

Stratford Waterfront

CORE AREA PLAN



Acknowledgments

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Final Report

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1. INTRODUCTION

1.1 A TOWN CORE IN TRANSFORMATION

The Town of Stratford originated in a 1995 amalgamation of five communities, and is still in the process of creating a new downtown by filling in the gaps between these five original settlements. Many of these lands are still vacant, underutilized or in transition to become something new.

The Stratford Waterfront fits in the latter of these three categories. This part of town has reached a major milestone in this process: the sewage lagoon is finally about to be removed, creating room for a new gateway feature for the town.

With the construction of a larger pollution control plant in Charlottetown, and new pipes that pump the sewage to this central facility, one of the most precious pieces of land in Stratford is ready to be transformed from a fenced-off industrial site to a public amenity for residents and visitors.

The significance of the waterfront area cannot be understated. For road users it is the only point of entry to the town coming from Charlottetown. It is also becoming one of the most scenic places of the future downtown, connecting residents and visitors of Stratford to the Hillsborough River and affording spectacular views of Downtown Charlottetown across the water.



The area surrounding the future park is equally important for reshaping the gateway to the town. Properties in this area will be the first buildings that travelers see upon crossing the bridge. There is an array of provincial and private lands engulfing the town properties designated for parkland use. Together, both private and public lands need to be intertwined to create an engaging new environment.

As plans for the removal of the sewage lagoon from the waterfront started to firm up, interest in development of the nearby properties increased accordingly: land transactions have become more frequent have boosted the prospects for new developments in the near future.

Overall, there is a lot of excitement surrounding the future of the Stratford Waterfront. The purpose of this project is to assist the town in taking advantage of this momentum and to both develop a visionary design for a new waterfront park as well as an urban design concept and regulations for its surrounding lands. In unison, both of these elements will jointly contribute to a coherent, overall design vision for the Stratford Waterfront.



1.2 A PROMINENT LOCATION

Stratford is located in Queens County, Prince Edward Island. The town is situated on the eastern shore of the Hillsborough River (Elsitkuk), which creates a natural separation between Stratford and the provincial capital City of Charlottetown. The Stratford area is located on unceded Mi'kmaq territory and has a very long history of Indigenous occupation, including travel routes, encampments, and subsequent resource use.

Stratford was first connected to Charlottetown by a bridge in 1905. This original bridge, of which remnants can still be seen prominently from the Stratford Waterfront, was designed for mixed traffic of trains and horse carriages. Prior to this first bridge, crossings occurred from a nearby ferry terminal known as 'Ferry Point'. A second bridge exclusively dedicated to vehicles opened in 1962 in the Trans-Canada Highway's current location. It was widened for four-lane traffic in 1995, and reconfigured in 2020 to accommodate an active transportation trail on the side facing the river mouth.

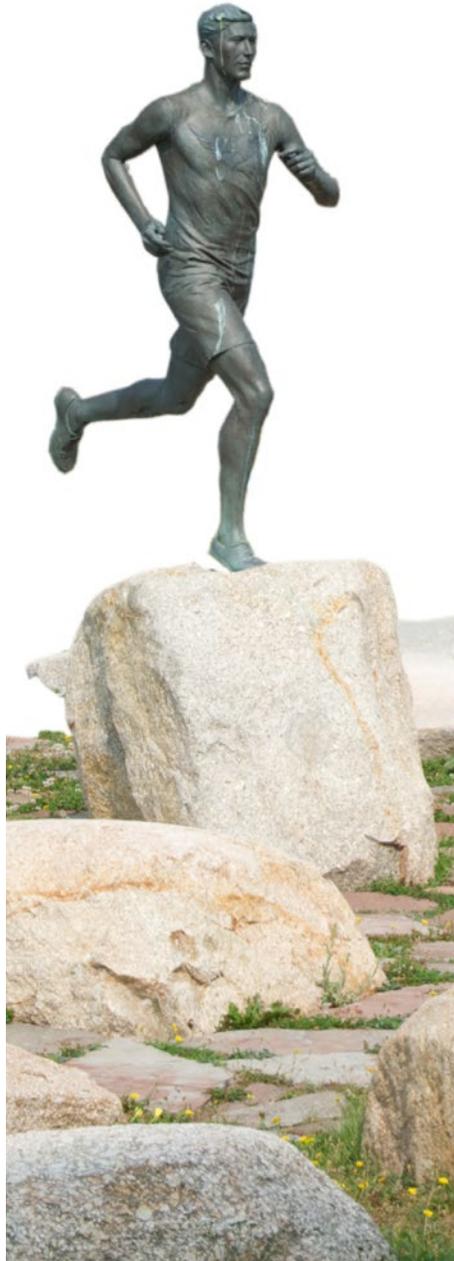
The population of Stratford has steadily grown since its incorporation in 1995. Counting merely 5,869 persons in 1996, Stratford's population will likely have doubled by the next Census due this year.

1.3 A UNIQUE PLACE FOR A UNIQUE TOWN

Stratford is a town of dynamic growth and the fastest-growing municipality in Atlantic Canada. Between 2011 and 2016 the town's population grew by 13.2 percent from 8,574 to 9,706. The town's residents are generally younger and more diverse than the average of Prince Edward Island. Children between ages 0 to 14 make up 18.9% of the town's population, as compared to 15.8% province-wide. With an average age of 39.8, Stratford is the second-youngest town in Prince Edward Island.

Within the last five years, 2,190 persons moved to Stratford. Of these migrants, 37.4% came out of Province and almost a quarter (24.2%) from origins outside of Canada. Over nine percent of Stratford's residents identify as a visible minority, twice as many as the provincial average. The share of persons with aboriginal origin is also slightly higher than across Prince Edward Island.

Stratford is in the process of becoming an important anchor on the map of Prince Edward Island, and it requires public facilities and open spaces that are reflective of this status. The waterfront study area is one of the most suitable locations in Stratford that can accommodate such a centre of civic life and feature the right mix of attractive buildings and open spaces. The planning of a new downtown for a growing municipality is also an exercise



in identity-finding. The town has a unique opportunity to utilize the waterfront lands to respond to its residents' desire for a shared public space that contributes to a sense of shared belonging. Recognizable public spaces typically act as binding agents for communities and cultures. They make residents feel at home and entice visitors to learn, make memories, and share their impressions.

The Town of Stratford's strong commitment to the principles of sustainability forms a solid foundation for a waterfront vision. A common definition of sustainability harkens back to the famous Brundtland Report presented to the United Nations in 1987, and stipulates that sustainable existence satisfies the needs of the present without adversely affecting the conditions for future generations.

The Town of Stratford has refined this general concept and adopted a vision of sustainability which embraces a future:

- + where residents' social, physical and spiritual needs are met
- + where the Town's culture is diverse and thriving
- + where heritage is protected and celebrated
- + where natural environment is protected

and respected

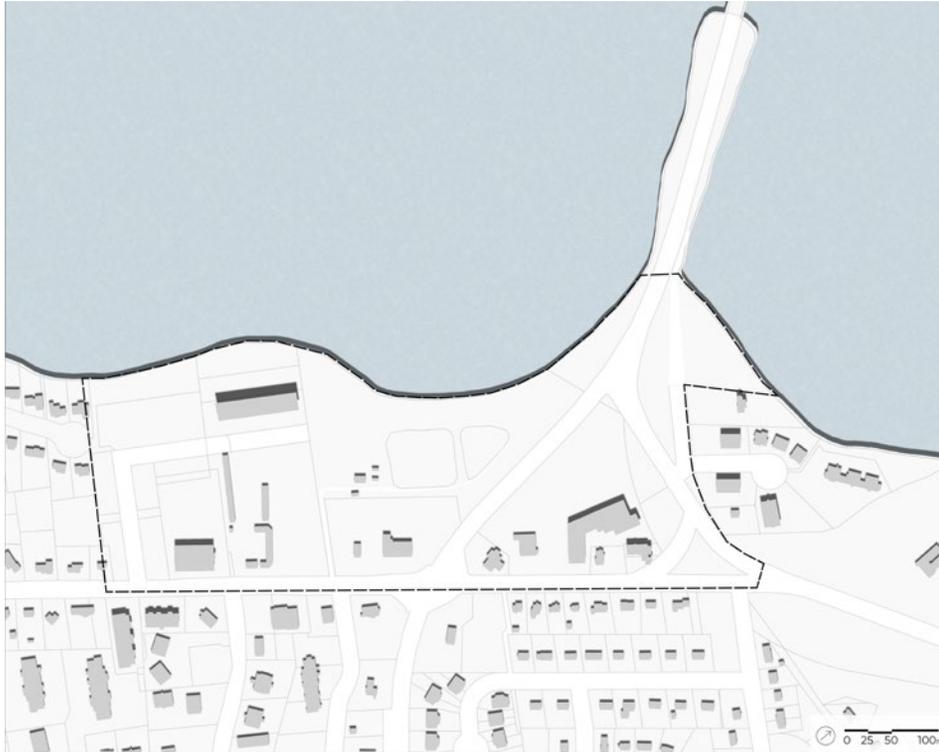
- + where there is a thriving local economy, and
- + where there is an open, accountable and collaborative governance system

The Town of Stratford has a unique opportunity to create a waterfront that reflects the rich diversity and cultures of the town. The new waterfront park can be clearly distinguishable from Charlottetown's counterpart and juxtapose it against the historic setting across the harbour. On the blank canvas of the newly freed up prime waterfront land, an innovative public space could not only be enjoyed by Stratford residents, but could also attract visitors and tourists that would normally drive through the town. If coupled with features that create an attractive environment at night or during shoulder and off-seasons, Stratford's waterfront can become an attraction used year-around and known well beyond the Greater Charlottetown Area.



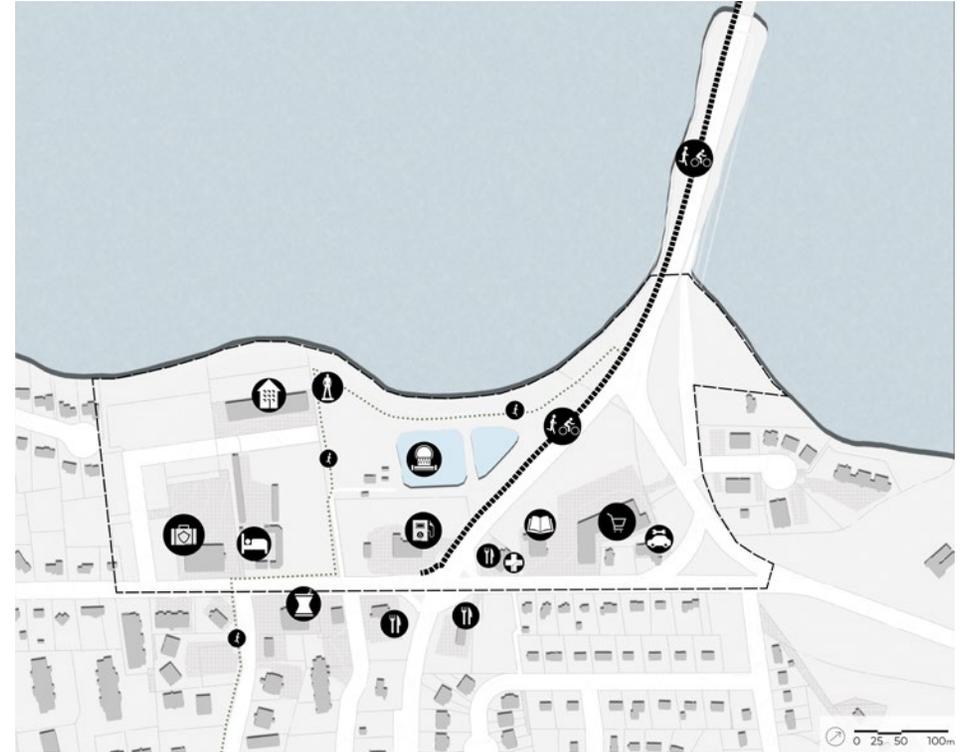
2. EXISTING CONDITIONS

2.1 SITE ANALYSIS



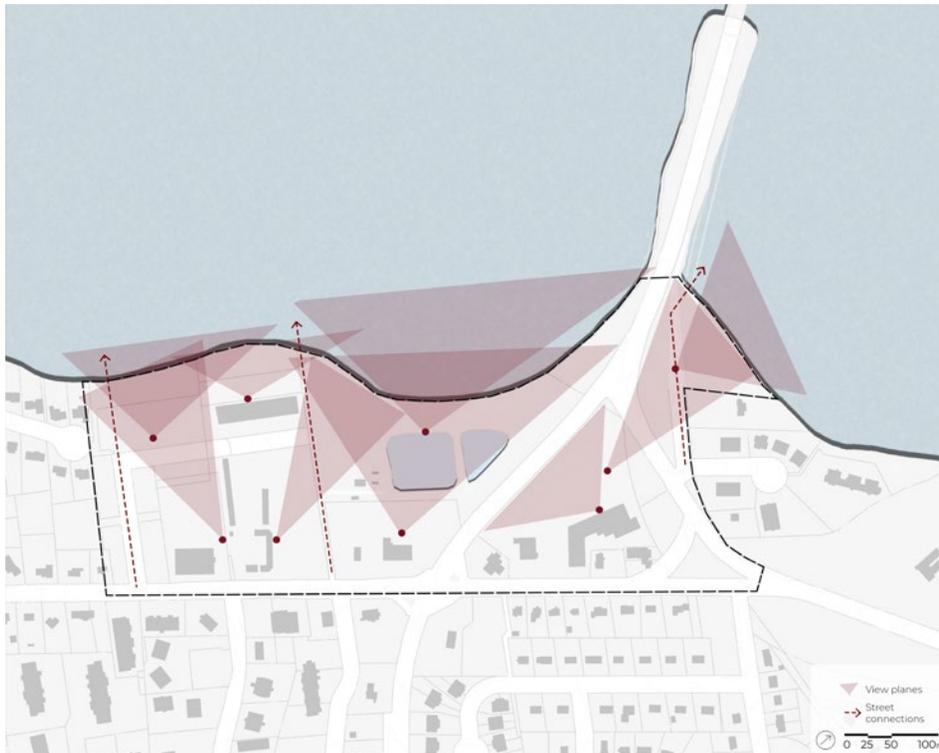
OVERVIEW

The site inventory presents a preliminary overview and understanding of the existing conditions of the waterfront area. The following site plans and urban context maps form the basis of understanding for the existing spatial conditions, from which conclusions for the integration of design concepts into the surrounding town fabric can be drawn.



LAND USES

Properties within the study area are utilized in various ways. In addition to residential properties, the area has key amenities such as grocery and pharmacy retail stores, a variety of restaurants, office space, and a public library. A gas station and car garage serve motorists while visitors can find accommodation in the Southport Motel. The surrounding residential neighbourhoods are generally within a 10-minute walk.



VIEW PLANES

The waterfront offers spectacular view of the Hillsborough River and of the Charlottetown skyline, including parts of the historic Downtown and St. Dunstan’s Basilica Cathedral. These views are not reserved to the shoreline, but can be experienced from various locations throughout the study area. This map illustrates the major view planes and view corridors.



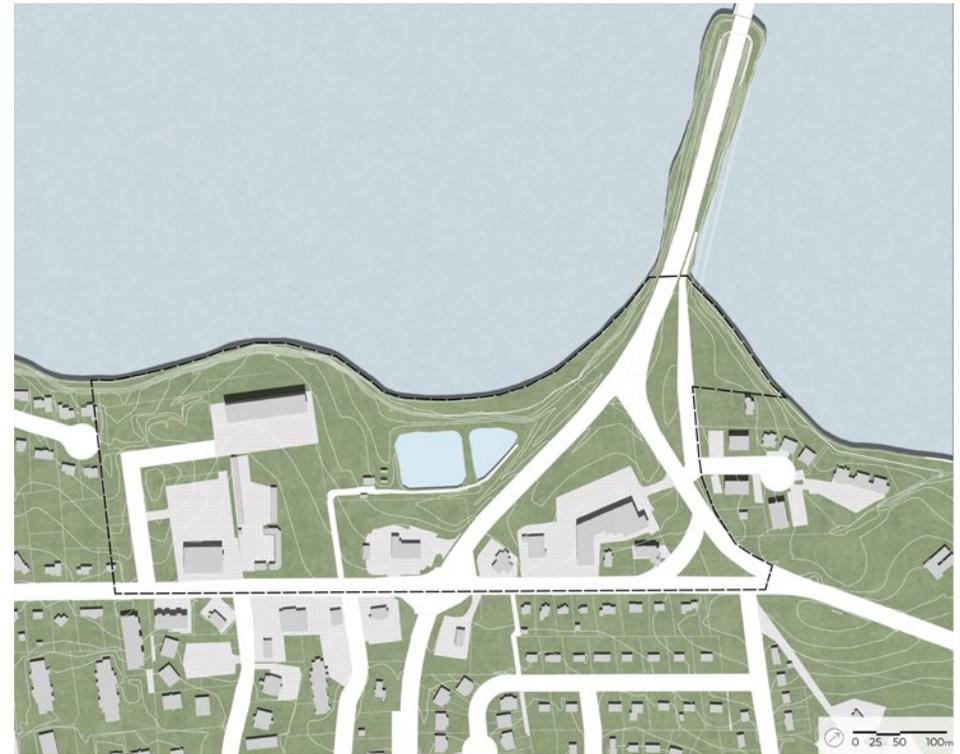
STREET NETWORK

The Trans-Canada Highway (TCH) and Bunbury Road divides the study area into three sections of different sizes, two of which have direct shoreline access. In its current configuration, the TCH presents a significant barrier between the two shoreline sections. Stratford Road, Bunbury Road and the secondary road network facilitate non-motorized movement through the study area and create road frontages with opportunities for active street walls.



TREE CANOPY + SURFACE PARKING

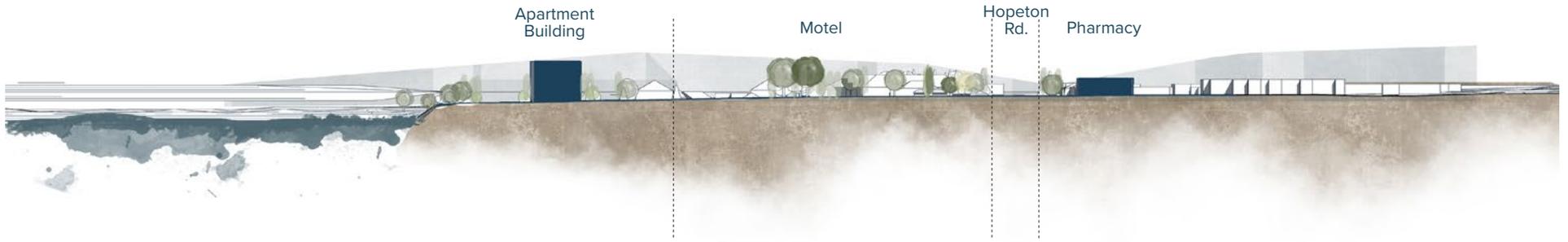
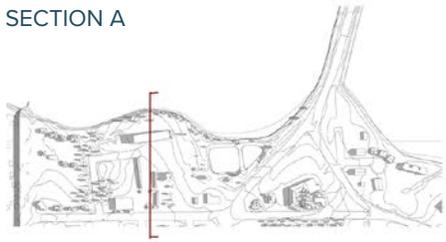
All buildings within the study area have surface parking, which limits natural ground cover and creates a bare look and feel around the project area. Some limited tree cover is present along the southern stretch of public shoreline and CADC lands. Very few street trees are currently present along the edges of roads.



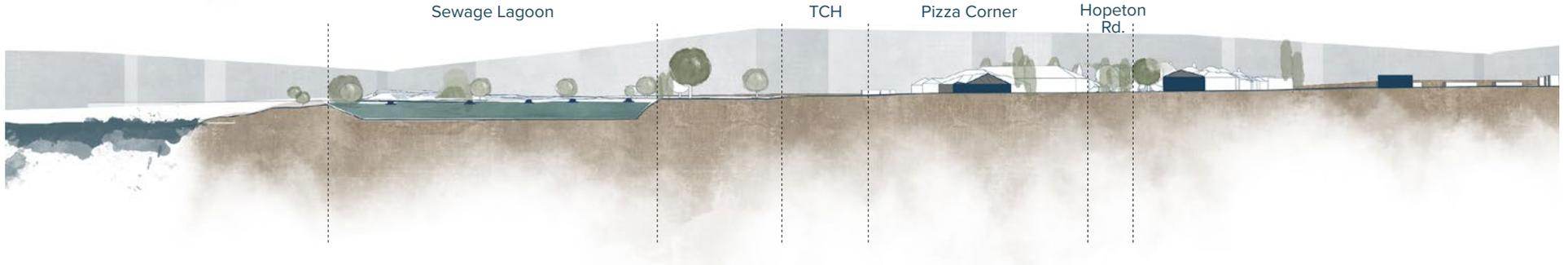
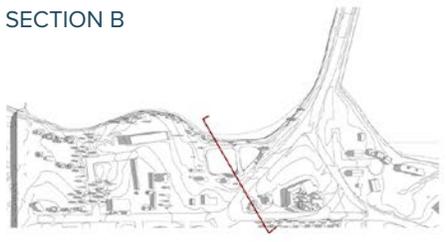
TOPOGRAPHY

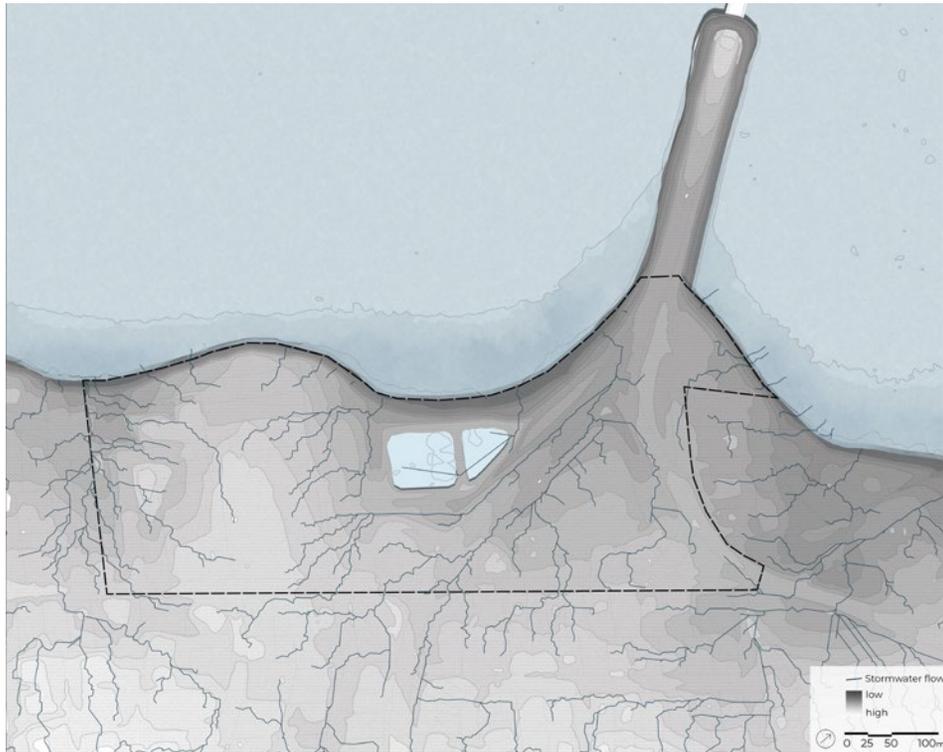
The majority of the study area is fairly flat, with the highest elevation of 11m above sea level found around the motel. Generally, the waterfront lands gently slope down towards a ridge near the shore at 5m above sea level. From there, the terrain sharply drops down to the high water mark.

SECTION A



SECTION B





SURFACE DRAINAGE

Surface water on the study area drains towards a depression on the southern boundary and towards the existing sewage lagoon. The ditches of the Trans-Canada Highway act as a collector for much of the remaining surface drainage.



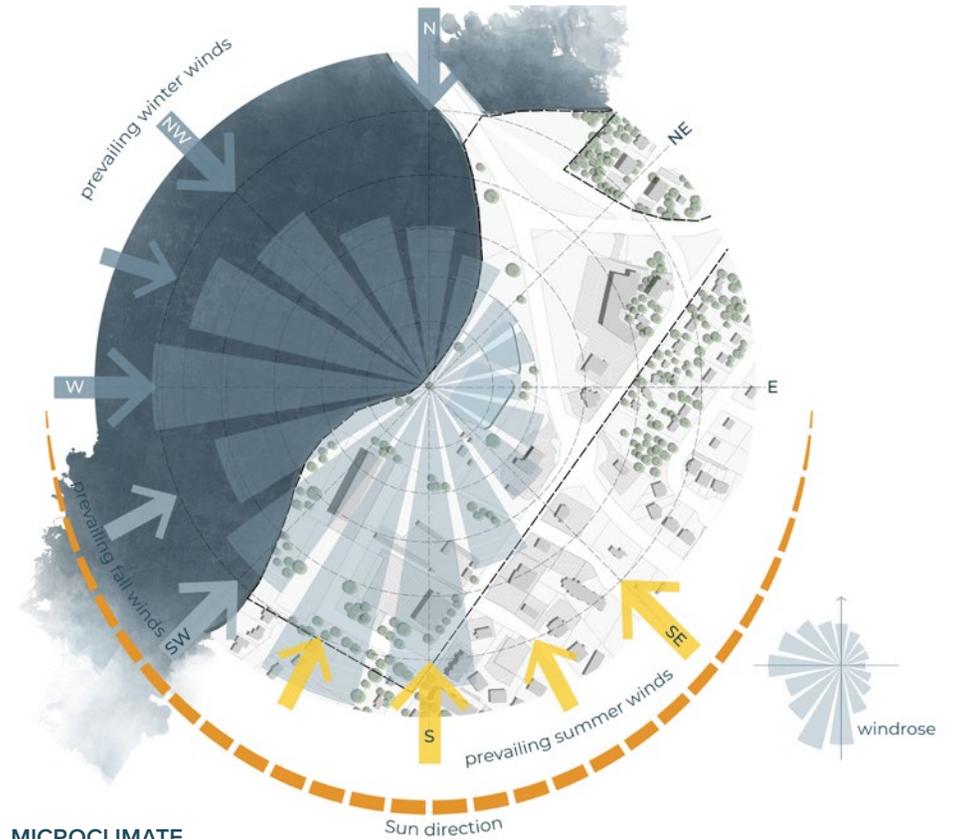
CLIMATE CHANGE + SEA LEVEL RISE

In an event of a Higher High Water Large Tide (HHWLT), when maximum sea level rise and the largest storm surge recorded in the area overlap, sea levels could reach elevations of up to 3.2 m (CGG 2013). Due to the steep shoreline of the study area, the effects would be limited. An analysis of the historic shoreline evolution can be found in Section 4.9. This flood mapping is based on the RCP 8.5 climate change scenario of the Intergovernmental Panel on Climate Change of the United Nations (IPCC – AR5), which is included in the Extreme Water Level Adaptation Tool of Bedford Institute of Oceanography.



BUILDING ORIENTATION

Entrances to most buildings within the study area are oriented such that either the short end faces towards the Stratford/ Hopeton Road, or there is no active building facade at all. This circumstance limits the pedestrian experience of streets and contributes to the currently disjointed character of the area.



MICROCLIMATE

The study area is subject to northern, northwestern, and western winds off the water in the winter. Summer breezes tend to blow from the southwest. As the area is fairly exposed and has no dense tree plantation, people navigating the site experience a high-degree of year-round sun exposure and coastal winds.

2.2 CURRENT TRANSPORTATION CONDITIONS

VEHICULAR TRAFFIC

Roadways within the Town of Stratford are generally owned and operated by the provincial Department of Transportation, Infrastructure, and Energy (TIE), while the sidewalks and trails are built and maintained by the town. The primary road transportation asset within the study area is the Trans Canada Highway (TCH) which connects eastern PEI to Charlottetown over the Hillsborough Bridge.

Stratford Road and Hopeton Road run along the southern boundary of the study area

and provide multiple points of entry. The street network is complemented by Horton Drive, Sheppard Drive and Michael Thomas Way. These three local roads primarily provide access to properties abutting these streets.

Within the study area, the TCH has two traffic lanes in each direction and is among the busiest roadways in the province with roughly 36,000 vehicles per day. It is heavily used by commuters who are employed or attend school in Charlottetown, and by commercial trucks transporting goods across

PEI. The TCH has two major junctions within the study area: at Bunbury Road and at the signalized Stratford Road/Hopeton Road intersection. Turning lanes also provide one-directional access to and from Bunbury Road for vehicles travelling from or to Charlottetown. An assessment was carried out to determine the potential for a new direct access from the TCH into the waterfront lands, in particular an eastbound right-turn only entrance roughly 150-200m from the existing Stratford Road/Hopeton Road intersection. The idea behind this would be to allow Stratford-bound traffic quick, easy access to future amenities without having to negotiate the signalized intersection. However, depending on the arrangement of new internal roadways and connections to existing roads, it could also become a cut-through route. In addition, preliminary discussions TIE indicate that such a connection would not be approved.

FUTURE ROADWAY CHANGES

Some traffic movements at the signalized TCH intersection with Stratford Road/Hopeton Road are approaching or exceeding capacity during peak periods so upgrades are expected to be done over the next few years. A new roundabout design was recently undertaken for the intersection of Stratford Road and Glen Stewart Drive; while it is not in the immediate plans it may be constructed someday. Also, a roundabout is planned to improve the poor configuration of the intersection at Bunbury Road/Hopeton Road/Rankin Drive.

PUBLIC TRANSPORTATION

Two routes of T3 Transit pass through the project boundary. Both are branches of Route No. 7 on the T3 network. The Kinlock Road branch of the route passes through southern parts of the town, while the Bunbury Road branch serves the northern end of Mason Road and other areas adjacent to Town Hall. Each branch of Route No. 7 serves bus one stop within the site boundary. With the waterfront area acting as the gateway to Stratford, there is potential to house a transit hub that would improve rider convenience.



ACTIVE TRANSPORTATION (AT)

AT infrastructure within or adjacent to the study area includes sidewalks along Stratford Road and Hopeton Road, a short section of sidewalk and a pedestrian crossing between Horton Drive and No-Frills grocery store, and several gravel or asphalt trails.

