



**The Corporation of the City of St. Catharines**  
**CITY COUNCIL AGENDA**  
**Regular, Monday, December 10, 2018**  
**Council Chambers, City Hall, 6:30 PM**

*His Worship Mayor Walter Sendzik takes the Chair and opens the meeting*

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- 1. Mayor's Report**
- 2. Adoption of the Agendas**
- 3. Adoption of the Minutes (Council and General Committee)**

- 3.1 Regular Meeting of Council, Minutes of [November 26, 2018](#)
- 3.2 General Committee, Minutes of [November 26, 2018](#)
- 3.3 Budget Standing Committee, Minutes of [November 19, 2018](#)

- 4. Declarations of Interest**

- 5. Public Meetings Pursuant to Planning Act**

- 5.1 Planning and Building Services, Planning Services  
*Information Report for Public Meeting*  
Application to Amend Zoning By-law 2013-283 Subject Lands: 10 Benfield Drive Owner: Mountainview Belmont Ridley Heights Inc.  
Additional Subject Lands: located opposite the intersection of Louth Street and Crestcombe Road (no assigned municipal address) Owner: Ministry of Transportation of Ontario Agent: Zelinka Priamo Ltd.

- 6. Delegations**

- 6.1 Robert Macpherson  
Re: Parks, Recreation and Culture Services - Business Planning and Strategic Services - Cushman Road Park Re-Naming  
(see General Committee Agenda, December 10, 2018, Item 4.1)

- 7. Presentations**

Staff presentations precede discussion of General Committee Agenda Items 3.3 and 3.5.

A presentation from the St. Catharines Public Library precedes discussion of General Committee Agenda Item 3.4.

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## **8. Motions**

### **8.1 Merritton Arena**

*Councillor Miller will present the following motion:*

That a working group including the Merritton Ward Councillors and staff from Parks, Recreation and Culture Services and Financial Management Services be established to meet with the Lions Club of Merritton executive to discuss and resolve outstanding issues involving the operations of the Merritton Arena; and

That the working group report back to Council by the end of March 2019 with a progress report.

### **8.2 Accessibility policy for City parks**

*Councillor Siscoe will present the following motion:*

WHEREAS at its meeting of April 24, 2006 City of St. Catharines Council adopted the Region of Niagara's Facility Accessibility Design Standards (FADS) for municipal facilities; and

WHEREAS this FADS document states that the design requirements for playground surfaces shall be firm, level, non-abrasive and drain rapidly; and

WHEREAS the document further states that surfaces below playground equipment, including swings, slides and climbing structures, shall be level, free-draining and provide a safe, resilient landing surface; and

WHEREAS advancements in current technology and material options provide municipalities with opportunities to provide relevant and more inclusive design options;

THEREFORE BE IT RESOLVED that staff be directed to work with stakeholders including the City of St. Catharines Accessibility Committee, Social Pillar Committee and the Recreation Facilities and Programming Master Plan Advisory Committee to create a new corporate policy that will ensure that the City's designs for play spaces such as playgrounds meet or exceed the FADS requirements by using the most appropriate materials and concepts available.

## **9. Call for Notices of Motion**

## **10. Resolve into General Committee**

## **11. Motion Arising from In-Camera Session**

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**12. Motion to Ratify Forthwith Recommendations**

**13. By-laws**

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13.1 Reading of By-Laws

**14. Agencies, Boards, Committee Reports**

14.1 Minutes to Receive:

- Green Advisory Committee, [October 17, 2018](#)
- Heritage Advisory Committee, [September 13, 2018](#) (Draft)
- Public Art Advisory Committee, [October 24, 2018](#)

**15. Adjournment**



CITY OF  
ST. CATHARINES

## Corporate Report

**Report from** Planning and Building Services, Planning Services

**Date of Report:** October 19, 2018

**Date of Meeting:** December 10, 2018

**Report Number:** PBS-236-2018

**File:** 60.51.1045

**Subject:** *Information Report for Public Meeting*

Application to Amend Zoning By-law 2013-283

Subject Lands: 10 Benfield Drive

Owner: Mountainview Belmont Ridley Heights Inc.

Additional Subject Lands: located opposite the intersection of Louth Street and Crestcombe Road (no assigned municipal address)

Owner: Ministry of Transportation of Ontario

Agent: Zelinka Priamo Ltd.

## Recommendation

That Council receive this Information Report; and

That Council consider a Recommendation Report regarding the Application for Zoning By-law Amendment for lands municipally known as 10 Benfield Drive and additional lands with no assigned municipal address located opposite the intersection of Louth Street and Crestcombe Road at a future meeting of Council, pursuant to the two-step process for planning applications. FORTHWITH

## Summary

This Information Report provides Council and the public with information concerning a rezoning application necessary for a proposed residential development at 10 Benfield Drive and additional lands with no assigned municipal address, located opposite the intersection of Louth Street and Crestcombe Road (Appendix 1). The rezoning application reflects a proposed new residential development of four 4-storey apartment buildings and 28 townhouses.

A Recommendation Report, addressing any outstanding concerns raised at the December 10 2018 Public Meeting, and providing a planning analysis and staff recommendation, is tentatively scheduled for the January 14, 2019 Council meeting.

## Background

The lands at 10 Benfield, the subject of this application, fall within the GO Transit Station Secondary Plan Area (GTSSP). These land use policies were recently approved to reflect the preferred land use strategy for lands in close proximity to the GO station site.

On May 7, 2018, Council adopted the Go Transit Station Secondary Plan (GTSSP) and implementing Official Plan Amendment No. 19 (OPA 19). Subsequently, the Region of Niagara approved the GTSSP on July 5, 2018. OPA 19 is now in force and effect. The zoning necessary to implement the policies of the GTSSP is not yet in place. OPA 19 amended the land use designation of the subject lands from Commercial to Mixed Use.

## Report

### Proposed Development

The Applicant is requesting that the zoning of the subject lands be changed from Major Commercial (C4) to Medium/High Density Mixed Use (M2) in order to permit a residential private road development on the lands, which will include 28 townhouse dwelling units and approximately 192 apartment dwelling units within four 4-storey buildings. The Applicant also requests that a Special Provision be applied to the subject lands to address certain site specific matters, including, but not limited to building height, setbacks, and driveway widths. The proposed 220 dwelling units represent a density of 87 units per hectare or 202 people per hectare.

The Applicant has submitted a concept site plan (Appendix 2), which illustrates how the subject lands could be developed for a mix of residential uses. Four blocks of townhouse dwellings (28 units) are situated along the south side of a private road that bisects the lands from Benfield Drive to the west through to Louth Street to the east. An 8.0 metre wide noise attenuation barrier, including a berm and fencing, is proposed between the private rear yards of the townhouse dwellings and the southerly lot line of the subject lands, and adjacent to existing industrial uses to the south. Four 4-storey apartment buildings frame the street edge along Benfield Drive and Louth Street. Three of the buildings will include 50 apartment dwelling units, while the fourth would include 42 dwelling units. In total, 220 dwelling units are proposed at a density of 87 units per hectare or 202 people per hectare.

A total of 301 parking spaces are shown: 240 spaces being allocated to the apartment buildings and located to the interior of the site, while each of the townhouse dwellings are provided with two tandem parking spaces (one in the garage and one in the driveway). An additional five parking spaces are intended for visitors of the townhouse dwellings. The remainder of the subject lands is proposed for common amenity space for use by the apartment dwellings.

