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**Subject:** Local Official Plan Amendment No. 26 - Employment and Institutional Related Policy Amendments – City of St. Catharines

**Report to:** Planning and Economic Development Committee

**Report date:** Wednesday, March 10, 2021

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## Recommendations

1. That Official Plan Amendment No. 26 to the City of St. Catharines Official Plan (Garden City Plan) **BE APPROVED**, as modified in Appendix 2 of this report;
2. That all parties **BE NOTIFIED** of Regional Council's decision in accordance with *Planning Act, 1990* requirements;
3. That staff **ISSUE** a declaration of final approval of Official Plan Amendment No. 26, 20 days after notice of Council's decision has been given, provided that no appeals have been filed against the decision; and
4. This report **BE CIRCULATED** to the City of St. Catharines

## Key Facts

- This Report provides Regional Council with Staff's recommendation for approval of the City of St. Catharines' (the "City") local Official Plan Amendment No. 26 ("OPA 26"), as modified.
- OPA 26 was adopted by the City of St. Catharines Council on November 30, 2020 and subsequently sent to the Region for consideration.
- OPA 26 relates to Employment Lands and Employment Areas, which are Regional matters. The *Growth Plan* requires upper-tier municipalities, in consultation with lower-tier municipalities, to designate all Employment Areas and protect them for appropriate employment uses over the long-term.
- City and Region staff have been working cooperatively on employment planning for many years. OPA 26, as modified, is consistent with the Region's ongoing employment work.

- OPA 26 identifies six Employment Areas. A seventh location is identified as Employment Land with a special study area. Additional land use changes are made to four areas. All changes are supported by Regional staff and align with the Region's work.
- The Region made several minor modifications to the version of OPA 26 passed by the City. These changes do not alter the intent of OPA 26 or the basis of the City's approval. City staff support the minor modifications.
- OPA 26, as modified, is consistent with and conforms with applicable Provincial policy. The Amendment strengthens the long-term protection of the City's Employment Areas.

## **Financial Considerations**

There are no direct financial implications arising from this report.

The cost to process OPA 26 is accommodated within the Planning and Development Services Department Operating Budget.

In the event Council's decision is appealed to the Local Planning Appeal Tribunal, additional resources will be needed. In such case, a further report on financial implications will be provided.

## **Analysis**

### Employment Planning Context

The Growth Plan for the Greater Golden Horseshoe, 2019 (Amendment 1, 2020) ("*Growth Plan*") and Provincial Policy Statement, 2020 ("PPS, 2020") gives direction to the Region to identify and plan for "Employment Areas".

Employment Areas are defined in those Plans as "areas designated in an official plan for clusters of business and economic activities including, but limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities."

The Region uses the term “Employment Lands” for parcels designated for employment uses within a local municipal official plan and/or zoning by-law. Employment Lands may be located within or outside of an Employment Area. Employment Lands located outside of Employment Areas typically have or are designated for employment uses that can be more easily integrated with other land uses.

Identifying and planning for Employment Areas provides predictability and stability for employment investment, including the protection from sensitive land uses that may impact business operations. Employment Areas are intended to be protected over the long-term.

The Region is the approval authority over Employment Area matters. Retaining and protecting Employment Areas is a Provincial interest; it is therefore the Region’s interest in how St. Catharines undertook its Employment study and met Provincial policy requirements.

#### Region’s Employment Policy Work

The Region has been working on its Employment Policy development for several years and will be further reporting on that work in April 2021.

The Region has had a tremendous amount of consultation during this process with municipal partners, industry groups, stakeholders, and the public. Background study and data collection completed during earlier phases of the employment strategy work have been valuable on informing employment policy development.

By definition, the Region has Employment Areas. The Region’s forthcoming work will include mapping that identifies draft Employment Areas and policies for these areas across the Region.

The *Growth Plan* requires municipalities designate Employment Areas in their Official Plans. It also requires the Region to consult with local municipalities in the process of Employment Area identification.

The Region’s work on developing new employment policies has been extensive. Considerable effort has gone into developing draft policies that will respond to current Provincial policy direction, enhancing protections where needed, including future protections, and providing flexibility on potential future changes.

Regional staff support OPA 26 (with minor modifications, as described later) as it aligns with the Region's employment work.

### St. Catharines Employment Study

The City has been working on its employment planning for many years.

The City's study work considered the types of employment use, size of cluster, strategic location with respect to transportation access or separation from sensitive uses, to determine and define its Employment Areas. Designation of Employment Areas is usually representative of a municipality's key or strategic interest and location in order to protect for continued use.

Protection in this context is referring to guarding against encroachment of sensitive uses (such as residential) that may create conflicts and threaten operational activity that is otherwise a part of normal practice shared by those within the cluster.

The employment study, leading to OPA 26, was the City's opportunity to review the current status of all its clusters of Employment Land. OPA 26 is the result of this work, which identifies and defines the boundaries of clusters of employment uses.

Regional staff were involved at various intervals throughout the City's study work to provide comments and discuss conformity-related matters.

### Official Plan Amendment No. 26 and Modifications

OPA 26, as adopted, is attached as **Appendix 1**.

OPA 26, with the Region's proposed modifications, is attached as **Appendix 2**.

A list of the modifications is attached as **Appendix 3**.

A summary describing OPA 26 is outlined below, followed by Regional comments.

- **OPA 26 identifies and designates six Employment Areas for the protection of existing Employment Land clusters for long-term provision of Employment Land jobs.**

Region staff support the boundaries of the City's Employment Areas shown in OPA 26. The Employment Areas align with the Region's current employment work for the Niagara Official Plan.

- **OPA 26 proposes redesignation of other existing Employment Lands to permit alternative residential and mixed use development.**

As part of the City's employment study, City staff considered 10 requests for land use changes to non-employment uses. The City's OPA 26 recommendation report includes analysis of these requests. A link to the City's report is provided at the end of this Report.

Two of the ten requests were supported by City Staff for a redesignation to non-employment uses. One was the former industrial lands at 282 and 285 Ontario Street (Ontario and Carlton Streets, close to the downtown). The second was a site west of the St. Catharines Hospital on Fourth Ave. Both sites were recommended for redesignation to mixed use.

Additionally, City Staff supported a third site, located north of St. Paul's Street West and east of First Street, for a redesignation to a special study area. This is described further in the next section.

City Council adopted OPA 26 with these 3 site changes. No other requests for redesignation were supported by City Staff or adopted by City Council.

Region staff do not object to the three changes noted above.

- **OPA 26 establishes an Employment Land Special Study Area to allow for potential future redesignation to mixed use.**

As noted above, the First Street lands are redesignated in OPA 26 as a Special Study Area. The Special Study Area contemplates mixed use development with certain permissions for "a similar number of jobs to remain accommodated on site". Development of these lands will be required to proceed by way of Secondary Plan.

The Region made minor changes to the policy language to better conform with the *Growth Plan*. The modifications do not change the premise of the policy.

- **OPA 26 introduces an “Institutional” designation for several sites, including Brock University, Hotel Dieu Shaver Hospital and the St. Catharines Hospital site at Fourth Avenue.**

The City introduced an Institutional use designation to better capture the nature of these sites as large scale institutional-type uses. Regional staff support these designations.

The Region made a minor modification related to the Brock University lands to better conform to the Council-endorsed Brock District Plan.

An additional technical modification is included to add a section heading in the General Policy text for consistency with a change to Schedule D1. The added policy serves to direct users to the two separate Garden City District Plans where the institutional designation has been added and policy relating to these specific sites is found.

- **OPA 26 permits a minor increase in the floor space percentage for permitted accessory retail/service commercial, office and recreation uses for all designated Employment Lands. It also identifies one specific location for a further percentage increase from that which is already being increased.**

Region staff support the minor increase in floor space percentage. A technical change has been made to clarify the specific location to which the more significant percentage increase applies.

- **Administrative Modifications**

Two additional minor administrative modifications are made to include the amendment number (OPA 26) in Part A Preamble and the re-ordering of paragraph numbering due to the other changes noted above.

#### OPA 26 Modifications Summary

Region staff support OPA 26, as modified. For the reasons outlined above, the modifications are minor and do not change the purpose of OPA 26 as adopted by the City. The changes better align OPA 26 with provincial policy and the Region’s ongoing employment work.

City staff were consulted on the recommended modifications and are supportive of the modifications.

## Planning Review

OPA 26 must be consistent with and conform to Provincial, Regional and local planning policy. Below is commentary on these policies.

### Provincial Policy Statement, 2020

The *PPS, 2020* provides direction on land use planning to promote sustainable, strong communities, a strong economy, and a clean and healthy environment. *PPS, 2020* took effect on May 1, 2020.

The *PPS, 2020* encourages efficient development patterns that optimize the use of land, resources and public investment in infrastructure, and public service facilities by promoting a mix of housing, employment, recreation, parks and open spaces. It encourages active transportation and transit before other modes of travel.

*PPS, 2020* policies direct the protection and enhancement of natural heritage features and systems, cultural heritage and archaeological resources, and the wise use and management of resources.

Policies 1.3.1 direct planning authorities to promote economic development and competitiveness by providing an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs.

Policies 1.3.2 provide specific direction for Employment Areas. In particular, Policy 1.3.2.1 directs municipalities to plan for, protect and preserve Employment Areas for current and future uses. Policy 1.3.2.5 sets out policies for the conversion of lands to non-employment uses, subject to specific criteria.