These existing trails are located as follows:

- + Great Trail – This coast-to-coast trail passes through the study area from Glen Stewart Drive to the TCH at the foot of the bridge via the Michael Thomas statue. It also includes a pedestrian underpass beneath the TCH roughly

250m east of the study area boundary

- + Town of Stratford Trail - there is a paved trail segment that connects the Great Trail with Hopeton Road across from the library
- + Town of Stratford Trail – a gravel section that connects Cotton Park with Bunbury Road near the Hopeton Road intersection

These trails are used by residents for recreational uses and for short trips to local destinations, but they are not necessarily well connected. There is significant demand in Stratford for comfortable facilities to support commuting on foot or by bicycle.

HILLSBOROUGH BRIDGE AT CORRIDOR

Construction is currently underway to realize a protected 1.8 km multi-use AT trail over the Hillsborough Bridge between Charlottetown and Stratford. Construction of this multi-use trail for pedestrians and bicyclists is nearing completion and will span the intersections of the TCH with Riverside Drive and Stratford Road. It will be a bi-directional 3.0m wide asphalt trail along the south side of the bridge and its approaches, and will have a continuous guardrail barrier to provide physical separation from the

traffic lanes and enhance safety for users.

In Charlottetown the trail will connect directly to an existing paved multi-use trail along Riverside Drive, with potential future connections via Grafton Street and Water Street. After traversing the bridge and reaching Stratford, a connection to the existing end of the Great Trail will be created in proximity to the town's gateway signage. Further passing through the Waterfront Core Area alongside the TCH to the Stratford Road intersection, the new trail will eventually end in front of the gas station



and connect to existing municipal sidewalks. This is a project that has been high on the wish list of many people for many years. Once complete, this facility will finally provide the safe, comfortable active transportation connection between Stratford and Charlottetown.

THE GREAT TRAIL

The main active transportation feature of the site is the Great Trail establishing connectivity between the Hillborough Bridge and inland parts of the town, passing Town Hall and exiting the community en route to Wood Islands and Murray Harbour. According to Parks PEI, this section of the Great Trail also doubles as an element of the Confederation Trail. The trail creates a beautiful walking/biking experience along the waterfront, and will therefore constitute a central element of the future public realm in this location. With the ongoing construction of the Hillsborough Bridge connector, the trail will become a vital piece of infrastructure. It would be even more effective if it was more directly linked to Cotton Park.

PEDESTRIAN CONNECTIVITY

While there are many elements of AT infrastructure in the vicinity of the project area, connectivity between these elements is limited. The only continuous stretch of sidewalk is located on the eastern side of Stratford/Hopeton Roads. The side of Stratford Road closest to the river does not feature any active transportation infrastructure in front of the gas station and motel. Other streets in the project area do not include any infrastructure for pedestrians or bicyclists.

AT OPPORTUNITIES AND CONSTRAINTS

The new AT connection between Stratford's waterfront and Downtown Charlottetown may help to drive business opportunities on both sides of the river. The new AT trail will offer great views of the Stratford and Charlottetown waterfronts, as well as the chance for people to stop and enjoy the sights comfortably. There is also an opportunity to develop two rest stops along the trail, one on each side of the bridge structure. Such rest areas could include special surface treatments, decorative railing and lighting,



interpretive sign panels, benches/seating, landscaping, bike racks, and canopies. They are opportunities for placemaking and would enhance the experience of walking or biking the trail such that the AT facility could be used in tourism marketing materials for both the Town and the City.

In addition, new AT links are required within the study area, as needed to serve future land uses. This includes emerging amenities, landmarks, and retail outlets that would create a waterfront destination and attract residents and visitors to walk or roll to Stratford from the Charlottetown side.

TIE has plans to extend a paved AT trail eastward from Stratford Road to beyond the Mason Road Roundabout; roughly 820m of this has already been built. This will result in an AT spine along the south side of the TCH through the middle of the town, but there is a current lack of AT connections to the north side of the TCH. Upgrading the TCH crossing at the Stratford Road/Hopeton Road intersection will improve AT links, and there is also an underpass a short distance to the east.

The study area may benefit from an additional connection across the TCH between Stratford Road and the bridge, likely near the Bunbury Road intersection. We anticipate it would have to be a grade-separated link, since TIE has indicated they will not allow an at-grade crossing at this location. A grade-separated crossing could be either

a tunnel below the TCH or a bridge over it; either would be quite expensive and the existing grades are not ideal for such a structure. However, since TIE is not in favour of an AT crossing under the east end of the Hillsborough Bridge, a grade-separated approach may be the only solution to enhance connectivity between the Southport Landing development, the future park and the shopping mall.

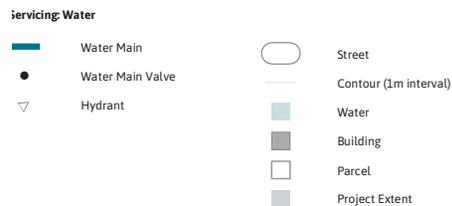
2.3 MUNICIPAL SERVICING

Water and sewer services are provided in the Town of Stratford through the Stratford Utility Corporation, which operates the infrastructure and administers the Town's related bylaws and policies. With the exception of a few cases defined in the *Water and Sewer Mandatory Connection Bylaw*, all properties within Town boundaries are generally required to connect to both systems. This section of the report analyzes the locations and types of existing utility lines within the Waterfront Core Area.

WATER SUPPLY

There are four distinct water mains within the project boundary. The Stratford Road to Hopeton Road corridor is the backbone of the water supply for the project area. Accommodating one of the two largest water mains within their right of way, these mains provide the linkage to the three other water lines of the Waterfront Core Area: Horton Drive including its small branch towards the Hillborough Bridge as well as Sheppard Drive and Michael Thomas Way. All of these three lines are dead-ended. Possible looping of water mains should be a consideration for development plans in the area.

There are four sizes of water mains within the project boundary. The largest of these features a diameter of 300 mm and run under Michael Thomas Way, Hopeton Road and the majority of Stratford Road. Sheppard Way and the southern portion of Stratford Road are serviced through a smaller 250 mm line. Horton Drive is serviced by a 200 mm water main, and its small branch line leading toward the bridge has a lesser diameter of 150 mm.



SEWAGE

Even though the Waterfront Core Area only stretches over approximately 20 hectares of the town, it features a comparatively complex sewage system beneath the surface. Within the project boundary, the sewage is managed by means of four lift station and associated force mains that allow the

sewage flow to overcome inclines. Three of these lift stations are located at:

- + The Horton Drive Turning Circle
- + The trailhead leading to Robert Cotton Park
- + The lowest Point of the Southport Landing Subdivision Adjacent to the Northern end of Harbour View Drive



From these locations, the first force mains pump the sewage to the intersection of Horton Drive and Bunbury Road, while the other two release the flow close to the location of the former sewage lagoon. With the exception of the Trans Canada Highway, all roads in the area have gravity sewer lines that lead either to one of these lift stations and force mains or directly to the former sewage lagoon location.

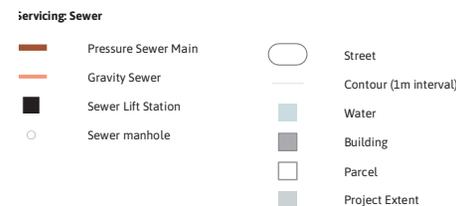
The location of the former sewage lagoon remains the terminal collection point of all wastewater within the Town's catchment area. However, instead of treatment on-site, the sewage is now being moved through a fourth and final pumping station and force main, all the way to the Charlottetown Pollution Control Plant on the other side of the Hillsborough River.

The modified sewage routing triggers several changes on the municipal waterfront property. First and foremost, the existing sewage lagoon including its adjacent rotating contractor structures and geobags can be demolished and removed from the site. A new building will accommodate the novel pumping station, which will push the sewage through the force main to Charlottetown. The new pumping station building will therefore have to be integrated into the public space design of the waterfront. Similarly, the location of the new force main is an important design parameter, as it may not be covered by any permanent structures.

STORM WATER MANAGEMENT

Several different approaches to storm water management are applied throughout the site. The Trans-Canada Highway and the streets south thereof as well as the section of Hopeton Road between the TCH and the Dewar House have dedicated catch basins within the road surface. The only roads with clearly documented storm sewer systems are Sheppard Drive and Michael Thomas Way. The catch basins of these streets discharge into the Hillsborough River through an outflow in proximity of Harbour View Drive. The routing of the remaining storm sewers in the Waterfront Core Area is less clear, but the topography of the land indicates that the majority of collected rain-water flows to an outflow in proximity of the TCH/Bunbury Road intersection, discharging into the river on that site.

The remaining parts of Hopeton Road, Bunbury Road and Horton Drive contain storm-water ditches within their right of ways. It may be assumed that these installations drain into the Hillsborough River through Robert Cotton Park.



POWER SUPPLY AND STREET LIGHTS

Maritime Electric is the provider of electricity in Prince Edward Island, and properties within the study area are supplied with power through a network of power poles, placed both within right of ways and on private properties throughout the project area.

The Town of Stratford is responsible for the installation of street lights. Locations requiring lighting are identified by the Town's Safety Services Committee. The Town typically rents light fixtures from Maritime Electric, who installs the lights on their power poles. Many power poles in the project area double as lamp posts, especially on Stratford, Hopeton and Bunbury Roads. These street lights are installed at high elevations and feature utilitarian designs.

The exception is the Southport Landing subdivision. Sheppard Drive and Michael Thomas Way feature dedicated, decorative streetlights which are connected by underground wiring, which also connects to one electric vehicle charging station, situated at a parking bay on Sheppard Drive. Power poles are not a part of the streetscape on these roads.





3. FORMATIVE ENGAGEMENT

3.1 OVERVIEW

WHAT WE DID

The Stratford Waterfront Plan involved an extensive initial engagement process to understand stakeholder and community members' perspectives, insights, opinions and ideas regarding the development of a public open space on the municipally-owned waterfront, and how surrounding properties could be integrated with the open space. The second phase of engagement took place after concepts for the open space have been drafted.

To keep community members aware of engagement activities and provide project updates, a website page and email list were created and updated throughout the initial phase of engagement.

Information for the initial phase of engagement was collected through the following means:

- + The Social Pinpoint Interactive Map;
- + In-person community discussion;
- + Online community discussion;
- + Pop-up 'sticker vote' visual preferences survey at the library and Town centre; and
- + Targeted stakeholder interviews and focus groups.

Responses to the Interactive Map were collected from the public between October 7, 2020, and November 3, 2020. The Interactive Map allowed respondents to leave location-specific comments and ideas about open space features, transportation, and development of private lands on a map of the waterfront area. Participants were also able to reply to comments left by other respondents.

The in-person discussion was held at the Emergency Service Centre between 6:00 and 8:00 p.m. on October 22, 2020. The online community discussion was at the same time on October 29, 2020.

Information from the community was also collected through the pop-up 'sticker vote' visual preferences survey at the library and Town centre. Participants could vote—by placing stickers on a series of photographs—on the landscape and gathering place elements they would prefer to see integrated into the Stratford Waterfront Core Area Plan. Anyone was free to share a "vote", and 113 stickers were placed.

Finally, the Project Team conducted targeted stakeholder interviews in October 2020. The interviews were held with various community organizations, in addition to

cohort-specific stakeholder interviews with seniors, youth, and newcomers, as detailed on the following page.

This What We Heard Report summarizes the input that was collected through the initial phase of engagement for the Stratford Waterfront Plan. It is organized into themes based on the recurring information and topics that emerged across engagement activities.

WHO WAS INVOLVED

In October 2020, stakeholders and the public participated in the engagement activities that contribute to this What We Heard Report.

The following stakeholder organizations and individuals were consulted at this stage:

- + PEI Association of Newcomers
- + PEI Council of People with Disabilities
- + Stratford Jr. Youth Council
- + L'nuey
- + Native Council of PEI
- + Charlottetown Area Development Corporation
- + Department of Transportation, Infrastructure and Energy
- + Three area business owners
- + Four area property owners
- + Two parents
- + Two seniors
- + Three newcomer representatives from Town of Stratford Committees

Approximately 100 people from the public shared hundreds of ideas and other pieces of input. Additionally, at least 500 more people became informed about the project and some of the perspectives held by the public and stakeholders by viewing the Interactive Map, but not leaving their own comments.

3.2 CONCEPT AND EXPERIENCE

PRINCIPLES

Throughout the engagement, a number of overarching values and ideals emerged. These principles can serve as the higher purpose that various aspects of planning and implementation can be based upon or measured against.

These key principles for the Stratford Waterfront are:

- + Multipurpose or multi-functional (i.e. bridge as art; greenhouse to grow and for warming)
- + Natural history and restoration (in partnership with Indigenous + environmental organizations)
- + Forward thinking and evolving (phased and adaptable; concept change and movement)
- + Inclusive, accessible, diverse, safe (represent these ideals and ensure a sense of welcome)
- + A place that will be old someday (design a place for next generations to enjoy)

IDENTITY AND INTERPRETIVE THEMES

A few participants explored ideas around a sense of shared identity in Stratford, or the lack thereof. One participant felt that Stratford is an “artificial construct”

with an identity that is only beginning to emerge. Interesting discussions were had about how there is no clear idea of a defining representative symbol, and that the characteristics of the community are really in flux, including the diversity of individual people and families, and the built environment. Indeed, one participant suggested that some aspects of the park be designed with the intention that they be temporary and changeable, even physically eroding away over time. It was suggested that this ambiguity and continual shifting is actually a fascinating and unique contemporary identity for a small community in Atlantic Canada.

There is a strong interest in how meaning can be ascribed to the Stratford Waterfront, focused on “where we are” and less on “who we are”, as our shared existence on this piece of land is what we all have most in common. Participants are interested in themes of land-based learning and connection, through natural science; unstructured exploration; and Indigenous world views. In other words, “an opportunity to educate people on species that naturally exist on the island, with species names included, or panels throughout [the] park”. Many participants are interested in building meaning around the natural environment through the lens of traditional Mi’kmaq use and understandings of the land.

Related to this concept, Stratford is fortunate to have interest from Mi’kmaq leaders in the Stratford Waterfront Plan. As communicated by both the Native Council and L’nuey the Stratford area has a long, documented history of Mi’kmaq use, including travel routes and campsites with their subsequent resource use. The traditional, or “within living memory”, use includes shellfish harvesting along the banks, eel and trout fishing in the waterways, and animal snaring. There are also several Mi’kmaq place names in the area, the area also borders Elsitkuk (the Hillsborough River) – a major Mi’kmaq travel route, used historically and in living memory to get to other resource use places along the river and locations along the rivers/streams branching off it. In addition to conveying this (and other) information, it is felt by Mi’kmaq stakeholders that an acknowledgment of Stratford being part of unceded Mi’kmaq territory should be included, on a plaque or similar object; and that space is set aside in recognition of the longstanding connection between the Mi’kmaq and the land. More discussion of this could be undertaken to ensure the significance of all of PEI being unceded Mi’kmaq territory also be included. These details must be arranged in collaboration with Indigenous stakeholders.

Many participants would like to see the Stratford Waterfront reflect the diversity of cultures that are present in Stratford, including newcomers from around the world and Indigenous groups from across Canada. It was suggested that care be taken to approach expressions of diversity in an innovative and refined manner. There was discussion about the possibility of qualities and features that can be interpreted or experienced in different ways to conjure a feeling or inspire something and appeal to people’s creativity and imagination, as opposed to only delivering fixed and obvious messages or experiences.

A number of participants expressed an interest in or need for community involvement and partnerships in the implementation and programming of the Stratford Waterfront. Some participants would like to see opportunities for people to care-take and steward, including landscaping and shoreline remediation work and hosting activities and events. It was also identified that there are a number of ideas for commercial activities and cultural inclusion that would require collaborations with various organizations and individuals in Charlottetown and Stratford. Similarly, a number of stakeholder groups would like to stay engaged throughout the next design and implementation phases.

SHORELINE

As expected, many participants provided input about the water and shoreline, boating and associated infrastructure, as well as other forms of access or connection with the shoreline and open water.

Some participants were enthusiastic about opportunities for boating. Suggestions were wide-ranging in magnitude of infrastructure, from a boat slip and dock for watercraft that would enable passengers to load and disembark, to a simple floating wharf or small boardwalk. The most interest in boating was around kayaks, canoes and paddle boards. It was noted that it is very difficult to navigate any watercraft under the bridge, and having a launch on the Bunbury side would enable going up the river without the bridge passage. A number of participants expressed general safety concerns about boating as the currents and tides on the river are very strong, and conditions can be unsafe for small people-powered watercraft. Safety signage to alert to risks of currents and cliffs was also suggested.

It was noted that for the families that own boats and spend summers on the water, a slip or dock in Stratford would be very convenient. Most participants were not in favour of the type of infrastructure

that a marina or pier would require and felt it would be a duplication of what is offered in Charlottetown or would serve too few members of the community. Many participants do not wish to see any infilling or hardening of the shoreline. There is stronger support for a naturalized waterfront that acknowledges the strong currents, tide and winds of the location.

The view over the water was identified as a key asset of the site. People are frequently driving to the area to park and watch the sunset but generally stay in their cars to shelter from the wind. Participants noted the design challenge of creating wind breaks while also not interrupting the views.

A boardwalk along the waterfront was noted on numerous occasions and was used to describe a range of concepts, below. It was also noted that wooden boardwalks tend to warp with time, creating accessibility barriers.

- + A platform on the water.
- + Something that looks and functions in an inclusive way, and not just particularly for the purposes of boating.
- + A place where anyone can just go down to sit, look down into the water or flats or out over the open water, listen to the waves.
- + A park and conservation feature, similar to what is present on dunes or marshland in protected areas.
- + Boardwalk should be universally accessible (not have a secondary wheelchair access).

LANDSCAPING AND NATURALIZATION

There is a strong preference among participants for greenspace and open park areas, with an inclination toward naturalization, as well as some more manicured or hardscaped elements.

As participants pointed out, the shoreline is already quite natural, with shellfish evident and a variety of shorebirds. Participants indicated that wildflowers currently grow on the site, and should be maintained or augmented to support pollinator populations. It was also noted that given the very strong wind, care must be taken to select plants that will survive here, such as native species of shrubs and trees like white pine, spruce and hemlock, as well as a hedge row to break wind. Overall, there is a preference to have as little asphalt or hardscape as possible throughout the site. These results coincide with the input collected from the visual preference survey where participants indicated they would like to see a balance between a naturalized and manicured waterfront. The survey also indicated that respondents would prefer to have areas of more dense vegetation as opposed to non-vegetated, wide open, areas, and would like to see natural landform seating and play structures.

There is interest in a naturalized pond, perhaps with ways to touch or interact with the water, which would also support the flourishing of natural wildlife. This concept is supported by Indigenous stakeholders, who suggest that an environmental survey could be carried out to see what native (non-invasive) or traditional plant species are present on the site. In particular, there is a question of whether sweetgrass is present or could be restored along the waterfront.

On the less-naturalized end of the spectrum for landscape features, participants also suggested the following, including:

- + Shade trees, if they can be grown successfully;
- + Flower gardens;
- + Space for community gardens to expand over the years;
- + A garden plot to demonstrate the growing of traditional Indigenous medicines;
- + Nibble gardens, a few raised beds;
- + Display gardens program – plantings from different cultures;
- + Ramps or other features to deal with changes in elevation that are universally accessible and also attractive landscape features (should not feel like there are different routes or really divergent experiences for people with different abilities, with strollers or with toddlers);
- + A grass and stone amphitheatre;
- + Terraced seating and decking;
- + A plaza with benches and shade areas; and
- + Lots of open lawn area to play in.

GATHERING PLACES

Across the engagement, participants say that Stratford needs a good place where people can congregate informally and spontaneously connect, rather than always needing to have shared formal activities to meet up with people or depend on homes and workplaces as social spaces. In other words, participants describe a desire for a “common” that is an everyday place use by everyday people, or a “place to gather, visit and chat over a cup of tea and a croissant”. There were many ideas for what a gathering space could look like, and what people could do there.

A majority of participants are in favour of ensuring that there are excellent places to sit and gather on the Stratford Waterfront. It was strongly encouraged that care is taken to ensure this element of the site go far beyond a few benches and picnic tables, and consider the following:

- + A number of features, elements in small clusters integrated throughout; not just one really intensified park area;
- + Creative and interesting places to sit;
- + Locations should be selected or designed for comfort, in particular wind breaks and views;
- + Nice hang-out spots, where you would want to stay for a while;
- + Bench or seating dedications as a fundraiser;
- + Lounge seating that is accessible; and
- + Swinging chairs.

Many participants would like to see picnic tables, fire pits or BBQ grills, where people can go to have a cook-out. Amenities for grilling outdoors are particularly attractive to people living in apartments.

On the matter of indoor areas (including cafés or restaurants), most participants agree that some small buildings are necessary and desirable amenities to support the utilization of the open space, such as washrooms, warming areas or commercial activities. It was felt that these buildings should have a distinct and attractive design, perhaps modular and movable, but also a timeless quality that

won't result in a dated-feel in the future, as well as renewable energy and sustainable construction techniques. In regard to accessibility, it was suggested that if a café or concession stand is created, the work spaces should be designed with accessibility in mind, in addition to customer space.

Many participants expressed a desire for shelter from the wind. A few ideas for shelters were explored, such as a tiny cabin with a host who sells hot drinks, or a shelter that has storm windows for the winter. Other ideas were to create wind-break walls or earthen berms. One participant suggested a greenhouse, which could be of interest as a small business venture or a community program, in addition to a warming hut. Another described this concept as “nooks of coziness and warmth”.

Numerous comments envisioned loosely programmed activities for people to gather around, with a host or organizer, including a wide range of different monthly special events, such as campfires in winter, spring clean-ups, storytellers, games and group art projects, contests, big picnics, and many others. This support was highlighted as a need in the winter time when extra effort is needed to get outdoors and be

comfortable. It was also suggested that training on inclusion be provided to the various groups who will host programs, through partnerships.

A few suggestions for specific recreation facilities were offered (a curling club, speed skating oval) but were not preferred by the majority of participants, who are in favour of more flexible and universally-appealing ways to gather. For example, a number of participants suggested an ice surface, but there is preference that this space primarily be used for open skating and provide skate rentals, with minimal use for hockey.

Lastly, a few participants would like to see consideration for policy and parameters around frequency and accommodation of periodic larger gatherings, like watching fireworks or special festivals. While this type of activity is appealing to some, others have concerns about logistics and impact to nearby residents.

ART AND AESTHETICS

Arts and cultural components were a priority for many participants, with a strong interest in the mental health and social benefits that participation in these activities can bring. A range of ideas and approaches were proposed by participants:

- + Incorporate art into functional pieces, like seating with artistic lighting integrated, or in active transportation pathways, or in the bridge over the highway.
- + Small subtle touches of meaning and interpretation, like words or images only visible in the rain, words in different languages, and etched or engraved in park features.
- + Interactive or participatory installations, like the “in my life I hope to ...” chalkboard projects.
- + Changeable art, like an outdoor gallery or large mural wall that can feature different artists.
- + Art with a welcoming feel, abstracted and more universal themes that are rooted in the natural landscape.

Many participants are interested in sound as interactive elements of the park, or in light movement as a form of public art. However, these aspects should be used with care to ensure the inclusion of individuals with sensory issues. This could include ensuring that the tones are soothing and not clanging or cacophonous and perhaps seek to amplify or emphasize the natural sounds like waves, wind, grasses or birds. Similarly, if a light display is created, specific nights could have a modified version that is sensory-friendly.

Participants noted that the existing Michael Thomas sculpture could be viewed as the starting point for a bigger collection, perhaps to include a large-scale sculpture, as well as smaller pieces that reflect the diversity of cultures in Stratford. Indigenous stakeholders strongly discourage any statue, plaque, or other fixture which supports the glorification of historical figures that played a role in suppressing Indigenous cultures.

While many participants were enthusiastic about a place for small concerts or performances, some are concerned about the impact of loud music on nearby residents. A stage or amphitheater would need to be designed with sound impacts to adjacent residential neighbourhoods in mind. In order to be used for Indigenous

events, specifically Mi'kmaq celebrations, the performance area would require an overhead shelter or gazebo.

- + A few other notable details were also raised:
- + Preference for natural materials, curved shapes and colours, as opposed to bright or geometric forms.
- + Lighting used as a beautifying element and to ensure people can easily and safely find their way through the park after dark.
- + The site could accommodate large-scale installations that would be visible from surrounding areas, maybe even from Charlottetown.

Some participants were enthusiastic about conventional children's play equipment, but a greater proportion was interested in artistic elements (or natural landscape features) that can be used for play and exercise, and be attractive to all ages. There may be potential to build or apply play equipment in a creative manner. Overall, there is a high expectation that elements of play will integrate well and not come to dominate the visual landscape. Swings or spinning play equipment was also mentioned; which is in alignment with the overarching notion of Stratford as a place in change and movement.

3.3 FUNCTION AND USE

COMMERCIAL

Participants' views on commercial activity fall at various points on the spectrum of approval. There is general support for some types of commercial activity, and a slight community consensus on what form or scale that activity should take. Many participants are supportive of some type of facilities for small, locally owned businesses, such as cottage-type structures or stalls. However, others would prefer either more or less intense commercial uses. There was also the acknowledgment that the site and private investment outside of the parklands would be a major factor. A few participants feel that commercial activity should generate revenue for the town, while others prioritized the enjoyment park visitors would derive from the right commercial activity.

There is a great deal of interest in creating opportunities to eat out and purchase unique and delicious foods. Suggestions ranged greatly, from a high-end waterfront restaurant, to food trucks, seasonal food stalls or outdoor markets, food festivals, and a basic concessions canteen with coffee and ice cream. The general sense was that a creative approach is needed to ensure that a commercial food operation is appropriate for the park-setting and will serve the purpose of placemaking.

The suggestion of a beer garden was, particularly, debated. Many people say they would enjoy the opportunity to have a relaxing beverage with friends or family while overlooking the waterfront. However, there are participants who are concerned about how alcohol consumption in a public space could impact neighbouring residents, as well as the potential to diminish the sense of welcome to people living with addictions, or to families with children and youth. Alcohol is also not allowed for many Indigenous gatherings and ceremonies, and would generally be a deterrent for some members of Indigenous communities.

Discussions with stakeholders illuminated a potential opportunity for a weekly market that focuses on new entrepreneurs, especially newcomers and youth. It was indicated that the Charlottetown Farmers Market and Founders Food Hall are very busy, and many aspiring food business operators are on a waiting list. Other community-focused commercial opportunities include a range of flea/ antique/craft/farmers markets, as well as sport and play equipment rental. Further engagement to explore partnership concepts would be needed.

STRUCTURES AND ADJACENT DEVELOPMENT

A few participants have a strongly held vision of a landmark cultural building on the waterfront, either an art gallery, museum or new library, along with an associated shop and café and in collaboration with the Province. While many participants are enthusiastic about this concept (or at least a cultural focus) there is concern about how much open space would need to be sacrificed for the building footprint in order to be feasible. For many, open space is a priority.

Participants had ideas for businesses and infill developments that are applicable to the vision for the nearby commercial lands. Participants described a “visually attractive building that can be utilized in all seasons, housing nicer restaurants, and shops”, indicating that while there are convenience restaurants and large retailers, Stratford lacks more upscale options with ambiance, which are attractive to the growing population.

A portion of participants expressed disappointment with the location of the new apartment building, and are not in favour of continued mid-rise development on the waterfront side of Stratford Road. There is a strong interest in maintaining views of the waterfront from Stratford Road, and concern that further development of this form will block shared views. Participants generally prefer that new development be small-scale, up to having a commercial ground floor and just a few floors of residential. Participants expressed a desire that the design respects the adjacent residential neighbourhoods and seek to prevent or mitigate any impacts of new development. Naturalization and wind-hardy landscaping was also suggested for new development areas.

VEHICLES, TRANSIT AND PARKING

The most frequently identified risks or challenges related to traffic management and parking. A few participants hold high standards for promoting sustainable transportation and do not wish to see any significant asphalt parking. While no participant expressed disagreement with prioritizing human-powered modes of transportation and green space, a greater number of respondents pointed out that the park will likely attract visitors with cars and this is a reality that must be planned for, otherwise parking will be chaotic and occupy nearby residential streets.

Some participants provided detailed observations about traffic flow, including:

- + Large numbers of vehicles go past the site and through the intersection.
- + Bunbury Road merge lane is important for keeping traffic flow.
- + Left turn into No Frills is important.
- + There tends to be delays turning right onto Stratford Road.

Suggestions for improvements included:

- + Cohesive and well signed transit stops, turning area and terminal; easy routes from transit stops to destinations.
- + A drop off area and driveway to assist people with mobility challenges, families with children, or loading/unloading gear, with parking in nearby

walking distance.

- + Potential for a school parking lot on evening and weekends, within a 10-minute walk.
- + Thinking about public parking as a combined parking need / solution among the nearby businesses, apartment building(s) and Stratford Waterfront visitors.
- + Right-hand exit land from the Trans-Canada Highway behind the Esso.
- + Acquiring and paving some additional lands for expanded parking on the No Fills lot.
- + Redesign or repair the traffic flow and crossings at the Stratford Road and Trans-Canada intersection to ensure accessibility, comfort, and safety for all ages and abilities.

Lastly, it was noted that consideration should be given to this location for an electric vehicle charging station.

ACTIVE TRANSPORTATION AND PATHWAYS

Many participants wish to see the various trails, pathways and active transportation (AT) routes connected to the Stratford Waterfront, especially the new multi-use pathway along the Trans-Canada Highway. A few individuals envision the waterfront park as a hub for cycling within Stratford and across the region, with connections and

routes extending to existing and future AT networks (Glen Stewart, St. John, Fullerton Marsh Trails), and various amenities on-site that cyclist would want (washroom, food, service, wayfinding, site-seeing). A key element of this is an active transportation signage board that identifies destinations and routes.

Many participants are interested in seeing pedestrian and bicyclist connectivity between either side of the Trans-Canada Highway. A linkage is envisioned between the Stratford Waterfront and commercial destinations, as well as on to Cotton Park, as well as between the new multi-use pathway and travellers coming to and from destinations on the Bunbury side of the bridge. Some participants suggested a bridge over the highway (which could double as a gateway feature), while many others prefer the possibility of opening up an underpass pathway beneath the bridge. However, it is understood from stakeholders that there may be challenges in implementing this use under the bridge.

