

St. Catharines Heritage Permit Advisory Committee

Agenda

Thursday, December 17, 2020

Electronic Participation at 2:30 pm

This Meeting of the St. Catharines Heritage Permit Advisory Committee will be held through Electronic Participation, as approved by the City of St. Catharines Council on April 22, 2020.

This Meeting may be viewed online at www.stcatharines.ca/youtube

Public Comments: The public may submit comments regarding agenda matters to Planning and Building Services by contacting mseaman@stcatharines.ca by Wednesday, December 16, 2020 before 3:00 PM. Comments submitted will be considered as public information and entered into public record.

Members:

Dr. John Bacher
David Bergen
John Crawley
Robert De Wolfe
Andrew Humeniuk
Brian Narhi
Holly Washuta

Staff Liaisons:

Michael Seaman, Heritage Planner, Planning and Building Services
Wilrik Banda, Planning Technician, Planning and Building Services
Elaine Munro, Committee Secretary and Planning Technician, Planning and Building Services

-
1. **Call meeting to order (Chair)**
- 2:30 pm
 2. **Recognition of Traditional Territories**
 3. **Additions/Deletions to the Agenda**
 5. **Motion to approve the Agenda**

5. **Motion to adopt the Minutes of the previous meeting**
 - September 24, 2020 (Joint Meeting)
6. **Presentations (invited guests)**
 - Larisa Brodsky, Larisa Brodsky Architect Inc. Regarding Item 8.1
 - Ann Tassonyi and Gerald Darcie, Owners, Regarding Item 8.1
 - Leah Wallace, MA, MCIP, RPP, Heritage Consultant, Regarding Item 8.1
7. **Business arising from the Minutes**
8. **Business**
 - 8.1 17 Peel Street (Port Dalhousie HCD)
 - Owner(s): Ann Tassonyi and Gerald Darcie
 - Agent(s): Larisa Brodsky, Larisa Brodsky Architect. Inc.
 - Heritage Consultant: Leah Wallace, MA, MCIP, RPP
 - File No.: 20 119108 HERT
 - Demolition of existing cottage (1940s) and replacement with a raised bungalow with a large deck.
9. **Information/Correspondence**
 - Supporting information for 17 Peel Street.
10. **Date of next meeting**

January 28, 2021
11. **Adjournment**

Committee Members should advise Michael Seaman (905-688-5601 ext. 1710) or mseaman@stcatharines.ca if they are unable to attend the meeting or did not receive the item(s) noted in the agenda.

Attachments:

Item 8.1

17 Peel Street (Port Dalhousie HCD)

Owner(s): Ann Tassonyi and Gerald Darcie

Agent(s): Larisa Brodsky, Larisa Brodsky Architect. Inc.

Heritage Consultant: Leah Wallace, MA, MCIP, RPP

File No.: 20 119108 HERT

- Demolition of existing cottage (1940s) and replacement with a raised bungalow with a large deck.

The following material is attached to this item:

- Letter from Property owner to Municipal Heritage Advisory Committee, dated November 27, 2020
- Property Survey, 17 Peel Street, St. Catharines
- A1- Existing and Proposed Site Plan
- A2 - Floor Plan
- A3 – Elevation Plans
- Streetscape Elevation
- Photographs of Existing House and proposed House
- Property Information
- Appendix A – Project Details
- Appendix B – How the Project will add to the heritage conservation district.
- Appendix C – Note Regarding Heritage Planners Comments
- COMMENTS FROM HERITAGE PLANNER REGARDING PRELIMINARY SUBMISSION

Mr. Brian Narhi
Chairman of St. Catharines Heritage Advisory Committee
City Hall (Ground Floor)
PO Box 3012
50 Church Street
St. Catharines
ON L2R 7C2

Nov. 27, 2020

Regarding: Heritage Permit Application regarding 17 Peel St., St.Catharines, L2N 5A2.

Dear Mr. Narhi,

My spouse and I have lived at 18 Peel St. since 2001. We purchased the property at 17 Peel St. in Sept. 2020.

We are familiar with the impact of development on the community as we have observed several severances (actual and proposed) with new builds in Abbey Mews, the section of Port Dalhousie in which we live. We realize that the lot at 17 Peel St. is large enough to sever, so we bought the property to preserve the trees, make use of the garden, the shade, and to prevent a developer from building several large units on the property, putting the trees at risk.

We would like to apply to the St. Catharines Heritage Permit Advisory Committee for a demolition of the current cottage, which is in dire shape, as well as receive input on proposed plans for a proposed cottage.

We are working with our architect Larisa Brodsky, to design a cottage, which will become our home when we decide to downsize.

Larocque Group has been engaged to complete a survey of the property. This survey was completed Nov. 26th. Report to follow.

We will hire an arborist to check the large trees on the property once the property line is established.

Leah Wallace has agreed to consult regarding the Heritage Impact of the project. She has been to visit the site and has been in contact with Michael Seaman and relayed that she did not think that this demolition request necessitated a building inspector's report. Ms. Wallace's report is attached, and her consultation will include attending the St. Catharines Heritage Permit Advisory Committee meeting to discuss her findings.

We look forward to hearing from the Planning Department regarding our request to meet with the St. Catharines Heritage Permit Advisory Committee.

We would welcome any members of the committee to visit 17 Peel St. to view the site and current structure for which we are requesting demolition.

We look forward receiving input regarding the proposed project prior to the drafting of extensive plans.

Please find enclosed with this letter:

- • Heritage Permit Application Fee
- • Heritage Permit Application Form and Appendixes A, B, C and D
- • Heritage Impact Assessment
- • (Survey Completed; Report is pending)

Sincerely,
Ann Tassonyi & Gerald Darcie
18 Peel St.
St. Catharines
ON L2N 7N8
905 9387159

SITE CONDITION PLAN

LOT 21
REGISTRAR'S COMPILED PLAN No. 703
CITY OF ST. CATHARINES
REGIONAL MUNICIPALITY OF NIAGARA



BEARING NOTE

BEARINGS HEREON ARE GRID BEARINGS PREVIOUSLY ESTABLISHED BY THE LAROCCUE GROUP, AND ARE REFERRED TO THE CENTRAL MERIDIAN 81°00'W LONGITUDE, ZONE 17, UNIVERSAL TRANSVERSE MERCATOR (6° UTM). THESE VALUES ARE NAD83 (CSRS v7) EPOCH 2010.0 REFERENCE SYSTEM.

ELEVATION NOTE

ELEVATIONS HEREON ARE ORTHOMETRIC AND ARE RELATED TO NAVD83 DATUM PREVIOUSLY ESTABLISHED BY THE LAROCCUE GROUP.

METRIC NOTE

DISTANCES AND ELEVATIONS SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048.

DISTANCES SHOWN ON THIS PLAN ARE ADJUSTED GROUND LEVEL DISTANCES AND CAN BE USED TO COMPUTE GRID CO-ORDINATES BY MULTIPLYING THE DISTANCES BY A COMBINED SCALE FACTOR OF 0.99984066.

LEGEND

- CTB DENOTES CABLE TV PEDESTAL
- CS DENOTES CURB STREET
- MH DENOTES MANHOLE
- WHPP DENOTES WOOD HYDRO POLE
- WV DENOTES WATER VALVE
- 88.20 DENOTES EXISTING ELEVATION
- DENOTES DECIDUOUS TREE
- ★ DENOTES CONIFEROUS TREE



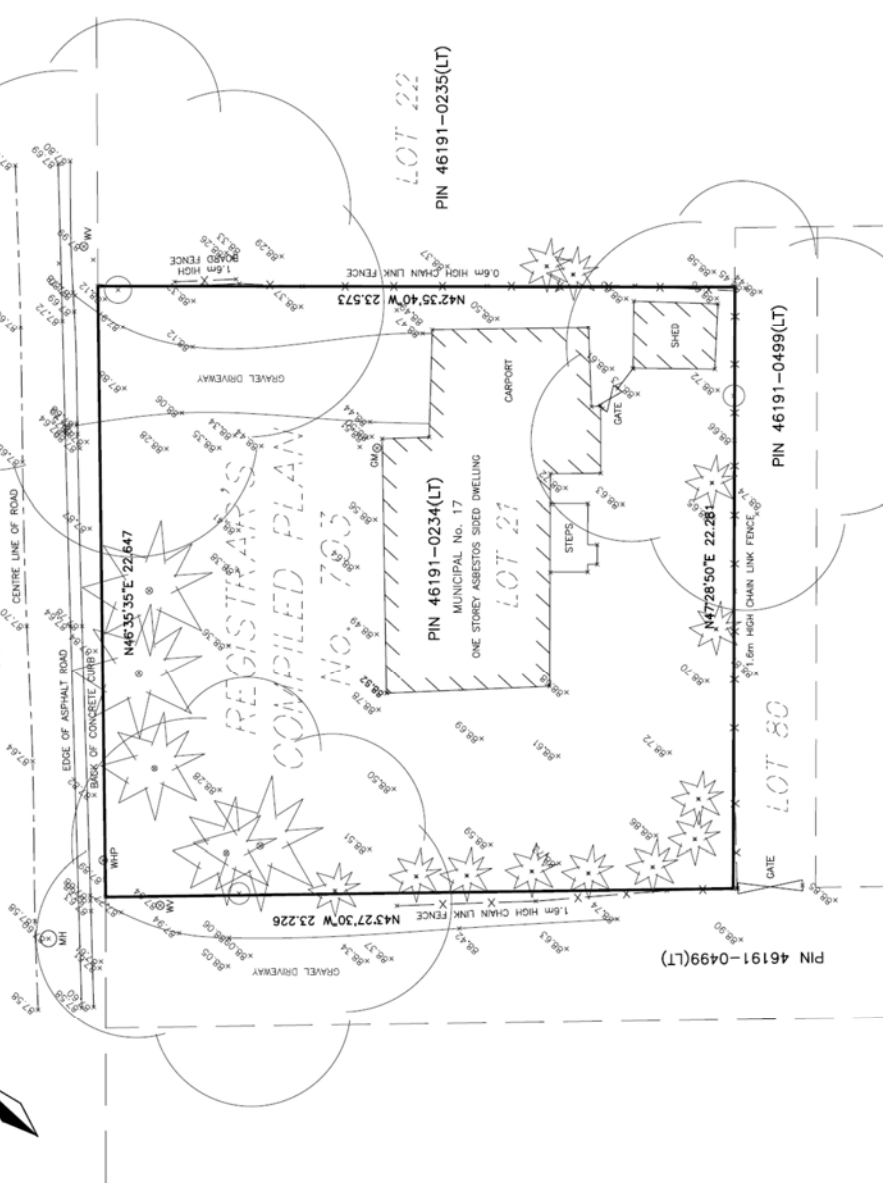
THE LAROCCUE GROUP
 O.L.S./PROJECT CONSULTANTS/LAND MANAGEMENT
 12 LYMAN STREET, ST. CATHARINES, ONTARIO
 6.585 COLBORNE STREET, NIAGARA FALLS, ONTARIO
 905-358-8400
 www.larocquegroup.ca

DATE : DECEMBER 2, 2020. FILE No. : 2020-122
 DWG FILE : 2020-122-01

PEEL STREET

(NAMED BY BY-LAW No. 61-139, INSTRUMENT No. R068378)
 (DEDICATED PUBLIC HIGHWAY BY BY-LAW No. 97-157,
 REGISTERED AS INSTRUMENT No. R0730468)

PIN 46191-0268(R)



LOT 22

PIN 46191-0235(LT)

PIN 46191-0234(LT)

MUNICIPAL No. 17

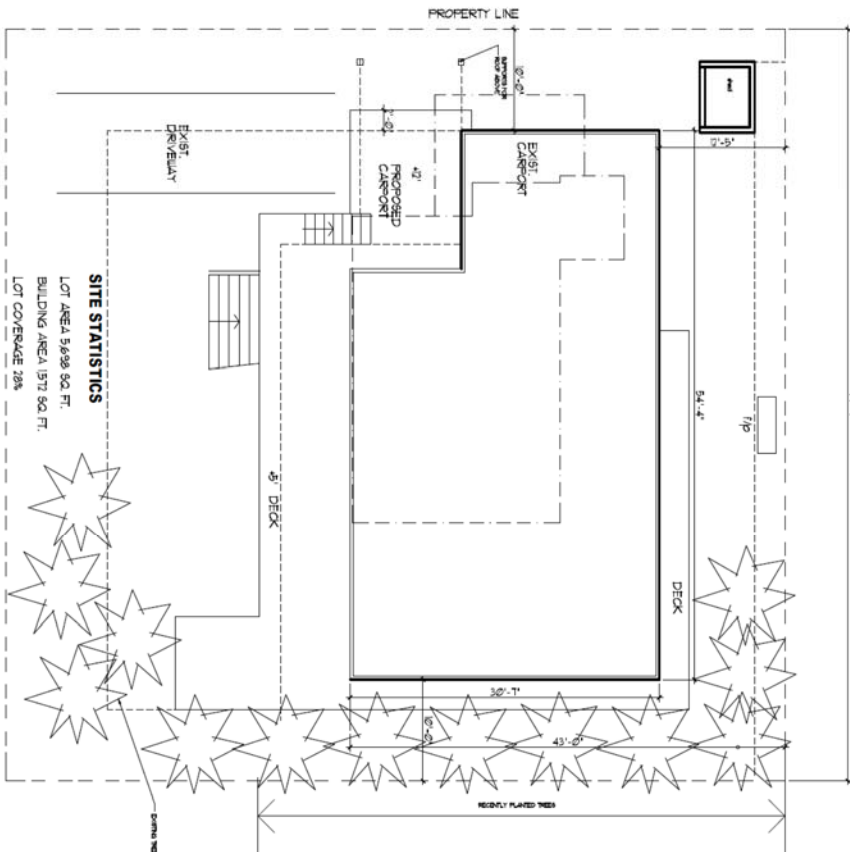
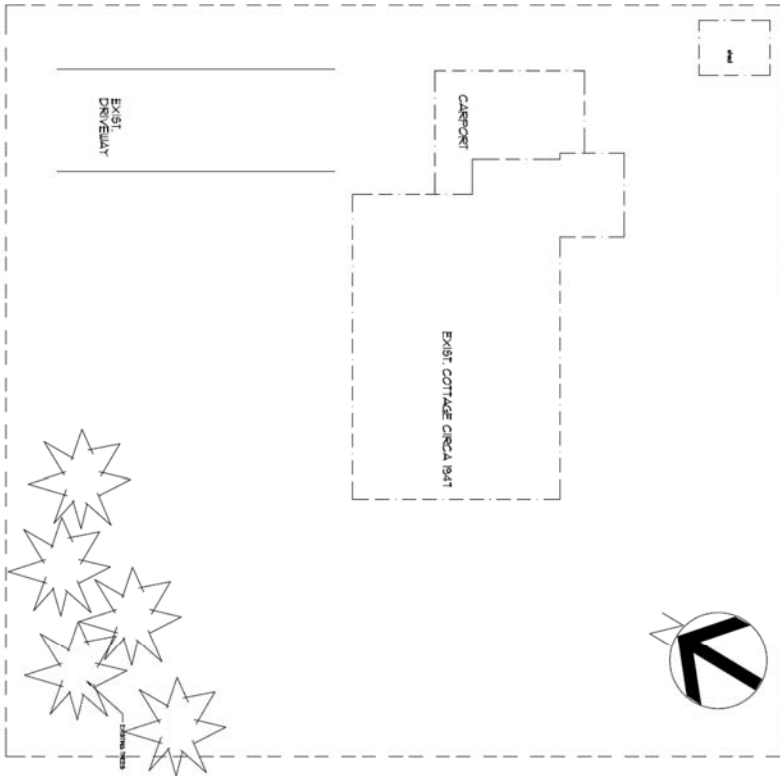
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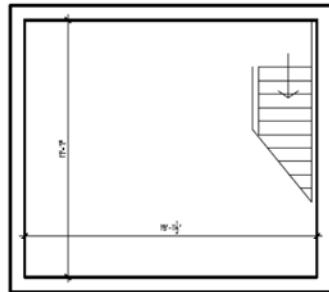
ONE STOREY ASBESTOS SIDED DWELLING