Regional staff have reviewed OPA 26 against *PPS, 2020* policies and find that OPA 26, as modified, is consistent with *PPS, 2020* direction on:

- Managing and directing land use to achieve efficient and resilient communities;
- Addressing land use compatibility through designation of Employment Areas;
- Providing for appropriate residential and mixed use housing options within the community leading to long-term prosperity for the City.

Regional staff are satisfied that OPA 26, as modified, is consistent with the *PPS, 2020*.

## A Place to Grow - Growth Plan for the Greater Golden Horseshoe, Amendment 1, 2020

The *Growth Plan* sets out the long-range growth management framework for the Greater Golden Horseshoe area. The *Growth Plan* supports Ontario's vision of building stronger, more efficient, prosperous communities.

The *Growth Plan*, policy 2.2.1.4 a) recognizes that a diversity of land use, includes employment uses, as components of a *complete community*. This relates to the City and Region's desire to protect land for employment uses for the long-term.

Similar to the *PPS, 2020*, the *Growth Plan* contains Policy 2.2.5.1 that promotes economic development and competitiveness by making more efficient use of existing Employment Areas.

Policy 2.2.5.5 provides that municipalities should designate and preserve lands within *settlement areas* located adjacent to or near *major goods movement facilities and corridors*, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. OPA 26 designates Employment Areas around the QEW interchange, in close proximity to QEW and Hwy 406 corridors, and along the Welland Canal.

Policy 2.2.5.6 sets out as follows:

*Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will designate all employment areas in official plans and protect them for appropriate employment uses over the long-term. For greater certainty, employment area designations may be incorporated into upper- and single-tier official plans by amendment at any time in advance of the next municipal comprehensive review.*

Policy 2.2.5.14 provides as follows:

*Outside of employment areas, development criteria should be established to ensure that the redevelopment of any employment lands will retain space for a similar number of jobs to remain accommodated on site.*

The OPA 26 policy applicable to the Special Policy Area were developed with consideration of Growth Plan Policy 2.2.5.14. Specifically, the City and Region seek that space for a similar number of jobs remain accommodated on site.

Regional staff have reviewed OPA 26 against the policies of the *Growth Plan*, and find the policies conform to *Growth Plan* policies direction on:

- Managing growth in the existing urban settlement area;
- Enhancing protection of employment for the long-term by designating Employment Areas in consultation with the Region;
- Adding to the diversity of employment and housing options by providing mixed use and residential through re-designation of certain Employment Lands; and
- Contributing and supporting the achievement of complete community principles.

Regional staff are satisfied that OPA 26, as modified, conforms to the *Growth Plan*.

#### Greenbelt Plan, 2017

OPA 26 applies to lands contained entirely within St. Catharines urban area. Thus, Greenbelt Plan policies are not applicable to OPA 26.

#### Current Regional Official Plan

The current Niagara Region Official Plan (“ROP”) Chapter 3 – Employment, has policies directing local municipalities to provide a range and mix of employment use across the Region (Rural, Commercial and Employment).

OPA 26 identifies Employment Areas within the City’s urban settlement area. This was done by identifying the congregation of existing or planned employment types that would share similar interest in ensuring their long term ability to operate without being compromised by adjacent or encroaching land uses deemed more sensitive.

Policy 3.C.1 of the ROP provides as follows:

*“The Region and the local municipalities will ensure economic competitiveness by: ...*

*“c) Planning for, protecting and preserving employment areas for current and future use.”*

Policy 3.C.2 and 3.C.4 provide more specific direction. These policies are under review for conformity with the in-effect *Growth Plan*.

As previously noted, the Region's forthcoming Employment work and the Niagara Official Plan will provide Employment Areas designations and policies across the Region.

Region staff are satisfied that OPA 26, as modified, conforms to the current Region Official Plan. Further, OPA 26 aligns with the work being completed through the Region's new Official Plan.

#### City of St. Catharines Official Plan

The City's Official Plan (referred to as the "Garden City Plan") is a comprehensive framework of policies and guiding principles that seeks to manage and direct the future orderly and efficient long term development and growth of the City.

Garden City Plan section 10.1 contains Employment policies, including those that recognize the need for protecting Employment Lands for the long term provision of jobs in a variety of employment settings.

Section 10.3.1 sets out the different designations for Employment Land being, "General Employment" and "Business Commercial Employment". The Employment Areas designated by the City include both designations, which provides for a full range of employment types identified under the City's Employment policies.

Having diversity of employment is a component of a complete community and providing long term protection through designating Employment Areas provides assurance to manufacturing and businesses that their operations are being guarded from encroachment of sensitive uses.

As noted above, the Region and City have communicated regularly through the Region's Employment Strategy work, the City's Employment Study and the OPA 26 process.

Regional staff support the designation of the six identified Employment Areas, and the additional changes made through OPA 26, which align with the Region's ongoing work on the Niagara Official Plan.

#### Consultation

Consultation on the Region's Employment work has been ongoing and extensive. In 2018, the Region initiated its "Employment Strategy" background work, having retained

MHBC and urbanMetrics to undertake a critical review of regional employment land uses.

In 2019, the Region hosted a series of consultations with municipal staff, industry stakeholders and economic development offices. Also at this time, Regional staff held individual meetings with municipal planning staff for further input and refinement of local interest.

This material was presented at 4 public information centres in November 2019. Following that, another Region-led industry stakeholder meeting was held in February 2020 by planning and economic development staff to present and answer industry-specific questions.

Additional consultation continued with an online employment survey in July 2020. Subsequently, individual meetings with local municipal planning staff was held in September-October 2020.

Also in October 2020, the Region's employment work was presented as part of a public webinar series for the new Niagara Official Plan.

At the same time, several additional meetings were held with local municipalities to discuss employment designations and uses.

In February 2021, a further round of individual meetings with local planning staff was held, covering a number of topics, including employment matters.

In addition to the meetings with local staff and the public, Regional staff have had many meetings with individual landowners and their consultants to discuss site-specific employment matters.

The Region and City have worked collaboratively to ensure their respective work aligns, particularly that relating to Employment Area designations.

As the City progressed with OPA 26, City and Region staff held several OPA 26-specific meetings. These included discussions on land use changes, process, and conformity with the *PPS, 2020* and the *Growth Plan*. Also discussed were matters of Regional interest such as alignment with the Brock District Plan and the City's desire for re-designation of specific sites for mixed-use purposes.

As previously noted, OPA 26 is the culmination of many years of work on employment planning. Following initiation of the City's Employment Study and background research, their findings and recommendations were presented a virtual Open House meeting conducted with the City's EngageSTC interactive digital platform on August 17, 2020.

Written comments submitted through the City's public consultation process were included in the City's Recommendation Report PBS-178-2020.

Additional written correspondence was received and made available to local Council prior to the virtual Statutory Public Meeting held November 30, 2020. Eleven oral submissions were made at the Meeting.

Regional staff carefully reviewed and considered these submissions and comments in preparing this Report. A link to these submissions is provided at the end of this Report.

After reviewing the submissions, Regional staff are not recommending any substantive changes to OPA 26 as approved by St. Catharines (only minor modifications, as set out above).

### Conclusion

The Region has worked cooperatively with the City on employment planning for many years. Regional staff support OPA 26, as adopted by City Council, subject to the minor modifications outlined in this report. The changes are supported by City staff.

Regional staff recommend approval of OPA 26, as modified. OPA 26 sets out the boundaries of Employment Area clusters across the City, providing long-term protection for these uses. The Amendment is consistent with and conforms to the *PPS, 2020* and the *Growth Plan* and policies of the Region Official Plan. Furthermore, OPA 26, as modified, aligns with the Region's ongoing employment work for its new Niagara Official Plan.

### **Alternatives Reviewed**

Option 1: Council may choose not to approve OPA 26. This approach is not recommended as the amendment is consistent with and conforms to Provincial and Regional planning documents. Further, Regional staff have worked cooperatively with the City and agree with OPA 26, as modified. The work to define and show their Employment Areas is a requirement under the *Growth Plan* and reflect the draft

employment work of the Region. The outcome of the OPA 26 process includes input from public agencies, stakeholders, the public and Regional staff.

Option 2: Council may choose to approve OPA 26 without the modifications. This approach is not recommended as the modifications are appropriate and do not change the intent, purpose or outcome of the Amendment. The modifications serve to clarify wording, align with *Growth Plan* policy, and reflect the Region's employment work. The modifications are supported by City staff.

Option 3: Council may choose to modify OPA 26 further, for specific sites, in response to public submissions. All submissions received by City Council were considered when it made its decision to approve OPA 26 in November 2020. Regional staff do not propose any substantive modifications to this City decision.

### **Relationship to Council Strategic Priorities**

Approval of OPA 26 supports the following Regional Council strategic priorities:

- Supporting Businesses and Economic Growth
- Healthy and Vibrant Community
- Responsible Growth and Infrastructure Planning

Employment planning for location, protection and compatibility are critical to ensuring access to a broad range of jobs within close proximity to the residents, as well as contributing to a complete community. The identified Employment Areas will protect these uses over the long-term and contribute to supporting a strong economy for the City. OPA 26 addresses this objective.

