
MEMORANDUM

PDS-C 5-2019

Subject: Ramada Beacon Hotel Specialty Crop Designation

Date: February 20, 2019

To: Planning and Economic Development Committee

From: Erik Acs, MCIP, RPP, Manager of Community Planning

The Purpose of this memo is to provide a background for the attached correspondence item, a submission to the Ontario Ministry of Municipal Affairs & Housing (MMAH) from MacNaughton Hermsen Britton Clarkson Planning Limited on behalf of their client Ramada Beacon Hotel (Beacon) who operate a hotel, restaurant and marina on Beacon Boulevard, in the Town of Lincoln.

The Beacon is requesting to remove their property from the “Specialty Crop Area” designation of the Greenbelt Plan to facilitate its redevelopment in accordance with the land use designation of the recently approved Prudhommes Secondary Plan.

The hotel property is located on a narrow strip of land between the Queen Elizabeth Way and Lake Ontario. The area has a history of development dating back to the late 1800’s as a shipping port and was developed as its current hotel use in the 1960’s. Despite being fully developed, serviced and zoned for non-agricultural uses, the Province included this and surrounding developed lands east of the Jordan Harbour as Specialty Crop when the Greenbelt Plan was created in 2005.

Through the Coordinated Policy Review (CPR) undertaken by the Province in 2015, the Region and the Town of Lincoln both submitted Council endorsed comments to the Province proposing to create a “Special Policy Area” to recognize the existing uses and allow for limited expansions and changes of use for the Beacon and adjacent lands. The Provincial Government of the day did not address this request.

In 2016, the Town of Lincoln and Region undertook the development of Secondary Plan for the Prudhommes area. Based on existing non-agricultural development and the Council position through the CPR, the Beacon and surrounding industrial properties were included in the Prudhommes plan area. The Prudhommes Secondary Plan was adopted by the Town of Lincoln Council identifying appropriate land use designations which would allow the transition of the area to a more complete development pattern. While it supported this approach in principle, Regional Council approved the Secondary Plan with a “Deferral” for the lands east of the Jordan Harbour in order to maintain conformity with the Greenbelt Plan.

The attached submission echoes a request made by Regional Council in 2018, and communicated to the MMAH through a letter dated December 20, 2018 (see appendix II). Both submissions include additional background and mapping to support the removal of the Specialty Crop Area designation. This request will also allow for the Deferral to be lifted for the balance of the Secondary Plan area.

Should Regional Council be inclined to support this request, Planning Staff recommend that it should do so for all lands east of the Jordan Harbour in order to fully implement the scope and intent of the Prudhommes Secondary Plan.

Respectfully submitted and signed by,

Erik Acs, MCIP, RPP
Manager of Community Planning

This memo was prepared in consultation with Kirsten McCauley, MCIP, RPP, Senior Planner.

Appendices:

Appendix I: Request to Remove Specialty Crop Designation, Greenbelt Plan, 2017
2777 & 2793 Beacon Boulevard, Town of Lincoln, Region of Niagara Page 3

Appendix II: December 20, 2018 Letter to Minister of Municipal Affairs Page 82



KITCHENER
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February 6, 2019

Attn: Jae Truesdell
Minister's Office
Ministry of Municipal Affairs & Housing
777 Bay Street, 17th Floor
Toronto ON M5G 2E5

Dear Mr. Truesdell:

**RE: Request to Remove Specialty Crop Designation, Greenbelt Plan, 2017
2777 & 2793 Beacon Boulevard, Town of Lincoln, Region of Niagara
OUR FILE 18324A**

Request to Minister

On behalf of our client, 1093823 Ontario Ltd. (Ramada Beacon Hotel), we respectfully request that the Minister remove the specialty crop designation from 2777 & 2793 Beacon Boulevard in the Town of Lincoln, as designated in the Greenbelt Plan, 2017. This request is necessary to allow the subject lands to move forward consistent with the municipally supported and approved Prudhommes Secondary Plan. In addition, this request is consistent with the Ontario Government's ongoing review of the agricultural systems mapping and opportunities to increase housing supply.

Purpose for Request

The Ministry of Municipal Affairs and Housing's recent opposition to including the lands within an urban area – despite the support and approval of the Town of Lincoln and Region of Niagara – compounded by the arbitrary and incorrect specialty crop designation is effectively and improperly preventing this urban property consisting of a hotel, restaurants and a marina from its time-sensitive need to move forward with modernization and revitalization in conformity with the approved secondary plan.

Removing the specialty crop designation from the subject lands is a precondition to moving forward with the municipal direction provided for these lands in the Prudhommes Secondary Plan.

Basis for Request

This request is submitted on the basis of the developed nature of the subject lands, for which urban uses date back to the 1950s, existing zoning permissions for urban uses, lack of any agricultural capability as evidenced through provincial soils mapping, and the local and regional planning direction provided in the Prudhommes Secondary Plan. In addition, both the Town and Region support this request and have also asked the Minister to remove the specialty crop designation.

The property is a small and slender remnant parcel created during the original construction of the QEW. As well, a portion of the site was created by imported landfill sourced from QEW earthmoving. Accordingly, there is no opportunity for agriculture or any form of farming on the subject lands. The inclusion of these lands in the specialty crop area appears to have been an error in the Greenbelt Plan and should have been corrected in the 2017 Plan in accordance with submissions from the Town and Region.

Removing the specialty crop designation from the subject lands would unnecessary barrier to providing additional housing supply in Niagara Region as supported by the Region and Town.

Please find enclosed a planning review/rationale to support the request for the removal of the specialty crop designation, with supporting figures and reports.

We look forward to your response on this request. Please do not hesitate to contact the undersigned should you have any questions.

Yours truly,

MHBC

A handwritten signature in black ink, appearing to read 'NDR', with a long horizontal stroke extending to the right.

Neal DeRuyter, BES, MCIP, RPP
Partner

cc. Ramada Beacon Hotel – Matt Tokuc
Region of Niagara – Kirsten McCauley
Town of Lincoln – Kathleen Dale

Encl.



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PLANNING JUSTIFICATION **REPORT**

REMOVAL OF SPECIALTY CROP DESIGNATION
GREENBELT PLAN 2017

2777 & 2793 Beacon Boulevard
Town of Lincoln

Date:

January 2019

Prepared for:

1093823 Ontario Ltd. (Ramada Beacon Hotel)

Prepared by:

MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC)

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Our File 18324A

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Appendix E	Letter of Support from Town of Lincoln, December 20, 2018

1.0 Overview

In support of this request to remove the specialty crop designation from 2777 & 2793 Beacon Boulevard in the Town of Lincoln, we have reviewed the existing and adjacent land uses, reviewed mapping and policies of the 2005 and 2017 Greenbelt Plans, assessed the local and regional policies including existing zoning permissions and reviewed provincial soils mapping. Relevant background and technical information is outlined below with supporting documentation included as appendices where noted.

2.0 Existing Uses and Site Context

The subject lands are located along Beacon Boulevard in the Town of Lincoln between the QEW and Lake Ontario. The subject lands are approximately 3.6 ha in size and are almost entirely developed with a hotel, restaurants and marina (**Figure 1 – Aerial Site Context**). The Ramada Beacon Hotel was constructed in the 1950s and contains two restaurants and conference facilities. The building is three to four storeys and is over 90,000 ft² in size. There are approximately 225 parking spaces on the subject lands. These uses were developed well before the Greenbelt Plan and associated specialty crop designation came into place in 2005.

The subject lands include the Beacon Harbourside Yacht Club, a marina located in a basin created by stone breakwaters located to the east of Jordan Harbour. The marina currently contains approximately 90 boat slips with the potential to accommodate approximately 500 slips. The Beacon Harbourside Yacht Club is the only marina located in the Town of Lincoln, and is located approximately 9 km west from the Port Dalhousie Pier Marina in St. Catharines and 15 km east of the marinas in Grimsby Harbour.

The subject lands also include a small vacant lot which was previously occupied by a gas station.

From the QEW to Lake Ontario, the lands undergo a significant change in elevation which would likely not be suitable for most crops and agricultural uses. This change in elevation is illustrated in **Figure 2 – Elevation Plan**.

In addition to the existing uses on the subject lands, it is important to understand the surrounding land uses when assessing specialty crop mapping and identifying long-term planning direction (**Figures 3 & 4 – Aerial Surrounding Context**):

1. The lands are located immediately north of the QEW and are located within approximately 300m of the interchange with Jordan Road.
2. The QEW and Lake Ontario physically define the area and the types of uses that occur. There are limited agricultural uses in this area given the constrained lot sizes (range between 20 and 200 m from QEW to the shoreline).
3. East of the subject lands are a building contractor use, office/warehouse complex (Avondale Food Stores, 1-800-Got-Junk, Stevenson Sprinkler), Moyer Diebel (commercial dishwasher manufacturer), the QEW/Jordan Road interchange and residential uses.
4. South of the subject lands are Beacon Boulevard (a local road), the QEW and Jordan Harbour, a large natural harbour at the mouth of Twenty Creek.
5. West of the subject lands are the Lake House restaurant, the Prudhommes urban area (including large areas being developed with residential and commercial uses) and the QEW/Victoria Avenue interchange.

3.0 Provincial Soils Mapping

According to soils mapping prepared by the Province since the 1980s, the subject lands do not have a soil classification due to the existing urban uses as seen in **Figure 5 – Region of Niagara Generalized Soil Map** and **Figure 6 – Canada Land Inventory Soils**. This remains the case in the Agricultural System mapping released by the Province last year. The fact the lands do not have a soil classification on agricultural maps dating back to the 1980s further highlights the unsuitability of the lands for specialty crop uses.

According to the Ministry of Agriculture's Soils of the Regional Municipality of Niagara, areas that were not mapped include the following: *"built-up areas of towns and cities; areas adjacent to built-up areas where construction was occurring and soil was being disturbed; four-lane highways and interchanges; airports; golf courses; gravel pits; quarries; and areas of intensive strip development along roads"* (p. 40, 1989).

4.0 Provincial Plans

4.1 Greenbelt Plan, 2005

The Greenbelt Plan, 2005, was established by the Lieutenant Governor in Council under Section 3 of the Greenbelt Act. The Greenbelt Plan *"identifies where urbanization should not occur in order to provide permanent protection to the agricultural land base and the ecological features and functions occurring on this landscape"* (Section 1.1). The Greenbelt Act requires that all decisions on planning applications shall conform to the policies of the Greenbelt Plan.

The Greenbelt Plan identifies a Protected Countryside that is made up of an Agricultural System and Natural System, together with a series of settlement areas. The Plan states that settlements of all types are found throughout the Protected Countryside, and that "Towns/Villages" and "Hamlets" are identified on Schedule 1.

The subject lands were designated as "Hamlet" on Schedule 1 in the Greenbelt Plan 2005 (**Figure 7 – Greenbelt Plan 2005, Schedule 1**). However, on Schedule 2 they were not shown as "Hamlet" but rather as "Tender Fruit and Grape Lands" (i.e. specialty crop area) (**Figure 8 – Greenbelt Plan 2005, Schedule 2**).

The Greenbelt Plan, 2005 stated that *"hamlets, as identified in municipal official plans and within their approved boundaries as they existed on the date this Plan came into effect, continue to be governed by municipal official plans... and are not subject to the policies of this Plan"* (Section 3.4.3.1). As of the date the Greenbelt Plan came into effect (December 16, 2004), the subject lands were designated "Recreational Commercial" in the local official plan, which permitted a range of urban uses. The lands were outside of the "Unique Agricultural" area identified by the regional and local official plans that were in-effect at that time.

It is unclear why the subject lands were not identified as "Hamlet" on Schedule 2 which identifies specialty crop area. As a result of this supposed error, the lands are no longer designated as Hamlet in the current Greenbelt Plan, 2017 (see Section 4.3 of this report).

4.2 *Growth Plan for the Greater Golden Horseshoe, 2006*

To help implement the policies of the Growth Plan, the government released mapping of the “built boundary” for municipalities in the Greater Golden Horseshoe including Niagara Region. The built boundary consisted of delineated built-up areas and undelineated built-up areas.

The Province’s built boundary mapping (2008) shows the subject lands as within or directly adjacent to an “Undelineated Built-up Area”, which is defined in the supporting documentation as “*smaller, unserved or partially-served settlement areas, which have limited capacity to accommodate significant future growth*” (Section 3). These undelineated built-up areas are represented as dots on the maps, and are typically settlement areas such as small towns and hamlets which do not have defined boundaries. Our interpretation of this mapping is that the subject lands are located within the “undelineated built-up area” shown just east of the subject lands as confirmed by Town and Regional staff (**Figure 9 – Built Boundary for the Region of Niagara (2008)**). This designation reinforces the idea that the lands east of Jordan Harbour are not considered specialty crop area.

4.3 *Greenbelt Plan, 2017*

The Greenbelt Plan 2017 came into effect on July 1, 2017 as an amendment to the Greenbelt Plan 2005. During the review of the Provincial Plans in 2015-2016, both the Town and Region requested that the subject lands be removed from the specialty crop area. Despite this request, the approved plan still included the subject lands within the “Niagara Peninsula Tender Fruit and Grape Area” (specialty crop area) designation (**Figure 10 – Greenbelt Plan 2017, Schedule 2**).

The delineation of the Niagara Peninsula Tender Fruit and Grape Area is based on provincial soil and climate analysis of current and potential tender fruit and grape production areas. As discussed, the subject lands are not identified within any provincial soils mapping due to the existing urban uses.

All types, sizes and intensities of agricultural uses and normal farm practices are promoted and protected, and a full range of agricultural uses are permitted in specialty crop areas. According to the policies of the Greenbelt Plan 2017, “*specialty crop area lands shall not be redesignated in official plans for non-agricultural uses*” (Policy 3.1.2.2) and, “*Towns/Villages are not permitted to expand into specialty crop areas*” (Policy 3.1.2.3).

The applicable policies of the specialty crop area require protection of these areas while allowing and promoting agricultural uses and activities. It requires provision of the appropriate flexibility to allow for agricultural, agriculture-related and on-farm diversified uses, normal farm practices and an evolving agricultural and rural economy. As such, development resulting in land uses that are not in line with the above are not permitted.

Unlike the 2005 Plan, the subject lands are now designated “Protected Countryside” and are not identified within a “Hamlet” (**Figure 11 – Greenbelt Plan 2017, Schedule 1**). As noted, it is believed that the removal of the “Hamlet” designation from the subject lands was done erroneously by the Province, as also suggested by the Town and the Region.

5.0 Local Planning Framework

5.1 *Region of Niagara Official Plan*

Prior to the Greenbelt Plan first coming into effect in 2004, it appears the lands were designated Rural on the Agricultural Land Base map of the Region of Niagara Official Plan that was in-effect at that time.

As a result of the specialty crop area designation in the Greenbelt Plan, the subject lands are now designated “Unique Agricultural Area” outside of an urban area in the Agricultural Land Base map of the Region’s Official Plan, a designation which prohibits non-agricultural uses (**Figure 12 – Region of Niagara Official Plan 2014, Schedule B**).

5.2 *Town of Lincoln Official Plan*

Prior to the Greenbelt Plan coming into effect in 2004, the subject lands were designated “Recreational Commercial” in the 2002 Town of Lincoln Official Plan, which permitted a range of uses including motels, hotels, recreation uses, marinas, restaurants, entertainment and accommodation facilities (**Figure 13 – Town of Lincoln Official Plan 2002, Schedule A**). It could be argued that these uses are considered urban in nature.

However, the subject lands are now designated “Specialty Agricultural” in the 2016 Town of Lincoln Official Plan, as a result of the specialty crop designation in the Greenbelt Plan (**Figure 14 – Town of Lincoln Official Plan 2016, Schedule A1**).

5.3 *Town of Lincoln Zoning By-law*

The subject lands are zoned Recreational Commercial (RC & RC-1) and Environmental Conservation (EC) in the Town’s Zoning By-law (**Figures 15 & 16 – Town of Lincoln Zoning By-law 93-14-Z1**). The permitted uses for the Recreational Commercial Zone include, but are not limited to, the following uses:

- Casino
- Eating establishment
- Hotel/motel
- Marina
- Parking lot
- Place of entertainment
- Private clubs accessory to a permitted use
- Recreational use

The specialty crop area designation in the Greenbelt Plan does not reflect the fact that the subject lands are zoned to permit a variety of non-agricultural uses, which are urban in nature. In other words, the Greenbelt Plan is arbitrarily restricting the development potential of the subject lands, which are already developed with as-of-right zoning permissions and do not have the ability to accommodate agricultural uses.

6.0 Prudhommes Secondary Plan

The Prudhommes Secondary Plan was initiated by the Town and Region in 2016 to identify a new urban vision and design guidelines for the lands bounded by Lake Ontario on the north, QEW on the south, Jordan Road on the east and Victoria Avenue on the west. The subject lands are included within the Secondary Plan area.

The Prudhommes Secondary Plan (OPA 3) was adopted by the Town of Lincoln on April 16, 2018. The adopted Plan designated the majority of the subject lands as “High-Rise Residential”, the existing marina lands as “Marina” and the vacant lot as “Mixed-Use” (**Figures 17 & 18 – Prudhommes Secondary Plan, Proposed Land Uses**). The High-Rise Residential designation is intended to accommodate residential buildings that provide a more compact urban form that takes advantage of the waterfront context and surrounding views, where the tallest buildings will be high quality landmarks to frame the views to Lake Ontario and Jordan Harbour. The portion of the subject lands that are designated “High-Rise Residential” have been permitted a maximum height of 18 storeys. The Marina designation is intended to reflect the existing use of the lands, and to provide further enhancement of the existing marina with the addition of shops and restaurants to make the district a destination. The Mixed Use designation is intended to provide for a range of business opportunities as well as residential apartments that can support the associated commercial/retail uses.

In the preparation of the Prudhommes Secondary Plan, population projections were generated based on the proposed land use designations for all lands within the Secondary Plan Area, including the subject lands. In addition, the Region has developed a Master Servicing Plan that includes provisions to undertake servicing improvements based on population and unit forecasts associated with the implementation of the Secondary Plan. As such, it is evident that the intended development of the subject lands through the proposed land use designations as established in the Prudhommes Secondary Plan is for a dense, mixed use community with a variety of housing choices which will assist the Town in providing needed higher density housing options in an area designated for growth.

In their staff report dated April 9, 2018 (**Appendix A – Town of Lincoln Staff Report, April 9, 2018**), Town planning staff noted that the Greenbelt Plan, 2005 inconsistently designated the subject lands, applying both the “Hamlet” designation and the “Tender Fruit and Grape Lands” (specialty crop area) designation to the lands east of the Jordan Harbour, which are not compatible. Further, Region planning staff noted the following considerations in their comments to the Town:

- *The lands on the east side of Jordan Harbour (shown as Special Policy Area A on Schedule E3) have been identified erroneously as Niagara Peninsula Tender Fruit and Grape Area (Specialty Crop Area) lands on Schedule 2 of the Greenbelt Plan, 2017. These lands are currently fully developed with non-agricultural uses and have been for decades. There is no opportunity for these lands to be returned to agricultural production.*
- *The lands are identified as Undelineated Built Up Area on the Built Boundary Mapping (2008) in the Growth Plan, recognizing the cluster of non-agricultural, settlement uses.*
- *The Town and Region recognize these lands as developed and support the redevelopment of already developed lands to accommodate growth so that true specialty crop lands will be protected (pg. 5, Town of Lincoln Staff Report – April 9, 2018).*

The Region states that given the above and as the lands are already serviced and zoned for non-agricultural uses, the land use direction in the Secondary Plan is appropriate. The Region further states that the “Province is encouraged to remove these lands from the Specialty Crop designation to support the Prudhommes Secondary Plan, as identified in the Region’s Municipal Comprehensive Review”.

6.1 *Ministry of Municipal Affairs and Housing Position*

Through the review of the Prudhommes Secondary Plan, the Ministry of Municipal Affairs and Housing raised concerns that the plan was proposing a settlement area boundary expansion of the Prudhommes Urban Area extending on the east side of Jordan Harbour, contrary to the policies of the Greenbelt Plan, 2017. As stated in a letter from Provincial planning staff, it is their opinion that the proposed land use designations identified within the Prudhommes Secondary Plan were not in conformity with that of the Greenbelt Plan, 2017 (**Appendix B – Letter from Ministry of Municipal Affairs, May 7, 2018**). Provincial staff cited the following concerns with the Prudhommes Secondary Plan:

- The lands to the east of the Jordan Harbour are designated “Specialty Crop Area” in the Greenbelt Plan 2017.
- The Prudhommes Secondary Plan proposes a “de facto” urban boundary expansion to the Prudhommes existing Urban Area (Towns/Villages) designation for the eastern portion into the adjacent Specialty Crop Area.
- The Greenbelt Plan 2017 prohibits the expansion of Towns/Villages into Specialty Crop Area, and lands within Specialty Crop Areas shall not be redesignated in Official Plans for non-agricultural uses (Section 3.1.2 of the Greenbelt Plan).

On the basis of the concerns above, Ministry staff recommended that the Region modify OPA 3 by deleting the policy sections which reference the lands east of the Jordan Harbour, and that the Schedules for the Prudhommes Secondary Plan be revised to reflect that the Secondary Plan Area not include the lands east of the Jordan Harbour including the subject lands. In other words, Ministry staff wanted the subject lands removed from the Secondary Plan altogether.

6.2 *Region of Niagara Response and Position*

Regional Planning staff reviewed the Ministry’s comments and recommended that the decision for the lands on the east side of Jordan Harbour be deferred, not deleted. In addition to the justification previously provided by the Town, the Region reinforced that notwithstanding the current Greenbelt designation there are existing, established commercial uses and industrial operations on these lands as confirmed through aerial photography. The Region stated that the Beacon Hotel is shown on 1965 aerial photography of the subject lands (**Figure 19 – Historical Imagery 1965**).

Regional staff provided the following response to the Ministry’s comments, and offered the following opinions to support the approval of the Prudhommes Secondary Plan, including the lands east of Jordan Harbour (**Appendix C – Region of Niagara Staff Report, July 18, 2018**):

- Through the Coordinated (Provincial) Plan Review, the Region supported and encouraged the removal of the land shown east of Jordan Harbour from the specialty crop area designation.
- The Greenbelt Plan designations of the Prudhommes lands have not been accurately ground-truthed and as a result, have been identified as specialty crop area erroneously.
- The lands are currently developed with non-agricultural uses and it is extremely unlikely that these lands will return to agricultural production.
- There is existing zoning that permits non-agricultural uses.
- The Region and the Town recognize these lands as developed and support the redevelopment of already disturbed lands to accommodate growth so that true specialty crop lands in the Town will be protected.

6.3 Region of Niagara Approval of Prudhommes Secondary Plan

On July 26, 2018, the Region as approval authority made the decision to modify and approve Official Plan Amendment No. 3 (Prudhommes Secondary Plan) (**Appendix D – Region of Niagara Planning & Economic Development Committee Minutes (PEDC 10-2018), July 18, 2018**). Planning staff recommended that the designations and policies for the lands east of Jordan Harbour including the subject lands be deferred, not deleted as recommended by Provincial staff, until conformity with the Greenbelt Plan can be achieved. Regional Council agreed and deferred the designations with the following site-specific policy:

“The land use designations for lands on the east side of Jordan Harbour as shown on Schedule ‘B5-3’ shall be deferred until such time as conformity to the Greenbelt Plan is achieved by either a Greenbelt Plan amendment to policy or mapping, or the development and application of guidelines approved by the Province, in order to improve the relevance of the Greenbelt Plan policies. In the interim, the existing uses, and expansions thereto, are permitted as currently recognized in the existing zoning permissions and subject to the Greenbelt Plan.” (pg. 4, PEDC 10-2018 Minutes, July 18, 2018).

The approval of the Prudhommes Secondary Plan including the deferral of the land use designations for the subject lands was not appealed by the Province, despite their request for the complete removal of the lands east of Jordan Harbour from the Secondary Plan. The deferral provides greater flexibility for the future development of the subject lands. If the Province removes the specialty crop designation for the subject lands, then the deferral can be lifted which would allow the underlying residential, mixed-use and marina designations to come into effect and for the lands to be redeveloped and revitalized with substantial housing supply in accordance with Town and Regional planning direction.

