhoods and streetscapes;
- b) Conserve, restore and reuse existing historic buildings and structures;
- c) Conserve and protect natural heritage areas in a natural state;
- d) Encourage designation of important historic buildings under Part V of the Ontario Heritage Act;
- e) Ensure that new development will not adversely impact the conservation of natural and cultural heritage features;
- f) Reflect and interpret the industrial, commercial and marine heritage of the Village through the design of new open spaces, views and vistas, and as focal commemorative features at community entries and civic gathering spaces;
- g) Encourage the development of cultural institutions to inform residents and visitors about the area's heritage; and
- h) Encourage the use of existing and planned open spaces for cultural and community events.

## **2.7 Structure a Program for Necessary Infrastructure Improvements**

- a) Manage development within the capacity of the existing transportation and servicing infrastructure;
- b) Ensure that any additional costs of servicing private development are borne by the benefiting landowner;
- c) Promote the burial of telecommunications aerial cable and any other utility lines to enhance and preserve the visual integrity of the Village;
- d) Employ 'best practices' techniques for stormwater management to minimize reliance on the combined sewer system and to alleviate where possible, surface drainage and flooding problems; and
- e) Maintain public roads in a state of good repair, suitable for walking, cycling and automobile use, and in their current 'curbless' condition, except for Queenston Street and portions of Front Street adjacent to the planned civic park.



# SECONDARY PLAN

## 3.0 General Policies

The policies in this section address land use and other matters common to all parts of the Queenston Secondary Plan area and are intended to ensure all future planning and development in the area addresses the issues and opportunities from the broad community or municipally-wide perspective.

- 3.1** The Queenston Secondary Plan area includes the Queenston Urban Area, as identified in the Town of Niagara-on-the-Lake Official Plan. In addition the Secondary Plan includes four properties on the riverfront side of Front Street and the abutting riverfront lands managed and under the jurisdiction of the Niagara Parks Commission and Niagara Escarpment Commission.
- 3.2** The Town of Niagara-on-the Lake will ensure development and redevelopment in the Queenston Secondary Plan area respects the type, scale and character identified in this Plan.
- 3.3** The Land Use Map, Figure 4, shows land use designations for the entire Village of Queenston.
- 3.4** All new development in Queenston shall be subject to a minimum height of 1.5 storeys (5.0m) and a maximum height of 2.5 storeys and 8.5m, except as prescribed in the specific policies of this Plan.
- 3.5** To encourage a broader mix of household types at varying income levels, Queenston shall accommodate a range of housing types including detached, duplex and semi-detached and townhouse dwellings and Seniors apartments as prescribed in the provisions of this Plan.
- 3.6** Development adjacent to farmland shall be compatible to agricultural activities with limited access to reduce public exposure to farming equipment and machinery.
- 3.7** Energy efficient design and building design shall be encouraged in new development in Queenston.

## 4.0 Living in the Village – Residential uses

Responding to the Village's predominantly residential neighbourhood character, the Secondary Plan identifies three residential designations: Established Residential, Low Density Residential, and Village Residential. The Established Residential and Low Density Residential designations are generally consistent with the provisions of the Town's Official Plan. More detailed policies with regard to height, built form and design guidelines provide clear policy direction that is appropriate to the Village of Queenston.

The Village Residential land use designation has been added as a new designation to provide pockets where a greater range of housing types may be permitted in the Village including townhouses. A broader range of housing types in the Village responds to the goal of moving towards a more complete community.

Only modest residential infill development is expected to occur within the Village. Below is a series of policies to ensure that any new residential development shall generally be in keeping with the scale and character of existing buildings in the Village. While the Secondary Plan does not create explicit policies regarding housing styles, as the Village has no predominant vernacular building style, it is important



LEGEND

- Low Density Residential
- Established Residential
- Village Residential
- Conservation
- Open Space & Community Facility
- Village Commercial
- SP3 Special Policy Area







that all new development positively contributes to the character and quality of the Village and allows for the continuation of the variety and diversity of styles found in the Village. Built form, related to massing, setbacks, and lot coverage, is guided by the Urban Design Policies of this Plan.

## 4.1 Policies Pertaining to All Residential Designations

The following policies will apply uniformly to all residential land use designations:

- 4.1.1** Apartment form housing is only permitted on the School site.
- 4.1.2** When creating new residential lots, a Streetscape Study will be completed to ensure that the application is consistent with Urban Design Policies of this Plan.
- 4.1.3** New buildings shall generally reflect and complement existing adjacent development in terms of scale, height, building location and architectural character.
- 4.1.4** Building additions and secondary structures shall be a natural extension of the original structure's character, with rooflines no higher than the original structure, and have a complementary relationship to the original structure. They should generally be located behind the front façade of the original structure, except in the case of porches or bay windows, which may extend beyond the existing front façade.
- 4.1.5** Buildings and secondary structures shall be located appropriately on the lot to be consistent with and reinforce the characteristic of buildings and secondary structures situated in a landscaped yard/garden.
- 4.1.6** Structures shall have front, side and rear yard setbacks that are generally consistent with the character of the neighbouring properties. Specific setback dimensions are outlined in the Urban Design Policy provisions of this Plan.
- 4.1.7** Garages shall be located behind the principal building façade, and in general towards the rear of the lot. However front car garages are permitted subject to the provisions of this Plan.

## 4.2 Low Density Residential

This designation is located along York Road and portions of the Niagara River Parkway, and consists of a range of housing styles with a variety of setbacks and typically generous lot widths. Development in this designation is generally newer than that within the historic core of the Village, and the majority of the properties back onto either agricultural lands or the Niagara Escarpment Natural Area. Access is provided either directly from the Niagara River Parkway or via a service road paralleling the parkway. The intent of policies outlined below is to respect the existing residential pattern, varied lot sizes and generous frontages within this designation.

- 4.2.1** Permitted Main Uses: residential uses including single detached dwellings, semi-detached dwellings and duplexes.



## SECONDARY PLAN

- 4.2.2** Secondary Uses: Uses permitted with a main use include: roomers and borders, bed and breakfasts, accessory apartments, granny flats, home occupations, accessory buildings or structures.
- 4.2.3** The density of development shall not exceed 6 units per acre (14 units per hectare) residential net density.
- 4.2.4** Newly created lots with service road access paralleling the Niagara River Parkway and not abutting the Niagara Escarpment shall have minimum dimensions of 30m in width by 45m in depth, and should generally be similar in overall size, width and depth to adjacent and neighbouring residential lots.
- 4.2.5** Newly created lots with direct frontage on the Niagara River Parkway and/or abutting the Niagara Escarpment shall have minimum dimension of 60m in width by 45m in depth, and should generally be similar in overall size, width and depth to adjacent and neighbouring residential lots.
- 4.2.6** Building footprints of the combined principal and secondary structures shall be no greater than 15% of the lot area.

### 4.3 Established Residential

This designation corresponds to the core of the Village, generally located east of the Niagara River Parkway, characterized by neighbourhood housing located on a traditional urban street and block pattern. The variety of lot sizes, architectural styles and lot frontages in the Village core exhibits an attractive and unique urban character which shall be respected.

- 4.3.1** Permitted Main Uses: residential uses including single detached dwellings, semi-detached dwellings and duplexes.
- 4.3.2** Secondary Uses: Uses permitted with a main use: roomers and borders, bed and breakfasts, accessory apartments, granny flats, home occupations, accessory buildings or structures.
- 4.3.3** The density of development shall not exceed 9 units per acre (30 units per hectare) residential net density.
- 4.3.4** Newly created single detached lots shall have minimum dimensions of 18m in width by 36m in depth, and should be similar in overall size, width and depth to adjacent and neighbouring residential lots.
- 4.3.5** Newly created semi-detached dwellings and duplexes shall have minimum dimensions of 7.5m in width by 36m in depth if the adjacent lot is developed with a shared driveway, maximum 3.0m that straddles the lot.
- 4.3.6** Newly created semi-detached dwellings and duplexes with a private driveway which is not shared and does not straddle the lot shall have minimum dimensions of 9.0m in width by 36m in depth.
- 4.3.7** Building footprints of the combined principal and secondary structures shall be no greater than 33% of the lot area.



## 4.4 Village Residential

The Village Residential designation allows for smaller lot single family dwellings, smaller lot duplex and semi detached units and townhouses to provide opportunity for greater diversity of housing types in the Village. Although medium density in the form of townhouses is permitted within this designation, apartment form housing is not permitted.

**4.4.1** Permitted Main Uses: residential uses including single detached dwellings, semi-detached dwellings and duplexes.

**4.4.2** Secondary Uses: Uses permitted with a main use: roomers and borders, bed and breakfasts, accessory apartments, granny flats, home occupations, accessory buildings or structures.

**4.4.3** Newly created single family lots shall have minimum dimensions of 15m in width and 28m in depth.

**4.4.4** Newly created duplex and semi-detached lots shall have minimum dimensions of 7.5m in width and 28m in depth if the adjacent lot is developed with a shared driveway, maximum 3.0m that straddles the lot.

**4.4.5** Newly created duplex and semi-detached lots with a private driveway which is not shared and does not straddle the lot shall have minimum dimensions of 9.0m in width by 28m in depth.

**4.4.6** Newly created Townhouse lots shall have the following dimensions:

4.4.6.1 End unit lots shall have minimum dimensions of 7.5m in width and 28m in depth.

4.4.6.2 Mid unit lots with front car attached garage access shall have minimum dimensions of 6.0m in width and 28m in depth.

4.4.6.3 Newly created mid unit lots with rear detached garage and rear lane access shall have minimum dimensions of 6.0m in width and 28m in depth.

**4.4.7** The density of development shall not exceed 12 units per acre (30 units per hectare) residential net density.

**4.4.8** Building footprints of the combined principal and secondary structures shall be no greater than 40% of the lot area.

**4.4.9** Service lane access for townhouses and Seniors' apartments will, wherever possible, access the site from the adjacent side street.





# SECONDARY PLAN

## 5.0 Businesses in the Village: Village Commercial

All commercial uses in Queenston should contribute to the overall enjoyment, amenity and quality of life of the Village's residents, and contribute to increased Village sustainability, by allowing resident access to goods, services, and limited employment opportunities within Queenston. Commercial structures should be designed and function in such a manner that complements adjacent development, while facilitating viable business operations. Commercial structures will be appropriately situated and scaled in the context of the Village.