### **Other Pertinent Reports**

There are no other Regional reports directly related to the City's OPA 26 exercise. Background reports on the Region's employment work include PDS 14-2020 (PEDC May 13, 2020) and PDS 21-2020 (PEDC July 15, 2020) and are available through the Planning and Economic Development Committee Agenda dates noted above.

The City's Corporate Report No. PBS-178-2020 and Appendices are available on the City's website.

Access is available at the Report link provided below.

Report [PBS-178-2020](#)

Written submission made to St. Catharines are available in two locations at the above link:

- Appendix 9 (grouped together in link as “Appendices 5 to 9”)
- Additional Correspondence re. Council Agenda Item 6.1

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**Prepared by:**

Chris Millar, MCIP, RPP, CNU-A  
Senior Planner, Long Range Planning  
Planning and Development Services

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**Recommended by:**

Doug Giles, MES, BUP  
Acting Commissioner  
Planning and Development Services

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**Submitted by:**

Ron Tripp, P.Eng.  
Acting Chief Administrative Officer

*This report was prepared in consultation with Kirsten McCauley, Acting Manager of Long Range Planning, and reviewed by Isaiah Banach, Acting Director of Community and Long Range Planning.*

**Appendices**

Appendix 1	OPA No. 26 to the City of St. Catharines Official Plan (as adopted)
Appendix 2	OPA No. 26 to the City of St. Catharines Official Plan (as modified for approval)
Appendix 3	Modification List

BY-LAW NO. 166 - 2020

A By-law to provide for the adoption of an amendment to the Official Plan of St. Catharines.

THE COUNCIL OF THE CORPORATION OF THE CITY OF ST. CATHARINES enacts

as follows:

1. The attached text and maps forming Amendment No. 26 to the St. Catharines Official Plan (Garden City Plan) is hereby adopted.

2. This By-law shall come into force and effect on the day after the last day for filing notice of appeal or as otherwise provided for in the Planning Act.

Read and passed this 30th day of November 2020.

(Original Signed)

CLERK

(Original Signed)

MAYOR

## Amendment No. 26 to the Garden City Plan

(City of St. Catharines Official Plan)

This Amendment No. 26 to the Garden City Plan (City of St. Catharines Official Plan), which has been adopted by the Council of the Corporation of the City of St. Catharines, is approved under Section 17 of the Planning Act.

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|-------------------------|--|
| PART A - THE PREAMBLE   | An explanation of the Amendment, but does not constitute part of the Amendment.  |
| PART B - THE AMENDMENT  | Consisting of the following text and maps (Schedules A to G) which constitutes Amendment No. 26 to the Garden City Plan (City of St. Catharines Official Plan).        |
| PART C - THE APPENDICES | These Appendices contain background data, planning considerations and public involvement associated with the Amendment, but does not constitute part of the Amendment. |

## PART A - THE PREAMBLE

Triggered by the closure of a large industrial user, and the potential redevelopment of what is now a mostly vacant, 21 hectare (51 acre) brownfield site located on Ontario Street in the middle of the City, Council directed the Planning and Building Services Department to study the potential conversion of the industrial lands to allow for re-development for future alternative uses (residential, mixed use, etc).

The conversion, or re-designation, of the industrial lands requires an amendment to the City's Official Plan (Land Use Plan).

Provincial policy requires that any changes to the Official Plan must conform or not conflict with Provincial land use plans, and that conversion of employment (industrial) lands must be addressed through a comprehensive Land Needs Assessment (LNA). The assessment is an examination of all employment lands, and other land uses in the municipality. It will ensure that any changes made to the City's Official Plan (Land Use Plan) support and facilitate the accommodation of projected population growth, housing need, and job growth by different sectors, that is forecast for the City to the year 2051.

The findings of the Land Needs Assessment (LNA) recommend an amendment to the Official Plan to establish and designate Employment Areas within the municipality, and to re-designate certain employment (industrial) lands in the City, including the property on Ontario Street, to permit alternative development opportunities. The LNA also recommends re-designation of 2 properties from an Employment designation to an Institutional designation to better reflect existing property use, and other associated revisions to employment land policies affecting the percentage of accessory population-related and office uses that may locate on employment lands.

Official Plan Amendment implements the findings of the LNA.

## PART B - THE AMENDMENT

Details of Official Plan Amendment No. 26

The Garden City Plan (City of St. Catharines Official Plan) is hereby amended as follows:

1. Part A, Section 1.2 and Section 2.3.3.4 is amended by replacing ' Growth Plan for the Greater Golden Horseshoe (2006) with 'A Place to Grow Plan'
2. Part A, Section 1.3 b) is amended by adding ', and beyond' at the end of the sentence.
3. Part B, Section 2.3.1.4 is amended by changing the number from 8 to 9, and adding Institutional to the list of designations.
4. Part B, Section 2.3.3.6 ii) is amended by adding "Employment Areas and' after 'designated'.
5. Part B, Section 2.3.3.6 is amended by adding a new section iii) as follows;  
and, amending subsequent section numbers accordingly.  
  
'iii) Employment Areas are designated areas containing Employment lands to protect for and support the long- term provision of employment land jobs and opportunities.'
6. Part D, Section 10.1 is amended by adding a new subsection a) as follows;

and, amending subsequent section letters accordingly.

‘a) to designate Employment Areas to protect for long term provision of employment land jobs.’

7. Part D, Section 10.2 is amending by deleting the rest of the section in its entirety after ‘contemplated in the Employment designation,’ and adding the words ‘subject to the Provincial A Place to Grow Plan.’

8. Part D, Section 10.3.1 g) i) is amended by replacing 15% with 20%.

9. Part D, Section 10.3.2 c) i) is amended by replacing 30 % with 35%.

10. Part D, Schedule D, Municipal Structure, and Part D, Schedule D1

General Land use Plan, is amended by adding six ‘Employment Areas’, on the schedules, and Employment Area to the legend, as outlined in Schedule A and Schedule B to this Amendment

11. Part D, Schedule D1, General Land Use Plan is amended by re-designating 2 sites from Employment to Mixed Use, and 2 sites from Employment to Institutional, and adding Institutional to the legend, as outlined on Schedule C to this Amendment.

12. Part E, Section 15.2.1 is amended by adding new subsection e), as follows:

‘e) The entirety of lands known municipally as 282 and 285 Ontario Street are to be planned for future development through approval of a comprehensive Secondary Plan, and amendment to this Plan.’

13. Part E, Section 15.2, Schedule E4 is amended by re-designating lands from General Employment to Mixed Use, as outlined in Schedule D to this Amendment.

14. Part E, Section 15.3, Schedule E6 is amended by re-designating lands from Business Commercial Employment to Mixed Use, and re-designating lands from Business Commercial Employment to Institutional, and adding Institutional to the legend, as outlined in Schedule E to this Amendment.

15. Part E, Section 15.3.1 c) is amended by removing the first sentence and replacing it with the following:

‘The Mixed Use designation west of the NHS Hospital site and consisting of properties known municipally as 1262, 1290, 1298, 1338 Fourth Avenue, 2000 Pathstone Way, and 1956 Third Street, are to be developed as a campus format prestige business park setting providing opportunity for a mix of population-related uses (retail/service commercial, institutional, recreation, cultural and community uses), office uses, together with institutional residential long term care and assisted living facilities. Non institutional residential apartment dwellings, including seniors housing, are only permitted on upper floors of population-related and office uses.’

16. Part E, Section 15.3.1 is amended by adding new subsection e), as follows:

‘ e) Institutional

The lands designated Institutional on Schedule D1 and Schedule E6 of this Plan permit Hospital and related accessory or ancillary uses, and uses to serve community social and educational needs.

The lands known municipally as 1242 Fourth Avenue also permit institutional residential long term care and assisted living facilities.’

17. Part E, Section 15.3, Schedule E6/7 is amended by adding a Special Study

Area on lands known municipally as 2060, 2126, 2196 First Street and 326,

362 St. Paul Street West, as outlined in Schedule F to this Amendment.

18. Part E, Section 15.3.3.3.7 is amended by adding a new subsection ii), as

follows:

‘ ii) Special Study Area:

The lands known municipally as 2060, 2126, 2196 First Street and 326, 362 St. Paul Street West may be developed with a mix of uses (eg. employment, commercial, office, residential, institutional, community and cultural uses), subject to the following:

- a) the entirety of the lands be planned for future development through approval of a comprehensive Secondary Plan, and amendment to this Plan; and that development be planned to achieve:
  - i) accommodation of purpose built population-related and office jobs at a minimum density of 48 jobs/gross hectare across the entirety of the lands; and,
  - ii) accommodation for a mix and range of housing types at a minimum density of 25 dwelling units/gross hectare across the entirety of the lands.

19. Part E, Section 15.4, Schedule E8 is amended by re-designating lands from Business Commercial Employment to Institutional, and adding Institutional to the schedule legend, as outline in Schedule G to this Amendment.

20. Part E, Section 15.4.1 is amended by replacing subsection a) with new subsection a) as follows:

‘ a) Institutional

The lands designated Institutional on Schedule D1 and Schedule E8 of this Plan permit hospital and related accessory or ancillary uses, university/college and related uses including residential uses, and uses to serve community social, educational and recreation uses.

The Institutional designation provides for the continuation and expansion of existing uses, and supports the redevelopment of lands to implement the Brock District Plan approved by the Region of Niagara in March, 2019 by Regional Official Plan Amendment No. 14 (ROPA 14).’