Regional Council also passed resolutions requesting that the Minister remove the specialty crop designation from the lands east of Jordan Harbour including the subject lands, and for Region staff to be authorized to initiate a study to develop Specialty Crop Guidelines:

1. *That, for the reasons outlined in Policy 3.1.15.2.11 of the Prudhommes Secondary Plan, Official Plan Amendment 3, the Region of Niagara respectfully **REQUESTS** the Minister of Municipal Affairs and Housing amend the Greenbelt Plan, 2017, to remove the Specialty Crop Area designation on the east side of Jordan Harbour (as seen on Schedule B5-3) in the Town of Lincoln; and,*
2. *That staff **BE AUTHORIZED** to initiate a study in consultation with the Province aimed at developing Specialty Crop Guidelines, in order to provide guidance with respect to land-use designations and development potential for certain lands within the Greenbelt Plan area* (pg. 8, PEDC 10-2018 Minutes, July 18, 2018).

These resolutions clearly demonstrate the position of the Region on the matter of the removal of the specialty crop area designation from the subject lands. Town staff have also stated their support for the removal of the specialty crop designation from the subject lands, and have prepared a letter in support of this request to the Province to remove the lands from the specialty crop area (**Appendix E – Letter of Support from Town of Lincoln, December 20, 2018**). The Town states that if the specialty crop designation is removed, the subject lands would be a part of a complete and sustainable community as envisioned by the secondary plan.

7.0 Conclusion

The Town and the Region recognize the subject lands as “developed” with existing urban services and are supportive of the redevelopment of these lands to accommodate urban uses, including needed high density housing supply, which would contribute to a complete community. This request for the removal of the specialty crop designation is necessary to allow the subject lands to move forward consistent with the municipally supported and approved Prudhommes Secondary Plan.

As outlined in this summary and for the following reasons, the removal of the specialty crop designation is justified:

1. The Town and Region both support the subject lands being removed from the specialty crop designation. Further, they support the redevelopment of the subject lands in accordance with the new Prudhommes Secondary Plan as part of a complete and sustainable community in the Town of Lincoln that provides substantial housing opportunities in a targeted growth area.
2. The existing uses on the subject lands and surrounding context is considered ‘urban’, and the subject lands have been occupied by an ‘urban’ use for more than 50 years. The subject lands are located between the QEW and Lake Ontario with no current or future ability to accommodate agricultural uses.
3. The subject lands have not been assigned a soils classification by the Province as the lands have not been evaluated due to the existing urban uses, as reflected in provincial soils mapping since the 1980s. There is no evidence to suggest that the soils or area are compatible with or warrant the specialty crop designation.
4. The specialty crop designation is inconsistent with the Greenbelt Plan 2005 mapping, which identifies the lands as a “Hamlet”. In addition, the built boundary mapping for the Growth Plan identifies the subject lands within an ‘undelineated built-up area’.

For the reasons described above, we respectfully request that the specialty crop designation be removed from the subject lands, such that the lands can be comprehensively redeveloped according to the policies of the Prudhommes Secondary Plan.



Figure: 1
Aerial Imagery

LEGEND



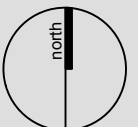
Subject Lands $\pm 36,400\text{m}^2$ (3.64ha)

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



K:\18324A- RAMADA\RP\TVAERIAL.DWG

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
Lincoln

Air Photo Source: First Base Solutions (2018 imagery)



PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE

200-540 BINGEMANS CENTRE DR, KITCHENER, ON, N2B 3X9
P: 519.576.3650 F: 519.576.0121 | WWW.MHBCPLAN.COM

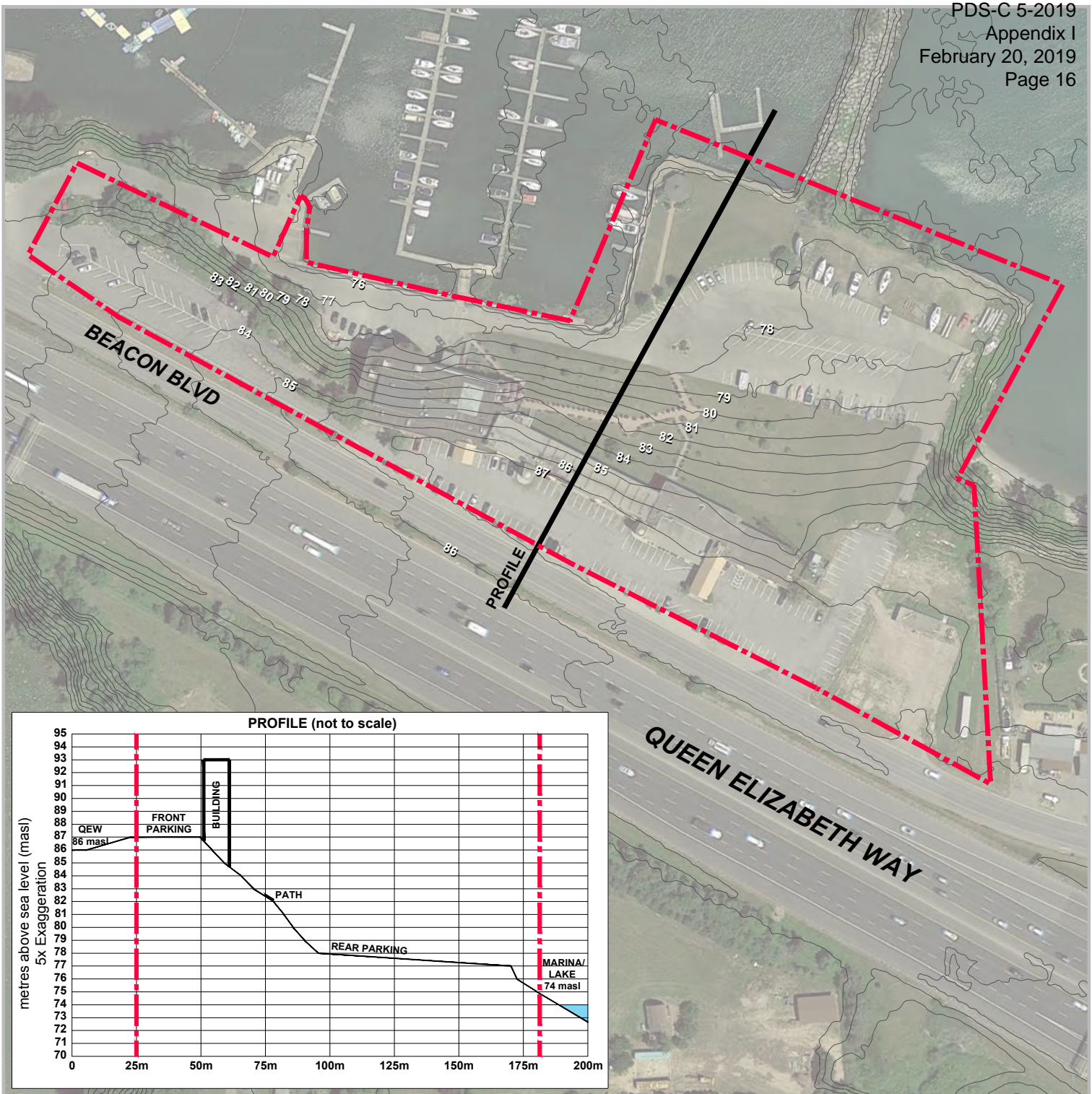


Figure: 2
Elevation Map

LEGEND

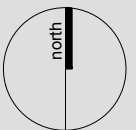
- - - Subject Lands
- Cross Section Location

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



K:18324A- RAMADA/RPTELEVATION.DWG

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
Lincoln

Source: First Base Solutions (2018 imagery) / Contours generated from 2015
SWOOP DTM data




**PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE**

200-540 BINGEMANS CENTRE DR, KITCHENER, ON, N2B 3X9
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Figure: 3
Aerial Site Context

LEGEND

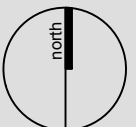
 Subject Lands

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



K:18324A- RAMADA/RPT/AERIAL CONTEXT ZOOM.DWG

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
Lincoln


Air Photo Source: Google Satellite Imagery July, 2018

MHBC PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE
200-540 BINGEMANS CENTRE DR, KITCHENER, ON, N2B 3X9
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Figure: 4
Aerial Site Context

LEGEND

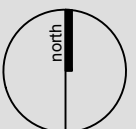
 Subject Lands

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



K:\18324A- RAMADA\RPT\AERIAL CONTEXT.DWG

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
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Air Photo Source: Google Satellite Imagery July, 2018

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& LANDSCAPE
ARCHITECTURE**
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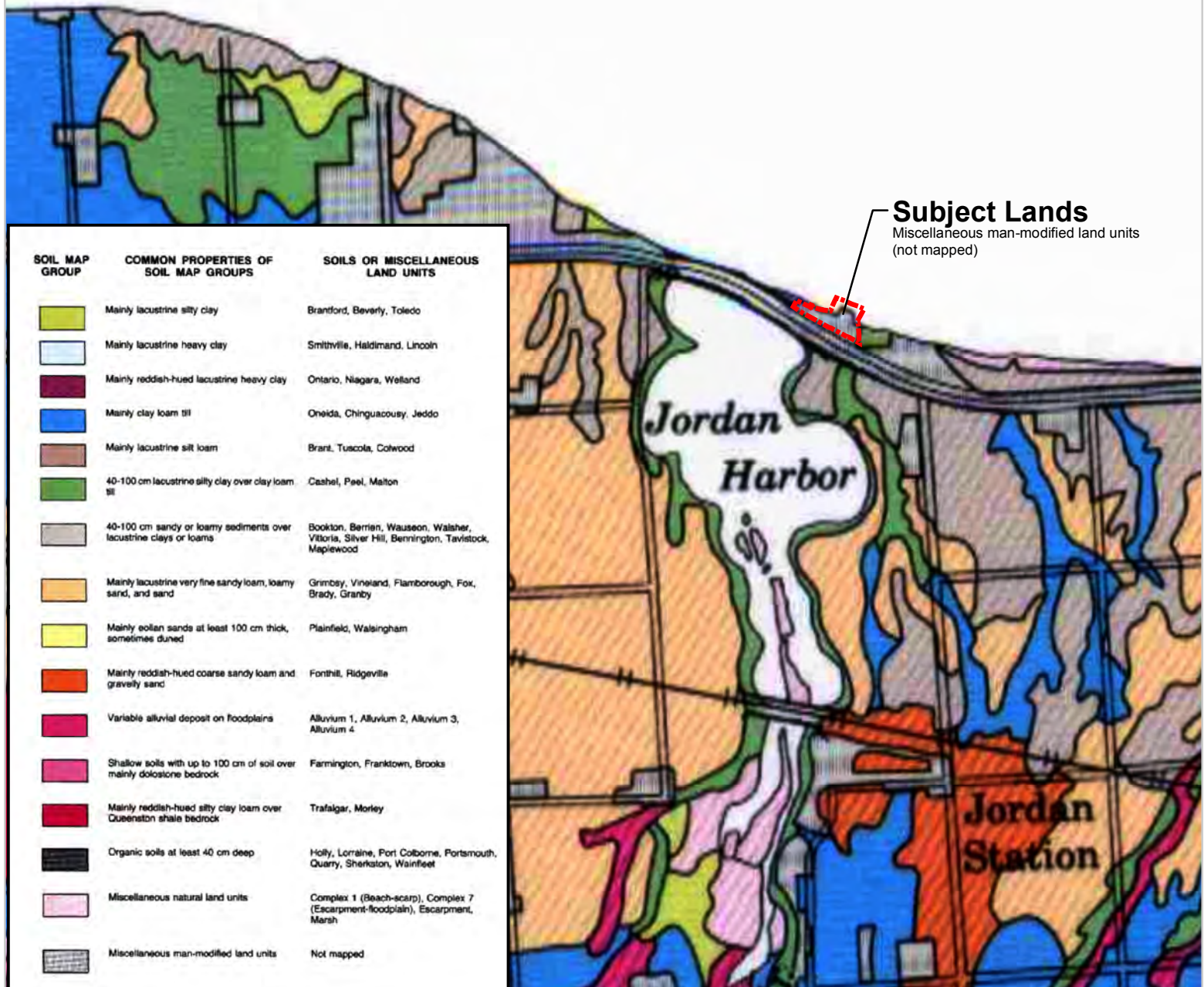


Figure: 5
Region of Niagara
Generalized Soil Map
(1989)

Legend

----- Subject Lands

Date: Jan 11, 2019

Scale: 1:30,000

File: 18324A

Drawn: GC

Document Path: K:\18324A- Ramada\RPT1989_General_Soil_Map.mxd





Figure: 6
Canada Land Inventory
Soils

Legend

- - - - - Subject Lands	 Class 5
 Other	 Class 6
 Class 1	 Class 7
 Class 2	 Organic
 Class 3	 Water
 Class 4	

Date: Jan 11, 2019

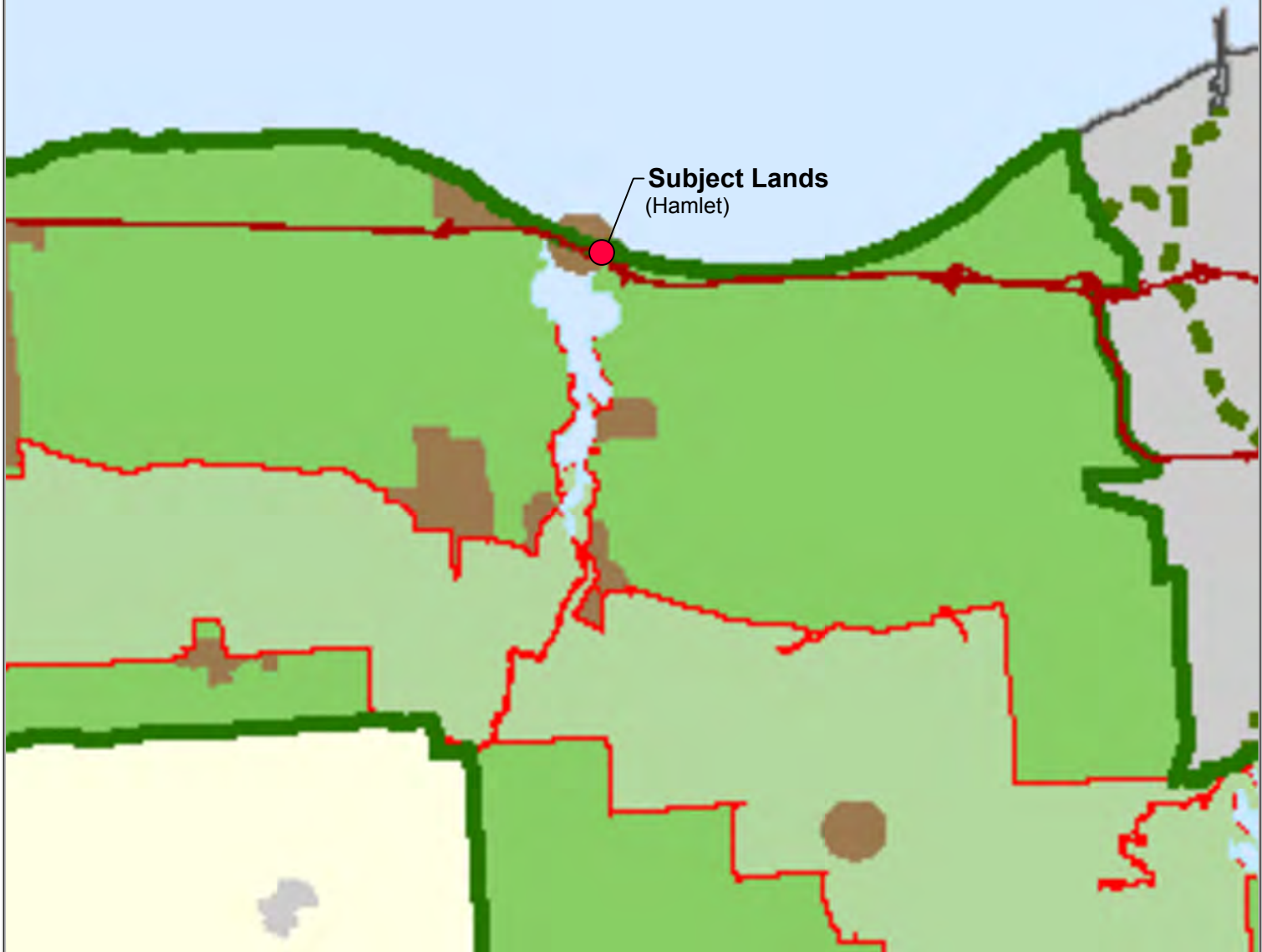
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File: 18324A

Drawn: GC

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DATE: January 11, 2019



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Figure: 8
**Greenbelt Plan 2005-
Schedule 2: Niagara
Peninsula Tender Fruit
and Grape Area**

LEGEND

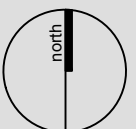
- Subject Lands
- Greenbelt Area*
 - Protected Countryside
 - Tender Fruit and Grape Lands
 - Towns and Villages
 - Hamlets
- Niagara Escarpment Plan Area
- Settlement Areas Outside the Greenbelt
- River Valley Connections (outside the Greenbelt)

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



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Figure: 9
**Built Boundary for the
Region of Niagara
(2008)**

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
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LEGEND

● Subject Lands

--- Boundary of Upper- and Single-Tier Municipalities
--- Boundary of Lower-Tier Municipalities

Built Boundary

■ Delineated Built-up Areas ■ Undelineated Built-up Areas

■ Greenbelt Area *

Sources: Ministry of Public Infrastructure Renewal, Ministry of
Natural Resources and Ministry of Municipal Affairs and Housing

* Ontario Regulation 59/05

Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006

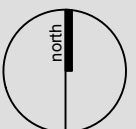
DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

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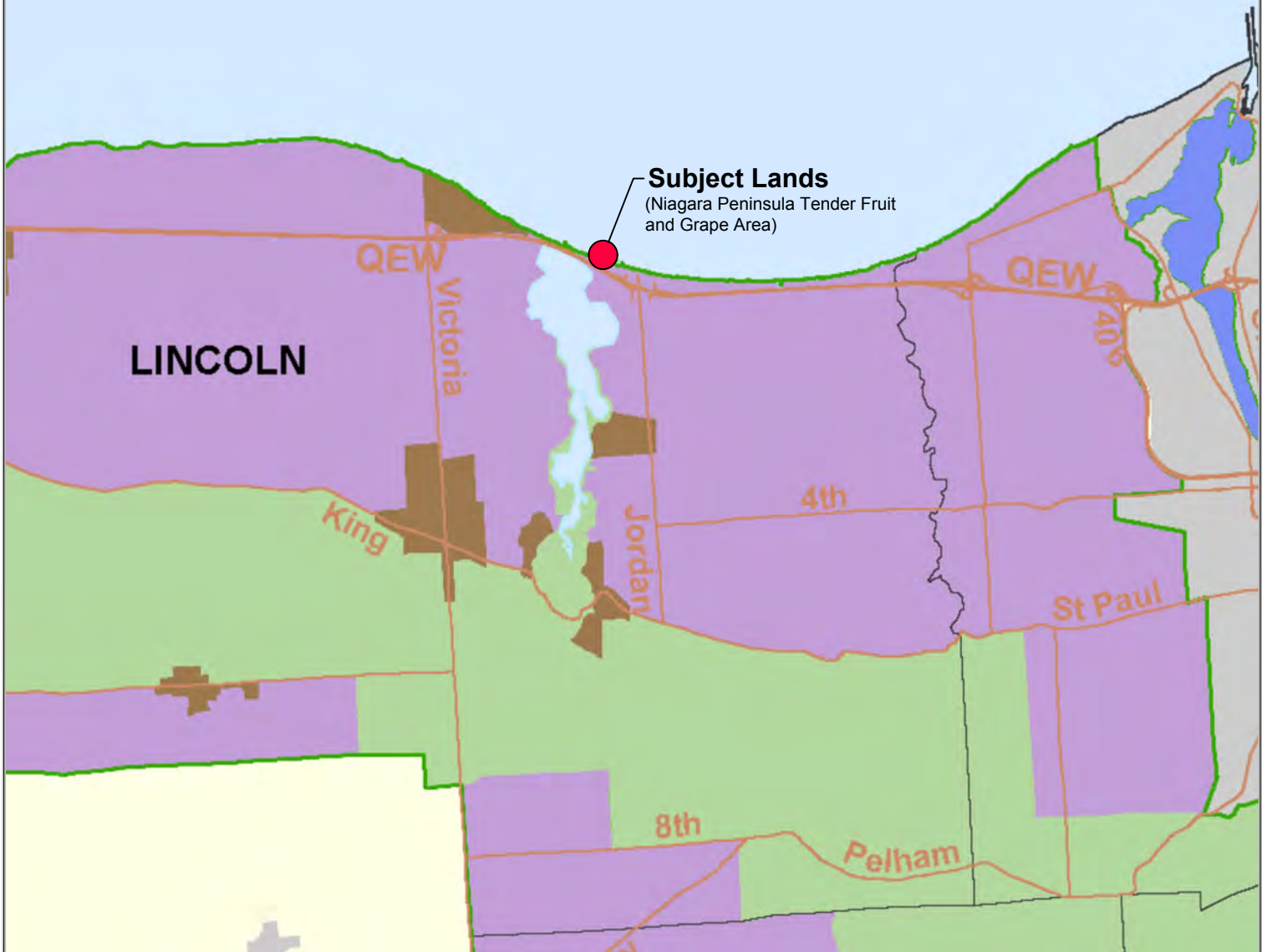
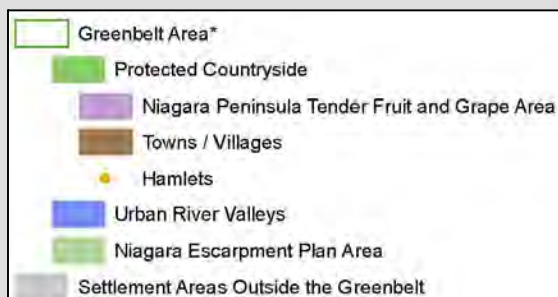


Figure: 10
**Greenbelt Plan 2017-
Schedule 2: Niagara
Peninsula Tender Fruit
and Grape Area**

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
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LEGEND

● Subject Lands

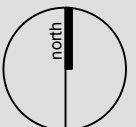


DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



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Greenbelt Plan 2017- Schedule 1: Greenbelt Plan Area

LEGEND

-  Greenbelt Area*
-  Protected Countryside
-  Towns / Villages
-  Hamlets
-  Urban River Valleys
-  Niagara Escarpment Plan Area
-  Oak Ridges Moraine Area
-  External Connections
-  Settlement Areas Outside the Greenbelt

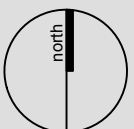
DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC

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Lake Ontario

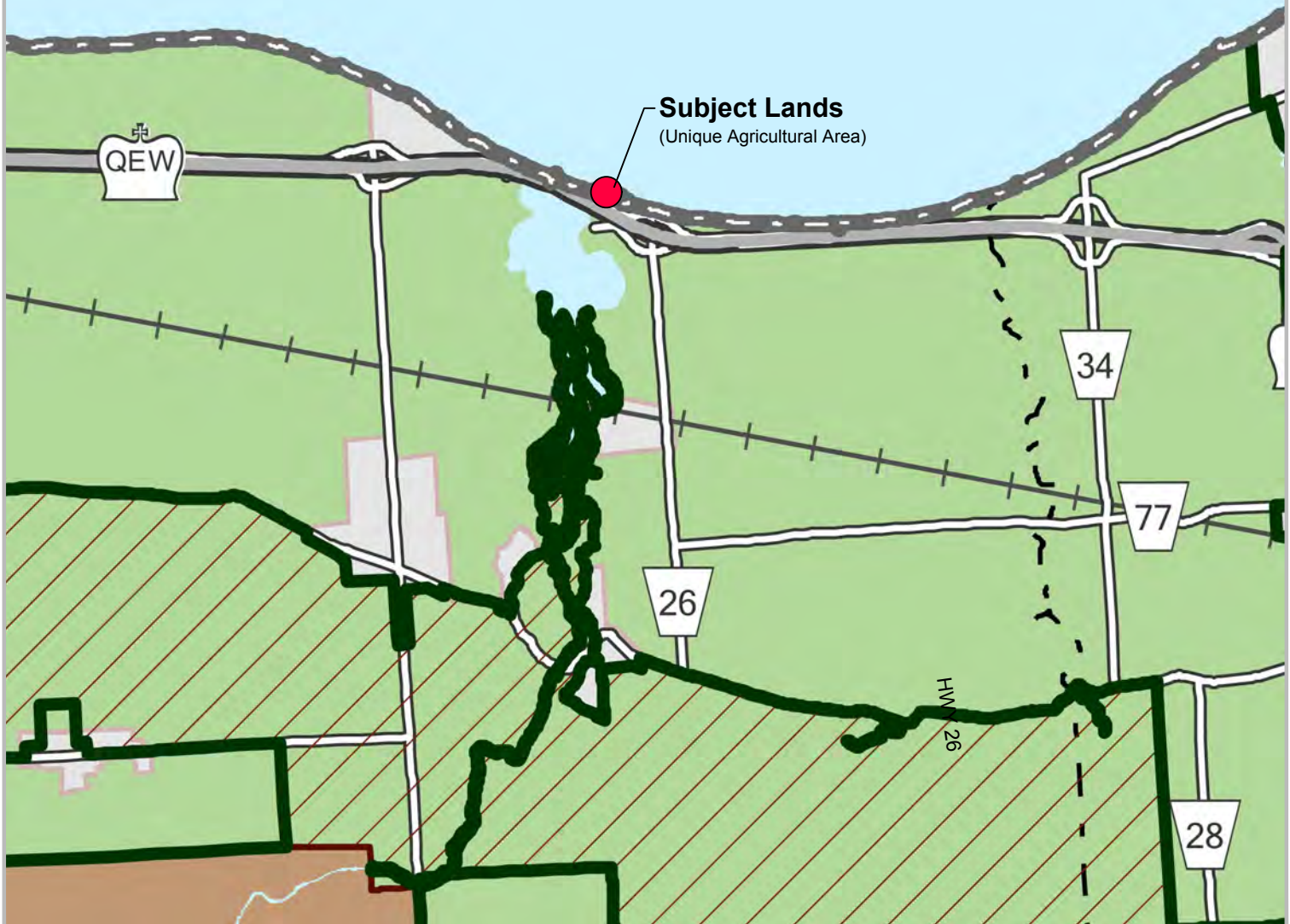


Figure: 12
Niagara Region Official Plan (2014)- Schedule "B" Agricultural Land Base

LEGEND

- Subject Lands
- Unique Agricultural Area
- Good General Agricultural Area
- Greenbelt Plan Area
- Niagara Escarpment Plan (NEP) Area
- Urban Area

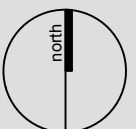
DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

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Lake Ontario

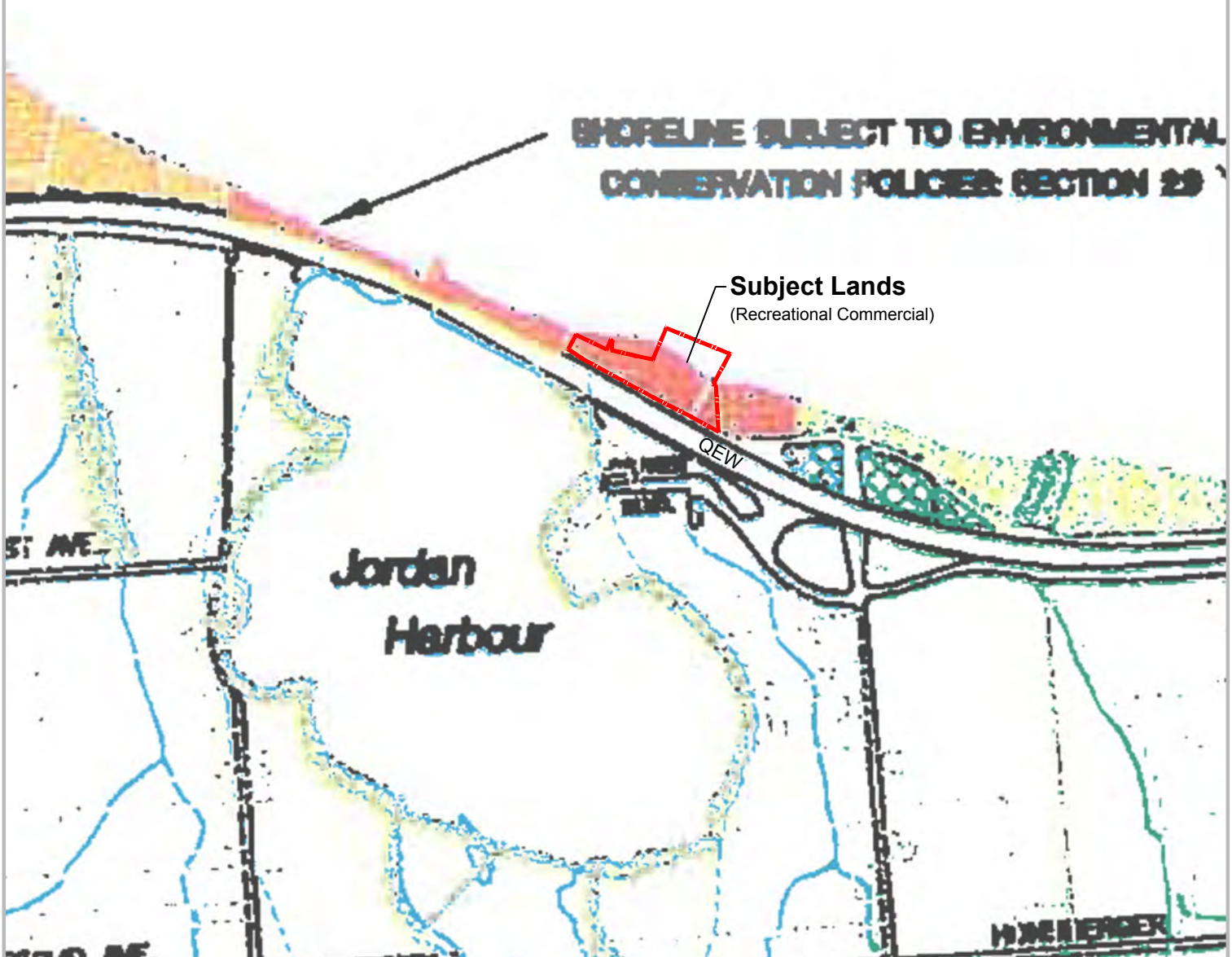


Figure: 13
Town of Lincoln 2002
Official Plan Schedule
"A": Land Use Plan

LEGEND

 Subject Lands

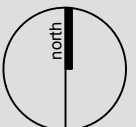
- UNIQUE AGRICULTURAL
- ENVIRONMENTAL CONSERVATION
- RECREATIONAL COMMERCIAL
- ESTATE RESIDENTIAL
- URBAN
- INDUSTRIAL

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



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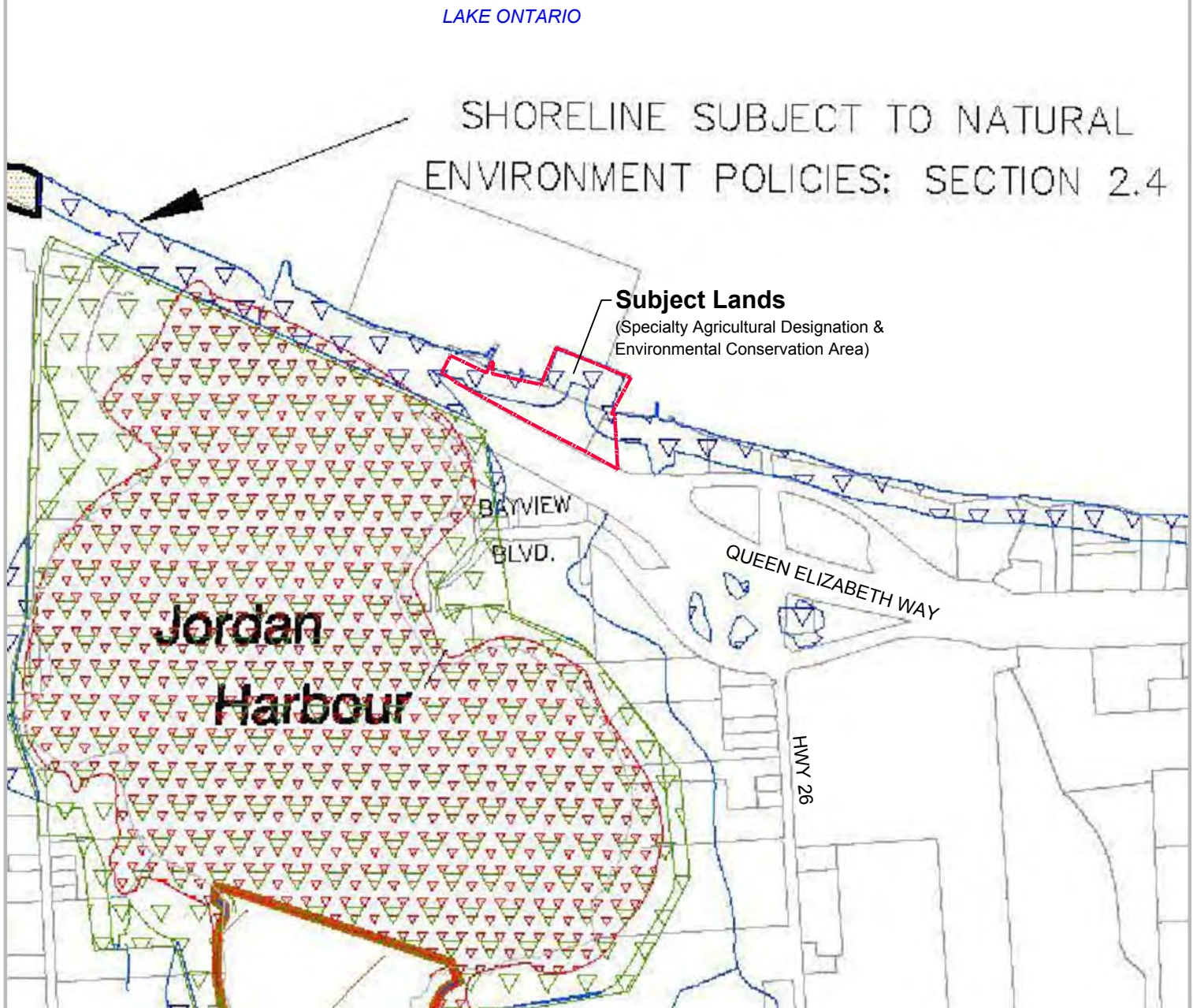


Figure: 14
**Town of Lincoln Official
Plan (2016) Schedule
"A1": Land Use Plan**

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Lincoln

LEGEND

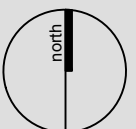
- Subject Lands
- SPECIALTY AGRICULTURAL DESIGNATION
- GREENBELT PROTECTED AREA
- ENVIRONMENTAL PROTECTION AREA
- ENVIRONMENTAL CONSERVATION AREA
- URBAN AREA
- NIAGARA ESCARPMENT PLAN AREA

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

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Lake Ontario

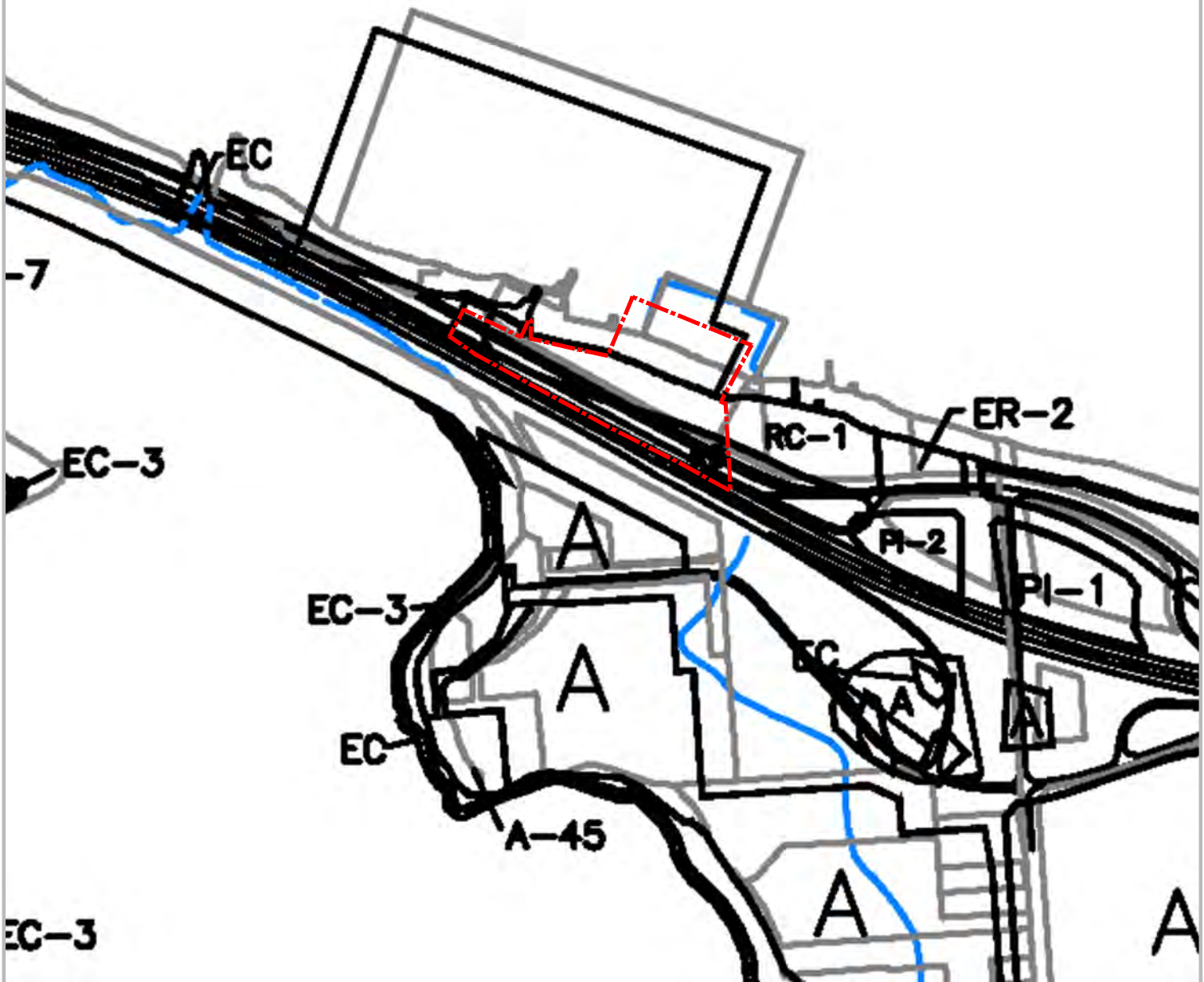


Figure: 15
**Town of Lincoln Zoning
By-Law No. 93-14-Z1
Schedule 'A'**

LEGEND

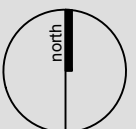
- Subject Lands Zoned as RC, RC-1, & EC
- (A) - Agricultural Zone
- (ER) - Estate Residential Zone
- (RC) - Recreational Commercial Zone
- (P1) - Prestige Industrial Zone
- (EC) - Environmental Conservation Zone

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SCALE: NTS

FILE: 18324A

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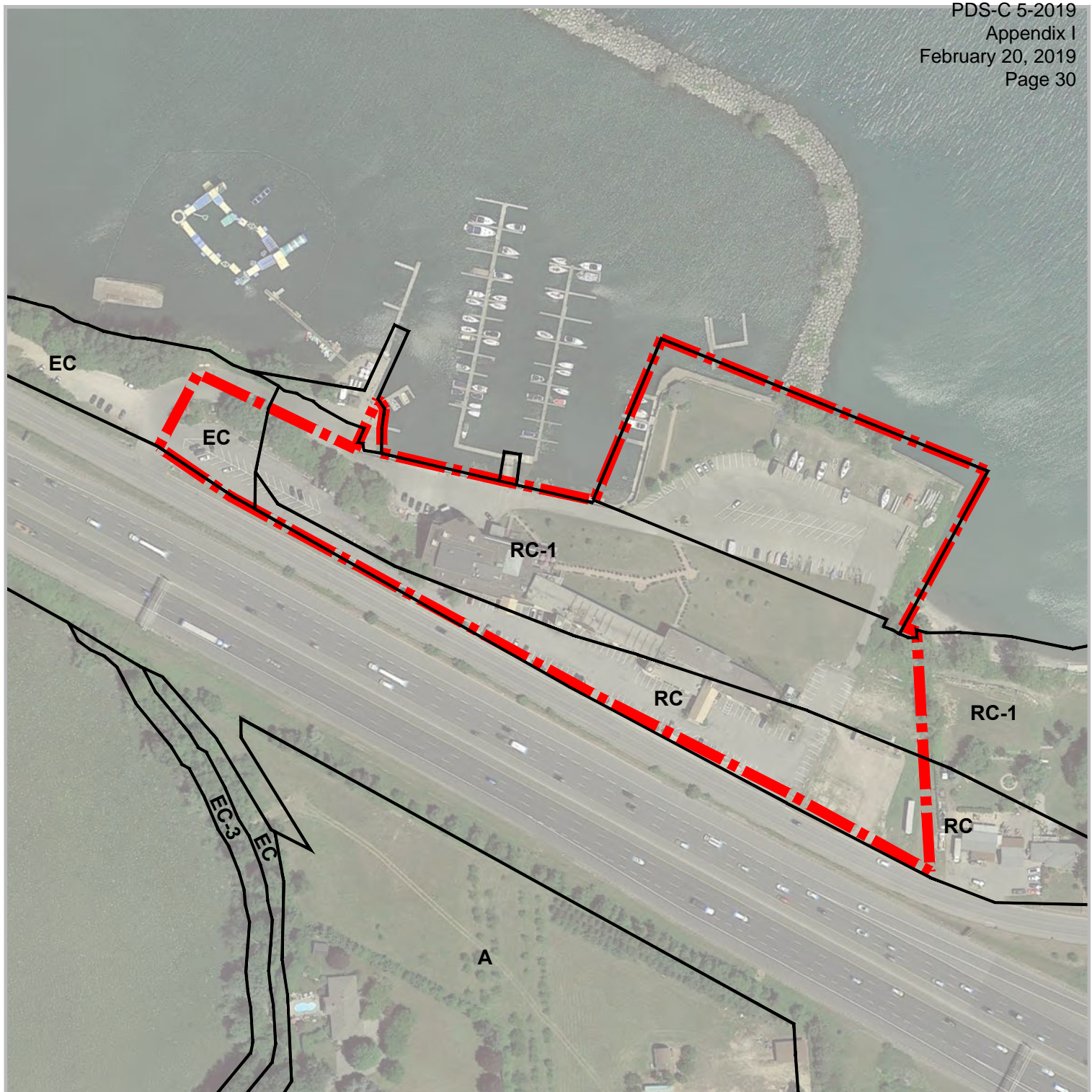


Figure: 16
**Town of Lincoln Zoning
By-Law No. 93-14-Z1**

LEGEND



*Subject Lands

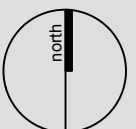
- (A) - Agricultural Zone
- (ER) - Estate Residential Zone
- (RC) - Recreational Commercial Zone
- (P1) - Prestige Industrial Zone
- (EC) - Environmental Conservation Zone

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



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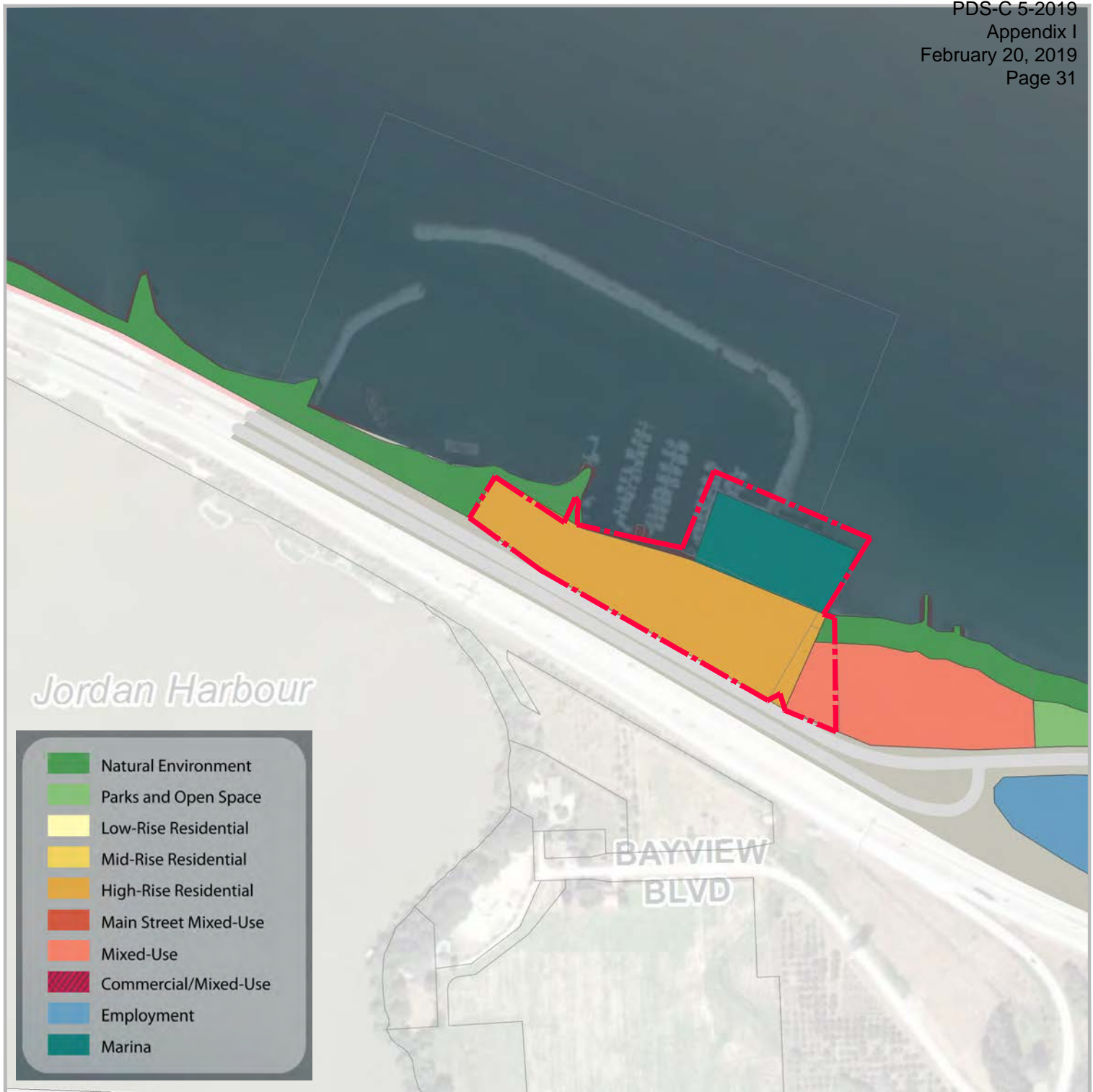