- 5.1** Permitted Uses: Street related Commercial and Community uses, Business Offices, Restaurants, Small-Scale Inns, residential and home occupation within a mixed use building.
- 5.2** Secondary Uses: Uses permitted with a main use such as accessory buildings and structures, and dwelling units.
- 5.3** Commercial frontages will be located along the ground floor along Queenston Street and Front Street; specific provisions are outlined in Section 13.2.5.
- 5.4** Mixed use developments with ground floor street-related commercial and community uses are permitted and encouraged.
- 5.5** The range of uses permitted on upper floors shall include residential, live/work, personal services and office. Retail uses are not permitted above the ground floor.
- 5.6** Live/work commercial residential units will be developed with a minimum 6.0m service/access lane at the rear to provide loading and service access removed from the public street and permit access to residential/office units above and commercial and residential parking areas subject to detailed design approval by the Town.
- 5.7** Buildings shall conform to the height provisions of this plan and specific provisions outlined in the Urban Design Policy section related to the creation of architectural focal landmarks within commercial use areas.
- 5.8** Publicly accessible private amenity areas, including outdoor dining areas and landscaped courtyards are permitted in accordance with provisions outlined in the Urban Design Policy section of this Plan.
- 5.9** Small Scale Inns up to 3 stories and 840 square metres with a maximum of 22 rooms are permitted.
- 5.10** With the exception of an inn, a commercial unit, including restaurants, shall be a maximum of 110 square metres.
- 5.11** Ancillary parking will be permitted on commercial lots and should not be immediately visible from the public street.
- 5.12** On-street customer parking is permitted within the public right of way on public streets immediately adjacent to the primary commercial frontage.
- 5.13** The following policies will apply to automotive service and sales uses in the Queenston area:



- i) The existing use is recognized as a legal non-complying use;
- ii) Expansion shall only be permitted when it can be demonstrated that the existing use is operated in a manner that does not create dust, noise, odour, vibration, fumes, or soil and groundwater contamination that will adversely affect the stable surrounding residential community;
- iii) There are no adverse impacts from the expansion on existing or planned residential and mixed uses; and
- iv) Upon the ceasing of operation of the non-complying use, or abandonment of the use, development and /or redevelopment of the property shall comply with the uses outlined in this plan.

## 6.0 Open Space and Community Facilities

Areas designated as Open Space and Community Facilities serve an important function within the Village. They provide green space for recreation and relaxation, and house a range of Community Facilities that serve both the residents of Queenston as well as the broader community. These amenities provide a setting which supports everyday life, civic, recreational and community functions within the Village. There are opportunities to better utilize and enhance some of these community amenities to add diversity to the public realm and improve social, recreational and leisure benefits and opportunities within the community.

- 6.1** Permitted Main Uses: Neighbourhood parks, elementary schools, health care facilities and seniors housing, churches, day care centres, cemeteries, museums, historic sites, and similar community serving uses.
- 6.2** Secondary Uses: Uses permitted in conjunction with a Main Use such as public markets, open air pavilions, small associated parking areas of less than ten spaces, small concession stands, accessory buildings and structures.
- 6.3** Publicly-accessible open spaces including parks, open space, trails, public art and interpretive features are permitted.
- 6.4** A complement of places for informal active and passive use should be provided.
- 6.5** A connected network of public realm features should be linked throughout the Village through improved streetscapes, enhanced trail linkages and public realm improvements as indicated in the Public Realm Improvements (Section 8).
- 6.6** New buildings and additions to existing structures are permitted provided that they continue to provide an amenity function to the Village. Additions to existing structures should not be more than 50% of the existing footprint of the existing structure.
- 6.7** Dedicated municipally owned parkland should be secured for the Village on the school site as a focal community gathering space or commons should the current use change.
- 6.8** Usable passive parkland should be created overlooking the riverfront on Front Street to enhance community civic and recreational amenity, reinforce the connection and visibility of the river and create numerous opportunities for heritage and archaeological interpretation.



# SECONDARY PLAN

## 7.0 Infrastructure Improvements

Queenston's public infrastructure shall be kept in a state of good repair, and all improvements conducted shall be implemented in an environmentally sensitive manner that respects and reflects the Village's historic, intimate and pedestrian-scaled character. The movement and transportation network is shown on Figure 5.

The sewage treatment facility in Queenston has sufficient capacity to service all the lands within the existing urban boundary of the community.

Periodic flooding and other drainage issues shall be addressed by the municipality. Several serious problem areas exist, as defined in Figure 6.

- 7.1** New or improved sidewalks and curbs may be considered on Queenston and Front Street but otherwise no additional sidewalks or curbs will be considered unless supported by a pedestrian access study. This policy does not apply to sidewalks and pathways within parks and open spaces.
- 7.2** Queenston's local roadways shall provide for pedestrians, bicycles and cars to co-exist and travel safely.
- 7.3** Dee Road should remain unpaved and should be kept in a good state of repair.
- 7.4** All local roads shall be kept in a good state of repair.
- 7.5** Any private streets or service lanes shall be designed to municipal standards. These streets and service lanes shall function as part of the transportation network, and will be designed and landscaped according to the provisions outlined in the Urban Design Policy section.
- 7.6** Surface vegetated bio-swales should be considered to address drainage problems as shown in Figure 7.
- 7.7** In order for new development to proceed, adequate storm water treatment management shall be provided subject to approval by the Town, Region and local Conservation Authority.
- 7.8** Overhead wires in the Village should be buried over time as infrastructure works are undertaken.
- 7.9** New structures shall not obstruct existing drainage patterns, and necessary improvements to the drainage system shall be made if disruptions occur.
- 7.10** Access points to Queenston from the Niagara River Parkway perceived as dangerous, including the Niagara River Parkway and York Road, Dee Road, and Queenston Street, should be examined from a safety and operational perspective when any municipal or regional road reconstruction is to occur. The Niagara Parks Commission is the agency with jurisdiction over intersections involving the Niagara River Parkway network.





Figure 5



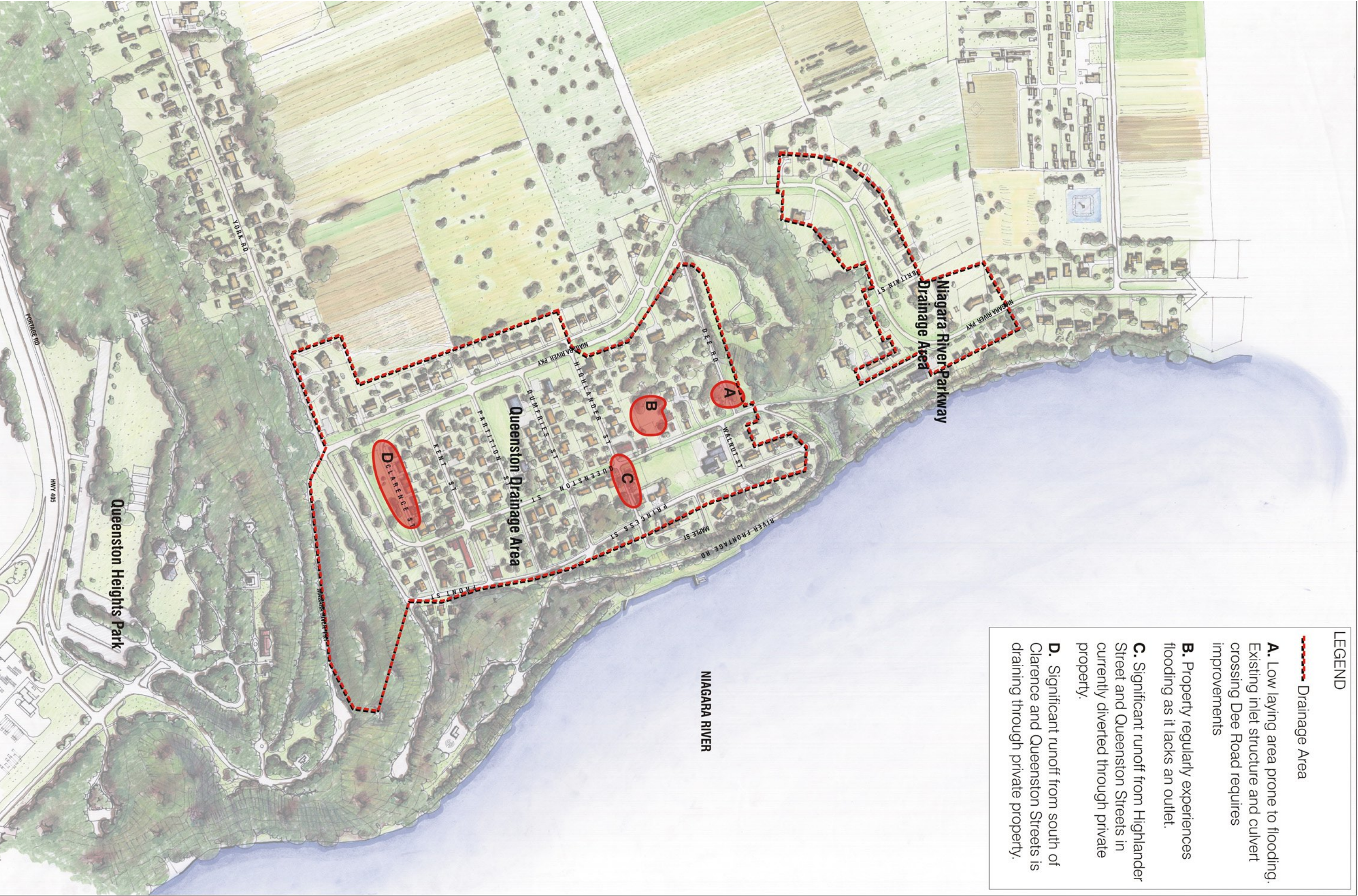


Figure 6



## SECTION C-C THROUGH TYPICAL MODIFIED STREET AT BIOSWALE

SCALE: NTS

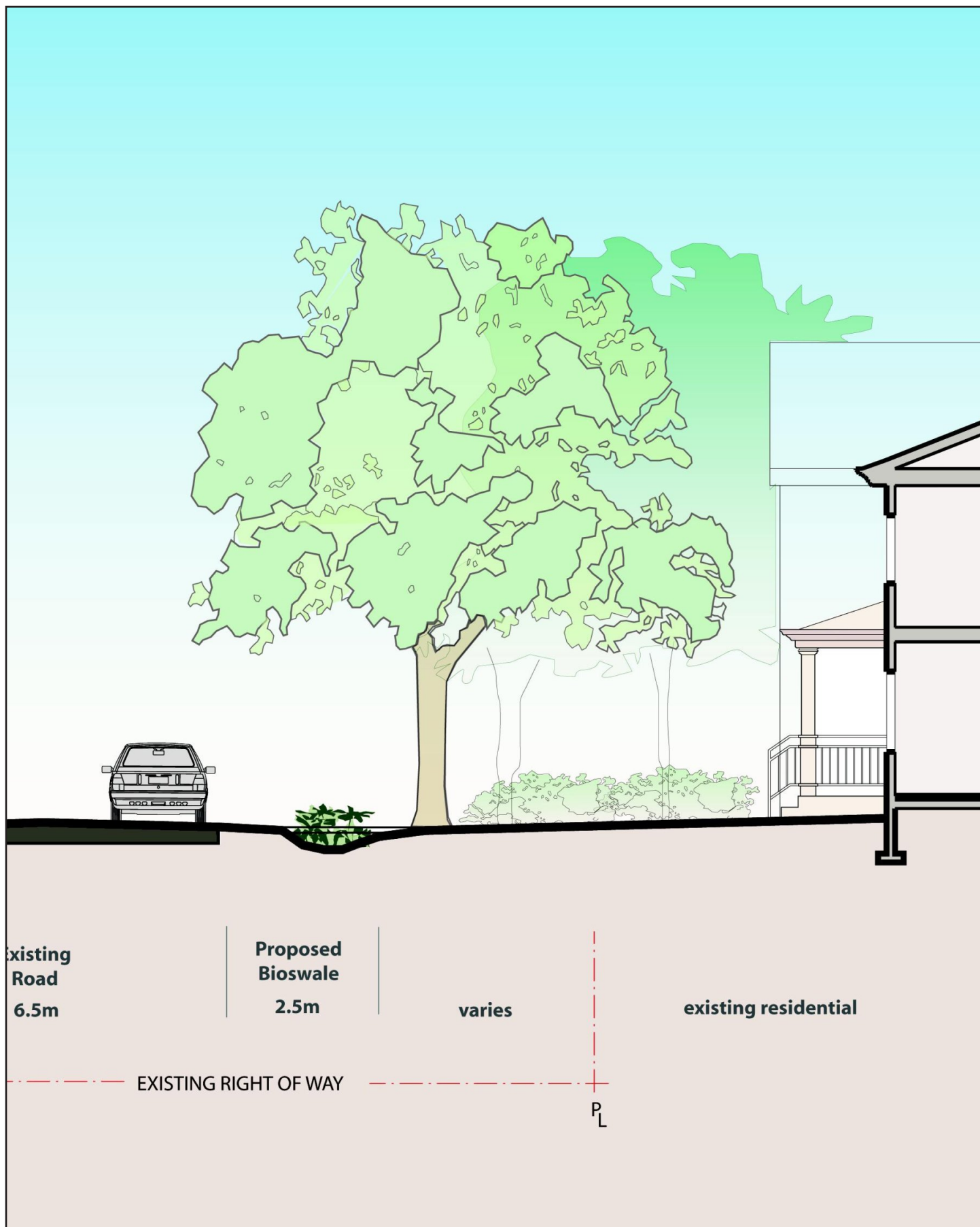


Figure 7





**7.11** Road works and improvements along York Road are to be completed to the satisfaction of the Regional Works Department.