21. Part E, Section 15.1.3 is amended by adding a new subsection f), as follows:

- ‘f) Notwithstanding Part D, Section 10.3.1 g) i) and Part D, Section 10.3.2 c) i), the combination of such uses shall generally not exceed 50% of the total floor area of all buildings on the property, and in the case of a split designation on the property, on all lands so designated for General Employment or Business Commercial Employment.’

## PART C - THE APPENDICES

The following Appendices do not constitute part of the Amendment to the Official Plan but are included as information supporting the Amendment.

### Appendix 1

A copy of the "Public Notice" to citizens which outlines City Council's intent to consider an Amendment to the Official Plan for the subject lands.

### Appendix 2

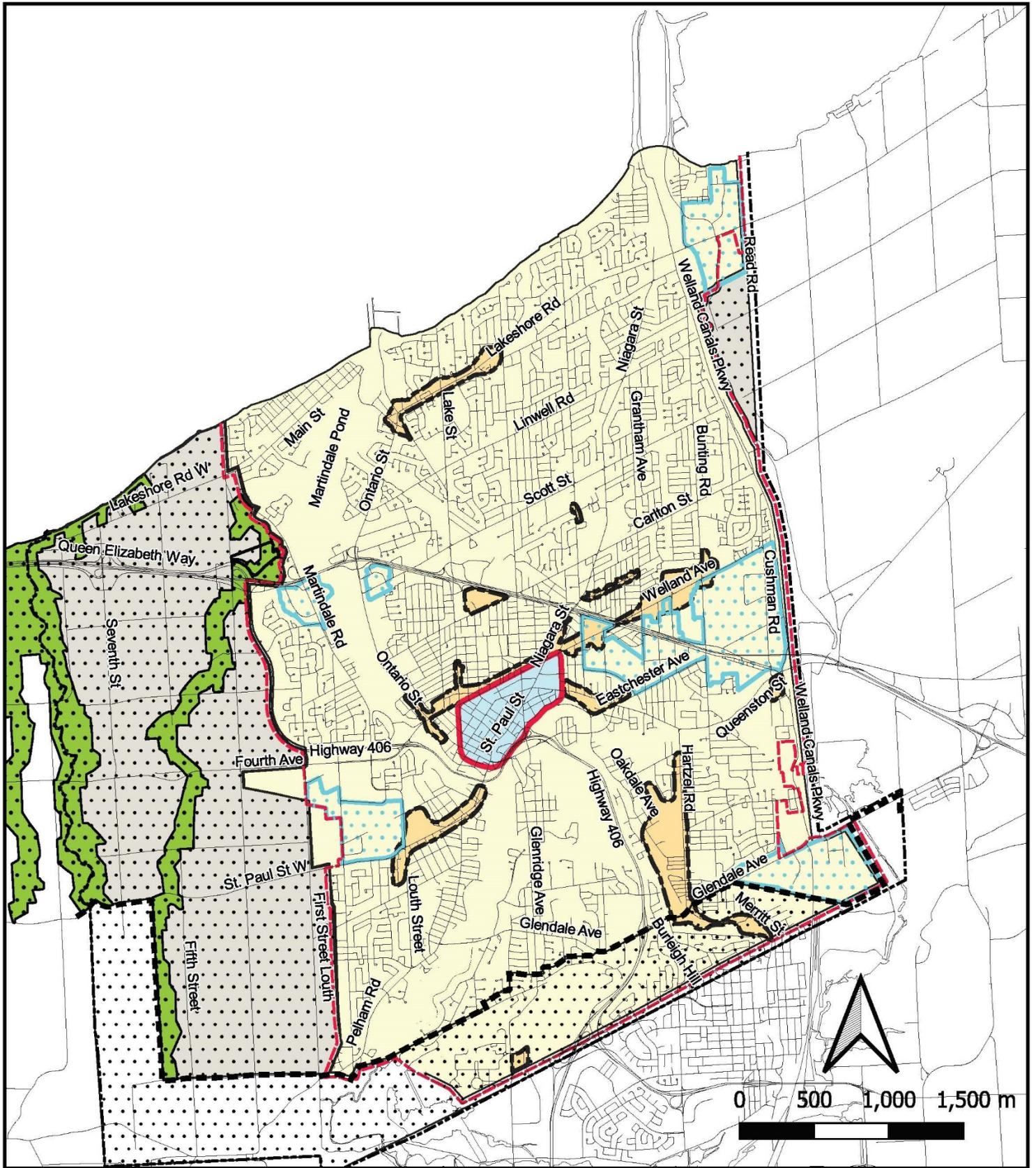
A copy of the staff reports which relate to the proposed Official Plan Amendment.

### Appendix 3

Minutes of the Public Meeting held on November 30, 2020

PDS 10-2021  
Appendix

*Schedule "A" to Amendment No. 26 to The Garden City Plan*  
*- General Land Use Plan (Schedule D) By-Law 2020-166*

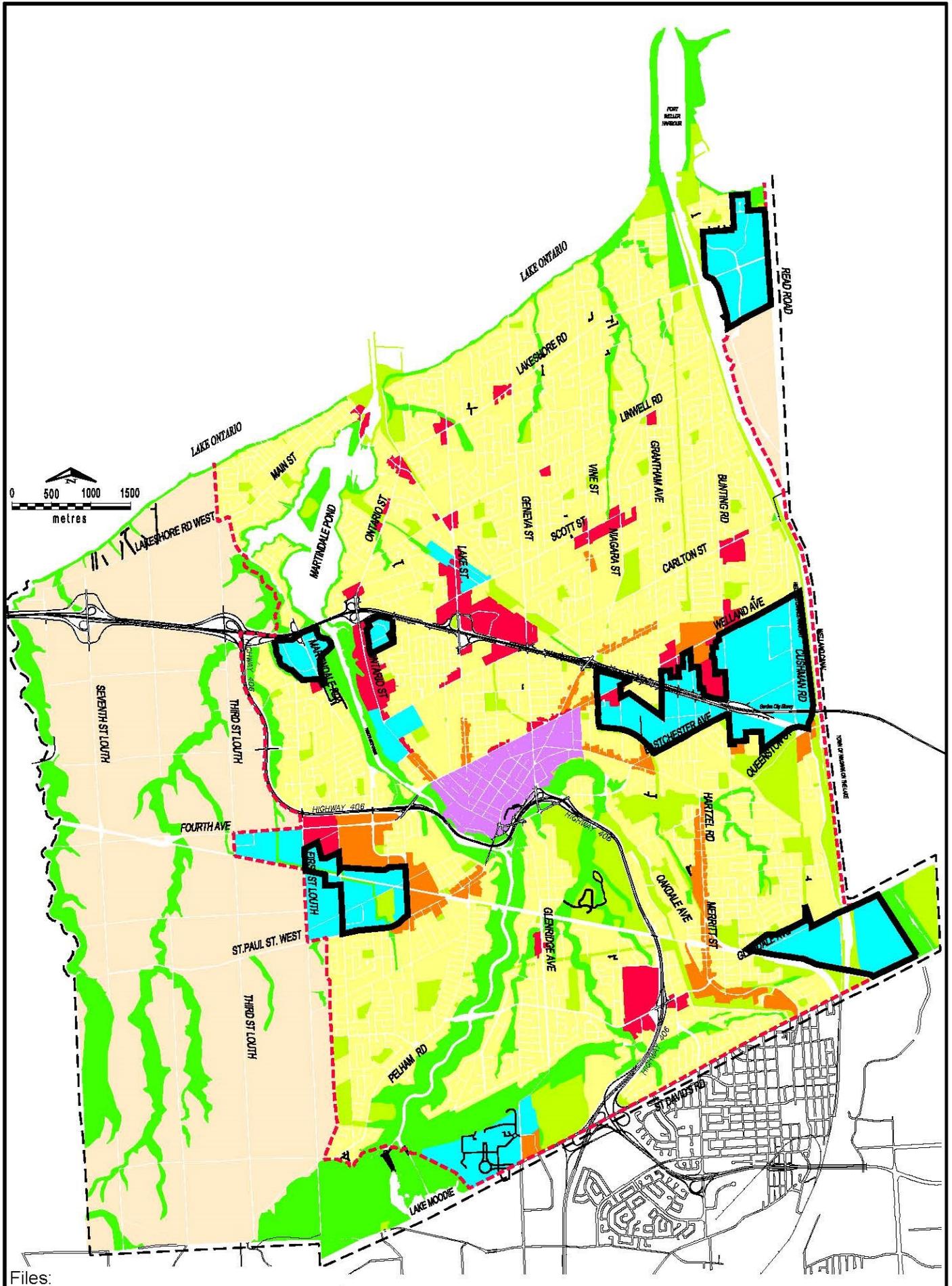


## *Municipal Structure*

- Municipal Boundary
- Urban Area
- Provincial Greenbelt Plan Area
- Provincial Greenbelt Plan Area - Protected Countryside (Specialty Crop Area)
- Provincial Greenbelt Plan Area - Protected Countryside (Natural Heritage System)
- Niagara Escarpment Plan Boundary
- Provincial Growth Plan - Limits of Built Boundary
- Employment Areas
- Intensification Areas
- Urban Growth Area