LOT 80

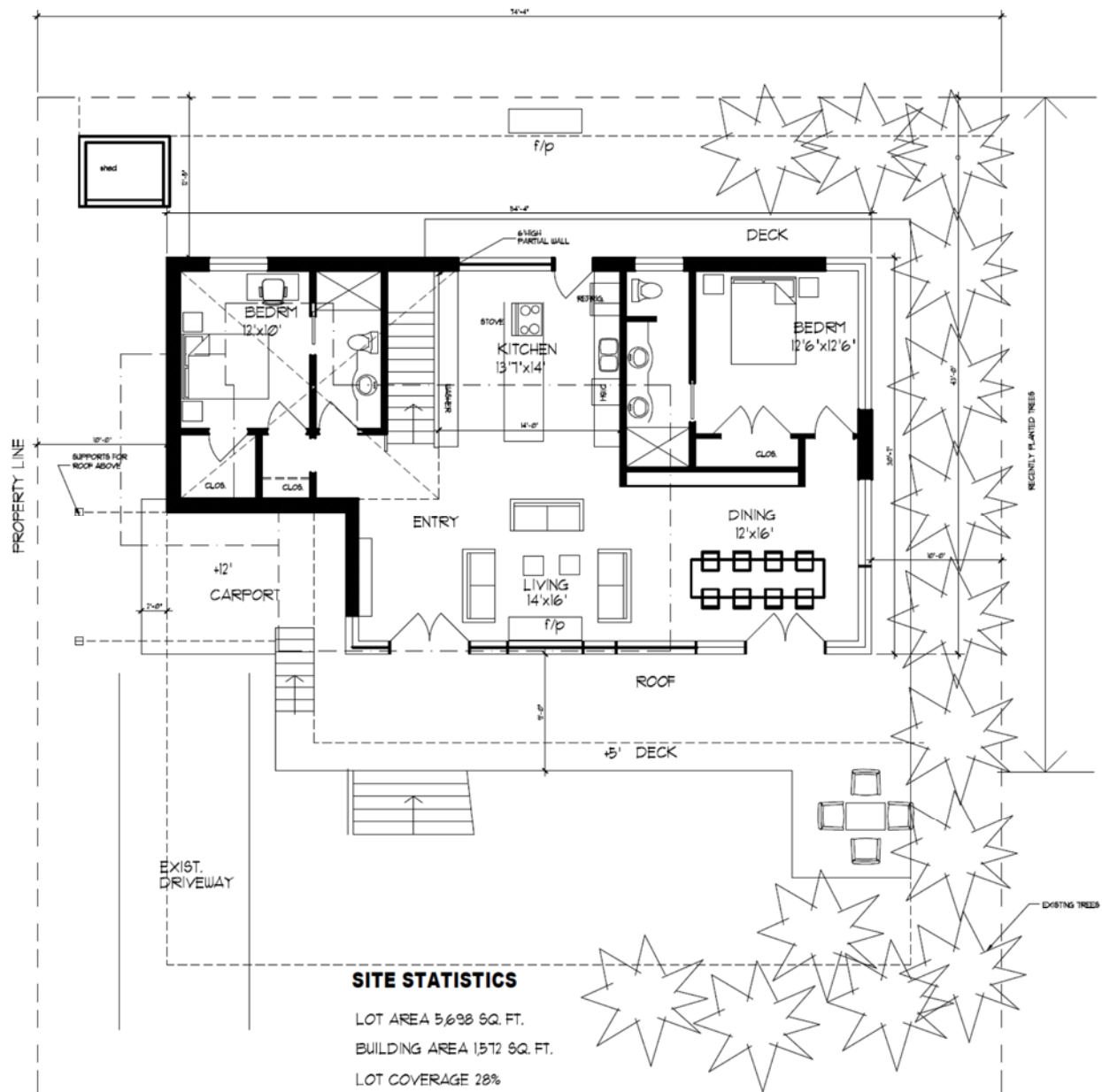
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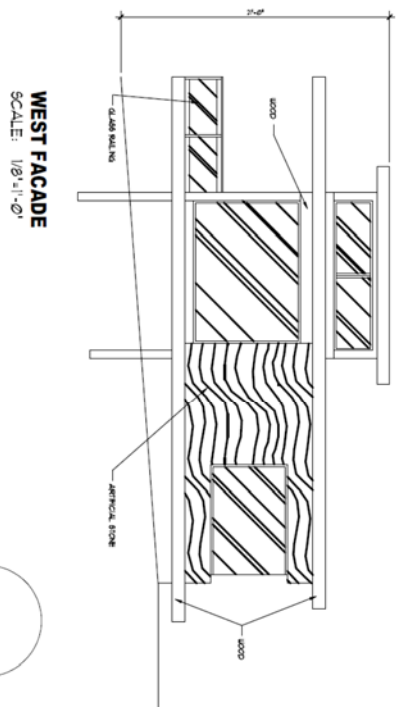
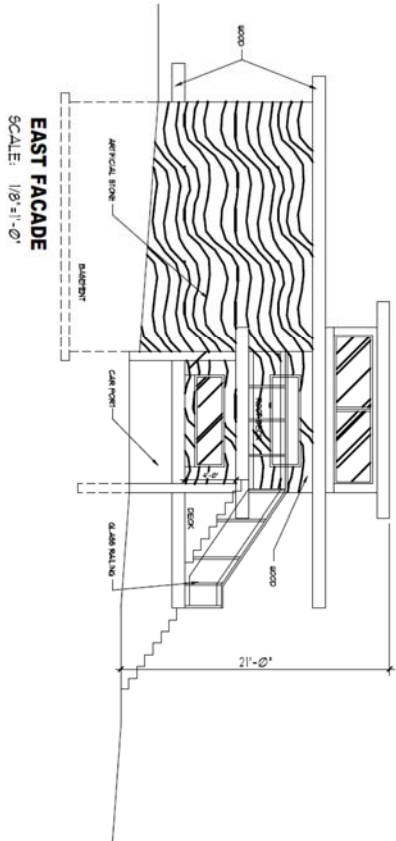
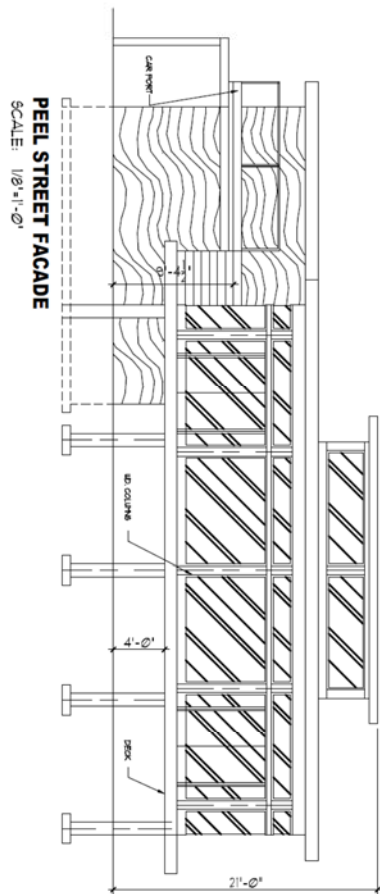
PIN 46191-0499(LT)





BASEMENT PLAN



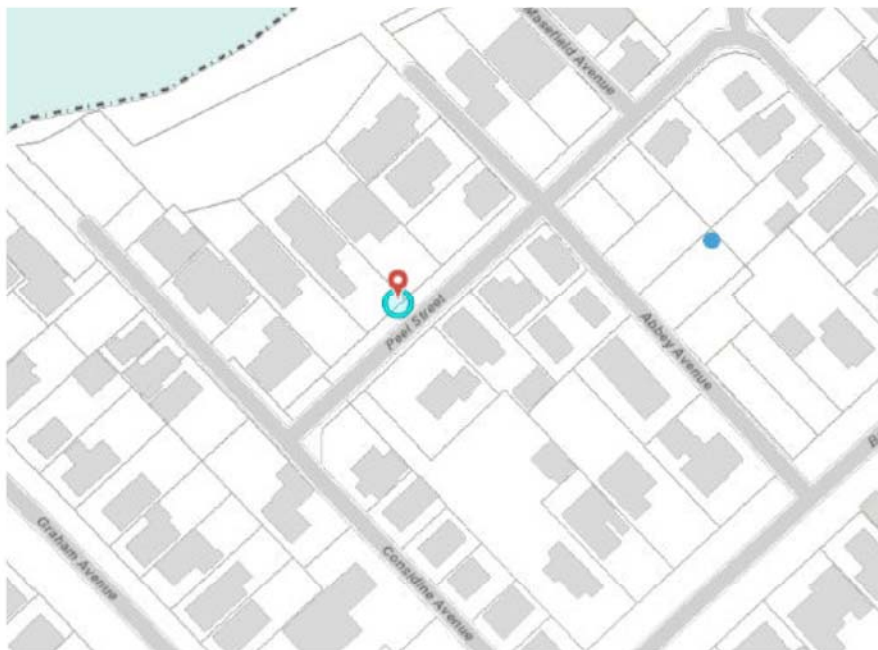


DWG. A-3





Partial street-scape:
the front wall of the proposed cottage will be placed at the same location as the existing



Various sizes of the lots are evident on this area map



Peel street facade

North-East



South-West





Below 8' high ceilings throughout the cottage



15 Wood Dale Drive Mid- Century Modern award winning house



Peel street area context





Rear Facade, facing the garden plot



Proposed raised bungalow cottage
Views from the street

Heritage Permit Application For Individually Designated Properties, Yates Street, Queen Street, Power Glen And Port Dalhousie Heritage Districts - Ontario Heritage Act

Applicants should review this application with the Planning and Building Services Department staff before submitting.

*** Please Print All Information ***

1. Property Location and Description:

Municipal Address: 17 Peel St., St. Catharines, ON, L2N 5A2
Legal Description: Plan 703 Lot 21

4. Property Information:

Lot Frontage: 74.31 '
Lot Depth: 77'
Total Lot Area: 5,721.87 sq.'
Existing Building Coverage: House: 666 sq.' Carport: 188 sq.' Shed: 80 sq.'
Proposed Building Coverage: House: 1575 sq.' With Overhangs: 1975 sq.'
Existing Gross Floor Area: House: 666 sq. '
Proposed Gross Floor Area:
(Commercial zoning only)
Building Height: Proposed 20 feet (6.096 metres)

6. Planning Information:

Existing Zone Classification: _____
Zone By-law Number: _____
Effective Date of Zone By-law: _____
Zone Area: _____
Existing OP Designation: _____

Section 3. Project Details

a) Please Describe your project including how it will look when completed

My spouse and I live at 18 Peel St., in Abbey Mews; we enjoy living by the lake. When the property across the street from us (17 Peel) came up for sale we decided that it would be ideal as a retirement property, to enable us to stay in the neighbourhood when we eventually downsize.

Unfortunately, the current cottage is in dire shape and beyond repair. We are requesting demolition of the current cottage and shed for the following reasons:

- The entry way and bathroom are haphazard additions, external to the original cottage, with questionable structural integrity.
- There is insufficient head room in the kitchen (6'10"), living room (6'11" to 7'4"), and bathroom (6'10"). We would not feel safe or comfortable in this space.
- The entrance to the bedrooms is not barrier free as the floor levels in two parts of the house do not match. There is a six-foot door frame from the bottom of the steps at the entrance to the bedrooms creating a headroom hazard.
- The asbestos ceiling tiles in the bedroom are sagging and present an environmental hazard.
- There is no basement, but a crawl space, which has developed mold.
- Half the foundation appears to be original to the structure with questionable integrity.
- The outside asbestos siding is in poor repair and presents an environmental hazard.
- The carport is low and narrow, unusable for an SUV.

The demolition of the current cottage and subsequent date of construction of the proposed cottage would depend on the permit process.

The property at 17 Peel St. is spacious (74' X 77') and has beautiful mature trees with shade for hot summer days.

A two-bedroom raised bungalow is proposed to replace the existing cottage. The cottage will be modest in scale, and the style of the cottage will be from the era of the Mid Century in which the existing cottage was built (1947).

A large deck will stretch across the cottage to catch views of the lake and would give us the opportunity for outdoor pandemic visiting.

There will be a small basement for a mechanical room.

The driveway will remain in the same location, and there will be a carport at the side of the house similar in location to the existing one. No garage is planned.

A shed will replace the current shed, in the south east corner of the lot.

See drawings in Appendix D.

3. Project Details:**b) Briefly describe how your project will add to the conservation intent of the relevant heritage district guidelines or individual heritage designation by-law (i.e. how does it fit in?)**

The proposed design for the cottage is echoing the Mid-Century Modern style, aptly named to reflect the time it became popular in North America during 1945- 1965. Since the existing cottage has been built around 1947, replacing it with that particular time appropriate design is respectful to the neighborhood, which, seems to be amenable to the incorporation of wide variety of architectural styles.

To make our intent more evident, please see the attached picture of an existing house located at 15 Wood Dale Ave in St. Catharines, designed by a local architect in 1956.

The size and configuration of the lot at 17 Peel St. allows for a reincarnation of the historic and classical house style, immediately recognizable and attributed to Mid Century.

There is a variety of lot sizes and shapes in the Mews, allowing for a varied and interesting vernacular.

17 Peel Street gives us the opportunity to maintain this varied texture of the neighborhood, as opposed to subdividing this lot in two and building two storey narrow houses, further constricting a narrow one-way street.

It is important to mention in this context, that the owners' intention is to build an environmentally friendly and efficient house, including the use of solar panels, capturing 'gray' water and minimizing the runoff from the property.

By keeping the house above grade, the rainwater absorption on the property will exceed the existing, and the runoff diminished.

There are already eight new trees, planted on the property, further manifesting the owners' environmental efforts.

Further to it, their current home across the street at #18 Peel has a flat roof section, that has been designed and maintained as the 'green roof', possibly presenting a single example of this type of roof in Port Dollhouse.

Exterior materials, as the Mid-Century Modern models suggest, would be glass, wood finishes and trims, and artificial stone, mostly at the rear, that appears like monolithic granite or marble.

Appendix C – Note Regarding Heritage Planners Comments

Appendix C

Heritage Application

17 Peel St., St. Catharines

Regarding the Heritage Planner's comments from Nov. 24, 2020:

We appreciate the City of St. Catharines' concern to maintain the uniqueness of the Heritage Conservation District of Port Dalhousie.

We are aware of the Port Dalhousie Heritage Conservation District Guidelines (2001, p. 2-5) in which it is stated:

The conservation intent within the Port Dalhousie Heritage Conservation District is to maintain the existing stock of residential, commercial, and industrial heritage buildings whether of high style architectural design or of vernacular construction.

We understand that restoration is favoured over demolition. However, restoration of buildings is predicated on the fact that a structure is salvageable. The existing cottage on 17 Peel St. was built around 1947. It is not of high style, or architectural design, and because of its dilapidated appearance, it is the cottage that does not fit in the neighbourhood of Abbey Mews at the current time.

It is in dire shape, with below normal ceiling heights and doorways, as well as environmentally toxic materials such as asbestos shingles, and asbestos ceiling tiles in disrepair. There is no basement, but a crawl space which has mold. The carport is too low to accommodate an SUV.

Photographs of the current structure are provided in the Heritage Impact Assessment prepared by Leah Wallace, included with this submission, to illustrate the inadequacies of the current cottage. A site visit by the Heritage Committee members would be welcomed to observe the cottage's condition.

The proposed cottage is designed to fit on the lot in the location of the existing cottage, so as to maintain the feel of spaciousness of the lot, with consideration of the privacy of the neighbours with respect to placement of the structure, location of windows, and the landscaping. The cottage will be modest in size, in keeping with others in the neighbourhood. The driveway will remain in the existing location; there will be no garage, but a carport will replace the existing one in almost the same location.

The proposed roof line design is flat. Although there are many houses in the cottage district that are gabled, as stated in the Port Dalhousie Heritage Conservation District Guidelines for conservation and change (P. 2-3) there are a small number of flat roofs. There are examples of more contemporary designs in the Abbey Mews neighbourhood itself, such as the lakefront house on Paxton St. (north east corner), that have Mid-Century roof lines, and the contemporary addition to the house at the north west corner of Abbey and Peel has a flat roof. Our own house at 18 Peel has a flat "green roof", which was approved by the Heritage Committee several years ago. The above illustrates the diverse style of the neighbourhood.

The materials of wood, stone and glass are original Mid-Century materials. Materials will also be used that are compatible with Passive House Design, such as triple glazed windows, and solar panels.

Water capture will be a feature. Raising the bungalow will ensure that water run off will be absorbed on the property, and not overwhelm the antiquated sewer system in Port Dalhousie.

The placement of the small basement to the rear south east corner of the lot has been intentional so that the proposed cottage will not impact the mature fir trees on the north west corner of the lot. A shed will be constructed to replace the existing one in the same location at the south east corner of the lot.

Eight trees have been planted on the west side of the lot this fall chosen by a horticulturalist to fit in with the current mature firs, to provide visual interest, enhance privacy, provide shade and cooling effect in the summer as well as to enhance carbon capture. An arborist will be hired to examine the mature trees once the survey report is received.