The Applicant has submitted concept elevations in support of this Application, which are attached to this report as Appendices 3 and 4. These plans are intended to provide a visual reference only; detailed elevations will have to be refined through the future site plan approval process. Appendix 3 shows a sample townhouse block that is two storeys in height with each unit having an attached single car garage. The building façade provides for variation in exterior finish and colour. Appendix 4 shows an apartment building that is four storeys in height with each unit having a protruding balcony. Exterior finishes are varied in colour and materials and are placed in such a manner to achieve both vertical and horizontal articulation. A massing model submitted by the Applicant is also attached to this report as Appendix 5.

## Location and Site Description

The subject lands are located within the Go Transit Station Secondary Plan Area in the City's West Planning District. Specifically, the lands are situated at the southeast corner of Benfield Drive (a local road) and Louth Street (a Regional arterial road) and are served by public transit. A location map is attached as Appendix 1.

The subject lands known municipally as 10 Benfield Drive are irregular in shape and have a total lot area of 2.54 hectares, with approximately 130 metres of frontage along Benfield Drive and 255 metres of flankage along Louth Street. The additional subject lands, which are owned by the Ministry of Transportation of Ontario, have no assigned municipal address. This triangular parcel, located opposite the intersection of Louth Street and Crestcombe Road, is 0.02 hectares in size, with approximately 28 metres of frontage along Louth Street. All of the subject lands are vacant, and relatively flat, with the exception of an existing berm that extends the length of the southerly lot line and is approximately 2.0 metres in height. The lands were recently cleared of trees and brush.

Surrounding land uses (Appendix 6) include:

North:	Low- to mid-rise residential, Vintage Park
East:	Ridley College
South:	Industrial uses
West:	Mix of commercial uses

## Planning Policy Context

Recent changes to Provincial planning legislation (Building Better Communities and Conserving Watersheds Act, 2017) require that an approval authority's decision on a planning application must be consistent with the Provincial Policy Statement (2014), and must conform with and not conflict with Provincial plans, upper-tier official plans and lower-tier official plans. Accordingly, planning staff will evaluate this Application for Zoning By-law Amendment against the policies of the Provincial Policy Statement, the Provincial Growth Plan for the Greater Golden Horseshoe (2017), the Regional Official Plan, and the Garden City Plan, all of which apply to the proposal, and staff recommendations will be formulated accordingly.

## Provincial Policy Context

The subject lands are located within a Settlement Area, as defined by the Provincial Policy Statement (2014) and within the Built-up Area as identified by the Provincial Growth Plan for the Greater Golden Horseshoe (2017). These documents contain policies that support all forms of residential intensification and urban area regeneration, directing growth to Built-up Areas. Provincial policies place an emphasis on intensification and infill to foster the development of complete communities which efficiently use land, resources, infrastructure and public service facilities.

## Provincial Policy Statement (2014)

The following provides an overview of the Provincial Policy Statement (PPS) themes applicable to this Application for Zoning By-law Amendment.

- Accommodate an appropriate range and mix of housing opportunities, as well as employment (industrial, commercial, and office), institutional, and active and passive recreation to meet long term needs.
- Settlement areas are to be the focus of growth and development, and their vitality and regeneration is to be promoted.
- Establish a land use plan and pattern that supports financial sustainability and cost effective development and provision of services.
- New development should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure, and public service facilities.
- Promote the wise use and management of land and resources.
- Support an accessible, connected and complete community.
- Establish appropriate development standards to promote/facilitate intensification, redevelopment and compact built form.
- Improve accessibility for persons with disabilities and older persons by identifying, preventing, and removing land use barriers which restrict their full participation in society.
- Ensure protection of natural features and areas for the long term.

Relevant PPS policies will be considered and analyzed in the future Planning Recommendation Report.

### **Provincial Growth Plan for the Greater Golden Horseshoe (2017)**

Similarly, guiding principles within the Growth Plan stress compact and well-designed development that prioritizes intensification. The Plan supports the achievement of complete communities that ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards. Policies ensure that a range and mix of housing options are available including affordable housing.

The following provides an overview of the Provincial Growth Plan for the Greater Golden Horseshoe (the Growth Plan) themes applicable to this Application for Zoning By-law Amendment.

- Promote compact built form and transit support development, a diversity and mix of uses and opportunities, and the efficient use of land, infrastructure and service capacities to support development, redevelopment and growth.
- Foster safe, interactive, active transportation and connected communities.
- Ensure viability for long term development and community investment.
- Maintain and enhance the vitality of main streets and the conservation of neighbourhoods.
- Encourage sense of place by promoting well designed built form.
- Adapt to climate change through compact and nodal development.
- Promote high quality built form and an attractive and vibrant public realm through site design and urban design standards.

- Support complete communities by ensuring that lands are adequately zoned and that development is designed to meet this policy.
- Support multi-modal transportation, including active transportation and transit.

Relevant PPS and Growth Plan policies will be considered and analyzed in staff's future Recommendation Report.

## Regional Official Plan

According to the Regional Official Plan (ROP), the subject lands are located within the Urban Area for the City of St. Catharines and within a Built-up Area under Amendment 2-2009 (Niagara 2031/conformity amendment), which will be the focus of residential and employment intensification and redevelopment within the Region over the long term. Municipalities are encouraged to provide a full range of housing types to serve a variety of people as they age through the life cycle. The Region's Sustainable Community Policies establish a residential intensification target of 95 per cent for the St. Catharines Built-up Area.

The Region of Niagara is currently undertaking a comprehensive review of their Official Plan to bring it into conformity with the PPS and the Provincial land use plans. Once completed, local area municipalities will be required to update their Official Plans accordingly.

## Local Official Plan (Garden City Plan)

The City's Official Plan, The Garden City Plan (GCP) sets out land use designations, policies, and principles to direct and manage the future orderly and efficient growth of the City. The Plan reflects the City's individual community interests within the context of Provincial and Region planning regimes. Section 1.1 b) i) of the Official Plan states that "no By-law may be passed... that does not conform to this Plan". The following sections of the Official Plan are particularly relevant to this Application and will be reviewed and analyzed in detail as part of the future Recommendation Report.

## Part B - Vision and Guiding Principles

### Managing Growth and Change

A framework for managing growth in the City is set out in Section 2.3 of the Official Plan. The Plan provides a balanced approach that reflects and respects the character, function, scale and context of each area of the City, and which is consistent with and supports the growth and intensification strategies as set out in the Growth Plan. Growth and development in the City will occur by using land and infrastructure efficiently, building compact forms, having a mix of uses and housing forms, achieved through a compatible design.

The primary areas for intensification within the built boundary are the Urban Growth Centre, Intensification Areas and other vacant lands dispersed throughout the City. The Plan also recognizes and supports general intensification, including intensification on all designated Residential and Mixed Use properties, subject to the Land Use Policies of the Plan (Section 2.3.3.4).



## **Part C - General Policies**

### **Urban Design**

The Official Plan provides a framework for the evaluation of development and redevelopment proposals with respect to matters of urban design. These urban design policies are “concerned with how buildings, landscapes, and public spaces look and function together to create an overall character that reflects unique aspects of a community’s history and culture” (Section 4). Specifically, the Plan describes urban design policies and deliverables, which seek to both maximize compatibility and to promote design excellence within the community. Urban Design policy sections that are particularly relevant to this development proposal include Section 4.1, Urban Design Guidelines and, in particular, the related Go Transit Station Secondary Plan Urban Design Guidelines; Section 4.3, Built Form; Section 4.6, The Public Realm, and Section 4.7 Universal Access.

## **Part D - Land Use Policies**

### **General Policies**

The Official Plan emphasizes more compact, innovative and alternative design to manage growth and development. Section 7.1 stipulates that any proposal for development or redevelopment within the Urban Area must be evaluated having regard for the following matters.