Many participants also expressed a desire to extend and connect a pathway along as much length of the waterfront as possible. In particular, stakeholders identified a pocket neighbourhood with many families at Horton Park (on the Bunbury side of the bridge) for whom a shoreline connection into Stratford would be of strong benefit.

GOOD EXAMPLES AND INSPIRATION

The following places were identified by participants as places that they like and feel could be considered as inspiration for Stratford:

- + Riverview NB
- + Forrillon National Park
- + New Westminster Pier
- + Halifax Common skating oval
- + Confederation Landing Park – parking
- + Victoria Park playground and floating dock
- + Cotton Park – don't duplicate
- + Brighton England
- + Souris PEI – common example
- + Wellington PEI – street light (bulbs themselves)
- + Montague amphitheatre
- + New Charlottetown library as a place to engage
- + Greenwich Interpretation Centre (Indigenous cultural and historical resources)

SUMMARY OF SPECIFIC FEATURES

Specific site features range from art and cultural features to amenities for sports, games and events. Suggestions include, in no particular order:

- + Fountains – interactive
- + Earthen berms
- + Sculpture
- + Viewing platform or tower
- + Gazebo or other shelter structure
- + Warming huts
- + Bathrooms
- + Community oven and outdoor kitchen
- + Stage or amphitheatre for small gatherings or concerts
- + Café
- + Permanent easels
- + Play features or equipment
- + Bike repair station (like PEINP at Robinson's Trail)
- + Small pump track

- + Item to acknowledge Stratford being part of unceded Mi'kmaq territory
- + Playing court – tennis or pickleball
- + Skating oval or small skating rink
- + Swings for all ages, different type
- + Natural tidal pond
- + Telescope or binoculars
- + Panic button or emergency phone
- + Jungle gym or obstacle course



4. CONCEPT DEVELOPMENT

4.1 VISION + GUIDING PRINCIPLES

Vision and guiding principles are intended to convey the strategic direction, goals, values and focus upon which project decisions are made. The vision identifies a shared concept of future outcomes, and the guiding principles articulate a series of criteria to which the plans and future actions will adhere.

The following vision and guiding principles for the Stratford Waterfront emerged from the background research and community engagement results.

The Stratford Waterfront Park will be a prominent public open space, and the front-door to the community. It will be a compelling place to linger, for social gatherings or in quiet relaxation, where care is taken to ensure every space is universally accessible and everyone feels truly welcome.

In recognition of the unceded Mi'kmaq territory it occupies, the Stratford Waterfront Park will highlight the enduring connection between the Mi'kmaq and Elsitkuk (the Hillsborough River). Residents and visitors of diverse backgrounds will share in the mutual experience of immersing in nature-based learning, leisure and spiritual renewal. The park will strive to inspire practices of humility and reciprocity with the natural world.

The landscape will adapt to the shifting river environment, with interventions to restore and maintain natural habitat. Low-impact, thoughtful, and captivating park features and amenities will ensure usability, and will help to solidify Stratford's identity as a diverse, compassionate and evolving contemporary community in Atlantic Canada.



1. Reflect and welcome diverse cultures while respecting our place on Indigenous land.

3. Create multi-functional spaces that can be adapted to new uses over time.

5. Prioritize walking, cycling, accessibility and river access.

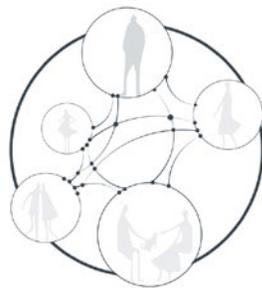
7. Plan for the needs of the generations yet to come.

2. Restore and protect natural systems and habitats.

4. Cultivate partnerships that facilitate social connections and citizen participation.

6. Favour uses that bridge divides and broaden access.

8. Bring people together, in a multitude of ways, places and times.



4.2 INTERPRETIVE THEMES

THE RIVER ENVIRONMENT

Shoreline Habitat

The waterfront park features all three of the main shoreline types found on PEI's coasts - sandstone bluffs, salt marshes, and artificially reinforced banks. Coastal ecosystems range from forests of oak and spruce, to hardy brushlands with wild rose and juniper, to resilient intertidal fields of marsh hay and sea lavender. Each type of shoreline is home to different natural life and responds differently to the forces of the river and tides.

Edges and overlaps between ecosystems are where the greatest biodiversity is found. The Hillsborough River estuary is the threshold between land and sea, and bodies of water, and is home to both saltwater and freshwater species. The plants growing along the banks of the river provide habitat and food sources, as well as playing a critical role in stabilizing the shoreline. A great diversity of species including quahogs, harbour seals, eels, brook trout, terns and herons have habitat at or near to the Waterfront Park.

Coastal Adaptation

The coastline of PEI is rapidly changing due to erosion, which is happening at an increased rate as sea levels rise, storms become more frequent and intense due to climate change. The tidal shoreline of the park will face changing water levels and erosion, but the salt marshes and other native coastal vegetation are naturally resilient and can play a critical role in mitigating the effects of erosion and flooding. Through a sustainable approach to a changing climate and coastline and by working within the natural systems, the new waterfront park can engage and educate visitors about contemporary approaches to natural coastline protection and reconstruction.



THE HUMAN ENVIRONMENT

Traditional Indigenous Knowledge

For as long as can be remembered and still today, the Mi'kmaq have used the river as a transportation route and for seasonal harvesting of shellfish and both saltwater and freshwater fish. There are numerous local species of fish, animals and plants that have been important to Mi'kmaq people for thousands of years. Use of resources in the Stratford area is within living memory, as well as the historical record. The Mi'kmaw name of the river, Elsitkuk, means "the place where water flows out but you cannot see where it originates from". Names for locations along the shoreline that Stratford occupies are Metupunekiaq (steep red bank), Mekwe'k kun'tew (the inanimate rock is red), and Atoqwa'su walney (trout cove).

In traditional Indigenous cultures, people are understood to be of the land, water and seasons, supported and immersed in the web of the natural world. In this perspective, understanding of the environment and the place of people within it, is conveyed through storytelling, observation and hands-on, participatory experience. This reciprocal relationship with plants, medicines, animals, waterways and sacred places on the land is the foundation of many Indigenous cultures, including that of the Mi'kmaq people.

Development and Restoration

In contrast, the traditional Western view perceives that people are dominant in the environment, and nature is understood through scientific study. In this perspective resources are meant to be extracted, and land is held in private ownership for development. This relationship with the natural world has led to intensive settlement and construction with major impacts, both historic and modern, on the Hillsborough River watershed. Among many other factors, this has been devastating to traditional Indigenous ways of life.

The harms of resource use and development are no longer being ignored. There are many visible impacts of settlement, including old bridge footings, hardened shorelines, altered river processes, and remnants of the waste water treatment ponds. By reading the landscape for these features it is possible to understand local impacts first-hand, and finally learn the original ways of relating on this land, with mutual respect and harmony between Indigenous and settler cultures, and the built and natural world.



4.3 EXPERIENCING THE PLACE

THE OTHER SIDE OF THE RIVER

The experience of the park will be very distinct from the Charlottetown waterfront. Soft and transient shorelines, contemporary design elements and nature, as a guiding interpretive theme in Stratford will be opposing the hardscaped port lands, heritage buildings and celebrated colonial history on the other side of the Hillsborough River.

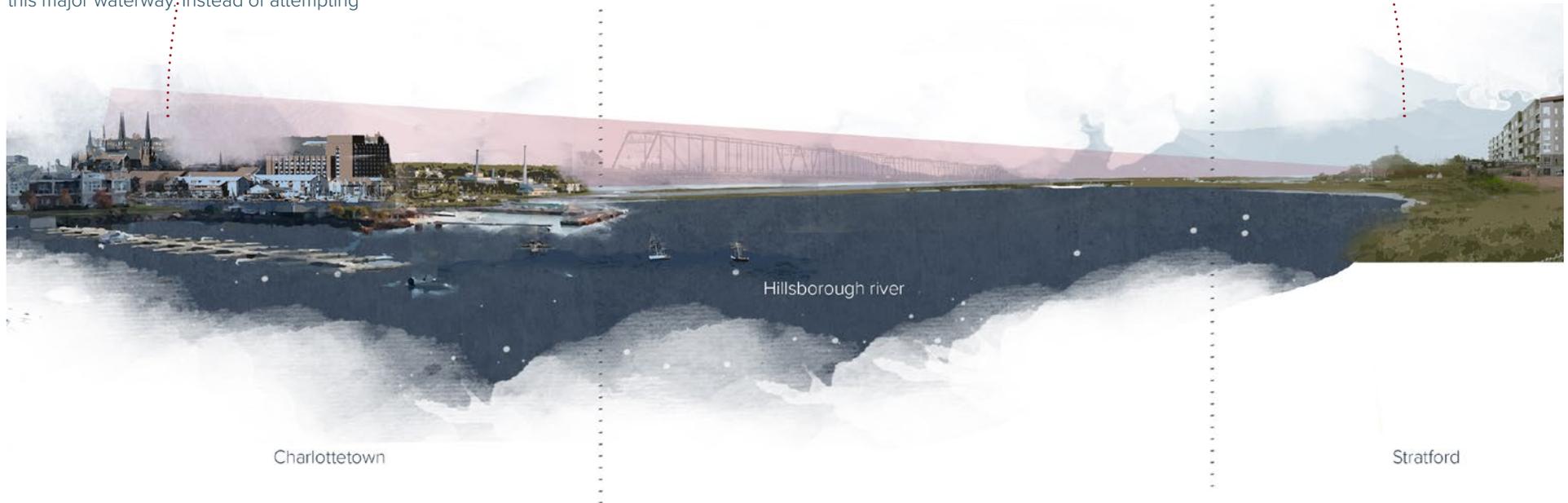
This juxtaposition is intentional and symbolizes old and new facing each other across this major waterway. Instead of attempting

to replicate the experience of Downtown Charlottetown, Stratford will create a distinctly different public realm with an inspiring contrast for anyone gazing from shore to shore. This approach will reinforce Stratford's identity and self-perception as a modern, aspiring community. Stitched together by the new Hillsborough Bridge active transportation connection, in combination the Stratford and Charlottetown waterfronts will create a layered and diverse experience for those making a trip across the river.

THE 'COMMUNITY LIVING ROOM'

In the spirit of "locals live it, visitors love it", the new gateway and waterfront park will have to work for Stratford residents first. Public spaces are only as good as their utilization by locals. If residents will adopt the waterfront as their extended living room and want to spend time in the vicinity of the park, tourists and businesses will follow. The Stratford Waterfront will be accessible for general public enjoyment. The waterfront park design elements and policies

will enable spontaneous access to the site for persons of all ages, abilities and backgrounds. Residents of Stratford will be enticed to embrace the waterfront as the 'community's living room', and to enjoy the uniqueness of the waterfront as part of both daily routines and occasional recreational pursuits. The park elements will facilitate chance encounters with friends and acquaintances and thereby strengthen social ties in the community.



CONNECTING WITH NATURE

Enabling residents of Stratford to experience everything that is beautiful about the shoreline is instrumental to the vision for the new waterfront park. By balancing built park elements with an unaltered natural setting, the park will accentuate the naturally beautiful shoreline shaped by the elements, tides and vegetation.

The waterfront will enable an immersion into nature with all senses, with opportunities to see cliffs and banks formed by the red rock of the island, to touch the water and plants, to hear local birds roaming the living shoreline and to smell the salty air while spending time by the water.

The ability to experience and learn about the natural features of Prince Edward Island will go beyond recreation: for a community as diverse as Stratford, the connection to the locality will be a common denominator for the many different people that call Stratford home today. This will include building relationship with Indigenous groups, and enabling their leadership in teachings of traditional Mi'kmaw practices of land relations.

SHORELINE ACCESS

Waterfront access and connecting with the Hillsborough River will be a key feature of the new park. It will feature comfortable and beautiful locations from where visitors can watch birds and wildlife, view the river and gaze to the evening sun dipping into the river and disappear below the horizon. Park visitors will be able to get close to the shore, touch water and sand and contemplate the shoreline's beauty from boardwalks, accessible observation decks and kayak launches that extend into the water. Ease of access to kayaking and paddleboarding will facilitate quiet and low-impact water activities that are affordable and inclusive.

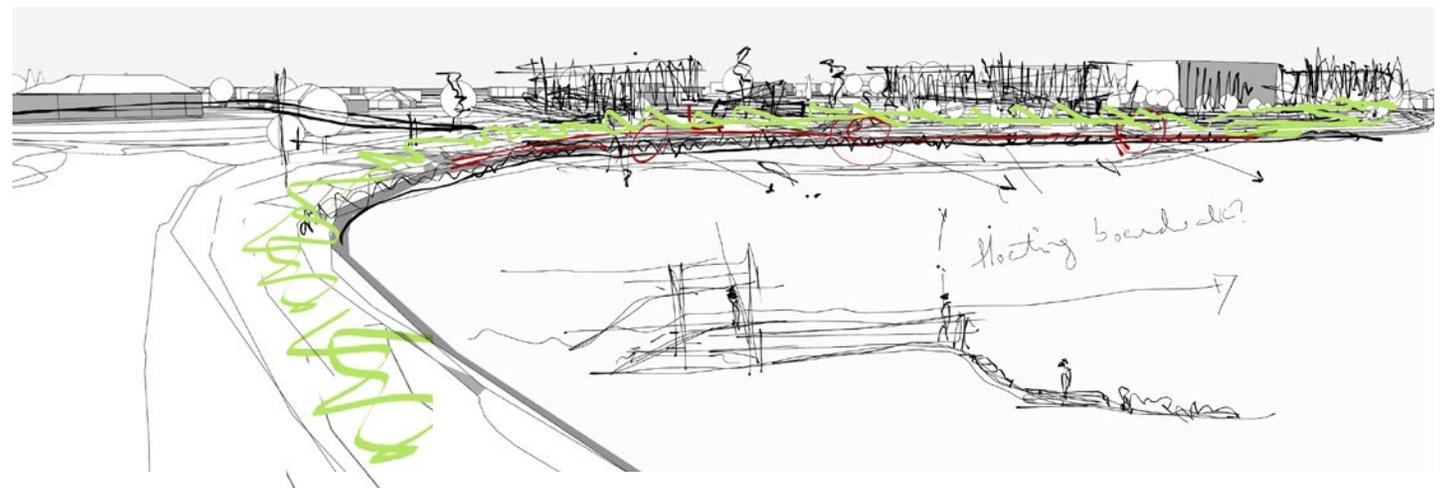
For safety reasons, non-motorized boat and paddle board access will be located on both sides of the bridge. Paddlers will be able to explore the river both up and downstream without having to cross under the Hillsborough Bridge with its strong and dangerous currents. The two launch sites will turn the waterfront into a portaging site, adding to the friendly bustle of the park in the summer.

Infrastructure such as decks, boardwalks, docks or piers will be built with the changing coastline in mind. This will be achieved by a combination of keeping some infrastructure above the predicted future water levels and designing other

infrastructure to withstand changing tides, currents and flooding.

Infrastructure on the water will be built to withstand the forces of winter ice, particularly on the north side of the bridge, or will be designed to be removed in winter. The minimal wave action in this part of the river will allow for floating boardwalks or docks with minimal impact on the natural functioning of the shoreline.

Taken together, the park's shoreline elements will create a continuous riverfront experience and connection to the surrounding communities.



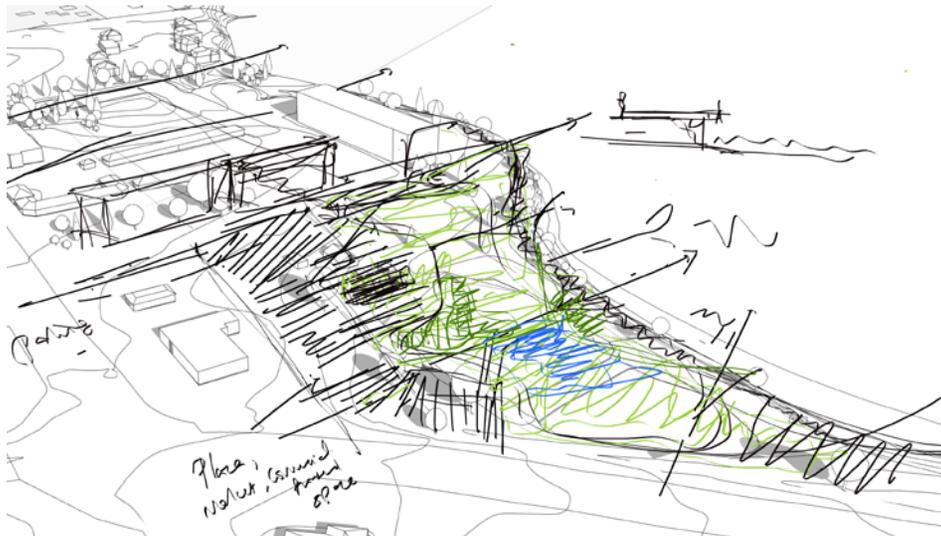
ACTIVE AND PASSIVE RECREATION

The Waterfront Park invites residents and visitors to spend time through various active and passive pastimes. Space for both programmed and unprogrammed recreation will augment Stratford's other outdoor recreation offerings. Free and spontaneous recreation activities will be enabled through suitable and flexible spaces within the park.

LINGERING AND GATHERING

A combination of open areas and views with sheltered cozy corners will create an inviting environment on warm sunny summer days and during the fall and winter with its northwesterly winds. Plentiful formal and informal seating opportunities will invite visitors to view the river, chat with a friend or enjoy a brown bag lunch.

Enjoying food and beverages will be a key ingredient of the social experience of the park. Sites for informal barbecues and picnic blankets, as well as areas for food trucks and other vendors will enable a variety of food experiences regardless of incomes and abilities. A dedicated site for a regular farmers market will complement the social and culinary experience of the park.



DAY AND NIGHT ACTIVITY

Lighting of paths and active transportation corridors will enable safe usage of the park after dark and during foggy and gray days. In addition, the new waterfront park offers a unique opportunity to include light installations as an enticing element that will elevate its image, attract visitors in the shoulder and off-season and sets it apart from and complements the historic Charlottetown waterfront. These lighting elements will be visible from the Hillsborough Bridge and the Trans-Canada Highway and attract visitors and tourists that would normally drive through the town.

EVENTS

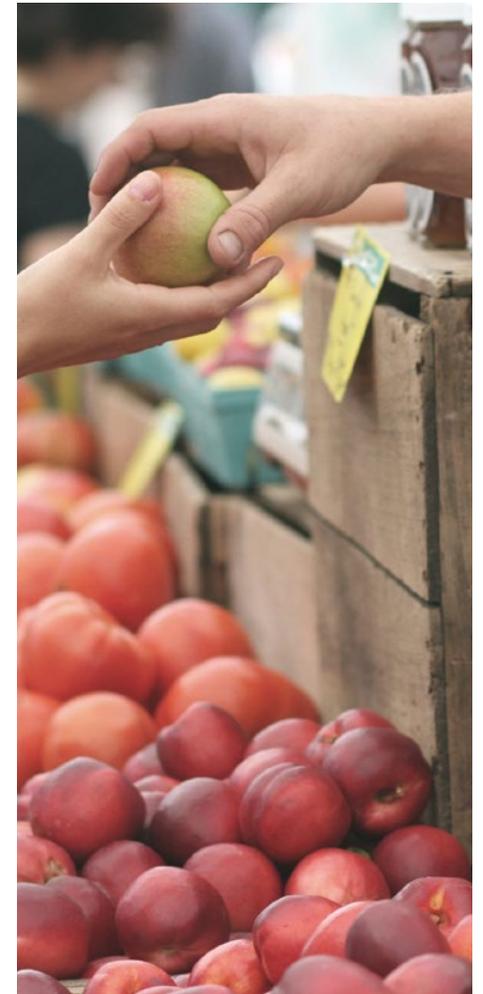
Events are important for communities of any size and give residents additional reasons to mingle in public spaces. Special occasions increase the interest in public areas and make them more vibrant and valuable. Organized events, however, should only minimally impact or disrupt the general enjoyment of park facilities and residents' routines. Future refinement to the Town's 'Parks, Playing Fields and Facilities Use Policy' will provide direction on acceptable and unacceptable types of events.

The new waterfront park should never be closed off to the general public in its entirety. Dedicated areas will accommodate events while still enabling free passage and enjoyment of the majority of the park.

While food and beverages enable a pleasurable experience that gives reason to visit and stay in the park, events allowing the purchase or consumption of alcohol and cannabis have problematic implications on inclusion, and should not be permitted in proximity to commemorative sites or playgrounds. Alcohol is also not allowed for many Indigenous gatherings and ceremonies, and would generally be a deterrent for some members of Indigenous communities. Fee schedules and event priorities will be established, with the most desirable types of events taking precedence over less desirable happenings. Non-profit community building activities will be treated preferentially as compared to e.g. promotional events for brands or products.

VENDORS ON PUBLIC LANDS

Seasonal events and a regular farmers market will add to the year-around vibrancy of the park. Types of uses that were identified as desirable by the community include regular commercial uses including food and craft markets, food trucks and sports equipment rentals. The park design will support and embed these activities by providing appropriate infrastructure and amenities. The management of commercial activity sites will be organized by non-profit organizations (e.g. in the case of a farmers market), or by distributing temporary licenses to vendors following a formal procurement process.



4.4 RECREATION SPECTRUM

A RANGE OF ACTIVITIES AND SPACES

Across the engagement, participants shared a range of ideas about the type of activities they envisioned to take place in the new waterfront park. Inherently, Stratford residents expect certain levels of development related to the character of the setting and the type of recreation in which they prefer to participate in the park. For example, a facility intended to create a safe,

controlled environment for large numbers of people should be highly developed using modern materials and providing ample conveniences. On the other end of the spectrum, a more natural and quiet recreation experience would require far fewer constructed elements, generally small in scale and made of natural materials.

TWO CONCEPTS

The two preliminary concepts developed for this concepts report illustrate possibilities and physical designs for park options that prioritize activities on both sides of the recreation spectrum. Both concepts incorporate the guiding principles and community engagement input but give different weights to different priorities. The two concepts include a

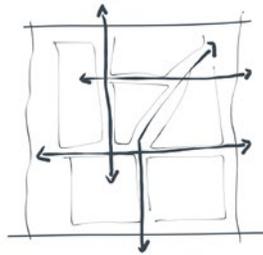
number of overarching commonalities, first and foremost the retention, restoration, protection and interpretation of river shore habitat.



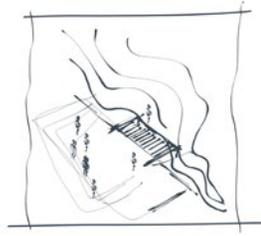
CONCEPT ONE



Structured Landscapes



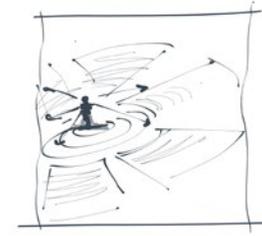
Hierarchical Circulation



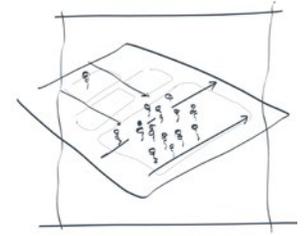
River as Termination



Destination and Focal Point



Sculptural Interpretation



Large Events

Natural Landscapes

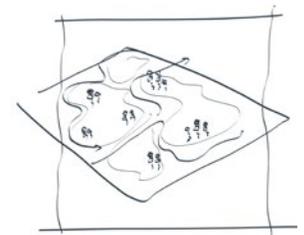
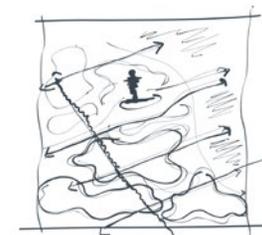
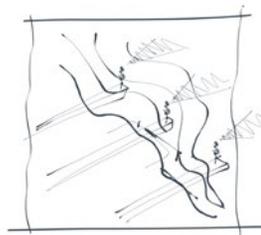
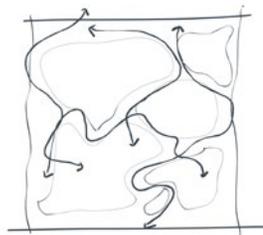
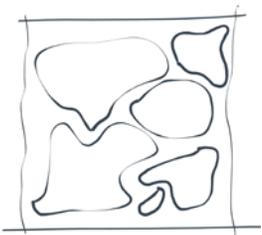
Flowing Circulation

River as Sequence

Series of Destinations

Landscape Interpretation

Casual Gatherings



CONCEPT TWO

4.5 CONCEPT ONE

OVERVIEW

Concept One envisions the new waterfront park to accommodate larger events and programmed activities and a fair amount of infrastructure and facilities to support these functions. The natural shoreline is maintained and its enjoyment enhanced by low-impact interventions such as a boardwalk, kayak launches and opportunities for natural habitat interpretation. Concept One also includes a public landmark building, potentially a Provincial Museum on the provincial lands north of the Hillsborough River bridge.

OPEN SPACE DESIGN

The key park feature of Concept One is a large amphitheatre (12) facing the water and the Charlottetown skyline. The amphitheatre is envisioned to hold small, medium and large events during all seasons, such as concerts and outdoor movies during the summer and shoulder seasons and outdoor skating and seasonal festivals during the winter.

Visitors enter the park through an open canopy building (7) that can double as a weekly farmers market and can mingle and gather on a partially hard- and soft-caped plaza surrounding the relocated Michael Thomas Statue (9). An underground parking garage (5) under the plaza takes

advantage of the grade change on the site and enables its users to access the plaza and amphitheatre through elevator shafts. A boardwalk along the waterfront with observation decks cantilevering over the water and its sensitive shoreline vegetation transitions the built-up park areas to the protected natural shoreline habitat. Concept One envisions the shoreline boardwalk to be used by pedestrians only. Cyclists would either travel along the new AT connector on the TCH or traverse along the upper edge of the park onto a new shared street (8) and then to the existing Great Trail on Glen Steward Drive.

Two kayak launches (15) on either side of the bridge can be used by kayakers able to carry their boats from nearby parking areas or by rental shops to line up kayaks ready for use for spontaneous users.

A new public anchor building (19) connected by a pedestrian and cycling bridge (17) to the waterfront park would be located on the provincial lands north of the bridge (further described in Section 4.7). A potential boardwalk could connect all open spaces to Robert Cotton Park, albeit its realization would depend on negotiations with private waterfront landowners in the area.

BUILT ENVIRONMENT

Concept One envisions the private lands in the project area to be developed by a range mixed-use (1) and residential (2) mid-rise buildings. Buildings facing the public park should have active glazed street walls with commercial uses that complement the public nature of the park. A taller building between the gas station and the TCH could act as a gateway feature and afford spectacular views across the water without impacting existing residences.

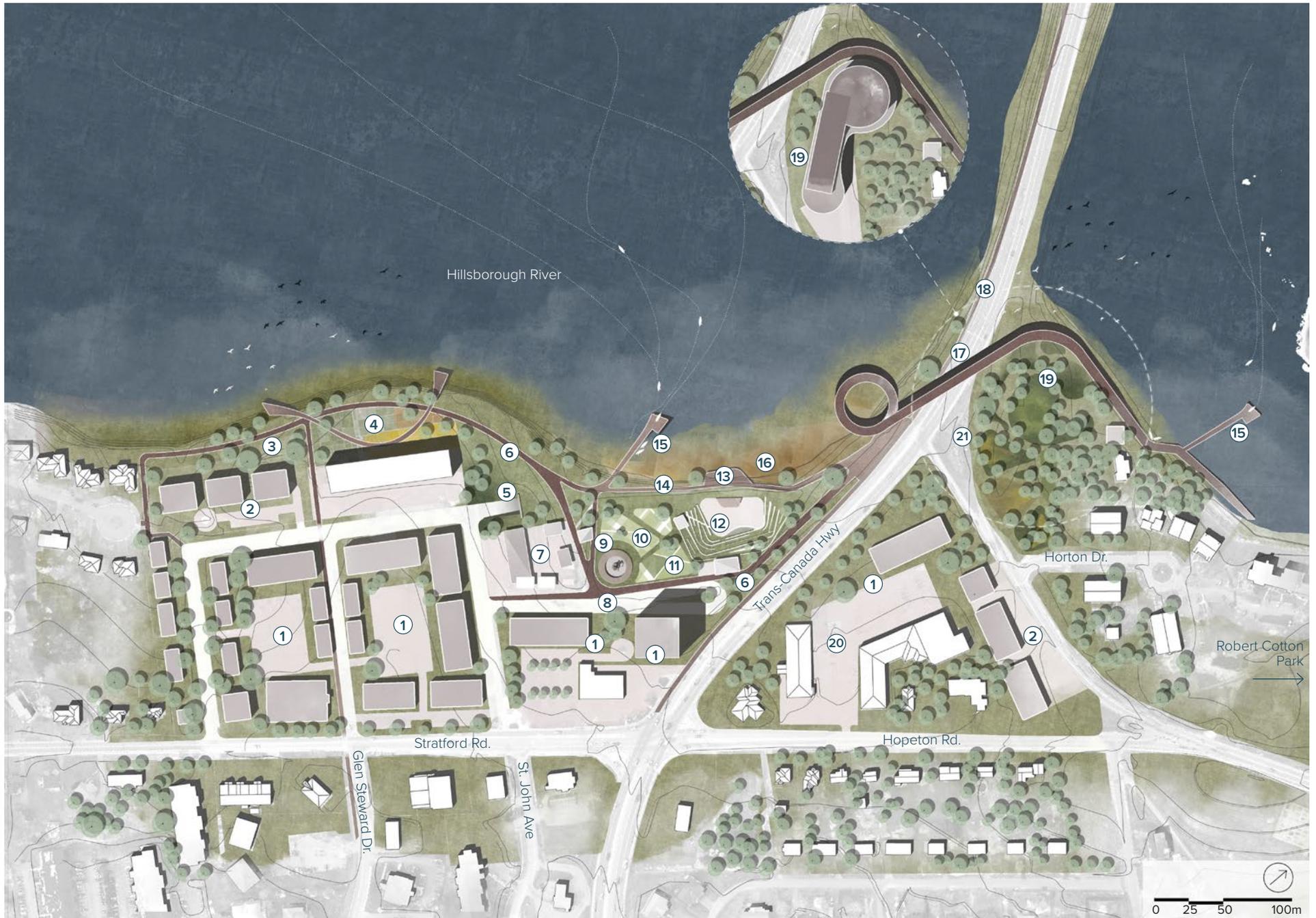
Concept One assumes the retention of mall and surrounding commercial buildings with some minor building expansions and some residential infill (2) along Bunbury Road. The left-turn into the mall from the TCH is retained, the sweeping slip lane for right turns onto the TCH however, is removed (21) to create additional lands for the public anchor building or a new park.