Figure: 17
**Prudhommes
Secondary Plan,
Proposed Land Uses**

LEGEND

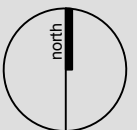
 Subject Lands

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



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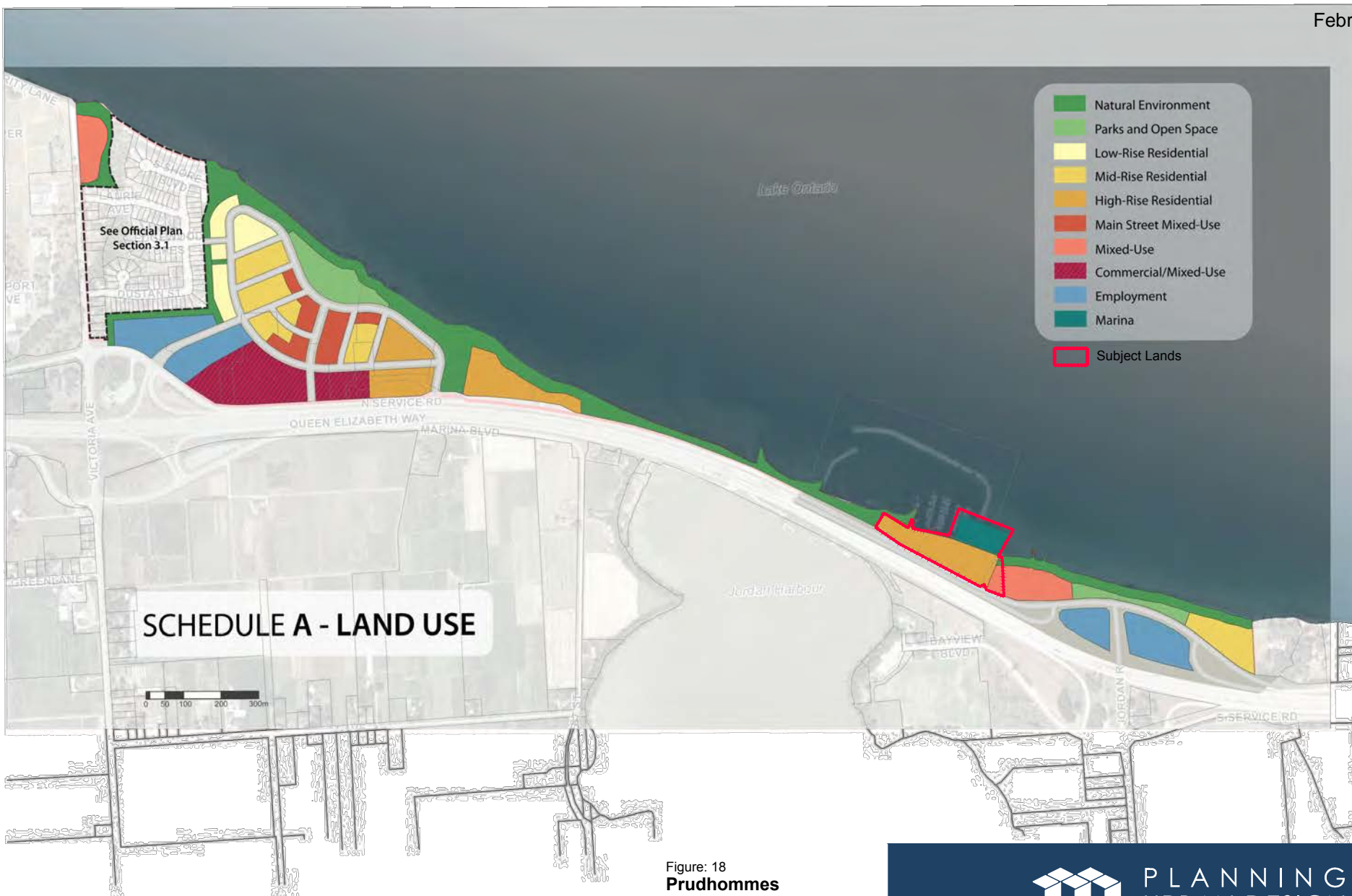


Figure: 18
**Prudhommes
Secondary Plan,
Proposed Land Uses**

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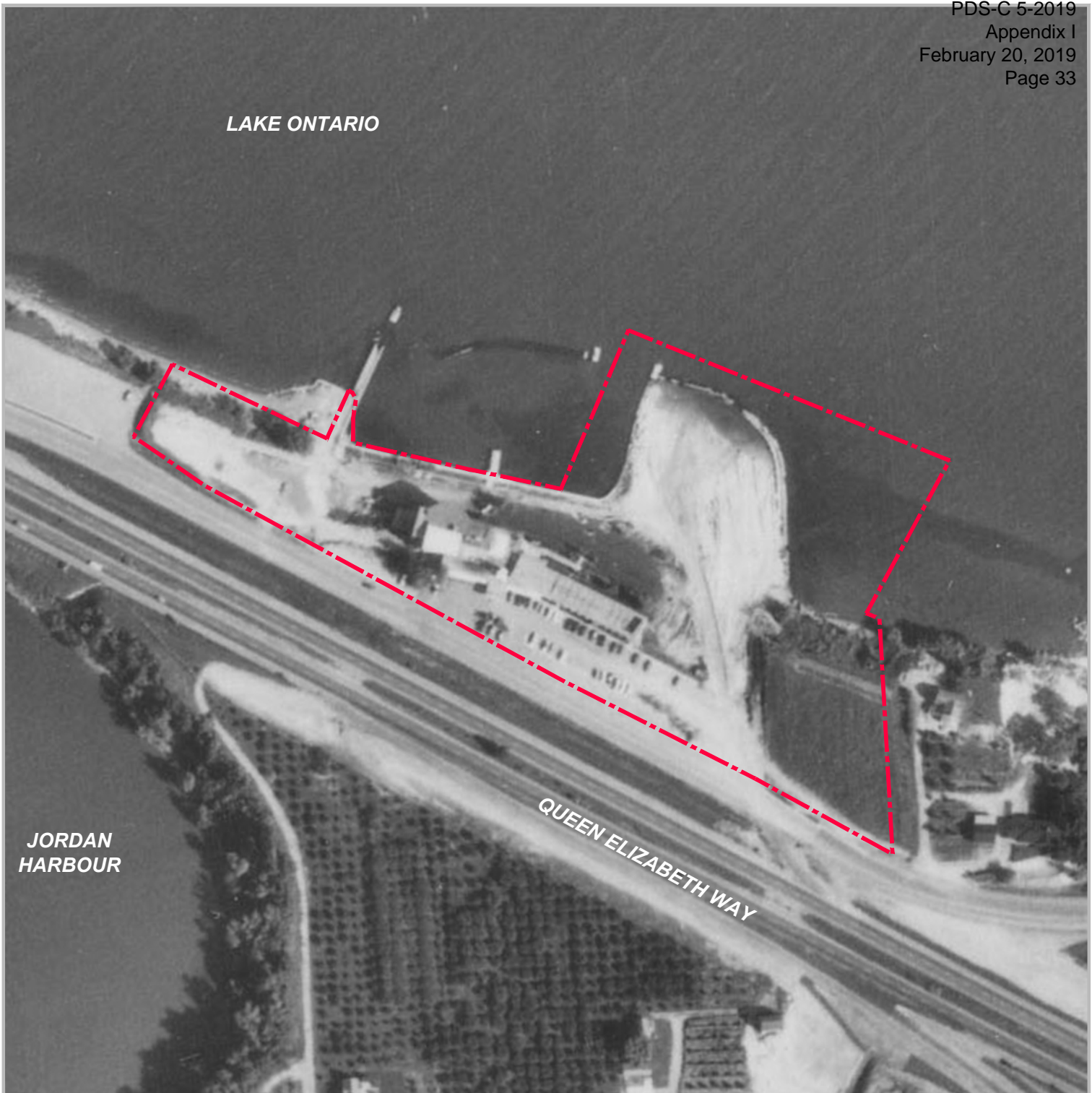



Figure: 19
**Historical Imagery
(1965)**

LEGEND

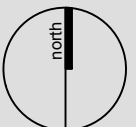
 Subject Lands \pm 36,400m² (3.64ha)

DATE: January 11, 2019

SCALE: NTS

FILE: 18324A

DRAWN: GC



K:\18324A- RAMADA\RP11965 HISTORICAL IMAGERY.DWG

2793 Beacon Blvd & 2777 North Service Rd
Pt Lt 17-18 Con Broken Front Louth, Town of
Lincoln

Air Photo Source: Brock University Historical Map Library

APPENDIX A



Planning and Development Department

TO:	Planning Committee
MEETING DATE:	April 9, 2018
SUBJECT / REPORT NO:	Prudhommes Secondary Plan CN: 3-5-02-02 Application: PLOPA20160108 Report - PL 18-19
PREPARED BY:	Matt Bruder, MCIP, RPP Associate Director of Planning and Development
SUBMITTED BY:	Kathleen Dale, MCIP, RPP Director of Planning and Development

RECOMMENDATION:

For the reasons outlined in PL 18-19 it is hereby recommended that:

1. The Official Plan Amendment consisting of the updated Prudhommes Secondary Plan (PLOPA20160108) BE APPROVED and presented to Council.
2. That the approval of the Official Plan Amendment be accompanied by approval of contract planning/development engineering and community engagement resources to address the subsequent increase in incoming development applications. The contract duration is anticipated to be three to five years.

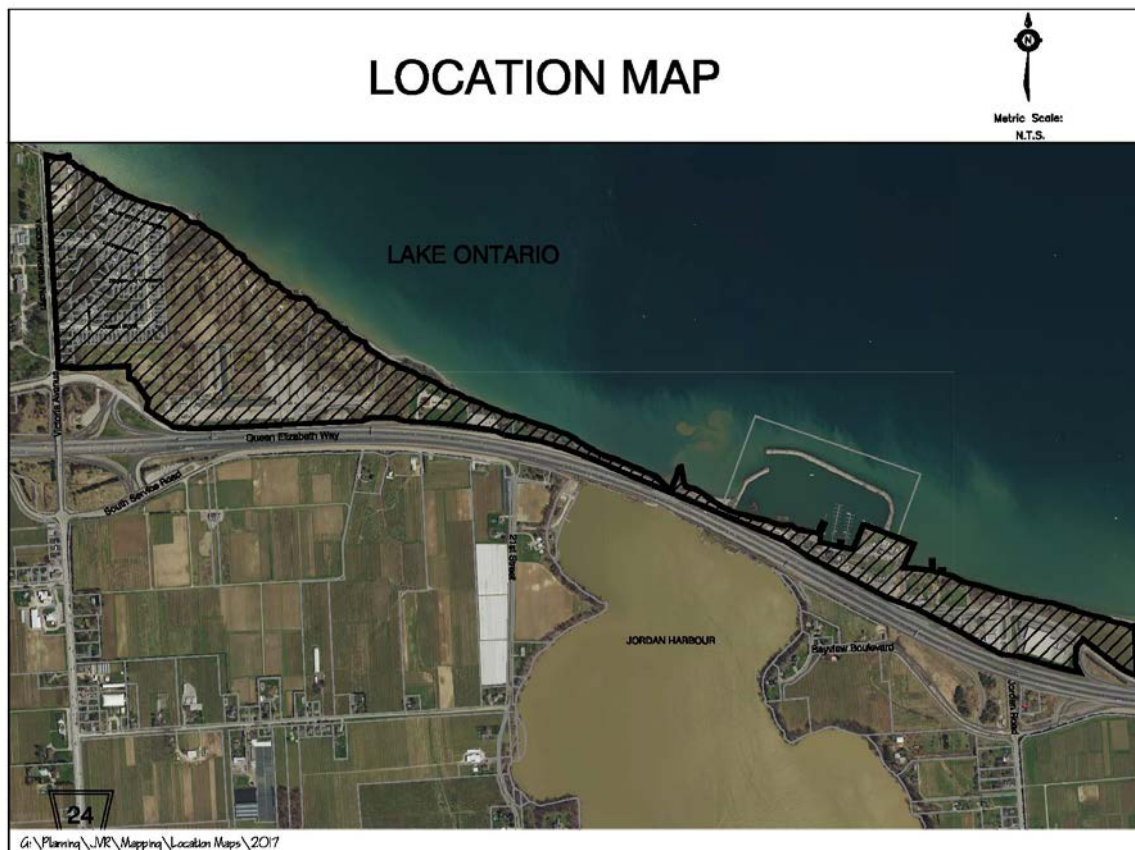
EXECUTIVE SUMMARY:

The purpose of this report is to provide a recommendation to Committee and Council regarding the proposed Official Plan Amendment to adopt the updated Prudhommes Secondary Plan. The new Secondary Plan will encourage and support the creation of a complete, sustainable community that provides a mix and range of employment, commercial, and residential land uses including a diverse range of housing options, local services and community infrastructure, as well as the design of attractive and accessible public spaces that prioritize the pedestrian experience while protecting the natural environment. The new Plan will ensure that development in the area meets the day-to-day needs of residents, integrates existing and new development, accommodates all forms of transportation and accommodates Provincial growth targets through a generally compact built form.

HISTORICAL BACKGROUND:

Location:

The Prudhommes Secondary Plan area is over 50 hectares in size and is bounded by Lake Ontario on the north, the QEW on the south, Jordan Road on the east and Victoria Avenue on the west. A map identifying the location of the lands is included on page 2.



Background:

The original Prudhommes Secondary Plan that is within the current Official Plan was approved in 2006. The Plan provided for a concentration of commercial land uses, supported by the development of medium and high density residential housing. Subsequently, the outlet mall in Niagara on the Lake impacted the Regional market and reduced the desire for the scale of commercial originally proposed in the 2006 Secondary Plan. In addition, it was approved prior to the implementation and subsequent updates of several important planning initiatives that address increasing growth targets and guide corresponding development including the 2014 Provincial Policy Statement (PPS) and the 2017 Provincial Growth Plan for the Greater Golden Horseshoe (Places to Grow).

The PPS speaks to the need to support long-term prosperity and social well-being by planning for strong, sustainable and resilient communities for people of all ages; a clean and healthy environment; and a strong competitive economy. The Growth Plan policies speak to the formation and design of compact and complete communities; prioritizing intensification and efficient use of lands and infrastructure through a more compact built form that supports transit viability and active transportation; a range and mix of housing; the protection of natural heritage; and the integration of climate change into planning and managing growth.

Sustained population growth over the next 30-year planning horizon forecasted and guided by Provincial land use plans requires development to occur in a more compact built form

within identified settlement areas. The Province uses policy tools (i.e., Growth Plan) to accommodate this growth while making efficient use of existing infrastructure, preserving natural areas, protecting drinking water and farmland.

The building industry and the housing market in the GGH are changing in response to land costs, more diverse family types and population growth. The current market trend has resulted in more townhouses, condo towers and mid-rise apartments being built, with a focus on people, amenities and active transportation rather than the circulation and storage of cars.

As a result of the updated Provincial directives, the Town decided to undertake a new Secondary Plan exercise for the Prudhommes area. The new Secondary Plan provides the opportunity to prepare updated policies in the context of the current planning policy framework, urban design practices, and market trends, and provide a form of development which better accommodates the projected population and economic growth for the Town and the Niagara Region. Given the scale, location and impact of the Secondary Plan area, which extends beyond its actual boundaries, there is a Regional and Town interest in ensuring that the site remains a potential employment catalyst for Niagara, tied to other investments in the area, such as the Vineland Research and Innovation Centre.

The Town with the support of the Region, retained WSP to provide consulting services to prepare a new Secondary Plan for the Prudhommes area. This plan has been refined based on input received as further discussed in this report. A copy of the complete Secondary Plan is included as Appendix A to this report.

The new Secondary Plan includes a range of land uses with residential and mixed-use (i.e., commercial/retail/residential combined) being the most predominant. There is also a large area of land set aside for employment uses (i.e., offices, institutional establishments, etc.) and a central waterfront park, along with existing natural environment areas. The vision of this Secondary Plan is to create the following:

- A central Main Street that terminates at a waterfront park, with buildings that front, face and feature the waterfront.
- A well-designed and connected community of residential neighbourhoods that provide for a range of housing types, mix-use developments, retail and service commercial uses, office uses and community facilities.
- A Natural Heritage System, recognizing the constraints of the Lake Ontario Shoreline, while promoting leadership in sustainability and green building technology.
- A height strategy that includes low-rise buildings at the east and west ends of the site, adjacent to Victoria Shores and other existing residential uses, with a distinct transition in height towards the centre of the plan area. The tallest buildings will become landmarks, framing the views to Lake Ontario and Jordan Harbour.
- A public open space network that includes a waterfront park that is connected to the Natural Heritage System and the community. Continuous public access along the waterfront will be provided and will incorporate key connecting links to the planned road system.
- A multi-modal, active transportation network that promotes walking and cycling. The road network will be highly interconnected that promotes ease of access, orientation, and safety for pedestrian, cyclists and motor vehicles. The road network will provide views to Lake Ontario and streetscapes will establish a comfortable pedestrian environment.

FINANCIAL – STAFFING – LEGAL CONSIDERATIONS:

Financial:

The Town's share of the project is being funded through development charges. The Region has also committed funding through their Smarter Niagara Incentive Program (SNIP).

Staffing:

There are no additional staffing requirements anticipated as a result of the consideration of this report. However, Staff expect that subsequent to the approval of the Secondary Plan, that the landowners will be submitting various planning applications. Those subsequent planning applications will impact Staff resources. As such, this report includes a recommendation for contract staff planning/development engineering and community engagement resources to review and process subsequent applications that result from adoption of the Secondary Plan. This would assist in providing additional staff resources to ensure timely processing of the development applications. The required skillset would include planning, management and community engagement. Funding would be obtained through application fees accrued for the multi-year project of the development of Prudhommes.

Legal:

If Council's decision regarding the application is appealed to the Ontario Municipal Board/Local Area Tribunal, legal costs could be incurred if the Town chooses to support its position.

RELEVANT CONSULTATION:

As an initial step in the process, a kick off presentation was held on September 7, 2016 where opportunities for site development were identified during a series of three Public Charettes. A Community Visioning Report was completed which provided a summary of the September presentations. As a result of these public and stakeholder feedback sessions, the three design concepts that were initially presented were revised and presented on October 26, 2016 along with an Emerging Preferred Concept Plan. During this session, the project team requested input to refine the "preferred plan" and prepare draft Urban Design Guidelines that informed the revised Recommended Concept Plan presented at the March 29, 2017 community information session.

During the process to date, consultation was undertaken with the three major landowners of the plan area. Staff from the Town, the Town's consultant and the Region met with each of these to obtain input on draft policies and design guidelines, as well as the overall concept. In addition, Town staff met with Victoria Shores residents to hear their concerns.

The draft Secondary Plan, along with Draft Urban Design Guidelines were presented to Planning Committee on October 17, 2017 and the draft Secondary Plan was presented at statutory public meetings held on January 8 and 9, 2018. Based on agency circulation and public input received at the January public meetings and throughout the process, staff have further refined the Secondary Plan.

In addition to the above, Regional Staff, the Niagara Peninsula Conservation Authority and the Ministry of Transportation were identified as major stakeholders to this Secondary Plan. Consultation was undertaken prior to the consultants preparing the draft Secondary Plan and has continued throughout.

Niagara Region Comments

The Region is committed to working collaboratively with the Town towards the creation of a Secondary Plan that will provide the foundation for a strong, healthy, balanced and prosperous new community. The Secondary Plan contains policies that support and encourage this goal through a range and mix of land uses and built form types, the protection and integration natural heritage resources, opportunities for transit supportive development and active transportation, and the development of complete, well-designed neighbourhoods.

With respect to the Secondary Plan lands on the east side of Jordan Harbour, the Region reviewed the policy framework currently governing these lands. This is also further discussed in the Growth Plan for the Greater Golden Horseshoe and Greenbelt review later in this report. The following considerations were given to these lands:

- The lands on the east side of Jordan Harbour (shown as Special Policy Area A on Schedule E3) have been identified erroneously as Niagara Peninsula Tender Fruit and Grape Area (Specialty Crop Area) lands on Schedule 2 of the Greenbelt Plan, 2017. These lands are currently fully developed with non-agricultural uses and have been for decades. There is no opportunity for these lands to be returned to agricultural production.
- The lands are identified as Undelineated Built Up Area on the Built Boundary Mapping (2008) in the Growth Plan, recognizing the cluster of non-agricultural, settlement uses.
- The Town and Region recognize these lands as developed and support the redevelopment of already developed lands to accommodate growth so that true specialty crop lands will be protected.

Given the above and since the lands are already serviced and zoned for non-agricultural uses, the land use direction in the Secondary Plan is appropriate. The Province is encouraged to remove these lands from the Specialty Crop designation to support the Prudhommes Secondary Plan, as identified in the Region's Municipal Comprehensive Review.

Niagara Peninsula Conservation Authority Comments

- Generally, the Secondary Plan conforms to NPCA policies and those of Chapter 7 of the Regional Official Plan.
- Minor wording changes were recommended to make the plan more consistent with the Conservation Authorities Act.
- NPCA recommends a generic policy that states development and site alteration in habitat of engendered species and threatened species shall be in accordance with provincial and federal requirements.

MTO Input

Town Staff met with MTO on March 9 and March 16, 2018 to discuss the Secondary Plan and the potential for development to impact the Victoria Avenue and Jordan Road interchanges along the QEW. During these meetings MTO stated that they are generally supportive the Secondary Plan and indicated that potential improvements may be required to facilitate traffic movements in the area. These improvements may include:

- addition of turn lanes,
- lengthening of deceleration lanes on the QEW,
- lengthening of existing turn lanes which will likely require widening on the north side of the Service Road and installation of traffic signals.

The specific upgrades required will be identified through more detailed traffic studies that will be required during the subsequent submission of development applications by the landowners. MTO indicated that the need to increase the footprint of the interchanges to facilitate proposed improvements is not anticipated. It was noted that any widenings along the North Service Road required to accommodate the proposed urbanization of the road (i.e., sidewalks, landscaping, curbs, etc.) would need to be along the north side to maintain adequate right-of-way width that may be required to address future QEW improvements. MTO also identified requirements for the western access into Prudhommes from the North Service Road into the designated employment area including the following:

- No road connections/driveways within 200 m of the intersection.
- No left turns coming on to the North Service Road
- Longer shared left turn lane for vehicles coming from the east on the North Service Road to address increased turning movements into the planned development.

STAFF COMMENTS:

It is required that municipal decisions affecting planning matters shall be consistent with the Provincial Policy Statement (PPS 2014), Growth Plan (2017) and Greenbelt Plan (2017). The following policies are particularly relevant to this application.

Provincial Policy Statement:

The lands are located within a settlement area as defined by the PPS.

Policy 1.1.1 promotes healthy, livable and safe communities by promoting efficient development and land use patterns which sustain the financial well-being of municipalities over the long-term and by accommodating an appropriate range of residential and employment (including industrial and commercial uses) to meet long-term needs. Such communities are sustained by:

- Avoiding development and land use patterns which may cause environmental or public health and safety concerns.
- Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs.
- Improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society.
- Ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs.
- Promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

Policy 1.1.3.1 states that settlement areas will be the focus of growth and development, and their vitality and regeneration shall be promoted. Policy 1.1.3.2(a) states that land use patterns within settlement areas shall be based on densities and a mix of land uses, which

efficiently use infrastructure and public service facilities, support active transportation and are transit supportive (where transit exists or is planned). Policy 1.1.3.2(b) states that land use patterns within settlement areas shall be based on a range of uses and opportunities for intensification and redevelopment where this can be accommodated considering existing building stock or areas, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

Policy 1.1.3.4 states that appropriate development standards should be promoted which facilitate intensification and development, and compact form, while avoiding or mitigating risks to public health and safety.

Policy 1.1.3.5 states that planning authorities shall establish and implement minimum growth targets, based on local conditions. However, where provincial targets are established through provincial plans (i.e. the Growth Plan); the provincial target shall represent the minimum target for affected areas.

Policy 1.1.3.6 states that new development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Policy 1.4.1 requires an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents of the regional market area by:

- Maintaining the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development.
- Maintaining land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment.

Policy 1.4.3 requires planning authorities to provide for a mix of housing that includes affordable to low and moderate-income households including all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements and all forms of residential intensification. This development is to be directed towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs. It further promotes densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use.

The Secondary Plan provides for a variety of housing types all within a more compact built form that also includes commercial, retail, and other employment land uses. This model forms a complete community that allows aging in place while creating an attractive destination to encourage vibrancy and enhance the Town's image. The efficient use of available and planned infrastructure is encouraged by the plan. It also promotes walkability and connectivity through "complete streets" and integrated public space approaches and thus, encourages a more active and healthy lifestyle for its future residents.

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

The lands are predominantly identified as a “settlement area”, as defined by the Growth Plan. The main goals of the latest iteration of this plan (2017) are to accommodate forecasted growth in complete communities. These are communities that are well designed to meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities, and a full range of housing options to accommodate a range of incomes and household sizes. Building compact and complete communities will help reduce greenhouse gas emissions and ensure communities are more resilient to the impacts of climate change.

Section 1.2.1 contains the following principles, which provide the basis for guiding decisions on how land is developed, resources are managed, and public dollars are invested:

- Support the achievement of complete communities.
- Prioritize compact built form to make efficient use of land and infrastructure and support transit viability.
- Support a range and mix of housing options to serve all sizes, incomes, and ages of households.
- Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs.
- Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure and moving towards low-carbon communities, with the long-term goal of net-zero communities, by incorporating approaches to reduce greenhouse gas emissions.