In closing, the owners bought this property as they have observed actual and proposed severances of larger lots in the Abbey Mews neighbourhood. They wish to use the property, build a bungalow for their own use, and preserve the mature trees, which would be at risk if a developer bought the lot, severed it, and constructed two large houses on the lot.

The rationale for the request to demolish the current cottage at 17 Peel St. is because it is beyond repair and presents many environmental hazards.

The owners wish to enhance the property with a house that is designed to suit the Mid-Century era of the original cottage, specifically designed for the lot to capture views of the lake, and contribute to the diversity and unique character of Abbey Mews.

Every care will be taken to contribute to the unique neighbourhood.

As stated in the Port Dalhousie Heritage Conservation District Guidelines for conservation and change (2001), Section 5.5, p. 5-3:

5.5 New construction

Construction on newly created lots or vacant lots will be required to be compatible with the character of adjoining properties and the streetscape. As each existing building within the district is unique in appearance each new structure to be constructed within the Port Dalhousie Heritage Conservation District will be constructed in a manner that avoids replication of any single style, type or appearance whether of heritage or contemporary design. The intent is that no two buildings should look exactly alike. New construction should also

appear to be “new” and not pretend to be historical or simply old by copying historic details that are inappropriate in contemporary construction such as shutters and multi-paned sash windows.

We believe that the proposed design for 17 Peel St. is thoughtfully conceived to be of the era of the current structure and will contribute to the unique neighbourhood.

COMMENTS TO APPLICAN FROM CITY OF ST. CATHARINES HERITAGE PLANNER REGARDING PRELIMINARY SUBMISSION FOR 17 PEEL STREET

The following commentary was provided to the architect for the project by the City's Heritage Planner following review of an early concept for the project. At the outset of the project the applicant was advised to follow the Heritage Conservation District Guidelines in developing a proposal for the property including considering the existing 1940s cottage on the subject lands.

17 Peel Street - Port Dalhousie Heritage Conservation District

Preliminary Commentary:

I have reviewed the subject proposal received November 17, 2020, against the heritage district guidelines and note that there are a number of serious issues with the proposal which in its current state cannot be supported. These include:

- The property contains a 1940s era home which is considered a heritage building in the district guidelines. As such the proposal needs to consider the guidelines for alterations to buildings and sites in the design approach.
- The existing 1940s house must be retained in the development proposal.
- Repair rather than replace is a fundamental principle.
- The proposal needs to be significantly revised to have a greater architectural relationship to the cottage character of the neighbourhood and street. The subject proposal bares little relationship to the historical character of the area.
- The proposed design should be based on the historic frame vernacular architecture of the site and area as we are dealing with an existing heritage site and building within a very specific historic context.
- Verifiable evidence needs to be provided as to why the existing building cannot be repaired and remediated and preserved.
- Emphasis on retention of historic fabric and character is fundamental to the heritage conservation district and should be better addressed in this proposal;
- The roof should reflect the prevailing roof type in the area – gable (most appropriate) or hip roof;
- Where new construction is proposed, the district guidelines seek a building placement where the building mass is extended rearwards from the front of the lot as opposed to the full width of the property that is proposed. The extension of the house across the width of the property can only be contemplated as additions to the existing structure.
- The wide bank of continuous windows is not consistent with the district guidelines and should be revised to incorporate more vertical openings as contemplated in the district plan;
- The amount of glazing is excessive and needs to be reduced in accordance with the district plan;
- It is unclear how the proposed materials align with the district plan;
- The proposed entrance needs to be revised to align with the district guidelines.
- The proposed insertion of the garage into the front façade of the building is not supported.
- Other comments as noted in Appendix A:

I have gone through the relevant sections of the documented (see below) and outlined how the proposal compares to the district plan and matters that need to be revised.

OVERALL COMMENT: the proposal to remove a 1940s heritage building that contributes to the character of the district and replace with a building that does not

reflect the prevailing character of the cottage area of the district is not supported and should be revised. Please refer to the Port Dalhousie Heritage District Guidelines for further detail:

https://www.stcatharines.ca/en/documents/documentuploads/OfficialDocumentsAndPlans/doc_634835642148738934.pdf

Additional Submissions Required:

- Written description of the project:
 - o Why the existing building cannot be repaired and incorporated into the development plans for the site (list of pertinent deficiencies and consideration of how these deficiencies could be remedied)
 - o How the proposal is consistent with the heritage district guidelines.
- Photographs of existing elevations, streetscape (view from the street) all significant heritage details as applicable to proposed change.
- Scaled site plan and elevations with vegetation, fencing, driveways, Barings, site statistics (lot area and building area. Illustrating the existing and proposed (buildings, plantings, site features altered or removed);
- Scaled plan of the existing site with vegetation and site features;
- Scaled measured elevations of the existing building;
- Details of materials to be used;
- The site plan needs to include reference to the proximity of adjacent buildings;
- A streetscape plan needs to be included in the proposal to illustrate how the proposed project will impact the heritage district streetscape and how the project relates to the context of the street. This needs to include both before and after streetscapes for reference.
- A tree preservation plan verified by a professional arborist/landscape architect outlining how the trees are to be preserved during the construction process.

(see the submission requirements outlined in the Heritage Permit Application for the Port Dalhousie Heritage District – Ontario Heritage Act for further detail.

[https://www.stcatharines.ca/en/livein/resources/Heritage Permits/Heritage Permits_application.pdf](https://www.stcatharines.ca/en/livein/resources/Heritage_Permits/Heritage_Permits_application.pdf)

APPENDIX A: - REVIEW OF THE PROPOSAL FOR 17 PEEL STREET FOR CONSISTENCY WITH THE PORT DALHOUSIE HERITAGE DISTRICT GUIDELINES.

Each relevant section is described in full or paraphrased in part and a staff comment is provided for how the subject proposal is or is not consistent with each particular section of the guidelines.

Introduction:

4.0 Guidelines for Alterations to Heritage Buildings and Sites: Introduction

The subject property contains an existing 1940s home which contributes to the character of the heritage district. As noted in section 4.1 “a **Heritage Building is considered to be any structure built prior to 1950**”, therefore the subject dwelling at 17 Peel Street is considered to be a heritage building.

STAFF COMMENT: The Policies of the District guidelines related to both alteration of heritage buildings and site and new construction apply with respect to 17 Peel Street and need to be considered in their entirety.

2.0 Conservation Intent

As noted in section 2.0 of the District Guidelines, the conservation intent is to maintain the existing stock of residential buildings whether high style, architectural design or vernacular.

STAFF COMMENT: The recommended approach with 17 Peel Street would be to conserve and maintain the existing building. Any alteration to the site, including new construction should maintain the existing historic frame gabled roof cottage character of the property.

3.2 Heritage District Priorities

Among the priorities of the Heritage District are to ensure the wise care and management of the heritage character of the area. Any physical change is to be managed in a way that the component buildings streets, beach and open spaces are either protected or enhanced.

STAFF COMMENT: The subject proposal neither protects the heritage character of the building or the streetscape of Peel Street.

The priorities further state that new development and construction must clearly demonstrate that such changes will have no adverse effects upon the heritage attributes of the district and will positively contribute to the character of the area.

STAFF COMMENT: The subject proposal is to demolish a building that is representative of the heritage attributes of the area and introduces a building that is not in no way compatible with the prevailing form, design, materials of the immediate area.

4.0 Guidelines for alterations to heritage buildings and sites.

Since there is an existing building on the property of heritage merit, the proposal needs to be consistent with the guidelines for alterations to heritage buildings and sites as outlined in Section 4.0 of the district guidelines.

The intent in guiding and managing future change is to ensure that alterations and additions do not detrimentally affect the overall character of the district and its component building stock.

STAFF COMMENT: The subject proposal seeks to demolish an existing 1940s building which is considered to be a heritage resource and replace with a building that bares no relation to the historic character of the site.

The heritage resource should therefore be repaired and retained and any additions to the site should reflect the historic frame character of the property and area.

4.2 Alterations to heritage buildings and sites: guiding principles

The subject property contains a recognized heritage building and is therefore a heritage building and site.

The district guidelines note that in all cases the following guiding principles should be consulted:

- Historical, architectural and landscape features and building materials should be maintained and enhanced.

STAFF COMMENT: The subject proposal seeks to remove the heritage feature and replace with a structure that bares no relationship to the historic vernacular architecture of the previous structure nor the prevailing historic frame cottage architecture of the neighbourhood.

- Any proposed change to a heritage property should be based upon a clear understanding of the particular problem with the building or site. Wherever possible proposed alterations should be based on a sound knowledge of the building type, materials and form.

STAFF COMMENT: The applicant cites the condition of the building as a reason for the proposed removal of the 1940s era frame cottage at 17 Peel Street which is a contributing structure to the character of the heritage district.

No evidence has been provided illustrating why the building cannot be repaired, cleaned and incorporated into the design for the property. It is a primary principle of heritage features to repair rather than replace. The repair of the existing building rather than replacement is the recommended approach to the site.

- Contemplated work should attempt to limit, wherever possible extremes of over-enthusiasm, replacing, too much; cleaning too well; or adding inappropriate historic detailing's or building fabric.

STAFF COMMENT: The proposal seeks to remove an entire contributing building to the character of the heritage conservation district and replace with a modernist building of stone/concrete, large picture window glazing and timber of a design which in its individual elements and overall design is not consistent with the prevailing historical character of the area.

4.2.1 Features and spaces around heritage buildings and sites are important in providing the context or setting of a heritage property and enhancing the presence of the building in the streetscape.

STAFF COMMENT: In order to adequately illustrate context, the proposal needs to include:

- *Existing plan of the site including existing vegetation;*
- *Proposed plan of the site illustrating changes from the existing (features – buildings, plantings, site features altered or removed);*
- *The site plan needs to be scaled;*
- *The site plan needs to include reference to proximity of adjacent buildings;*
- *A streetscape plan needs to be included in the proposal to illustrate how the proposed project will impact the heritage district streetscape. This needs to include before and after streetscapes for reference.*

Accordingly, every effort should be made to:

- Maintain traditional views of the property by avoiding the massing or hiding of prominent features. Ensure that front lawns, tree plantings, hedges and fences are given adequate care.
- Keep parking areas and outbuildings including garages and utilities such as heat pumps and satellite dishes to the side or rear in those areas traditionally set aside for domestic activities, uses and structures.
- Continue to use historic means of access: drives, paths and doorways. Encourage required new entrances to be installed on secondary elevations, generally those at the side or rear. Where external staircases are proposed they should be located at the rear.
- Maintain proper site drainage in any work so that water does not collect or drain towards foundations

STAFF COMMENT: See under 4.2.1 above for drawings that need to be provided in order to ascertain impact of proposal on landscape and context.

4.2.2 Heritage Building Fabric

These should be considered in any work that potentially involves work on heritage building materials.

- Attempt to repair rather than replace.

STAFF COMMENT: All efforts should be made to repair, maintain and retain fabric of the existing 1940s building in the proposed development, to the satisfaction of the Heritage Permit Advisory Committee before removal and replacement can be considered.

- Base all designs for replacement or restoration of former features on dependable documentary evidence and try to avoid guessing the size, shape and materials of former features.

STAFF COMMENT: The proposed design should be based on the historic frame cottage vernacular architecture of the site and area as we are dealing with an existing building which defines the cottage area context;

- When undertaking repairs, replacement or restoration, use the same materials as the original. New or repair work should not confuse the historic character of an area by creating an impression of greater age or of a different region or even country.

STAFF COMMENT: Materials should be consistent with the existing character of the area, however, should be distinguishable from historical materials by an expert.

- Signs of age or irregularities found in older work and materials should be respected and should not be covered up or obscured.

STAFF COMMENT: Emphasis on the maintenance of historic fabric in the heritage district;

- Maintain the symmetry or other important features of architectural design, particularly on the main elevation(s).
- Avoid moving heritage structures either into or out of the heritage conservation district.

STAFF COMMENT: Existing heritage structure should be maintained and incorporated into the proposal for the property rather than demolished.

- 4.2.3 Roofs,
- 4.2.4 Foundations and Walls;
- 4.2.5 Windows;
- 4.2.6 Entrances;

STAFF COMMENT: Emphasis on retaining the original in all areas.

As noted above, the site contains a heritage building. The emphasis on any development on the site should be to preserve the character and fabric of the heritage building;

5.0 Port Dalhousie Heritage Conservation District: Design Guidelines for New Construction.

5.1 Property owners are encouraged to work with existing buildings through sensitively adapting and altering them rather than demolishing and constructing new structures.

(NOTE: Re reference to demolition prohibition on page 5-1, line 5... The District guidelines date from 2001. Since the 2005 amendments to the Ontario Heritage Act., a municipality may prohibit demolition of designated features under Part IV and historic features which contribute to the establishment of a neighbourhood character within a heritage conservation district).

The demolition of existing heritage structures and the creation of new buildings will be actively discouraged within the Port Dalhousie Heritage Conservation District.

STAFF COMMENT: Emphasis on retention of heritage resources within a heritage district. The retention of original historic fabric is fundamental to the purpose of a heritage conservation district.

Guidelines for alterations to heritage buildings are contained in Section 4. Guidelines for wholly new construction and additions to heritage and non-heritage buildings are contained in Section 5.

STAFF COMMENT: The subject site contains a building constructed in the 1940s which according to the district guidelines qualifies as a feature which contributes to the character of the district, by virtue of the date of construction and compatibility with the character context of the cottage area.

5.2 Additions to heritage buildings and sites.

STAFF COMMENT: Retention of the existing building and expansion through addition is recommended in the district guidelines rather than demolishing and replacing with new. It is recommended that the proposal be modified to preserve and expand the existing structure rather than demolish, in which case the guidelines for additions to heritage buildings and sites would apply.

5.5 New Construction

Construction on newly created lots or vacant lots will be required to be compatible with the character of adjoining properties and the streetscape.

STAFF COMMENT: The subject lot is neither a newly created lot nor vacant, however, the proposal is for a new building. It is noted that the proposed style, design and placement of elements such as window placement has no precedent in the historical era of the HCD. The existing building is a frame cottage which is compatible with the character of the area, however, the proposed building as a concrete and glass modernist building. The prevailing character of the immediate area is for 1 storey cottage like frame buildings.

As each existing building within the district is unique in appearance each new structure to be constructed within the Port Dalhousie Heritage Conservation District will be constructed in a manner that avoids replication of any single style, type or appearance whether of heritage or contemporary design. The intent is that no two buildings should look exactly alike. New construction should also appear to be “new” and not pretend to be historical or simply old by copying historic details that are inappropriate in contemporary construction such as shutters and multi-paned sash windows.

New construction should also appear to be “new” and not pretend to be historical or simply old by copying historic details that are inappropriate in contemporary construction such as shutters and multi-paned sash windows.

STAFF COMMENT: While the proposed house is distinctive in design, the prevailing intent of the district guidelines is to respect and support the historical character of the area and its component neighbourhoods.

The subject site contains a structure which supports the heritage character in the immediate neighbourhood. The Proposal for a new structure in this context is contrary to the guidelines.

While in no way compromising the position that the guidelines support the retention and rehabilitation of the existing building, any new structure, if supported, should at least maintain and support the sense of character provided by the existing building.

It is difficult to determine how the proposed building reinforces the historical character of the neighbourhood.

It is possible to design a modern structure which is compatible with the prevailing historic character of the neighbourhood utilizing more compatible materials (wood, proportions, roof shape), which collectively present an impression of modernity and linkage with surroundings. The proposed structure is distinctively modern, but no obvious linkage can be found with the historic surroundings. A redesign is recommended.

5.6 Design considerations in new residential construction General factors governing visual relationships between an infill building, its neighbours and the streetscape should be reviewed carefully and used as the basis for new construction including consideration of: building height, width, setbacks, roof shape, number of bays, and materials. Specific guidance is described below:

STAFF COMMENT: The proposal needs to include a description of how the proposed development used as the basis for new construction factors such as building height, width, setbacks, roof shape, number of bays, and materials.

Height:

The majority of buildings within the residential area are two storeys or less. Accordingly, to maintain this profile new buildings should be no higher than two storeys, particularly if there are high basement and foundation walls. Required living space should be provided in a building mass that extends rearwards in depth on the lot rather than upwards in height.

STAFF COMMENT: The proposal of a 1 storey building is compatible with the overall height of the area; however, the flat roof shape is not consistent with other dwellings in the area (see below)

Width:

New dwellings should be designed in a manner that provide living space in a building mass that extends rearwards in depth on the lot rather than in horizontal width across the lot. Cross-gable or "L" plans may be used where appropriate.

STAFF COMMENT: The mass of the existing building is located towards the northeast corner of the property with a carport in the very northeast corner providing a level of transparency. The building is presented side wards to the street. The Proposed dwelling takes up more of the lot on both the north and south sides of the house with a raised front deck projecting out of the perceived front of the house.