TRADE-OFFS

- + Less quiet, contemplative and natural
- + More community gathering and events
- + More shoulder season usage
- + A park that can become a destination

LEGEND

- 1 Mixed-Use + Residential Development
- 2 Residential Development
- 3 Dog Park
- 4 Community Gardens
- 5 Access to Underground Parking
- 6 Cycling Trail
- 7 Farmers' Market + Plaza + Rental Shops
- 8 Shared Street
- 9 Relocated Michael Thomas Statue
- 10 Playgrounds
- 11 Natural & Manicured Gardens
- 12 Amphitheatre + Skating Rink
- 13 Stage + Deck
- 14 Boardwalk
- 15 Kayak Launch
- 16 Beach
- 17 Pedestrian + Cycling Bridge
- 18 Existing Bridge AT Corridor
- 19 Provincial Park / Public Anchor Building
- 20 Retained Mall with Minor Expansion
- 21 Removed Slip Lane



WATERFRONT PARK - CONCEPT ONE



PRECEDENTS



4.6 CONCEPT TWO

OVERVIEW

Concept Two envisions the new waterfront park to be more contemplative, natural and playful with fewer hardscapes and infrastructure than Concept One. Recreation activities would generally be less organized and more spontaneous in nature. As in Concept One, the natural shoreline is maintained and its enjoyment enhanced by low-impact interventions such as a boardwalk, kayak launches and opportunities for natural habitat interpretation. Concept Two includes a waterfront park extension north of the TCH that is connected by a pedestrian and cycling bridge to the new waterfront park.

OPEN SPACE DESIGN

Instead of one key major gathering place, Concept Two envisions a series of smaller landscaped gathering places (9) with plenty of formal and informal seating opportunities as well as boardwalks and trails traversing the landscape. A constructed wetland in the approximate location of the current sewage lagoon could accommodate rerouted surface stormwater runoff from the TCH and new hardscapes, cleaning the water through biofiltration before discharging it into the river.

Visitors enter the park through an open canopy building (10) that can double as a

weekly farmers market. Immediately behind the entry pavilion, along a new shared street (12) outdoor play areas could house a beach volleyball court, outdoor ping-pong tables, chessboards and other games for spontaneous and organized play (11) in addition to a natural playground.

Concept Two retains the Michael Thomas Statue (5) in its current location but enhances its prominence by integrating it into a new waterfront trail. In this concept, the waterfront trail becomes part of the Confederation Trail (7) and accommodates both pedestrians and cyclists.

The character of the town's new waterfront park is mirrored across the TCH where another park on provincial lands (15) facilitates summer and winter recreation activities. The twin parks are connected by a pedestrian and cycling bridge (13) across the TCH.

Two kayak launches (6) on either side of the bridge can be used by kayakers able to carry their boats from nearby parking areas or by rental shops to line up kayaks ready for use for spontaneous users.

BUILT ENVIRONMENT

Similar to Concept One, this concept envisions the private lands in the project area to be developed in a range of mixed-use (1) and residential (2) mid-rise buildings. Buildings facing the public park should have active glazed street walls with commercial uses that complement the public nature of the park. Two taller buildings on both sides of the TCH frame the entry into Stratford and afford spectacular views across the water without impacting existing residences.

Concept Two assumes the retention of the mall and eventually the redevelopment of its surrounding commercial buildings as well as some residential infill (2) behind the mall. Bunbury Road is removed entirely to create new parkland and is replaced by a driveway providing access to the mall from the TCH.

TRADE-OFFS

- + More quiet, contemplative and natural
- + Fewer shoulder season opportunities
- + Fewer events, more casual gatherings
- + A park primarily for local residents

LEGEND

- 1 Mixed-Use + Residential Development
- 2 Residential Development
- 3 Community Gardens
- 4 Dog Park
- 5 Michael Thomas Statue
- 6 Kayak Launch
- 7 Confederation Trail
- 8 Beach
- 9 Natural Gardens
- 10 Farmers' Market + Plaza
- 11 Outdoor Play Areas
- 12 Shared Street
- 13 Pedestrian + Cycling Bridge
- 14 Existing Bridge AT Corridor
- 15 Park + Skating Rink



WATERFRONT PARK - CONCEPT TWO



PRECEDENTS



4.7 PUBLIC ANCHOR BUILDING

The idea of a public anchor building on the Stratford waterfront lands has been circulating for some time. Facilities that have been contemplated include a Provincial Museum or a new Town Library. The latest report on options for a Provincial Museum, prepared by BGHJ Architects/Lundholm Associates (2010) estimated a requirement for approximately 130,000 sq ft gross floor area if the archive storage facility is located on site (preferred option) or 98,000 sq ft if

the archive storage is located off site.

The lands owned by the Bunbury Southport Pollution Control Commission that are dedicated to the new waterfront park are too small to accommodate such a large facility in addition to a meaningful park. The private lands surrounding the new park would have to be acquired for a public building at significant cost. Locating a new landmark building along Stratford Road next to exist-

ing residential and commercial would likely compromise the prominence and prestige of such building.

The currently underutilized open space wedged between the Trans-Canada Highway and the Hillsborough River, however, offers an opportunity to site a landmark structure highly visible upon entry into the town from the bridge. Views from within the building up the Hillsborough River would

be magnificent. A new attractive active transportation bridge spanning across the Trans-Canada Highway could be integrated into the building design.

If a new public anchor building will not materialize, the provincial lands should become part of the overall waterfront park system stitching together both sides of the highway with open space amenities.



4.8 ACTIVE TRANSPORTATION LINK

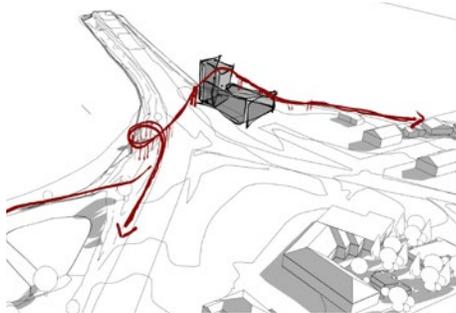
Linking the public waterfront lands north and south of the Trans-Canada Highway is paramount to achieving a continuous riverfront experience. Especially in light of the fact that the Department of Transportation, Infrastructure, and Energy (TIE) does not favour another intersection or off-ramp from the highway between the bridge and Stratford Road.

There are several options to link the two waterfronts north and south of the Trans-Canada Highway. The concept sketches presented on this page illustrate preliminary ideas for how this connection could be made.

1. A new pedestrian and cycling bridge over the highway could double as an attractive sculptural structure signalling to drivers approaching from Charlottetown that they are entering the Town of Stratford. If illuminated, the bridge structure could also have an impressive presence at night. A bridge could also be integrated into the potential public anchor building.

2. Another option would be a pedestrian and cycling underpass under the Trans-Canada Highway that connects to two waterfront lands.

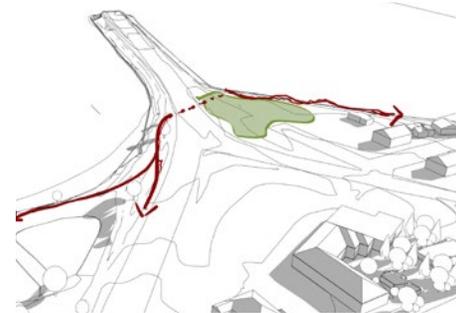
3. A third option could make the connection via a trail under the Hillsborough River bridgehead.



Pedestrian and Cycling Bridge with Public Anchor Building



Pedestrian and Cycling Bridge with Public Park



Pedestrian and Cycling Underpass



Pedestrian and Cycling Bridgehead Trail

4.9 SHORELINE PROTECTION

THE PARK'S SHORE

The Hillsborough river shoreline is the waterfront park's greatest asset. The river draws residents and visitors to its banks to enjoy sunset views over the water, watch wildlife from herons and terns to harbour seals, or to experience the river up close from kayaks or paddle boards, and to icefish or harvest shellfish. The site of the park, at the foot of the Hillsborough Bridge, is at the meeting place of the saltwater of the Charlottetown Harbour and the freshwater of the Hillsborough River – in fact, it lies at the bottom of a 12km long estuary that is home to a rich diversity of wildlife from harbour seals and shellfish to colonies of herons and terns. The morphology of the river's shoreline is as diverse as its inhabitants, and including salt marshes, till bluffs, and artificially reinforced banks. The waterfront park includes all of these shoreline types – till bluffs of Ferry Point at the west end of the park, salt marsh along the central coastline of the park, stone (rip-rap) reinforced shoreline on either side of the bridge, and a wooden retaining wall north of the bridge.

While this varied coastline and the ecological diversity it facilitates is the central feature of the waterfront park, the shoreline is also the park's most vulnerable

element. River shorelines are constantly evolving as runoff patterns change, water levels rise and fall, and natural erosion and deposition happens. Because the park is located on an estuary, tides and sea level rise also impact the shoreline. By 2100, the mean sea level will be nearly a metre above its current level. Additionally, multiple coastal studies have measured erosion of till bluffs along the lower Hillsborough river from 15 to 20 cm/year, and erosion of salt marshes along PEI's coasts from 30 to 150cm/year. At the site of the park, where the coastline is not exposed to ocean swell and wave action, erosion is likely closer to 50cm/year. The increased storm intensity and frequency associated with climate change along with development upstream should also be expected to impact runoff and periodically changing water levels in the river.

Artificially reinforced shoreline is necessary in some areas to protect infrastructure like the Hillsborough Bridge and the wastewater infrastructure that is now located underneath it. However, these shoreline treatments are temporary solutions; rip-rap and retaining walls do not have a long lifespan and often cause increased erosion on neighbouring sections of shoreline. This has been illustrated over the past century at the site of the park. The 1974 aerial

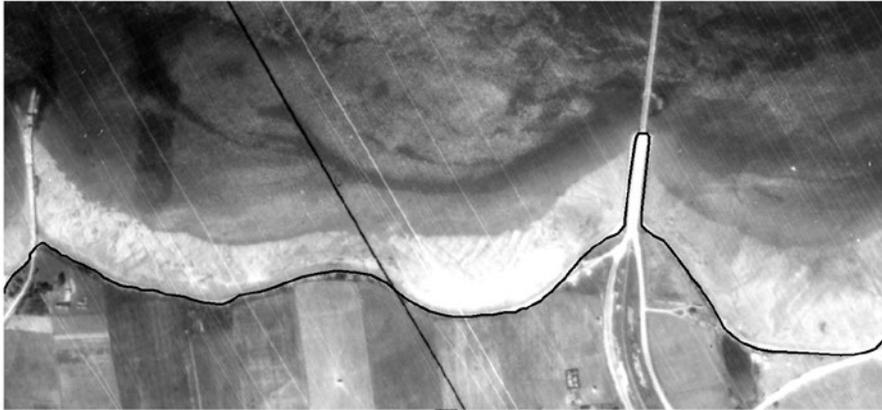
image on the following page shows major erosion of the shoreline downstream of the bridge following the construction of the new bridge footings in the 1960's. Likewise, the 2010 image shows erosion both upstream and downstream from the bridge due to the reinforcement of the bridge footing and expansion of the retaining walls in the 1990's and 2000's. The loss of coastal sediment over the past century is also visible in the aerial images. The shallow waters near the banks and the inter-tidal areas created by accumulated sediment are critical for many estuary species, and are put at risk by shoreline infrastructure that causes erosion.

With the removal and remediation of the wastewater treatment ponds, it is possible to consider alternative approaches to hardscaped shoreline protection along the park's coastline. Remediating the impacted sections of coastline to salt marsh where possible will help mitigate erosion and flooding of the site, and will enrich the park as a space that allows visitor's connection to the natural landscape and the native flora and fauna of the ecologically rich Hillsborough estuary.

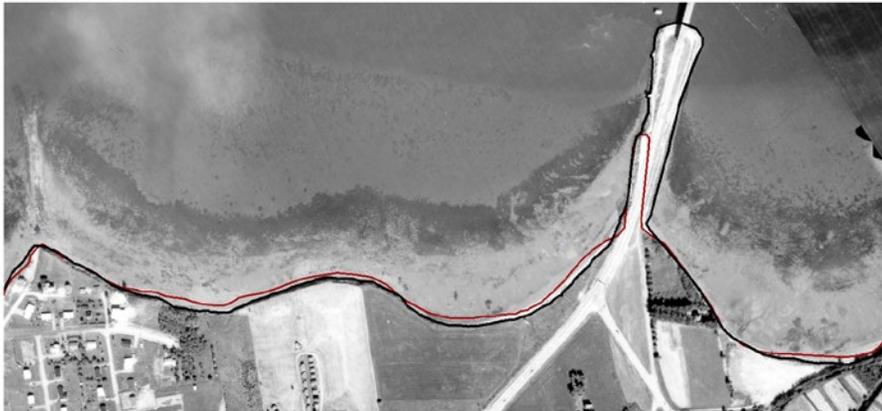
SHORELINE CHANGE 1935 - 2010

- Approximate high tide mark of current photo
- Approximate high tide mark of previous photo
- - - Approximate 1935 high tide mark

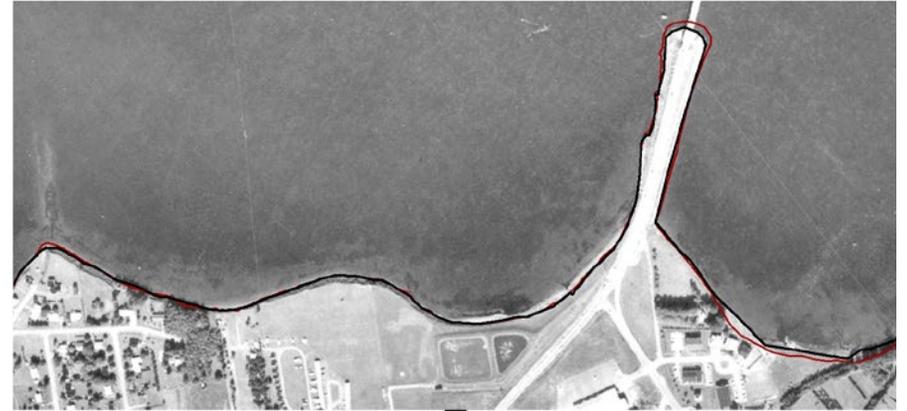
1935



1974



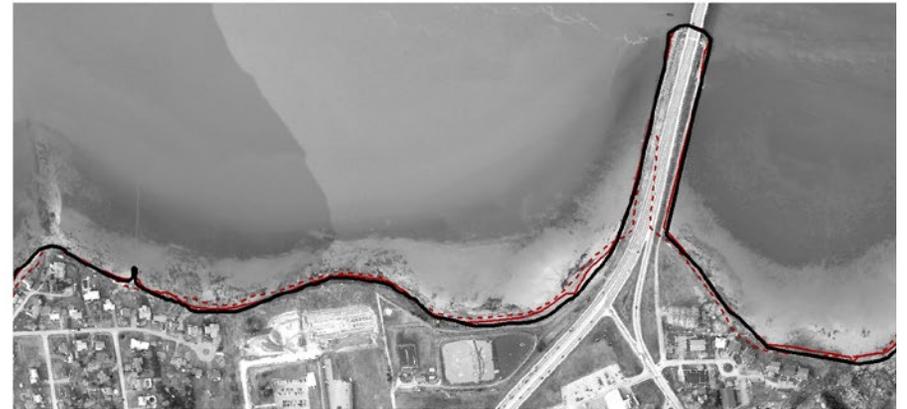
1990



2000



2010





COASTAL REMEDIATION

Living shorelines are beautiful, provide habitat for a diversity of coastal wildlife, and provide the most sustainable means of shoreline protection available. Healthy shoreline vegetation helps to retain and accumulate sediment along the shoreline, and a shallow-sloping coastline provides a space for flood waters to diffuse, minimizing the effects of both erosion and flooding. The lower mud flats, frequently underwater, are colonized primarily the extremely salt tolerant species, with increasing species diversity higher in the intertidal zone. These grasses stabilize the shoreline, accumulating organic matter under their roots and collecting sediment, building the shoreline upwards to match rising water levels.

While some sections of artificially reinforced shoreline will be necessary to keep, it will be possible to remediate other sections by reducing the grade and planting native plants. A civil engineer with coastal expertise should be consulted on the design of the shoreline to ensure that the combination of treatments are compatible, and that the bridge and shoreline upstream of it are adequately protected.

Plants for a living shoreline (in order of salt tolerance/position on the shoreline):

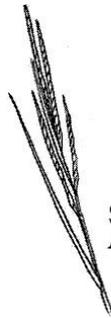
- + cordgrass (*Spartina alterniflora*)
- + Saltgrass (*Distichlis Strict*)
- + marsh hay (*spartina patens*)
- + alkali grass (*puccinellia*)
- + sea lavender (*Limonium*)
- + SAIt rush (*juncus gerardi*)
- + broad-leaf (*Spartina pectinata*)



Spartina Patens



Spartina Pectinata



Spartina Alterniflora

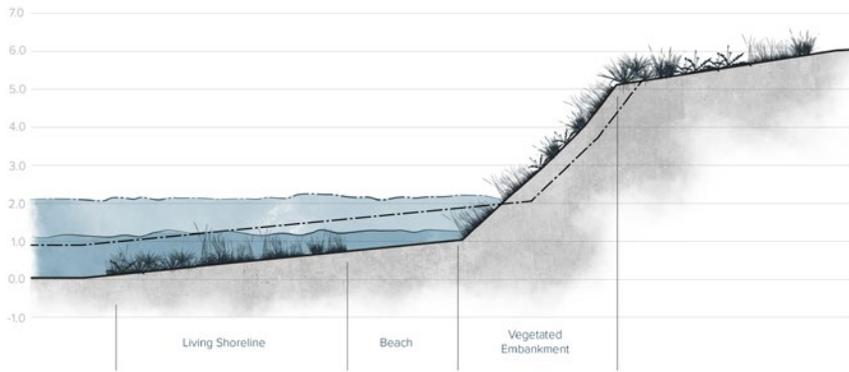
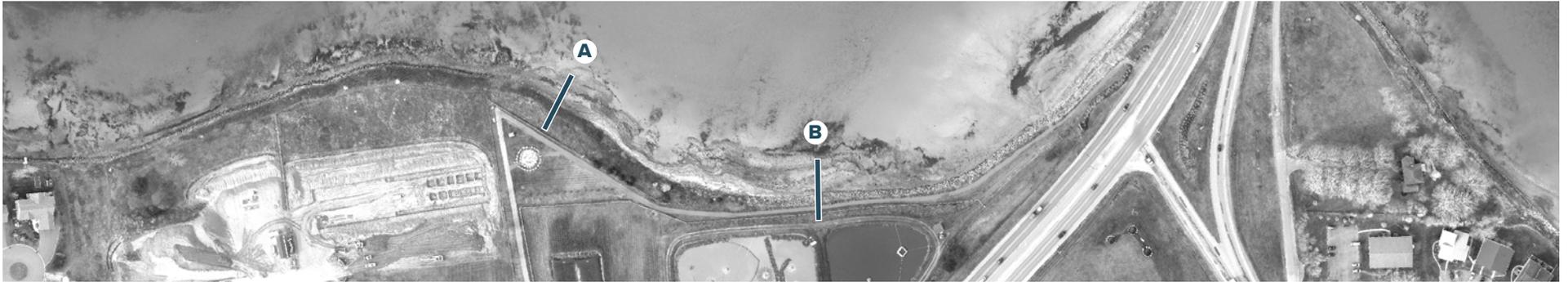
Illustrations by
P John Burden

STORM WATER MANAGEMENT

The land above current sea levels should also be protected from erosion by stormwater runoff through ensuring low impact development throughout the waterfront park. For the Waterfront Park, the primary strategies for managing stormwater should be to maintain permeable surfaces and create areas of natural vegetation to promote infiltration of stormwater rather than surface runoff. Rain gardens or constructed wetlands could be used to manage large volumes of storm water while adding the beauty and ecological benefit of native plantings to the site. A native plant buffer between the current high water mark and the more heavily used areas of the park would serve to stabilize the embankment and slow runoff, as well as providing habitat and food sources for birds, pollinators and other species.

Native Plants for a shoreline buffer, rain gardens or other plantings:

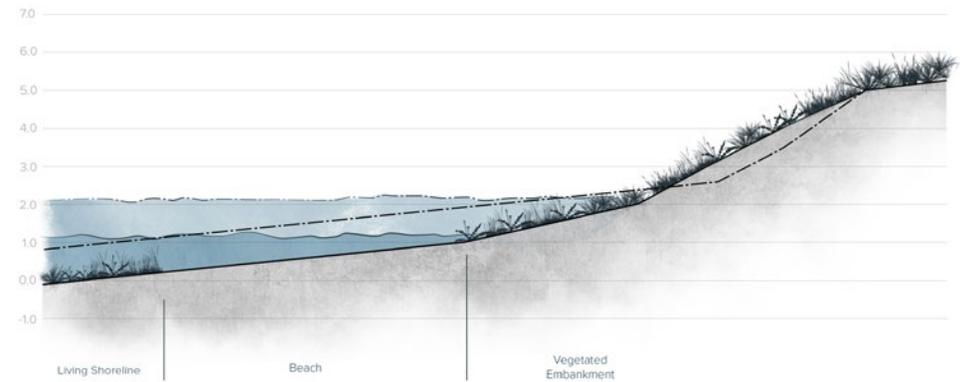
- + Ground juniper (*Juniperus communis*)
- + Blueberry (*Vaccinium augustifolium*)
- + Crowberry (*Empetrum nigrum*)
- + Atlantic aster (*Aster radula*) or New York Aster
- + Goldenrod (*Solidago canadensis* or *sempervirens*)
- + Black-eyed Susan (*Rudbeckia hirta*)
- + White meadowsweet (*Spirea alba*)
- + Wild rose (*Rosa virginiana*)
- + Bayberry (*Morella pensylvanica*)
- + Red osier dogwood (*Cornus stolonifera*)
- + Speckled alder (*Alnus incana*)
- + Canada holly (*Ilex canadensis*)
- + Dune grass (*Ammophila breviligulata*)



SHORELINE CONDITION SECTION A

Continuous Lines: Today's condition - with high water mar (1.3)m

Dashed lines: Year 2100 condition - with high water mark plus predicted sea level rise (0.8m) and coastal erosion



SHORELINE CONDITION SECTION B

Continuous Lines: Today's condition - with high water mar (1.3)m

Dashed lines: Year 2100 condition - with high water mark plus predicted sea level rise (0.8m) and coastal erosion

4.10 SUSTAINABILITY MEASURES

NATURAL RESILIENCE

While the design for the Waterfront Park will consider all elements of Stratford's Sustainability Vision, the focus of the concept plan will be placed on environmental sustainability. The park will act as a window to the natural landscape amidst a growing urban area, and will incorporate as accurately as possible the mechanisms that have allowed the Hillsborough Estuary to thrive as a stable ecosystem for thousands of years.

The primary environmental challenges facing the development of the park are ones faced by all coastal communities, the changing climate and sea levels. Mitigating the effects of rising sea levels and increasing storm frequency and intensity is primarily focused around creating a landscape that can accommodate water where there previously was less. Fortunately, native vegetation and coastlines are naturally resilient and a good strategy to addressing these challenges is the remediation or maintenance of naturalized landscapes wherever possible.

LOW IMPACT DEVELOPMENT

Careful design will need to be used when it comes to creating infrastructure in the waterfront park that will serve in the long-term while making minimal impacts to the landscape. Infrastructure exposed to the rising water levels will have to be designed with flooding and erosion in mind. This consideration is both for the longevity of the infrastructure but also for the protection of sensitive shoreline - piers and other structures built in a body of water can have impacts on the erosion of the surrounding coastline. Features inland on the site should be built according to low-impact development principles, maintaining permeable surfaces wherever possible, working with rather than against the natural topography of the site, and focusing on fostering the communities of native plants that thrive along PEI's coastline and help to mitigate erosion and runoff. Installing solar-powered lighting and street furniture from recycled materials are other measures that could reduce the environmental footprint of the new park.

STEWARDSHIP

Environmental sustainability also requires stewardship. There are currently several groups who are actively working to protect the health of the Hillsborough River and its watershed. These groups provide support to landowners and farmers within the river's watershed, conduct restoration work, provide public education, work to improve recreation opportunities, and perform citizen science and monitoring of the Hillsborough River ecosystem. Public involvement with these organization ensures that there are engaged citizens who are interested in contributing their time to maintaining a healthy watershed and coastline. There are also Indigenous groups involved in resource management. Providing opportunities for these organizations to engage with the Waterfront Park as stewards will build community support and a sense of ownership of the site.

The groups include:

- + Integrated Resource Management, Mi'kmaq Confederacy
- + Hillsborough River Association
- + Stratford area watershed improvement group
- + The Hillsborough River Eco-Centre

4.11 PRIVATE LAND UTILIZATION GOALS

The Town of Stratford does not have direct influence on land uses on private properties in the way it does control the publicly owned lands. However, the town can control new development through the Zoning and Development Bylaw.

The details of the bylaw review will be further addressed in the "APPENDIX A - land use regulations", but as a general principle it should be established that private properties in the vicinity of the park should be complementary to the public lands within the Waterfront Core Area. This means that the town will be looking for land uses that do not replicate what is existing in the park, but supplement the area with further uses that can exist in harmony with the utilization goals of the park.

Residential development should be encouraged to have a critical mass of residents in proximity to the park. Residential buildings facing the park will also enable 'eyes on the street' as a natural way to provide a level of comfort and safety to park users.

Commercial development should be encouraged to provide higher-quality dining experiences that go beyond basic snacks offered by food trucks and vendors within the park. Businesses should be further encouraged to utilize their outdoor spaces facing the park, thereby creating a seam-

less transition between public and private lands.

Obnoxious land uses that disturb the qualities of the park should be avoided. Blank walls should not be facing the park, and active and glazed ground floors facing streets and public spaces should be required to enable interaction between the interior and exterior of buildings and the park.

The Town of Stratford should work with existing businesses within the project area to improve pedestrian circulation throughout the entire waterfront core area and create property arrangements that allow for safe navigation between any two points within the Waterfront Core Area.





5. DRAFT CONCEPTS CONSULTATION

5.1 METHOD

WHAT WE DID + WHO WAS INVOLVED

This phase of the Stratford Waterfront Plan process involved gathering feedback and preferences on a draft vision, concepts and key features for the park space, and development of the surrounding core area. Stakeholders, land owners and community members' perspectives, will be integrated in the final concept plan.

As with the initial formative engagement, a website page served as the main platform for conveying information to the public. Information was collected through the following means:

- + The Social Pinpoint Interactive Map;
- + Open ended submissions by email to Town or through website; and
- + Follow-up discussions with stakeholders and land owners.

Responses to the Interactive Map were collected from the public between March 4 - 29, 2021. The Interactive Map allowed respondents to leave location-specific comments and ideas on concept illustrations, indicating likes, dislikes and open comments. Survey questions were also embedded within the mapping platform. Participants were also able to reply to comments left by other respondents.

Follow-up conversations were held with 3 land owners, as well as the Native Council of PEI. Other stakeholders were notified of the opportunity to provide feedback, and one replied by email.

This What We Heard Report summarizes the feedback that was received, as well as specific results from surveys. It is organized into themes based on the recurring information and topics that emerged.

Approximately 60 people from the public shared just over 250 comments on the

interactive map. Approximately 80 more completed surveys. Additionally, over 1000 more people became informed about the concepts and some of the perspectives held by the public and stakeholders by viewing the Interactive Map, but not leaving their own comments.



5.2 RESULTS

VISION + ATTRIBUTES FEEDBACK

Overall, participants are in favour of the high-level intentions for the waterfront; among 124 respondents, 77% agree or strongly agree with the vision statement. The majority of open-ended feedback on the vision statement suggested placing a stronger emphasis on certain points; a few outlying comments were also received.

The two recurring themes in feedback on the vision were:

- + A clearer emphasis on environmental stewardship, coastal naturalizing/conservation, and climate change mitigation and adaptation.
- + A clearer emphasis on active transportation and active living.

A few other single points were made, which are notable to understand high-level divergence in public points of view:

- + Emphasize settler history along with or instead of recognition of Indigenous land
- + Nothing that could raise taxes
- + Ensure traffic flow
- + Shorter and less “fluff”
- + Encouragement for businesses, prosperity

- + Ensure welcome to tourist
- + Desire for open space with no programmed purpose or symbols

At a similar high-level inquiry, participants were asked to share their preferred attributes or characteristics for the waterfront. The possible characteristics for the Stratford Waterfront can be understood on spectrums. In each of the following spectrums, participants were asked to indicate their preference on a scale of 1 to 5. Among 39 responses, the overall preferences are:

- + Strong preference for natural over structures
- + Modest preference for several destinations over one destination
- + Slight preference for more casual gatherings over organized events
- + Strong preference for a local place over a regional destination
- + Slight preference for peaceful atmosphere over lively
- + Slight preference for more spontaneous activity over organized

FEATURES FEEDBACK

Participants were asked to rank possible features for the Stratford Waterfront Park in order of preference. There were 143 people who completed this survey. The items that were more frequently ranked in the top 3 are show at the top of the list, while items that were more frequently ranked lower are shown at the bottom of the list. The average rank score for the item is also indicated in brackets, with the lowest possible average rank of 1 and highest 15; the lower the average the stronger the preference.