**7.12** Opportunities for future public transit to serve the Village through an inter-municipal transit service or other related transit programs shall be encouraged.

## **8.0 Public Realm Improvements**

Public realm, park, and streetscape improvements shall serve to improve the beauty and liveability of the Village. All improvements to sidewalks, pathways, lighting and signage shall be designed to reinforce Queenston's Village character. Front Street and Queenston Street are important Village Character Streets and movement corridors in the Village with a potential to play a distinct place-making role.

Front Street is the historic commercial corridor of Queenston with some commercial uses still present today. The potential to re-establish a strong visual and physical relationship along Front Street to the Riverfront below should be encouraged. Queenston Street acts as the Village's civic spine. It is the location of many historic buildings, community facilities, commercial areas, and an important pedestrian sidewalk. These streets are important within the overall urban structure of the Village and focused public realm improvements can serve to reinforce the unique character of the Village. Further guidance on implementing the policies below can be found in the provisions of the Urban Design Policy section of this Plan.

**8.1** The following policies will apply to encourage the development of improved and permanent civic focal places within the Village and to complement Queenston's Village structure and quality of place:

**8.1.1** A municipally-owned park should be created on portions of the school site should the current use change.

**8.1.2** Parkland and river view enhancement, including passive recreational space and interpretive opportunities, of the upper riverfront adjacent to Front Street should be encouraged.

**8.2** A series of paths and enhanced pedestrian connections, and other associated improvements, should be considered as potential capital improvements overtime.

**8.3** Establish a streetscape improvement plan for the Niagara Parkway to better integrate this scenic ceremonial route within the Village and improve the character of adjacent residential uses.

**8.4** Enhance primary community entries to the Village through landscaping, signage, and commemorative and interpretive opportunities.

**8.5** Develop a street tree planting replacement program throughout the entire Village to ensure the Village remains well treed and green.



## 9.0 Conservation Lands

Conservation Lands are environmentally significant and/or are unsuitable for building purposes because of extreme topography and/or flooding risks. The Conservation Lands in Queenston are an important structuring element to the Village. Their natural vegetated state reinforces the impressive topographic changes in the Village and provides important natural heritage functions. Conservation lands shall be preserved in their natural state.

- 9.1** Permitted Main Uses: Fisheries management, wildlife management, waterfowl protection, flood-plains, environmental protection, parks, activities and facilities of the Niagara Parks Commission.
- 9.2** Secondary Uses: Uses permitted with a main use such as accessory buildings and structures subject to the approval of the authority having jurisdiction.
- 9.3** Uses permitted independent of a main use: shoreline protection works, accessory buildings or structures not used for human habitation permitted in an abutting designation subject to the approval of the authority having jurisdiction.
- 9.4** Development on lands adjacent to a conservation designation shall not negatively impact that land. New development adjacent to Conservation Lands shall be required to demonstrate that any adverse impacts are minimized.
- 9.5** The public boat launch shall be preserved.
- 9.6** Trails are permitted and should be designed to minimize impacts to the existing landscape and fauna.



# SECONDARY PLAN

## 10.0 Special Policy Areas

Five distinct sites in the Secondary Plan are the subject of special policies in order to ensure that change and development can be properly guided over time on these significant sites. The special policy areas are in public and private ownership and the ownership may change over time. The provisions of the special policy areas are intended to ensure that new development is planned comprehensively to establish a cohesive and well-integrated development with an appropriate relationship to neighbouring properties that contributes to Village vitality and character. The specific policies will guide the development of each distinct Policy Area, and apply to the area as a whole, rather than to the individual parcels that may be situated within it.

### 10.1 General Special Policy Area policies:

- 10.1.1 The underlying land use designations of these parcels apply; however, where there are discrepancies, these special policies will prevail.
- 10.1.2 Relevant policies outlined in the Urban Design Policy section apply.
- 10.1.3 A comprehensive plan for the entire Special Policy Area shall be prepared prior to any development. The Comprehensive Plan shall ensure an attractive and positive relationship between the parcel's commercial and residential areas, as well as neighbouring parcels. Traffic, circulation, landscape, open space, drainage and servicing issues shall be addressed in the comprehensive plan to the satisfaction of the Town.
- 10.1.4 A public consultation process will be undertaken as part of development in a special policy area.

The five special policy sites, and their site specific policies, are as follows:

### 10.2 Special Policy Area 1 – Queenston Street

This site consists of the commercial lands running northward on Queenston Street from Highlander Street, municipally known as 61- 77 Queenston Street, which are designated Village Commercial, and a residential area behind it which is designated Village Residential. The entire site is located within the historic core of the Village. It is surrounded by lands designated as Established Residential to the north, north-west and south-west. The Land Rover automotive dealership, which is designated Village Commercial, is on the south side of the site.

The site's prominent location on Queenston Street, one of the Village Character Streets, and being directly across from the School Site, which is also designated a Special Policy Area, gives this site a particularly unique character. The prominent location and proximity of the site to the future civic focal park on the School Site requires that the scale and nature of change, if it is redeveloped in the future, are considered in the surrounding context and its potential impact on Village character.

The special policy designation also addresses the site as one where a master plan can be developed to accommodate a mix of commercial and residential land use designations to guide any future development on the site to support greater diversity of residential development and live/work opportunities in the Village while preserving Village character. A demonstration plan, perspective and section are illustrated on Figures 8, 9 and 10.



# SPECIAL POLICY AREA 1: QUEENSTON STREET

SCALE: NTS



Figure 8



## **Policies:**

- 10.2.1 The primary address of the area will be Queenston Street with permitted mixed use and commercial development fronting on Queenston Street.
- 10.2.2 Residential units in the form of single detached dwellings, semi-detached, duplex, and townhouses are permitted, to which the setbacks and other provisions of the Village Residential designation shall apply.
- 10.2.3 Primary access to the area shall be provided from Queenston Street and new public roadways or private lanes providing access to and or servicing Village Residential uses will take their access from Queenston Street.
- 10.2.4 All new public roadways will be designed to municipal standards.
- 10.2.5 New private lanes and service lanes will be a maximum of 6m in width, developed without curbs or sidewalks and will be appropriately landscaped to the satisfaction of the municipality.
- 10.2.6 Live-work commercial residential units will be developed with a minimum 6.0m service/access lane to provide loading and service access removed from the public street and permit access to residential/office units above and commercial and residential parking areas.
- 10.2.7 New structures within Special Policy Area 1 shall complement existing adjacent development in terms of scale, character, height, and mass.
- 10.2.8 Front car attached garages will not be permitted on duplex, semi-detached and townhouse units fronting a public street.
- 10.2.9 Commercial parking will not be permitted in the residential designated area. Parking provisions outlined the Village Commercial and Village Residential land use designations apply.
- 10.2.10 Maximum setback of 6m will be permitted to allow for a publicly accessible amenity space on the corner of Queenston Street and the private lane. The space will include outdoor gathering and social space, including a dining area if desired, within the commercial area to create a focal courtyard space.
- 10.2.11 Provisions for streetscape improvements encouraged along Queenston Street as outlined in Section 14.2.2 of the Urban Design Policies apply.
- 10.2.12 A new Inn may be a maximum of 3 stories and 10.7m toward the interior of the site and will transition to a maximum of 2.5 stories and 8.5m at the edges of the site bounded by public rights of way.



**Demonstration Perspective SPA 1**

6.0 m private lane

4.5 m setback

POTENTIAL LIVE/WORK DEVELOPMENT

2.5m setback

6.0 m (min.) Townhouse Lot with 3.0 (max.) Front Car Garage

28.0 m (min.)

6.0 m

4.5 m (min.)

7.5 m

6.0 m

Garage Setback

Private Lane

Potential Stormwater Management Pond

Potential New Inn

Lay-by Parking

Enhanced Sidewalk Treatment

Max. 110 sm. Commercial Ground Floor

Publicly Accessible Private Amenity Area (min. 6m depth at south exposure)

Landmark Architectural Feature

Landscape Focus / Street Terminus

Figure 9



# SECTION B-B THROUGH SPA 1-2: QUEENSTON STREET

SCALE: NTS



## Demonstration Section SPA 1/ SPA2

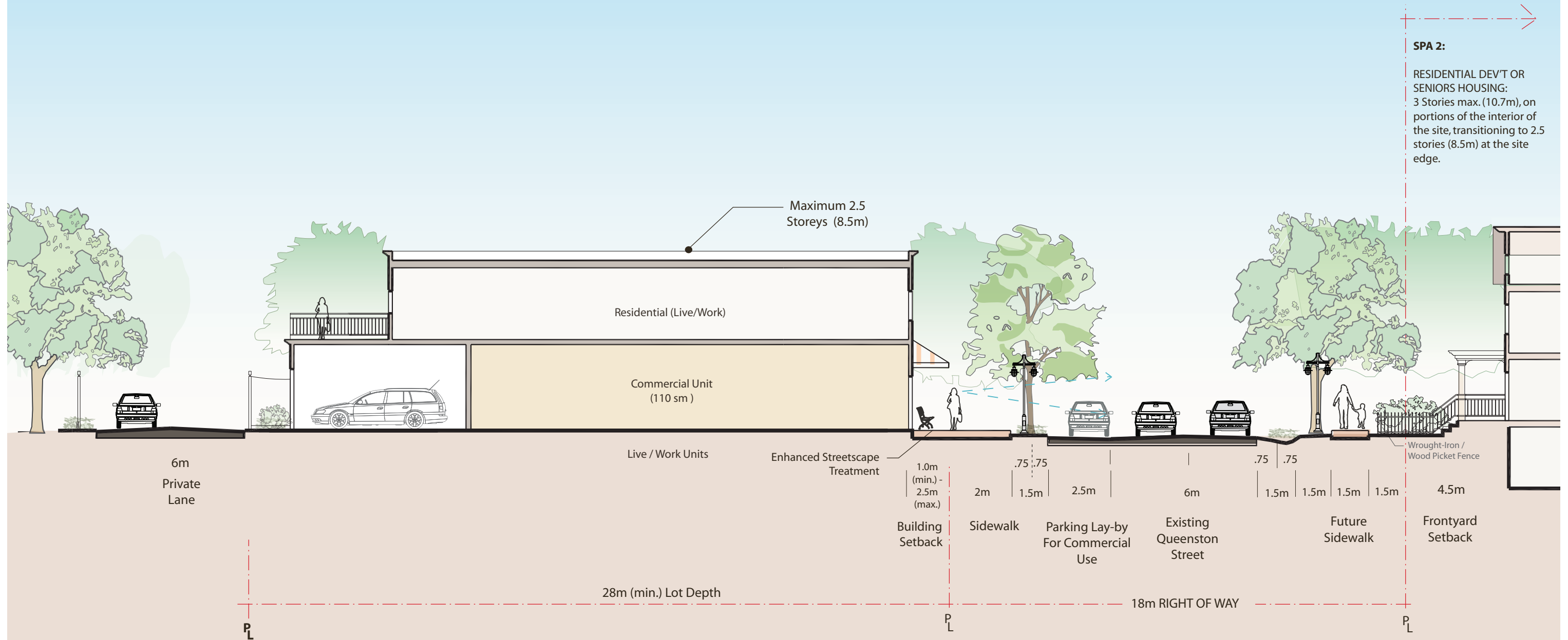


Figure 10



## 10.3 Special Policy Area 2: The School Site

The Laura Secord school site is currently designated as Open Space and Community Facilities in the Official Plan. The functioning school and recreational school yard together function as a focal gathering place within the heart of this Village community. If the school site use changes, the site has the potential to become a stronger focal point in the Village with a municipally owned park, and other civic community facilities.