- Support safe, accessible and connected active transportation linkages.
- Provide opportunities to create or enhance public spaces, active transportation linkages, facilities and gateways.
- Require building, site, streetscape, and neighbourhood context sensitive design to ensure:
  - the integration of compatible built form, scale, massing, height, setbacks, spacing, siting, orientation, facades, and architectural materials with adjacent uses and the surrounding neighbourhood;
  - adverse impacts on adjacent properties are minimized as they relate to grading, drainage, access, circulation, and parking, etc.;
  - possible negative impacts, such as noise, odour, and emissions, are not excessive;
  - adequate and appropriate lot size, shape and configuration, access, on-site facilities, and outdoor amenity areas;
  - that parking areas do not dominate the site physically or visually.
- Provide opportunities to support and improve connectivity and accessibility to public transit and active transportation.
- Consideration for the treatment of existing topographic features, and greening and landscaping opportunities.
- Promote the best use of existing resources, infrastructure and service capacity.
- Minimize surface parking areas and promote shared parking areas, standards, and access, where appropriate and compatible.
- Ensure land assembly and configuration will not detract from the potential development or redevelopment of adjacent properties.

## **Part D - Land Use Policies**

### **Mixed Use**

The subject lands are located within the boundaries of the Go Transit Station Secondary Plan (GTSSP), which was adopted by Council on May 7, 2018. As a result of the GTSSP and implementing official plan amendment (OPA 19) the land use designation of the subject lands was changed from Commercial to Mixed Use (Appendix 7). The Mixed Use designation of the City's Official Plan (the Garden City Plan or GCP) is intended to provide a broad array and mix of medium and higher density housing, live/work accommodation, commercial, local office, institutional, indoor recreation, and cultural uses primarily intended to serve the immediate neighbourhood and community population. Mixed Use areas are so designated to recognize opportunities for redevelopment and intensification, which may support compact, transit supportive development.

The range and scale of land uses permitted in the City's various Mixed Use areas are set out in District Plans contained within the GCP. Previously designated Major Commercial, OPA 19 amended the refined land use designation of the subject lands to Mixed Use 2 (Appendix 8). The Mixed Use 2 designation of the West Transit Station Area permits a broad range and mix of uses intended to serve not only the neighbourhood and community populations, but also an intra-and inter-regional population and market. The Mixed Use 2 policies support medium and higher density residential and mixed use development at a density equivalent to 150 people and jobs per hectare, and are intended to promote the optimum use of the West Transit Station Area.

Permitted uses include triplex, fourplex, townhouse and apartment dwellings, as well as retail, service commercial, office, institutional, indoor recreation and community and cultural facilities. Live/work accommodated is also permitted, as well as transit station uses. Maximum building height shall generally not exceed 35 metres (10 storeys) on the subject lands.

### **Zoning By-law**

With the Go Transit Station Secondary Plan and implementing official plan amendment having been recently approved, a City-initiated zoning by-law amendment must now be undertaken for the entire Plan area (scheduled for 2019). However, it is appropriate to undertake this site specific amendment in advance of the upcoming city-initiated amendment, provided the site specific amendment is consistent with the policies of the City's Official Plan and recent amendments thereto.

Zoning By-law 2013-283 currently zones the subject lands as Major Commercial (C4), permitting a broad range of commercial uses, including retail, service commercial, and automobile-related uses, as well as non-commercial uses, such as office and places of worship (Appendix 9). Residential uses are also permitted in the C4 zone, but only in conjunction with a commercial use and to a maximum lot coverage of 15%. Building height is not restricted in the C4 zone. The Applicant requests that the zoning for the subject lands be changed to Medium/High Density Mixed Use (M2) so that stand-alone residential uses may be permitted (that is to say that residential uses may be permitted without the requirement for an accompanying commercial use).

The Applicant also requests that a Special Provision be applied to the property to deal with certain site specific matters, including building height for apartment buildings, reduced front yards and interior and exterior side yards, reduced setbacks for platform structures (such as balconies), increased driveway widths for townhouse dwellings, and density. These requests are outlined in detail in the chart attached to this report as Appendix 10. Additionally, the Applicant requests:

- a) that the two parcels comprising the subject lands be interpreted as one lot for the purposes of applying zoning regulations;
- b) that the subject lands be permitted to develop in phases, provided the overall development complies with the zoning by-law;
- c) that the westerly lot line running parallel to Benfield Drive be deemed to be the front lot line; and
- d) that apartment buildings be permitted to a maximum height of 23.5 m with no required podium or additional setbacks.

## Affordable Housing

In June 2017, Council approved Phase I of the City's Housing Action Plan in recognition of rising market values, a low vacancy rate, and a low supply of affordable housing in the City. Currently, Staff are in the process of implementing priority recommendations that were outlined in the Housing Action Plan. While the City's Official Plan recognizes the need to provide for affordable housing, actual mechanisms to technically require and sustain an affordable housing supply in the City as per the definition in the Provincial Policy Statement is part of the ongoing work in implementing the Action Plan. This includes consideration for Inclusionary Zoning which is a land use planning tool that a municipality may use to require affordable housing units to be included in proposed residential developments of 10 units or more. This tool is typically used to create affordable housing for low and moderate income households. In Ontario, this means families and individuals in the lowest 60 per cent of the income distribution for the regional market area, as defined in the Provincial Policy Statement (2014). Generally, housing is considered "affordable" when households do not pay more than 30 per cent of gross income on annual accommodation costs, or when the purchase price for housing is at least 10 per cent below average market value or when households do not pay more than 30 per cent of gross annual household income for rent or when the rent is at or below the average market rent.

In accordance with Provincial legislation, in order to implement inclusionary zoning, a municipality is required to undertake a series of steps including an assessment report to understand local housing supply and demand, as well as potential impacts which might arise from the inclusionary zoning requirement and then implement official plan policies and pass a zoning by-law guiding where and how Inclusionary Zoning will be implemented. Once implemented, the municipality is responsible for monitoring the affordable housing units and reporting outcomes.

This study requires considerable detail and, to date, as far as Staff are aware, no Ontario municipality has fully studied or implemented this tool to require such availability in the approval of development applications. The work to undertake this study and

implement the mechanism is subject to discussion and approval of the department's draft Operating Budget for 2019. Given Council budget guidelines, provision is unable to be made to undertake this work in 2019 because of the lack of staff and financial resources.

The applicant has not indicated that any of the proposed units meet the definition of affordable housing as defined by Provincial policy.

## Circulation of Applications

This Application was circulated to all relevant departments and agencies in accordance with the Planning Act. No department or agency has objected to the proposed zoning by-law amendment. The following feedback has been received.

### Regional Municipality of Niagara

**Noise:** Regional staff have reviewed the Noise Feasibility Study submitted in support of this Application, which concludes that there would be significant noise impacts on the proposed residential units and which recommends that mitigation measures will be required, including the provision of a noise barrier along the southerly lot line, adjacent to existing industrial uses. The Applicant will be required to submit a detailed noise study as part of the site plan approval process, once detailed building designs are available.

**Compatibility:** The Applicant has submitted a D-6 Compatibility Assessment to address land use compatibility concerns between the proposed residential development and the existing adjacent industrial and commercial uses. The Assessment concludes that there are four potential Class II industrial facilities of concern located south of the subject lands, two of which did not meet the recommended minimum separation distance from the proposed development. Because of this, the study recommended an Ambient Air Quality Assessment (AAQA) be completed. An AAQA was thereafter completed by the Applicant and submitted for review by the City and Region. The AAQA found that total volatile organic compounds were above the southern Ontario average for one monitoring day at one monitoring station, but were below the southern Ontario average for the remainder of the monitoring period. All total volatile organic compound levels measured were below the national average. While the study concluded that additional air quality assessment would not be necessary unless there was a specific odour issue identified, Regional staff will require an odour study be completed prior to the proposed zoning by-law amendment given the proposal to introduce a new residential receptor downwind of the Class II industrial facilities of concern. The Applicant has advised that this study is underway and will be submitted in advance of City staff's recommendation report.