1. Waterfront boardwalk (2.2)
2. Kayak launch (4.8)
3. Shoreline restoration (5.1)
4. Natural plantings (5.0)
5. Look-out decks (5.1)
6. Indigenous land acknowledgement (6.5)
7. Café (5.8)
8. Market pavilion (6.6)
9. Amphitheatre (7.0)
10. Natural playground (6.5)
11. Constructed wetland (7.4)
12. Plaza (8.3)
13. Community gardens (8.6)
14. Game and leisure equipment (8.0)
15. Skating surface (9.1)

PRIMARY THEMES

Throughout the engagement, a number of overarching themes emerged. All the feedback from the interactive map comments and email submissions is summarized into themes. There were 250 interactive map comments and 19 email submissions (including both emails through the project website and to Town Council and staff). These primary themes indicate important factors for consideration in the final concepts, or areas that need careful clarification of the plan intentions or features.

Waterfront Amenities

As in the first phase of consultation, many participants further reiterated their enthusiasm for amenities that will improve access and enjoyment of the waterfront. For some, the waterfront amenities are the only feature they really wish to see, indicating that other components could be a detraction for them.

The waterfront walkway, boardwalk and look-offs were the most popular component of the concepts, as locations for leisure time and enjoying views. Participants elaborated on these features with suggestion for accessibility, spots with plenty of nice seating, good quality low level, efficient lighting for use into the evenings, as well as year-round maintenance. Beach access and swimming on the sandy area was also mentioned by a few participants as gap in the concept.

The kayak launch was one the most popular components of the plans. A number of participants suggested that this feature be accompanied by clear signage and education to ensure people are aware of the force of the tides and currents around the bridge. While a few participants remain in favour of a larger-scale marina or wharf, overall the preference is for minimal infrastructure suited to small boats.

Commercial and Residential Development

Development, both commercial and residential, garnered many comments and discussion. Overall, a major theme of the results was strong opposition to residential uses anywhere near the waterfront park. There were signs of confusion or misunderstanding around what is public land, and what is private, with some participants concerned that the Town park lands are being sold for private development. There may have been further misunderstanding around the scale of the site, and perception of the relative proximity of different features or properties.

While the uplikes and downlikes on residential development opportunities were generally balanced, the comments indicated clear opposition to development. In fact, only one participant provided comments that expressed support for residential development. Lack of support for residential use included lands that are privately owned and currently zoned as Multi-Family Residential (R3), as well as sites that are at the furthest extent from the shoreline. Participants did not offer thoughts on other locations for multi-unit housing in Stratford, which may indicate a general lack of acceptance for this form of housing in the community.

Stakeholders and landowners are aware of the public displeasure with the recently constructed Shorefront Building, and are interested in new development taking a different form. This could include townhouses and active street walls facing the streets, unlike the Shorefront Building ground floor, which has no public interest. Based on anticipated population growth and current housing demands, there is an indication that land owners will pursue further densification in the core area.

Some respondents have preference for only very small commercial conveniences (coffee, ice cream, light food) near the waterfront, in modest structures. Others hope that the core area can become a location for a variety of businesses (retail, studios, rooftop dining, etc.) that would require more significant development. The proposed plaza and market area had modest support. A few participants recommend a fuller feasibility study in consultation with the Charlottetown Farmers Market to assess the needs and demand for additional markets in the region. The growth and development of this area is likely to remain a point of debate.

Connection Across Trans Canada Highway

There was strong support for making this pedestrian and cyclist connection, but participants comments revealed that any solution will come with compromises. Many participants had concerns or questions about the overpass option. While it received more uplikes than downlikes, the comments and suggestions were generally not in favour. Cost was the primary concern, as well as questions about usability in winter. While the concept of an iconic and unique structure for the town gateway was supported in the early phases of consultation, there was little support for a bridge that would perform this function.

Many participants are comfortable with the potential for an underpass tunnel to make this connection. It was noted that the existing underpass is not pleasant, and it, or a new one, would need to be designed and maintained very thoughtfully. As one participant noted, it would need to incorporate protective measures to ensure safety of vulnerable people/groups, especially at night.

The option of an at-grade bridgehead underpass was generally favourable (received almost only uplikes and positive comments). Some participants indicated that it would be a long detour for utilitarian trips, but a pleasant and interesting pathway for recreational use.

Parking

Comments about parking were wide-ranging and revealed divergence in thought on how many people ought to be encouraged to travel to the waterfront, and what mode they use to get there. Some felt there was not enough parking in the concepts, others felt there was too much, while further comments has general concern or questions about parking.

Support for underground parking is split. Some think the cost is worth it to ensure lots of people can visit by vehicle, without needing to give over space to surface parking. It was suggested that parking, especially under ground, be pay per use. A few participants were hesitant about development or destination features because they felt that they would require parking demands that would limit ability for local residents to park. Others fear that any parking will be absorbed by residents of nearby mid-rise development.

Traffic Management

Most comments about the Bunbury Road slip lane are concerned about the impact it would have on traffic flow. Numerous people felt strongly that nothing should jeopardize uninterrupted flow of traffic. Although it did receive positive comments, there was no indication that the additional open space would be a worthy trade-off for any potential traffic delay. Some participants suggested that the removal of this lane should be part of a broader feasibility assessment for the Hopeton Road / Stratford Road intersection, one that would consider viability of a roundabout along with active transportation connections. Some participants had a clear priority for efficient traffic flow, while others prioritize active transportation and transit, along with disincentives for vehicle use.

SECONDARY THEMES + MINOR POINTS

Amphitheatre

The amphitheatre received comments both in favour and with concerns. While the idea of space for outdoor performance was supported in theory, there were concerns about the location. Noise was the key issue that was raised; both the noise of traffic disrupting performances, and the noise of performances disrupting quiet enjoyment of the park. There is also a preference to tailor the space for local residents, and some felt that amphitheatre events would be a more significant destination, that would cater to tourists. The new community campus was suggested as an alternative location.

Dogs

A few participants were enthusiastic about a small dog park area on the waterfront. Many others expressed strong concern about noise and waste. The new community campus was suggested as an alternative location. It was noted that some people are afraid of dogs, and that pets should be expected to stay on leash at all times.

Coastal Conservation

There was a clear preference for a natural park space with light, thoughtful infrastructure. It was suggested that all landscaping or gardens should be done with an ecological approach, with very low-maintenance species that are suited to the conditions and create habitat. It was indicated that the detailed design should focus on coastal restoration, protecting mud flats and determining how to best construct boardwalks and look-offs with very minimal impact. Some suggestions were also made to undertake coastal conservation with a participatory approach, involving Mi'kmaq elders in a Medicine Walk, the Stratford Area Watershed Improvement Group, and the general public in education, awareness and site-based projects.

Programs and Activities

A number of programs and activities are suggested by participants:

- + Fundraising with commemorative bricks, lottery
- + Washroom facilities as a priority
- + Vehicle charge station
- + Design competition for some features
- + Modern interpretation – digital or experiential, but not information panels
- + Water based (kayak, canoe) commuting program
- + A buffer created with an earthen berm to block highway noise, give shelter from wind
- + Low-tide learning adventures or experiences
- + A big deck for yoga, fitness, beer garden and other revolving events and activities

Other Points

A few notable comments were made that do not fit within the overall themes, including:

- + Virtually no support for an anchor building north of the bridge, suggesting these uses could go at the Community Campus. Preference is for more open space and just the continuous waterfront walk to Cotton Park.
- + Slight preference for keeping the waterfront pathway pedestrian only, and placing the cycling route up on the shared street.
- + Some concern was expressed about relocating the Michael Thomas sculpture; consultation with the Native Council indicates that there is no specific significance of the location. The important factor is that it be kept in a respectful context, and that there be an overall acknowledgement of Indigenous territory in addition to the recognition of the individual.



6. FINAL CONCEPT

6.1 FINAL CONCEPT

OVERVIEW

The final Core Area and Waterfront Park concept responds to Stratford residents' strong preference for a natural park space with a peaceful atmosphere and room for casual gatherings and spontaneous activities. In particular, residents had expressed a strong preference for a local place over a regional destination. The key feature of the park is the natural shoreline, which is maintained and its enjoyment enhanced by low-impact interventions such as a boardwalk, kayak launches, a small amphitheatre and opportunities for natural habitat interpretation. By and large, the park is framed by a strong urban edge from where it quickly transitions into a natural area.

OPEN SPACE DESIGN

The final concept envisions a combination of natural and manicured landscapes (9) with plenty of formal and informal seating opportunities as well as boardwalks and trails traversing the landscape. A constructed wetland in the approximate location of the current sewage lagoon could accommodate rerouted surface stormwater runoff from the TCH and new hardscapes, cleaning the water through biofiltration before discharging it into the river.

Visitors enter the park through an open canopy building (6) that can double as a

weekly farmers market and roofed gathering place for small pop-up events with casual seating. The canopy is designed to encase the existing utility sheds to incorporate them in a contemporary structure. A new shared street (7) along 3 to 4 four storey residential buildings extends the front step to the park with small outdoor play areas (8) that include a beach volleyball court, pickup basketball court, outdoor ping-pong tables, chessboards and other games for spontaneous and organized play in addition to a natural playground.

The Michael Thomas Statue (3) is retained in its current location but enhanced its prominence by framing it with a wooden deck with seating surrounding the statue.

The character of the town's new waterfront park is mirrored across the TCH where another park on provincial lands (15) facilitates summer and winter recreation activities. The twin parks are connected by a multi-use trail looping around the Hillsborough Bridge bridgehead underneath the TCH.

Two kayak launches (6) on either side of the bridge can be used by kayakers able to carry their boats from nearby parking areas or by rental shops to line up kayaks ready for use for spontaneous users.

BUILT ENVIRONMENT

The final concept envisions the private lands in the project area to be developed in a range of mixed-use (1) and residential (2) mid-rise buildings. Buildings facing the public park should have active glazed street walls with commercial uses that complement the public nature of the park or ground floor residential units with direct access from the street. The mall is retained and framed by residential infill. The Bunbury Road slip lane is removed to create new park space and to reduce the speed of vehicles merging onto the TCH.

EXPERIENCES

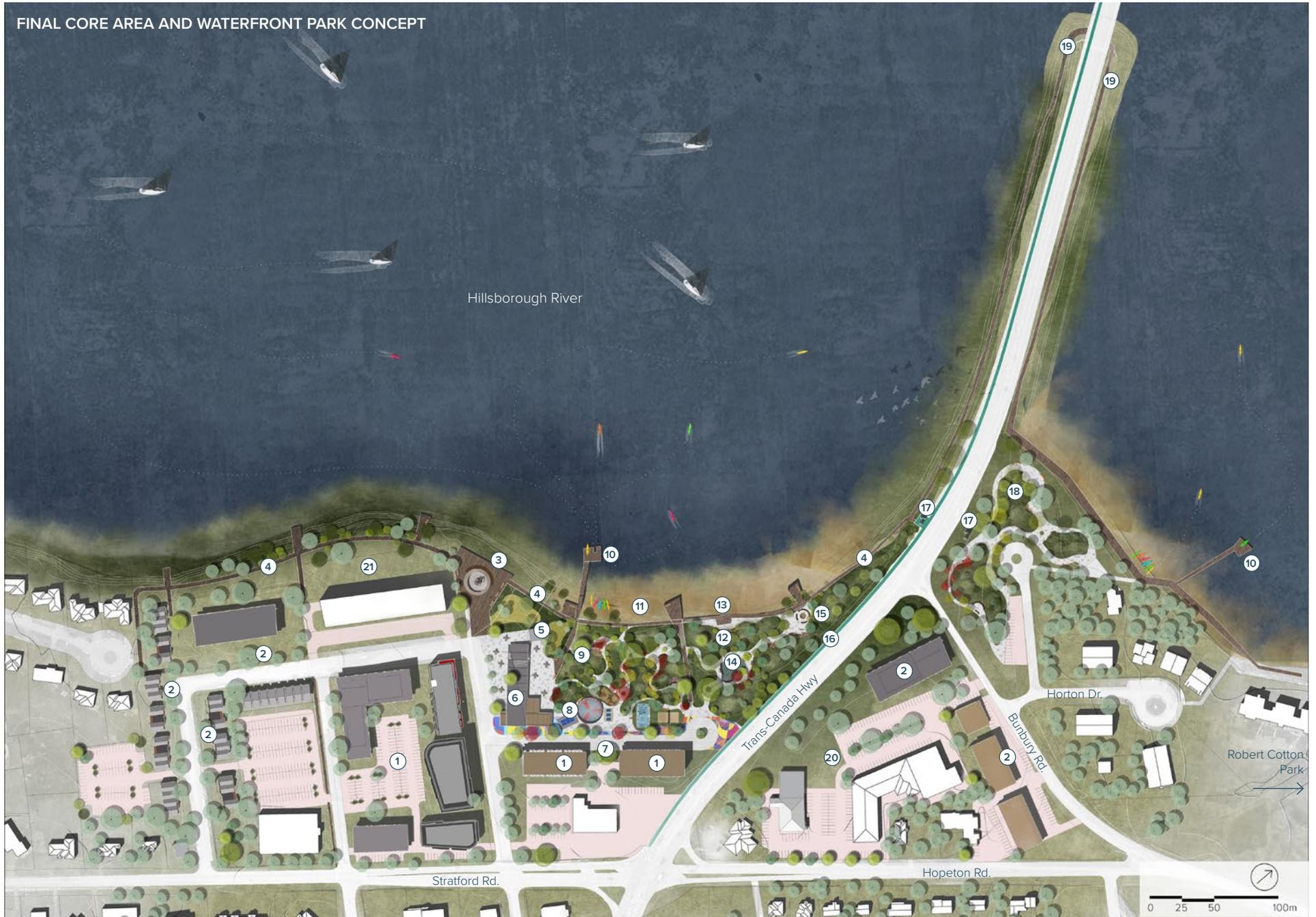
The entire Core Area is envisioned as a series of distinct but complementing experiences that all contribute to a sense of a unique, enjoyable and playful neighbourhood to which Stratford residents are drawn to meet their friends, eat an ice cream, play a game, enjoy quality family time or a spend a quiet moment alone.

The sequence of these experiences is further described on the following pages.

LEGEND

- ① Mixed-Use + Residential Development
- ② Residential Development
- ③ Michael Thomas Statue
- ④ Waterfront Boardwalk
- ⑤ Bike & Kayak Rental
- ⑥ Park Entry Canopy & Farmers' Market
- ⑦ Shared Street
- ⑧ Play Areas
- ⑨ Natural & Manicured Park Space
- ⑩ Kayak Launch
- ⑪ Beach
- ⑫ Small Amphitheatre
- ⑬ Small Stage + Deck
- ⑭ Constructed Wetland
- ⑮ Outdoor Fire Pit
- ⑯ Existing Bridge AT Corridor
- ⑰ Entrance Gateway Portals
- ⑱ Provincial Park
- ⑲ Trail Extension & Underpass
- ⑳ Mall Area with Minor Expansion
- ㉑ Lawn for Casual Play

FINAL CORE AREA AND WATERFRONT PARK CONCEPT



FINAL WATERFRONT PARK CONCEPT



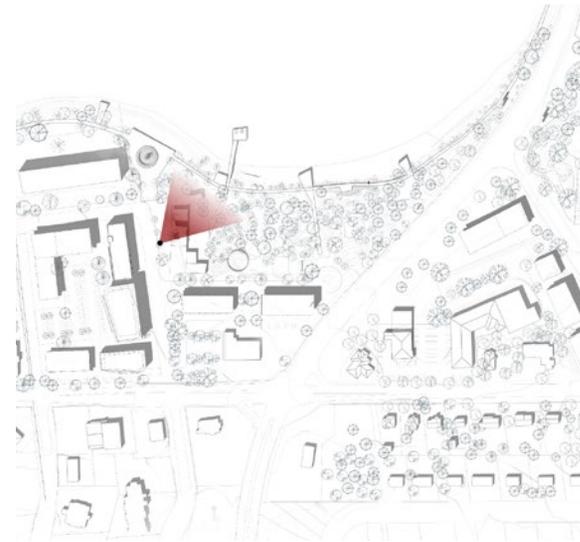


MICHAEL THOMAS AND DIVERSITY FOUNTAIN PLAZA

ARRIVING AND EXPLORING

Upon approaching the Waterfront Park, visitors will be greeted by a beautiful contemporary pavilion that both signals the arrival at a special location and prompts curiosity to explore the open spaces beyond the structure. The visual sequence of partitioning wall elements and framed views of green nature behind the canopy creates a true arrival experience - one, where park users feel invited to take a break and plan their discovery of the park and the Hillsborough River shore. The canopy can be used to offer interpretation and orientation materials, host kayak and bicycle rentals and provide flexible space for seating, vending and snacking. On weekends, the canopy and its generous forecourt can host a farmer's market and generally, during the warmer seasons, provide a space for small events and celebrations.

Architecturally, the canopy structure opens up to both the streetscape and waterfront, creating a transitional curtain between the quiet park and the urban edge of residential buildings across the street. This transitional curtain creates a natural meeting point for interaction, programmatic engagement, and exploration throughout the canopy spaces. An I-shaped extension of the canopy anchors the pavilion into the landscape with a shell that is encased in warm and inviting materials that are seen upon arrival to the site. The shell encases the existing sanitary utility sheds, enclosed programmatic space, and integrates them in the overall architectural language of the welcome pavilion.





WATERFRONT PARK ENTRANCE PAVILION - FLEXIBLE AND WEATHER-PROTECTED ARRIVAL, RESTING, VENDING AND EVENTS SPACE

MEANDERING THROUGH NATURE

After venturing through the welcome pavilion and crossing a small plaza, visitors will step into quiet and lush nature. Meandering paths will either lead visitors to the river shore or draw them further into the undulating landscape of the park. The topography of the park is intentionally shaped to provide alternating experiences of enclosure and openness. Depending on the season, the resulting micro-climates of the enclosed spaces provide protection from prevailing winds, especially those cooler ones blowing across the river during winter months. Trees and canopies offer cooling shade during hot summer days. The carefully shaped mounts and berms will also offer sound protection from the busy Trans-Canada Highway to enhance the solitude offered by the park's intricate spaces.

The natural areas of the park will enable primarily quiet and passive recreation activities. Whether on a blanket spread on the grass, or on a bench along one of the paths, park users have ample opportunity to sit, lay and linger and read a book, chat with friends or play a game with their family. Indirect lighting on the main paths will preserve the quiet daytime atmosphere after dusk and provide a feeling of comfort and safety at night and on foggy shoulder season days.





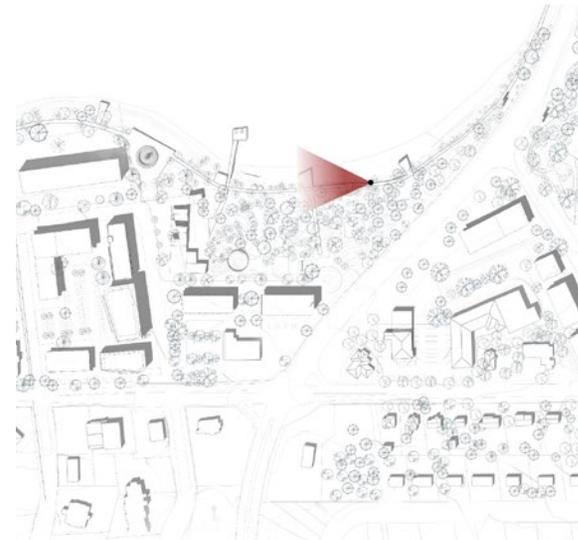
NATURE PARK WITH MEANDERING PATHS LEADING TO THE RIVER SHORE

CONTEMPLATION ALONG A NATURAL SHORELINE

While wandering through the park, views of the riverfront with its sandy shoreline and lush green grasses will slowly open up to visitors. A gracefully winding boardwalk hugs the shoreline navigating through tall grasses and shoreline vegetation. Modest interpretive displays teach park users about plants, Indigenous understanding of the natural world, and about the long history of Elsitkuk (the Hillsborough River) as a major Mi'kmaq travel route, used historically and in living memory to get to other resource use places along the river and locations along the rivers/streams branching off it.

The boardwalk is universally accessible and can be enjoyed by users of all ages and abilities. Cyclists are asked to dismount and walk their bikes to preserve the quiet character of the shoreline walk (for more information on the active transportation concept, see page 96). Floating wharfs and decks extend the boardwalk into the water and facilitate the launch of kayaks, canoes and paddle boards. Along the sandy patches of the river shore where no seagrass could be disturbed, children can roll up their pants and dip their toes in the cooling waters of the river.

A small amphitheatre with a stage and a public fire pit invite to gatherings and enable small cultural performances. They are also places where anyone can simply go down to sit, look down into the water or flats or out over the open water and listen to the waves.

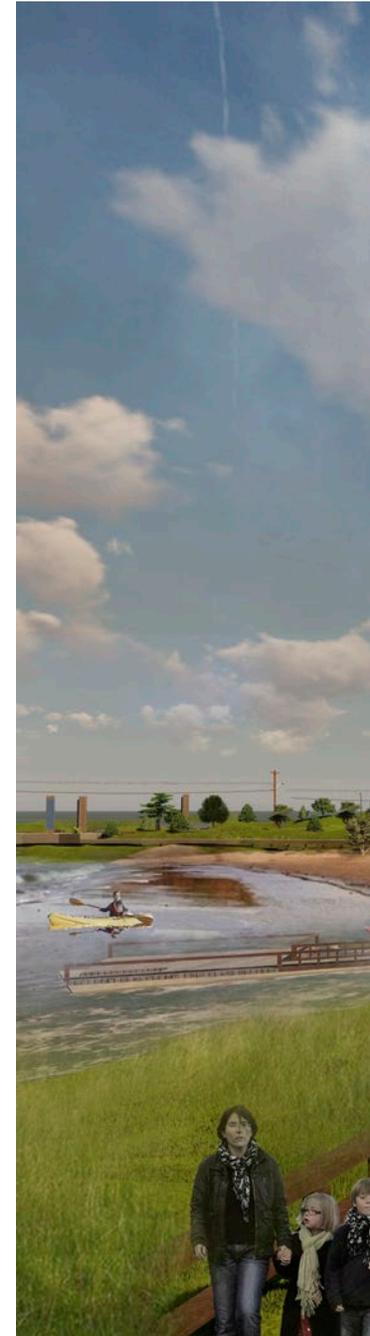




RIVERFRONT BOARDWALK WITH NATURAL SHORELINE, SMALL AMPHITHEATER AND FLOATING DOCKS

REMEMBERING, CONVENING AND DREAMING

Mid-way along their boardwalk stroll, park users will step onto a larger wooden deck and notice the bronze statue of Mi'kmaq runner Michael Thomas. Surrounded by the Diversity Fountain and framed by the wooded deck, the statue will be a focal point of the Waterfront Park. Interpretive signage will tell the story of PEI's first ever Boston Marathon runner in a respectful setting that allows for contemplation and admiration. On the surrounding benches, visitors can watch the fountain and statue and look over the river and view Charlottetown's skyline.





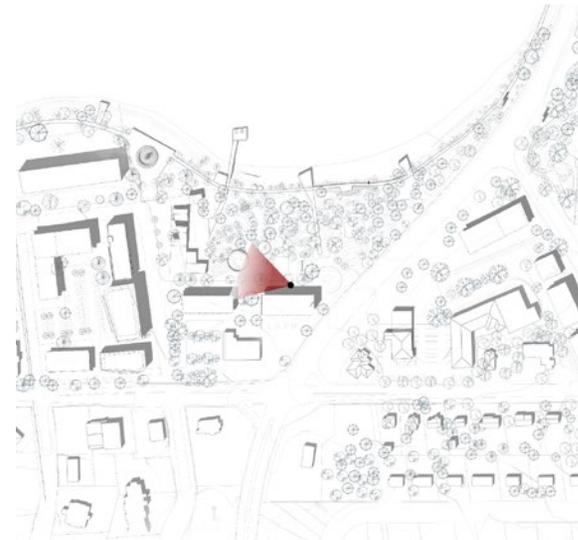
STATUE OF MI'KMAQ RUNNER MICHAEL THOMAS AND DIVERSITY FOUNTAIN FRAMED BY WOODEN DECK

LIVING AND PLAYING

When arriving at the upper end of the park, the quiet nature atmosphere will give way to a humanly scaled urban environment along a shared street that acts as transitional public space between the public park and private development. This transition is softened by more active public spaces that house a beach volleyball court, pickup basketball court, outdoor ping-pong tables, chessboards and other games for spontaneous and organized play in addition to a natural playground. As this area also serves as open space amenity to the residents of the surrounding new buildings, these play areas will become lively open spaces where public and private uses of the Waterfront Core Area intersect.

The three to four-story residential buildings along the shared street visually buffer the park from the Esso gas station and busy Stratford Road and provide a strong edge and definition to the park. The low-volume residential street between the park and the urban street wall operates de facto as shared space, in which children play and people walk, sharing the roadway with drivers and cyclists. The shared streets meets the desires of adjacent residents and functions as a public space for recreation, socializing, and leisure.

Textured or pervious pavement that is flush with the curb reinforce the pedestrian-priority nature of the street. Street furniture, including bollards, benches, planters, and bicycle parking, can help define the shared space, subtly delineating the traveled way from the pedestrian-only space. On-street parking can be permitted directly adjacent to buildings, the park-side edge of the street should only be used for park drop-offs and pickups.





EMBRACING THE SEASONS

The winter season can feel long and snow accumulation on the Island can be significant. The Waterfront Park will reclaim the joy of winter and embrace the season. In particular, the play area that layers private and public space use provides an opportunity to partner with private developers on winter programming initiatives such as temporary ice surfaces. Winter uses are also an opportunity to convey traditional Indigenous understandings of the seasons and the ebb and flow of life throughout the year.

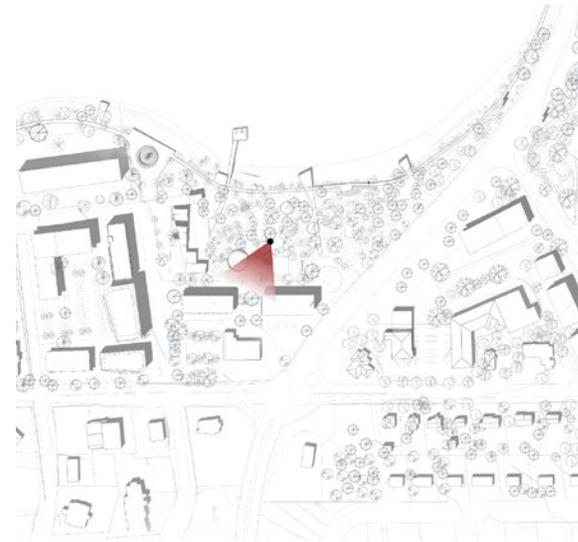
Buildings surrounding the park should be designed to create a good microclimate and a vibrant and inviting public realm. Shadow casting is minimized by the low height of the multi-unit buildings and by locating them on the opposite side of the streets surrounding the park. Architectural details vary to support a sense of pedestrian scale and to distinguish between different building volumes and uses. The building facades should be designed to reflect light onto streets and into open spaces.

Prevailing winter winds are buffered by the molded land forms of the park. Coniferous vegetation on the north and west sides of open outdoor spaces will further protect areas from prevailing winter winds. Dense planting should be carefully placed relative

to walkways and shared use paths in anticipation of snow drifting patterns. Wind speeds in open spaces can also be reduced by planting dense vegetation along the edges and against any blank walls to reduce wind acceleration.

Paving materials should be durable enough to withstand the harsh impacts of winter snow management and the corrosive effects of salt, as well as freeze-thaw cycles, while still being safe, slip-proof and easy to maintain. Variations in colour or material will add visual interest.

Landscaped, permeable surface areas on or near roadways can provide a natural filter for snowmelt and heavy rainfall, reducing pressure on the drainage and water network. These landscaped features could also be used as design opportunities to introduce traffic calming to a street.

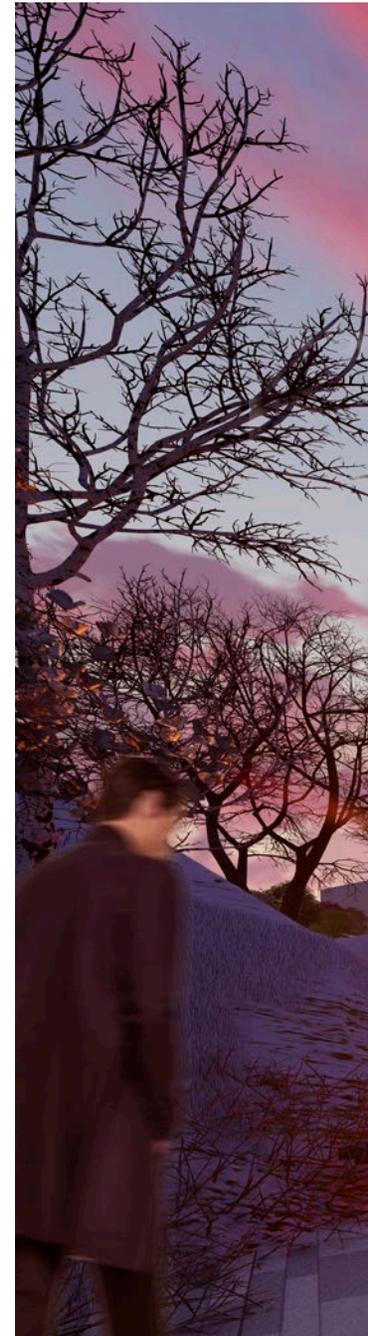
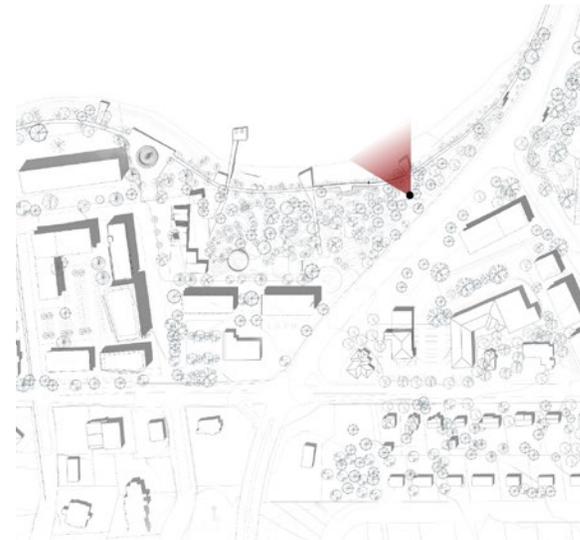




ASSEMBLING AND REJOICING

Similar to embracing winter, the Waterfront Park will also enable gatherings and joyful happenings after dark and extend the public use of the park in seasons with shorter daylight hours. The focal point of these activities will be a public fire pit along the waterfront boardwalk surrounded by benches and with magnificent views of the Charlottetown skyline and its church spires.