The following policies will help ensure that future development on the site continues its important civic function and helps to achieve community benefits such as a public park, a senior's home, day care facility, and/or community use facility as well as more diverse forms of housing attractive to seniors and young families.

In the event that the Laura Secord School ceases to operate, the following policies shall be followed to appropriately guide any alterations and redevelopment of the site.

### Policies:

- 10.3.1 Apartment form is permitted.
- 10.3.2 A minimum of 1 acre of the site shall remain as contiguous publicly accessible open space and shall be designated as a municipal park space. The park space would be preferably located on the southern portion of the site between the municipal right of way established by Princess Street and Queenston Street. Provisions outlined in Section 14.2.6 apply.
- 10.3.3 It is desirable that the more recent additions to the school be removed, and that the original school building is retained and rehabilitated for a variety of uses, including reuse as a seniors' residence, residential, community facility, small general commercial, or some combination of the above uses.
- 10.3.4 New development facing the public park will have a minimum 4.5m setback and built form will compliment the adjacent open space use. The edge of the park should be designed in a manner to create a natural transition between the two uses, this can be achieved with a sidewalk between the park and the adjacent future private uses with a row of trees planted along the sidewalk and a low iron fence.
- 10.3.5 Parking areas shall be located to the interior of the block, screened from public streets and accessed by private lanes from Walnut Street.
- 10.3.6 Building coverage shall be limited to 40% of the site, exclusive of the dedicated open space.
- 10.3.7 New buildings shall have their principal entrances facing the public roadways and/or the public park.
- 10.3.8 Residential units in the form of single detached dwellings, semi-detached, duplex, and town-houses are permitted, to which the setbacks and other provisions of the Village Residential designation shall apply.
- 10.3.9 New buildings may be a maximum of 3 stories and 10.7m toward the interior of the site and will transition to a maximum of 2.5 stories and 8.5m at the edges of the site bounded by public rights of way.



## SECONDARY PLAN

### 10.4 Special Policy Area 3: Willowbank

Willowbank is an exceptional resource to the Village. The property is designated Established Residential. Its rich legacy and special landscape character should be preserved. There are two heritage easements on the property that will substantially guide any alteration to the property.

#### Policies

- 10.4.1 Any proposed redevelopment of the Willowbank site would require a comprehensive master plan completed to the satisfaction of the Town, particularly in terms of its access to the Niagara River Parkway and its role as a focal landmark within the overall character of the Village.
- 10.4.2 Special consideration shall be given to the entry landscape off of Queenston Street, including the historic carriageway, stone wall and gate to strengthen the main connection between the Village and this impressive property. The provisions outlined under Section 14.2.11 apply.

### 10.5 Special Policy Area 4: Front Street

The Front Street Special Policy Area includes the South Landing Inn site, properties northward to Partition Street, the Motel site at the corner of Front Street and Kent Street, and the future Front Street Heritage Park. The South Landing Inn and Motel sites are designated Village Commercial and the remainder of the site on the west side of Front Street is designated Village Residential. The future Front Street Heritage Park is designated Conservation Lands.

Front Street was historically a commercial focal point in the Village and was closely connected to the riverfront. As the commercial importance of the area diminished, the focus of Village life has shifted to other sites throughout the Village, however remnants of the historical commercial use of the area remain such as the South Landing Inn which is still one of the key heritage components of the Village. There is great opportunity to enhance this area and reconnect Front Street to the riverfront. Reconnecting Front Street to the riverfront will provide opportunity to convey the rich history of the Village while re-initiating an important civic focus to Front Street which is tied to this history. The site associated with the South Landing Inn creates an opportunity for a renewed setting which can be attractive for more diverse housing and commercial development overlooking the riverfront.





## Policies:

- 10.5.1 The primary address of the area will be Front Street with permitted mixed use and commercial development fronting on Front Street and Kent Street.
- 10.5.2 Residential units in the form of single detached dwellings, semi-detached, duplex, and town-houses are permitted, to which the setbacks and other provisions of the Village Residential designation shall apply.
- 10.5.3 Primary access to the area shall be provided from Front Street, Kent Street and Partition Street. New private lanes providing access to and or servicing Village Residential uses will take their access from Partition Street and Kent Street.
- 10.5.4 New private lanes and service lanes will be a maximum of 6m in width, developed without curbs or sidewalks and will be appropriately landscaped to the satisfaction of the municipality.
- 10.2.5 A 6m service/access lane will provide loading and service access removed from the public street and permit access to residential/office units above and commercial and residential parking areas. The service/access lane will extend from Partition Street to Kent Street.
- 10.5.6 New structures within Special Policy Area 4 shall complement existing adjacent development in terms of scale, character, height, and mass.
- 10.5.7 Commercial parking will not be permitted in the residential designated area. Parking provisions outlined the Village Commercial and Village Residential land use designations apply. 11 Lay-by parking spaces will be provided along the Motel on Kent Street.
- 10.5.8 A Maximum setback of 6m will be permitted to allow for a publicly accessible amenity space on the corner of Front Street and Kent Street. The space will include outdoor gathering and social space, including a dining area if desired, within the commercial area to create a focal courtyard space.
- 10.5.9 A Partition Street Neighbourhood Parkette shall be created on the corner of Partition Street and Front Street. The provisions outlined under Section 14.2.12 apply.
- 10.5.10 The existing motel may expand and will be subject to setbacks established in the policies pertaining to Village Commercial policies and guidelines including those specific to Commercial frontage. The addition of a 2 storey porch along Kent Street could be considered during expansion to better integrate this contemporary structure within the Village community.
- 10.5.11 Provisions for streetscape improvements encouraged along Front Street as outlined in Section 14.2.3 apply.
- 10.5.12 Provisions for streetscape improvements encouraged along Kent Street as outlined in Section 14.2.10 apply.

## SPECIAL POLICY AREA 4: FRONT STREET

SCALE: NTS

SCALE: NTS





# SPECIAL POLICY AREA 4: FRONT STREET

SCALE: NTS



Figure 12



SECTION A-A THROUGH SPA 4 & 5

SCALE: NTS



Demonstration Section SPA 4 & 5

NOTES

- ① A pedestrian boardwalk provides access over the bioswale within the public ROW.
- ② Creation of the Front Street Riverfront Heritage Park provides a welcoming public open space, highlighting views to the river and can feature opportunities for heritage interpretation, commemorative plaques and memorials
- ③ Seating Pavillion / Interpretive signage.
- ④ New Carolinian street tree planting along Front Street, spaced at 8-10m on centre.
- ⑤ Pedestrian scaled heritage themed lighting.

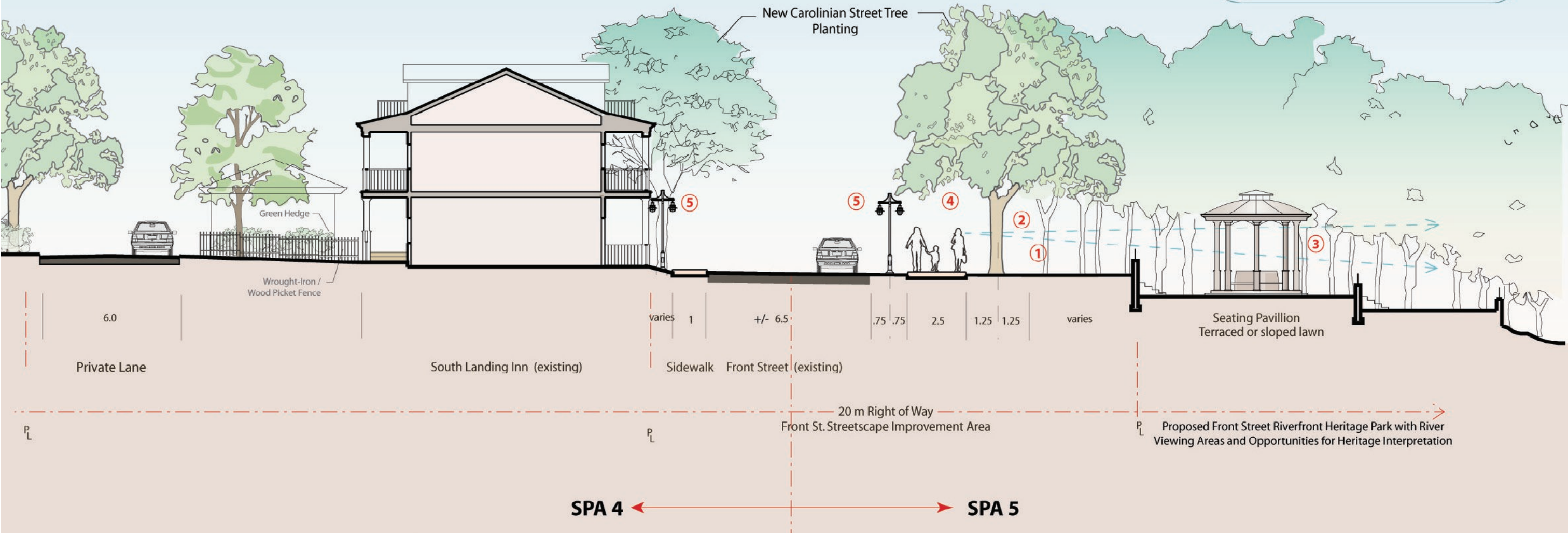


Figure 13



## 10.6 Special Policy Area 5: Managing the Riverfront

The riverfront area is designated as a Conservation Area to emphasize it as a critical element of the Village character. The rivers edge should be protected in its natural environment, allowing public access and some view-planes.

A Front Street Heritage Park located at the foot of Kent Street along the east side of Front Street will create a usable and accessible passive recreational park to act as a focal community and civic place overlooking the Niagara River below. A Front Street Park will create a new civic focal point for residents and visitors to enjoy the riverfront through vistas and viewsapes as well as a connection to the trail network along the riverfront. A demonstration plan, perspective and section are illustrated on Figures 11, 12 and 13.