**Traffic:** The Applicant has submitted a Transportation Impact Study (TIS) to address concerns regarding sight lines from the access to the private road proposed off of Louth Street. The TIS was prepared based on a right-in/right-out only access scenario. Regional staff have reviewed the TIS and have concerns regarding the analysis of the right-out turning movement and will require that revisions to the median design and analysis be made. Regional staff advise that this information may be submitted through the site plan approval process.

**Urban Design:** Regional staff advise that they are encouraged by the Applicant's development approach, which seeks to provide medium to higher density residential development on the lands, but suggest that additional building height and density would be appropriate, in addition to ground floor commercial uses. Regional staff have provided detailed commentary (Appendix 11) regarding the concept design submitted, specifically as it relates to the recently approved Go Transit Station Secondary Plan Urban Design Guidelines. Regional staff have noted their preference to review an urban design brief for the development prior to approval of the zoning by-law amendment, particularly given the Applicant's request for reductions in setbacks along portions of Louth Street and Benfield Drive. Regional staff are not completely satisfied that the design of the development, particularly the interface between the buildings and the public realm, will meet the objectives of the Urban Design Guidelines; a full urban design brief will be required as part of the site plan approval process. In the interim, the Applicant will provide, prior to a staff recommendation being prepared for this Application, additional justification for reduced setbacks in the form of perspectives or a "walk about" illustration for the perimeter of the site, as it abuts the public realm.

### **Transportation and Environmental Services (TES) – Traffic Division**

**Traffic:** TES staff have no concerns with respect to traffic as it relates to the local road, Benfield Drive.

### **Planning and Building Services (PBS) – Development Division**

**Sidewalks:** As part of the site plan approval process, the Applicant will be required to construct 1.5 metre wide sidewalks along both the Benfield Drive and Louth Street frontages of the subject lands.

**Wastewater:** The Applicant has submitted a Functional Servicing Report, which concludes that upgrades to two existing sewer legs on Benfield Drive will be required to provide sufficient capacity for the proposed 220 dwelling units. If upgrades are not completed, a maximum of 176 dwelling units can be accommodated on the site. The Applicant will be required to enter into a servicing agreement for any sanitary sewer upgrade, prior to site plan approval.

**Stormwater:** The Applicant's Functional Servicing Report concludes that the site can accommodate the post-development stormwater flows to pre-development rates. Staff are satisfied with the conclusions of this report.

**Geotechnical:** A preliminary geotechnical investigation was completed in support of this Application, which concludes that the proposed shallow footings or raft foundation systems are appropriate and can support the proposed structures. Staff are satisfied with the conclusions of this report.

### **Parks, Recreation and Community Services (PRCS)**

Through the site plan approval process, the Applicant will be required to design landscape islands of a sufficient size to support landscape materials. The buffers shown adjacent to the townhouse visitor parking appear to be undersized.

## CN Rail

The subject lands are located approximately 200 metres north CN Rail's mainline. While a Noise Feasibility Study has been submitted by the Applicant in support of this Application, a Detailed Noise Study will be required through the site plan approval process for review by CN. The Applicant will be required to transfer to CN a standard environmental easement as it relates to possible noise and vibration impacts stemming from the mainline. Standard warning clauses will be also required in the future site plan agreement and agreements of purchase and sale or lease.

## Fire Services

Through the site plan approval process, the Applicant may be required to refine the design of the site to satisfy Fire Services standard requirements related to the provision of fire access routes, fire hydrants, and fire department connections.

## Alectra Utilities

Alectra Utilities has advised that a minimum four-metre horizontal clearance must be maintained from the existing overhead lines and that the relocation, modification, or removal of any existing hydro facilities will be at the owner's expense. The developer will be responsible for the cost of civil work associated with duct structures, transformer foundations, and all related distribution equipment. Transformer vault access and locations will require approval by Alectra Utilities.

## Public Consultation

Planning and Building Services hosted an Open House related to this Application on September 19, 2018. The purpose of the Open House was to share information with the community regarding the Application and development proposal and to gather feedback from those in attendance. The Applicant and members of their consulting team were in attendance to answer questions. Twelve members of the public completed the sign-in sheet. To-date, one written submission has been received (Appendix 12). Issues raised at the Open House and through correspondence are summarized below, with corresponding staff responses, where available at this time.

**Comment:** The proposed four-storey apartment buildings are too high and will impact privacy and cause shadowing on low-rise residential uses located north of Louth Street. The location of the townhouses and apartment buildings should be flipped so that the lower rise dwellings line the Louth Street frontage.

**Response:** The Recommendation Report will provide an analysis of the proposed building design, including its height, massing, orientation, and façade treatments.

**Comment:** Traffic flow along Louth Street will be impacted by the additional trips generated by this development.

**Response:** The TIS submitted in support of this Application was based on a maximum residential dwelling unit count of 550. It concluded that under existing conditions all signalized intersections are operating at acceptable levels of service, however some

movements at the intersection of Louth Street and Fourth Avenue are experiencing delay. Specifically, the eastbound through and westbound left turn movements are deemed “critical” during the weekday PM peak hour due to high traffic volumes. Under future conditions, these specific movements at the Louth Street and Fourth Avenue intersection are expected to experience capacity constraints. However, should the initiatives identified in the Niagara 2041 Transportation Master Plan be implemented, relief would result at the intersection in question. These initiatives include a new interchange at Highway 406 and third Avenue, and a new connection across 12 Mile Creek somewhere between the QEW and Fourth Avenue. Regional staff have reviewed the Applicant’s TIS and have not noted any specific concerns with respect to increased traffic resulting from the proposed development.

**Comment:** Construction activities will be a nuisance for area residents and businesses.

**Response:** Prior to issuance of a building permit for any development on these lands, the Applicant will be required to submit a construction plan to the City, which must address matters such as nuisance and access for construction vehicles. The Applicant will be governed by the City’s noise by-law and will be required to address issues related to dust should they be reported to the City.

**Comment:** Both the Noise Feasibility Study and D-6 Compatibility Assessment underestimate the operations of the existing industrial facilities to the south. Further, the height of the existing industrial buildings appears to be inaccurate. These inaccuracies should be addressed so that future residents of the development are fully aware of the potential impacts of living in proximity to industrial uses.

**Response:** Planning staff have reached out to the owners/operators of the existing industrial uses to the south and have requested a meeting to discuss their concerns. In response, the owners/operators advised that formal written comments would be provided to the City on the Application. To-date, those comments have not been received. In any event, the Applicant’s consultant will submit clarification on the discrepancies noted prior to staff’s recommendation to Council on the Application.

**Comment:** Numerous mature trees exist on the site; these should be integrated into the site design and/or relocated within the adjacent municipal boulevards.

**Response:** The City does not currently have a private tree by-law to prohibit or regulate the removal of trees from private property. While this particular comment was passed along to the Applicant for consideration, the site has since been cleared of trees. As part of the site plan approval process, the Applicant will be required to plant trees both internal to the site, as well as within the Louth Street and Benfield Drive boulevards.

**Comment:** There is not enough publicly accessible greenspace in the area for the proposed number of units. The Applicant should be required to both provide green space within the site and to upgrade the existing Vintage Park as a condition of this development.