CITY OF ST. CATHARINES  
 PLANNING AND  
 BUILDING SERVICES  
 OFFICIAL PLAN JULY 31,  
 2012

*Schedule B to Amendment No. 26 to The Garden City Plan*  
*- General Land Use Plan (Schedule D1) By-Law 2020-166*



Files:

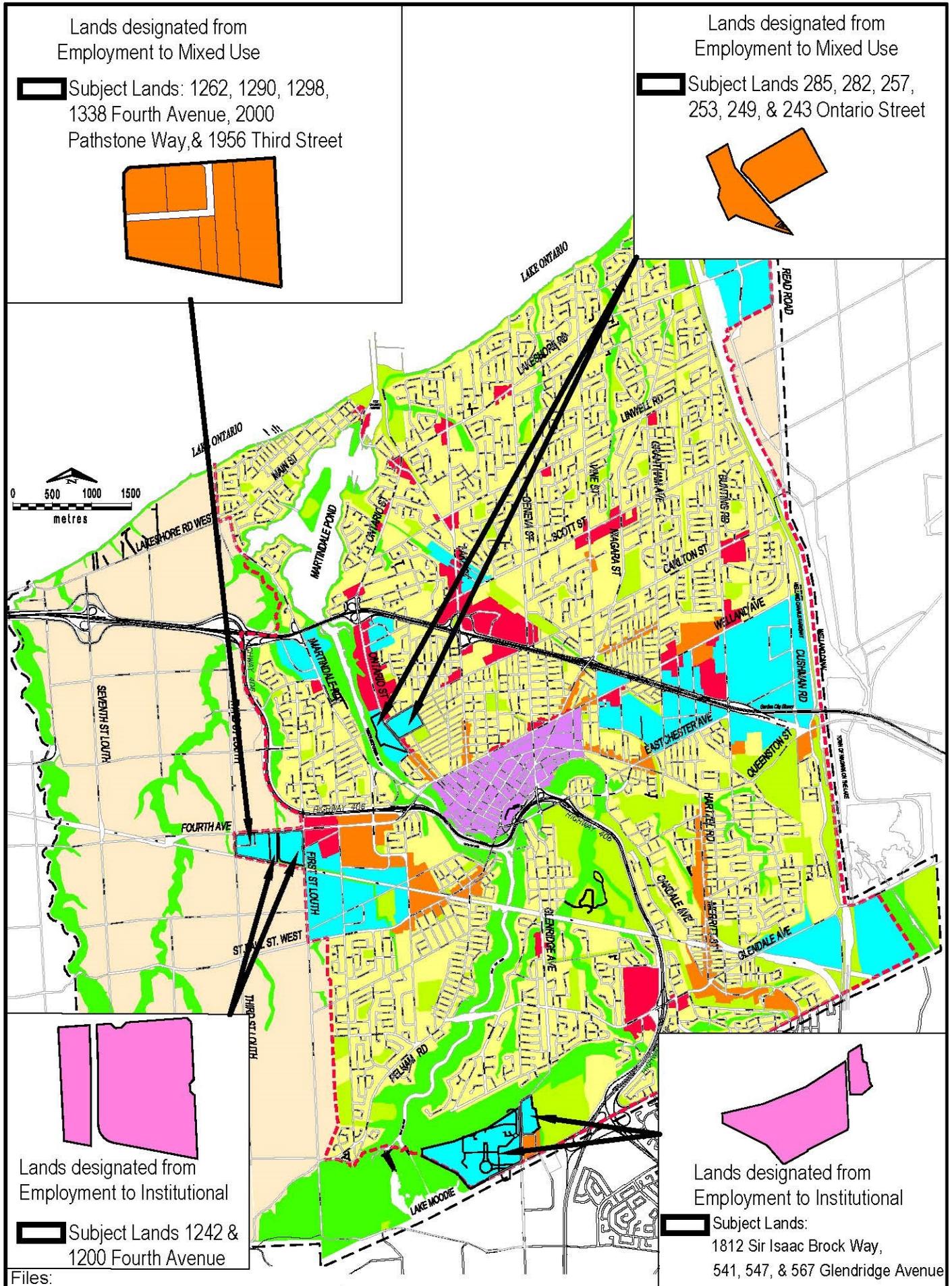
# General Land Use Plan

- |   |   |
|---|---|
|  Neighbourhood Residential |  Parkland & Open Space |
|  Employment                |  Agriculture           |
|  Commercial                |  Downtown              |
|  Mixed Use                 |  Employment Area       |
|  Natural Areas             |  Urban Area Boundary   |

# Schedule C to Amendment No. 26 to The Garden City Plan

## - General Land Use Plan (Schedule D1)

By-Law 2020-166

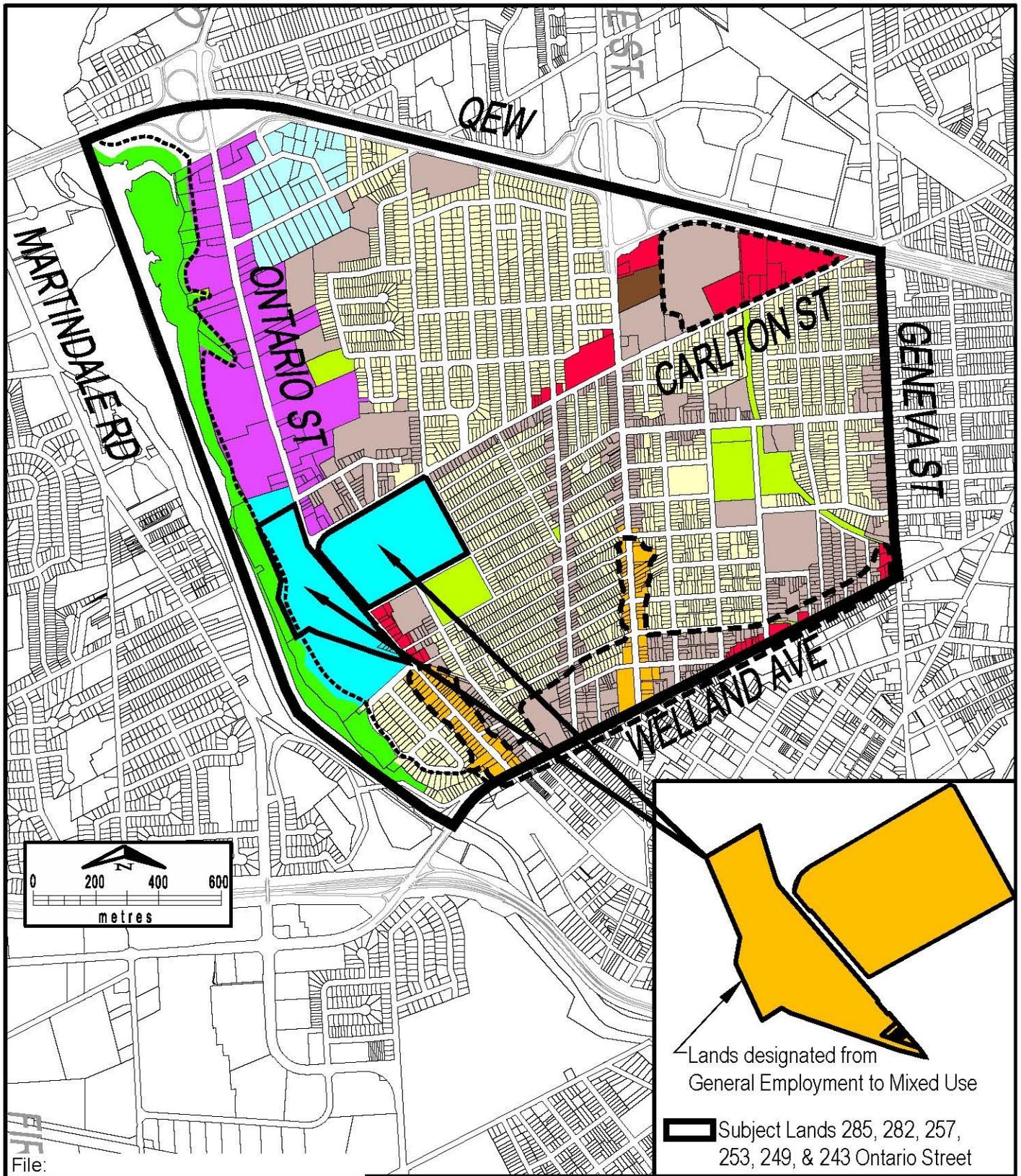


Files:

# General Land Use Plan

- Neighbourhood Residential
- Parkland & Open Space
- Employment
- Agriculture
- Commercial
- Downtown
- Mixed Use
- Institutional
- Natural Areas
- Urban Area Boundary

**Schedule "D" to Amendment No. 26 to The Garden City Plan**  
**- Central Planning District (Schedule E4) By-Law 2020-166**