Most of the dwellings on the street present a narrow end to the street. While the more horizontal placement of the current house towards the street line is not consistent with this pattern, the relatively small width of the house makes the impact of this difference in orientation appear negligible. The proposal to significantly extend the horizontality of the house, with details such as the roof, windows, materials, etc. that differ from the prevailing character of the area detracts from the heritage character of the area.

It is suggested that the district plan be followed with respect to the placement of the mass in order to reinforce the sense of space provided by the property currently.

If the existing house were retained, a more horizontal approach could be considered as part of a natural expansion of the building, however, if a new house is considered a deeper building, set closer to the street in the manner of nearby buildings should be pursued.

Details of the placement of the existing building and adjacent buildings relative to the proposed development are necessary to determine the impact of width.

Setback:

Existing residences have a variety of setbacks and vary from street to street. Accordingly, in streetscapes of similar building setbacks new construction should match existing. Where adjacent buildings are staggered from one another the new intervening building facade should be:

- located so that it does not extend beyond the front facade of the forwardmost building, or
- located so that it does not sit behind the front facade of the rearward building.

STAFF COMMENT: Details and statistics of the placement of the existing building and adjacent buildings relative to the proposed development are necessary to determine the impact of width.

Proportion
and Massing:

New Infill should be developed with horizontally rectangular to square proportioned facades with three bays comprising an entranceway and two window bays. Facades with a vertically rectangular emphasis should be avoided.

STAFF COMMENT: The proposed new building presents a raised flat roofed, building presenting an almost entirely glazed frontage to the street with a raised glassed monitor above.

The doorway is hidden in the glass wall and is positioned to the left of the façade. This is contrary to the district guidelines.

It is difficult to see how other than its rectangular form the building has any relation to the historic context of the street

Roofs:

Roof types encouraged in new construction are front gable, side gable, hipped and cross- or centre gable. Asphalt or wood shingles are appropriate for new construction. Concrete, clay tile, slate, metal or composite materials are discouraged. Roof vents, skylights, satellite dishes, solar panels, metal chimneys and flues, other venting devices and roof features are best located to the rear of new buildings. Cross or centre gables with windows may be appropriate in front elevations provided that they do not overpower the facade. Dormers should be encouraged at the rear or side elevations.

STAFF COMMENT: The proposed house has a flat roof with a monitor style raised area with a flat roof in the centre. The prevailing roof form in the area is a gable roof. The existing house has a gable roof. Any proposed house should have a gable roof in accordance with the guidelines.

Materials:

The majority of buildings in the Port Dalhousie Heritage Conservation District are of frame construction with a variety of cladding materials. Cladding materials include stucco, rough cast and pebble-dash, clapboard, board-and-batten and wood shingles. Synthetic materials such as metal or vinyl siding have also been used, either in whole or in part, to patch or cover former historical cladding. Brick and stone are used sparingly and are typically used in institutional or commercial building. Wall materials for use in

new construction are encouraged to be stucco and pebble-dash or rough cast, wood cladding, (either as clapboard or shingles) or brick. Limited use or small areas of synthetic cladding may be permitted on secondary facades or when used with traditional materials on principal facades. Use of concrete, stone or artificial masonry units should be used sparingly.

STAFF COMMENT: The materials used need to be identified. The proposed heavy use of glass, and what appears to be concrete does not appear to align with the intent of the heritage conservation district guidelines.

Windows:

A range of window and entrance types are evident in the existing late nineteenth and twentieth century architectural styles represented in the Port Dalhousie Heritage Conservation District. The overall appearance of building facades is more wall surface (solids) than windows (voids). Generally, window openings are vertical and rectangular. There are also examples of semi-circular, segmental and round headed openings. The windows are arranged in a variety of ways, either individually, pairs, groups or composing a bay. New window designs that generally reflect vertical and rectangular dimensions are encouraged. On facades that face the street, windows should maintain proportions of neighbouring properties. Large, full-length, multi-storey or picture windows are best avoided.

STAFF COMMENT: The proposed use of a large, horizontal continuous bank of windows as the main façade is not contemplated in the district plan and should be revised. Newer windows are anticipated in new construction however the plan is looking for a vertical emphasis and not what is proposed.

Entrances:

Entrances are usually an important element of the principal elevation, frequently highlighted with architectural detailing such as door surrounds and porches and recessed or projected from the wall face for emphasis. Accordingly, full size double doors and large amounts of glazing in entranceways should be avoided.

STAFF COMMENT: The proposed insertion of a double door glazed entrance with large amounts of glazing is not supported.

Garages:

Garages and ancillary structures are best located away from the main and facade and should be located in traditional areas for these functions, ancillary usually towards the rear of the lot. Garages, in particular, should not structures form part of the front facade of the main building.

STAFF COMMENT: The proposed insertion of the garage in the front façade of the building is not supported.

17 Peel Street, Port Dalhousie,
City of St. Catharines
Heritage Impact Assessment Report



12/11/2020
Heritage Planning Services
Leah Wallace MCIP RPP

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Introduction

This report is prepared to assess the impact of a proposal to demolish the existing building on the property at 17 Peel Street, Port Dalhousie, City of St. Catharines; and construct a new residential dwelling on the lot. The property is located in the Cottage Enclave area of the Port Dalhousie Heritage Conservation District and is designated under Part V of the Ontario Heritage Act (OHA). Research was undertaken by consulting primary and secondary sources and was supplemented by a site visit. The report provides a brief historical background analysis, considers whether the structures on the property are significant heritage resources, analyses the proposal as it relates to the heritage conservation district guidelines and examines impacts on adjacent protected cultural heritage resources and the cultural heritage landscape/streetscape.

1. Subject Lands

The property is located on the south side of Peel Street north of Bayview Drive, east of Considine Avenue and west of Abbey Avenue. Lake Ontario lies to the north. The property is a small lot containing a diminutive one storey dwelling with an attached carport and accessory shed located to the rear on the east side of the property. Based on examination of the structure, it most likely started life as a cottage meant to be inhabited only during the summer months.



Figure 1: Subject Lands – 17 Peel Street, Niagara Navigator



Figure 2: View of 17 Peel Street façade with carport and shed to the rear



Figure 3: View of Rear elevation with addition (Appendix I)



Figure 4: Shed at 17 Peel Street



Figure 5: 17 Peel Street, East Boundary of Property, Newly Planted Coniferous Trees

2. Surrounding Land Uses and Heritage Properties

The surrounding land uses are all residential and consist of a mixture of converted cottages and newly constructed homes of varying sizes, styles and ages. All of the properties immediately surrounding 17 Peel Street are located in the area identified as the Cottage Enclave of the Port Dalhousie Heritage Conservation District and are designated under Part V of the OHA.

Proposal

The owner, who resides on Peel Street, recently purchased the property. The owner wishes to demolish the existing house and shed and construct a new house on the property.

The proposed house is a contemporary design characterised by John Blumenson as the “Contempo” style in vogue in Canada from approximately 1945 until 1965.¹ The building elevations show a single storey flat-roofed house elevated on a raised basement foundation. A central clerestory rises from the roof. There are two (2) covered decks one of which runs the entire length of the front elevation. Walls on the façade are mainly glass. Those to the side and rear are of solid construction.

The house is approximately 5.82m (19ft.1in.) in height from the basement level to the top of the clerestory. It is 202.53 sq.m. (2180 sq.ft.) in area, including the covered decks. The proposed design meets and exceeds the requirements for maximum height and lot coverage. A small shed will be constructed in the approximate location of the existing shed. (Fig.4)



Figure 6: Proposed House Design, Facade (Appendix I)

¹ John Blumenson, Ontario Architecture, Fitzhenry & Whiteside, 1990, p.224-236

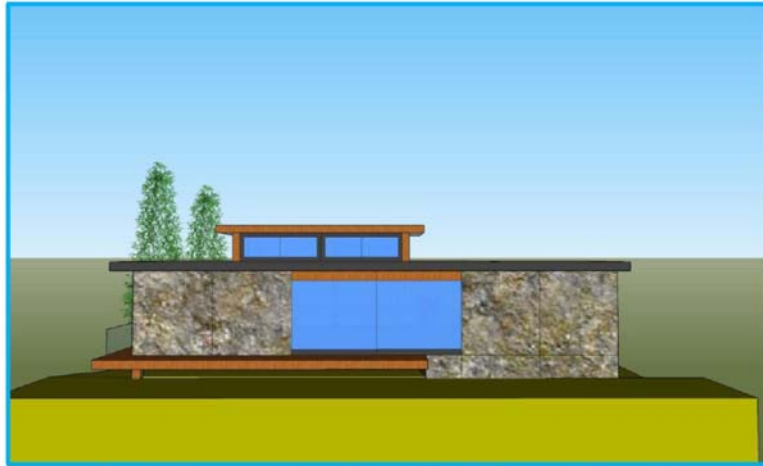


Figure 7: Proposed House Design, Rear Elevation, (Appendix I)



Figure 8: Proposed House Design, East Elevation (Appendix I)

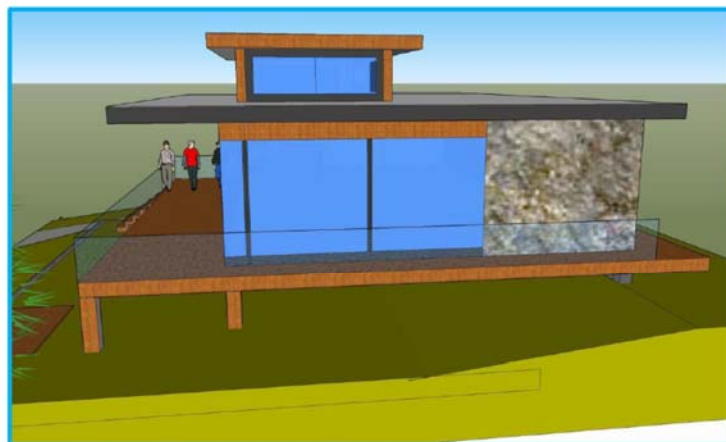


Figure 9: Proposed House Design, West Elevation (Appendix I)

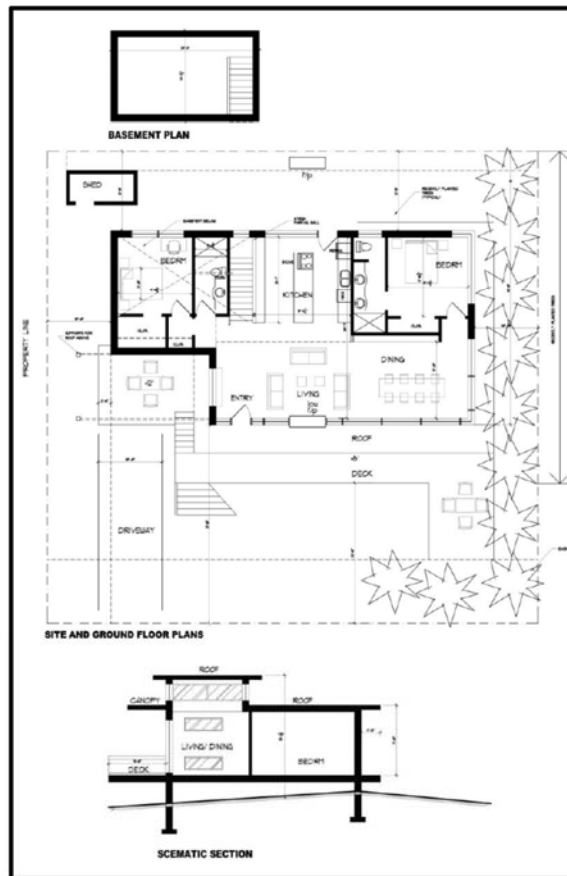


Figure 10: Proposed House Design, Site Plan, Floor Plan and Schematic Section, (Appendix I)

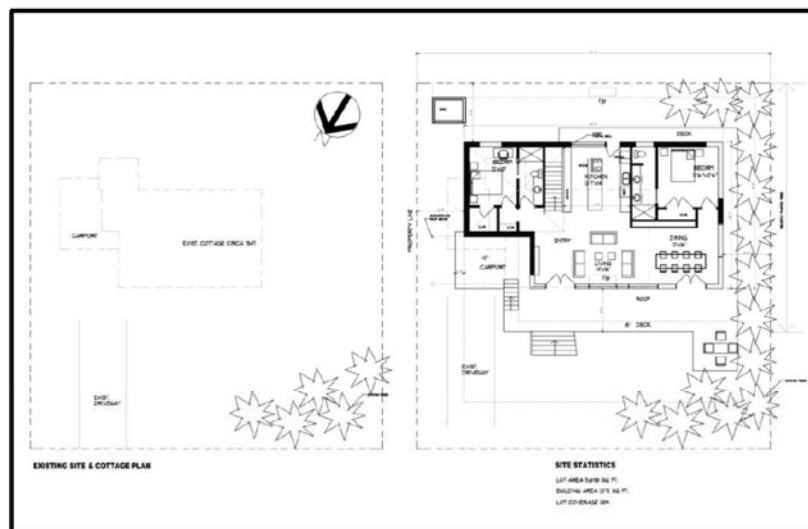


Figure 11: Comparison of Two Building Plans

Existing Heritage Policy Context

1. The Planning Act

Part 1 of the Planning Act includes a list of matters of provincial interest. Section 2(d) states that the Minister, the council of a municipality and the Ontario Municipal Board, in carrying out their responsibilities shall have regard to:

The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.

In 2015, an additional clause, Section 2(r), was added. This clause provides for the promotion of built form that is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

2. Provincial Policy Statement 2020 (PPS)

A new Provincial Policy Statement came into force on May 1, 2020. Section 2.6 of the PPS, Cultural Heritage and Archaeology, contains the following policies for heritage resources.

Policy 2.6.1: Significant built heritage resources and significant cultural landscapes shall be conserved.

Policy 2.6.2: Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.

Policy 2.6.3: Planning authorities shall not *permit development and site alteration on adjacent lands to protected heritage property* except where the proposed *development and site alteration* has been evaluated and it has been demonstrated that the *heritage attributes* of the *protected heritage property* will be conserved.

Policy 2.6.4:

The PPS provides the following definitions which assist in understanding and applying these cultural heritage and archaeology policies.

Significant in regard to cultural heritage and archaeology means resources that have been determined to have cultural heritage value or interest. Processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the OHA.

Built heritage resource means a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Indigenous community.

Built heritage resources are located on property that may be designated under Parts IV or V of the Ontario Heritage Act (OHA), or that may be on local, provincial, federal and/or international registers.

Protected heritage property means a property designated under Parts IV, V or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the OHA; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for the Conservation of Provincial Heritage Properties; properties protected under federal legislation; and UNESCO World Heritage Sites.

Adjacent lands mean those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan.

Development means creation of a new lot, a change in land use, or the construction of buildings and structures requiring approval under the Planning Act.

Heritage attributes means the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest and may include the property's built, constructed or manufactured elements as well as natural landforms, vegetation, water features and visual setting (eg. Significant views or vistas to or from protected heritage property).

Cultural heritage landscape means defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as, buildings, structures, space, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Cultural heritage landscapes may be properties that have been determined to have cultural heritage value or interest under the OHA, federal and/or international registers and or protected through official plan, zoning by-law, or other land use planning mechanisms.

3. Growth Plan for the Greater Golden Horseshoe

A new Growth Plan for the Greater Golden Horseshoe came into effect in May 2019. It contains a number of guiding principles including the conservation and promotion of cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.

The GGH recognize the importance of cultural heritage resources that contribute to a sense of identity, support a vibrant tourism industry, and attract investment based on cultural amenities. The Growth Plan acknowledges that accommodating growth can put pressure on these resources through development and site alteration and recognizes that it is necessary to plan in a way that protects and maximizes the benefits of these resources in order to make communities unique and attractive places to live.

Policy 4.2.7 states that:

Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

Municipalities will work with stakeholders, as well as First Nations and Métis communities, in developing and implementing official plan policies and strategies for the identification, wise use and management of cultural heritage resources.

Municipalities are encouraged to prepare archaeological management plans and municipal cultural plans and consider them in their decision-making.

The heritage impacts of the proposed development will be assessed in accordance with policies in the PPS and the Regional and local official plans.

4. Ontario Heritage Act (OHA)

On June 6 2019, changes were made to the OHA when the More Homes, More Choice Act received royal assent. These changes, along with a new regulation will come into force on January 1, 2021.. Despite the considerable changes to the Act, particularly as the relate to hearings before the Local Planning Appeal Tribunal and timing of public notices and Council decisions, the OHA still provides policies and regulations for the protection of built heritage resources, cultural landscapes such as heritage conservation districts, and archaeological resources through the process of identifying, listing and designating those resources.