**Response:** The Applicant's concept site plan provides for private amenity space for the townhouse dwelling units, as well as common amenity space for the apartment dwelling units, in addition to private balconies. Staff note that the Go Transit Station Secondary Plan recently approved by Council recommended streetscaping and public space improvements at certain locations within the Plan area, including the Seymour-Hanna Sports and Entertainment Complex, and a new public space within the existing "power centre" west of the subject lands. The Plan did not recommend public space improvements to Vintage Park.

**Comment:** Accessibility should be considered when designing the site and buildings.

**Response:** The Applicant will be required to meet the standards set out in the Ontario Building Code for matters such as percentage of accessible dwelling units, ramps, and barrier-free paths of travel from parking areas to building entrances. As a condition of site plan approval, the Applicant will be required to demonstrate an accessible and highly connected site design.

The Applicant's development proposal will be subject to site plan control and condominium draft plan approval; additional public consultation will be undertaken as part of those future applications once detailed designs are available.

## **Public Notice**

In accordance with established procedures, notice for the public meeting has been circulated.

## **Financial Implications**

All costs associated with this development will be borne by the developer. If approved and constructed, additional tax assessment would be generated by the development.

## **Relationship to Strategic Plan**

The relationship of the proposal to the City's Strategic Plan will be evaluated as part of the future recommendation report on this matter.

## **Conclusion**

In summary, this report provides the planning context and explains the Application for Zoning By-law Amendment for 10 Benfield Drive and the adjacent triangular parcel of land with no assigned municipal address located opposite the intersection of Louth Street and Crestcombe Road. The Amendment would permit a residential private road development on the subject lands, including 28 townhouse dwelling units and 192 apartment dwelling units. A Recommendation Report will be presented to Council at a future meeting, tentatively scheduled for January 14, 2019.



## **Notification**

It is in order to advise Jonathan Rodger, Zelinka Priamo Ltd., 20 Maud Street, Suite 305, M5V 2M5, the owner's agent.

### **Prepared by:**

Amanda Knutson, Planner II

### **Submitted by:**


Judy Pihach, MCIP, RPP  
Manager, Planning Services

### **Approved by:**

James N. Riddell, M.PL., MCIP, RPP  
Director, Planning and Building Services

# Aerial Photo Subject Site



 Subject Lands  
10 Benfield Drive  
File: 60.35.1045



ZONING BYLAW REQUIREMENTS

M2 Zone Regulations	Required	Provided
<strong>Parking Regulations</strong>		
Parking Spaces - Min		
Apartment	240	240
Townhouse	35	61
Total	282	301
Accessible	7	7
<strong>Parking Space Dimensions - Min (Standard) (m)</strong>		
Apartment	2.6m by 5.2m	2.6m by 5.2m
Townhouse	3m by 5.2m	3m by 5.2m
Accessible	5.2m by 5.2	5.2m by 5.2
<strong>Parking Area - Landscape Buffer - Min (m)</strong>		
Lot line Abutting a Public Road	6	>6
Lot Line Not Abutting a Public Road	3	>3
<strong>Parking Area - Landscaped Open Space - Min (%)</strong>	10	12.9
<strong>Parking Area Lot Coverage - Max</strong>	20%	30%
<strong>Bicycle Parking</strong>		
Min spaces - Apartment Building (10+ Units)	40	40
Min space dimensions (m)	1.8 by 0.3	1.8 by 0.3
<strong>Apartment Building</strong>		
Lot Area - Min (sq. m)	45	>45
Lot Area - Max (sq. m)	165	<165
Lot Frontage - Min (m)	20	>20
Front Yard - Min (m)		
Portion of Building up to 14 m in height	3	3
For portion of Building 14 m in height or greater	5	N/A
Front Yard - Max (m) to dwelling	5	3
Rear Yard - Min (m)		
Portion of Building up to 14 m in height	4.5	3
Additional for each additional 1 m in building height	0.5	0
Interior Side Yard - Min (m)	1.2	0.558
Exterior Side Yard - Min (m)		
Portion of Building up to 14 m in height	3	2.9
For portion of Building 14 m in height or greater	5	2.9
<strong>Private Road Development (Townhouses)</strong>		
Lot Area - Min (sq. m)	100	>100
Lot Area - Max (sq. m)	165	<165
Lot Frontage - Min (m)	12	>12
Front Yard - Min (m)		
To dwelling	3	3
To garage	6	3
Front Yard - Max (m)	5	6.05
Rear Yard - Min (m)		
From End Wall	3	3
From Rear Wall	6	N/A
Interior Side Yard - Min (m)		
Between End Walls	3	N/A
Between Rear Walls	6	>6M
<strong>Yard Between Buildings - Min (m)</strong>		
Between End Walls	3	3
Between Rear Walls	7.5	N/A
Between End and Rear Walls	6	N/A
<strong>Distance from Private Road - Min (m)</strong>		
To Attached Garage	6	6.05
To Dwelling	6	6.05
<strong>Unit Driveway Width - Maximum (% of Unit Width)</strong>	50	49
<strong>Number of Attached Dwelling Units - Max</strong>	8	7
<strong>Max Building Height (m)</strong>	11	8.2



UNIT COUNT		
UNITS PER HECTARE: 87		
UNITS PER ACRE: 35		
BUILDING A	= 50 UNITS	800 sq.ft. per unit average
BUILDING B	= 50 UNITS	
BUILDING C	= 42 UNITS	
BUILDING D	= 50 UNITS	
TOTAL	= 192 UNITS	
TOWNHOUSES	= 28 UNITS	1,550 sq.ft. per unit average
TOTAL	= 220 UNITS	

PARKING REQUIREMENTS	
APARTMENT	= 1.25 PER UNIT = 192 UNITS X 1.25 = 240
TOWNHOUSE	= 1.25 PER UNIT = 28 X 1.25 = 35
ACCESSIBLE PARKING REQUIREMENTS (INCLUDED IN ABOVE)	
APARTMENT ACCESSIBLE	= 2% OF REQUIRED + 2 = 240 x 0.02 = 4.8(5) + 2 = 7
TOTAL PARKING REQUIRED	= 282
PARKING PROVIDED	
CONDO PARKING	= 240
TOWNHOUSE PARKING	= 61 (INCLUDING GARAGE + VISITOR PARKING)
TOTAL	= 301

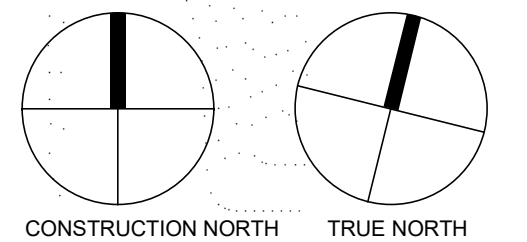
SITE STATS			
DESCRIPTION	AREA (SM)	AREA (SF)	%
BUILDING FOOTPRINT	6390 m²	68800 ft²	25.1%
ASPHALT	6390 m²	68800 ft²	25.1%
HARD LANDSCAPE			
ASPHALT	9070 m²	97640 ft²	35.6%
SIDEWALK	1340 m²	14380 ft²	5.3%
SOFT LANDSCAPE			
LANDSCAPE	10410 m²	112020 ft²	40.9%
OVERALL SITE	25450 m²	273920 ft²	100.0%

PARKING STATS			
TYPE	DESCRIPTION	COUNT	
ACCESSIBLE PARKING	5.2m x 5.2m	7	
TYPICAL PARKING	2.6m x 5.2m	233	
		240	
TYPE	DESCRIPTION	COUNT	
TOWNHOUSE TYPICAL PARKING	3m x 5.2m	28	
TOWNHOUSE VISITOR PARKING	3m x 5.2m	5	
		33	
TYPE	DESCRIPTION	COUNT	
BIKE SPACE	1.8m x 0.3m	40	
		40	

NO.	ISSUED	DATE
1.	PRECONSULTATION CITY MEETING	2017-10-20
2	SITE PLAN REVIEW	2018-06-01
3	SITE PLAN REVIEW	2018-06-29



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SEAL



10 BENFIELD DRIVE  
St. CATHARINES

10 BENFIELD DRIVE. St. CATHARINES

SHEET NAME

SITE PLAN  
4 STOREY  
4 BUILDINGS &  
TOWNS

START DATE  
OCTOBER 2017  
DRAWN BY  
CMC  
CHECKED BY  
JM  
SCALE  
1 : 400  
PROJECT NO.  
117093  
DRAWING

A001





Planning and Building Services, Planning Services Information Report for...