Important views and vistas of the river should be reclaimed with minor clearing. Improved pedestrian access for residents should be provided through natural groomed trails and a safe access road. The direct public access to the river and boat launch can be positive influences on the waterfront but a high-quality environment with a strong focus on maintenance and upkeep is a priority.

The Niagara Parks Commission owns most of the Riverfront lands and is involved in the day to day management and operations of these lands except the Sand Docks which are privately owned. The Niagara Escarpment Commission has jurisdiction on the land use of the lands along the riverfront and their Natural Area Policies apply to the riverfront area. The Town of Niagara-on-the-Lake, the Niagara Escarpment Commission and the Niagara Parks Commission should work collaboratively to realize the following policies.

### Policies:

- 10.6.1 Safe and clearly defined access will be provided to the riverfront, public boat launch and riverfront parkland areas.
- 10.6.2 The creation of new surface parking larger than ten spaces is prohibited along the riverfront. Lay-by and pocket parking at access routes are encouraged.
- 10.6.3 The riverfront shall be well-maintained in terms of its facilities, parking areas, and garbage collection, and adequately policed.
- 10.6.4 The riverfront trails will remain their current width and shall be properly maintained.
- 10.6.5 The Front Street Heritage Park should be created by the coordinated efforts of the Niagara Parks Commission, Niagara Escarpment Commission and the municipality. The specific provisions outlined under Section 14.2.4 apply.
- 10.6.6 Existing local serving commercial uses are permitted. Future uses and riverfront improvements shall be low impact and compatible with the predominant residential character of the Village.
- 10.6.7 Commercial vehicle access is restricted to Queenston Street and Front Street, it is not permitted on Dee Road.
- 10.6.8 Creation of a Top of Escarpment Promenade is encouraged and the specific provisions outlined in Section 14.2.5 apply.
- 10.6.9 Provisions for streetscape improvements encouraged along Front Street as outlined in Section 14.2.3 apply.
- 10.6.10 The private commercial dock, accessory building or buildings approved and accessory uses are permitted as are established legal non-conforming use.



# SECONDARY PLAN

## 11.0 Urban Design Policies

Quality urban design is fundamental to the creation of successful, enduring environments. The purpose of urban design is to combine built form elements to create attractive and memorable places that work on many levels. Along with the direction provided in the Secondary Plan policies, these urban design directions will guide the development and investment in public and private space. Urban design recommendations are intended to promote a high quality of built form, a welcoming pedestrian environment and an attractive community.

Urban Design is especially important in a place such as Queenston, where the successful integration of the newer built environment within an established older fabric is critical to maintain the character and strong sense of place so highly valued within the Village.

It should be emphasized that this section of the document is to function as a guideline to achieve a high quality of built form and character objectives within the Village while, at the same time, maintaining the flexibility needed to achieve a healthy range of design expression and variation which will contribute to the continued diversity and uniqueness of the Village. Urban Design guidelines provide built form criteria to guide the evolution of the Village and realize the objectives and goals of the Queenston Secondary Plan. They seek to maintain and enhance existing Village character, ensuring a harmonious integration of new elements within the Village.

Urban Design Guidelines provide clear direction to assist the municipality in its review of development applications through the approvals process. All proponents of development applications are encouraged to follow these guidelines in the design of their proposals. The Town will periodically review these guidelines to determine whether they are achieving their intended effect and/or whether certain components should be incorporated into the Zoning By-law.

### Urban Design Policies include:

**Urban Design Demonstration Plans, Perspectives and Sections** graphically communicate built form elements and their organization. These elements are represented throughout this section of the document and create a simple point of reference to convey the intent of urban design recommendations to developers, members of council and to the members of the community.

**General Site Development Guidelines** articulate urban design criteria to guide building orientation and setbacks, site landscaping and movement and access considerations.

**Built Form Guidelines** Provide criteria to guide the evolution of new development on private property within the planning area and ensure a high degree of architectural design excellence appropriate to the Village. Built form guidelines have been organized to address criteria for differing land uses.

**Public Realm and Open Space Guidelines** establish organizational and design criteria to guide public and private components of the open space system to establish a renewed setting for specific streets, improve connections within the Village, better encourage pedestrian oriented activities particularly in commercial use areas, and create an improved quality of civic amenity within the Village.





## 12.0 General Site Development Guidelines

### 12.1 Building Heights

- 12.1.1 Building heights will be a maximum 2.5 storeys and 8.5m and a minimum of 1.5 stories and 5.5m, with the exception of:
  - 12.1.1.1 Special Policy Area 1 which will be a maximum of 3 stories (10.7m) for an Inn.
  - 12.1.1.2 Special Policy Area 2 (School Site) which will be a maximum of 3 stories (10.7) at the interior of the site transitioning to 2.5 stories (8.5 m) at the edges of the site.
  - 12.1.1.3 Two architectural landmark focus areas occurring on commercially designated properties permitted to a maximum height of 3.0 stories (10.7m) and subject to detailed design approval by the Town. These are indicated on Special Policy Areas 1 and 5 Demonstration Plan and Perspectives.

### 12.2 Building Orientation

- 12.2.1 Buildings will be oriented toward the public street in order to clearly define the public realm, create a consistent presence on and definition of the public street and to create an attractive environment for pedestrians.
- 12.2.2 Buildings situated on private streets or lanes will be sited and oriented as if located on a public street, to clearly define the public realm, create a consistent presence on and definition of the street and to create an attractive environment for pedestrians.
- 12.2.3 Phased development will be organized to site buildings first to local street intersections or corner locations, second to occupy the primary street frontage, and third to occupy the side street frontage.
- 12.2.4 Buildings situated on corner lots should have well developed facades on both street frontages.
- 12.2.5 All corner lot buildings are encouraged to express features of architectural interest including wrap around porches, bay window, etc, to enhance the visual prominence and identity of these important lots.
- 12.2.6 Building setbacks are defined by land use designations below.

### 12.3 Site Landscaping

- 12.3.1 General site landscaping, including street tree planting along the primary street frontage, and rear and side yard landscaping is encouraged on each lot.
- 12.3.2 Commercial parking areas will be screened from the public street by a minimum 1m high coniferous landscape hedge.
- 12.3.3 At the interface between residential and commercial properties, the commercial property will provide a landscaped buffer consisting of a wood screen privacy fence to a height of 1.5m, situated at the property line, and a 1.5m deep landscape buffer consisting of mixed landscape species to a general height of 1.5m.



## SECONDARY PLAN

- 12.3.4 At the interface between Village residential and established residential properties, a wood screen privacy fence will be provided to a height of 1.5m, situated at the property line, and 1.5m deep landscape buffer consisting of mixed landscape species to a general height of 1.5m.

### **12.4 Movement, Parking, Access**

- 12.4.1 Private lanes and roads are an important component of the overall circulation system and shall be considered a part of the overall public realm and will be designed and landscaped to appear and function as a public street.
- 12.4.2 The design and configuration of private lanes or roads will include a minimum 6.0m asphalt surface and will be completed to the satisfaction of the Town.
- 12.4.3 Rear lane garages will be set back .05m from the rear lane.
- 12.4.4 Accessory structures will be set back by 1.0m and no setback required for fencing.
- 12.4.5 On street parking is permitted throughout the Village except on regional access roads and the Niagara River Parkway.
- 12.4.6 2.5m maximum depth lay-by parking is permitted to occur within the public right of way at commercial use areas fronting a public street.
- 12.4.7 Parking in commercial areas will not be permitted between the edge of the public right of way and the building face on primary, side, or local streets.
- 12.4.8 Surface parking lots in commercial use areas will be located to the rear or internal to the block and screened from view from the public right of way.
- 12.4.9 Parking in commercial use areas will include the planting of street trees and other landscaped areas to visually break up and green surface parking areas.
- 12.4.10 Parking facilities for bicycles should be provided in commercial use areas.
- 12.4.11 Sidewalks shall be constructed to municipal standards to facilitate pedestrian use.

### **12.5 Loading, Storage and Air Conditioning Units**

- 12.5.1 Loading, storage, and other service areas shall not be visible from any public street.
- 12.5.2 Screening in the form of fencing or opaque landscaping shall be provided for these areas in order to reduce their visual impact, to the satisfaction of the town at the time of Site Plan Review.
- 12.5.3 Garbage receptacles/storage will not be located at the building front.
- 12.5.4 Air conditioning units shall not be visible from neighboring properties.



## 12.6 Building Setbacks

**12.6.1** Low Density Residential mandatory setbacks of a principles structure for Single Family Dwellings, Duplex and Semi-Detached Dwelling are as follows:

12.6.1.1 Front Yard: 7.5m to the front of the principal building;

12.6.1.2 Side Yard: 1.5m from side lot line, and 3.0m from built structures on adjacent properties.

12.6.1.3 Rear Yard: The principal structure will be located a minimum of 9m from the rear property line.

**12.6.2** Established Residential mandatory setbacks of a principles structure for Single Family Dwellings, Duplex and Semi-Detached Dwellings are as follows (Figure 14):

12.6.2.1 Front Yard: 5m to the front of the principal building.

12.6.2.2 Side Yard: 1.5m from side lot line, and 3m from built structures on adjacent properties.

12.6.2.3 Rear Yard: The principal structure will be located a minimum of 7.5m from the rear property line.

12.6.2.4 Adjacent lots may use a shared driveway, maximum 3.0m wide that straddles the lot line.

**12.6.3** Village Residential mandatory setbacks of a principles structure for Single Family Dwellings, Duplex, Semi-Detached and Townhouse Dwellings are as follows (Figure 15):

12.6.3.1 Front Yard: 4.5 to the front of the principal building.

12.6.3.2 Side Yard: 1.5m from side lot line, and 3m from built structures on adjacent properties.

12.6.3.3 Rear Yard: The principal structure will be located a minimum of 7.5m from the rear property line.

12.6.3.4 Adjacent Single Family Dwellings, Duplex, Semi-Detached lots may use a shared driveway, maximum 3.0m wide that straddles the lot line.

**12.6.4** Village Commercial mandatory setbacks of a lot's principle structure are as follows (Figure 16):

12.6.4.1 Front yard: 1.0m minimum to 2.5m maximum .

12.6.4.2 Side Yard: 1.5m from side lot line, and 3m from built structures on adjacent properties.

12.6.4.3 Rear yard: 4.5m from the rear lot line.





## ESTABLISHED RESIDENTIAL

SCALE: NTS

### LEGEND

- ALLOWABLE BUILDING AREA
- GARAGE SETBACK (1.5 m)



Single Family Dwelling  
with Rear Car Garage




Single Family Dwelling  
with Front Car Garage

## ESTABLISHED RESIDENTIAL

SCALE: NTS



### LEGEND

 ALLOWABLE BUILDING AREA

 GARAGE SETBACK (1.5 m)



Semi-Detached Dwelling Units





## VILLAGE RESIDENTIAL

SCALE: NTS

### LEGEND

- ALLOWABLE BUILDING AREA
- GARAGE SETBACK (1.5 m)



## TOWNHOUSE DWELLINGS

(Rear Garage)

SCALE: NTS



## TOWNHOUSE DWELLINGS

(Front Garage with Private Lane)

SCALE: NTS



## VILLAGE COMMERCIAL

SCALE: NTS



## LIVE / WORK UNITS

SCALE: NTS



# SECONDARY PLAN

## 13.0 Built Form Guidelines

The following Built Form Design Guidelines have been created specifically for the Village of Queenston. Built Form Design Guidelines provide criteria to guide the evolution of new development on private property within the study area. These guidelines have been developed to ensure a high degree of urban and architectural design excellence. The design criteria presented here are sympathetic to the traditional development patterns that characterize the Village.