Part IV of the Act deals with:

Designation of individual properties;

Alterations that are likely to affect the heritage attributes of those properties as specified in designation by-laws;

Requests to demolish those properties; and

Listing designated properties on the Register

Section 27(3) of the Act permits Council to include property on the Register that is not designated under Part IV; but that the municipality believes to be of cultural heritage value or interest and provides a process for inclusion and for public consultation.

Part V of the Act deals with:

Designation of heritage conservation districts;

Preparation of heritage conservation district plans and their contents;

Alterations to any part of the property with the exception of the interior of buildings or structures; and

Requests to demolish buildings or structures on those properties.

Part VI of the Act deals with:

Archaeological sites including activities of work on those sites; and

Licensing of archaeologists.

Regulation 9/06 under the OHA provides criteria for determining cultural heritage value or interest for individual (Part IV) designations. However, there is reference in the revised Act

to “prescribed principles” and “prescribed events”. The Ministry anticipates that a new regulation will come into force at the same time as the changes to the OHA.

5. Niagara Regional Official Plan

The Niagara Regional Official Plan, Section 10C, contains objectives and policies for the protection of built heritage resources and cultural heritage landscapes and requires a heritage impact assessment where development, site alteration and/or public works projects are proposed on, or adjacent to, a significant built heritage resource or cultural heritage landscape.

Objectives include:

- Supporting the identification and conservation of significant built heritage resources and significant cultural heritage landscapes;
- Recognizing the importance of quality design; and
- Conserving significant built heritage resources and cultural heritage landscapes within the unique community context of every site.

City of St. Catharines Official Plan – Heritage Conservation

The property at 17 Peel Street is located in the Low Density Residential Land Use Designation which permits a density of 20 to 30 residential units per hectare. This designation permits detached, semi-detached, duplex, triplex, quadruplex, fourplex and townhouse dwellings. In addition, the Plan states that notwithstanding Part D, Section 8.1 of the Plan, on lands bounded by Lake Ontario, Bayview Drive, Christie Street and the rear lot line of properties on Considine Avenue, the height of buildings should not exceed 7.5m (24.60ft.) as opposed to the general building height of 11m permitted in this designation. This lower height accords with recommendations in the Port Dalhousie Heritage Conservation District Plan.

Part C: Section 3, General Policies of the City of St. Catharines Official Plan is devoted to Cultural Heritage. The introduction to this section states that conserving and enhancing the city’s cultural heritage is important for its connections to the past and assistance in interpreting the municipality’s history. It also makes economic sense by attracting visitors and new investment to the city.

Section 3.1 General Policies includes:

- Supporting the continuing use, reuse, care and conservation of cultural heritage resources and properties;
- Ensuring that all development/redevelopment shall have regard for identified cultural heritage resources and shall, where feasible, incorporate these resources into any development plan;

- Requiring, if requested, a cultural heritage impact assessment where a proposed development/redevelopment or site alteration of lands or on adjacent lands, has the potential to adversely affect cultural heritage resources;
- Permitting development/redevelopment and site alteration on adjacent lands to protected heritage property, where the proposed development or site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved;
- Requiring mitigative measures and/or alternative development approaches, if required, in order to conserve the heritage attributes of the protected heritage property that is affected; and
- Subjecting all new development/redevelopment in established areas of cultural heritage value or interest to the city's Urban Design Guidelines to ensure development is in keeping with the overall character of these areas.

Section 3.2 contains policies regarding the designation of Heritage Conservation Districts under Part V of the OHA. The subject property is located in the Port Dalhousie Heritage Conservation District. Alterations to the property require the consent of Council through a heritage permitting process and are subject to the heritage conservation district guidelines.

Relevant policies include the following general principles when review proposals for alterations to the property:

- Protecting heritage buildings, associated landscape features and archaeological sites, including their surroundings, from any adverse effects or change;
- Retaining, repairing and/or restoring original building fabric and architectural features rather than replacing them wherever possible;
- Ensuring that new additions and features should generally be no higher than the existing building and appropriately placed at the rear of the building or set back;
- Ensuring that new construction is compatible with surrounding buildings and streetscapes by being generally of the same height, width and orientation as adjacent buildings; being of similar setback; and using similarly proportioned windows, doors and roof shape; and
- Considering design, style, materials and colours for new construction on an individual basis on the premise that contemporary styles can be more appropriate in certain cases than using design styles and motifs from previous periods;

Section 3.5 contains policies that address cultural heritage landscapes which can include a heritage conservation district, urban streetscapes and neighbourhoods.

Section 3.6 contains policies requiring a cultural heritage impact assessment where a proposed development, site alteration, or redevelopment of lands has the potential to adversely affect cultural heritage resources through displacement or disruption. Such impacts include:

- Removal or restoration of heritage attributes;
- Alterations;

- Creation of shadows;
- Isolation of a heritage attribute from the surrounding environment;
- Obstruction of significant views and vistas;
- A change in land use; and
- Soil disturbance.

Part C, Section 4 of the Official Plan contains Urban Design policies which, as noted in the city's heritage policies, requires that development/redevelopment in areas of cultural heritage value be subject to the city's urban design guidelines.

Policy 4.1 lists priority areas for establishing Urban Design Guidelines including Established Residential Neighbourhoods.

Policy 4.2 establishes urban design principles. Development and redevelopment should be based on:

- Innovative, sustainable and context sensitive building, site, streetscape and neighbourhood design;
- Compatibility of new development and redevelopment within established areas;
- Conservation of heritage buildings and structures;
- A compact, walkable, bikeable and well-connected community; and
- Building design to support street life.

Policy 4.3 establishes built form principles based on:

- Building scale, height, gradation of heights, and massing;
- Spacing of buildings;
- Level and visibility of ground floor relative to exterior grade;
- Roof form and pitch;
- Placement, number, type and proportion of doors, windows and other features including garages, porches and other platform structures;
- Preservation and enhancement of significant views and vistas; and
- Overall scale of the development as it relates to the surrounding area.

6. City of St. Catharines Zoning By-law No.2013-283

The City of St. Catharines Zoning By-law zones the property Low Density Residential (R2) Traditional Neighbourhood. Permitted used in this zone are:

- Detached dwellings;
- Semi-detached dwellings;
- Duplexes;
- Triplexes;
- Quadruplexes;
- Townhouses; and
- Private Road Development.

7. Port Dalhousie Heritage Conservation District Plan and Guidelines

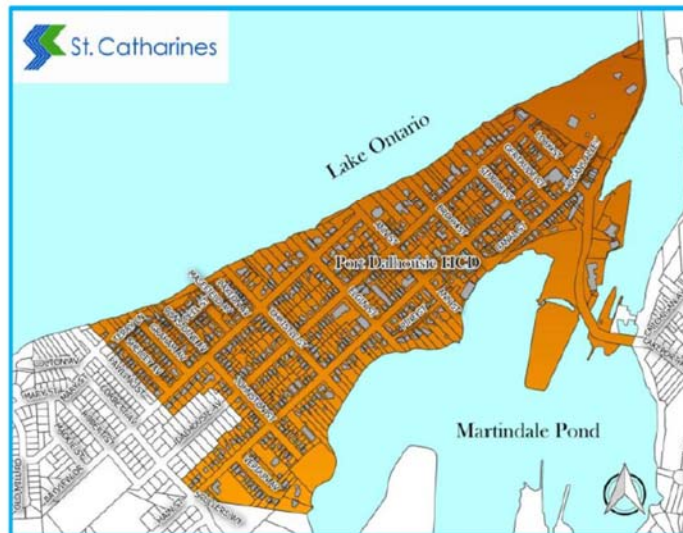


Figure 12: Port Dalhousie Heritage Conservation District Map, City of St. Catharines

i. The District Plan

The City of St. Catharines undertook a heritage conservation district study for Port Dalhousie in 2000. A report and summary were produced in August 2000. The report and accompanying summary examined the historical growth of the area; assessed its built form and heritage character architecture; and provided a landscape analysis. The report recognized that the area consisted of a number distinctive heritage character areas and key elements including:

- The Lake Ontario shoreline and Martindale Pond;
- The canal, port and harbour area;
- The commercial core;
- Industrial remnants; and
- The residential area.

Within the residential area the study further identified a specific area known as the Cottage Enclave which is bounded by Paxton Drive, Bayview Drive and Shelley Avenue. In the study this section of the residential zone was described as containing “numerous small cottages established as summer homes at the turn of the 20th century. Considine, Abbey, Masfield and Paxton Avenues in particular formed a compact grid of narrow (now one-way) laneways serving a variety of one storey, vernacular frame structures clad in a variety of materials.”²

² Archaeological Services Inc., The Port Dalhousie Heritage Conservation District Heritage Assessment Report, August 2000, p.3-3

ii. The District Guidelines

In March 2001 the City of St. Catharines adopted the Port Dalhousie Heritage Conservation District Guidelines for Conservation and Change prepared by Archaeological Services Inc. Section 3 of the Guidelines provides conservation principles; Section 4 provides conservation guidelines for alterations; Section 5 provides conservation guidelines for new construction and Section 6 provides guidelines for landscape conservation.

Conservation priorities include:

- Maintaining the low profile, compact building forms of the cottage and residential areas by encouraging any future changes to develop in depth or in width on lots rather than vertically in height;
- Ensuring that supporting and contextual landscape features such as grass boulevards, street trees, hedgerows, front yard plantings and many mature boundary plantings such as trees, mixed shrub borders and hedges are conserved and managed; and
- Encouraging new development, construction and any public works where it is clearly demonstrated that such changes will have no adverse effects upon the heritage attributes of the district and will positively contribute to the character of the area.

Section 5 – Guidelines for New Construction

The guidelines for new construction recognize that each existing building within the District “is unique in appearance and each new structure will be in a manner that avoids replication of any single style, type, or appearance whether of heritage or contemporary design. The intent is that no two (2) buildings should look exactly alike.” New construction should appear to be new and not pretend to be historical or simply old by copying historical details that are inappropriate in contemporary construction.”³

Design considerations for new residential construction include:

- **Height:** The majority of buildings in the area are two (2) storeys particularly if there are high basement and/or foundation walls.
- **Width:** New dwellings should be designed in a manner that provide living space in a building mass that extends rearward in depth rather than in horizontal width across the lot.
- **Setback:** Existing residences have a variety of setbacks and vary from street to street. In streetscapes with similar setbacks new construction should match existing. Where adjacent buildings are staggered, the new building façade should be located so that it does not extend beyond the front façade of the forward-most building and not behind the front of the rearward-most building.

³ Archaeological Services Inc., Port Dalhousie Heritage Conservation District Guidelines for Conservation and Change, p.5-3

- **Proportion and Massing:** New infill should be developed with horizontally rectangular to squared proportioned facades with three (3) bays comprising an entrance and two (2) window bays.
- **Roofs:** Roof types encouraged are front gable, side gable, hipped and cross or centre gable with asphalt or wooden shingles. Clay tile, slate, metal etc. are not appropriate.
- **Materials:** Wall materials in Port Dalhousie are varied. Materials in new construction are encouraged to be stucco and pebble-dash or rough-cast, wood cladding or brick. Limited use of synthetic siding may be permitted on secondary elevations or sparingly on facades with traditional materials.
- **Windows:** Generally window openings are vertical or rectangular. Round or semi-circular windows are also found in the District. Generally, new window design should reflect vertical and rectangular dimensions. On facades windows should maintain the proportions of neighbouring properties. Large, full-length or picture windows should be avoided.
- **Entrances:** Full-size double doors and large amounts of glazing in entranceways should be avoided.
- **Garages and Ancillary Structures:** These are best located away from the main façade usually towards the rear of the lot. Garages should not form part of the front façade of the main building.

ii) Section 6 - Landscape Conservation Guidelines

On private properties property owners are encouraged:

- To retain and preserve existing shrubs, hedging and ornamental fencing along the side yards and frontages;
- To select new trees and shrubs for the front and side yards from species of trees and shrubs found in the neighbourhood (A list is found in the guidelines);
- To retain garages and side yard parking ideally set back from the façade of the house; and
- To narrow driveways at the boulevard and ideally separate them from adjacent lot driveways by green spaces to reduce visual impact of the hard surface crossing the boulevard.

iii) Character Area Landscape Guidelines – Area 6: The Cottage Enclave

- New chain link fences should be avoided.
- Residents are encouraged to preserve and maintain existing property edge features and, where missing, add new hedges and fencing to define the edge of the property and add visual interest to the street.

Heritage Impact Analysis

1. Historical Research and Site Analysis

a) Brief History of Port Dalhousie

This section provides a brief history of the development of Port Dalhousie and is mainly based on the historical analysis found in the Heritage Conservation District Study with additional visual information gathered from online sources.⁴

Many of the first settlers in the area were United Empire Loyalists. In 1796 the Crown granted land west of the Niagara River to soldiers who served in Butler's Rangers. Captain Peter Tenbroeck was given 800 acres at the mouth of Twelve Mile Creek in the area of what is now Port Dalhousie.⁵

Tenbroeck passed the land on to his son, Jacob who sold 300 acres to Henry Pawling in 1821. Pawling immediately deeded the land to his younger brother who was known as Squire Nathan Pawling. Nathan Pawling is regarded as the founder of Port Dalhousie.

The first settlement, which was known as Dalhousie and was named after Earl of Dalhousie, Governor General of Canada, consisted mainly of farms. The settlers were attracted by the natural harbour and Indigenous trails connecting them to other early settlements in Niagara.

William Hamilton Merritt of Shipman's Corners (St. Catharines) and his father owned and operated farms, a grist mill, a potashery and blacksmith shops that required a reliable source of water. His initial idea was to dig a ditch from the Welland River along Twelve Mile Creek to divert water to his industries. However, he realized that by constructing a canal along the same route he could also solve the problem of transporting goods from Fort Erie to Lake Ontario, avoiding the problem of Niagara Falls and providing easy access to the St. Lawrence River and the Atlantic Ocean.

Merritt's plans were rejected by the government of Upper Canada. He then created the Welland Canal Company and sold shares enabling him to begin construction in November, 1824. The canal, including 40 locks, was completed in 1829. During the construction period lodging and other facilities were needed for canal workers. Pawling, realizing the need, sold lots near the harbour. By 1841 there were 14 houses in the area. All were constructed on his former property.

⁴ Archaeological Services Inc., The Port Dalhousie Heritage Conservation District Study Heritage Assessment Report, p.2-1-2-15

⁵ Web Site, exploringniagara.com/place_to_explore/towns_cities/port_dalhousie.html

In 1829, when the canal opened, the village was officially named Port Dalhousie in recognition of its status at the entrance to the canal. The village flourished and attracted businesses connected with shipping including the dry dock facility opened by Alexander Muir who arrived in town in 1839. Muir's diary records that by 1840, there were 16 residences and 14 families in the area. Occupations included ship builders, tavern and innkeepers, a blacksmith, a dredger, a joiner and a lock tender. When Upper and Lower Canada united in 1842 the canal was purchased by the government with plans to enlarge the facility. By 1846 the population had increased to 200 people and Front and Lock Streets were developing as the centre for commerce.

Construction began on the Second Welland Canal in 1851. The new canal was needed in order to accommodate larger steamboats. This canal took a more direct route following the original Twelve Mile Creek to Port Robinson and Port Colborne. In order to control the water level, a dam was constructed, flooding the creek and creating Martindale Pond. In 1867, at the time of Confederation, the canal was placed under Federal jurisdiction; but by then it was already outdated.

Construction of the third Welland Canal began in 1875 to accommodate to accommodate heavy ships. Other transportation systems were also being constructed during this period including, in 1853, the first rail line which ran from Port Dalhousie to Thorold. The Thorold Port Dalhousie Railway line was constructed along the eastern bank of the canal terminating on the Michigan Side pier. The line linked Port Dalhousie with the Great Western Railway which connected all of the major cities in eastern North America including Montreal, Toronto, Detroit, Buffalo and New York.

The route of the Third Welland Canal did not follow Twelve Mile Creek. It took a new route across St. Catharines, by-passing Thorold on its way to Port Colborne. The canal was deepened and the locks were increased in size. However, the entrance to the new canal was difficult to navigate which resulted in construction of a second lighthouse known as the "front" or "outer" range lighthouse. With the construction of the Fourth Canal these structures ceased to guide commercial traffic in and out of the canal. By 1988 the inner range light ceased to function.

The village was incorporated in 1862. At that time it had a population of 1,364. In 1867 it ceased to be under the jurisdiction of Lincoln County and the first village Council was elected. The new Council established a series of by-laws that attempted to curb some of the rowdy behaviour common in port towns. By 1872, a system of taxation provided for street maintenance and construction of a new school. Port Dalhousie became a town in 1948 and in 1961, it was amalgamated with the City of St. Catharines.