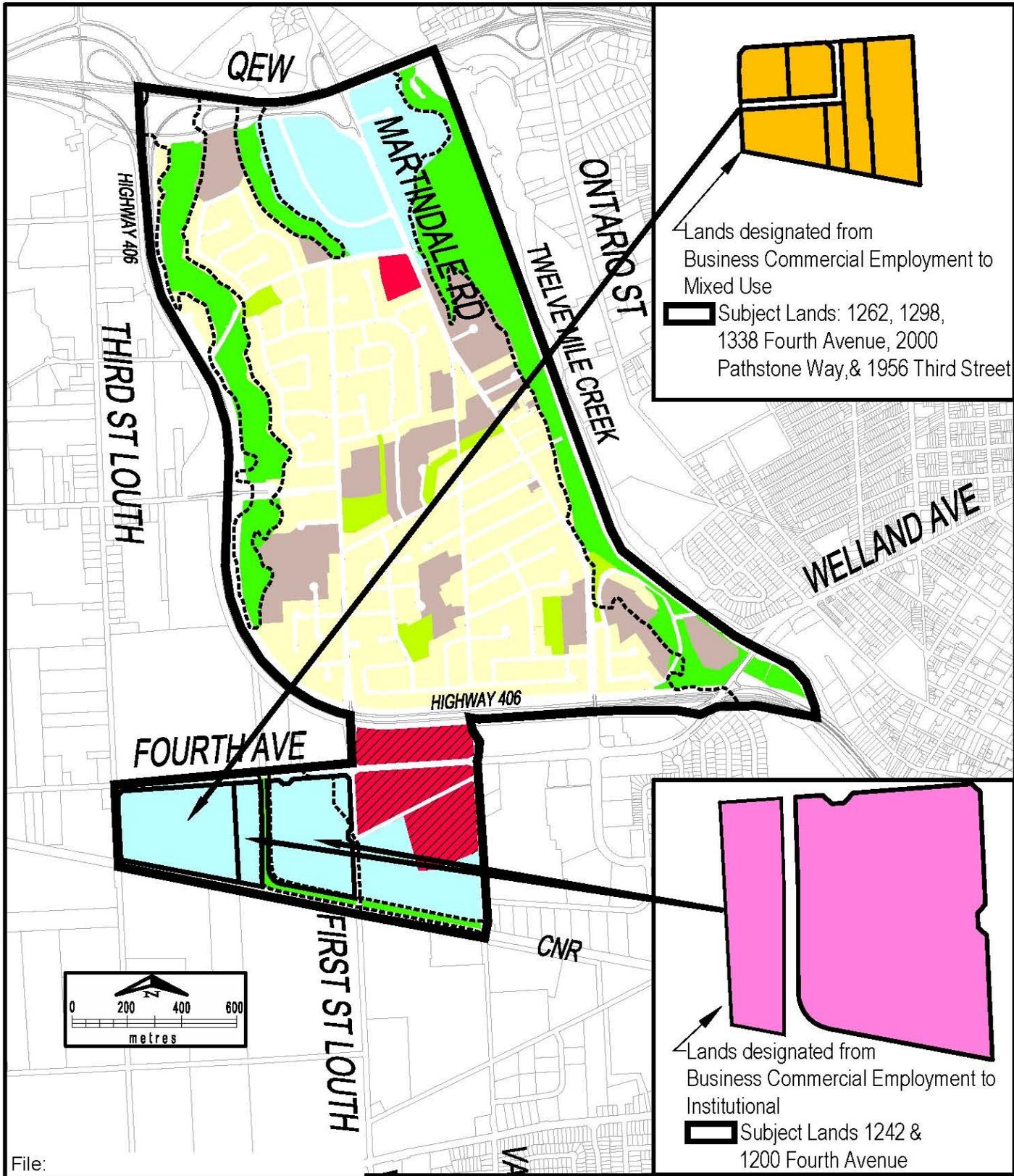
**Land Use Designations**

- Low Density Residential (20 to 32 units / ha)
- Medium Density Residential (25 to 99 units / ha)
- High Density Residential (85 units / ha or greater)
- Major Commercial
- Community Commercial
- Arterial Commercial
- Institutional

- Special Study Area
- Mixed Use
- General Employment
- Business Commercial Employment
- Parkland & Open Space
- Natural Areas
- Natural Area Extent Line

NOTWITHSTANDING LAND USE DESIGNATIONS SHOWN ON THIS SCHEDULE, THE USE OF LAND WITHIN OR ADJACENT TO THE NATURAL AREA EXTENT LINE MAY BE SUBJECT TO ADDITIONAL REGULATION OR RESTRICTION. REFER TO PART D, SECTION 13.2 NATURAL AREA POLICIES, ALSO SEE SCHEDULES F2, F3, F4 AND F5

**Schedule "E" to Amendment No. 26 to The Garden City Plan**  
**- WEST Planning District (Schedule E6) By-Law 2020-166**



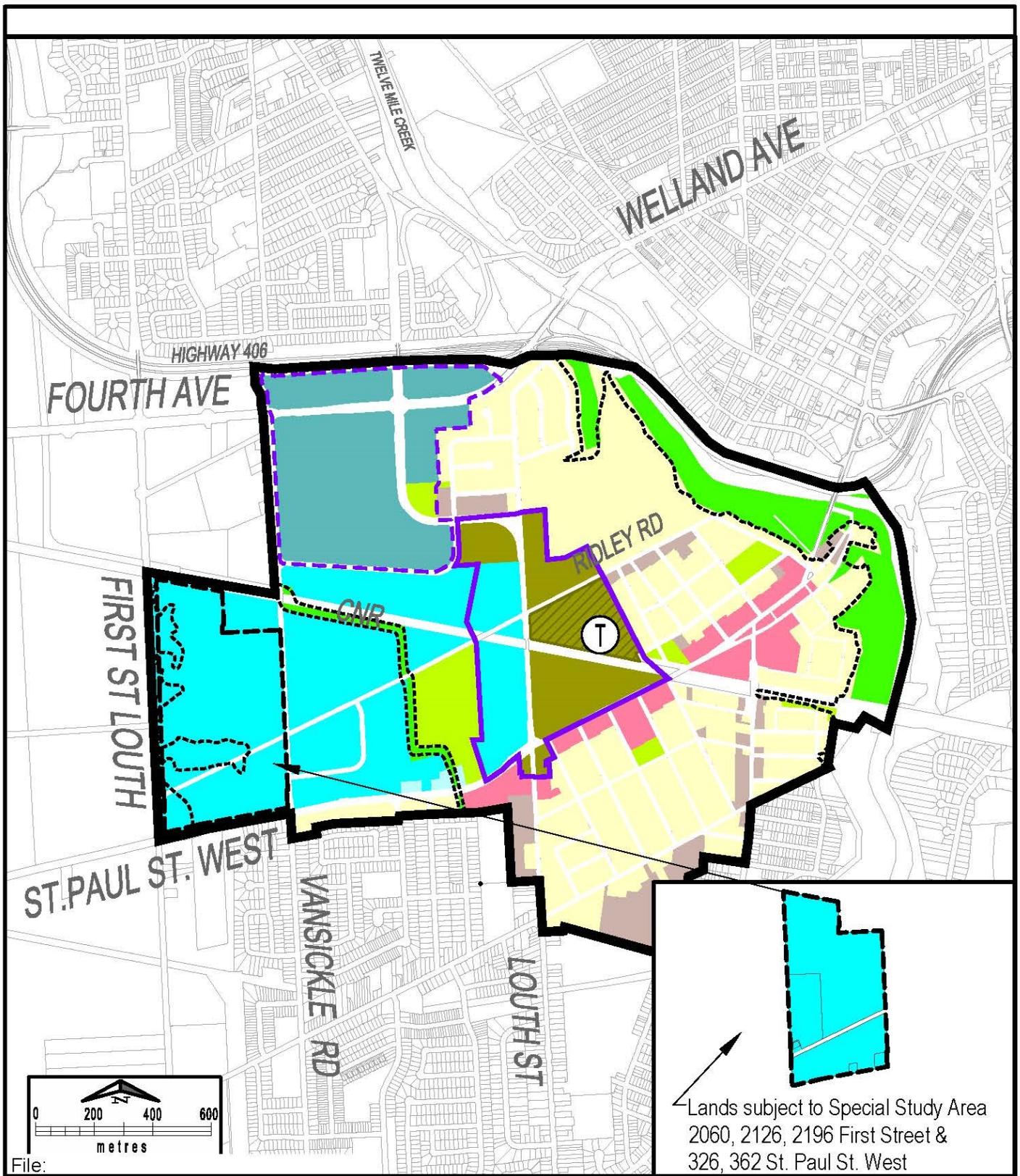
**Land Use Designations**

- Low Density Residential (20 to 32 units / ha)
- Medium Density Residential (25 to 99 units / ha)
- High Density Residential (85 units / ha or greater)
- Major Commercial
- Community Commercial
- Arterial Commercial
- Institutional

- Special Study Area
- Mixed Use
- General Employment
- Business Commercial Employment
- Parkland & Open Space
- Natural Areas
- Natural Area Extent Line

NOTWITHSTANDING LAND USE DESIGNATIONS SHOWN ON THIS SCHEDULE, THE USE OF LAND WITHIN OR ADJACENT TO THE NATURAL AREA EXTENT LINE MAY BE SUBJECT TO ADDITIONAL REGULATION OR RESTRICTION. REFER TO PART D, SECTION 13.2 NATURAL AREA POLICIES, ALSO SEE SCHEDULES F2, F3, F4 AND F5

**Schedule "F" to Amendment No. 26 to The Garden City Plan**  
**- West Planning District (Schedule E6/7)** **By-Law 2020-166**  
*GO Transit Station Secondary Plan (GTSSP)*