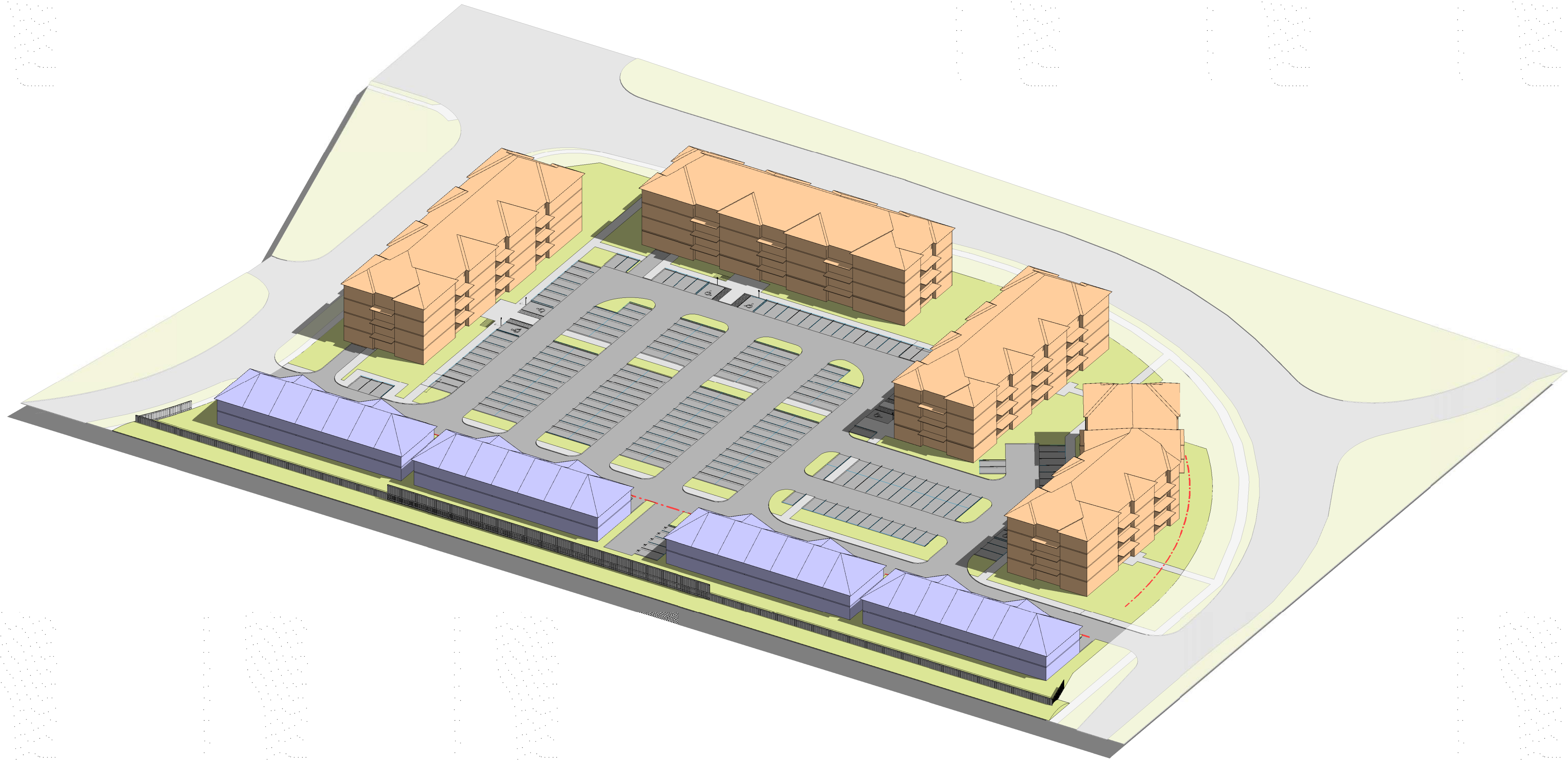
Location and boundaries are approximate



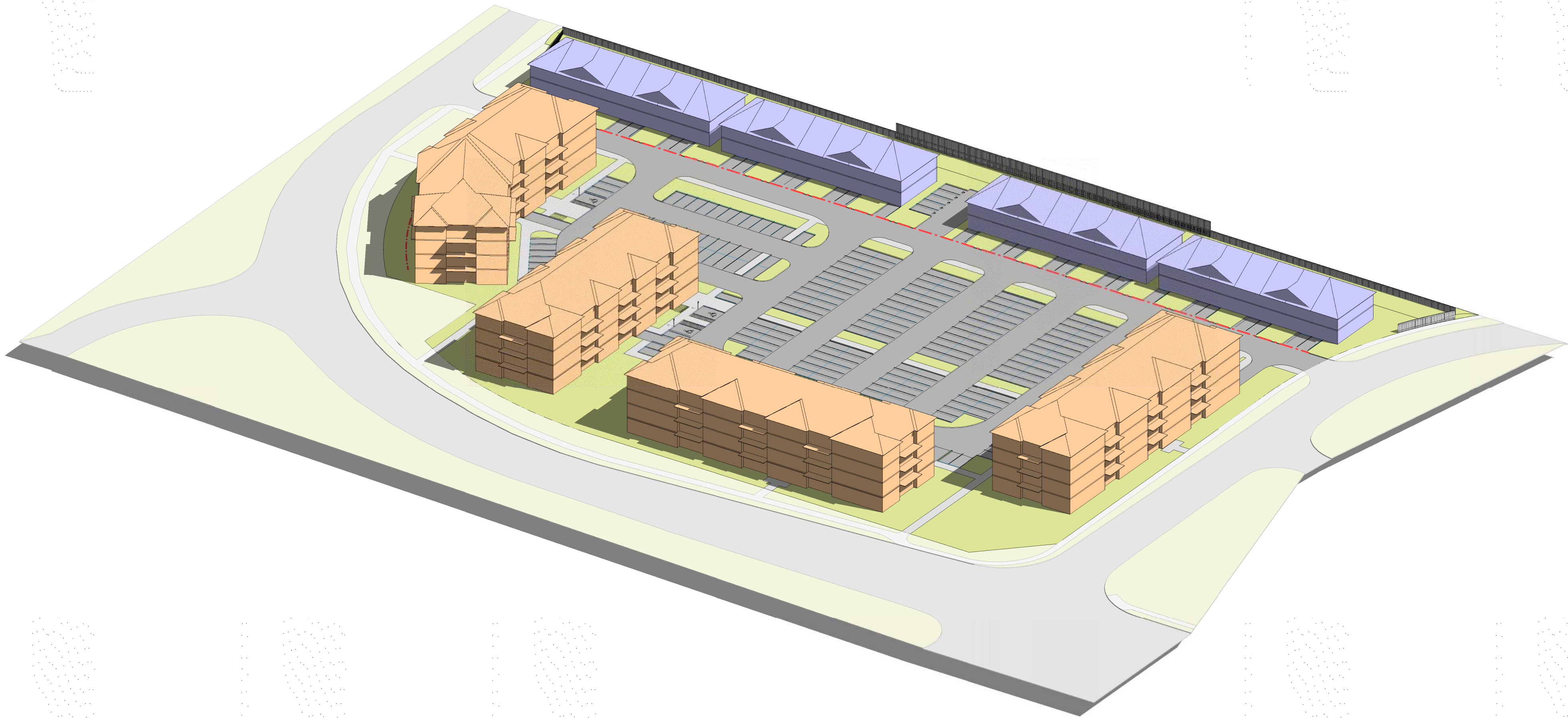
Planning and Building Services, Planning Services Information Report for...