Figure 13: Port Dalhousie in 1839, Brock University Map Library



Figure 14: Tremain Map, Detail, 1862, Brock University Map Library



Figure 15: Illustrated Atlas of Lincoln and Welland Counties, 1876, Brock University Map Library

In the mid 1886 the Maple Leaf Rubber Co. began manufacturing rubber products such as shoes and boots in the former Lawrie Mill Building. Their products were sold across Canada. The company also introduced electricity to Port Dalhousie, using the falls from the Second Canal's waste water weir and were the first company in the municipality to have running water. The mill building burned in 1898 and a new building with an annex was constructed to replace it. The Maple Leaf Rubber Co. was purchased by the Canadian Consolidated Rubber Co. in 1915 and continued to operate until 1929. The company was not able to continue manufacturing when the Fourth Welland Canal by-passed the village making it difficult to easily ship goods. The building was used by other manufacturers over the years including the Lincoln Fabrics which purchased the building in 1955 and operated until recently. The property was sold and is slated for development as a condominium apartment utilizing the original building as a part of the design.

In 1879 a streetcar service was established by the St. Catharines Street Railway Company. At first the cars were pulled along by horses and the service only ran between St. Catharines and Thorold and Merriton. In 1887 it was electrified and in 1898, after the service was purchased by the St. Catharines and Toronto Railway Company it was extended to Port Dalhousie, Niagara Falls and Fort Erie and extended around Lake Ontario to Hamilton and Toronto. A steamship line provided additional service from Port Dalhousie making it a centre for transportation bringing tourists to Lakeside Park. The streetcar service operated for 50 years until increased automobile and bus use put it out of service in 1950. Regular steamship service suffered the same fate.

The area known as Lakeside Park was created when the first canals were dredged or repaired. The resulting debris was used to fill in this area which then gave access to a sandy beach. At first fishermen and lock workers constructed small shacks and homes on this land. In 1902 the Niagara, St. Catharines and Toronto Railway Company and the Navigation Company purchased the land and created the park. The companies constructed a number of facilities for the public including changing rooms, concession booths and a small carousel and the area became a popular summer resort. In the 1920's the park buildings were renovated and a large picnic pavilion was constructed that could seat 3,000 people. The midway and other facilities were also enhanced.

In 1950, the park was purchased from the Canadian National Railway. However, the parks popularity was declining. Increased automobile use meant that people could search out recreation farther afield and rail and steamship service ended. In addition, increased lake pollution made the area unattractive. In 1969, the rides and other amusements were sold to the Canadian National Exhibition. The park is now used for more passive forms of recreation though change rooms and the picnic pavilion are still available for use by the public. The carousel, now housed in a concrete block facility, continues to be a popular attraction.

While the fortunes of Lakeside Park have diminished, the importance of the Royal Canadian Henley Regatta has increased. It is one of the most prominent rowing events in North

America. The facilities at Martindale Pond, managed by the Canadian Association of Amateur Oarsmen, offers training facilities throughout the year. The Regatta continues to draw rowers and spectators each summer, swelling the population of Port Dalhousie and providing an economic boost to the area.

During the latter half of the 20th century, the fortunes of Port Dalhousie declined and there was considerable neglect of infrastructure and buildings. While this resulted in the retention of much of the late 19th century architecture, there was a desire to rehabilitate the area and to recognize its importance as a cultural and recreational resource. Grants and the assistance of private citizens groups revitalized the port in the 1970's. Buildings were restored and people returned to reside in the area. Inappropriate redevelopment pressures in the 21st century resulted in a decay of the downtown core; but new development of a more appropriate design and scale is once again revitalizing the area and proximity to Lake Ontario has made Port Dalhousie a popular residential neighbourhood.

b) 17 Peel Street and the Cottage Enclave

The property at 17 Peel Street is located on a narrow lane in the cottage enclave of the Port Dalhousie Heritage Conservation District. This area is bordered by Considine Avenue to the west, Paxton Avenue to the east, Bayview Avenue to the south and Lake Ontario to the north. This area, with its narrow lanes, is distinctively different from the surrounding residential area and has, until recently, been dominated by small one storey homes on narrow lots, some of which back onto Lake Ontario.

The land in this area was owned by Squire Nathan Pawling and remained outside the village throughout the 19th and early 20th centuries. As the Tremaine map of 1862 (*Fig. 6*) and the 1876 the Illustrated Atlas of Lincoln and Welland Counties (*Fig. 7*) show, Johnson Street was the boundary between Port Dalhousie and Louth Township.

In 1901 the Niagara, St. Catharines Thorold Railway purchased the land at the east end of Port Dalhousie and created Lakeside Park making the area, and the beach in particular, popular tourist attractions. As a result, small –scale cottage development began in the area adjacent to Louth Township. These cottages were built close to one another, a popular configuration in early summer home development when social interaction was preferred.

By the 1920's the automobile was an increasingly important mode of transportation making it possible for people to wander farther afield to other tourist destinations such as Muskoka and Haliburton. The end of rail and steamship services and their replacement with buses plus the effects of pollution in Lake Ontario resulted in a decline in cottage development.

Amalgamation with St. Catharines and neighbourhood improvements undertaken by the city in the 1970's including the paving of streets and the creation of Abbey Mews Park, resulted in the conversion of the existing cottages into permanent residences. A number of these buildings have since been renovated or replaced by larger permanent homes.

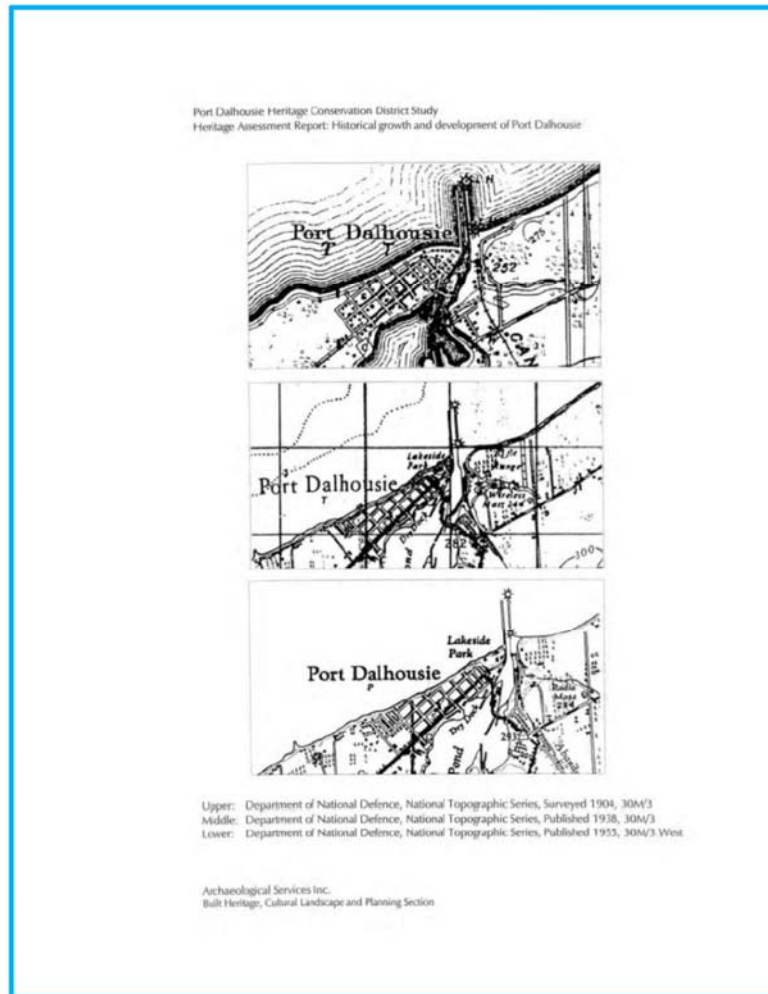


Figure 16: Topographic Maps, 1904, 1938, 1955, Heritage Assessment Report for Port Dalhousie

The topographic maps found on page 2-12 of the Port Dalhousie Heritage Conservation District Study Heritage Assessment Report (*Fig. 8*) also show that the area began to develop in approximately 1938; but Peel Street does not appear in its entirety with houses on both sides of the road until the 1955 topographic map. The house at 17 Peel Street, which was originally a cottage and which was converted to year round use, was most likely constructed between 1938 and 1955 when it can be seen on the topographic map. Aerial photographs also indicated that there was no house on the property in the 1930's. However, the street appears to be fully developed by 1954. The general consensus is that the former cottage was built c.1947.



Figure 17: Aerial Photograph, 1931, Brock University Map Library



Figure 18: Aerial Photograph, 1954, Brock University Map Library

2. Identification and Significance and Heritage Attributes of Property

a) 17 Peel Street

The house at 17 Peel Street is a one storey frame building. It is set back on the lot with a shallow rear yard; but is located on the east side of the lot with a larger side yard to the west. Aerial photographs and topographic maps indicate that it was probably constructed between 1938, when the area streets and lanes were first laid out for cottage development, and 1954/1955 when the building is visible on both photographs and maps. The house is at least 65 years old. The District Plan and Guidelines indicated that any building constructed before 1950 is considered to have heritage significance.

The building is oriented with the longer or horizontal width facing the street and its shorter elevations to either side. It is clad in dark blue asbestos siding. The roof is side-gabled with a shallow pitch and light coloured asphalt shingles. There are two (2) windows on the façade. One small window is located high up in the wall on the west side of the building. The other is a picture window located near the centre of the wall on the west side. The entrance door is on the east side of the house set back behind the front elevation underneath a carport which slopes down from the house. It is not visible from the street. The rear elevation contains an entrance to the backyard and two (2) additional small windows. There is a small shed addition at the rear and an accessory shed located in the extreme southeast corner of the building. The house is set on a concrete foundation.



Figure 19: 17 Peel Street Concrete Foundation, (Appendix II)

The interior of the house consists of a living room, a small kitchen, a bedroom and two bathrooms. While the main rooms have retained some of the original ceilings, the bedroom and bathrooms have dropped ceilings. The walls have been dry-walled and new doors have been added. The entire interior was updated in the late 20th century.



Figure 20: Kitchen (Appendix I)



Figure 21: Bedroom Ceiling (Appendix I)



Figure 22: Main Living Space (Appendix I)



Figure 23: Main Living Space (Appendix I)

The basement is generally dry and serviceable. It contains the water heater, furnace and hook-up for a washer and dryer. A section of the basement appears to be recently refinished. However, the ceiling height in the original section of the basement is low, making it impossible to stand upright.



Figure 24: Basement, Original Section, (Appendix I)



Figure 25: Basement, New Section (Appendix I)

The size, shape and location of the house at 17 Peel Street indicates that it was once a cottage and that it was converted to a year round dwelling and then renovated in the late 20th century. The renovation was not particularly well done. The roof has a definite sway in the centre. Windows of different styles and shapes have been inserted at different heights. The fenestration is haphazard. The door is hidden around the corner from the façade and the carport is poorly constructed. The cladding is a type of siding that contains asbestos

and will have to be carefully removed using remediation techniques. Portions of the house that are probably later additions rest precariously on the foundation.



Figure 26: Foundation Issues at Entrance Door, (Appendix)

The interior of the house has been altered beyond recognition. Walls have been dry-walled, ceilings have been lowered, and doors have and walls have been inserted in new locations. The workmanship is poor and some of the alterations do not meet Ontario Building Code requirements. Though it is difficult to illustrate in photographs, the floor in the main living space slopes away from the centre of the room in two (2) directions, indicating a possible structural issue.



Figure 27: Poor Drywall and Framing (Appendix I)

b) Streetscape and Surrounding Buildings

Peel Street is a narrow, one-way road located in an area of the Port Dalhousie Heritage Conservation District characterized as the Cottage Enclave. The road is paved with low curb and gutter and a series of curb extensions to ensure that traffic moves slowly. There is limited on-street parking available for residents along the street and in the area surrounding the nearby park.



Figure 28: Peel Street Curb Extension



Figure 29: On-Street Parking Availability

Houses on the street and in the surrounding enclave area are a eclectic mix of styles, materials shapes, scale and ages. Some are cottage conversions which have been

renovated and extended. Others are newly constructed. The newer buildings are generally larger in scale than the converted cottages. A few are very large and tend to dominate the street.

Most houses sit close to the street, though some on the north side of Peel Street, which have long, narrow lots backing onto Lake Ontario, are set back further. There are no particular extant period styles and none of the properties are architecturally significant in their own right. One building, at 3 Peel Street (*Fig.29*), is relatively untouched and displays characteristics of the simple cottage style and materials. The structure at 17 Peel Street, which has a similar scale and orientation, may once have resembled this house.

Peel Street and the surrounding streets contain no significant built heritage resources. Instead their importance rests in the historic development of the area, the layout of the narrow streets and lanes and the streetscape. The area's primary significance is as a cultural heritage landscape.



Figure 30: 3 Peel Street, Original Cottage



Figure 31: Peel Street Looking West to Bayview Drive



Figure 32: 18 Peel Street



Figure 33: 16 Peel Street



Figure 34: 9 Peel Street



Figure 35: 15 Peel Street, Adjacent to 17 Peel Street



Figure 36: 7 Peel Street



Figure 37: 7 Peel Street from Abbey Avenue



Figure 38: 1 Masfield Avenue

c) Description of Proposed Development and Site Alteration (APPENDIX I) (Figs.5-10)

The owner is proposing to demolish the existing structures on the property and construct a new one-storey house on the site. The main living section of the house will be set back in approximately the same location as the existing house, though the balcony will extend forward on the lot. The house will also extend into the rear yard and side yard located on the east side of the property in order to accommodate the larger footprint of the single storey.

The proposed house is a modern or contemporary design with two cantilevered exterior decks, one extending across the front and west sides of the house and the other smaller raised deck located on the east side of the building. Both decks will be covered by the projecting flat roof of the house. A clerestory with a flat roof provides interior illumination. It rises above the main roof on the west side of the structure. The entrance to the house is located on the east side. The façade consists of an expanse of windows which extends across the entire elevation. The rear of the house is enclosed in masonry; but also includes some larger windows. A basement will be located beneath a portion of the building already occupied by the existing basement. The rest of the building will be raised on piers.

3. Evaluation of Heritage Impacts

The property at 17 Peel Street is currently designated under Part V of the OHA and is located in the Cottage Enclave of the Port Dalhousie Heritage Conservation District. It was once used only in the summer months. As a result, it was not constructed to be used year round and construction was not robust. Renovations undertaken to make it habitable year-round were not well executed. With the exception of the basement, interior work is shoddy and the house is showing signs of structural problems indicated by the sloping floor in the

living room and the sway in the gable roof. Exterior cladding is hazardous and the carport and side entrance are not well constructed. The accessory shed is in poor condition and require immediate upkeep. The house, in its current configuration, detracts from the streetscape of generally well-designed and well-maintained structures.

Though there is an acknowledged impact to demolishing the existing building and replacing it with a modern design, there is precedent for flat-roofed contemporary design on the street at 9 Peel Street. The height, scale, mass of the building and its placement on the property have been carefully considered to ensure that impacts on the cultural heritage landscape of the Cottage Enclave are kept to a minimum. The streetscape will be maintained and views from the house to the street and Lake Ontario have been enhanced. The new design accords with the majority of the guidelines and policies in the City of St. Catharines Official Plan; the Port Dalhousie District Plan and Guidelines and the Ministry of Heritage, Sport, Tourism and Culture Industries InfoSheet #5.

1. Analysis of Heritage Impacts Based on the Ministry of Heritage, Sport, Tourism and Culture Industries InfoSheet #5

1. Destruction of any, or part of any, significant heritage attributes or features.	The existing house (former cottage) and the accessory structure will be demolished. However, the house has not been identified in the Port Dalhousie Heritage Conservation District Plan or in the Guidelines as a significant heritage attribute or feature. It has been unsympathetically altered over the years since its construction. Cultural heritage characteristics of the house that may have significance include its mass, scale, height and location on the lot in relation to the overall character of the area and the streetscape character.
2. Unsympathetic or incompatible alterations	The existing house has been unsympathetically altered over the years. Windows and doors have been replaced with incompatible substitutes in haphazard locations and the siding has been replaced with siding that contains asbestos. The carport on the west side of the building is not well made and detracts from the appearance of the building.
3. Alterations that create shadows that alter the appearance of a heritage attribute or change the viability of a natural feature or plantings	The proposed alterations will not create shadows because the proposed replacement will not be higher than the houses on either side. There are no natural features on the property and existing trees will not be removed. The owner has, planted additional coniferous trees along the property line to the east.