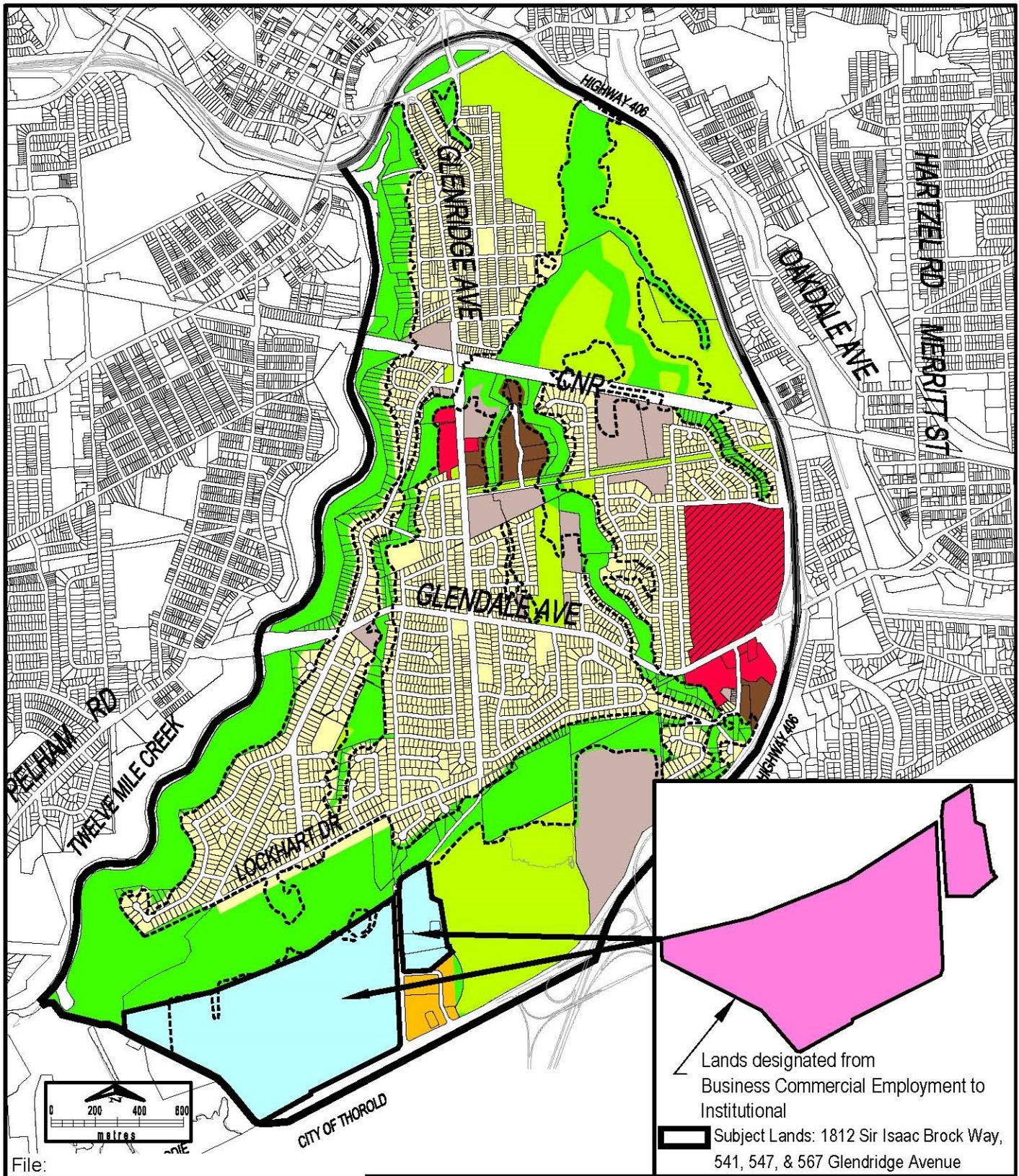


## Land Use Designations

- |   |                                |  |
|---|--------------------------------|--|
| Low Density Residential (20 to 32 units / ha)       | General Employment             | Louth Centre Node                      |
| Medium Density Residential (25 to 99 units / ha)    | Business Commercial Employment | West Transit Station Area              |
| High Density Residential (85 units / ha or greater) | Parkland & Open Space          | Transit Station Site Overlay           |
| Major Commercial                                    | Natural Areas                  | Major Transit Station                  |
| Community Commercial                                |                                | Special Study Area                     |
| Arterial Commercial                                 |                                | Natural Area Extent Line               |
| Mixed Use 1   |                                | GO Transit Station Secondary Plan Area |
| Mixed Use 2   |                                |  |
| Mixed Use 3   |                                |  |

NOTWITHSTANDING LAND USE DESIGNATIONS SHOWN ON THIS SCHEDULE, THE USE OF LAND WITHIN OR ADJACENT TO THE NATURAL AREA EXTENT LINE MAY BE SUBJECT TO ADDITIONAL REGULATION OR RESTRICTION. REFER TO PART D, SECTION 13.2 NATURAL AREA POLICIES, ALSO SEE SCHEDULES F2, F3, F4 AND F5

**Schedule "G" to Amendment No. 26 to The Garden City Plan**  
**- South Planning District (Schedule E8) By-Law 2020-166**



<b>Land Use Designations</b>	
	Low Density Residential (20 to 32 units / ha)
	Medium Density Residential (25 to 99 units / ha)
	High Density Residential (85 units / ha or greater)
	Major Commercial
	Community Commercial
	Arterial Commercial
	Institutional
	Special Study Area
	Mixed Use
	General Employment
	Business Commercial Employment
	Parkland & Open Space
	Natural Areas
	Natural Area Extent Line

NOTWITHSTANDING LAND USE DESIGNATIONS SHOWN ON THIS SCHEDULE, THE USE OF LAND WITHIN OR ADJACENT TO THE NATURAL AREA EXTENT LINE MAY BE SUBJECT TO ADDITIONAL REGULATION OR RESTRICTION. REFER TO PART D, SECTION 13.2 NATURAL AREA POLICIES, ALSO SEE SCHEDULES F2, F3, F4 AND F5

BY-LAW NO. - 2020

A By-law to provide for the adoption of an amendment to the Official Plan of St. Catharines.

THE COUNCIL OF THE CORPORATION OF THE CITY OF ST. CATHARINES enacts as follows:

1. The attached text and maps forming Amendment No. 26 to the St. Catharines Official Plan (Garden City Plan) is hereby adopted.
2. This By-law shall come into force and effect on the day after the last day for filing notice of appeal or as otherwise provided for in the Planning Act.

Read and passed this                      day of                      2020.

CLERK

MAYOR

Amendment No. 26 to the Garden City Plan

(City of St. Catharines Official Plan)

This Amendment No. 26 to the Garden City Plan (City of St. Catharines Official Plan), which has been adopted by the Council of the Corporation of the City of St. Catharines, is approved under Section 17 of the Planning Act.

**PART A - THE PREAMBLE**      An explanation of the Amendment, but does not constitute part of the Amendment.

**PART B - THE AMENDMENT**      Consisting of the following text and maps (Schedules A to G) which constitutes Amendment No. 26 to the Garden City Plan (City of St. Catharines Official Plan).

**PART C - THE APPENDICES**      These Appendices contain background data, planning considerations and public involvement associated with the Amendment, but does not constitute part of the Amendment.

## PART A - THE PREAMBLE

Triggered by the closure of a large industrial user, and the potential redevelopment of what is now a mostly vacant, 21 hectare (51 acre) brownfield site located on Ontario Street in the middle of the City, Council directed the Planning and Building Services Department to study the potential conversion of the industrial lands to allow for re-development for future alternative uses (residential, mixed use, etc).

The conversion, or re-designation, of the industrial lands requires an amendment to the City's Official Plan (Land Use Plan).

Provincial policy requires that any changes to the Official Plan must conform or not conflict with Provincial land use plans, and that conversion of employment (industrial) lands must be addressed through a comprehensive Land Needs Assessment (LNA). The assessment is an examination of all employment lands, and other land uses in the municipality. It will ensure that any changes made to the City's Official Plan (Land Use Plan) support and facilitate the accommodation of projected population growth, housing need, and job growth by different sectors, that is forecast for the City to the year 2051.

The findings of the Land Needs Assessment (LNA) recommend an amendment to the Official Plan to establish and designate Employment Areas within the municipality, and to re-designate certain employment (industrial) lands in the City, including the property on Ontario Street, to permit alternative development opportunities. The LNA also recommends re-designation of 2 properties from an Employment designation to an Institutional designation to better reflect existing property use, and other associated revisions to employment land policies affecting the percentage of accessory population-related and office uses that may locate on employment lands.

Modification  
No.1

Official Plan Amendment No. 26 implements the findings of the City's LNA.

## PART B - THE AMENDMENT

Details of Official Plan Amendment No. 26

The Garden City Plan (City of St. Catharines Official Plan) is hereby amended as follows:

1. Part A, Section 1.2 and Section 2.3.3.4 is amended by replacing ' Growth Plan for the Greater Golden Horseshoe (2006) with 'A Place to Grow Plan'
2. Part A, Section 1.3 b) is amended by adding ' , and beyond' at the end of the sentence.
3. Part B, Section 2.3.1.4 is amended by changing the number from 8 to 9, and adding Institutional to the list of designations.
4. Part B, Section 2.3.3.6 ii) is amended by adding "Employment Areas and" after 'designated'.
5. Part B, Section 2.3.3.6 is amended by adding a new section iii) as follows; and, amending subsequent section numbers accordingly.