Particularly relevant to the Secondary Plan, Policy 2.2.2 of the Growth Plan directs municipalities to develop a strategy to achieve intensification throughout delineated built up areas which will:

- Achieve the desired urban structure.
- Identify the appropriate type and scale of development and transition of built form to adjacent areas.
- Identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development.
- Ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities.
- Prioritize planning and investment in infrastructure and public service facilities that will support intensification.

Policy 2.2.2 requires that by 2031 and for each year thereafter, a minimum of 60% of all residential development occurring annually within the Region will be within the built-up area. Once a new Regional Plan is approved and in effect, and each year until 2031, a minimum of 50% of all residential development occurring annually within the Region will be within the built-up area. Until the Regional Plan is updated and approved, the existing target of 40% intensification will apply. This is especially important to consider with respect to the limited quantity of vacant urban designated land which is a potential limiting factor for the market potential for such growth within the Town. The Prudhommes Secondary Plan area is

predominately designated as Built Up Area and therefore will be required to contribute to the municipality's intensification target.

Policy 2.2.3 of the Growth Plan provides that all areas of compact built form will be planned and designed to:

- Cumulatively attract a significant portion of population and employment growth.
- Provide a diverse and compatible mix of land uses, including residential and employment uses to support vibrant neighbourhoods.
- Generally, achieve higher densities than surrounding areas.
- Achieve an appropriate transition of built form to adjacent areas.

Policy 2.2.6 specifies that municipal housing strategies are to be developed that support the achievement of the minimum intensification and density targets in the Growth Plan by:

- Identifying a diverse range and mix of housing options and densities to meet projected needs of current and future residents.
- Establishing targets for affordable ownership housing and rental housing.
- Identifying mechanisms, including the use of land use planning and financial tools, to support the implementation of this policy.
- Alignment with applicable housing and homelessness plans required under the Housing Services Act, 2011.

This policy further states that municipalities will maintain at all times where development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units. This supply will include, and may exclusively consist of, lands suitably zoned for intensification and redevelopment.

Section 3.2 of the Growth Plan identifies key policies for infrastructure to support growth. This includes:

- Leveraging infrastructure investment to direct growth and development in accordance with the policies and schedules of the Growth Plan, including the achievement of the minimum intensification and density targets.
- Providing sufficient infrastructure capacity in strategic growth areas.
- Identifying the full life cycle costs of infrastructure and developing options to pay for these costs over the long-term.
- Considering the impacts of a changing climate.
- Prioritizing areas with existing or planned higher residential or employment densities to optimize return on investment and the efficiency and viability of existing and planned transit service levels.

Policy 4.2.10 requires municipalities to develop policies to reduce greenhouse gas emissions and address climate change adaptation goals. These are to support the achievement of complete communities as well as the minimum growth targets in the Growth Plan and reduce dependence on the automobile by supporting existing and planned transit and active transportation.

In accordance with Policy 5.2.5 of the Growth Plan, the minimum growth targets are minimum standards and municipalities are encouraged to go beyond these minimum targets, where appropriate, except where doing so would conflict with any policy of this Plan, the PPS or any other provincial plan.

The Secondary Plan is consistent with the policies that pertain to intensification of settlement areas to accommodate forecasted growth. It encourages a more compact built form than surrounding lands that will include a range of employment and housing opportunities while providing appropriate transition of built form as building heights are purposefully lower where they are adjacent to existing communities. As such it is Staff's opinion that development resulting from its guidelines and policies of the new Prudhommes Secondary Plan will implement direction from the Growth Plan by introducing varying forms of residential land uses supported by commercial/retail/employment land uses that minimizes reliance on the automobile through a more compact, walkable built form, while providing opportunities for further commercial/retail growth and tourism opportunity within the Town.

Greenbelt Plan:

The eastern portion of the subject lands as shown on Schedule E3 of the Plan is as Niagara Peninsula Tender Fruit and Grape Area ('Specialty Crop') on Schedule 2 and as Protected Countryside on Schedule 1 within the Greenbelt Plan, 2017. Notwithstanding this designation, there are existing, longstanding commercial uses and industrial operations on these lands.

In addition to the information above, it should be noted that the previous Greenbelt Plan, 2005, inconsistently designated the lands. Schedule 1 designated the lands as Hamlet and Schedule 2 designated the lands Niagara Peninsula Tender Fruit and Grape Area ('Specialty Crop'). This would further reinforce the Undelineated Built Up Area notation for the Secondary Plan area east of Jordan Harbour in the Growth Plan.

The applicable policies of the Specialty Crop Area require protection of these areas while allowing and promoting agricultural uses and activities. It requires provision of the appropriate flexibility to allow for agricultural, agriculture-related and on-farm diversified uses, normal farm practices and an evolving agricultural and rural economy. As such, development resulting in land uses that are not in line with the above are not permitted. It does permit existing non-agricultural uses to continue and expand subject to the policies of 4.5 of the Greenbelt Plan, 2017.

Discussions between the Town, Region and Province are on-going with respect to the lands on the east side of Jordan Harbour. The Town and the Region recognize these lands as developed and are supportive of the re-development of these lands for continued non-agricultural uses. The Secondary Plan provides applicable policies to guide the future re-development.

The Secondary Plan amends to the Town's Official Plan. Subsequent to adoption of the Secondary Plan, it will be sent to the Region as the approval authority. The Region, Town and Ministry of Municipal Affairs will need to review and discuss the status of Special Policy Area A. In the interim, collaboration between the Ministry and the Region is ongoing.

Regional Policy Plan:

It is required that the municipality ensures that proposed developments conform to the Regional Policy Plan. The responsibility for regulating land uses within the Secondary Plan area rests with the Town through its Official Plan and Zoning By-law.

The lands on the west side of Jordan Harbour are designated as Built Up Area on Schedule A – Regional Structure of the Regional Official Plan. The Town has been assigned an intensification target of 40% per Niagara 2031. Accordingly, a minimum of 40% of all residential development occurring in the Town will be directed to the Built-up Area until the completion of the Municipal Comprehensive Review (MCR) through Niagara 2041. The draft MCR Phase 3 population and employment allocations proposed an intensification rate of 80% for the Town. The redevelopment of the Prudhommes site for a dense, mixed use community with a variety of housing choices will assist the Town in meeting and exceeding this interim and proposed new intensification target.

The Secondary Plan lands on the east side of Jordan Harbour are designated as Protected Countryside on Schedule A - Regional Structure and Unique Agricultural Area on Schedule B - Agricultural Land Base of the Regional Official Plan. As noted, lands within in this designation contain existing, established commercial and industrial operations.

The Regional policies encourage and promote:

- Development of a framework for complete communities all across Niagara, including a diverse mix of land uses, a range of local employment opportunities and housing types, high quality public open spaces, and easy access to local stores and services via automobile, transit and active transportation.
- Sustainable, vibrant, complete communities by encouraging mixed and integrated land uses and promoting development that is compact, transit supportive and provides for active transportation.
- Development of mixed use areas (such as downtowns and commercial areas) to provide an attractive streetscape and public realm.
- The provision of affordable housing.
- Social inclusion for all residents with access to housing, commercial goods and services, job opportunities and social services.
- A range of housing types to serve a variety of people as they age.
- Urban design standards, municipal beautification, streetscape improvements, public art and public gardens to ensure communities remain attractive places, enhance the quality of life and encourage tourism.
- Complementary private realm site design that addresses public safety, active transportation and landscaping.
- Directing growth in a manner that promotes the efficient use of existing municipal sewage and water services.
- Plan Intensification Areas to provide a diverse mix of land uses that complement and support the overall residential intensification objective. These may include, employment, commercial, recreation, institutional and other compatible land uses in relative proportions dependent on area characteristics and the intended critical mass of residential development.
- Plan Intensification Areas to attract a significant portion of population and employment growth, relative, to the shape and character of the community.

It is Staff's opinion that this Secondary Plan is consistent with the policies or direction of the Regional Official Plan. It will provide a highly walkable space that will connect a compact built form with park amenity spaces and naturalized areas of the waterfront. The built form will consist of a range of land-uses in support of a complete community, including high quality public realm space along the roads coupled with attractive urban and architectural design.

Official Plan:

According to the Town Official Plan, the lands on the west side of Jordan Harbour are currently within the existing Prudhommes Secondary and designated for residential and commercial development. These lands are also designated as Built Up Area. The east side of Jordan Harbour is designated under the Greenbelt Plan.

Section 1.2 of the Official Plan notes that a sustainable community is achieved by:

- Providing choices and opportunities for housing, employment, transportation, social, recreational and cultural amenities.
- Making efficient use of infrastructure by focusing on a compact, mixed-use, walkable, bikeable and connected community.
- Promoting urban design guidelines to ensure a high quality of building and site design
- Encouraging design practices that address the accessibility needs of residents with disabilities.
- Identifying opportunities for promoting energy conservation and reducing waste.

Section 1.3 of the Official Plan contains several goals and objectives including:

- Accommodating new and innovative housing types.
- Encouraging local employment so residents can work in close proximity to home.
- Encouraging the development of neighbourhoods which provide a range and mix of housing types and densities.
- Fostering a sense of civic identity through a high standard of urban design in public and private development.
- Facilitating the provision of a full range of goods and services to meet the needs of residents and visitors.
- Providing for housing that is affordable to the community and diverse in an effort to accommodate the broadest range of income levels.
- Encouraging intensification and redevelopment within the urban areas specifically within and in proximity to the CBDs.

Section 1.4 references Regional growth studies and identifies numbers of new residents and corresponding dwelling units and employment opportunities that will need to be accommodated by the Town during the life of the Official Plan. This Prudhommes Secondary Plan area will be a primary location for this growth as it is ideally situated between the appealing Lake Ontario waterfront and the QEW which provides high accessibility.

Section 1.6 provides concepts for guiding future development in urban areas. Section 1.6.4 states that intensification is an appropriate means of accommodating growth since it makes better use of existing serviced land and that the increase in housing units and employment

created by intensification is also considered a good approach to maintaining and improving vibrancy in a community.

Section 3.1.4 requires planning for a higher proportion of medium and high-density development in the Prudhommes area.

Section 3.1.13 of the Official Plan refers to Residential Intensification. It indicates that the Town will consider residential intensification subject to the following criteria:

- The development will be characterized by quality design and landscaping, will implement suitable building setbacks to preserve the existing character of the neighbourhood, shall meet current parking standards and meet or improve traffic movements so as not to negatively impact the surrounding neighbourhood from the perspectives of safety or neighbourhood character

The current Official Plan includes existing Secondary Plan policies for the Prudhommes lands (Section 3.1.15.2) that will be replaced with those of the new Plan.

Section 4.13 supports energy efficiency and improvements to air quality by encouraging the reduction of energy consumption, endorsing the development of compact and mixed-use neighbourhoods and by promoting innovative forms of alternative and renewable energy, in land use and development patterns. Policies are included to reduce energy consumption by encouraging reasonably compact forms of development in conjunction with efficient pedestrian, bicycle and vehicular transportation networks along with efficient or renewable energy systems and energy efficient buildings (i.e., LEED design). Guidelines to encourage developments that are inclusive of these characteristics and initiatives are included in the Secondary Plan.

The policies in Section 5.1.4 guide economic growth and add stability to the local economy by providing for high quality businesses and services along the QEW and protecting and preserving employment areas for current and future use. They also promote walkable, bikeable neighbourhoods with linkages to open spaces which provide a system of parks, trails and nature-based attractions for appreciating the wide variety of natural and cultural amenities.

In the transportation section of the Official Plan (Section 6.1.1), key objectives include the following:

- Develop complete streets which provide the infrastructure support for complete communities where neighbourhoods are well connected to each other, commercial areas, employment areas, and community facilities with a safe and efficient transportation network that accommodates all users on all roads.
- Reduce car dependence, support active transportation and an efficient sustainable transportation system.
- Develop and maintain a suitable road hierarchy within the Town.
- Promote municipal and interregional transit service within and to the Town as well as GO transit service.

With respect to active transportation, walking, hiking and bicycling are all considered valuable means of transportation, and a key component to attract tourism in the Town. Facilities

associated with walking, hiking and cycling are related to the physical environment, and, as such, the following objectives and policies reflect the Town priorities:

- Encourage walking, hiking and bicycling, and work towards a safe, user-friendly environment in the Town that will enhance the overall quality of life and will help to promote tourism.
- Ensure a connected network for pedestrians and cyclists linking destinations such as retail areas and employment area to residential areas.
- Promote trail use safety through education and enforcement initiatives.
- Incorporate walking, hiking and cycling in the Town land use and transportation planning activities.
- Encourage and ensure the integration of the variety of trail facilities within the Town, including the Regional Bicycling Network, the Bruce Trail, the Waterfront Trail, the Twenty Valley Trail and other networks outside of the Town with external funding partners.
- Maximize the annual improvements for trails with the aim of completing major continuous segments of the Trail Network in as timely a manner as possible.
- Promote a land use pattern, density and a mix of uses to minimize the length and number of vehicle trips to support current and future use of transit and active transportation.

The Secondary Plan has been developed with the objective of maximizing walkability and access throughout the subject lands. It will produce a high level of connectivity through integration of the built form with trails and park/natural spaces and road rights-of-way will be developed through a complete streets approach where all potential users (pedestrians, cyclists, vehicles, etc.) will be accommodated. With respect to Section 6.1.1, as previously noted a key objective is to make sure communities are well connected to each other. As such, a connection to the existing Victoria Shores community is included, although the configuration of this connection has been developed with consideration of community concerns regarding traffic increases through their neighborhood, as discussed later in this report.

Sections 7.1.3, 7.1.4 and 7.1.5 includes the following policies for the provision of municipal services in Urban areas:

- The Region will provide and maintain an adequate water supply and sewage treatment system for designated urban areas.
- The Town shall co-operate with the Region to identify and correct deficiencies within the municipal water supply and sewage collection system.
- Planning for sewage services shall direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing municipal sewage services.
- Plan for stormwater management to minimize, or, where possible, prevent increases in contaminant loads and minimize changes in water balance and erosion.
- Maximize the extent and function of vegetative and permeable surfaces.
- Promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development.
- Develop and implement stormwater management plans that will establish storm drainage requirements for ultimate development within the Urban Area. Temporary stormwater management facilities will not be provided.
- The Town shall promote the use of naturalized methods of stormwater management.

- The Town shall encourage the Region to maintain and improve the regular collection of municipal waste in residential and commercial areas.
- The Town encourages new development to provide for collection and storage of recyclable wastes on site.

Development of the Secondary Plan area will require upgrades to the Regional sanitary system. The Region has developed a Master Servicing Plan that includes provisions to undertake these improvements based on population and unit forecasts associated with the implementation of the Secondary Plan. Funding for these improvements will be provided through Regional Development Charges.

Section 8.6 of the Official Plan identifies urban design policies which are frequently referenced in the Secondary Plan. Policies are provided for a wide range of land uses as well as for parks and open spaces and gateway locations and the road network. The objectives are these policies are to:

- To encourage a compact, walkable and well-connected community.
- To encourage mixed use and a range of housing.
- To provide a linked public open space system.
- To encourage quality architecture and to ensure that buildings provide an appropriate edge to the street.
- To encourage increased density in appropriate locations.
- To provide a range of transportation options, including walking and cycling and encourage complete streets for all users.
- Appropriate design of streets and public spaces to enhance and encourage pedestrian and public activity.
- To encourage a strong sense of place and improvements to the public realm.
- New development is to be compatible with established development.
- Protection of the natural environment and cultural heritage landscapes and features.

Considering the above policies, it is staff's opinion that the Secondary Plan is consistent with the Town's Official Plan.

Planning and Development Staff:

The Prudhommes study area has sat relatively vacant for a number of years and the redevelopment of the site will be a major aesthetic improvement; positively contributing to the identity of the Town. It provides waterfront exposure with natural environment characteristics that are vital to the enhancement of the local tourism industry and recreational opportunities. The Town is predominately a Greenbelt community with limited space available for urban settlement. This provides a challenge with respect to the requirements of the Growth Plan and its intensification targets, as well as its mandate to plan for a range and mix of housing options, including more compact housing options that can accommodate a range of household sizes in locations that can provide access to transit and other amenities. This Secondary Plan provides development opportunities to accommodate a significant amount of the growth anticipated within the Town. Building more compact communities reduces the rate at which land is consumed while supporting transit-supportive growth, with walkable street configurations. Compact built form pairs with more effective transit and active transportation networks. They are necessary to ensure the viability of transit; connect people of all ages to their homes, jobs and other aspects of daily living;

and meet climate change mitigation and adaptation objectives. As such, the Secondary Plan includes policies that contribute to a compact built form that makes efficient use of the land, transportation network, and servicing capabilities to accommodate this growth without compromising the wellbeing and integrity of adjacent existing communities. It also considers input received from the general public and landowners to reach a balance with respect to land-uses and their orientation.

The Secondary Plan provides a vision for the area to become a successful, diverse, walkable, mixed-use waterfront neighbourhood. It includes policies relating to growth management, sustainability and safety, urban design, housing, employment and mixed use, protection of the greenlands, mobility and transportation and sustainable servicing. Built in to the policies and land use schedules is consideration of potential impacts to the existing community that is adjacent to the site. A height strategy (Schedule B) is proposed which generally transitions development form from low density residential development and employment uses with limited height allowance, to more compact medium and higher density land uses (mixed-use residential and commercial) towards the centre of the site. The exception is the existing Vineland Manufacturing site on Victoria Avenue North where flexibility to accommodate a higher building is provided in response to comments received from the landowner. As discussed further in the following section, the existing vegetated open space wrapping around the property to the east and partially to the south will provide a buffer to the building. The building design, including a step-back feature so that the highest point is furthest away from existing residences, will also help to mitigate potential shading and visual impacts of the building.

The Secondary Plan includes a comprehensive road network that will incorporate complete streets policies. A complete street is one that accommodates multiple modes of transportation, people of all ages and abilities and supports adjacent land uses. The development of complete streets can create a variety of different benefits and opportunities for communities, such as increased investment into local businesses; improved community health through new opportunities for physical activity; a strong sense of community; increased property values; universally accessibility and more equitable spaces for public participation; and reduction in vehicle traffic and carbon emissions. Schedule D – Active Transportation outlines the proposed road and trail network and connections to surrounding trail systems. In response to concerns raised by the Victoria Shores community regarding the road connection to Prudhommes (at the west end) and the potential for high traffic volumes, staff have reviewed potential mitigation opportunities. While it is necessary for the Town to maintain a form of connection at this location for pedestrians and emergency services, and to avoid isolating the two communities which would be contrary to good planning practice, the option of incorporating “flexible” bollards to physically discourage through traffic (but allowing passage in emergency situations) and landscaping that will visually narrow the streetscape is recommended. These provisions have been included in the Secondary Plan. Staff believe these measures will restrict traffic flow into Victoria Shores and address the concerns brought forward.

There are also concerns with respect to the proposed access to the subject lands that is closest to Victoria Avenue interchange. It is important to note that flexibility is included in the Secondary Plan to make this one-way access or even restrict it to a drive-way access function for the proposed employment lands. These measures will need to be considered while factoring in MTO’s input regarding this entrance, as discussed earlier in the report. The most appropriate option will be confirmed as development applications are received.

Included in the plan are design guidelines for the public realm to provide for vibrant and enlivened public spaces. The public open space network within the Prudhommes site will contain a mix of active and passive/natural park spaces that will provide opportunities. These spaces will be linked with active transportation facilities and will enhance the recreational opportunity in the area, contributing to an elevated quality of living for the residents. The open space network will also help to protect the existing natural environmental features that are present and prohibit development from occurring too close to the lake shore (Schedule E2).

The Secondary Plan incorporates all the identified land uses together with the proposed road and trail network to promote the development of a complete community. Complete communities are an integrated approach to transportation planning, land use planning, and community design to provide a good quality of life and meet the needs of people of all ages, abilities, ethnicities, and income levels. The goal is to increase flexibility for people to choose where they can live, leading to a greater economic and social inclusion of social housing tenants within the Town. The Town's Official Plan outlines that a sustainable community is achieved by:

- Providing choices and opportunities for housing, employment, transportation, social, recreational and cultural amenities.
- Making efficient use of its infrastructure by focusing on a compact, mixed-use, walkable, bikeable and connected community.

The Secondary Plan, if approved will assist in meeting the long-term objectives of Provincial policy that support efficient and compact land use by providing flexibility to adjust the built form based on market conditions and mandated growth targets. It aligns with directing growth towards existing settlement areas, while maintaining outside agricultural land (with the exception of the east side of the Secondary Plan since this land is not suitable for agricultural production). It also celebrates the area as a landmark and key destination in the Town and the Region. Furthermore, it includes refinements based on comments received with respect to traffic, access and land-use, thus working to achieve a balance in considering interests of both landowners within the site, adjacent residents and agencies.

ALTERNATIVES FOR CONSIDERATION:

Council has three options with respect to the proposed application. Council may:

1. Approve the application as per the Staff recommendation;
2. Adjourn the application if further information is required; or
3. Refuse the application.

COMMUNICATION/ENGAGEMENT OVERVIEW:

A design charrette as well as public and stakeholder consultations were undertaken between September 2016 and March 2017. Two formal public meetings were held before the Planning Committee on January 8 and January 9, 2018. The following comments have been received as of the preparation of this report:

Traffic/Road Network/Parking

- Multiple concerns on traffic impacts upon full build-out of the Secondary Plan area, including high volumes along the service road, throughout the subject lands and within the adjacent Victoria Shores community.
- Concern regarding potential interchange improvements at Victoria Ave and/or Jordan Road.
- Concern regarding the adequacy of parking included in the Secondary Plan and the potential for overflow into existing adjacent communities.
- Need to restrict construction traffic from travelling through the Victoria Shores community.

Staff comment: The Town's consultant completed a Traffic Analysis of the Secondary Plan study area to assess the transportation network's ability to handle the resulting development and identify, at a preliminary level, potential modifications required to adequately serve the development. Several locations were identified where volume to capacity ratios could result in the need for improvements including in the vicinity of the Victoria Avenue interchange, the intersections of the North Service Road at Victoria Avenue and the South Service Road at Jordan Road. The extent of improvements required will be confirmed through development applications. Improvements could include addition of traffic signals as well as the addition of left and right turn lanes. In addition, through coordination with MTO, it has been confirmed that there will be required improvements in association with the interchanges to accommodate the potential for longer queue lengths coming off of the QEW and at the intersections at both the North and South Service Roads. The extent of these improvements will be confirmed based on the detailed traffic impact studies that will be required to be submitted for Town, Regional and MTO approval as a component of future development applications. In the interim, it has been confirmed by MTO that an increase in the footprint of the interchange is not anticipated to accommodate the necessary improvements.

With respect to parking, flexibility has been included in the Secondary Plan for above or below ground parking structures. In addition, policies pertaining to formation of "complete streets" indicate that on-street parking will be provided where feasible throughout the Secondary Plan area. The provision of sufficient parking is always reviewed when a development is being considered and the required parking provisions in the Town Zoning By-law, respective of the type of development proposed, will be implemented.

Road Connection between Prudhommes and Victoria Shores

- Need to ensure that all forms of commercial traffic cannot access the existing Victoria Shores community.
- All schedules had previously shown a through road into the Victoria Shores community which increase traffic and impact to the quality of life of the residents.

Staff comment: As noted earlier in this report, while it is necessary for the Town to maintain a form of connection at this location to maintain connectivity for pedestrians and emergency services, and to avoid the total closing off of communities, the incorporation of landscaping and flexible bollards as previously discussed into the Secondary Plan has been completed. In addition, the Secondary Plan has been revised to include wording that commercial traffic cannot access the Victoria Shores community from Prudhommes. With these combined measures, traffic flow into Victoria Shores will be strongly discouraged, while a connection between communities is maintained.

Servicing

- The Victoria Shores community has commented on the current state of the Regional Laurie Avenue sewage pumping station (odours/overflow) and its capacity. Since it will require significant upgrading to address flows from Prudhommes, a recommendation was made for a feasibility review of constructing a new sanitary station to service the proposed development within Prudhommes. Reviewing this option would confirm the best option for the municipality as well as potentially mitigate sever impact on residents during and following construction. This study should tie in the Prudhommes development with the proposed improvements east of the harbor.
- Concerns identified regarding the required upgrading of the Town's gravity-fed pipeline coming from Prudhommes to the station as well as the Regional forcemain and expressed concern regarding disruption caused by construction on road and capacity to service Prudhommes development. Also, confirmation if the footprint will expand when the station is upsized was requested.
- Cost of infrastructure – existing property owners should not bear the cost of improvements associated with the development.