4. Isolation of a heritage attributes from the surrounding environment or context	No significant heritage attributes will be isolated from the surrounding environment.
5. Direct or indirect obstruction of significant views or vistas within, from or of built and natural features	There will not be any obstruction of significant views or vistas from or to Peel Street. The introduction of expanses of windows glass and the raised balconies will result in enhanced views from the property, including views of Lake Ontario. Because the existing house is being replaced with a one-storey building, views into the site will not be impeded.
6. Change in land use	The land use will not change. The property will continue to be residential with a single-detached dwelling.
7. New development or site alteration to fill in formerly open spaces	Some of the existing open space on the west side of the property will be filled in when the house is constructed since the footprint of the new house is larger and the house is wider than the existing building which is a small cottage that was originally meant for summer occupation only. However, the open space in front of the house will remain unimpeded by the new structure.
8. Land disturbances that may affect an archaeological resource	If deeply buried archaeological resources are discovered during excavation, all work will stop and a licensed archaeologist will be engaged in accordance with Section 48(1) of the <u>Ontario Heritage Act</u> to carry out archaeological field work.

2. Analysis of Heritage Impacts Based on Official Plan Policies for Heritage Conservation Districts

1. Protect heritage buildings, associated landscape features and archeological sites, including their surroundings from any adverse effects or change.	<p>The existing building on the site will be demolished. However, it is not a significant built heritage resource though it has associations with the growth of the cottage enclave.</p> <p>All alterations will be confined to the property.</p> <p>No landscape features and surrounding landscape features will be impacted. Landscape features on the property will be enhanced by additional plantings of coniferous trees.</p> <p>There are no identified archaeological sites.</p>
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	<p>However, if deeply buried archaeological resources are discovered during excavation, all work will stop and a licensed archaeologist will be engaged in accordance with Section 48(1) of the <u>Ontario Heritage Act</u> to carry out archaeological field work.</p>
2.Retain, repair and/or restore original building fabric and architectural features rather than replacing them wherever possible	<p>There are no discernible original features left on or in the building which was renovated in the 20th century for use on a year round basis. Windows, siding, entrances and trim have been replaced with inappropriate substitutes.</p> <p>It is unlikely that original features will be uncovered when the house is demolished.</p> <p>The house was constructed as a summer cottage. Construction materials would not have been substantial and details would have been simple and lacking refined details.</p>
3.Ensure that new additions and features should generally be no higher than the existing building and appropriately placed at the rear of the building or set back	<p>The new building will not be higher than the surrounding buildings on the street. It will maintain the setback of the existing house.</p>
4.Ensure that new construction is compatible with surrounding buildings and streetscapes by being generally of the same height, width and orientation as adjacent buildings; being of similar setback; and using similarly proportioned windows, doors and roof shape	<p>The buildings on Peel Street, in the surrounding Cottage Enclave and in the residential area of the Port Dalhousie Heritage Conservation District are eclectic in style and range from modern buildings of contemporary design to more traditional buildings and buildings renovated in traditional styles.</p> <p>Since there are contemporary modern buildings or building conversions such as the one at 7 Peel Street (<i>Fig.35, 36</i>) and well-executed cottage conversions such as the one at 9 Peel Street (<i>Fig.33</i>) as well as more traditionally designed new buildings of varying size, height and scale such as the ones at 16 Peel Street (<i>Fig.32</i>) and 1 Masfield Avenue (<i>Fig.37</i>), discussion of one compatible style of building is not relevant. However, discussion of scale, height, width, orientation and setback is relevant.</p> <p>The height of the proposed building has will be compatible with adjacent buildings. It is a one-storey structure.</p> <p>The house will be oriented with the longer elevation facing the street. This is in keeping with the existing house on the lot</p>

	<p>and with the cottage at 3 Peel Street (<i>Fig. 29</i>), which maintains much of its original cottage design.</p> <p>The existing setback will be maintained for the front wall of the house.</p> <p>Because the building is contemporary in design the roof will be flat and there will be expanses of windows across the façade. There is precedent on Peel Street for a flat roof but no precedent for expanses of glass.</p>
5.Consider design, style, materials and colours for new construction on an individual basis on the premise that contemporary styles can be more appropriate in certain cases than using design styles and motifs from previous periods	<p>The style is contemporary and not derivative of previous periods, which complements the eclectic nature of the buildings in the Cottage Enclave. Materials are appropriate to the design.</p> <p>The existing house was poorly renovated and detracts from the overall character of the neighbourhood.</p>

3. Analysis of Impacts Based on Official Plan Policies for Urban Design

1.Innovative, sustainable and context sensitive building, site, streetscape and neighbourhood design	<p>The proposed house is an innovative modern design that takes advantage of the site and the close proximity of the lake by maximizing views out of the site.</p> <p>The mass, height and scale of the proposed house is compatible with the context of the site and streetscape and is compatible with the eclectic approach to neighbourhood design.</p>
2.Compatibility of new development and redevelopment within established areas	<p>The new development is compatible in scale, mass and height with existing development in the Cottage Enclave which is eclectic and displays many different ages and stylistic interpretations of various styles from modern to traditional.</p>
3.Conservation of heritage buildings and structures	<p>The existing building will be demolished. It has not been identified as a significant heritage structure and has been poorly renovated. There is a better example of an original cottage at 3 Peel Street (<i>Fig. 29</i>) which appears to be relatively unaltered and it in good condition.</p>
4.A compact, walkable, bikeable and well-connected community;	<p>The Cottage Enclave is a compact, walkable, bikeable and well-connected community. Demolition of the existing house and construction of the new house will not</p>

	alter this characteristic of the Cottage Enclave.
5. Building design to support street life	The proposed house will be oriented toward the street and will provide views and vistas to and from the property, supporting the active street life in the neighbourhood. Street life will not be impeded by the design of the building.
6. Building scale, height, gradation of heights, and massing	The building scale, height and massing is compatible with neighbouring buildings and is not as great as some nearby buildings such as those at 7 Peel Street, which is a massive house and 16 Peel Street, which is large but mitigated by the increased setback of the dwelling.
7. Spacing of buildings	Building spacing will remain unchanged.
8. Level and visibility of ground floor relative to exterior grade	No impacts.
9. Roof form and pitch	The roof form and pitch is compatible with the house design. There is a precedent for flat roofs at 7 Peel Street.
10. Placement, number, type and proportion of doors, windows and other features including garages, porches and other platform structures	While the placement, number, type of doors and windows is different from those on adjacent buildings, they are appropriate for the style of the new dwelling. The placement and proportion of doors and windows on the existing house is not appropriate. No garage is anticipated. Parking will remain at the east side of the house. It will be narrow and unobtrusive.
11. Preservation and enhancement of significant views and vistas;	As previously noted, these will be maintained and enhanced to provide views of Lake Ontario.
12. Overall scale of the development as it relates to the surrounding area.	The scale of the house and its height and mass are in keeping with the surrounding area. It will not dominate the area. Some other dwellings on the street are much more dominant and intrusive.

4. Analysis of Impacts Based on Port Dalhousie Heritage Conservation District Guidelines

Maintain the low profile, compact building forms of the cottage and residential areas by encouraging any future changes to develop in depth or in width on lots rather than vertically in height	The proposed dwelling will have a low profile and will expand in width, not height.
Ensure that supporting and contextual landscape features such as grass boulevards, street trees, hedgerows, front yard plantings and many mature boundary plantings such as trees, mixed shrub borders and hedges are conserved and managed	Mixed shrub borders and hedges do not currently exist on the property. All existing trees on the site will be conserved. Additional coniferous trees have been planted along the west side of the lot to provide natural screening.
Encourage new development, construction and any public works where it is clearly demonstrated that such changes will have no adverse effects upon the heritage attributes of the district and will positively contribute to the character of the area.	The new dwelling will not adversely impact the streetscape and the overall cultural heritage landscape of the Cottage Enclave. The mass, scale and height of the new building will not dominate the street and the house maintains its existing setback on the lot.

Section 5 – Guidelines for New Construction

The guidelines for new construction recognize that each existing building within the District “is unique in appearance and each new structure will be in a manner that avoids replication of any single style, type, or appearance whether of heritage or contemporary design. The intent is that no two (2) buildings should look exactly alike.” New construction should appear to be new and not pretend to be historical or simply old by copying historical details that are inappropriate in contemporary construction.

Height: The majority of buildings in the area are two (2) storeys particularly if there are high basement and/or foundation walls.	The proposed house will maintain is one-storey configuration.
Width: New dwellings should be designed in a manner that provide living space in a building mass that extends rearward in depth rather than in horizontal width across the lot.	The living space in the building mass of the existing house extends in horizontal width across the lot, which is shallow. The proposed house will maintain the horizontal width of the existing dwelling.

<p>Setback: Existing residences have a variety of setbacks and vary from street to street. In streetscapes with similar setbacks new construction should match existing. Where adjacent buildings are staggered, the new building façade should be located so that it does not extend beyond the front façade of the forward-most building and not behind the front of the rearward-most building.</p>	<p>The new house will match the existing setback, though there is a cantilevered deck that will extend forward. However, the deck is set back behind the house to the east of the subject property.</p>
<p>Proportion and Massing: New infill should be developed with horizontally rectangular to squared proportioned facades with three (3) bays comprising an entrance and two (2) window bays.</p>	<p>The façade of the new dwelling has a horizontally rectangular façade. However, the contemporary design precludes the traditional 3-bay design.</p>
<p>Roofs: Roof types encouraged are front gable, side gable, hipped and cross or centre gable with asphalt or wooden shingles. Clay tile, slate, metal etc. are not appropriate.</p>	<p>The roof of the proposed dwelling will be flat in keeping with the contemporary design. There is precedent for a flat roof on Peel Street.</p>
<p>Materials: Wall materials in Port Dalhousie are varied. Materials in new construction are encouraged to be stucco and pebble-dash or rough-cast, wood cladding or brick. Limited use of synthetic siding may be permitted on secondary elevations or sparingly on facades with traditional materials.</p>	<p>The designer will incorporate glass and natural materials wherever possible. The existing house has asbestos siding which will require remediation.</p>
<p>Windows: Generally window openings are vertical or rectangular. Round or semi-circular windows are also found in the District. Generally, new window design should reflect vertical and rectangular dimensions. On facades windows should maintain the proportions of neighbouring properties. Large, full-length or picture windows should be avoided.</p>	<p>In keeping with the contemporary design the new windows are large and rectangular in dimension. They take up a large portion of the façade wall. They do not maintain the proportions of the windows of neighbouring properties, which are traditional in style. However, they are appropriate to the modern style of the proposed dwelling.</p>
<p>Entrances: Full-size double doors and large amounts of glazing in entranceways should be avoided.</p>	<p>The entrance to the new house is on the east side of the building in the approximate position of the entrance to the existing house and it not visible from the street.</p>
<p>Garages and Ancillary Structures: These are best located away from the main façade usually towards the rear of the lot. Garages should not form part of the front façade of the main building.</p>	<p>There will be a small carport under the deck on the east side of the new dwelling replacing the existing carport.</p>

ii) Section 6 - Landscape Conservation Guidelines on Private Properties

Retain and preserve existing shrubs, hedging and ornamental fencing along the side yards and frontages	There is currently no existing shrubs and hedges and no ornamental fencing.
Select new trees and shrubs for the front and side yards from species of trees and shrubs found in the neighbourhood (A list is found in the guidelines)	There are existing pine trees on the lot. These will be maintained. Additional pine trees have been planted along the west side of the property. If additional trees and shrubs are planted they will be chosen from the list found in the district guidelines for residential properties.
Retain garages and side yard parking ideally set back from the façade of the house	Side yard parking as existing will be retained.
Narrow driveways at the boulevard and ideally separate them from adjacent lot driveways by green spaces to reduce visual impact of the hard surface crossing the boulevard.	The existing driveway entrance and driveway will be retained.

iii) Character Area Landscape Guidelines – Area 6: The Cottage Enclave

New chain link fences should be avoided	There will be no new chain link fences.
Residents are encouraged to preserve and maintain existing property edge features and, where missing, add new hedges and fencing to define the edge of the property and add visual interest to the street.	Not applicable. They currently do not exist.

Mitigation and Conservation Methods

1. A Heritage Permit and approval by Council is required before a Building Permit is issued.
2. An exterior materials list should be submitted to the heritage committee for heritage permit approval. Natural materials such as brick, stucco and wood are preferred cladding materials.
3. The heritage committee should review the Building Permit drawings to ensure that they accord with the Heritage Permit drawings and plan approved by Council.
4. No board on board fencing or other obstructions will be erected on the property on the Peel Street frontage. If required, privacy fencing will be constructed on the east and west lot lines. Natural screening or a combination of board fencing and natural screen is preferred.
5. If during excavation, deeply buried archaeological resources are uncovered, all construction will cease until an archaeological assessment is completed and resources on the site are either removed or protected.

6. Any additional landscaping should accord with the landscape guidelines in the Port Dalhousie District Plan. The conservation and protection of existing trees is required.

Implementation and Monitoring

A Heritage Permit will be required before construction begins. The proposed development will be assessed, reviewed and monitored by local agencies and by the MHC throughout the building process to ensure that the approved design and placement of the new dwelling on the property accords with the approved drawings and plans.

Conclusion and Conservation Recommendations

The PPS states that significant built heritage resources and significant cultural landscapes shall be conserved. Significant built heritage resources are those that are designated and those that have been identified and listed on a register at the local, provincial or federal level.

The Region's Official Plan and the City of St. Catharines Official Plan recognize the importance of heritage conservation and promote conservation of heritage resources within their unique community contexts. The City's Official Plan also promotes protection and enhancement of the character of the municipality by supporting the on-going maintenance and use of built heritage resources and cultural heritage landscapes; retention, maintenance and use of cultural heritage resources by owners of those resources; and protection and preservation of heritage resources through designation of individual buildings and heritage conservation districts such as the Port Dalhousie Heritage Conservation District.

The Port Dalhousie Heritage Conservation District Plan provides policies and guidelines for buildings and cultural landscapes and policies and guidelines specific to the Cottage Enclave.

The buildings in the Cottage Enclave are eclectic in style and are varied in age, mass, scale and use of materials. Few of the dwellings remain in their original state. A majority of houses in the area have been renovated or are relatively new construction. Many renovations are sensitive to the area and the buildings. Others, such as the renovation of 17 Peel Street, are of substandard construction and design with little respect for materials and workmanship and little sense of proportion and consistent fenestration. Still others, such as 7 Peel Street dominate the street with little consideration of mass and scale.

The significance of the Cottage Enclave is not in the individual buildings, most of which, though pleasant, are not important built heritage resources; but in the eclectic variety of building styles and ages; the close proximity of buildings to each other and to the street edge; and the narrow one-way laneways. The streetscape in the Enclave is a distinctive and special cultural heritage landscape in the Port Dalhousie residential area.

There are two approaches to dealing with the dwelling on the property at 17 Peel Street.

1. Retain the building and restore/renovate again. While this is possible, the building as it is currently configured is too small and poorly designed to be attractive to potential owners or tenants. It also appears to have some structural issues which will have to be investigated and remediated. The cladding contains asbestos and is an environmental hazard which must be addressed through remediation. Restoring the building is probably not feasible because so little of the original structure remains and it would be impossible to conserve any heritage features. There is no visual documentation of the structure and any restoration would be

conjectural. Reproducing heritage features without documentation is not considered to be a valid approach to heritage conservation.

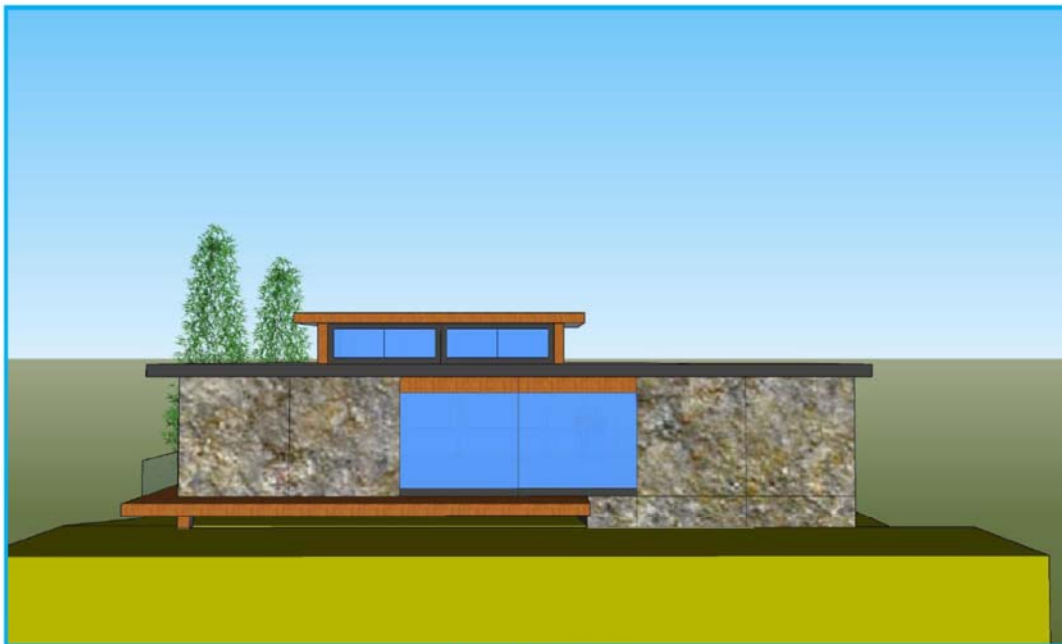
2. Demolish the building and construct a new building that is carefully designed and compatible with neighbouring properties in mass, scale and building placement. In this case, a new house of the right height, scale and mass, located in approximately the same position on the lot as the existing structure, would enhance the streetscape of the Cottage Enclave and increase the value of the building stock in the area.