### 13.1 General Build Form Guidelines

The following general built form guidelines will apply to all buildings throughout the Village.

13.1.1 Buildings in the Village should:

13.1.1.1 Have low profile roofs with distinctive features such as gables and dormers.

13.1.1.2 Have their primary entry from the public street or private street system.

13.1.1.3 Have windows facing the public street or private street system.

13.1.1.4 Have well developed facades fronting the public street or private street system, especially corner buildings.

13.1.1.5 Exhibit exterior materials similar to those in the Village, including clapboard siding, stone and clay brick.

13.1.2 Exterior stucco as the principal exterior cladding is not encouraged on commercial buildings.

13.1.3 The use of wood windows and wood or stone lintels and sills are encouraged.

13.1.4 The addition of front or side porches and wraparound porches at corner buildings is encouraged.

### 13.2 Built Form Guidelines for Commercial Use Areas

In addition to the General Built form guidelines above, the following guidelines will apply to structure within commercial land use areas:



13.2.1 Commercial development should be massed to reflect either:

- i. a series of individual continuous main street or store front buildings situated to address the street; or
- ii. house form massing configured with a deeper setback and situated within a developed landscaped open space on at least two building frontages.



**Examples of a continuous main street store front massing**



**Example of house form massing configured with a deeper set back on at least two building frontages**

13.2.2 Continuous main street buildings may reflect different storefront setbacks within the established setback regime to increase the extent of public realm and to add visual interest to built form. Flat buildings occurring on a single setback line are not permitted.

13.2.3 The street facing portion of the ground floor of commercial buildings and frontage on publicly accessible private amenity areas is referred herein after as commercial frontage.

13.2.4 The ground floor of commercial frontage should be reserved for street-related commercial and/or community uses, including stores, restaurants, business and personal services, and/or professional offices.

13.2.5 Commercial frontage shall have well developed building facades with a minimum 60% of the ground floor façade occupied by windows and doors to provide 'eyes on the street' and public areas, and to create an interesting pedestrian experience.

13.2.6 A high quality of "store front" design is recommended for commercial frontage. Variability along the commercial frontage in terms of the composition of windows, and entryways is encouraged.





## SECONDARY PLAN

- 13.2.7 The ground floor of commercial units shall be a minimum of 3.5m in height.
- 13.2.8 The height of window and door articulation on the commercial ground floor will respond to the greater ground floor to ceiling height and should appear in proportion with the overall height and massing of the building.
- 13.2.9 The top of the commercial ground floor should be marked with a unifying cornice feature of .3 - .5m in height, projecting beyond the ground floor commercial wall and exhibiting architectural relief and detail along the commercial frontage. Signage may be mounted as a marquee within the cornice zone.



Signage should be mounted within the cornice zone

- 13.2.10 The second floor of commercial uses should express a regular articulation of windows and vertical relief elements occurring over an interval of 6 to 8 meters to add visual interest to this section of the building.
- 13.2.11 Building entrances should be easily identifiable and appropriately signed. Wooden signage is encouraged and should be located in the cornice zone at the top of the commercial ground floor. Perpendicular signage may be hung in this zone, but should not exceed 0.7m high by 1.2m in width.
- 13.2.12 Awnings or other weather protection are encouraged on commercial frontage.
- 13.2.13 Where a commercial building is situated on a corner lot, a corner entrance is encouraged.
- 13.2.14 A distinctive building top roof feature or .3 - .5m cornice element is encouraged at the top of the building. Cornice features will exhibit relief and project beyond the second floor building wall.
- 13.2.15 Architectural landmark foci are intended to be important vertical land marks in the overall fabric of the Village and should exhibit a high level of architectural detail, unique roof elements, and special vertical and horizontal relief.



### 13.3 Built Form Guidelines for Residential Use Areas

In addition to the General Built Form Guidelines above, the following guidelines will apply to structures within residential land use areas:

- 13.3.1 Residential development should be massed to reflect and complement the scale and mass of existing residential neighbourhoods.



**New residential development should compliment the scale and mass of existing residential neighbourhoods**

- 13.3.2 Front yards should be landscaped and fenced in the following manner:

13.3.2.1 Front yard landscaping is encouraged to include paved stone or old brick walkways, low foundation plantings, and the planting of ornamental trees and street trees.

13.3.2.2 Vinyl clad fencing is not encouraged.

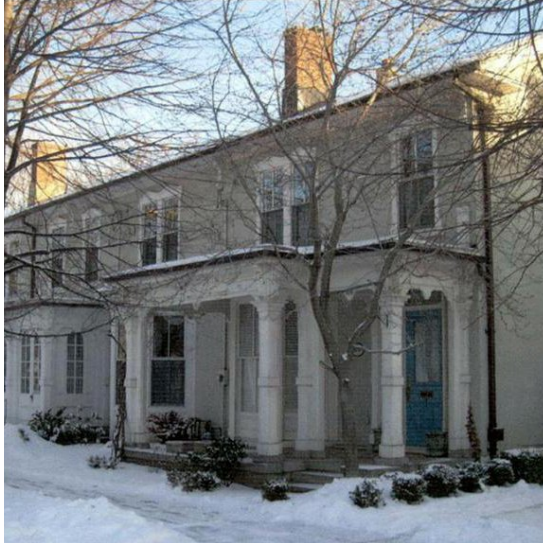
13.3.2.3 Front yard fencing should not exceed 1m in height and should be constructed of metal, wrought iron, or wood pickets.

13.3.2.4 Unpainted pressure treated fencing in the front yard is not permitted.



## SECONDARY PLAN

- 13.3.3 The development of residential front yard garages is not encouraged, but is permitted for single family units provided that the front car garage is setback 1.5m behind the principal building, does not exceed 50% of the width of the principal building, and the garage is a maximum of 6.0m in width.



**Front car garages are not permitted fronting or flanking a public street**



**Front yard porches and entry features are encouraged**

- 13.3.4 Front car garages will be not be permitted for any semi detached or duplex units fronting or flanking a public street. These units will be developed with rear lane detached garage access or flanking drive access no more than 3.0m wide providing access to the rear detached garage. Flankage drive access may be shared with the adjacent unit allocating 1.5m access drive to each property.
- 13.3.5 Front car garages will not be permitted for any townhouse units fronting or flanking a public street. These units will be developed with rear lane garage access.
- 13.3.6 Front car attached garage will be permitted on private lanes or roads where no other public access is feasible provided that the garage is setback 1.5m behind the principal building, does not exceed 50% of the width of the principal building, and the garage is a maximum of 3.0m in width.
- 13.3.7 Front yard porches and entry features are not subject to the building setbacks outlined above and may project beyond the principles structure by a maximum of 1.5m.
- 13.3.8 Side yard porches are permitted and subject to the building setbacks outlined above.
- 13.3.9 Garage access for corner lots should be from the side or flanking street.
- 13.3.10 Parking is not permitted on the front yard within the public right of way.





## 14.0 Public Realm Guidelines

The following public realm guidelines establish criteria to guide public and private components of the open space system to establish a renewed setting for public life, improve connections within the Village, better encourage pedestrian oriented activities and improve the beauty and livability of the Village. Public realm guidelines have been designed to reinforce Queenston's Village character.

### 14.1 General Public Realm Guidelines

The following general public realm guidelines will apply throughout the Village:

- 14.1.1 The planting of Carolinian Street Trees and other native species will be encouraged 8.0m o.c. within the public right of way.
- 14.1.2 Village Character Streets, Queenston Street and Front Streets will be enhanced with new heritage themed pedestrian scale lighting and Carolinian tree and other native species planting to complement existing landscaping and reinforce these important civic streets.
- 14.1.3 The development of a municipal street tree replacement program is encouraged to ensure that new street trees are planted and can take the place of old mature trees and ensure that the Village retains its lush, green and well treed character.
- 14.1.4 The development and improvement of existing public open spaces should accommodate a variety of informal predominantly passive uses, such as walking, and family activities and should be designed to encourage social and community interaction. Landscape improvements should comprise a mix of durable hard and soft landscape elements, provide intimate places for sitting and larger open areas for informal recreation and playing and reinforce the landscape character of the Village through distinctive Carolinian tree and other native species plantings. Opportunities for heritage interpretation and commemorative opportunities should be sought through park improvement programs.



Public open spaces should accommodate a range of informal passive uses

- 14.1.5 New parks should exhibit "park entry lobbies" at the interface with the public street, consisting of a well designed paved entry court outfitted with benches, heritage themed lighting, and low landscaping to encourage social interaction, gathering, as well as viewing of recreational activities. Distinctive features such as decorative wood picket fencing, and small scale signage with park name may also be considered.



## SECONDARY PLAN

- 14.1.6 Improvements to the Village's pathway system, including the Top of the Escarpment Promenade, the Terraced Rail Trail connection, and the existing Rail Trail, should be undertaken in a manner that ensures accessible movement and prevents damage to the natural environment or existing drainage pattern.



Trail improvements shall ensure accessible movement and prevent damage to the natural environment

- 14.1.7 Important community entryways from the parkway should be subtly enhanced with street tree and low landscape planting, Village signage, and heritage themed lighting.
- 14.1.8 Streetscape improvements within commercial areas outlined below, will be required to be implemented by the development proponent to include public realm improvements within the public right of way adjacent to commercial use areas, as well as building setback areas located beyond the right-of-way to the building face considered an extension of the public realm.
- 14.1.9 The development and landscaping of publicly accessible private amenity areas will be required by the development proponent to include enhancements to private lands to create focal courtyard spaces, gathering and social spaces within commercial land use areas.

### 14.2 Specific Public Realm Village Improvement Areas.

The following public realm improvement projects have been identified to enhance the character and livability of the community and will be implemented through the development approvals process, as well as through an ongoing municipal capital improvement program. Public realm improvement areas are shown on the public realm improvement plan (Figure 17), and demonstrate how new park developments, park improvements, streetscape improvements, promenade and trail connection improvements can create a linked network of distinctive public realm features to enhance the character and amenity of the Village.