Location and boundaries are approximate





1 AXO - SE - SLOPED ROOF  
A600



2 AXO - NW - SLOPED ROOF  
A600

NO.	ISSUED	DATE
1.	SITE PLAN REVIEW	2018-06-01
2.	SITE PLAN REVIEW	2018-06-29



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SEAL

10 BENFIELD  
DRIVE  
St. CATHARINES

10 BENFIELD DRIVE, St.  
CATHARINES

SHEET NAME

MASSING

START DATE  
OCTOBER 2017

DRAWN BY  
Author

CHECKED BY  
Checker

SCALE

PROJECT NO.  
117093

DRAWING

A600



## Aerial Photo Surrounding Area



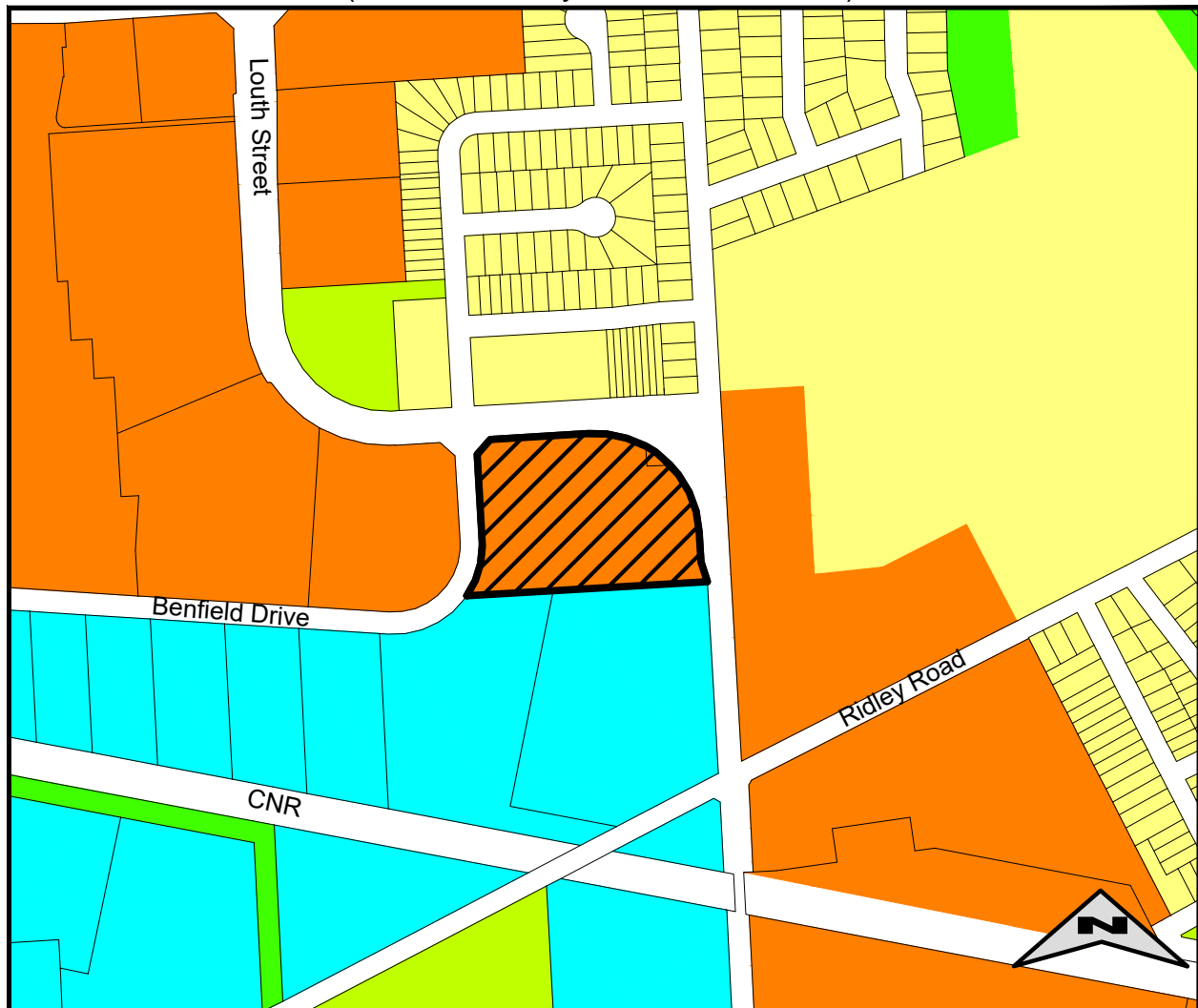
Niagara Regional Air Photo (April, 2015)


 Subject Lands

10 Benfield Drive






File: 60.35.1045

## Existing Land Use Designation (The Garden City Plan - Schedule D1)



 Subject Lands  
10 Benfield Drive

### Land Use Designations

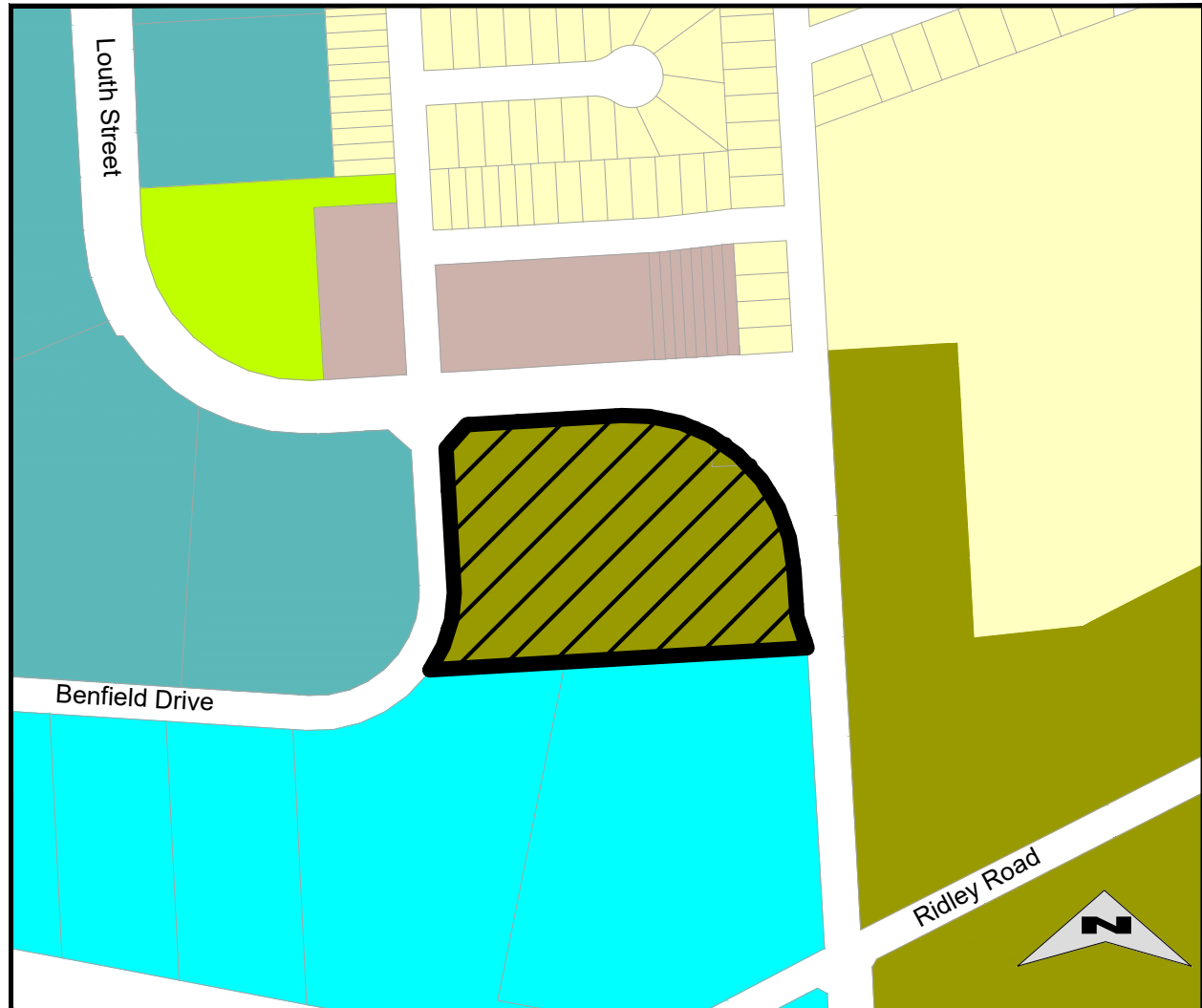
-  Mixed Use
-  General Employment
-  Low Density Residential
-  Parkland & Open Space
-  Natural Areas