Staff comment: There are servicing upgrades identified within the Regional Master Servicing Plan as a result of the development of this Secondary Plan. As a measure of due diligence and response to comments received regarding required serving upgrades, the Town retained a third party to review the identified upgrade requirements based on the top of the range of the most recent population projections (6,300 people) included in the Secondary Plan. The following improvements were confirmed to be required:

- The existing Town gravity sewer downstream of the proposed development that exists along Dustan Street and Laurie Avenue (i.e. conveying flows from Prudhommes to the Regional pumping station) will require upsizing.
- The Laurie Avenue sewage pumping station will require upsizing beyond calculations of the Master Servicing Plan (i.e. upgrade to 115 L/s is needed)
- The Regional forcemain that conveys flows from the Laurie Street pumping station westerly will require upsizing
- The Victoria Avenue pumping station will require upsizing beyond calculations of the Regional Master Servicing Plan (i.e., upgrade to 300 L/s is needed) to accommodate flows from Prudhommes as well as forecasted development in Vineland and Jordan

These improvements will be coordinated to minimize impacts to the Victoria Shores community. It is also important to note that although the improvements will include upgrades to the associated electrical equipment and standby generator, including expansion of the generator building, the improvements can be accommodated within the existing site of the pumping station (i.e., no land acquisition is required). Since these improvements are development driven, they will be funded by development charges and not tax dollars. The available servicing capacity following these upgrades will need to be further considered and evaluated when planning applications are submitted. Further to the results of the Master Servicing Plan, servicing investigations associated with the development of the Secondary Plan, and the third-party review, it was concluded that the identified upgrades are the preferred plan for the provision of services. As such, a feasibility review for a new sanitary station within the Prudhommes site was not undertaken.

Building Height and Land Use/Character Inconsistency

- There are 2.5 storey homes proposed that will be in proximity to the rear yards of the existing houses on Dustin Street. Residents have noted potential issues regarding visual and privacy impacts due to the close proximity, and since trees in the naturalized buffer area between have been removed.
- Residents expressed concern regarding potential changes to the grade of the proposed homes which could elevate them, further adding to the issue.
- A request was received to permit a 10-storey step-back design on the Vineland Manufacturing site. It was stated that as per section 7.5 of the Official Plan (urban design), mixed use buildings are expected to resemble a mid-rise apartment and as such, the maximum building height 8 to 10 stories would reflect this. The increase in permitted height from the previously recommended 4 stories allows more flexibility to transition and tier heights, providing interesting architectural form that will have a stronger presence within the public realm. The proposed would also work towards Growth Plan targets by promoting a more compact built form that focuses growth in settlement areas.
- Concern regarding the 10 storey height allotment at the Vineland Manufacturing site on Victoria Avenue and its potential to impact views and create shade and shadow effects to the adjacent natural area and nearby residents.
- Lake House restaurant falls within the Prudhommes Secondary Plan and is currently designated as General Commercial which permits the restaurant. This designation is being changed to high density residential which does not specifically list restaurants among the permitted uses. Request that the restaurant use be permitted within the high density residential designation to allow the owner the option of keeping the restaurant under a revised, mixed-use design.

Staff comment: As noted earlier in this report, the recently updated Provincial Policy Statement and Provincial Growth Plan both include objectives to accommodate forecasted growth by promoting intensification through a more compact built form that makes efficient use of existing and planning infrastructure services, promotes active transportation, and provides a mix of housing and employment opportunities.

The primary objectives of Provincial Policy such as the Greenbelt Plan along with the Niagara Escarpment Plan are to preserve the highly valuable and productive agricultural lands that are outside of identified built up areas in the Region. This strongly coincides with the vision of the Town as a tourist destination and a Centre of Agricultural Excellence which is reflected in the Official Plan policies and Zoning By-law. The Town will inevitably experience growth in the coming years and directing it to the designated built-up/settlement areas will result in keeping the overall rural character of the Town intact. As previously mentioned in this report, the Prudhommes Secondary Plan transitions from low density residential development as well as employment land uses with limited height allowance, to more compact medium and higher density land uses (mixed-use residential and commercial) towards the centre of the site. This minimizes impacts of land-use and building height on adjacent existing communities. With respect to the 2.5 storey dwellings proposed adjacent to Victoria Shores community, the Town Zoning By-law typically requires 7.5 metre rear yard setbacks. In addition, there is a minimum 12-metre-wide naturalized corridor proposed between the properties, as well as the rear yard of the existing Victoria Shores residences. As such, there will be significant separation between dwellings and there will be visual screening resulting from vegetation within the naturalized corridor. There have been minor revisions to the

Secondary Plan to more strongly encourage retention of existing and planting of new vegetation/trees, where appropriate, within the naturalized buffer.

The exception to the height transition towards the centre of the Prudhommes site is the Vineland Manufacturing site on Victoria Avenue north. In response to requests by the landowner, flexibility has been included in the plan to accommodate a higher building. The highest point within this site (10 storeys) would occur approximately a minimum of 100 metres away from the closest rear yard to the east, with the majority of this buffer area currently covered with natural vegetation (trees and shrubs) that would be remain. The proposed heights are illustrated on Schedule B – Building Height. In addition, further to comments received from local residents, the landowner has proposed to incorporate a step-back design that would ensure the tallest portion of the building would be located closest to Victoria Avenue and therefore as far as possible from existing dwellings. Further consideration of window placement during future site plan approval along with future landscaping (i.e., tree and shrub plantings) anticipated as part of Regional and Town complete streets/public realm policies will further address privacy concerns. Also, a shadow study is recommended. The proposed height would permit development supporting the goal of a more compact built form within a built-up area, while contributing to a range of housing options and, at the same time, providing potential employment opportunities within a mixed-use design.

Design

Design policies are specific in requiring high quality materials/masonry for low-rise apartments and it would be beneficial to hold all buildings to the same high standard. This would result in reduced maintenance costs, maximizing assessment value, climate resiliency and reduced carbon footprints. All sides of a building should be held to the same high design standard as the front since higher densities mean that homes and backyards become closer together and buildings get higher, causing all sides of buildings to become more visible.

Staff Comment: The Secondary Plan is consistent with the Town Official Plan with respect to urban design guidelines. As such, well designed buildings that incorporate visually attractive and highly functional components will be required. Future site plan approval processes will include the requirement for building elevations and renderings, where appropriate, to be submitted to make sure the urban design policies are adequately addressed.

Natural Environment

- There needs to be added emphasis placed on protection and enhancement of local and regional ecosystems and biological diversity. This will help reduce CO2 emissions, mitigate erosion and flooding and create a healthier community. Achieving these objectives will not be possible if non-native plant species are allowed to be planted since they negatively impact biodiversity and can become invasive. Therefore, the Secondary Plan should only allow planting of native species.
- The Town should develop and/or adopt street tree planting guidelines for both quantity and quality of soil to better facilitate tree growth.
- The areas identified as natural environment in the plan potentially include trails, stormwater management ponds and other drainage features. How much natural environment will truly be protected if this is the case? The proposed width of the trails is too wide, and they generally should not be allowed in the limited Natural Environment areas.

- Concerned about the Town's role in ensuring no further disruption to natural environment will occur.
- Schedule E2 identifies candidate natural environment constraints; however, there is development shown over top of them in other schedules and it does not appear that they are protected.

Staff Comment: The Secondary Plan includes policies that encourage preservation of natural areas and woodlots and maintenance of connectivity between natural features, recognizing their importance to the overall ecological functions of the area. Tree or other plantings throughout the area are required in the Plan to achieve a mature forest cover and to provide shoreline protection, where adjacent to the waterfront. If tree removal is unavoidable, a tree replacement ratio will be followed, and tree plantings will be required in all Town public works projects. The policies do indicate that native species are preferred. Although there may be situations where species not specifically native to the area are permitted to be planted, it will have to be demonstrated that these species are non-invasive and that they will integrate, complement and support the adjacent natural environmental features in a naturalized, self-sustaining manner.

The natural environment protection areas identified in the Land-Use Schedules were identified through consultation with the NPCA. They will be protected and maintained in their present form, except where an Environmental Impact Study (EIS) has been completed to revise their boundaries. This study would be completed during future planning approvals stages. To ensure their consideration, the candidate significant habitat areas are identified on the schedules even though potential development in these areas is also shown. This is to provide flexibility in conjunction with policy wording for these areas to be refined based on EIS without amendment to this plan, while at the same time requiring them to be protected or otherwise that proper reviews are conducted and affected stakeholders are able to comment.

General

- The Secondary Plan should include a pier with a sandy beach created on the leese side
- Consider public restrooms similar to Port Dalhousie and perhaps a public shelter for parties and family gatherings
- Need to make sure grading is adequately addressed so that existing homes on Dustin don't encounter drainage issues as a result of new development
- Dust impacts due to higher traffic during and following construction.

These general comments will be addressed during future development approvals. In addition, comments were received by FBH Group, the largest landowner in the plan area pertaining to minor policy wording changes and revisions which were considered and implemented, as appropriate.

ALIGNMENT TO CORPORATE PLAN:

The Economic Development strategy in the January 2015 Corporate Plan is pertinent preparation of a new Secondary Plan. The Strategy supports the implementation of planning guidelines to develop Prudhommes so that it will be a vibrant part of the community. It also encourages opportunities to support investment and attract new businesses to ensure that Lincoln is a sustainable and prosperous Town. The preparation of a new Secondary Plan is consistent with the Corporate Plan.

APPENDIX B

**Ministry of
Municipal Affairs**

**Ministère des
Affaires municipales**

Ministry of Housing

Ministère du Logement

Municipal Services Office
Central Ontario
777 Bay Street, 13th Floor
Toronto ON M5G 2E5
Phone: 416-585-6226
Facsimile: 416-585-6882
Toll-Free: 1-800-668-0230

Bureau des services aux municipalités
du Centre de l'Ontario
777, rue Bay, 13^e étage
Toronto ON M5G 2E5
Téléphone : 416-585-6226
Télécopieur : 416-585-6882
Sans frais : 1-800-668-0230



May 7, 2018

By email only

Kirsten McCauley, MCIP, RPP
Senior Planner, Secondary Plans
Planning and Development Services
Niagara Region
1815 Sir Isaac Brock Way
Thorold, ON L2V 4T7

**Re: Updated Prudhommes Secondary Plan, April 2018 (OPA 3)
Town of Lincoln, Region of Niagara
MMA File No.: 26-EOPA-188276**

Dear Ms. McCauley,

Thank you for requesting comments from the Ministry of Municipal Affairs ("MMA"), through the One-Window Provincial Planning Service, on Official Plan Amendment No. 3 (OPA 3) to the Official Plan of the Town of Lincoln, which implements the updated Prudhommes Secondary Plan.

We understand that Council of the Town of Lincoln adopted the updated Prudhommes Secondary Plan, as OPA 3 to the Town's Official Plan on April 16, 2018, and that it has been submitted to Niagara Region for review and approval, as the approval authority.

The new Prudhommes Secondary Plan is an update to the existing 2006 Secondary Plan (OPA 37) that is within the current Lincoln Official Plan adopted by Town Council on March 6, 2006 and approved by the Region of Niagara (Region) on August 2, 2006. We understand the new Secondary Plan provides new updated policies in the context of the current planning framework, and supports the creation of a complete, sustainable community that provides a mix and range of employment, commercial, and residential land uses, including a diverse range of housing options, local services and community infrastructure. The new Secondary Plan also accommodates forecast growth through a more compact built form.

MMA circulated the updated Prudhommes Secondary Plan to the Ministry of Agriculture, Food and Rural Affairs (OMAFRA) staff and this letter reflects coordinated provincial

land use planning comments through the One Window Provincial Planning Service. The One Window comments are intended to assist the Region with their decision making process. The updated Secondary Plan has been reviewed in the context of the *Planning Act*, Provincial Policy Statement, 2014 (PPS), Greenbelt Plan, 2017 and the Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan).

General Comments

The Town of Lincoln lies within the Greenbelt Area and is subject to the requirements of the Greenbelt Plan, 2017 with an effective date of July 1, 2017. The *Greenbelt Act, 2005* requires that all decisions on planning applications shall conform to the policies in the Greenbelt Plan and that municipalities amend their official plans to conform to the Greenbelt Plan. The Town is also subject to the Growth Plan, 2017 which also took effect on July 1, 2017.

Ministry staff is supportive of the Town preparing a new Prudhommes Secondary Plan as it applies to lands within the current Prudhommes Urban Area boundary to provide updated policies and detailed land uses to support the creation of complete communities through a mix and range of residential, commercial and employment land uses, a range of housing types, community facilities, well designed public spaces and prioritizing active transportation which is aligned with the Growth Plan's vision and policies.

Ministry staff are concerned that the new Prudhommes Secondary Plan proposes a settlement area boundary expansion of the Prudhommes Urban Area extending on the east side of Jordan Harbour contrary to the policies of the Greenbelt Plan.

The following provides more details for the Region's consideration relating to the new Prudhommes Secondary Plan.

Detailed Comments

Proposed settlement area boundary expansion proposed through OPA 3, Prudhommes Secondary Plan (Schedule 'A4' Prudhommes, Schedule 'B1' Land Use, Schedule 'B2' Building Heights, Schedule 'B3' Urban Design Features, Schedule 'B4' Active Transportation, Schedule 'B5-1' Constraints - Shoreline Stabilization Area, Schedule 'B5-2' Constraints - NHS Enhancement Areas, Schedule 'B5-3' Constraints - Greenbelt Special Policy Area and Section 3.1.15.2.11, Special Policy Area).

Greenbelt Plan

As noted above, the Town of Lincoln is located within the Greenbelt Area. The existing Prudhommes Urban Area adjacent to Lake Ontario is identified as a Towns/Villages in the Protected Countryside of the Greenbelt Plan and "Urban Area" in the Regional Official Plan (Schedule A – Regional Structure) and "Urban" in the current Lincoln

Official Plan (Schedule A – Land Use). The lands outside the Prudhommes Urban Area (Towns/Villages) on the east side of Jordan Harbour is designated Protected Countryside by the Greenbelt Plan and identified as Specialty Crop Area - Niagara Peninsula Tender Fruit and Grape Area (Schedule 2 to the Greenbelt Plan). The lands outside the urban area on the east side of Jordan Harbour are designated as Protected Countryside (Schedule A) and 'Unique Agricultural Area' in the Niagara Region Official Plan (Schedule B) and Specialty Agricultural (Schedule A1) in the Town of Lincoln Official Plan.

Notwithstanding the current designation as Protected Countryside and identification of the lands as Specialty Crop Area in the Greenbelt Plan, and the Region and Town Official Plan designations, the new Prudhommes Secondary Plan is proposing a "de facto" urban boundary expansion to the Prudhommes existing Urban Area (Towns/Villages) designation for the eastern portion into the adjacent Specialty Crop Area. The proposed urban expansion lands on the east side of Jordan Harbour within the Greenbelt Specialty Crop Area shown on Schedules B1, B2, B3, B4 and B5-3, Special Policy Area to OPA 3 include new and intensified urban land use designations and permissions (e.g. Employment, High-Rise and Mid-Rise Residential, Mixed Use and Parks and Open Space land use designations).

Section 3.1.15.2.11, Special Policy Area includes policies that these lands shall be permitted to continue their existing uses **or redevelop in accordance with the uses permitted in the Secondary Plan** (*emphasis added in bold*).

The Greenbelt Plan prohibits the expansion of Towns/Villages into Specialty Crop Areas, and lands within Specialty Crop Areas shall not be redesignated in official plans for non-agricultural uses (Section 3.1.2 of the Greenbelt Plan).

Growth Plan

Towns/Villages in the Protected Countryside are also subject to the policies of the Growth Plan. Policy 2.2.8 of the Growth Plan requires that a settlement area boundary expansion may only occur through a *municipal comprehensive review* that is initiated by an upper-tier or single-tier municipality that is approved by the Province. The Growth Plan does not support the use of "Special Policy Areas" as precursors to settlement area boundary expansions.

However, as noted above, Towns/Villages are not permitted to expand into Specialty Crop Areas, therefore a proposed settlement area boundary expansion is not possible for the Prudhommes Urban Area under the in-effect Growth Plan and Greenbelt Plan.

Recommendation

As noted above, the new Prudhommes Secondary Plan is proposing a settlement area boundary expansion outside of a *municipal comprehensive review* as required by the Growth Plan and the expansion of a Towns/Villages (Prudhommes Urban Area) into

Specialty Crop Areas and the redesignation of Specialty Crop Areas for non-agricultural uses which is prohibited by the Greenbelt Plan.

The Region needs to ensure that its decisions under the *Planning Act* conform with the policies of the Greenbelt Plan in accordance with the *Greenbelt Act, 2005*.

To ensure conformity with the Greenbelt Plan, ministry staff recommends that the Region modify OPA 3 as follows:

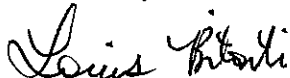
- Schedule 'B5-3' Constraints, Greenbelt Special Policy Area and Section 3.1.15.2.11 Special Policy Area be deleted, and
- Schedules 'B1', 'B2', 'B3', 'B4', 'B5-1', 'B5-2', be amended to reflect the existing boundary of the Prudhommes Urban Area in the Lincoln Official Plan for the purposes of the new Secondary Plan to conform with the Greenbelt Plan, Growth Plan, and in accordance with the current Niagara Regional Official Plan and Lincoln Official Plan.

Ministry and OMAFRA staff would be pleased to meet with Regional and Town staff to discuss the above-noted concerns in the hopes of achieving a satisfactory resolution prior to the Region's decision.

By this letter, we also request to receive notice of decision of the Region of Niagara on OPA 3 and that notice be sent to the undersigned.

Should you have any questions, please do not hesitate to contact me at (416) 585-6910 or by email at Louis.Bitonti@ontario.ca.

Sincerely,



Louis Bitonti, RPP
Senior Planner, Community Planning and Development (West)

Cc. Jackie Van de Valk, OMAFRA

Subject: Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln

Report to: Planning and Economic Development Committee

Report date: Wednesday, July 18, 2018

Recommendations

1. That Official Plan Amendment No. 3 to the Town of Lincoln Official Plan **BE APPROVED** as modified (Attached as Appendix 1 to Report PDS 11-2018) with policy and mapping deferrals as identified in Appendix 2 of this report;
2. That all parties **BE NOTIFIED** of Regional Council's decision in accordance with *Planning Act* requirements; and,
3. That staff **ISSUES** a declaration of final approval of the Official Plan Amendment 20 days after notice of Council's decision has been given, provided that no appeals have been lodged against the decision.

Key Facts

- This report seeks Regional Council's approval of the Prudhommes Secondary Plan (OPA 3), as modified.
- OPA 3 was adopted by the Town of Lincoln Council on April 16th, 2018 and was forwarded to the Region for approval.
- OPA 3 comprises approximately 50 hectares (124 acres) of land along 3 kilometres of Lake Ontario shoreline.
- The Prudhommes Secondary Plan, as modified, provides for a complete and sustainable new community that will offer a range of residential options, commercial opportunities, attractive and accessible open space with a street network that encourages active transportation.
- The Prudhommes Secondary Plan, as modified, is consistent with the Provincial Policy Statement, 2014, and in conformity with Provincial plans and the Regional Official Plan.
- There was extensive public consultation undertaken through the Secondary Plan process including 2 statutory public meetings in accordance with the *Planning Act*.

Financial Considerations

There are no direct financial implications arising from the approval of OPA 3. An appeal of Council's decision would result in the need for resources to support an LPAT hearing. Should there be appeals of Regional Council's decision, a further report on financial implications will be provided.

Analysis

Background:

The Prudhommes Secondary Plan study area is located along Lake Ontario, north of the QEW between Victoria Ave and Jordan Road in the Town of Lincoln. Historically, the area was a tourism recreation destination featuring the Wet'n'Wild Waterpark and other entertainment uses. In more recent years, the Prudhommes study area has sat relatively vacant. The redevelopment of the site will be a significant aesthetic improvement and would positively contribute to the identity of the Town. Its location provides waterfront exposure with natural environment characteristics that will enhance the local tourism industry and recreational opportunities of the area.

In 2006, the Town of Lincoln prepared a Secondary Plan for the Prudhommes area. The Plan provided for a concentration of commercial land uses, supported by a mix of residential housing. Subsequently, the introduction of the new outlet mall in Niagara-on-the-Lake impacted the Regional market and reduced the desire for the scale of commercial development originally proposed in the 2006 Secondary Plan. In addition, the implementation and subsequent updates of Provincial plans had to be considered for this area to address intensification targets and guide corresponding development. As a result, the Town decided to undertake a new Secondary Plan for the Prudhommes area. The Town also expanded the Secondary Plan area from the 2006 plan to include the lands on the east side of Jordan Harbour. The new Prudhommes Secondary Plan comprises approximately 50 hectares of land along 3 kilometres of Lake Ontario shoreline.

Vision and Objectives:

The vision for Prudhommes is to be a successful, diverse, walkable, mixed-use waterfront neighbourhood – adding an exciting and evolving destination within the broader Niagara Region. The Vision is further articulated through policy direction to create:

- i. A central Main Street that terminates at a waterfront park with buildings that front, face, and feature the main street, the waterfront; and views to Lake Ontario;
- ii. A well-designed and connected community of residential neighbourhoods that provide for a range of housing types, mixed-use developments, retail and service commercial uses, office uses, and community facilities;

- iii. A connected system of natural features recognizing the constraints of the Lake Ontario Shoreline, while promoting leadership in sustainability and green building technology;
- iv. A height strategy that includes low-rise buildings at the east and west ends of the site, adjacent to Victoria Shores and other existing residential uses, with a distinct transition in height, getting taller toward the middle of the Secondary Plan Area. The tallest buildings will become landmarks, framing the views to Lake Ontario and Jordan Harbour;
- v. A public open space network that includes a waterfront park that is connected to the existing natural features and the community. Continuous public access along the waterfront shall be provided and will incorporate key connecting links to the planned street network;
- vi. A multi-modal, active transportation network that promotes walking and cycling. The street network will be a highly interconnected network that could include public and private roads that promotes ease of access, orientation, and safety for pedestrian, cyclists, and motor vehicles. Streetscape design will establish a comfortable pedestrian environment; and,
- vii. A transit-ready community where development incorporates opportunities for any future GO Transit, intra-municipal, or other transit system investments. Any transit introduced into the area will be supported by the high quality public realm and appropriate built form.

The Secondary Plan will create a complete, sustainable new community where residents can have the opportunity to live and work in the same place with offerings that will draw visitors to the area to support the local economy. The policies of the Prudhommes Secondary Plan will ensure that development meets the day-to-day needs of residents, offers a range of residential options, appropriately integrates new development with existing development, and accommodates all forms of transportation. The Secondary Plan provides appropriate land use direction to celebrate the Prudhommes area as a landmark and key destination in the Town and Region.

Planning Review

The Prudhommes Secondary Plan has been reviewed against the Provincial and local planning policy framework. This review has been broken into 2 parts (west of Jordan Harbour and east of Jordan Harbour) because planning policy direction differs.

West of Jordan Harbour:

The following policy analysis relates to the consistency and conformity of the lands on the west side of Jordan Harbour in the existing Prudhommes settlement area.

Provincial Policy Statement (PPS), 2014:

The Provincial Policy Statement (PPS) provides direction on matters of Provincial interest related to land use planning and development in Ontario. The PPS recognizes that healthy, liveable and safe communities will achieve long term prosperity, environmental health and social well-being through wisely and efficiently managing land use and development (1.1.1). Settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted (1.1.3.1). Policy 1.1.3.2 requires land use patterns within settlement areas to be based on densities and a mix of land uses that efficiently uses land, resources, infrastructure while promoting active transportation and minimizing negative impacts to the environment. The Prudhommes Secondary Plan is consistent with the PPS.

Growth Plan for the Greater Golden Horseshoe, 2017

The Growth Plan provides high level policy direction for municipalities to build healthy, complete communities through appropriate growth management and intensification. The Growth Plan requires municipalities to provide a diverse and compatible mix of land uses, including residential and employment uses to support vibrant neighbourhoods, active transportation goals and enhanced transit opportunities. The components of the Secondary Plan support the Growth Plan policies, through the efficient use of land and infrastructure, provision of a street network that supports active transportation and the provision of high quality, attractive public spaces.