'iii) Employment Areas are designated areas containing Employment lands to protect for and support the long- term provision of employment land jobs and opportunities.'

6. Part D, Section 10.1 is amended by:

Modification  
No.2

1. adding "Employment Areas and" before "Employment Lands" in the opening sentence of the policy; and

2. adding a new subsection a) as follows; and, amending subsequent section letters accordingly.

‘a) to designate Employment Areas to protect for long term provision of employment land jobs.’

7. Part D, Section 10.2 is amending by deleting the rest of the section in it's entirety after 'contemplated in the Employment designation,' and adding the words 'subject to the Provincial A Place to Grow Plan.'
8. Part D, Section 10.3.1 g) i) is amended by replacing 15% with 20%.
9. Part D, Section 10.3.2 c) i) is amended by replacing 30 % with 35%.
10. Part D, Schedule D, Municipal Structure, and Part D, Schedule D1 General Land use Plan, is amended by adding six 'Employment Areas', on the schedules, and Employment Area to the legend, as outlined in Schedule A and Schedule B to this Amendment
11. Part D, Schedule D1, General Land Use Plan is amended by re-designating 2 sites from Employment to Mixed Use, and 2 sites from Employment to Institutional, and adding Institutional to the legend, as outlined on Schedule C to this Amendment.
12. Amend the City of St. Catharines Official Plan by adding a new "Part D, Section 10A - Institutional" line to the Table of Contents and adding a new Section Header following Part D, Section 10 Employment, in the document body to contain as follows:  
  
"10A - Institutional  
10A.1 Institutional policies for Niagara Health Site (1200 and 1240 Fourth Avenue), refer to Part E, Section 15.3.1 e)  
  
10A.2 Institutional policies for Brock University, west side of Glenridge Avenue (1812 Sir Isaac Brock Way), and certain properties on the east side of Glenridge Avenue (541, 547 and 567 Glenridge Avenue), refer to Part E, Section 15.4.1 a)"
- ~~12.~~ 13. Part E, Section 15.2.1 is amended by adding new subsection e), as follows:  

‘e) The entirety of lands known municipally as 282 and 285 Ontario Street are to be planned for future development through approval of a comprehensive Secondary Plan, and amendment to this Plan.’
- ~~13.~~ 14. Part E, Section 15.2, Schedule E4 is amended by re-designating lands from General Employment to Mixed Use, as outlined in Schedule D to this Amendment.
- ~~14.~~ 15. Part E, Section 15.3, Schedule E6 is amended by re-designating lands from Business Commercial Employment to Mixed Use, and re-designating lands from Business Commercial Employment to Institutional, and adding Institutional to the legend, as outlined in Schedule E to this Amendment.

Modification  
No.3

~~45- 16.~~ Part E, Section 15.3.1 c) is amended by removing the first sentence and replacing it with the following:

'The Mixed Use designation west of the NHS Hospital site and consisting of properties known municipally as 1262, 1290, 1298, 1338 Fourth Avenue, 2000 Pathstone Way, and 1956 Third Street, are to be developed as a campus format prestige business park setting providing opportunity for a mix of population-related uses (retail/service commercial, institutional, recreation, cultural and community uses), office uses, together with institutional residential long term care and assisted living facilities. Non institutional residential apartment dwellings, including seniors housing, are only permitted on upper floors of population-related and office uses.'

~~46- 17.~~ Part E, Section 15.3.1 is amended by adding new subsection e), as follows:

' e) Institutional

The lands designated Institutional on Schedule D1 and Schedule E6 of this Plan permit Hospital and related accessory or ancillary uses, and uses to serve community social and educational needs.

The lands known municipally as 1242 Fourth Avenue also permit institutional residential long term care and assisted living facilities.'

~~47- 18.~~ Part E, Section 15.3, Schedule E6/7 is amended by adding a Special Study Area on lands known municipally as 2060, 2126, 2196 First Street and 326, 362 St. Paul Street West, as outlined in Schedule F to this Amendment.

~~48- 19.~~ Part E, Section 15.3.3.3.7 is amended by adding a new subsection ii), as follows:

' ii) Special Study Area:

The lands known municipally as 2060, 2126, 2196 First Street and 326, 362 St. Paul Street West may be developed with a mix of uses (eg. employment, commercial, office, residential, institutional, community and cultural uses), subject to the following:

a) the entirety of the lands be planned for future development that retains space for a similar number of jobs to remain accommodated on site through amendment to this Plan by means of a comprehensive Secondary Plan, in context with the GO Transit Station Area Secondary Plan, and that development be planned to achieve:

i) population-related and office jobs at a minimum density of 48 jobs/gross hectare; and,

ii) a mix and range of housing types at a minimum density of 25 dwelling units/gross hectare.

~~49- 20.~~ Part E, Section 15.4, Schedule E8 is amended by re-designating lands from Business Commercial Employment to Institutional, and adding Institutional to the schedule legend, as outline in Schedule G to this Amendment.

~~20- 21.~~ Part E, Section 15.4.1 is amended by replacing subsection a) with new subsection a) as follows:

' a) Institutional

Modification  
No.4

Deleted: approval

Deleted: amendment to this Plan; and

Deleted: ¶  
accommodation of purpose built

Deleted: across the entirety of the lands

Deleted: ¶  
accommodation for

Deleted: across the entirety of the lands

The lands designated Institutional on Schedule D1 and Schedule E8 of this Plan permit hospital and related accessory or ancillary uses, university/college and related uses including residential uses, and uses to serve community social, educational and recreation uses.

Modification  
No.5

The Institutional designation provides for the continuation and expansion of existing uses, and supports the redevelopment of lands, including a Mixed Use designation along the frontage of the west side of Glenridge Avenue, to implement the direction and land use concept of the Brock District Plan (ROPA 14).

**Deleted:** approved by the Region of Niagara in March, 2019 by Regional Official Plan Amendment No. 14

21.22. Part E, Section 15.1.3 is amended by adding a new subsection f), as follows:

Modification  
No.6

f) On all lands designated General Employment or Business Commercial Employment west of the hydro corridor, extending from Dieppe Road to Welland Avenue (lands known municipally as 215 Dieppe Road and 540 Welland Avenue), the following applies:

Notwithstanding Part D, Section 10.3.1 g) i) and Part D, Section 10.3.2 c) i), the combination of such uses shall generally not exceed 50% of the total floor area of all buildings on the property, and in the case of a split designation on the property, on all lands so designated for General Employment or Business Commercial Employment.'

## PART C - THE APPENDICES

The following Appendices do not constitute part of the Amendment to the Official Plan but are included as information supporting the Amendment.

### Appendix 1

A copy of the "Public Notice" to citizens which outlines City Council's intent to consider an Amendment to the Official Plan for the subject lands.

### Appendix 2

A copy of the staff reports which relate to the proposed Official Plan Amendment.

### Appendix 3

Minutes of the Public Meeting held on November 30, 2020

Appendix 2  
PDS 10-2021  
March 10, 2021

**Modification and Approval of  
Employment and Institutional Related Policy Amendments,  
Official Plan Amendment 26  
City of St. Catharines**

The following modifications are made to the Employment and Institutional Related Policy Amendments adopted by the City of St. Catharines on November 30, 2020 as a consolidated document titled “**Amendment 26 to the Official Plan for the Corporation of the City of St. Catharines.**” As modified, OPA 26 for the City of St. Catharines is approved under subsection 17 (34) of the Planning Act, R.S.O. 1990, as amended.

**Part A: Text**

The Region has made 6 modifications to Official Plan Amendment 26. The recommended modifications are referenced within Appendix 2 to PDS 10-2021.

**Modification 1** amends wording in Part A – The Preamble for minor text addition to identify the amendment number and clarify findings are those from City study work.

**Modification 2** amends wording in Part B – The Amendment for minor text addition to include Employment Areas in the City’s existing policy 10.1 that speaks to the protection of Employment Land.

**Modification 3** adds wording in Part B – The Amendment to insert an Institutional heading into the Official Plan Table of Contents and to further provide reference to the City’s District Plans for which policy is found. The City has introduced the Institutional designation into the City’s Official Plan and the modification provides connection between General Land Use Schedule mapping and the District Plan policies. Further integration of numbering can occur through a future consolidation or conformity exercise.

**Modification 4** amends text in Part B – The Amendment for Section 15.3.3.3.7 of the City’s Official Plan, being policy on the Special Study Area added to the Plan, to include wording to conform with the Growth Plan respecting retention of space for similar number of jobs to remain accommodated on site. Further addition of text identifies the required Secondary Plan to be developed in context with the GO Transit Station Secondary Plan for which these lands are in close proximity.

**Modification 5** amends text in Part B – The Amendment for Section 15.4.1 a) to recognize inclusion of Mixed Use along a portion of Brock University’s Glenridge Avenue frontage in keeping with the land use concept included in the previously approved Brock District Plan (ROPA 14).

**Modification 6** amends text in Part B – The Amendment for Section 15.1.3 f) by adding a specific description for lands to which the policy applies.

**Administrative Note** – as a result of Modification 3, the itemized numbering sequence for the Amendment document are adjusted beyond No. 10. This is due to a Modification being inserted at that point of the document, reordering numbers by 1 beyond that point.

## **Part B: Mapping**

None