The fire pit could be rented by school classes, community groups or neighbourhood friends and generate a small revenue stream for the Town. During daytime hours, the fire pit plaza adds another communal waterfront seating area overlooking the Hillsborough River.





WATERFRONT PUBLIC FIRE PIT PLAZA WITH VIEW OF THE CHARLOTTETOWN SKYLINE

LAND FORM

The land forms throughout the park vary and are a combination of the natural topography of the site and man-made molded landscapes that help to establish micro-climatic conditions in the park that cater to use in different seasons. The filled sewage lagoon provides a blank slate for reshaping the lay of the land in ways that create an interesting meandering park environment.

The cross-sections on the following pages illustrate the various transitions of the land from the Hillsborough River shore into the privately developed lands with a focus on land forms in the public Waterfront Park areas.

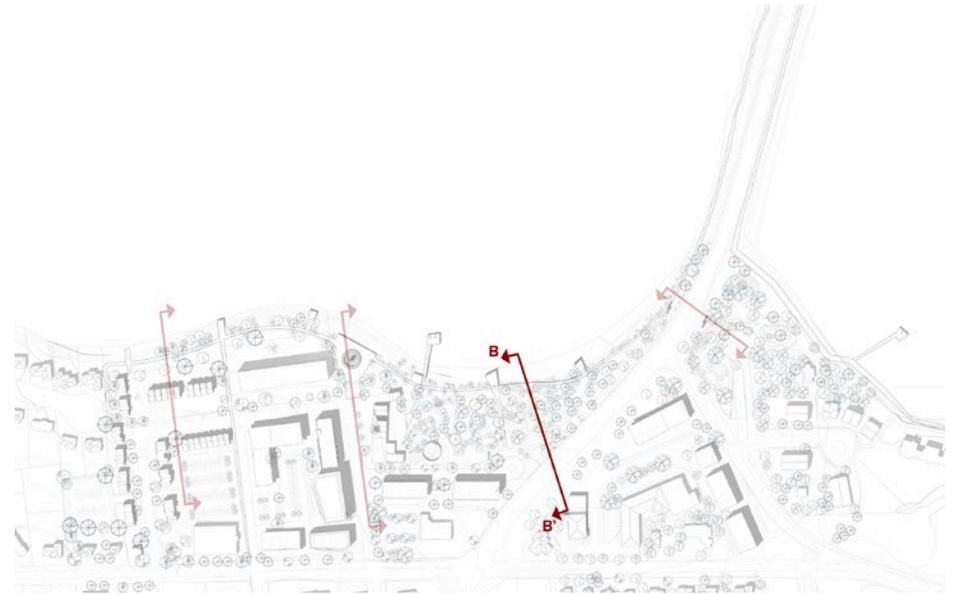




SECTION A - A'

Along the Trans-Canada Highway, the Waterfront Park is buffered from noise and the visual impact of large volumes of vehicular traffic by a landscaped berm. Moving closer towards the river, a depression in the land creates a bowl-like area with opportunity to construct a wetland for beautification and stormwater management. Aligned with the shoreline boardwalk, another series of smaller berms create opportunities for amphitheatre-style seating and grassy slopes for casual seating to look over the river or enjoy Canada Day fireworks.





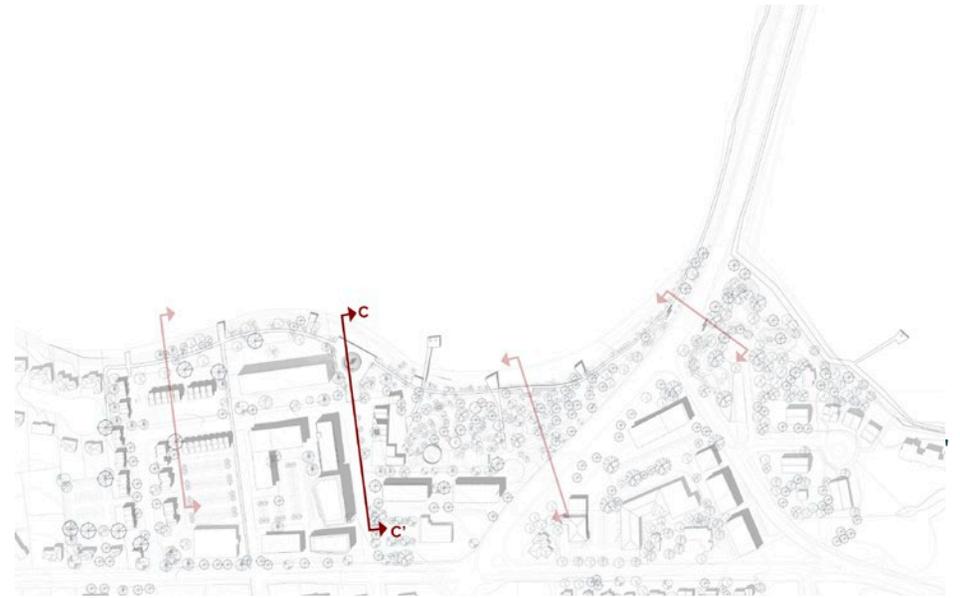
SECTION B - B'

Entering the Core Area from Stratford Road, the land gently slopes towards the Michael Thomas and Diversity Fountain plaza, passing by the park pavilion and then steeply dropping down to the river water mark.



Hillsborough River

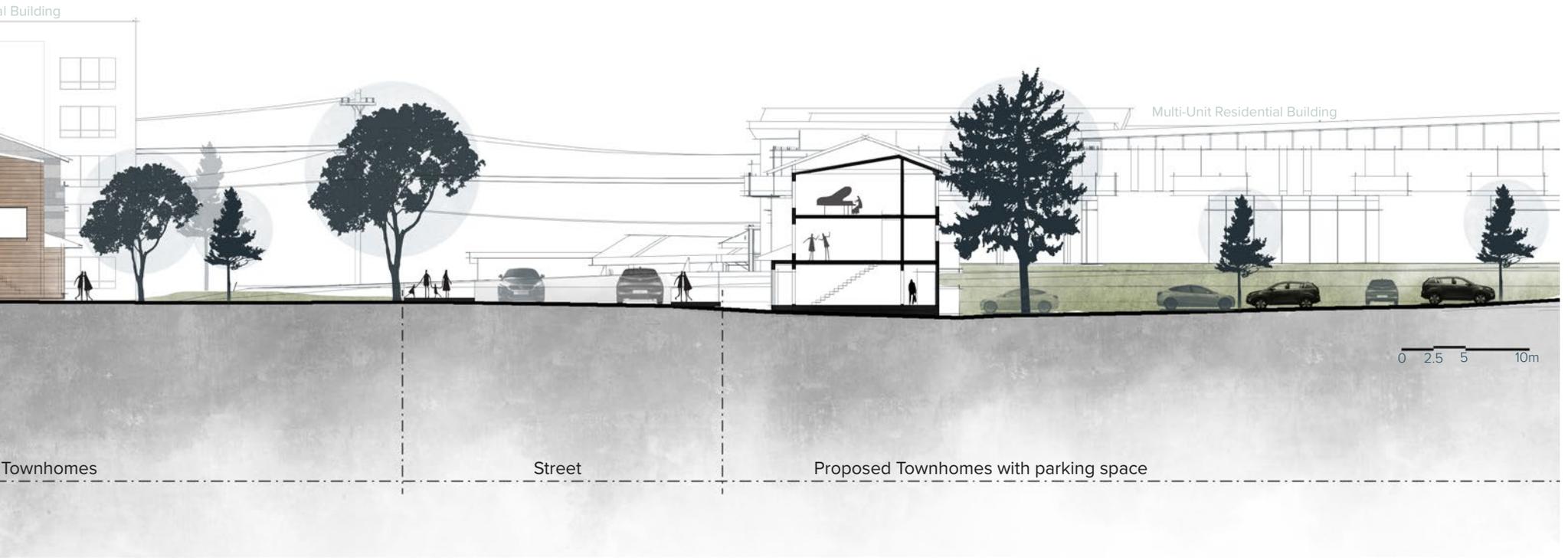
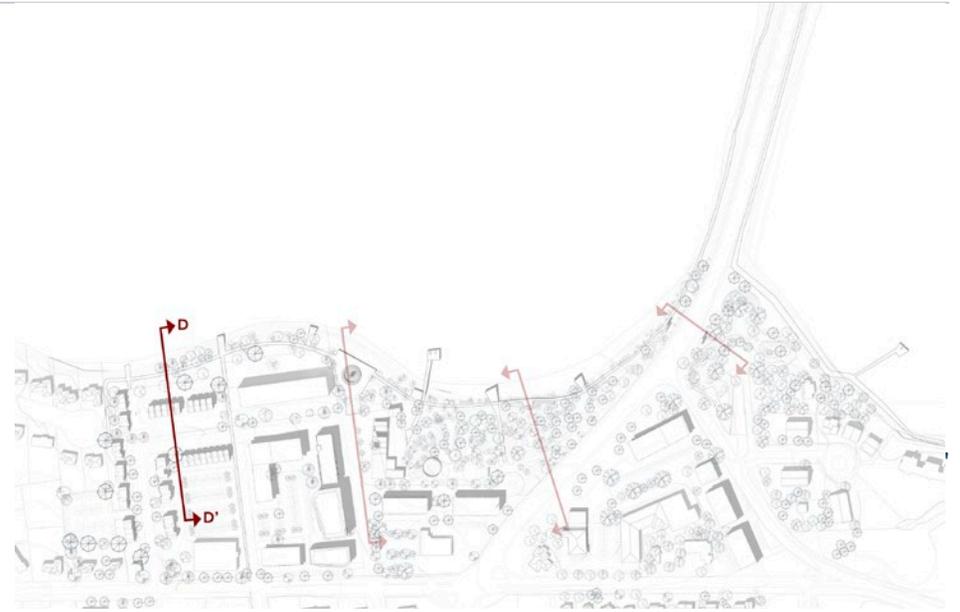
Viewing Deck around Michael Thomas Statue



SECTION C - C'

Entering the Core Area from Stratford Road along Sheppard Drive, the land is flat passing through the residential neighbourhood and then terminates at the waterfront boardwalk and its cantilevering viewing platforms that extend beyond the steeply sloping river shoreline.





SECTION D - D'

6.2 TRANSPORTATION CONCEPT

TRAFFIC ACCESS/CIRCULATION

The proposed changes to the transportation network include a new grid layout of streets west of Stratford Road with Shepard Drive (existing), new streets opposite Glen Stewart Drive and St. John Avenue, and a new cul-de-sac / shared street west of the Esso. This is considered an appropriate arrangement of streets to provide vehicular access from Stratford Road and the TCH to serve the properties and amenities in this area.

The street networks provide adequate circulation while limiting cut-through opportunities and speeding. There is no travel time benefit for through traffic to use any of these streets. One street is proposed as shared street and would be designed to accommodate very low volumes of traffic at very low speeds and provide a comfortable environment for non-motorized modes like walking, biking, and skateboarding. This street will also allow for some limited parking as well as access for maintenance vehicles and delivery trucks. The surrounding streets provide adequate circulation for most traffic through the area.

The removal/reduction of the Bunbury Road slip lane for right turning Charlotte-town-bound traffic is envisioned to greatly reduce the turning radius to control speeds on Bunbury Road while preserving the existing acceleration lane once motorists make the turn toward the Bridge. The removal will open up additional land for public space and parkland, and also slows westbound Bunbury Road traffic until it enters the TCH.

FUTURE ROADWAY CHANGES

The signalized TCH intersection with Stratford Road/Hopeton Road is expected to be upgraded over the next few years. Furthermore, a single-lane roundabout is planned to improve the poor configuration of the intersection at Bunbury Road/Hopeton Road/Rankin Drive.





TRANS-CANADA HIGHWAY WITH NEW BI-DIRECTIONAL BIKE LANE, GATEWAY SIGNAGE AND ACCESS TO WATERFRONT BOARDWALK

PARKING

The Concept plan includes parking in several areas in several configurations:

- + site-specific off-street parking for commercial/residential land uses
- + off-street public parking
- + on-street parking

The proposed general parking is considered adequate, but should be carefully planned as development occurs. Parking lots situated behind buildings in the centre of blocks obscure the view of parking lots from streets, allow for little to no setback for buildings, and make the area feel like a downtown or village square. Access points for high-turnover parking facilities should not occur from low volume shared streets. The provision of parallel on-street parking also helps to promote the feeling of a walkable downtown/urban area.

Both waterfront parks north and south of the TCH include public off-street parking. The Town-owned park south of the TCH is served by a 88 surface parking spots accessed via Sheppard Drive. This parking lot is located a short 250 metre (3-minute walk) away from the park entrance. In the event that no trail easement agreement can be reached with private property owners for a direct mid-block pedestrian connection, the walking distance increases slightly as park

users would walk on the sidewalks around the perimeter of the development parcels. The provincially-owned waterfront park north of the TCH is serviced by an 18 spot public surface parking lot.

As both parks are intended for passive recreational use and low impact activities/events, and it is not anticipated the parking demands associated with them to be significant most of the time. Many park users might utilize the available public on- and off-street parking in the area, and many will likely arrive on foot or by bike. There may also be opportunities to partner with property owners to provide shared parking for use by people visiting the parks. These considerations should serve to reduce the parking demand.

PUBLIC TRANSIT

The Waterfront Core Area is currently served by two T3 Transit routes. These routes, labeled Route 7 – Bunbury and Route 7 – Kinlock, leave the Grafton Street hub in Charlottetown, cross the Hillsborough Bridge, make a one-way loop through the Stratford areas on the north (Bunbury) and south (Kinlock) sides of the TCH, and then return to the Grafton Street hub. This is a good service in that it covers a large portion of the Town, but it results in a very indirect route for some riders to reach their destinations.

The Waterfront area is well served by the current routes, aside from the circuitous aspect of them. The Bunbury and Kinlock routes pass within a 2-3 minute walking distance from the entire Waterfront core area. Depending on the eventual density of residential and commercial land uses in the Sheppard Drive area, one potential route change worth considering would be to have buses divert from Stratford Road, into the core area via Sheppard Drive, and back to Stratford Road.

Another potential change for transit in Stratford could be considered once the Waterfront Plan becomes a reality. When this occurs, this part of Stratford is likely to become a natural transportation hub and it may be beneficial in the future to con-

sider establishing a formal hub for transit riders. This would allow 1-2 buses to serve the Stratford routes, and another to shuttle passengers to/from Charlottetown. However, this arrangement would also require a transfer which may not be popular with some riders.

PARKING CONCEPT

- Private Off-Street Parking
- Public On-Street Parking
- Public Off-Street Parking
- Park Drop off Area



ACTIVE TRANSPORTATION

There are four different types of active transportation facilities proposed for the Waterfront Core Area. The protected bi-directional bike lane and multi-use trail across the Hillsborough Bridge (HB Bridge) connects leisure and utilitarian cyclists to Charlottetown and to Stratford via existing multi-use trails east of Stratford Road. There are two locations along the HB Bridge where cyclists can enter the Waterfront Park. At the new Stratford Gateway sign, cyclists can connect to a new multi-use trail that loops back to the bridgehead and underneath the bridge to the other side of the TCH and ultimately all the way to Cotton Park. Further south, cyclists can enter the park area via a shared street leading to both park entrance points and the mixed-use neighbourhood. Utilitarian or commuter cyclists are encouraged to stay on the HB Bridge bike lane and to not traverse the park.

In particular, the waterfront boardwalk is meant to offer a tranquil and reflective nature experience that should not be interrupted by cyclists and their speed differential. The boardwalk and the quiet paths meandering the nature areas should be pedestrian-only paths, albeit with an invitation for cyclists to dismount and walk their bicycles.

A new shared street is proposed as both front step to the park and access to residential multi-use buildings (for more information regarding the shared street concept, see page 78). This street will be equally used by pedestrians, cyclists and vehicles.

All other residential streets in the Waterfront Core Area feature sidewalks and enable safe on-street cycling due to their low-volume character. A speed limit of 30km/h should be considered for those streets. Pending a trail easement agreement with private property owners, a direct mid-block pedestrian walkway could connect the new public parking lot at the southern end of the Core Area to the Waterfront Park.



STRATFORD GATEWAY ACTIVE TRANSPORTATION MODAL JUNCTION

ACTIVE TRANSPORTATION CONCEPT

-  Pedestrian-Only Path
-  Park Trails
-  Sidewalk and On-Street Cycleway
-  Shared Street
-  Multi-Use Trail
-  Bi-Directional Cycle Lane and Multi-Use Path
-  AT Multi-Modal Connection



6.3 AMENITIES, MATERIAL AND PLANTING PALETTE

LANDSCAPING AND VEGETATION

The introduction of attractive landscaping and vegetation will very effectively brighten Core Area streetscapes and the Waterfront Park. The colour, texture and depth of natural plant material can also soften the hard edges of urban infrastructure. Foreign tree and plant species that can have difficulty growing in harsher climates should be avoided. Despite its fairly moderate climate, Stratford still features difficult growing conditions for foreign species, including a cold and windy climate, and salty air.

A carefully chosen palette of trees, shrubs and ground vegetation that are accustomed to local conditions, such as the species listed on the following pages, offer lower upfront and ongoing costs and maintenance, a higher likelihood of survival, and attractive year-round colour and depth that complements the natural surroundings. These species are also more likely to be locally available in nurseries and greenhouses. Final plant materials and planting plans will be produced during the detailed design phase of the project.

FURNITURE

Park and street furniture, such as benches, waste bins, bicycle racks, and picnic tables can considerably enhance comfort and convenience for visitors to the Core Area and Waterfront Park. A set of new standardized street furniture is proposed on the following pages, which incorporate a consistent contemporary aesthetic that complements the urban aesthetic of the new neighbourhood. The selection of the final street furniture lines and models will take place during the detailed design phase of the project.

UTILITIES

Electrical and water supply is an important consideration to enable events and the farmers market. In particular the pavilion building should be outfitted with water and electricity. Other areas for smaller social gatherings, such as the Michael Thomas plaza, the small waterfront stage and the play area beside the shared street should have electrical supply. Furthermore, charging stations for electric vehicles, cell phones and future technology should be included in the detailed design of the waterfront park.

PUBLIC ART

The waterfront park will offer an opportunity to showcase and integrate public art in various locations. Public art commissions could include works from Stratford, PEI and national artists with diverse backgrounds, interspersed and combined with interpretive features that reveal aspects of the human and natural history of the area. The installations should follow the principles of public art placemaking: they should be flexible, humane, stimulating and inviting dialogue, sited with places to socialize, and conceived as part of a larger civic-minded vision for the park.

Trees



White Elm - *Ulmus americana*
 Height: upto 45m
 Foliage: 13-20m
 Sun: Full sun



White Spruce - *Picea glauca*
 Height: 12-18m
 Foliage: 3-6m
 Sun: Full sun



White Birch - *Betula papyrifera*
 Height: 12-22m
 Foliage: 10-18m
 Sun: Part shade



White Pine - *Pinus strobus*
 Height: 22-30m
 Foliage: 6-12m
 Sun: Full sun



Northern Red Oak - *Quercus rubra*
 Height: 25-30m
 Foliage: 12-18m
 Sun: Full sun



Red Maple - *Acer rubrum*
 Height: 12-18m
 Foliage: upto 12m
 Sun: Full sun



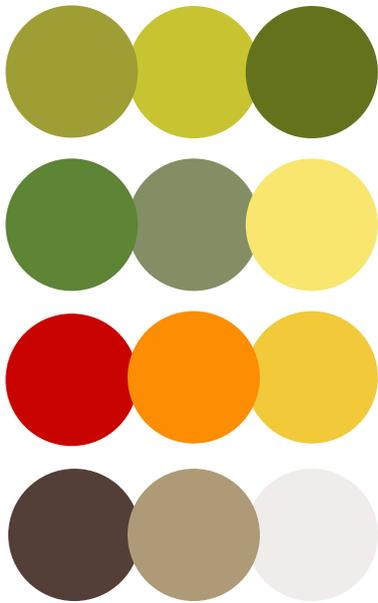
Balsam Fir - *Abies balsamea*
 Height: upto 45m
 Foliage: 6-8m
 Sun: Full sun, part shade

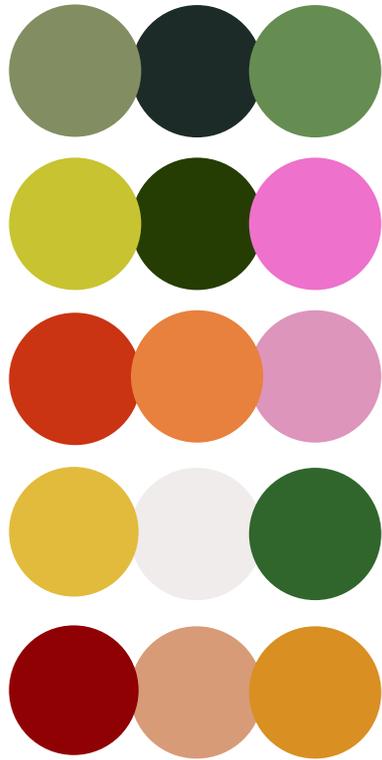


Yellow Magnolia - *Magnolia x brooklynesis*
 Height: upto 12m
 Foliage: upto 9m
 Sun: Full sun



Sugar Maple - *Acer saccharum*
 Height: 18-22m
 Foliage: 12-15m
 Sun: Full sun, Part shade





Shrubs



Sweet Gale - *Myrica gale*
 Height: 0.6-1.2m
 Sun: Full sun, part shade



Creeping Juniper - *Juniperus horizontalis*
 Height: 15-60cm
 Sun: Full sun



Mugho Pine - *Betula papyrifera*
 Height: upto 4m
 Sun: Fullsun, filtered sun



Red Osier Dogwood - *Cornus sericea*
 Height: 1-2.4m
 Sun: Full sun, part shade



Aster - *Symphotrichum dumosum*
 Height: 30-90cm
 Sun: Full sun



Bayberry - *Myrica pensylvanica*
 Height: 1.5-3m
 Sun: Full sun, partial sun



Highbush Cranberry - *Viburnum opulus var. americanum*
 Height: 2-4.5m
 Sun: Full sun, part shade



Lowbush Blueberry - *Vaccinium angustifolium*
 Height: 30-50cm
 Sun: Full sun, part shade, shade

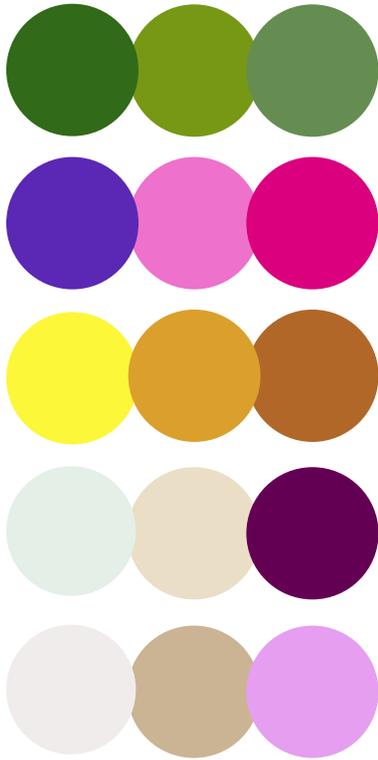


Mountain Ash - *Sorbus aucuparia*
 Height: 5-15m
 Sun: Full sun, part shade



Wild Rose - *Rosa acicularis*
 Height: 1.2-2.4m
 Sun: Full sun, part shade

Grasses/Groundcover



Bird's-foot Trefoil - *Lotus corniculatus*
 Height: 15-60cm
 Sun: Full sun



Beach Rose - *Rosa rugosa*
 Height: upto 1.5m
 Sun: Full sun, partial sun



Black Crowberry- *Empetrum nigrum*
 Height: 15-60cm
 Sun: Full sun, part shade



Lupin - *Lupinus polyphyllus*
 Height:0.6-1.2m
 Sun: Full sun, part shade



Bunchberry - *Cornus canadensis*
 Height: 10-20cm
 Sun: Full sun, part shade



Goldenrod - *Solidago ulmifolia*
 Height: 1.2-2.4m
 Sun: Full sun, part shade, shade



Little Bluestem - *Schizachyrium scoparium*
 Height: 40-60cm
 Sun: Full sun



Silvergrass - *Miscanthus sinensis*
 Height: 0.8-2.4m
 Sun: Full sun, partial shade



Karlfoerster Grass - *Calamagrostis acutiflora*
 Height: 1.2-1.8m
 Sun: Full sun, part shade



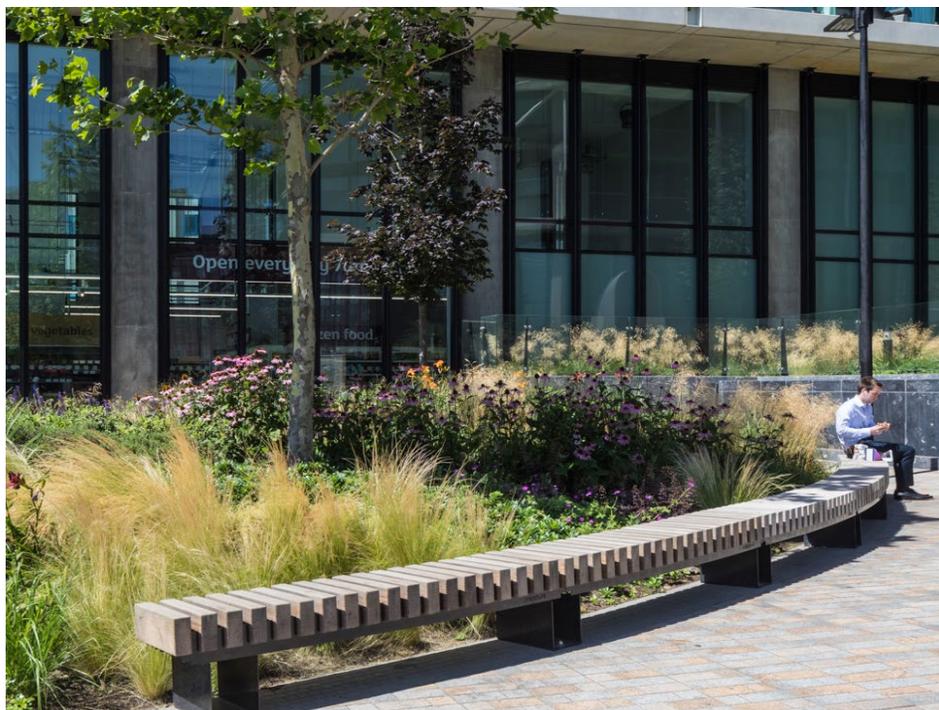
Fireweed - *Chamaenerion angustifolium*
 Height: 0.9-2.1m
 Sun: Full sun, part shade

Rough&Ready(R&R) Curved Benches

Manufacturer: **STREETLIFE®**

Materials: Supports and curved frame made of hot-dip galvanized, powder coated or CorTen Steel.

The seating beams are made of untreated FSC hardwood.

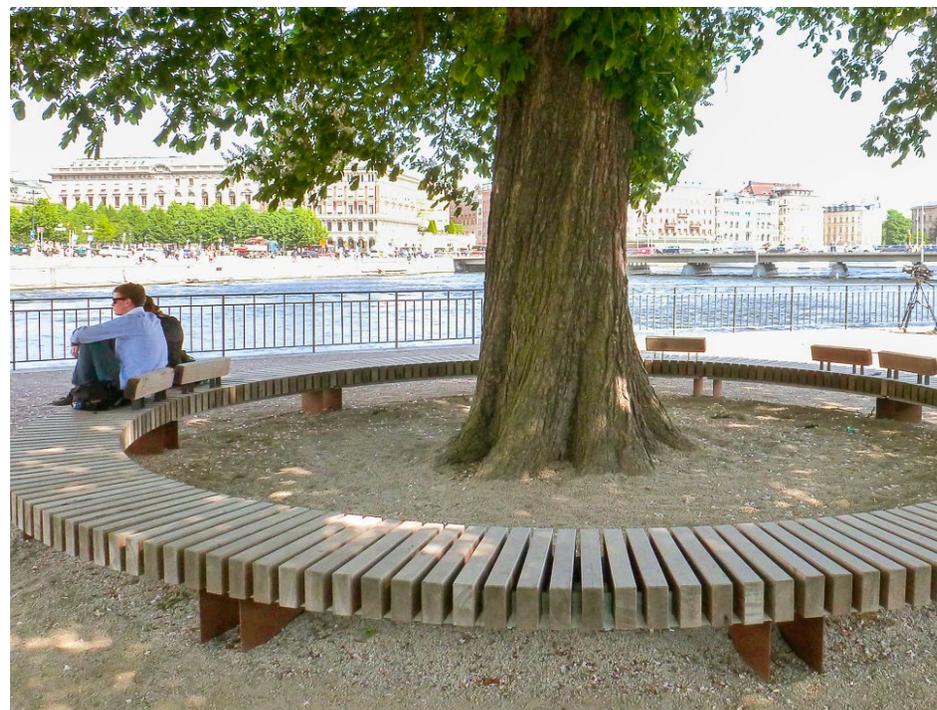


Rough&Ready(R&R) Circular Benches

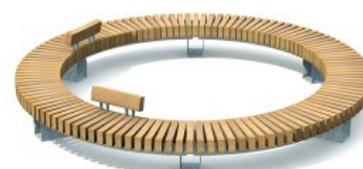
Manufacturer: **STREETLIFE®**

Materials: Supports and curved frame made of hot-dip galvanized, powder coated or CorTen Steel.

The seating beams are made of untreated FSC hardwood.



Standard seating depths: 40,50,60 cm.
The transverse modules can be linked together to create any desired length. Arm and backrests are optional add-ons and can be mounted anywhere on the bench.