The Secondary Plan is consistent with the policies that pertain to intensification of settlement areas to accommodate forecasted growth. It encourages a more compact built form that will include a range of employment and housing opportunities while providing an appropriate height transition adjacent to existing development. The guidelines and policies of the Prudhommes Secondary Plan will implement direction from the Growth Plan by introducing varying forms of residential land uses supported by commercial/retail/employment land uses that minimizes reliance on the automobile and supports opportunities for active transportation.

The Growth Plan designates the lands as Greenbelt on Schedule 2: Places to Grow Concept. Through the Regional and local conformity exercise, the lands on the west side of Jordan Harbour are within the Prudhommes settlement area and have been delineated as Built Up Area in both the Region and Town of Lincoln Official Plan.

Regional Planning staff support the Prudhommes Secondary Plan as it generally conforms with the Growth Plan for the Greater Golden Horseshoe, 2017.

Greenbelt Plan, 2017

The Greenbelt Plan informs decision-making to permanently protect against loss and fragmentation of the agricultural land base and the ecological and hydrological features, areas and functions with the plan area. The Prudhommes urban area lands are designated as Towns/Villages on Schedule 1 of the Greenbelt Plan. Towns/Villages have the largest concentrations of population, employment and development. The Prudhommes Secondary Plan, as modified, conforms with the Greenbelt Plan.

Regional Official Plan, 2015

The Niagara Region Official Plan (ROP) includes growth management policies which direct a significant portion of future growth and development to the Built-up Area through intensification. In particular objective 4.A.1.6 of the ROP states “Build compact, mixed use, transit supportive, active transportation friendly communities in the Built-up Area and in Designated Greenfield Areas.”

The Regional Official Plan policies encourage and promote the development of a framework for complete communities all across Niagara, including a diverse mix of land uses, a range of local employment opportunities and housing types, high quality public open spaces, and easy access to local stores and services via automobile, transit and active transportation. The Secondary Plan policies support and direct the area to develop as a sustainable, vibrant, complete community by encouraging mixed and integrated land uses and promoting development that is compact, transit supportive and provides for active transportation. Therefore Secondary Plan is consistent with the intent of the Regional Official Plan.

The lands on the west side of Jordan Harbour are designated as Built Up Area on Schedule A – Regional Structure of the Regional Official Plan. The Town has been assigned an intensification target of 40% per Niagara 2031. Accordingly, a minimum of 40% of all residential development occurring in the Town will be directed to the Built-up Area until the land needs assessment is completed for 2041 and the new Regional Official Plan has been approved. The draft Niagara 2041 Phase 3 population and employment allocations propose an intensification rate of 80% for the Town of Lincoln. The redevelopment of the Prudhommes Secondary Plan area for a dense, mixed use community with a variety of housing choices will assist the Town in meeting and exceeding this interim and proposed new intensification target.

Town of Lincoln Official Plan

The lands on the west side of Jordan Harbour are currently within the existing Prudhommes Urban Area and designated as Built Up Area. The Secondary Plan provides appropriate policy direction to implement a complete, compact and sustainable new community. The policies support a variety of land uses and housing types, the

efficient use of land for mixed-use development, a provision for active and passive recreation space, walkable streets and high quality urban design. The Secondary Plan is consistent with the Town's Official Plan.

East of Jordan Harbour:

The following policy analysis relates to the consistency and conformity of the lands on the east side of Jordan Harbour in the existing Prudhommes settlement area. The Region has reviewed the Greenbelt Plan, the Growth Plan for the Greater Golden Horseshoe and the local planning framework as it relates to the Secondary Plan lands on the east side of Jordan Harbour.

Lands east of Jordan Harbour (as shown on Schedule B5-3 of the Secondary Plan) are designated as Niagara Peninsula Tender Fruit and Grape Area ('Specialty Crop') on Schedule 2 and as Protected Countryside on Schedule 1 within the Greenbelt Plan, 2017. The applicable policies of the Specialty Crop Area require protection of these areas while allowing and promoting agricultural uses and activities. It requires provision of the appropriate flexibility to allow for agricultural, agriculture-related and on-farm diversified uses, normal farm practices and an evolving agricultural and rural economy. As such, development resulting in land uses that are not in line with the above are not permitted. The Specialty Crop designation permits existing non-agricultural uses to continue and expand subject to the policies of 4.5 of the Greenbelt Plan, 2017.

In addition to the information above, it should be noted that the previous Greenbelt Plan, 2005, inconsistently designated the lands. Schedule 1 designated the lands as Hamlet and Schedule 2 designated the lands Niagara Peninsula Tender Fruit and Grape Area ('Specialty Crop').

The Growth Secretariat issued Built Boundary Mapping in 2008 to accompany the Growth Plan, 2006. The accompanying Built Boundary mapping delineated built up areas in accordance with the policies of the Growth Plan. The lands on both the east and west sides of the Jordan Harbour were identified on the Niagara Built Boundary Map as "Undelineated Built Up Area." Undelineated built-up areas are defined as smaller, unserviced or partially-serviced settlement areas, which have limited capacity to accommodate significant future growth, and are represented with dots rather than with a defined area and edge. These settlement areas are typically small towns and hamlets. This notation would reinforce the recognition that the east of Jordan Harbour is not considered Speciality Crop Area.

In regard to the Regional Official Plan, the lands on the east side of Jordan Harbour are currently designated as Protected Countryside on Schedule A - Regional Structure and Unique Agricultural Area on Schedule B - Agricultural Land Base of the Regional Official Plan. As noted, lands within in this designation contain existing, long established commercial and industrial operations.

The Town of Lincoln Official Plan designates the lands as Agricultural Area on Schedule A – Land Use Plan and Specialty Agricultural Designation on Schedule A1 – Land Use Plan. The east side of Jordan Harbour is considered to be outside the urban boundary of Prudhommes.

Following the adoption of the Prudhommes Secondary Plan by Lincoln’s Town Council, the Secondary Plan was forwarded to the Ministry of Municipal Affairs for review and comment. The Ministry of Municipal Affairs (MMA), in consultation with the Ministry of Agriculture, Food and Rural Affairs, reviewed the Secondary Plan and provided comments in light of the Provincial planning documents. This letter is included as Appendix 3. MMA is supportive of the Town preparing the new Secondary Plan as it applies to lands within the current urban boundary. However, the majority of their comments focus on the lands east side of Jordan Harbour as they are within the Specialty Crop Area of the Greenbelt Plan. The comments recommend that the land on the east side of Jordan Harbour be deleted from the Secondary Plan.

Regional Planning staff have reviewed these comments and recommend that the decision for the east side of Jordan Harbour be deferred, not deleted. Notwithstanding the current Greenbelt designation, there are existing, established commercial uses and industrial operations on these lands as confirmed through aerial photography (Beacon Hotel is shown on 1965 aerial photography). In addition, through the Coordinated (Provincial) Plan Review, the Regional Planning staff supported and encouraged the removal of the land shown east of Jordan Harbour from a Specialty Crop Area designation. It is the Region’s position that the Prudhommes lands have not been accurately ground-truthed and as a result, have been identified as Specialty Crop Area erroneously. These lands are currently developed with non-agricultural uses and it is extremely unlikely that these lands will return to agricultural production. Further to this point, there is existing zoning that permits non-agricultural uses. The Region and the Town recognize these lands as developed and support the redevelopment of already disturbed lands to accommodate growth so that true specialty crop lands in the Town will be protected.

Therefore, the Region is recommending the following deferral wording:

“The land-use designations for lands on the east side of Jordan Harbour as shown on Schedule ‘B5-3’, shall be deferred until such time as:

- *Specialty Crop Guidelines (per the definition of Specialty Crop Areas in the Greenbelt Plan, Growth Plan for the Greater Golden Horseshoe and Provincial Policy Statement) are approved;*
- *The lands subject to this deferral are evaluated against the Specialty Crop Guidelines; and*
- *In the interim, the existing uses and expansions thereto are permitted as currently recognized in the existing zoning permissions.”*

The above deferral provides direction for additional detailed review of the Specialty Crop Area designation in the Prudhommes study area to determine the capability of these lands to support agriculture. Regional Planning Staff support and recommend this deferral approach as a reasonable solution.

Consultation

The Town undertook an extensive consultation program undertaken throughout the Secondary Plan process that informed the creation of the vision, objections, policies and land use plan. A design charrette, public information centres and stakeholder consultations were undertaken between September 2016 and March 2017. Two formal statutory public meetings were held before the Town's Planning Committee on January 8 and January 9, 2018. A summary of concerns are identified and addressed in the Town's Planning Report PL-18-19 (Appendix 5 to this Report).

Throughout the Secondary Plan process, two major issues were raised by the neighbouring residents. The first issue was the road access from the Prudhommes area to the Victoria Shores neighbourhood (located immediately west of the plan area). This issue was addressed by Town staff through policy that permitted pedestrian, cyclist and emergency access only and prohibits vehicular traffic via road design. The second issue was building heights. The Secondary Plan permits low rise residential development immediately adjacent to the existing Victoria Shores residents with a transitional height strategy moving toward taller buildings closer to the harbour. The 2.5 storey height limitation coupled with the building setbacks and open space channel running between the plan area and the existing development adequately addresses the height concern.

Following the adoption of the Secondary Plan by the Town of Lincoln, Regional staff received three pieces of correspondence. This correspondence has been included as Appendix 4 to this report.

Correspondence 1:

A resident of Victoria Shores, provided comments regarding the building height for the Vineland Manufacturing property and the impact it will have on views, traffic and the environment. Regional Planning staff recommend Modification 50 to the Secondary Plan to address this concern. The suggested wording provides direction for additional sun/shadow study and urban design direction to mitigate any negative impacts to surrounding properties. The applicant would be required to submit these specific studies to demonstration compatibility as well as any other requested studies as part of a complete application for a development proposal.

Correspondence 2:

Losani Homes also submitted a letter indicating their concerns regarding the approval of the Secondary Plan and the impact it may have on Regional Development Charges (DC). Losani Homes requests consideration for a Special Area component for the DC By-law for the Prudhommes area. The infrastructure requirements to fund the development of the Secondary Plan area were identified through the Master Servicing Plan that was recently approved by Regional Council as well as the Regional DC By-law. Through the Development Charges Background Study that was undertaken in 2017, the Region reviewed its ability to include area rated charges for recovery of costs in specific areas. For a number of reasons, including services that are serving a broader public and the equitable division of costs associated with growth, the study recommended that DCs continue to be calculated on a uniform Region wide basis for all services except water and wastewater which would continue to be calculated on an urban-wide basis. Therefore Region does not have area specific charges and is not considering implementing them for this project.

Correspondence 3:

IBI Group, on behalf of a landowner, provided correspondence requesting consideration of a building height increase for his property on the very eastern limit of the Secondary Plan, north of the North Service Road. A proposed concept and planning justification for the increased height was provided by IBI Group. The Secondary Plan, as adopted, permits a building height for this property of 2.5 storeys; however, the mid-rise residential land use designation permits various forms of townhouses and apartments. The building height permission and the land use designation appear to be inconsistent. The request can be supported as it provides a more efficient use of the land and the new building height would be more consistent with the permitted uses in the land use designation. It is important to note that although Regional staff are supporting this modification, these lands are within the area that is recommended for deferral.

Modifications

The Region is proposing 97 modifications to the Prudhommes Secondary Plan (OPA 3). The recommended modifications are referenced throughout the Secondary Plan attached as Appendix 1. The majority of these modifications are text adjustments or technical in nature.

Modification 42 adds a policy to direct enhanced design features and building materials for development along the North Service Road which can be viewed from the QEW.

As noted previously in the report, Modification 50 was added to address comments received and reinforce the study requirements for compatible development of the Vineland Manufacturing site.

Modifications 71, 81, 82, 88, 91 and 93 are related to the deferral of the east side of Jordan Harbour as referenced previously in the report. This deferral is also outlined in Appendix 2.

Regional staff provided the list of modifications to Town staff for review. Town staff provided their input and support for the modifications and deferral wording.

Conclusion

The Region has worked collaboratively with the Town to create a Secondary Plan that will provide the foundation for a strong, healthy, balanced and prosperous new community. The Prudhommes Secondary Plan contains policies that support and encourage this goal through a range and mix of land uses and built form types, the protection and integration natural heritage resources, opportunities for transit supportive development and active transportation, and the development of complete, well-designed neighbourhoods.

Alternatives Reviewed

Council may choose not to approve OPA 3. This approach is not recommended as Regional staff have worked collaboratively with the Town in the creation of the Secondary Plan. The Secondary Plan reflects input from public agencies, stakeholders, the public and Regional staff.

Council may choose to approve without modifications and deferrals. This approach is not recommended as a portion of the Secondary Plan is not in conformity with current Provincial policy.

Relationship to Council Strategic Priorities

Approval of OPA 3 supports Regional Council's strategic priorities of moving people and goods; building a labour ready workforce; fostering innovation, investment, and entrepreneurship; positioning Niagara globally; and, doing business differently. The Amendment supports the performance indicators for growth; employment investment; and, efficient use of infrastructure.

Other Pertinent Reports

The Town of Lincoln Planning Report (PL-18-19) has been attached for information (Appendix 5).

Prepared by:

Kirsten McCauley, MCIP, RPP
Senior Planner, Secondary Plans
Planning and Development Services

Recommended by:

Rino Mostacci, MCIP, RPP
Commissioner
Planning and Development Services

Submitted by:

Carmen D'Angelo, BSc, MPA
Chief Administrative Officer

This report was prepared in consultation with Tom Villella, Manager of Special Projects, and reviewed by Doug Giles, Director of Community and Long Range Planning.

Appendices

- Appendix 1 Prudhommes Secondary Plan Official Plan Amendment No. 3 to the Town of Lincoln Official Plan (with proposed modifications)
- Appendix 2 Modifications and Deferral
- Appendix 3 Letter from the Ministry of Municipal Affairs
- Appendix 4 Correspondence
- Appendix 5 Town of Lincoln Planning Report PL-18-19

APPENDIX D

THE REGIONAL MUNICIPALITY OF NIAGARA PLANNING & ECONOMIC DEVELOPMENT COMMITTEE MINUTES

PEDC 10-2018
Wednesday, July 18, 2018
Council Chamber
Niagara Region Headquarters, Campbell West
1815 Sir Isaac Brock Way, Thorold, ON

Committee: Annunziata, Augustyn, Baty, Caslin, Easton, Heit, Hodgson, Luciani, Maloney, Marshall, Maves, Timms, Volpatti (Committee Chair)

Absent/Regrets: Campion, Dart (Committee Vice Chair), Edgar, Joyner, Petrowski, Quirk

Staff: C. Carter, General Manager, B. Dick, Acting Manager, Community Planning, J. Gilston, Legislative Coordinator, D. Heyworth, Official Plan Policy Consultant, V. Kuhns, Acting Director, Economic Development, P. Lambert, Associate Director, Infrastructure Planning & Development Engineering, K. McCauley, Senior Planner, Secondary Plans, T. McKinnon, Deputy Regional Clerk, R. Mostacci, Commissioner, Planning & Development Services, S. Norman, Senior Planner, A.-M. Norio, Acting Regional Clerk, L. Savage, Planner, R. Tripp, Acting Chief Administrative Officer/Commissioner, Public Works, T. Villella, Manager, Special Projects

1. **CALL TO ORDER**

Committee Chair Volpatti called the meeting to order at 1:15 p.m.

Rino Mostacci, Commissioner, Planning and Development Services, introduced new staff members John Whyte, Development Industry Consultant, Alex Pasquini, Development Planner, and Adele Labbe, Senior Environmental Planner to the Committee.

Moved by Councillor Easton
Seconded by Councillor Baty

That the order of the agenda **BE AMENDED** to consider Correspondence Item PDS-C 33-2018 (Agenda Item 6.4) prior to the consideration of Report PDS 11-2018 (Agenda Item 5.1).

Carried

2. DISCLOSURES OF PECUNIARY INTEREST

There were no disclosures of pecuniary interest.

3. PRESENTATIONS

3.1. Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln

Kirsten McCauley, Senior Planner, Secondary Plans, appeared before the Committee to provide information respecting Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln. Topics of the presentation included:

- Details of the Plan area
- The objectives of the Secondary Plan
- The constraints to the Plan

A copy of the presentation has been attached to these minutes.

4. DELEGATIONS

4.1 PDS 11-2018 Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln (Agenda Item 5.1)

4.1.1 John Ariens, IBI Group

John Ariens, IBI Group, appeared before the Committee on behalf of FBH Group in support of the Prudhommes Secondary Plan, and provided a presentation with concept drawings of the plan area.

4.1.2 Ted Gillespie, President, Victoria Shores Homeowners Association

Ted Gillespie, President, Victoria Shores Homeowners Association, appeared before the Committee in support of the Prudhommes Secondary Plan, but expressed his concerns respecting the expansion of the Laurie Pumping Station, the rezoning on the Court Industries site to a 10 storey multi-use facility, the construction of townhomes in an environmentally sensitive area, and the traffic flow on Victoria Avenue from the QEW interchange.

6. **CONSENT ITEMS FOR INFORMATION**

6.4 **PDS-C 33-2018**

Addendum to Report PDS 11-2018 - Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln

Moved by Councillor Marshall
Seconded by Councillor Luciani

That Correspondence Item PDS-C 33-2018, being a memorandum from R. Mostacci, Commissioner, Planning and Development Services, dated July 18, 2018, respecting Addendum to Report PDS 11-2018, Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln, **BE RECEIVED** for information.

Carried

5. **ITEMS FOR CONSIDERATION**

5.1 **PDS 11-2018**

Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln

Moved by Councillor Easton
Seconded by Councillor Hodgson

That Report PDS 11-2018, dated July 18, 2018, respecting Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That Official Plan Amendment No. 3 to the Town of Lincoln Official Plan **BE APPROVED** as modified (Attached as Appendix 1 to Report PDS 11-2018) with policy and mapping deferrals as identified in Appendix 2 of this report;
2. That all parties **BE NOTIFIED** of Regional Council's decision in accordance with Planning Act requirements;
3. That staff **ISSUES** a declaration of final approval of the Official Plan Amendment 20 days after notice of Council's decision has been given, provided that no appeals have been lodged against the decision;

4. That the deferral wording related to Modification 71, 81 and 82, as outlined in Report PDS 11-2018, **BE REPLACED** with the following:

“The land use designations for lands on the east side of Jordan Harbour as shown on Schedule ‘B5-3’ shall be deferred until such time as conformity to the Greenbelt Plan is achieved by either a Greenbelt Plan amendment to policy or mapping, or the development and application of guidelines approved by the Province, in order to improve the relevance of the Greenbelt Plan policies.

In the interim, the existing uses, and expansions thereto, are permitted as currently recognized in the existing zoning permissions and subject to the Greenbelt Plan.”; and,

5. That staff **BE AUTHORIZED** to initiate a study in consultation with the Province aimed at developing Specialty Crop Guidelines, in order to provide guidance with respect to land-use designations and development potential for certain lands within the Greenbelt Plan area.

The following friendly **amendment** was accepted by the Committee Chair, and the mover and seconder of the motion, to remove Clause 5 of the motion as follows:

5. ~~That staff **BE AUTHORIZED** to initiate a study in consultation with the Province aimed at developing Specialty Crop Guidelines, in order to provide guidance with respect to land-use designations and development potential for certain lands within the Greenbelt Plan area.~~

The Committee Chair called the vote on the motion, as amended, as follows:

That Report PDS 11-2018, dated July 18, 2018, respecting Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That Official Plan Amendment No. 3 to the Town of Lincoln Official Plan **BE APPROVED** as modified (Attached as Appendix 1 to Report PDS 11-2018) with policy and mapping deferrals as identified in Appendix 2 of this report;
2. That all parties **BE NOTIFIED** of Regional Council’s decision in accordance with Planning Act requirements;

3. That staff **ISSUES** a declaration of final approval of the Official Plan Amendment 20 days after notice of Council's decision has been given, provided that no appeals have been lodged against the decision; and,
4. That the deferral wording related to Modification 71, 81 and 82, as outlined in Report PDS 11-2018, **BE REPLACED** with the following:

"The land use designations for lands on the east side of Jordan Harbour as shown on Schedule 'B5-3' shall be deferred until such time as conformity to the Greenbelt Plan is achieved by either a Greenbelt Plan amendment to policy or mapping, or the development and application of guidelines approved by the Province, in order to improve the relevance of the Greenbelt Plan policies.

In the interim, the existing uses, and expansions thereto, are permitted as currently recognized in the existing zoning permissions and subject to the Greenbelt Plan."

Recorded Vote:

Yes (13): Annunziata, Augustyn, Baty, Caslin, Easton, Heit, Hodgson, Luciani, Maloney, Marshall, Maves, Timms, Volpatti.

No (0).

Carried

5.2 PDS 30-2018

Official Plan Amendment No. 4 (OPA 4) - Beamsville GO Transit Station Secondary Plan – Town of Lincoln

Patrick Kennedy, Dillon Consulting, and Alex Morrison, Planner, provided information respecting Official Plan Amendment No. 4 (OPA 4) - Beamsville GO Transit Station Secondary Plan – Town of Lincoln. Topics of the presentation included:

- The purpose of the secondary plan
- The Beamsville GO Transit Station Secondary Plan Amendment process
- Highlights of the public engagement
- Overview of the Region's modifications to the amendment
- Next steps

Moved by Councillor Easton
Seconded by Councillor Baty

That Report PDS 30-2018, dated July 18, 2018, respecting Official Plan Amendment No. 4 (OPA 4) - Beamsville GO Transit Station Secondary Plan – Town of Lincoln, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That Official Plan Amendment No. 4 (OPA 4) to the Town of Lincoln Official Plan **BE APPROVED** as modified in Appendix 1 of Report PDS 30-2018;
2. That all parties **BE NOTIFIED** of Regional Council's decision on this application in accordance with Planning Act requirements; and,
3. That staff **ISSUES** a declaration of final approval of the Amendment 20 days after notice of Council's decision has been given provided that no appeals have been lodged against the decision.

Carried

5.3 ED 7-2018

Q2 Economic Development Quarterly Report

Moved by Councillor Maves
Seconded by Councillor Timms

That Report ED 7-2018, dated July 18, 2018, respecting Q2 Economic Development Quarterly Update, **BE RECEIVED** for information.

Carried

5.4 ED 8-2018

Premier Industrial-Commercial Development Inventory and Premier Site Program Report

This item was removed from the agenda and will be brought to the Regional Council meeting being held on July 26, 2018.

6. CONSENT ITEMS FOR INFORMATION

6.1 PDS-C 25-2018

Civic Park (International Plaza) Final Design

Vanessa Aykroyd, Landscape Architect, provided information respecting Civic Park (International Plaza) Final Design. Topics of the presentation included:

- Details of the Regional Headquarters Campus Master Plan
- Concept drawings for Civic Park, Orchard Plaza, International Plaza, the Courtyard, and gardens
- Details of the SITES Certification system

Moved by Councillor Maves

Seconded by Councillor Marshall

That the following items **BE RECEIVED** for information:

PDS-C 25-2018

Civic Park (International Plaza) Final Design

PDS-C 31-2018

Glendale Niagara District Plan Visioning Update

PDS-C 32-2018

Differences Between Secondary Plans, Community Plans and Private Initiated Official Plan Amendments

PDS-C 34-2018

A letter from P. Brown, Partner, CB Land Management Inc., dated July 12, 2018, respecting Official Plan Amendment No. 3, Prudhommes Secondary Plan, Town of Lincoln

PDS-C 35-2018

A letter from P. Brown, Partner, CB Land Management Inc., dated June 11, 2018, respecting Town of Lincoln Development Charges Background Study - May 17, 2018

Carried

Councillor Information Request(s):

Review the potential for recognizing members of the public in the Civic Park's gardens. Councillor Annunziata.

7. OTHER BUSINESS

7.1 Marijuana Grow Operations

Rino Mostacci, Commissioner, Planning and Development Services, addressed the concerns raised at the Public Health and Social Services Committee on July 18, 2018 respecting marijuana crops in greenhouses within the Region. Mr. Mostacci advised that as it was a local planning matter, he would address it at the upcoming area planners meeting and provide an update at the Planning and Economic Development Committee meeting being held on September 5, 2018.