#### 14.2.1 Niagara River Parkway Streetscape Improvements

The Niagara River Parkway should retain its ceremonial function as a 'scenic' controlled access drive along the riverfront. The character of its landscape can be considerably enhanced in the Village through the regular planting of Carolinian street trees and other native species spaced at 10.0m to 12.0m on



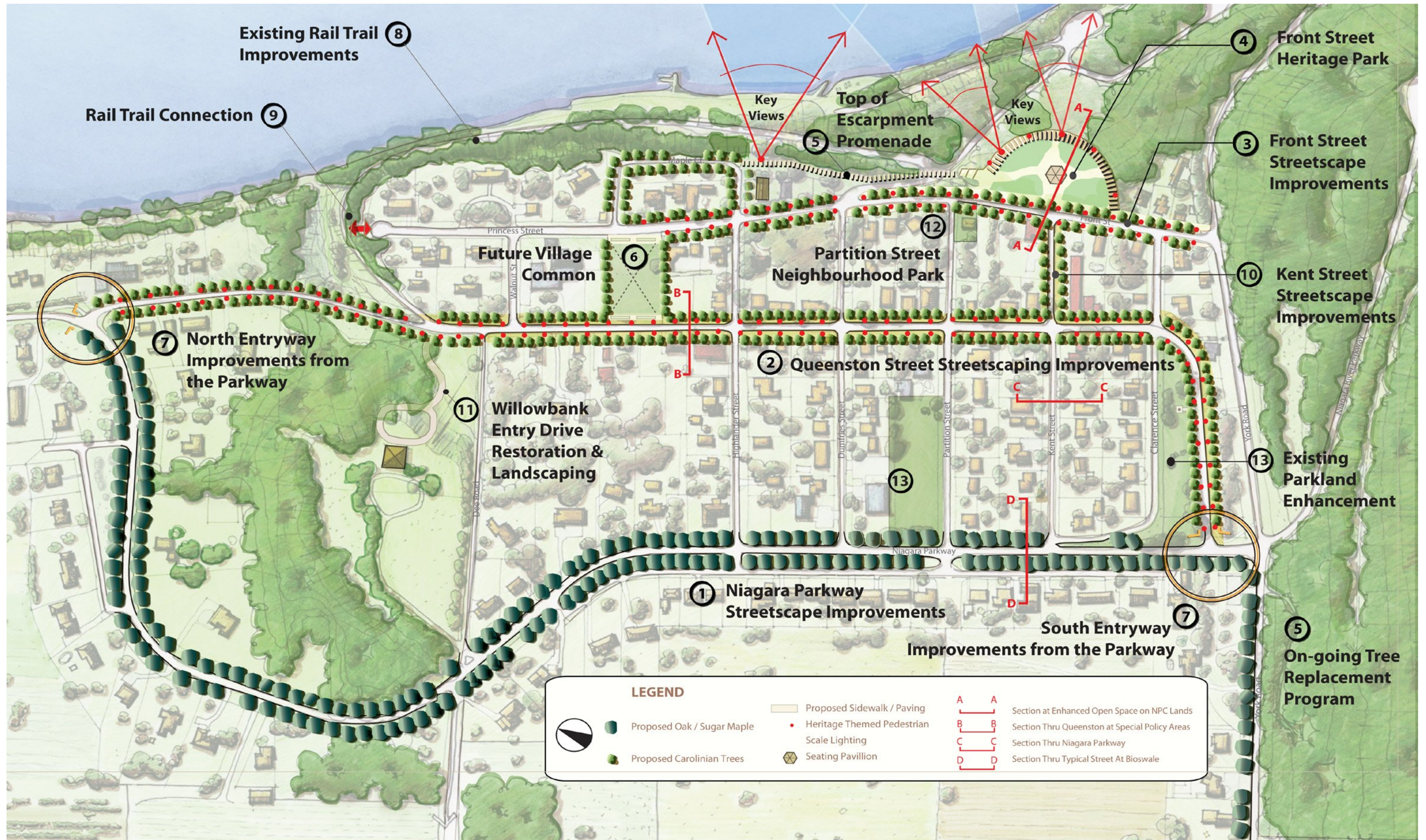


Figure 17



SECTION D-D: PROPOSED TREE PLANTING AT NIAGARA PARKWAY

SCALE: NTS

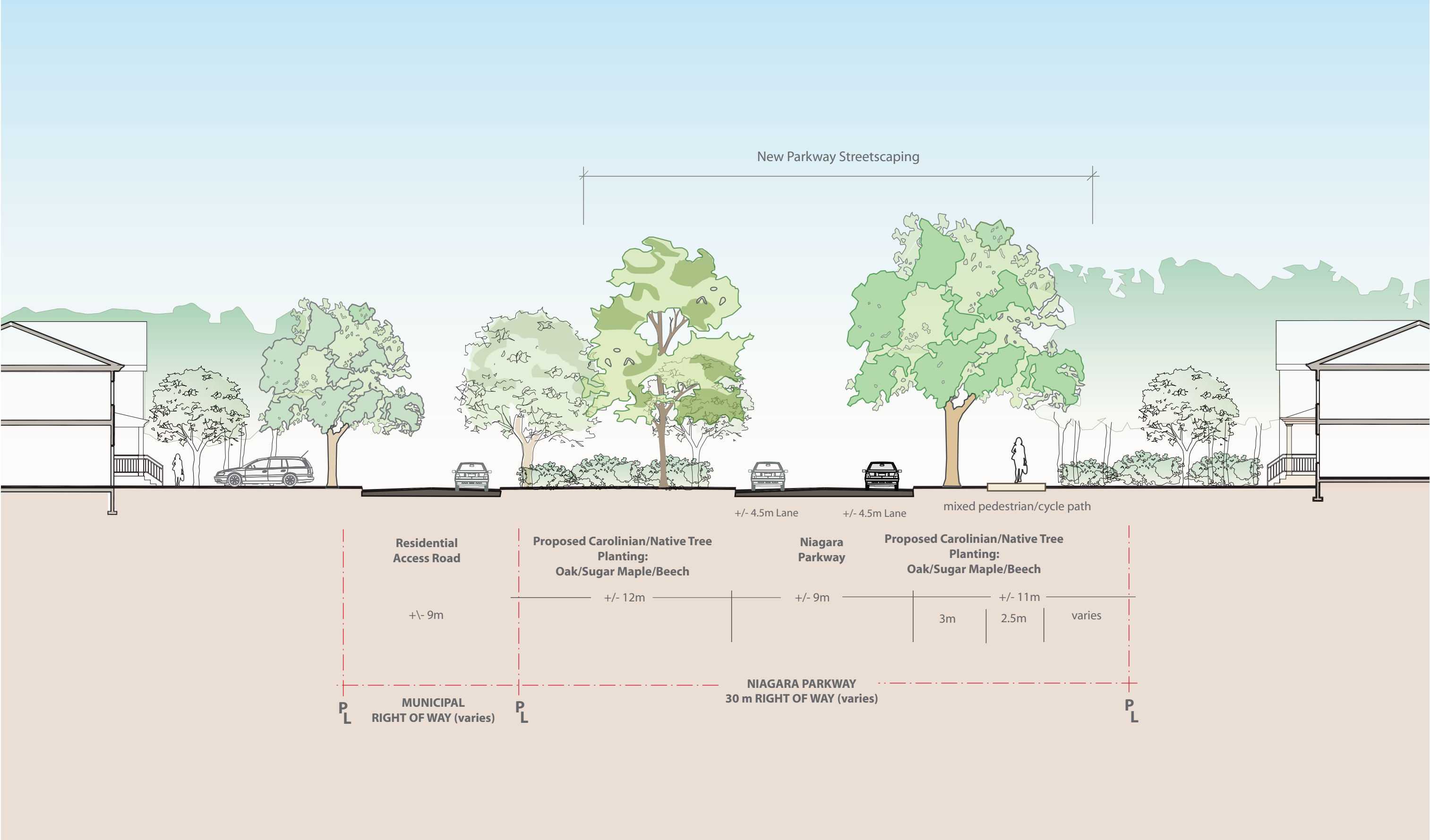


Figure 18



center. Consideration should also be given to appropriate low under story planting, including shade ground covers set back from the roadway edge to establish a distinct image for the parkway within the Village and encourage lower travel speeds within this residential neighborhood. Parkway enhancements should also consider provisions to allow and encourage safe and comfortable cycling on the Parkway or adjacent to the parkway on an off street mixed pedestrian and bicycle street.

## **14.2.2 Queenston Streetscape Improvements**

As an important Village character street, with numerous heritage resources and important open space relationships, Queenston Street should be enhanced with new heritage themed pedestrian scale lighting approximately 20.0 to 30.0m o.c. and Carolinian trees and other native species planted on 8.0 to 10.0m o.c. were feasible, to complement existing landscaping and reinforce the character of this important Village street. Within residential use areas, the existing sidewalk should remain in a good state of repair. Selective directional signage is also appropriate.

Section BB indicates the desired character of the Queenston streetscape in commercial use areas wherein new street trees and pedestrian scaled heritage themed lighting to a maximum height of 5.0m are located in a 1.5m green boulevard adjacent to permitted lay-by commercial parking areas. The pedestrian sidewalk in commercial areas will include a 2m section within the public right of way, as well as a mandatory minimum 1.0m to maximum 2.5m sidewalk addition achieved through the building setback to create a generous pedestrian shopping, retail zone and community gathering zone. The public and private portions of the sidewalk are appropriate for special streetscape treatment such as brick, as well as streetscape furnishing including benches to create amenity areas for pedestrian and patrons. Portions of Queenston Street may be appropriate for bio-swale integration to mediate surface drainage in the area, and the space allocation and treatment of this feature is shown on Section BB.

The intended organization of public realm and built form elements in commercial use areas will enhance the overall character and amenity of the Village.

## **14.2.3 Front Street Streetscape Improvement**

Front Street, also a Village character street with important heritage resources and open space relationships, should be enhanced to improve the public realm character of the Village. Section A-A indicates the intended character of the streetscape improvement occurring at the commercial use area accommodating the existing South Landing Inn across from the planned open space improvement known as the 'Front Street Heritage Park.' Streetscape improvements should include heritage themed pedestrian scale lighting to a maximum height of 5.0m and occurring on both sides of the street, approximately 20.0 to 30.0m o.c. and Carolinian trees and other native species planted on 8.0 to 10.0m o.c. were feasible, to complement existing landscaping. The existing sidewalk on the west side of the street between Kent Street and Partition Street should be maintained in a state of good repair, and may be extended to the future Village common located on the school site. A new 2.5m sidewalk should be incorporated on the east side of the street, fronting the development of the Front Street Heritage Park and is intended to establish portions of a connected walkway between the Front Street Heritage Park and the existing river viewing area at St. Savior's Church, via the proposed Escarpment Promenade walkway. The development of the eastern sidewalk may be undertaken in conjunction with the development of the Front Street Heritage Park. Overgrown vegetation on Front Street should be selectively cleared and/or pruned to permit increased visual access and vistas to the Niagara River below.



## SECONDARY PLAN

### **14.2.4 Front Street Heritage Park**

The Front Street Heritage Park is a parkland improvement project designed to create a usable and accessible passive recreational park on either side of the foot of Kent Street along the east side of Front Street to create a focal community and civic place overlooking the Niagara river below. The project involves reclaiming former open landscape areas which have become significantly overgrown to re-connect the Village to its river front and capture and frame significant riverfront views. Development of the park should selectively retain mature native tree species with good form and seek to minimize environmental degradation. The eastern edge of the passive park should include a walkway providing differing vantage points to enjoy the river, and important viewing areas can be enhanced with heritage interpretive plaques or commemorative plaques telling the story of the early origins of the Village. Walkways should connect to the sidewalk at the street edge, and may be constructed of limestone fine materials. The park should include landscaped terraces, stone retaining walls, benches and a covered gazebo or seating pavilion as a focal landscape structure. Heritage themed pedestrian scale street lighting is appropriate as are low landscape areas or gardens. The community should be involved in planning and undertaking annual planting of the park.

### **14.2.5 Top of Escarpment Promenade**

A walking promenade, from the northern point of the Front Street Heritage Park to the river viewing area located east of St. Savior's Church will be a unique public realm improvement project serving to enhance the enjoyment of walking along the topographic feature defining the Village edge from the riverfront below. The promenade should feature at least 2 seating areas with pruned and framed views of the waterfront, linked by a permeable limestone fine pathway to a maximum width of 1.5m. View and seating areas provide opportunities for the introduction of heritage interpretation plaques to convey the historic evolution of the Village and riverfront.