This report recommends that, while demolition of the existing dwelling has an impact on the Cottage Enclave and the Port Dalhousie Heritage Conservation District, the impact is not negative especially if the height, mass, scale and placement of the proposed house are appropriate for the area. There is precedent for contemporary design in the Enclave. The new house with its different roof levels, cantilevered decks and expanses of glass creates visual interest and enhances views and vistas to and from the property. The existing dwelling, on the other hand, detracts from the streetscape and would be impossible to restore and difficult to renovate.

APPENDIX I – Proposed House Design, Larisa Brodsky, Architect



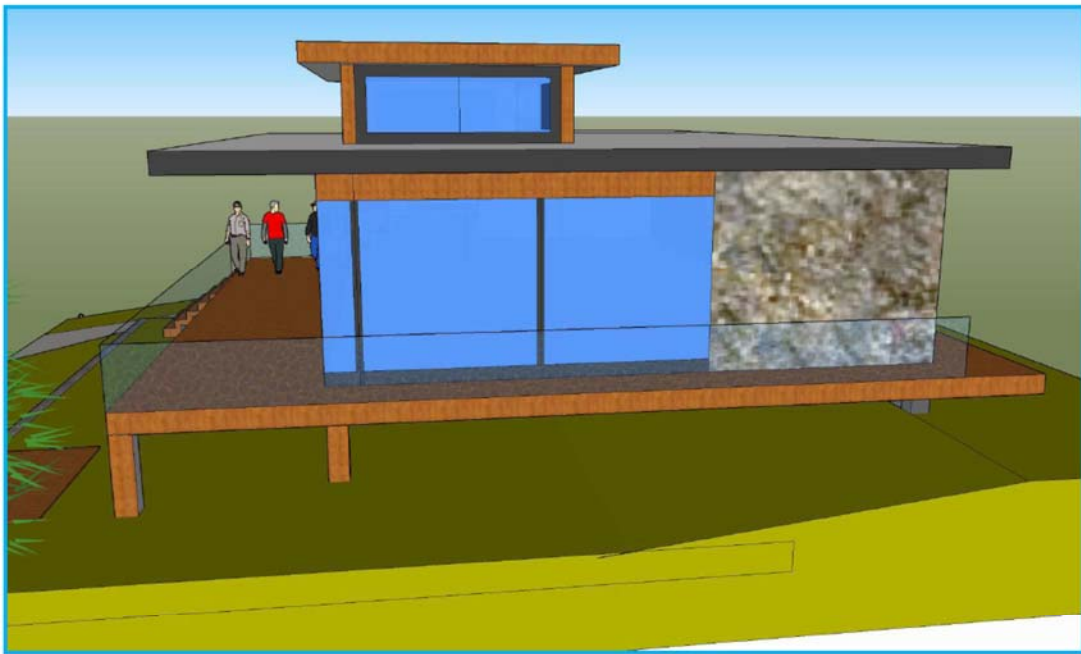
Façade



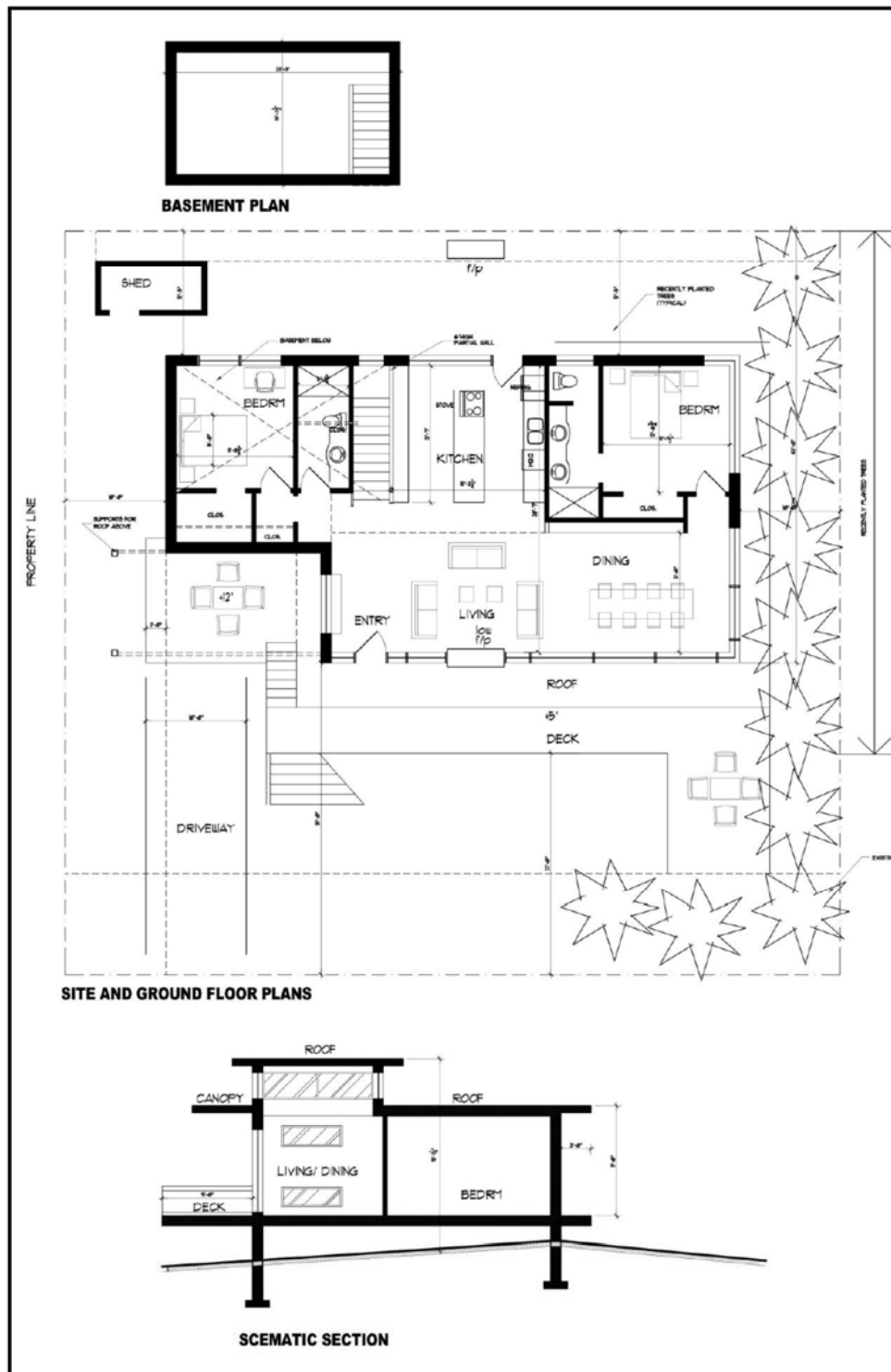
Rear Elevation

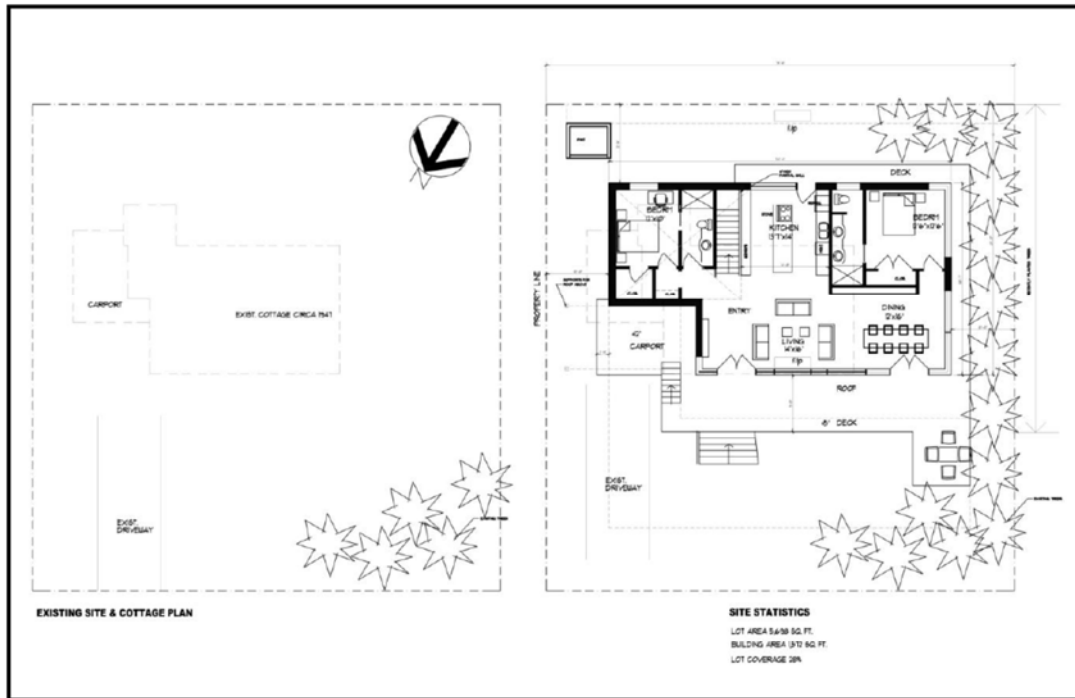


East Elevation



West Elevation





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PRESENT POSITION

Consulting Heritage Planner
Niagara-on-the-Lake

EDUCATION

University of British Columbia
Master of Arts, 1978

University of Guelph
Honours B.A., 1973

PROFESSIONAL MEMBERSHIPS

Ontario Professional Planners Institute (OPPI)
Canadian Institute of Planners (MCIP)

CAREER HISTORY

2016 – Present	Consulting Heritage Planner
2012 – 2016	Senior Planner, Town of Niagara-on-the-Lake
2000 – 2012	Heritage Planner, Town of Niagara-on-the-Lake
1994 – 2000	Contract Heritage Planner Hynde Paul Associates Incorporated, St. Catharines
1984 – 1994	Planning Consultant Robert J. Miller & Associates Ltd., Mississauga
1979 – 1984 Longmans Canada, Toronto	Editor and Division Manager

APPOINTMENTS AND AWARDS

2017 - Present	Member, Board of Directors, Lower Grand River Land Trust, Cayuga Ontario (Ruthven Park)
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2007 - 2014	Member, Niagara-on-the-Lake Citizens' War of 1812 Bicentennial Committee and the Niagara Region Bi-national Bicentennial Working Group
2006 – 2019	Faculty Member, Willowbank School of Restoration Arts, Queenston
2002 – 2004	Municipal Sector Focus Group on Changes to the Ontario Heritage Act, Provincial Consultations, Ministry of Culture
2002 - Present	Member, Bi-national Coordinating Committee, First Bi-national Doors Open, Niagara Region
2000 – Present	Chair, Ruthven Park Building Conservation Committee Lower Grand River Land Trust
1999	Heritage Community Program Recognition Award, Ontario Heritage Foundation (Trust)
1997 – 2000	Member, Ruthven Park Building Conservation Committee Lower Grand River Land Trust, Cayuga
1997 – 2002	Member, Bay Area Artists for Women's Art Hamilton-Burlington
1989 – 2000	Member and Chair (1991–1997), Local Architectural Conservation Advisory Committee Town of Flamborough

PUBLICATIONS AND PRESENTATIONS

Presenter, Ontario Heritage Conference (Ottawa), Municipal Grant Programs and Bill C323, Ontario Heritage Trust Session, 2017

Article, *Up in Flames*, Ontario Planning Journal, January/February 2015

Article, *Heritage Conservation Districts*, Heritage Matters Journal, March 2010

Contributing Author, One Hundred Years One Hundred Artefacts, Niagara Historical Museum, 2007

Field Session Manager, National Trust for Historic Preservation (Buffalo, New York National Conference), Mobile Workshop – Adaptive Re-use of Culturally Sensitive Properties, Canadian Experiences

CIDA Sponsored Walking Tour and Public Planning Session, Niagara-on-the-Lake for Visitors from Xi'an, China Studying the Reconstruction of an Ancient Urban Area
Article, *Heritage Conservation Districts*, Heritage Matters Journal, March 2010

Presenter, Heritage Planning in Niagara-on-the-Lake in association with the Ministry of Culture and the Regional Municipality of Niagara, Association of Municipal Clerks and Treasurers of Ontario Conference

Restoration Case Study: Ruthven Park National Historic Site – Course Presented to Students at the School of Restoration Arts, Willowbank

Presenter, Heritage Conservation Districts – The Good, the Bad & the Ugly Canadian Association of Professional Heritage Consultants Conference

Presenter, Protecting Special Places: Tax Relief Incentives for Heritage Properties, OPPI/OALA Conference – Power of Place

Presenter, Co-curator, The Sacred Sites Tour, Art Gallery of Hamilton, An Architectural Evaluation of the Sacred Sites, The Art Gallery of Hamilton, Lecture Series

The Sacred Site Project, Research Project Exploring the Contemporary and Historical Relationships between Artists and Faith Communities in Hamilton-Wentworth, Art Gallery of Hamilton

Presenter, ARCHINET, An Interactive Guide to Canadian Building Styles Paper presented at Continuity with Change, the 1997 Community Heritage Ontario Conference, Huronia

Presenter, Flamborough and Its Community Identity, Wentworth North Riding Association Town Hall Meeting

Presenter, Suitable Housing for Arts Groups: The Planning Process, The Art of Coming Together Conference, Hamilton Artists Inc.

PROJECTS

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Architectural and Historical Appraisal of the National Fireproofing Company of Canada (Halton Ceramics Limited) Burlington, Ontario, Architectural Conservancy of Ontario and the Burlington Local Architectural Conservation Advisory Committee

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Dock Area Public Realm and Urban Design Master Plan, Project Manager

Official Plan Review; Community Engagement Sessions, Background Reports, Heritage Policies, Third Draft of Official Plan, Project Manager

Heritage Impact Assessment, Plan of Subdivision, 1382 Decew Road, City of Thorold

Heritage Impact Assessment, Hotel Expansion, 124 on Queen Hotel and Spa, Old Town, Town of Niagara-on-the-Lake

Heritage Permit and Minor Variance Application, 7 Queen Street (Exchange Brewery), Town of Niagara-on-the-Lake

Heritage Impact Assessment, Randwood Estate, Hotel Development, 144-176 John Street, Old Town, Town of Niagara-on-the-Lake

Heritage Impact Assessment, 200 John Street & 588 Charlotte Street, Proposed Plan of Subdivision, Old Town, Town of Niagara-on-the-Lake

Heritage Impact Report, 1317 York Road, Consent Application, St. Davids, Town of Niagara-on-the-Lake

Heritage Impact Assessment, 240-246 Main Street East, Plan of Subdivision Application, Town of Grimsby

Heritage Impact Report, 705 Nashville Road, Proposed Demolition, (Kleinburg-Nashville Heritage Conservation District) City of Vaughan

Heritage Impact Assessment, 6320 Pine Grove Avenue, Severance Application, City of Niagara Falls

Built Heritage Assessment and Recommendations, 133 Main Street East (Nelles House), Town of Grimsby

Heritage Impact Assessment, 133 Main Street East, Application for Official Plan and Zoning By-law Amendments, Town of Grimsby

Heritage Impact Assessment, 95 Cline Mountain Road, Niagara Escarpment Commission Development Permit Application, Town of Grimsby

Peer Review, Proposed Development, Guelph Avenue, City of Cambridge

Heritage Impact Report –17 Peel Street, (Port Dalhousie), City of St. Catharines
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Heritage Designation Evaluation, 4105 Fly Road, Campden, Town of Lincoln

Heritage Impact Assessment, 4918 King Street, Beamsville, Town of Lincoln

Heritage Impact Report, 3627 Campden Road, Removal of Designation on a Portion of the Property, Campden, Town of Lincoln