7.2 Prudhommes Secondary Plan

Moved by Councillor Annunziata
Seconded by Councillor Maves

1. That, for the reasons outlined in Policy 3.1.15.2.11 of the Prudhommes Secondary Plan, Official Plan Amendment 3, the Region of Niagara respectfully **REQUESTS** the Minister of Municipal Affairs and Housing amend the *Greenbelt Plan, 2017*, to remove the Specialty Crop Area designation on the east side of Jordan Harbour (as seen on Schedule B5-3) in the Town of Lincoln; and,
2. That staff **BE AUTHORIZED** to initiate a study in consultation with the Province aimed at developing Specialty Crop Guidelines, in order to provide guidance with respect to land-use designations and development potential for certain lands within the Greenbelt Plan area.

Carried

7.3 Employment Lands

Councillor Timms requested information respecting the process and timelines for assessing employment lands in the Region, and who has the final authority to determine employment land areas. Rino Mostacci, Commissioner, Planning and Development Services, advised that in accordance with the Employment Land Strategy, local area municipal employment lands must align with the Region's plans. He noted that the Region was currently reviewing employment lands with local area municipalities for the Official Plan.

7.4 Greater Niagara Circle Route Committee and Waterfront Trails

Councillor Baty requested the status of the Greater Niagara Circle Route Committee, details of the trails that utilized funding from the Public Realm Investment and Waterfront Investment Programs, and information pertaining to the status of the infrastructure program that funds waterfront trails. Rino Mostacci, Commissioner, Planning and Development Services, advised that he would provide a response to these matters at the Planning and Economic Development Committee meeting being held on September 5, 2018.

7.5 Release of Greater Niagara Circle Route Reserve Funds

Councillor Timms requested an update respecting the motion passed at the Regional Council meeting held on June 14, 2018 respecting the release of funds from the Greater Niagara Circle Route reserve fund. Rino Mostacci, Commissioner, Planning and Development Services, advised that staff have met to discuss the matter and will provide a response to the Public Works Committee on September 4, 2018.

8. **CLOSED SESSION**

There were no closed session items.

9. **NEXT MEETING**

The next meeting will be held on Wednesday, September 5, 2018, at 1:00 p.m. in the Council Chamber, Regional Headquarters.

10. **ADJOURNMENT**

There being no further business, the meeting adjourned at 3:49 p.m.

Councillor Volpatti
Committee Chair

Jonathan Gilston
Legislative Coordinator

Ann-Marie Norio
Acting Regional Clerk



APPENDIX E

4800 SOUTH SERVICE RD
BEAMSVILLE, ON L0R 1B1

905-563-8205

December 20, 2018

Neal DeRuyter
MHBC Planning, Urban Design & Landscape Architecture
540 Bingemans Centre, Suite 200
Kitchener ON N2B 3X9

Dear Mr. DeRuyter:

**Re: Removal of Specialty Crop Area Mapping
Ramada Beacon Hotel, 2777 & 2793 North Service Rd. (Beacon Boulevard)**

The above noted properties are zoned Recreational Commercial (RC), (RC-1) and Environmental Conservation (EC) according to Town of Lincoln Zoning By-law No. 93-14-Z1, as amended. The Town of Lincoln Council adopted Zoning By-law No. 93-14-Z1, as amended on February 15, 1993. The uses on the lands have been in existence prior to the Town's 1993 Zoning By-law. The permitted uses include restaurants, hotels and retail uses.

The lands are also designated as High Rise Residential, Mixed Use, Marina and Natural Environment in the Prudhommes Secondary Plan. The Secondary Plan was approved by Town Council on April 16, 2018 and approved by Regional Council on July 26, 2018. The lands are also identified as a Special Policy Area in the Secondary Plan. The Special Policy Area contains the policies outlined below. The Special Policy Area is currently deferred pending the removal of the Specialty Crop designation in the Greenbelt Plan.

“3.1.15.2.11 SPECIAL POLICY AREA

- a) Notwithstanding the current designation in the Greenbelt Plan the lands identified on Schedule 'B5-3' – Constraints are shown as a Special Policy Area on Schedule A Land use to the Prudhommes Secondary Plan. These lands shall be permitted to continue their existing uses or redevelop in accordance with the uses permitted in the Secondary Plan for the following reasons:
 - i. The lands are currently fully developed with non-agricultural uses and have been for decades and there is no opportunity for these lands to be returned to agricultural purposes.
 - ii. The lands are identified as an Undelineated Built Up Area in the Growth Plan for the Greater Golden Horseshoe. Therefore, through this

December 20, 2018

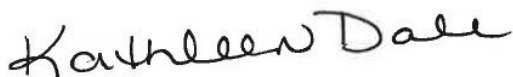
identification, these lands are recognized as a cluster of non-agricultural settlement uses.

- iii. The Region and the Town recognize these lands as developed and support the redevelopment of already developed lands to accommodate growth so that true specialty crop lands in the Town will be protected.
 - iv. The lands are already serviced with municipal services and are adjacent to a serviced urban area.
 - v. The lands are already zoned for non-agricultural uses.
 - vi. The entirety of the Secondary Plan area supports the development of a complete community and celebrates the area as a landmarked and key destination in the Region and the Town.
- b) Therefore, the land use direction set out in the Secondary Plan establishes appropriate redevelopment opportunities and efficient use of serviced land with no potential to return to agricultural uses. Applicable land use policies of the Secondary Plan shall apply.
- c) The Town encourages the Province in their next review of the Greenbelt Plan to remove these lands from the Specialty Crop – Niagara Tender Fruit and Grape Area designation to support the expansion of the Prudhommes Urban Boundary as identified in the Regional Official Plan.”

The new Secondary Plan encourages and support the creation of a complete, sustainable community that provides a mix and range of employment, commercial, and residential land uses including a diverse range of housing options, local services and community infrastructure, as well as the design of attractive and accessible public spaces that prioritize the pedestrian experience while protecting the natural environment. The new Plan will ensure that development in the area meets the day-to-day needs of residents, integrates exiting and new development, accommodates all forms of transportation and accommodates Provincial growth targets through a generally compact build form.

The lands are not used for agricultural purpose and have historically been used as a hotel and marina. Therefore, Town Staff are in support of the request to the Province by the landowners to remove the lands from the specialty crop area. As such, the lands if removed, would be a part of a complete and sustainable community as envisioned by the secondary plan.

Regards,



Kathleen Dale MCIP, RPP
Director of Planning & Development

December 20, 2018

Email and Letter

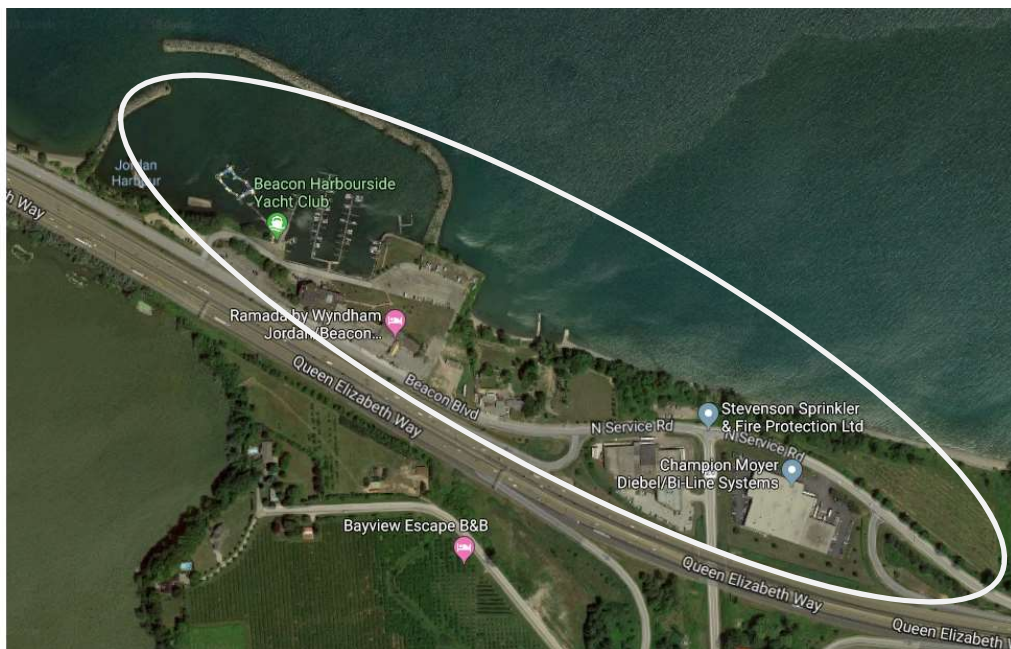
The Honourable Minister Steve Clark
College Park
17th Flr, 777 Bay St
Toronto, ON M5G 2E5
minister.mah@ontario.ca

Dear Minister Clark,

**RE: Greenbelt Plan Specialty Crop Designation – East Side of Jordan Harbour,
Town of Lincoln, Regional Municipality of Niagara**

Niagara Region Council passed a motion on July 26, 2018, respectfully requesting that the Minister of Municipal Affairs and Housing amend the Greenbelt Plan, 2017, to remove the Specialty Crop Area designation on the east side of Jordan Harbour in the Town of Lincoln (per the Prudhommes Secondary Plan).

The Town of Lincoln, in collaboration with Niagara Region, approved a Secondary Plan for the Prudhommes area in July, 2018. This area is seen as an important node for growth and economic prosperity both for the Town and the Region. The Prudhommes area is featured prominently along the Queen Elizabeth Way on both sides of Jordan Harbour. This Secondary Plan provides an exciting opportunity to redevelop and transform this area of the Region and act as a gateway into Niagara from the GTA.



Unfortunately the Secondary Plan cannot be fully realized as the narrow strip of developed lands on the east side of Jordan Harbour, north of the Queen Elizabeth Way was erroneously designated as part of the Niagara Peninsula Tender Fruit and Grape Area (Specialty Crop) system of the Greenbelt Plan. Niagara Region Council therefore deferred the land uses on the east side of Jordan Harbour due to this conformity issue. As you are likely aware, this area is already almost completely developed with a range of commercial uses including a hotel complex, a marina and warehouses.

The Secondary Plan presents the following rationale for these lands to be permitted to continue their existing urban uses or redevelop in accordance with the urban uses permitted in the Secondary Plan:

- i. The lands are currently fully developed with non-agricultural uses and have been for decades (hotel, restaurant and conference centre), and there is no opportunity for these lands to be returned to agricultural purposes.
- ii. The lands are identified as an “*Undelineated Built Up Area*” in the Growth Plan for the Greater Golden Horseshoe. Therefore, through this identification, these lands are recognized as a cluster of non-agricultural settlement uses.
- iii. The Region and the Town recognize these lands as developed and support the redevelopment of already developed lands to accommodate growth so that true specialty crop lands will be protected.
- iv. The lands are already serviced with municipal services and are adjacent to a serviced urban area.
- v. The lands are already zoned for non-agricultural uses.
- vi. The entirety of the Secondary Plan area supports the development of a complete community and celebrates the area as a landmark and key destination in the Region and the Town.

The land use direction set out in the Secondary Plan establishes appropriate urban redevelopment opportunities and the efficient use of serviced land that has no potential to return to agricultural uses.

For reference, this is not the first request to remove these lands from the Greenbelt Specialty Crop Designation. The Region and the Town made the request formally, through the most recent Coordinated Plan Review (CPR), citing the existing, long established serviced commercial uses and industrial operations on these lands (confirmed through aerial photography as early as 1965). The Coordinated Plan Review process did not address this request and no response or rationale has been provided.

It is the Region’s position that location of the lands between the lake and the Queen Elizabeth Way, the developed nature of the lands and the fact that the lands are not

capable of returning to agricultural production demonstrate that they are not Special Crop Lands and should be removed from this designation. Niagara Region once again respectfully requests that this error be corrected so that the Prudhommes Secondary Plan area can achieve its full potential.

If you have any questions or wish to discuss this matter further, please contact myself or Kirsten McCauley, Senior Planner – Secondary Plans, at 905-980-6000 ext 3532 or Kirsten.mccauley@niagararegion.ca.

Respectfully,

Rino Mostacci, MCIP, RPP
Commissioner of Planning and Development Services

CC: Honourable Minister Ernie Hardeman (email only)
Kathleen Dale, Director of Planning, Town of Lincoln (email only)
Aly Alibhai, Regional Director, Municipal Affairs and Housing (email only)
Mayor Easton, Town of Lincoln (email only)
Regional Chair Jim Bradley, Niagara Region (email only)

Appendix 1: Schedule B1 – Land Use Plan for the Prudhommes Secondary Plan
Appendix 2: Memorandum of background information to support the request



Memorandum

Date: December 3, 2018

The Region has undertaken a review of the Greenbelt Plan, the Growth Plan for the Greater Golden Horseshoe and the local planning framework as it relates to the Secondary Plan lands on the east side of Jordan Harbour.

Greenbelt Plan, 2005:

The original Greenbelt Plan (2005) Schedule 1: Greenbelt Plan Area designated the lands on the west side of Jordan Harbour as Towns and Villages. The Greenbelt Plan, 2005, also provided a Hamlet dot representing the east side of Jordan Harbour. This is further reflected on Greenbelt Plan, 2005, Appendix 2 Schematic showing settlements within the Greenbelt Area.

Schedule 1: Greenbelt Plan Area, 2005



Appendix 2: Schematic showing settlements within the Greenbelt Area, 2005



However, Greenbelt Plan, 2005, Schedule 2 Niagara Peninsula Tender Fruit and Grape Area (Specialty Crop) inconsistently designated this area as Tender Fruit and Grape Lands.



Greenbelt Plan, 2017:

Without any explanation, the updated Greenbelt Plan (2017) has removed the Hamlet designation and shown the lands on the east side of the harbour as Protected Countryside on Schedule 1, and Niagara Peninsula Tender Fruit and Grape Area (Specialty Crop) on Schedule 2. The specialty crop area designation recognizes existing uses that were established prior to December 16, 2004.

The Greenbelt Plan, 2017, contains Policy 3.1.2.2 which permits non-agricultural use subject to the policies of sections 4.2 to 4.6. These non-agricultural uses are generally discouraged in specialty crop areas and may only be permitted after the completion of an agricultural impact assessment. Further Policy 4.5.4 states that expansions to existing buildings and structures, accessory structures and uses and/or conversions of legally existing uses which bring the use more into conformity with this Plan are permitted subject to a demonstration of the following:

- a) Notwithstanding section 4.2.2.2, new municipal services are not required; and
- b) The use does not expand into key natural heritage features or key hydrologic features or their associated vegetation protection zones, unless there is no other alternative, in which case any expansion shall be limited in scope and kept within close geographical proximity to the existing structure.

Growth Plan, 2006 and 2017:

The Growth Plan for the Greater Golden Horseshoe, 2006 and 2017, designates the lands as Greenbelt on Schedule 2: Places to Grow Concept.



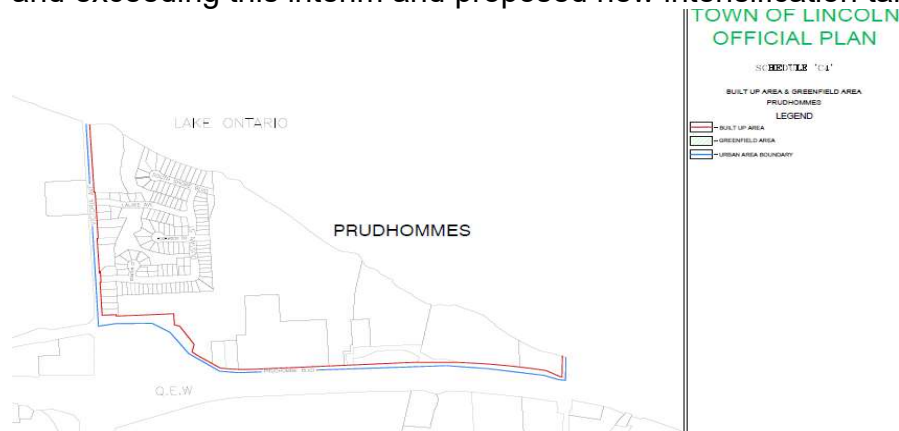
Further to the Growth Plan, 2006, the Province released Built Boundary Maps in 2008 demonstrating delineated and undelineated Built-Up Areas. On the Niagara Built Boundary Map, 2008, the Prudhommes area on each side of the Jordan Harbour is shown as undelineated Built-Up Area. To date, the Province has not updated the 2008 built boundary mapping. The inclusion of an undelineated built-up area would indicate that the Province recognizes there are non-agricultural uses on the east side of Jordan Harbour.



Town of Lincoln Official Plan:

The Town of Lincoln recently approved a new Official Plan and designated the entire Prudhommes Urban Area (west of Jordan Harbour) as Built Up Area in Schedule C-4 of the Official Plan (see below). This designation was accepted by Provincial staff and recently approved by Regional Council in 2016. The Town of Lincoln in the Niagara 2031 growth management work (implemented through RPPA 2-2009) was assigned an intensification target of 40%. The Growth Plan's policy 2.2.2.3 for delineated Built-up Areas states that "until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained within each upper- and single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply." Until the next MCR and new Regional Official Plan are complete a minimum of 40% of all residential development occurring in the Town of Lincoln will need to be located in the built boundary. The draft MCR Phase 3 population and employment allocations

(not endorsed by Regional Council) had a proposed intensification rate of 80% for the Town of Lincoln. The redevelopment of the Prudhommes site for a dense, mixed use community with a variety of housing choices will assist the Town of Lincoln in meeting and exceeding this interim and proposed new intensification target.



The lands on the east side of the harbour are outside the urban boundary and are designated Specialty Agricultural (white) and Environmental Conservation Area (blue).



The existing uses on the east side of Jordan Harbour were established prior to 2004 (as early as 1965). This has been confirmed through aerial photography.

Current Zoning Provisions:

The Zoning By-law provides urban land use direction for properties within the study area. The Beacon Harbourside Resort is zoned Recreation Commercial (RC) and RC-1 (the exception to recognize the erosion limit). The RC zone permits a number of non-farm uses including hotel/motel, place of entertainment and casino. The RC zone permits building heights of approximately 10 storeys (35m) for hotel/motel and casino uses.

The existing employment uses of Moyer Diebel and Avondale are zoned Prestige Industrial PI-1 and PI-2. Both zoning exceptions restrict manufacturing uses that require water in its operation while the PI-1 also has a specific minimum yard setback and parking

location. The Prestige Industrial zone range of uses and allows for building heights of 4-6 storeys (17-22m) depending on use.

The remainder of the land within the Secondary Plan study area east of Jordan Harbour is zoned Estate Residential ER-2 with the exception of a minimum lot area and erosion limit (NPCA will determine required setback).

Servicing:

Based on the Niagara Atlas Mapping, there appears to be a sanitary servicing line (green) to the Beacon property which is connected to a local or private pumping station. There is also a water line (blue). Confirmation of servicing was reviewed by Regional staff and it was determined that the servicing is the local municipality's jurisdiction.



Region's position through the Coordinated Plan Review:

Through the Provincial Plan review, the Regional Planning staff supported and encouraged the removal of the land shown east of Jordan Harbour from a Specialty Crop designation. It is the Region's position that the Prudhommes lands have not been accurately ground-truthed and as a result, have been identified as Specialty Crop erroneously. These lands are currently developed with non-agricultural uses and have been for decades, therefore it is extremely unlikely for these lands to be returned to agricultural production. The Secondary Plan proposed urban land uses to more efficiently make use of serviced land.

The following Special Policy Area (SPA) was included in the Prudhommes Secondary Plan to demonstrate the inconsistency in Provincial direction and support the redevelopment of the land. This SPA was deferred per Council's decision below.

3.1.15.2.11 SPECIAL POLICY AREA

- a) Notwithstanding the current designation in the Greenbelt Plan the lands identified on Schedule 'B5-3' – Constraints are shown as a Special Policy Area on Schedule

A Land use to the Prudhommes Secondary Plan. These lands shall be permitted to continue their existing uses or redevelop in accordance with the uses permitted in the Secondary Plan for the following reasons:

- i. The lands are currently fully developed with non-agricultural uses and have been for decades and there is no opportunity for these lands to be returned to agricultural purposes.
 - ii. The lands are identified as an Undelineated Built Up Area in the Growth Plan for the Greater Golden Horseshoe. Therefore, through this identification, these lands are recognized as a cluster of non-agricultural settlement uses.
 - iii. The Region and the Town recognize these lands as developed and support the redevelopment of already developed lands to accommodate growth so that true specialty crop lands in the Town will be protected.
 - iv. The lands are already serviced with municipal services and are adjacent to a serviced urban area.
 - v. The lands are already zoned for non-agricultural uses.
 - vi. The entirety of the Secondary Plan area supports the development of a complete community and celebrates the area as a landmarked and key destination in the Region and the Town.
- b) Therefore, the land use direction set out in the Secondary Plan establishes appropriate redevelopment opportunities and efficient use of serviced land with no potential to return to agricultural uses. Applicable land use policies of the Secondary Plan shall apply.
- c) The Town encourages the Province in their next review of the Greenbelt Plan to remove these lands from the Specialty Crop – Niagara Tender Fruit and Grape Area designation to support the expansion of the Prudhommes Urban Boundary as identified in the Regional Official Plan.

Council Resolution:

Minute Item No. 5.1

PDS 11-2018 - Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln

That Report PDS 11-2018, dated July 18, 2018, respecting Official Plan Amendment (OPA) 3 - Prudhommes Secondary Plan, Town of Lincoln, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That Official Plan Amendment No. 3 to the Town of Lincoln Official Plan **BE APPROVED** as modified (Attached as Appendix 1 to Report PDS 11-2018) with policy and mapping deferrals as identified in Appendix 2 of this report;
2. That all parties **BE NOTIFIED** of Regional Council's decision in accordance with Planning Act requirements;
3. That staff **ISSUES** a declaration of final approval of the Official Plan Amendment 20 days after notice of Council's decision has been given, provided that no appeals have been lodged against the decision; and,
4. That the deferral wording related to Modification 71, 81 and 82, as outlined in Report PDS 11-2018, **BE REPLACED** with the following:
"The land use designations for lands on the east side of Jordan Harbour as shown on Schedule 'B5-3' shall be deferred until such time as conformity to the Greenbelt Plan is achieved by either a Greenbelt Plan amendment to policy or mapping, or the development and application of guidelines approved by the Province, in order to improve the relevance of the Greenbelt Plan policies. In the interim, the existing uses, and expansions thereto, are permitted as currently recognized in the existing zoning permissions and subject to the Greenbelt Plan."

Minute Item No. 7.2

Prudhommes Secondary Plan

1. That, for the reasons outlined in Policy 3.1.15.2.11 of the Prudhommes Secondary Plan, Official Plan Amendment 3, the Region of Niagara respectfully **REQUESTS** the Minister of Municipal Affairs and Housing amend the *Greenbelt Plan, 2017*, to remove the Specialty Crop Area designation on the east side of Jordan Harbour (as seen on Schedule B5-3) in the Town of Lincoln; and,
2. That staff **BE AUTHORIZED** to initiate a study in consultation with the Province aimed at developing Specialty Crop Guidelines, in order to provide guidance with respect to land-use designations and development potential for certain lands within the Greenbelt Plan area.

Soils Classification

When Greenbelt mapping was created (2004) Specialty Crop lands were designated by the Province using a LEAR based criteria. That criteria was built on the following inputs and weighting:

- Land Evaluation:
 - Soil Type (40%) (Class 7 worth 0 points – no mention of no score)
 - Climate (60%)
- Area Review:
 - Parcel Size (25%) (0-24acres worth 2 points)
 - Fragmentation (25%)

- Tile Drainage (25%) (0 points for no tile drainage)
- Farm Receipts (25%) (0 points for no farm receipts)

Soils for Lincoln County were initially mapped in 1963 at a 1:63,360 scale. Soils were re-mapped in 1980 at a more detailed scale of 1:25,000 by OMAF & Agriculture Canada. Page 40, Volume 1 of *“The Soils of the Regional Municipality of Niagara”* (1989) states: *Areas that were not mapped include the following: built up areas of towns and cities; areas adjacent to built up areas where construction was occurring; four-lane divided highways and interchanges; airports; golf courses; gravel pits; quarries; and areas of intensive strip development along roads.”* The Beacon hotel pre-dates the 1963 mapping and also meets the criteria for “no score” in the subsequent 1980 review, which explains why it has no soil score. With no soil score for this lot, a small parcel size, no tile drainage, and no farm receipts, it is unlikely a LEAR score for this property could be calculated.