The promenade should be located within the public right of way on Front Street, and proceed north across the unopened municipal right of way along the east side of St. Savior's church. Development of the promenade should be undertaken in a manner that encourages accessibility and locates the promenade within the eastern portions of the right of way to ensure the quiet enjoyment of other adjacent properties.

### **14.2.6 Future Village Common**

In the event the school closes and redevelopment of the school site occurs, the secondary plan establishes provisions for the creation of a publicly owned 1 acre park on the school site as an important civic focal point in the community. The park should be predominantly green open space to permit a range of flexible use activities including community gatherings, festivals, and informal recreational activities for children and families. Park areas fronting public streets should include Carolinian trees and other native species plantings within the public right of way. A sidewalk within the public right of way on Queenston Street should be considered in the design of the park, as well as benches, paved seating areas and heritage themed pedestrian scale street lighting to integrate the park as a public amenity having a similar design relationship and vocabulary to the commercial streetscape improvements across the street and outlined above, under Queenston Streetscape improvement. The north and south park frontages should be defined through Carolinian and other native species tree planting and a walkway along the north frontage should be included to establish a means of access and a defined public route for future development on the remainder of the school site.





## **14.2.7 North and South Entryway Improvements from the Parkway**

Key entryways from the parkway, the intersection of Queenston Street and the Parkway and the intersection of York Road and the Parkway should be enhanced with Carolinian and other native species street tree planting, low landscape material and small unobtrusive Village signage. These locations are also appropriate for public art or commemorative memorials and heritage interpretive plaques conveying elements of Queenston's early history. Enhancements will be safe and will incorporate small scale signage.

## **14.2.8 Existing Rail Trail Improvements**

The existing trail should be maintained in a state of good repair and within its current width. Upgrades to the walking surface, such as new gravel or limestone fines should be undertaken periodically to improve access with minimal damage to adjacent vegetation. Existing rail ties should be checked for physical damage and wear and replaced as necessary. The rail ties are an important physical element conveying the previous use of the route and should be retained. The trail provides opportunities for heritage interpretation through the installation of small plaques conveying the history and former use of the route.

## **14.2.9 Rail Terrace Connection**

At the northern terminus of Princess Street, there is an opportunity to establish a terraced walkway to make a physical link and pedestrian connection to the Rail trail below. This improvement will enhance the connectivity of pedestrian movement within the Village. The rail terrace connection should be designed to minimize disruption and damage to existing vegetation and should consist of terraced rail ties providing a flat walking surface stepping down to the rail trail.

## **14.2.10 Kent Street Streetscape Improvements**

Kent Street is an important linkage between Front Street and Queenston providing direct access to the future Front Street Heritage Park. This street also has commercial uses along the southern street frontage and at the northern intersection with Front Street. Streetscape improvements should include heritage themed pedestrian scale lighting to a maximum height of 5.0m and occurring on both sides of the street, approximately 20.0 to 30.0m o.c. and Carolinian trees and other native species planted on 8.0 to 10.0m o.c. were feasible, to complement existing landscaping.

## **14.2.11 Willowbank Entry Drive Restoration and Landscaping**

The entry drive to the Willowbank property, a key heritage property and landmark along Queenston Street, should be given special consideration to strengthen the main connection between the Village and this impressive property with appropriate restoration low landscape improvements and specimen plantings.

## **14.2.12 Partition Street Neighborhood Parkette**

A new parkette should be created at the corner of Partition Street and Front Street, through development lands designated Village residential at this location. The parkette should be outfitted with a small children's play area and play structure, benches for seating and a walkway providing access from Front Street and Partition Street. The park should be landscaped with street tree planting within the public right of ways, as well as Carolinian and other native species planted within the parkette interior.

Existing parkland can be enhanced with additional specimen and street tree planting to green and define public gathering places. Consideration of the introduction of seating areas and landscape enhancements to existing memorials should also be considered.



# SECONDARY PLAN

## 15.0 Tools for Implementation

Implementation of the Secondary Plan shall occur through detailed steps in the planning process. In addition to the regulations of the Town's Zoning By-law, the following tools can be used to implement the plan:

### 15.1 Site Plan Control

Site plan control should be instituted for all development within the Queenston urban area.

### 15.2 Design Review Process

Bill 51, the Planning and Conservation Land Statute Law Amendment Act, 2006, permits Council to control the architectural design of buildings, provided that an in-effect official plan and a by-law both contain provisions relating to such matters; similar controls are related to sustainable design elements.

The Town already has a design review process in place. This should continue in its current form. All development, building additions and accessory buildings visible from the street should be subject to the Town's Urban Design Committee. The Design Guidelines developed in conjunction with the Secondary Plan for Queenston provide guiding principles that the Town and the Urban Design Committee should follow in their consideration of development proposals, using it as a tool toward preserving and enhancing the quality of built form elements in the Village.

### 15.3 Cultural Heritage Landscape

A key component of the Queenston Village Character is the distinctive urban pattern composed of streets, blocks, and landscaped lots, set within a larger landscape defined by significant natural heritage features including the escarpment, topography, the riverfront and the agricultural fields toward the west.

As such, Queenston constitutes a cultural heritage landscape, as defined in the Provincial Policy Statement:

**a defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping(s) of individual heritage features such as structures, spaces, archaeological sites and natural elements, which together form a significant type of heritage form, distinctive from that of its constituent elements or parts. Examples may include, but are not limited to, heritage conservation districts designated under the Ontario Heritage Act; and villages, parks, gardens, battlefields, main streets and neighbourhoods, cemeteries, trails and industrial complexes of cultural heritage value.**

This Secondary Plan takes significant steps toward conserving Queenston's cultural heritage landscape. A variety of additional tools may be used to further strengthen the provisions of the Secondary Plan, should that be the future desire of the Village. These tools include:

#### 15.3.1 Heritage conservation district policies, guidelines, & studies

Part V of the Ontario Heritage Act provides for the designation of heritage conservation districts. Following approval of a local designation by-law (and confirmation by the Ontario Municipal Board) any alterations, additions and demolition to property within a heritage conservation district requires a permit from the local municipality. The approval or denial of a permit will usually be determined in accordance with approved guidelines and district plan.



## **15.3.2 Heritage Impact Assessment**

Cultural heritage resources are “valued for the important contribution they make to our understanding of the history of a place, an event, or a people.” (PPS, 2005). Any development and site alteration in Queenston which is deemed by the Town to affect a cultural heritage resource shall be required to prepare a heritage impact assessment.

Properties and geographic areas that may be deemed cultural heritage resources include: all listed, inventoried, mapped heritage properties by local, provincial or federal jurisdiction(s); protected heritage property(s); newly identified cultural heritage sites which may need further evaluation; and areas that can be identified as having known archaeological sites or archaeological potential. The Town of Niagara-on-the-Lake should use this tool as necessary to achieve its heritage preservation aims.

**15.3.3** Landscape impact assessments and landscape conservation plans to assess the potential impact of a proposal on the surrounding landscape and sets out a plan to ensure that it is appropriately preserved.

**15.3.5** Subdivision development agreements with specific conditions to ensure that the cultural heritage is conserved and/or enhanced.

**15.3.6** Community improvement plans. The Town’s Official Plan identifies several Community Improvement Areas, one of which is the Village of Queenston. The Plan outlines criteria for selecting project areas, phasing of improvements, and so forth. It also provides for the preparation of Community Improvement Plans (under Section 28(4) of the Planning Act).

A Community Improvement Plan can identify and prioritize a range of physical, social and recreation infrastructure improvements necessary to implement the goals of the secondary plan. The capital budgets of various Town departments can allocate monies toward the Community Improvement Plan to fund planned improvements.

A Community Improvement Plan could be created for the Village of Queenston and provide direction regarding the following:

- Strategic, prioritized, and coordinated public investment and repair or upgrades to municipal infrastructure, community services and/or public amenities, particularly in regard to the Village’s stormwater and drainage problems and roadway paving;
- Municipal acquisition of lands for parkland, on the southern portion of the school site, at the intersection of Partition and Front Streets, and/or to the east of the intersection of Kent and Front Streets;
- Additional public realm improvements and partnerships between different levels of government;
- The realization of the Front Street Heritage Park and top of the river escarpment promenade; and
- Streetscape improvements, in particular along Queenston and Front Street Character Areas and gateway zones.





**15.3.7** Stewardship programs where members of the community are encouraged to volunteer their time to participate in events such as tree planting, riverfront clean up and other public realm activities that would improve character of the Village.

**15.3.8** Financial incentives, such as but not limited to grants and tax breaks, for landowners to undertake renovations that maintain or further enhance the heritage value of their property.

**15.3.10** Park area / corridor area management plans that set out the objectives for the park area and/or corridor and actions to ensure the plan is implemented.

#### **15.4 Demolition Control**

This plan neither anticipates nor intends that a significant amount of demolition of existing structures will occur. All demolition applications should be reviewed by the Town to ensure that the proposed development is desirable and in keeping with the Village character.

A Demolition Control By-Law shall be enacted pursuant to Section 33.2 of the Planning Act for the intent of preserving and maintaining the character of residential areas in the Village.

Demolition permits should be issued only after issuance of a building permit.

#### **15.5 Monitoring and Evaluation**

The Queenston Secondary Plan must meet the changing social, economic and development pressures placed upon the area, and respond to the opportunities created through the evolution of broader policy environments. Although the fundamentals guiding decision making provide a solid foundation for the future, changes to the Plan may be required over time. Monitoring of the impacts changing social, economic, fiscal and environmental conditions will be important in determining whether the Plan's goals, objectives, priorities and implementation mechanisms remain appropriate.

Evaluation of key qualitative and quantitative indicators related to population and building density, built form, automobile traffic, transit usage, employment, parks and open space and social service provisions will provide an assessment of the Plan's successes and failures and offer insight into improvements. As required by the Planning Act, every five years Council will determine whether there is a need to review the Secondary Plan.

#### **15.6 School Site Process**

If the school ceases to operate as such, a comprehensive process guiding its closure, re-visioning, examination of redevelopment opportunities, and sale should be followed to ensure the most positive outcome for both the Village and the School Board, from both community facility, diverse range of housing, and financial perspectives. The process shall be consistent with Policies 10.1 and 10.3 of this Plan.



### **15.7 Niagara Parks Commission**

The use of lands owned by the Niagara Parks Commission is regulated under the provisions of the Niagara Parks Act, R.S.O. 1990, c.N.3 The Niagara Parks Commission in the use of its lands shall be consistent with the provisions contained in the Provincial Policy Statement and shall conform with Provincial Plans. Before carrying out or authorizing any undertaking that will directly affect the Village of Queenston, the Niagara Parks Commission shall consult with and have regard for the established policies of this Secondary Plan and the Niagara Escarpment Plan.

### **15.8 Niagara Escapement Commission**

The lands south of York Street, within the Village of Queenston, are subject to the Niagara Escarpment Planning and Development Act and Regulation 826/90. These lands are not within the jurisdiction of the municipality, but the Municipality will use the general policies of this Secondary Plan and the Low Density Residential policies, as well as the requirements of the Zoning By-Law to comment on Development Permit Applications within this area.

### **15.9 Interpretation**

In the case of a conflict between the policies of the Official Plan and this Secondary Plan, the Queenston Secondary Plan policies will prevail.