Standard seating depths: 40,50,60 cm.
Available in different diameters as per the design requirements. Backrests are optional add-ons and can be mounted anywhere on the bench.



<https://www.streetlife.nl/en>

Rough&Ready(R&R) 6 Benches

Manufacturer: **STREETLIFE®**

Materials: Supports and frame made of hot-dip galvanized, powder coated or CorTen Steel.

The 15-cm seating beams are made of untreated FSC hardwood.

Available in lengths of 234 and 300cm.



The Streetlock® system affords the benches an exceptionally long lifespan because the beams can be turned over after 10 to 12 years. The benches are available with low or high backrests that can be fixed at various positions along the length of the bench.



Rough&Ready(R&R) Cubes

Manufacturer: **STREETLIFE®**

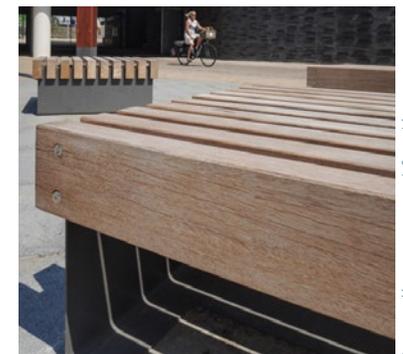
Materials: Supports made of hot-dip galvanized, powder coated or CorTen Steel.

The seating beams are made of untreated FSC hardwood.

Sizes: 59x59cm, 100x100cm



The Streetlock® system affords the benches an exceptionally long lifespan because the beams can be turned over after 10 to 12 years.



<https://www.streetlife.nl/en>

Rough&Ready(R&R) Shades Curved

Manufacturer: **STREETLIFE®**

Materials: Supports and curved frame made of hot-dip galvanized, powder coated steel, and the wooden beams are made of Accoya.

With the modular Streetlock® system, multiple curved configurations can be created with a minimum outer radius of 10 metres.



Module sizes: 240x240, 300x240, 240x300 and 300x300 cm

Available in a standard height of 300 cm.

Additional vertical screens can be added for protection from the sun and wind.



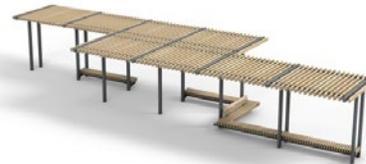
Rough&Ready(R&R) Shades Linear

Manufacturer: **STREETLIFE®**

Materials: Supports and frame made of hot-dip galvanized, powder coated steel, and the wooden beams are made of Accoya. The beams measure 7x15cm.

Sizes: 59x59cm, 100x100cm

The beams are fitted onto heavy gauge Streetlock® combs that are fully integrated with the structure, satisfying both function and providing an attractive form.



Module sizes: 240x240, 300x240, 240x300 and 300x300 cm

Available in a standard height of 300 cm.

The roof modules can be assembled with the beams running lengthwise or crosswise.



<https://www.streetlife.nl/en>

Rough&Ready(R&R) Bicycle Rack

Manufacturer: **STREETLIFE®**

Materials: The steel leg is made of hot-dip galvanized, powder coated or CorTen Steel.

The beam is made of hardwood or Accoya.

Standard height: 75cm, Width: 70cm

Recommended spacing: 95cm apart.



The bicycles can be secured with a chain lock, using the hole in the steel leg. The untreated, sustainable wood offers a distinct and modern appearance.



Standard Box Bins

Manufacturer: **STREETLIFE®**

Materials: The standard Box Bins are available in CorTen with a stainless steel cover plate.

Standard height: 97cm, Width: 49x49cm, Volume: 140-litre bag - 35 gallons.

The rectangular design facilitates placement of multiple bins for segregated waste collection.



The stainless steel cover is available with a single large opening or with smaller openings to keep out larger items.

The bins are also available with a lid or rain cover.



6.4 PLAYGROUND

Manufacturer:  earthscape

EARTHSCAPE is an innovative company that collaborates with landscape architecture firms, municipalities, developers, zoos, museums, schools and child care centres to create innovative playscapes. It offers a variety of handcrafted and long-lasting bespoke playgrounds with sculptures and structures, and natural elements that promote social interaction and a creative playing environment.



These playscapes are ideal not only for physical health, but also for social and cognitive development. The playgrounds facilitate a natural and organic flow of activities as opposed to a typical and prescribed one.

This approach to designing playgrounds help the children connect with themselves as well as with nature in a unique fashion. The incorporation of natural materials not only makes the playgrounds blend harmoniously with the surroundings, but also sustainable and low maintenance.

<https://www.earthscapplay.com/>



6.5 OUTDOOR GYM

Manufacturer:  TrekFit

TREKFIT offers a series of circuit equipments that blend seamlessly with both urban and natural settings. Each circuit offers three phases: warm up, workout and stretching to help engage the cardiovascular system and burn maximum amount of calories. The different exercise stations in the circuit are equipped to offer anywhere between 20 to 50 fitness programs targeting different muscle groups.



Each circuit comes with a set of instruction panels by each station to inform the visitors about the different combinations of activities the equipment facilitates.



<https://trekfit.ca/>

6.6 LIGHTING

12V Two Arm Path Light - Textured Black

Manufacturer: **KICHLER**

Materials: Cast Aluminium or Cast Brass

Height: 560mm, Length: 153mm, Width: 77mm

The satin etched polycarbonate diffusion lens offers an even light dispersion and glare control. The bollards have a clean and modern design with no visible seams or screws.



6.7 SUSTAINABILITY MEASURES

INTRODUCTION

The Stratford Core Area and Waterfront Park will play an important role in the coming decades as the town adapts to climate change. Large scale urban green spaces can provide an exciting testing ground for low-impact green infrastructure that will be critical to helping the town meet its sustainability goals and build resilience to an uncertain future.

This section outlines key considerations and recommendations to guide the planning, design and management of the Stratford Core Area and Waterfront Park in a sustainable way.

SUSTAINABLE AND EFFICIENT DESIGN

Site planning and design for the Stratford Core Area and Waterfront Park should respond to environmental factors such as available light and sun, wind patterns, and snow drifting. Micro-climates and local conditions created by surrounding buildings and trees must be factored into the design process. The future of the Stratford Core Area and Waterfront Park should also emphasize sustainability in the design of structures and the open and recreation spaces. The design of structures and open spaces should adopt net-zero energy consumption principles in addition to the overall reduction in the amount of water that is required to maintain these structures and open spaces.

GREEN INFRASTRUCTURE

Many of the functions of traditional stormwater management systems can be offset or replaced by low impact development techniques or 'green infrastructure, which works to protect, restore and mimic the natural water cycle.' Techniques include the use of bioswales, rain gardens, naturalized retention ponds and soil cells which can be applied on different scales, from the local level to more landscape level implementations. Green infrastructure works by reducing the burden of traditional stormwater infrastructure by retaining water on site. There are many benefits, including habitat creation, aesthetic qualities, sequestering carbon, reducing the burden on pipes and treatment facilities, and recharging groundwater.

CLIMATE CHANGE AND RESILIENCE

Changes to the climate in the coming decades will have implications for the planning and design of the Stratford Core Area and Waterfront Park. Strategies such as guidelines around tree canopy management and renewal will be a very effective tool in mitigating the urban heat island effect and rising temperatures in general. Tree canopy targets should increase over time as the impacts of climate change alter weather patterns. Furthermore, active transportation and transit improvements have a number of environmental benefits including mitigating air pollution, reducing the embedded energy in vehicle production and maintenance processes, and reducing carbon emissions.

NATURALIZATION AND BIODIVERSITY

There was strong interest among the Stratford public in naturalizing the Waterfront Park area. The presence of naturalized areas offers a number of benefits beyond visual interest and habitat creation, such as groundwater recharge, reduced loads on treatment plants and moderated ambient temperatures, and more. Green infrastructure can be incorporated into the hardscapes and streetscapes at the edges and other vestige spaces to realize these benefits.

MICRO-CLIMATE COMFORT

Generally, Stratford's moderate climate will allow residents and visitors to enjoy the Waterfront Park year-round. Despite high levels of precipitation, the park will receive high levels of sun exposure throughout the year. Creating a landscape and urban environment that is responsive to the climate can create spaces that ensure the Waterfront Park will become an enjoyable and comfortable place to use and congregate. Proposed development in proximity to the park should prevent any negative impacts and the creation of uncomfortable micro-climate conditions by way of the structure's design, siting, or orientation.

6.8 PHASING AND OPEN SPACE COST ESTIMATES

The Class D - Concept Estimate enclosed represents the construction costs for the proposed public infrastructure in the Waterfront and Core Area Plan. Also included in the estimate are two streets that could potentially be cost-shared with private developers as they both service the public park and private development.

The construction costs for this report include all materials, labour, equipment, overheads, general conditions, plus mark-ups and contractor's profit, for the building and siteworks as presented in the project documents.

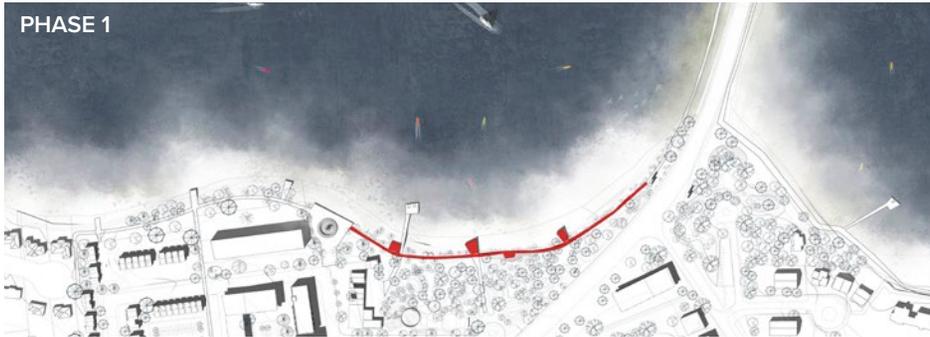
Quantities were measured based on the Canadian Institute of Quantity Surveyors (CIQS) standards for Method of Measurement and presented in elemental format.

Pricing reflects competitive bids for every element of the work for a project of this type procured under an open market stipulated lump sum bid contract in Stratford, PEI. Unit costs are developed and expressed as typical sub-contractor pricing and are inclusive of subcontractor's overheads and profits.

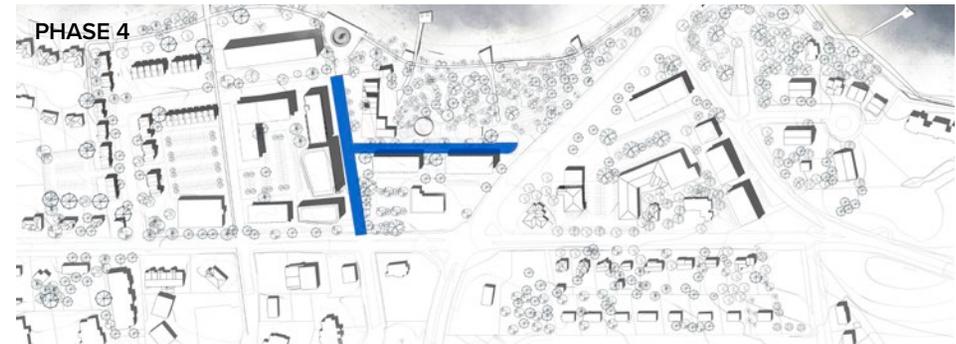
This estimate is an indication of the probable construction costs and is intended to represent fair market value of the construction costs. This estimate should not be considered a prediction of the lowest bid.

The following have been excluded from this cost report:

- + Furniture, fittings and equipment (FF&E) unless otherwise noted
- + Premium for single source materials or equipment Third party commissioning
- + Interim financing
- + Land acquisition costs
- + Swing space
- + Moving costs
- + Professional fees and disbursements phasing costs
- + Legal and survey costs
- + Risk allowance
- + Cost to dispose of contaminated materials



Item	Approximate Quantity	Unit	Unit Cost	Subtotal	Comments
Phase 1				\$ 585,000.00	
Miscellaneous excavation and backfill	1100	m2	\$ 15.00	\$ 16,500.00	Re-grade existing gravel path as required
Boardwalks	1100	m2	\$ 265.00	\$ 291,500.00	Timber footings, wood structure, wood decking
Bollard light fixtures and bases	44	no	\$ 1,500.00	\$ 66,000.00	
Underground conduit and power	400	m	\$ 90.00	\$ 36,000.00	
Look offs	3	no	\$ 50,000.00	\$ 150,000.00	15mx10m timber framing and deck
Reinstatement	1	sum	\$ 10,000.00	\$ 10,000.00	Topsoil and seeding
Site fixtures (benches, grabage receptacles)	1	sum	\$ 15,000.00	\$ 15,000.00	Allowance
Phase 2				\$ 1,100,000.00	
Miscellaneous excavation and backfill	2800	m2	\$ 15.00	\$ 42,000.00	Re-grade existing gravel path as required
Boardwalks	2800	m2	\$ 265.00	\$ 742,000.00	Timber footings, wood structure, wood decking
Relocate statue	1	sum	\$ 20,000.00	\$ 20,000.00	Remove and relocate statue
Diversity fountain feature	1	sum	\$ 41,000.00	\$ 41,000.00	
Surface treatment for statue surround	300	m2	\$ 30.00	\$ 9,000.00	
Bollard light fixtures and bases	54	no	\$ 1,500.00	\$ 81,000.00	
Underground conduit and power	500	m	\$ 90.00	\$ 45,000.00	
Look offs	3	no	\$ 30,000.00	\$ 90,000.00	15mx5m timber framing and deck
Reinstatement	1	sum	\$ 10,000.00	\$ 10,000.00	Topsoil and seeding
Site fixtures (benches, grabage receptacles)	1	sum	\$ 20,000.00	\$ 20,000.00	Allowance



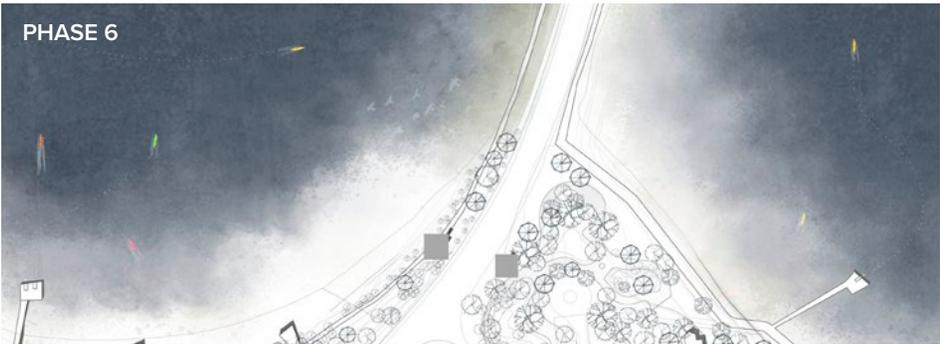
Item	Approximate Quantity	Unit	Unit Cost	Subtotal	Comments
Phase 3				\$ 227,000.00	
Miscellaneous excavation and backfill	3000	m2	\$ 5.00	\$ 15,000.00	Re-grade existing gravel road
Supply and place new gravel surface	1220	tonne	\$ 70.00	\$ 85,400.00	
Supply and place new asphalt paving	280	tonne	\$ 375.00	\$ 105,000.00	
Line painting	1	sum	\$ 1,600.00	\$ 1,600.00	
Reinstatement	1	sum	\$ 10,000.00	\$ 10,000.00	Seeding only
Site fixtures (benches, grabage receptacles)	1	sum	\$ 10,000.00	\$ 10,000.00	Allowance
Phase 4				\$ 4,357,000.00	
Main Entrance Street					
Environmental/locates	1	sum	\$ 5,000.00	\$ 5,000.00	
Miscellaneous excavation and backfill to subgrade	3500	m2	\$ 15.00	\$ 52,500.00	
Supply and place Type 1 and Type 2 granular	1900	tonne	\$ 40.00	\$ 76,000.00	
Supply and place asphalt	480	tonne	\$ 275.00	\$ 132,000.00	
Line painting	1	sum	\$ 2,525.00	\$ 2,525.00	
Supply and place concrete curb and gutter	350	m	\$ 200.00	\$ 70,000.00	
Supply and place concrete sidewalks	420	m2	\$ 180.00	\$ 75,600.00	
Services: Town water main	200	m	\$ 485.00	\$ 97,000.00	Potential shared costs
Services: Watermain laterals	5	no	\$ 2,500.00	\$ 12,500.00	Potential shared costs
Services: Stormwater	200	m	\$ 425.00	\$ 85,000.00	Potential shared costs
Services: Storm laterals	5	no	\$ 15,000.00	\$ 75,000.00	Potential shared costs
Services: Stormwater manholes	5	no	\$ 7,500.00	\$ 37,500.00	Potential shared costs
Services: Stormwater catchbasins	8	no	\$ 15,000.00	\$ 120,000.00	Potential shared costs
Services: Sanitary	200	m	\$ 425.00	\$ 85,000.00	Potential shared costs
Services: Sanitary laterals	5	no	\$ 15,000.00	\$ 75,000.00	Potential shared costs
Services: Sanitary manholes	5	no	\$ 7,500.00	\$ 37,500.00	Potential shared costs
Services: Electrical & communications ductbank	225	m	\$ 675.00	\$ 151,875.00	Potential shared costs
Services: Electrical manholes	3	no	\$ 28,000.00	\$ 84,000.00	Potential shared costs
Services: Pull pits	2	no	\$ 3,000.00	\$ 6,000.00	Potential shared costs
Conduit and power	400	m	\$ 1,500.00	\$ 600,000.00	Potential shared costs
Street lighting	8	no	\$ 15,000.00	\$ 120,000.00	
Topsoil and sod	1	sum	\$ 25,000.00	\$ 25,000.00	
Trees	1	sum	\$ 10,000.00	\$ 10,000.00	
Signage	1	sum	\$ 10,000.00	\$ 10,000.00	

Item	Approximate Quantity	Unit	Unit Cost	Subtotal	Comments
Shared Street					
Environmental/locates	1	sum	\$ 5,000.00	\$ 5,000.00	
Miscellaneous excavation and backfill to subgrade	3600	m2	\$ 15.00	\$ 54,000.00	
Supply and place Type 1 and Type 2 granular	2100	tonne	\$ 40.00	\$ 84,000.00	
Supply and place pavers	2550	m2	\$ 300.00	\$ 765,000.00	
Supply and place concrete curb and gutter	400	m	\$ 200.00	\$ 80,000.00	
Supply and place concrete sidewalks	500	m2	\$ 180.00	\$ 90,000.00	
Services: Town water main	200	m	\$ 485.00	\$ 97,000.00	Potential shared costs
Services: Watermain laterals	5	no	\$ 2,500.00	\$ 12,500.00	Potential shared costs
Services: Stormwater	200	m	\$ 425.00	\$ 85,000.00	Potential shared costs
Services: Stormwater laterals	5	no	\$ 15,000.00	\$ 75,000.00	Potential shared costs
Services: Stormwater manholes	5	no	\$ 7,500.00	\$ 37,500.00	Potential shared costs
Services: Stormwater catchbasins	8	no	\$ 15,000.00	\$ 120,000.00	Potential shared costs
Services: Sanitary	200	m	\$ 425.00	\$ 85,000.00	Potential shared costs
Services: Sanitary laterals	5	no	\$ 15,000.00	\$ 75,000.00	Potential shared costs
Services: Sanitary manholes	5	no	\$ 7,500.00	\$ 37,500.00	Potential shared costs
Services: Electrical & communications ductbank	200	m	\$ 675.00	\$ 135,000.00	Potential shared costs
Services: Electrical manholes	3	no	\$ 28,000.00	\$ 84,000.00	Potential shared costs
Services: Pull pits	2	no	\$ 3,000.00	\$ 6,000.00	Potential shared costs
Conduit and power	150	m	\$ 1,500.00	\$ 225,000.00	Potential shared costs
Street lighting	8	no	\$ 15,000.00	\$ 120,000.00	
Topsoil and sod	1	sum	\$ 20,000.00	\$ 20,000.00	
Trees	1	sum	\$ 9,500.00	\$ 9,500.00	
Signage	1	sum	\$ 10,000.00	\$ 10,000.00	



Item	Approximate Quantity	Unit	Unit Cost	Subtotal	Comments
Phase 5				\$ 5,546,000.00	
Environmental/locates	1	sum	\$ 5,200.00	\$ 5,200.00	
Construct windbreak mounds (imported fill)	3000	m3	\$ 25.00	\$ 75,000.00	
Topsoil and seeding	6000	m2	\$ 15.00	\$ 90,000.00	
Supply and place trees	250	no	\$ 1,000.00	\$ 250,000.00	
Allowance for shrubs/grasses	1	sum	\$ 75,000.00	\$ 75,000.00	
Topsoil and sod	5000	m2	\$ 20.00	\$ 100,000.00	
Topsoil and seeding	6000	m2	\$ 15.00	\$ 90,000.00	
Construct interior boardwalks	340	m2	\$ 270.00	\$ 91,800.00	Timber footings, wood structure, wood decking
Construct shoreline boardwalks	130	m2	\$ 900.00	\$ 117,000.00	Timber footings, wood structure, wood decking
Construct kayak launch/floats	160	m2	\$ 900.00	\$ 144,000.00	Sectional floating docks
Supply and place plaza pavers	2920	m2	\$ 250.00	\$ 730,000.00	
Supply and place concrete sidewalks	420	m2	\$ 200.00	\$ 84,000.00	
Allowance for trees, shrubs, plantings at plaza	1	sum	\$ 50,000.00	\$ 50,000.00	
Supply and place pavers through park	5000	m2	\$ 250.00	\$ 1,250,000.00	
Bollard lighting	80	no	\$ 1,500.00	\$ 120,000.00	
Power and conduit	600	m	\$ 90.00	\$ 54,000.00	
Shape, grading to amphitheatre	1	sum	\$ 15,000.00	\$ 15,000.00	
Construct stage	60	m2	\$ 600.00	\$ 36,000.00	Timber structure
Tennis court	1	sum	\$ 110,000.00	\$ 110,000.00	Asphalt with rubber surface
3 on 3 basketball court	1	sum	\$ 65,000.00	\$ 65,000.00	
Natural playground	1	sum	\$ 220,000.00	\$ 220,000.00	
Construct rubberized surface	200	m2	\$ 275.00	\$ 55,000.00	
Construct pinp pong table area	1	sum	\$ 12,000.00	\$ 12,000.00	
Construct outdoor gym area	1	sum	\$ 165,000.00	\$ 165,000.00	Includes allowance for equipment
Construct beach volleyball court	1	sum	\$ 30,000.00	\$ 30,000.00	Sand court
Construct public fire pit	1	sum	\$ 57,000.00	\$ 57,000.00	
Construct wet land areas	1	sum	\$ 75,000.00	\$ 75,000.00	
Site furnishings picnic tables	8	no	\$ 5,500.00	\$ 44,000.00	
Site furnishings bike racks	4	no	\$ 1,500.00	\$ 6,000.00	
Site furnishing: waste receptacles	10	no	\$ 1,000.00	\$ 10,000.00	
Site furnishing: benches	30	no	\$ 4,000.00	\$ 120,000.00	
Pavilion building	1	sum	\$ 1,200,000.00	\$ 1,200,000.00	Includes washrooms, canopy for market

PHASE 6



Item	Approximate Quantity	Unit	Unit Cost	Subtotal	Comments
Phase 6				\$ 713,000.00	
Environmental/locates	1	sum	\$ 3,000.00	\$ 3,000.00	
Miscellaneous excavation and backfill	500	m3	\$ 120.00	\$ 60,000.00	
Concrete bases	2	no	\$ 175,000.00	\$ 350,000.00	
Wood entrance portals	2	no	\$ 100,000.00	\$ 200,000.00	Steel and timber construction
Reinstatement	1	sum	\$ 50,000.00	\$ 50,000.00	Topsoil and seeding
Lighting, electrical connections	1	sum	\$ 50,000.00	\$ 50,000.00	
Total Construction Cost				\$ 12,528,000.00	

6.9 PLANNING DOCUMENT AMENDMENTS

RATIONALE FOR RECOMMENDATIONS

'Appendix A - Land Use Regulations' at the end of this document highlights a number of passages in the Zoning and Development Bylaw which may run contrary to the objectives of the Official Plan and other Town policies. This section is concerned with the identification of appropriate amendments that will support the overall development vision for the Stratford Waterfront.

In addition to the analysis of current policy and bylaw documents, recommendations for amendments also take into consideration:

- + the results from public consultations which are summarized in the 'What We Heard' section of this report.
- + The final concept design for the waterfront, which creates various interfaces between public and private land that require specific design rules

The public consultation documented in this report has shown that the original Waterfront Core Area Vision from 2008 is not entirely applicable anymore. The context of the site and preferences for public spaces have evolved, requiring adjustments to certain elements of the vision - both in the Official Plan and in the Zoning and Development Bylaw. Today, the public attaches more value to natural amenities and opportunities to get active in the outdoors. The original vision aiming to re-create the look and feel of a historic downtown therefore appears somewhat rooted in the past. Nevertheless, there are good principles of planning that originate in traditional downtowns and still need to be carried forward.

This report advanced two alternative concepts for the Waterfront Core Area, which were adapted to a final conceptual design following a public critique of the initial concepts. The final concept creates several areas that form important seams between public and private lands. Discussions about the right type of development in proximity to the park highlighted the need to pay particular attention to these areas. Since the public has co-created the

park to become a largely open and natural space, this also means that surrounding building will be visible from many locations in the park and define the perception of persons spending time in the park of arriving from Charlottetown over the Hillsborough Bridge. For a sense of comfort and safety in the park, it is therefore important for building wall immediately surrounding the park to be as active and vibrant as the park itself.

Based on the analysis of current documents, public feedback and the final concept design for the waterfront, this report section advances Bylaw amendment recommendations in the following order:

- + Recommended amendments to the General Part of the Zoning and Development Bylaw
- + Recommended amendments to Zones specific to the Waterfront Core Area
- + Recommended amendments to Core Area Design Standards
- + Recommended amendments to the Official Plan

Changes in the proposed bylaw provisions are highlighted with **bold letters**, while remainder text for context is shown in regular font.

RECOMMENDED AMENDMENTS TO THE GENERAL PART OF THE ZONING AND

SECTION 8.36 - DWELLING WITHIN COMMERCIAL BUILDINGS

Amend section to the following wording:

Where a Dwelling Unit is proposed in connection with a commercial Use the following minimum standards shall apply:

- a) the Dwelling Unit, or any part thereof, shall not be located ~~on the ground floor or at Street level~~ below a commercial Use;
- b) the Dwelling Unit is not located above any Use or activity that stores or uses hazardous or explosive materials;
- c) separate entrances serve the Dwelling Unit;
- d) (for each Dwelling Unit, 37 sq. m. (400 sq. ft.) of landscaped Open Space **are provided, except where this requirement can be waived due to the boundary of a municipal park property being located within 400 metres of the proposed building**
- e) **The overall parking requirement for residential and commercial land uses in the building is reduced by 25%; and**
- f) each Dwelling Unit meets the requirements of the Provincial Fire Marshal; and
- g) ~~the total Floor Area of a Dwelling Unit does not exceed the commercial Floor Area.~~

Rationale for change:

- + the area's capacity to absorb new commercial space is likely limited, especially since the demand for commercial space has generally decreased since the home-office shift of the pandemic. The ground floor at the rear of buildings should not be excluded from the option to accommodate residential space in mixed use buildings.
- + Since mixed-use neighbourhoods will require less parking in tendency, since they are more conducive to active lifestyles and offer potential for synergies in usage of parking spots. Therefore, reductions in parking requirements is reasonable for such buildings.
- + The ratio of open space to buildings is already very high in the waterfront core area.

SECTION 8.37 - SPECIAL PROVISIONS FOR CORE AREA PARKING

Amend section to the following wording:

8.371 ~~Within the Core Area, Council may approve the provision of off-site parking provided that the Developer either owns the off-site parking area or has entered into a binding agreement for the long term use of the parking area.~~

8.371 Council may ~~also~~ accept cash in lieu of parking spaces where parking can be publicly provided. The amount of the cash in lieu contribution shall be determined by Council and shall reflect the projected or actual cost of land acquisition and parking lot development.

8.372 Council may adjust the parking requirements under this Bylaw to reflect the availability of on-street parking in the immediate vicinity of a Development or to acknowledge other mitigating factors such as the availability of public transit, proximity to significant residential densities (with pedestrian access), efficiencies of scale and use or peak demand synergies.

Rationale for change:

- + stand-alone parking lots are among the most detrimental types of land uses for the objectives of an active, vibrant and sustainable community core. If additional parking is required, the Town can provide for spaces in a controlled manner within public right-of-ways and on select properties. However, the private sector should not be encouraged to use prime waterfront lands for any type of surface parking lot that is not accessory to a building.

SECTION 10.1 - PARKING REQUIREMENTS

Add the following as a new section 10.1.4

Within the Waterfront Core Area, up to 50% of the regular parking requirements triggered by dwelling units may be substituted by an equal amount of bicycle parking stalls that are located inside the building or in a separate roofed and sheltered structure on the same lot as the main building. Access to such a bicycle parking area must be secured against unauthorized entry and individual parking racks need to comply with one of the following standards:

- a) inverted-U that is at least 0.90 metres high;
- b) post-and-ring that is at least 0.90 metres high;
- c) vertical racks that are wall-mounted, not exceeding 50% of the total number of required bicycle parking spaces; or
- d) two-tier racks with a lift-assist.

Rationale for change:

- + The installation of the active transportation lane on the Hillsborough Bridge has created enormous opportunity for a car-free lifestyle. New developments on the Stratford waterfront are now within an easy 15-minute bike ride from all of Downtown Charlotte-town. Basic amenities such as groceries and pharmacies are in walking distance at the waterfront. The Stratford Waterfront is perhaps the only location in Town where a vision of living without cars may finally be realistic for a larger share of residents.
- + In order to facilitate active lifestyles, active transportation must become the easiest choice and most convenient mode of travel. Adequate bicycle parking facilities are a very important element in this mix. Buildings will only be designed to accommodate such facilities if developers are required or incentivized to install bike facilities that make their use convenient. Since the provision of bike parking goes hand-in-hand with a reduced need for motor vehicle parking, we recommend to use this option of an incentive.

RECOMMENDED AMENDMENTS TO THE WATERFRONT CORE AREA ZONES IN THE ZONING AND DEVELOPMENT

PERMITTED LAND USES

Within the Waterfront Residential (WR) Zone, amend the permitted uses under 11.6.2 as follows:

- No Building or part thereof and no land shall be used for purposes other than:
- i. Town House Dwellings or Row House Dwellings;
 - ii. Apartment Buildings (owned either individually or as condominiums);
 - iii. ~~Private Garages;~~
 - iv. ~~Parking Lots; and~~
 - v. Accessory Buildings.

Within the Waterfront Mixed Use (WMU) Zone, amend the permitted uses under 12.1.2 as follows:

- No Building or part thereof and no land shall be used for purposes other than:
- i. Apartment Units, **subject to placement requirements in Core Area Design Standards;**
 - ii. Business and Professional Offices;
 - iii. Retail Stores;
 - iv. Restaurants and Lounges;
 - v. Service and Personal Service Shops;
 - vi. Banking and Financial Institutions;
 - vii. Entertainment Facilities;
 - viii. Institutional Buildings;
 - ix. Hotels, Motels or other Tourist Establishments;
 - x. Health Clinics;
 - xi. ~~Parking Lots;~~
 - xii. ~~Parking Garages;~~ and
 - xiii. Accessory Buildings.

Within the Waterfront Mixed Use (WMU) Zone, amend the special permit uses under 12.1.3 as follows:

- a) Notwithstanding Subsection 12.1.2 above, Council may issue a Development Permit for the following uses subject to such terms and conditions as Council deems necessary:
 - i. **Existing** Service Stations;
 - ii. **Existing** Activities connected with the Automobile Trade other than a Scrap Yard, Auto Body Shop.
- b) Prior to the issuance of a Development Permit for a Special Permit Use Council shall ensure that it conforms to Section 11.1.4(b) of this Bylaw.

Rationale for change:

- + As previously elaborated, stand-alone parking lot land uses do not appear to be a desirable addition to the waterfront core area and should therefore not be included in the list of permitted uses.
- + Similarly the development of new car service stations or garages on one of the vacant lots in the waterfront core area would constitute a missed opportunity to pursue the objectives of the Town's official plan. Consequently, these uses should not be permitted.
- + Since the Town's Zoning and Development Bylaw has very strict provisions concerning nonconforming land uses, the two existing automobile related businesses in the waterfront core area should not be barred from any future building expansions. Therefore 'existing' automobile trade uses can be introduced as permitted uses to strike a balance between the needs of these businesses and the needs of the waterfront as a whole.

APPROACH TO THE CORE AREA DESIGN STANDARDS

The main weakness of the Core Area Design Standards for the waterfront (which constitute Appendix C to the Zoning and Development Bylaw) is the lack of a clear distinction between rules which developers *have* to follow and guidelines which developers *ideally should* follow. As demonstrated in the analysis within the Appendix to this report, the wording of many provisions within the Core Area Design Standards is ambiguous and creates uncertainty on whether certain bylaw passages are hard requirements or just development characteristics that are 'nice to have'. This can lead to protracted permitting processes and can potentially put planning staff in a difficult position when leading negotiations on proposed developments.

Consequently, the Waterfront Core Area Design Standards should be divided into

- + Standards that are non-negotiable and need to be followed by all developments, especially those that apply for a regular and unconditional permit, and
- + Guidelines that leave some room for interpretation, but provide an orientation on how to lead negotiations with land owners and developers in case of conditional permits and development agreements.

This could be accomplished by amending Sections 11.6.5 (in the case of the Waterfront Residential (WR) Zone) and 12.1.5 (in the case of the Waterfront Mixed Use (WMU) Zone) as follows:

DEVELOPMENT STANDARDS

- All Development in a WR/WMU Zone shall conform to the Development Standards as noted in APPENDIX C - Core Area Design Standards - WATERFRONT CORE AREA (WCA).
- All conditional permits and development agreements in a WR/WMU Zone shall conform to the Development Guidelines as noted in APPENDIX C - Core Area Design Standards - WATERFRONT CORE AREA (WCA).

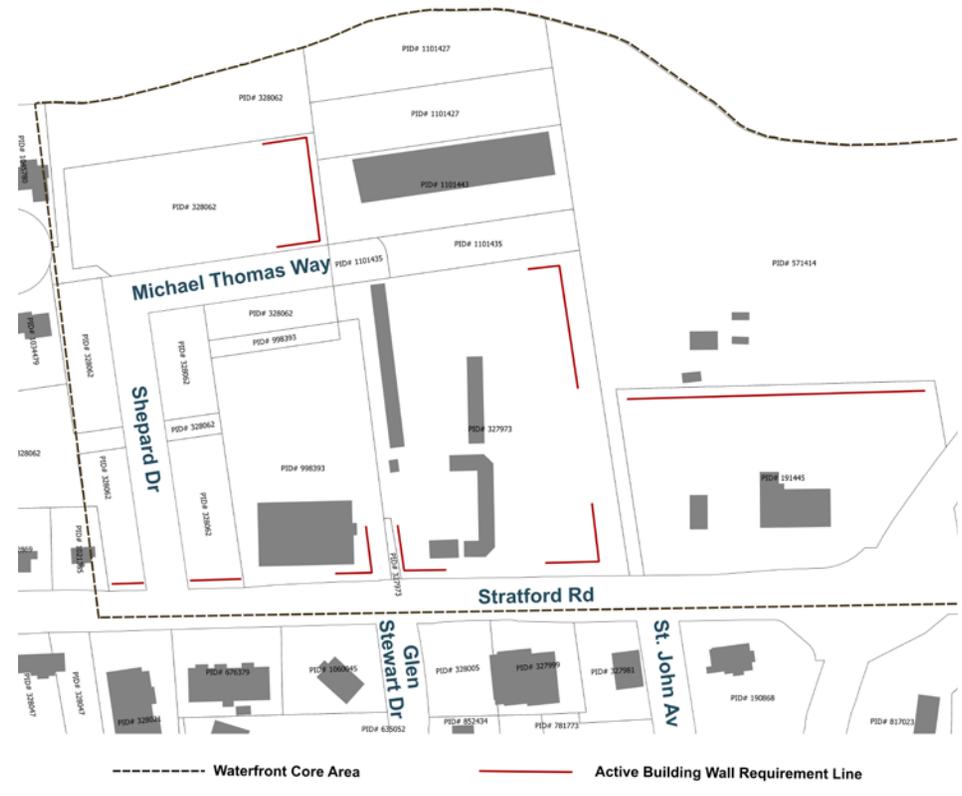


Figure 1: Building wall sections that do not allow residential uses on the ground floor

RECOMMENDED AMENDMENTS TO THE CORE AREA DESIGN STANDARDS - WATERFRONT CORE AREA (WCA)

WATERFRONT CORE AREA STANDARDS

The following presents a recommended version of the Zoning and Development Bylaw's Appendix C. The first part of the document is suggested to be dedicated to Development Standards only, i.e. those provisions of the Bylaw that must be followed just like any other provisions in the bylaw's main document. Some provisions from the current version have sufficient stringency that they can be taken over into that part, in which case they are shown with regular font. Amended sections or new parts are shown in **bold letters**.

BUILDING HEIGHT

- a) Building height in the WCA shall be no less than 20 feet and no greater than 4 stories. The 4th floor shall be incorporated into the roof design.
- b) Notwithstanding the above, buildings **having** a height greater than 4 stories may be approved by Council **where the majority of Waterfront Core Area Development Guidelines is complied with in addition to Development Standards.**

MASSING

i. No footprint of any building shall exceed a total length of 64 metres in any dimension.

ii. Buildings shall include elements of either horizontal or vertical articulation.

To comply with vertical articulation standards, buildings shall not have any stretch of wall with a width of more than 12 metres unless it is vertically articulated by at least two of the following:

- a) A recess or protrusion in the building wall with a depth of at least 0.5 metres, or
- b) A change in wall colour and material

To comply with horizontal articulation standards, the ground floor of a buildings needs to differ in colour and texture of external materials compared to other floors.

iii. Building footprint envelope shall remain within **48 metres** of the street right-of-way.

iv. Rear yard entry into buildings shall be provided.

FORM AND CHARACTER

i. All buildings shall be stepped back from any street line above the third storey. The length of the setback shall be 1.5 metres per additional storey above three.

ii. Where a proposed building is to be situated within 36 metres of a single unit dwelling, semi-detached dwelling, duplex or registered heritage building, the building wall of the proposed building nearest to that existing building shall be stepped back at the height of the existing building's cornice line by at least 12 metres. In case that cornice line is lower than 6.1 metres (20ft) above grade, the wall height under the setback shall be 6.1 metres.

GROUND FLOORS

Ground floors facing streets shall have pedestrian entrances at least every 20 metres. In the case of multi-unit dwellings with dwelling units on the ground floor, pedestrian entrances shall be provided every 12 metres and these entrances shall provide independent access to these dwelling units through a porch or patio with a depth of not less than 1.5 metres.

Unless the ground floor is used for residential dwelling units, the minimum percentage of glazing in a non-residential building wall facing a street shall be 50%.

The ground floors of building walls abutting an 'Active Building Wall Requirement Line' as shown in Figure 1 are subject to special land use placement requirements and may not be used for dwelling units within the first 20 metres of a ground floor, as measured from a building wall facing such an 'Active Building Wall Requirement Line'.

FRONT YARDS

- i. All commercial buildings shall be constructed on the front lot line.
- ii. Notwithstanding the above, Council may approve commercial buildings with a maximum front yard setback of twenty (20) feet where the front yard is utilized as a courtyard or patio and where the area is fully landscaped and is effectively integrated into the streetscape and compliments the overall building design.
- iii. All residential buildings shall have a maximum front yard setback of **3.3 metres** (10 ft.)

PATIOS

- i. No upper storey patios shall project over a public right-of-way.

ARCHITECTURAL DETAILS

- i. ~~Exterior finish of buildings, excluding roof treatments, are encouraged to be brick, finished concrete, architecturally faced block, stucco, or wood.~~
- ii. Untreated or unfinished concrete, vinyl, metal or aluminum as a final building finish is **prohibited**.

SITE ELEMENTS

- i. Site elements such as storage, shipping and loading areas, transformers and meters, bay doors and garbage receptacles shall be screened from adjacent streets.

PARKADES

- i. Parkades should be integrated within a structure **of another land use permitted in the applicable zone**. The exterior facade and site development of these structures should be sensitive to and complement the existing streetscape or the streetscape vision if no development has occurred along that street.

SIGNAGE

- i. Projecting signs shall not exceed 6 sq. ft.
- ii. Signs on the second storey are permitted provided they are no greater than 12 sq. ft.
- iii. Signs in the first storey are permitted provided they are no greater than 9 sq. ft.
- iv. Back-lit signs are not permitted, except to back light raised lettering signs only.
- v. Signs should be externally illuminated, ~~preferably with downward lighting such as gooseneck lighting.~~
- vi. Signs must have at least 9.0' of ground clearance.
- vii. No free-standing signs shall be permitted unless they are located within a permitted front yard, are adequately integrated into the building design and landscaping plans and are ground mounted and do not exceed four (4) feet in height and a maximum of thirty-two (32) square feet.

RECYCLING AND GARBAGE

- i. Provision should be made for storage space within individual units, and in the main garbage storage area of each building, for a full recycling program for residential waste.
- ii. Garbage holding areas should be contained within buildings or, if adjacent to a building, be designed with adequate screening. In no case should large garbage containers be left exposed to the street. These areas are to be properly ventilated, enclosed behind operable doors and equipped for full sanitary management.

VIEW PLANE CORRIDORS

- i. **In order to preserve the views of the Hillsborough River, no permanent structure shall be erected within the first six metres above grade on all corridors marked as view planes in Figure 2.**



APPENDIX A - LAND USE REGULATIONS

A1 STRUCTURE OF PLANNING IN STRATFORD

Land Use Planning in the Town of Stratford mainly flows from two documents: The Official Plan ("Imagine Stratford") and the Zoning and Development Bylaw. Both documents take their authority from the Planning Act of Prince Edward Island and have slightly different functions:

The Official Plan describes the spatial dimension of the town's sustainability vision. It sets high-level objectives for the development of the town, and establishes policies for its governance. The Official Plan also enables the application of the Zoning and Development Bylaw and defines basic principles of its functioning.

The Zoning and Development Bylaw is the regulatory framework for all land use and subdivision within the boundaries of the town. It allows Town of Stratford staff to administer land use rules through permitting procedures.

UPLAND's review of planning documents will be based on the following approach: we will analyze the main aspects of the Town's Sustainability Vision and Official Plan as it relates to the Waterfront core area, and will evaluate whether the provisions of the Zoning and Development Bylaw support that vision or if there are any constraints hidden in the bylaw.

As a last step in this process, we will also determine if the proposed waterfront park design warrants any changes to the Zoning and Development Bylaw. The final design of public spaces may necessitate amendments to bylaw regulations, so that the interface of public and private lands works well and both land uses complement each other.



A2 ANALYSIS OF OFFICIAL PLAN PRINCIPLES

This section will review the Official Plan's policy guidance related to the Waterfront Core Area. The Plan provides the following insights on the general approach in development in all of the Town's Core Areas adopted by the Subsidiary Official Plan:

"The general message is that there is room for a wide range of commercial core area types in Stratford, assuming that high quality development can be assured and provided that they occur in areas where they are best suited. Individual developments must contribute to the greater whole of the Core Area in Stratford, and they must participate in 'place making' at the highest level. A proactive Core Area Plan is a real imperative for Stratford."

In accordance with the Plan's Section 1.6, General Sustainability Principles for all Core Areas comprise:

- + Ecological Protection
- + Stewardship
- + Density
- + Diversity
- + Resource Efficiency
- + Sustainable Transport
- + Affordable and Green Housing
- + Pollution Reduction
- + Distinctiveness
- + Sufficiency

The meaning and application of these principles are described in more detail in the Plan. This report will refer to the applicable sections when required and suggest design decisions with these principles in mind.

WATERFRONT CORE AREA

Specifically related to the Waterfront, the Official Plan states the following:

"The Waterfront Core Area (WCA) will be the heart of Stratford's future downtown. The creation of a Waterfront Core Area has the most potential to influence positive change in the community. With public amenities such as municipal parks and walking/cycling trails linked to a public waterfront plaza, municipal wharf and marina, and an active compact downtown, the Waterfront Core Area will be the "100% point" (the central gathering area) for Stratford. Furthermore, the vision for the Waterfront Core Area is to create a physical place that conjures a mental picture in the minds of visitors and tourists whenever Stratford is mentioned. The Waterfront Core Area will become the primary location for high profile functions and events such as festivals, concerts, and ceremonies and will be the focal point of a mixed use downtown full of retail shops and residential living."

The section on the Waterfront Core Area sets the foundation for by-law requirements concerning streetscapes and buildings locations close to the street, design elements that contribute to the gateway image of the area, open space principles and the construction of new streets. Among the many items discussed in these paragraphs, the following aspects have particular relevance for the Zoning and Development Bylaw:

- + Architectural Style and Character "of the Highest Quality" are expected from Buildings
- + The streetscape design differentiates the new downtown from other areas of Stratford
- + Design Guidelines directing "the appropriate form of development" in the Waterfront Core Area

VISION FOR WATERFRONT

On the desired future state of the Waterfront, the Official Plan reads as follows:

"The Waterfront Core Area has become the commercial heart of Stratford and many businesses have located in the commercial area to capitalize on the many advantages offered by the compact, walkable and visually pleasing atmosphere in the Waterfront Core

Area. A new Main Street off Stratford Road will have active retail/commercial space on the ground floor, with residential space or office above. Other areas of the WCA will have multi-unit residential of the highest quality design with front doors and raised verandas overlooking the street so neighbours can talk to one another. There are no blank walls on the street, no driveways and no single entry apartment building masses.”

Key takeaways from this vision statement include:

- + New Main Street proposed as area anchor
- + Mixed-Use and Medium-Density residential buildings
- + Several design elements of buildings introduced

Further to the above, the Official Plan envisions that the Waterfront will contribute to the Town of Stratford and help shape the overall community perception as follows:

“Stratford will be perceived positively as a truly Canadian small town with its award winning architecture and streetscapes, accessible and attractive downtown venues, parks and other open spaces containing playgrounds and works of public art, pedestrian-friendly streets, and theme signage and lighting. The signage will reflect Stratford’s rich heritage, specifically its history as a centre of agriculture and pay tribute to the previous villages that combined to form Stratford. Sidewalks covered by a tree lined canopy complete the dynamic, vibrant streetscape that is complimented by theme lighting, colourful banners, and seating and street furniture that reflect the Maritime heritage of Stratford. Most importantly, there will be vitality and activity downtown and a sense of place for the people of Stratford. People of all ages and types, will be able to shop, dine, and even work in the same town where they live.”

This part of the vision statement mixes overarching strategic goals and design details. As takeaways for design requirements in the Zoning and Development Bylaw, the following

shall be noted:

- + Public Spaces Facilitating Interaction; Pedestrian-friendly environments
- + Arts and beautification are essential elements of the area
- + Focus on Heritage
- + Vibrant, complete and inclusive community

DESIGN GUIDELINE INTENT

The following is a policy directly enabling the Design Standards contained in the Zoning and Development Bylaw:

“The intent of these Design Standards is to create a Waterfront Core Area (WCA) with a strong historic downtown character. In order to achieve this outcome, a mixed-use development approach has been adopted that utilizes the following elements:



- *traditional building forms and massing*
- *zero lot line development*
- *historic architectural details*
- *attractive streetscapes*
- *welcoming facades*
- *human scale*
- *public and intimate spaces*
- *waterfront activity*
- *waterfront views*
- *human interaction*
- *minimal vehicle dominance”*



A3 ZONING AND SUBDIVISION BYLAW

The bylaw is based on the following elements:

- + Regulations concerning subdivision and consolidation of land parcels, including the 'Sustainable Subdivision Scoring System'
- + A Zoning Map that divides properties in the Town of Stratford into various zones
- + General Development Provisions, Signage and Parking Requirements which apply to all zones in the bylaw
- + Permitted Uses, Lot requirements and Development Standards applicable to individual Zones
- + Core Area Design Standards, with specific development standards and guidelines for the Waterfront Core Area and
- + Finally, a number of administrative and housekeeping provisions including definitions, amendment procedures etc.

Any development within the project boundary needs to comply with all of the above mentioned sections of the bylaw. Many provisions regulate common issues, e.g. they prohibit industrial development in residential neighbourhoods or dangerous signage, stipulate minimum setback requirements from neighbouring properties or set rules that any new development needs to be connected to the municipal wastewater system.

These types of rules are necessary and common. They are basic principles of development based on good planning practice and to be found in any planning bylaw across the Maritimes and beyond. However, other provisions in the Town of Stratford Zoning and Subdivi-

sion Bylaw are of a rather optional character. Such rules regulate very specific aspects of development and may have been introduced in response to certain concerns or events. Other rules may simply need an update to reflect a more contemporary vision for the town.

Finally, development bylaws are complex documents, and there are always provisions that do not function as intended. The bylaw review will also include a close look at differences between firm rules and less definite guidance.

Consequently, the following pages will not examine basic development rules in any great detail, but rather focus on pages of the development bylaw that are unusual, unclear or appear to contradict the intent of the town's Sustainability Vision or policies of the Official Plan.

Zoning Map



Zoning

	R1	Single Family Residential
	R2	Two-Family Density Residential
	R3	Multiple Family Residential
	WR	Waterfront Residential
	WPS	Waterfront Public Space
	WMU	Waterfront Mixed Use
	C1	General Commercial
	PSI	Public Service and Institutional

	Sidewalk or Trail
	Street
	Contour (1m interval)
	Building
	Parcel
	Project Extent

8.36 - DWELLING UNITS WITHIN COMMERCIAL BUILDINGS

Where a Dwelling Unit is proposed in connection with a commercial use the following minimum standards shall apply:

- d) for each Dwelling Unit, 37 sq. m. (400 sq. ft.) of landscaped Open Space and 1.5 Parking Spaces are provided;
- e) (...)
- f) the total Floor Area of a Dwelling Unit does not exceed the commercial Floor Area.

Under regular conditions, multi-unit dwellings with more than 19 dwelling units only need to provide one parking space per dwelling unit. It is not clear why this amount would need to be higher for multi-unit dwellings. Intuition would suggest the opposite: in a mixed-use neighbourhood apartment/condo residents are more likely to have only one car per household or to lead a car-free lifestyle all together.

The requirement of 37 m² open space per apartment unit is not necessarily conducive of a vibrant, tightly-knit downtown environment. While apartments in neighbourhoods without access to park space may benefit from such a provision, this requirement seems overly onerous in the vicinity of the newly designed waterfront park. Other municipalities offer exemptions to the requirements within a certain distance from municipal parks, e.g. within a 1/4 mile radius, which is a typical value used as 'reasonable walking distance' in transportation literature.

Finally, the requirement relating to the total floor area of dwelling units needs to be corrected. In its current form, it is ambiguous and could mean many things. Planning staff of the Town of Stratford clarified that this is an error in the bylaw, and that the intent of the provision is to require the total floor area of all dwelling units not to exceed the total commercial floor area of the building.

However, such a requirement creates difficulties for the economic feasibility of mixed-use buildings without any clear justification. The hot rental market of the Greater Charlottetown Area creates a great demand for residential units. Developments with 3-4 stories above a commercial ground floor are not only unproblematic from an urban design perspective, but also highly desirable from a housing affordability perspective.

8.37 - SPECIAL PROVISIONS FOR CORE AREA PARKING

Within the Core Area, Council may approve the provision of off-site parking provided that the Developer either owns the off-site parking area or has entered into a binding agreement for the long term use of the parking area.

This provision promotes stand-alone parking lots within the waterfront lands. It should be reviewed whether such usage of waterfront core area properties is in line with the objectives for this area.

10.4 - WATERFRONT RESIDENTIAL ZONE (WR)

No Building or part thereof and no land shall be used for purposes other than:

- a) Town House Dwellings or Row House Dwellings;
- b) Apartment Buildings (owned either individually or as condominiums);
- c) Private Garages;
- d) Parking Lots; and
- e) Accessory Buildings.

As mentioned in the comments to section 8.37, to permit stand-alone parking lots and garages may not be in line with the objectives for the Waterfront Core Area.

12.1 WATERFRONT MIXED USE ZONE (WMU)

12.1.3 SPECIAL PERMIT USES

Notwithstanding Subsection 12.1.2 above, Council may issue a Development Permit for the following uses subject to such terms and conditions as Council deems necessary:

- i. Service Stations;
- ii. Activities connected with the Automobile Trade other than a Scrap Yard, Auto Body Shop.

Prior to the issuance of a Development Permit for a Special Permit Use Council shall ensure that it conforms to Section 11.1.4(b) of this Bylaw.

The fit of gas stations and car dealerships in the Waterfront Mixed Use area does not seem to fit the vision for the waterfront very well. As it currently stands, the most valuable lands in the town may still be repurposed for the automobile trade: a land-consuming industry that does not attract residents to the area nor does anything to enhance the experience of waterfront lands.

Existing Automobile businesses in the Waterfront Area could be allowed to expand through a special permit, but the location of new automobile businesses in the areas does not seem advisable.

12.1.6 LOT REQUIREMENTS

The following requirements shall apply to Development in a WMU Zone: i. All lot requirements noted in Subsection 11.6.2.ii for Apartments shall apply to all forms of Development in a WMU Zone.

Wrong reference: needs to be fixed to 11.6.6.ii.

17.2 WATERFRONT PUBLIC SPACE ZONE (WPS)

17.2.4 TRANSIENT OR TEMPORARY COMMERCIAL USES

Notwithstanding any other provisions of this Bylaw, temporary Development permits may be issued in the Waterfront Public Space (WPS) Zone for a transient-type commercial operation subject to compliance with the following:

- i. the Development shall not result in any traffic hazard;
- ii. the Development shall not interfere with the parking requirements of

The 'Transient Commercial Operations' rules are helpful to ensure a vibrant environment on the waterfront. However, the servicing rules need to clarify that 'transient uses' are exempt from the following requirement of municipal water and sewer connections:

17.2.5 SERVICING

All Development in a WPS Zone shall be serviced by municipal sewer services municipal water supply.

CORE AREA DESIGN STANDARDS - WATERFRONT CORE

The design standards are a good attempt to go beyond basic planning requirements and to plan for vibrancy and attractiveness through design codes. In fact, the creation of a new downtown area would likely not succeed without any set of design standards.

However, the challenge with the current design regulations is the non-binding wording of many standards in the document. Ambiguous terms are open to interpretation and often have the effect that in case of disputes with land owners or developers, the Town of Stratford has limited possibilities to insist on the application of the rules. Where there is a lack of clarity on what is required, a standard becomes a guideline.

The following collection of passages from the Design Standards will highlight typical sections of bylaw text which may require a higher degree of stringency.

C.2.1. BUILDING HEIGHT (B):

(...)buildings have a height greater than 4 stories may be approved by Council where the impact on view planes of the waterfront are minimized, adequate parking is provided, (...) and the impact on the streetscape is minimized via building design features such as tiered building heights with taller building elements set back from the lot line.

Unclear which viewplanes are meant. Case by case decision making may put a lot of pressure on Council to follow a developer's proposal.

C.2.2. MASSING:

Buildings should be "massed" to give the impression of small blocks and to create visual interest by providing variations to architectural style such as facade materials, projections, roof changes, colours, etc.

How much variation in styles and materials creates visual interest? One could argue that two materials in one block are visually interesting.

C.2.3. FORM AND CHARACTER

(A) IDENTITY:

New buildings should be sensitive to the scale and features of adjacent development and the surrounding residential streets, particularly where new development interfaces with adjoining neighbourhoods.

The Development Officer will have great difficulty determining whether a development proposal complies with this requirement. To clarify what is required, the rule could e.g. define that certain elements from the neighbouring building need to be picked up (height of stories, rhythm of window bays, width of uninterrupted facades etc.).

(B) BUILDING DESIGN:

Steel roof pitches are encouraged. Buildings designed with variations in the character of roof lines, sloping roof lines, gables and dormers, as well as, other interesting roof treatments will be encouraged.

The first sentence appears to have a typo (steel = steep). Notwithstanding this error, the formulation that certain design features are "encouraged" is not helpful from experience. Real Estate Development is a business and developers will try to avoid any additional expenses that are not necessary in their view. Either a design feature is required, or the bylaw provision will have no impact in practice.

This finding applies to many sections of the Design Standards. Many provisions of the

Waterfront Core Area Design Standards use the wording 'shall be encouraged' or 'shall be discouraged'. It should be verified which of the requirements Council would like to commit to, and they need to be either quantified and specified or waived entirely. General statements of intent are better suited for Policies of the Official Plan.

(E) GROUND FLOORS:

The ground floor of buildings shall provide a traditional "storefront" appearance. Large windows with attractive accents and prominent building entrances are encouraged along the ground floor to create a transparent, open and welcoming character.

What is a 'traditional storefront'? 'Large windows' can mean different things to different persons. Minimum size requirements would be helpful.

C.2.4. BICYCLE PARKING:

Bicycle parking shall be incorporated into the design of all developments.

One bicycle rack would be sufficient to comply with this provision. Type and location of bicycle parking would be just as important to define.

C.2.3. AWNINGS/OVERHANGS:

- i. Awnings are encouraged at all public entrances to buildings.*
- ii. Awnings should be traditional shed in design.*

It is reasonable not to force every building to install awnings, as this would be a strict requirement with potentially monotonous outcomes. An alternative is to require a design feature for the main entrance, but give developers a choice of various design elements they can use. Such provisions are binding, but allow for sufficient flexibility.

C.2.8. STREETSCAPES:

Streets (...) shall have curbs and gutters, parking lanes and sidewalks on both sides of the street, underground services and shall conform to the design standards as outlined in the Core Area Subsidiary Plan.

Parking Lanes on both sides may take away pedestrian space in some instances. In 2020, many municipalities across Canada converted parking spaces to pedestrian spaces as a result of the pandemic.



A4 SUBDIVISION RIGHT-OF-WAYS

New subdivision streets in Stratford have to generally to abide by the requirement of the Province's Department of Transportation, Infrastructure and Energy and undergo the Department's assessment. In the Waterfront Core Area, the Subsidiary Plan stipulates some additional requirements to the design of right-of-ways, including:

STREETSCAPES

"The streetscape design template for the Waterfront Core Area contains design elements ensuring that Stratford's core area streets will be appealing to pedestrians. When it comes time to create working drawings for these streets, the working drawings should reflect the following principles:"

- + The location and type of street trees will be identified along the sides of the streets. The street tree planting program will create a tree lined streetscape with a canopy that is visually appealing and creates shade.
- + The location and type of street lighting will be identified on both sides of streets. Street lighting will be specifically designed for Stratford and will be a high-quality pole and fixture with a banner arm(s) reminiscent of the traditional lighting in Maritime downtowns.
- + Wayfinding structures, specifically designed for Stratford, will be strategically located at important pedestrian intersections to provide directions for tourists and residents.
- + The location and type of street furnishings such as benches, trash/recycling receptacles, etc. will be part of street character.



A5 ALIGNMENT WITH NEW WATERFRONT VISION AND PROPOSED AMENDMENTS

The public consultation documented in this report has shown that the original Waterfront Core Area Vision from 2008 is not entirely applicable anymore. The context of the site and preferences for public spaces have evolved, requiring adjustments to certain elements of the vision - both in the Official Plan and in the Zoning and Development Bylaw.

This report advances two alternative concepts for the Waterfront Core Area Design Vision. These designs include suggested development patterns on private lands that could complement the land uses on public lands in the area. These development scenarios will be shared with the public.

Based on the feedback received during the second round of consultations, the final project report will take into consideration:

- + All public feedback received, and the resulting, contemporary vision for the Waterfront Core Area
- + This section reviewing the planning documents
- + By-law provisions that appear unintentional, Counterintuitive or in conflict with the new vision for the Waterfront Core Area

Following the review of these items, the final report on the Waterfront Core Area will include recommended by-law amendments ready for adoption by Council.

Land Ownership Map



- Bunbury Southport Pollution Control Commission
- Government of Prince Edward Island
- Town of Stratford

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