File: 60.35.1045



## Existing Land Use Designation

(The Garden City Plan - GO Transit Station Secondary Plan, Schedule E6/7)



 Subject Lands  
10 Benfield Drive

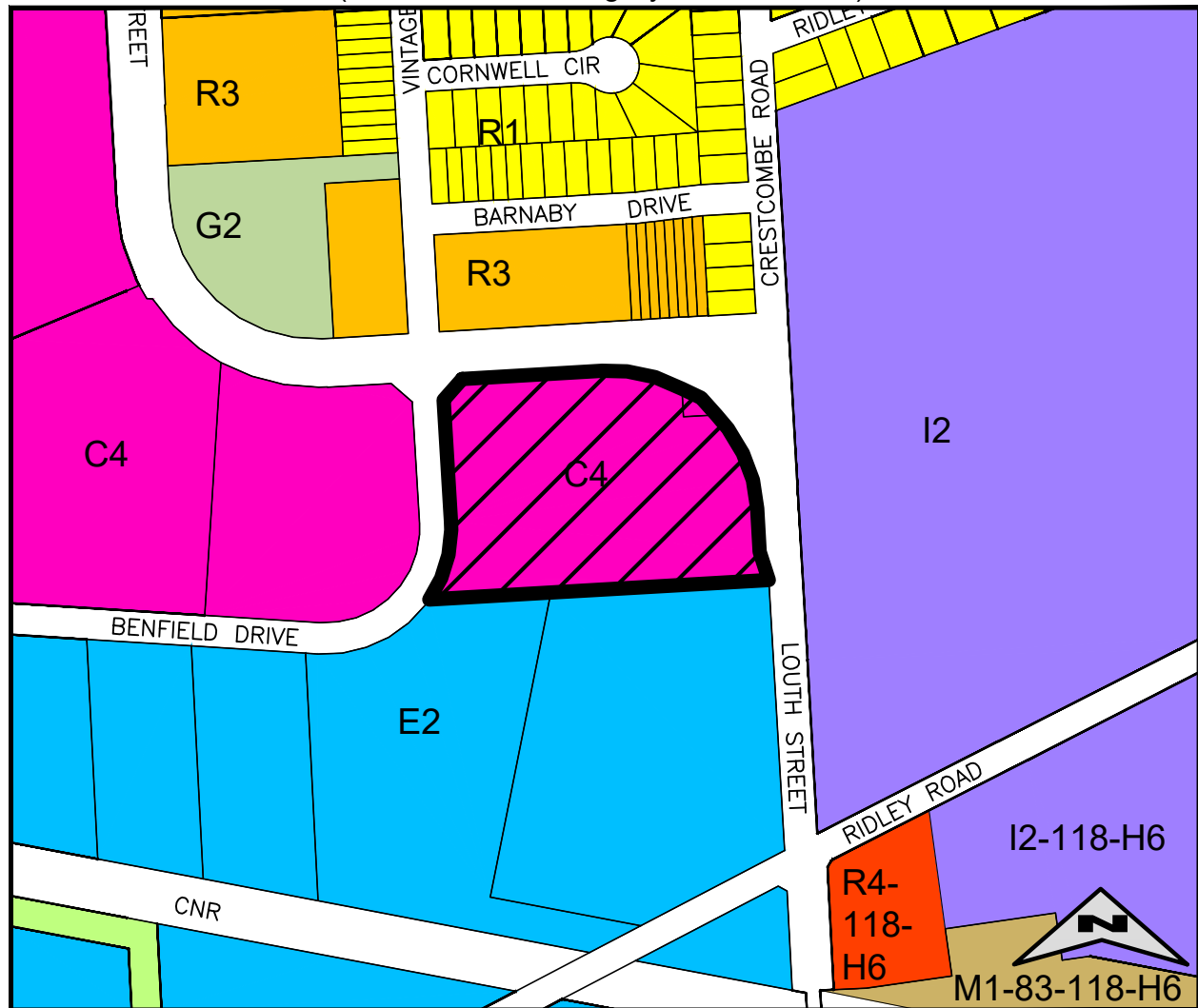
### Land Use Designations


 Mixed Use 1	 Low Density Residential
 Mixed Use 2	 Medium Density Residential
 Mixed Use 3	
 General Employment	
 Parkland & Open Space	

File: 60.35.1045



## Existing Zoning

(Schedule A - Zoning By-law 2013-283)



 Subject Lands  
10 Benfield Drive

### Zones

 R1	Low Density Residential	 C4	Major Commercial
 R3	Medium Density Residential	 M1	Medium Density Mixed Use
 R4	High Density Residential	 I2	Community Institutional
 G2	Minor Green Space		
 E2	General Employment		

File: 60.35.1045

## Additional Proposed Zoning Changes

Application for Zoning By-law Amendment

10 Benfield Drive (together with a parcel of land with no assigned municipal address opposite the intersection of Louth Street and Crestcombe Road)

Zoning Provision	Current Requirement	Requested Change	Comment
<b>General Provisions</b>			
Maximum Parking Area Coverage	Does not apply in mixed use zones	35%	Requested for overall site Note: 20% maximum applies in residential zones
Maximum Driveway Width	7.5 m or 50% of the front or exterior lot line distance, whichever is less	55% of the width of the dwelling unit	Requested as it relates to proposed townhouse dwelling units
Platform structures – height above grade between 0.15 m and 0.6 m	Minimum 3 m setback from the exterior lot line; Minimum 1.8 m setback from the rear lot line; Required interior side yard setback for the principal building for an interior lot line	May encroach to the lot line of any yard	
Platform structures – height above grade more than 0.6 m and less than 1.2 m	Minimum 3 m setback from the exterior and rear lot lines; Required interior yard setback for the principal building for an interior lot line	May encroach to the lot line of any yard	
Platform structures – height above grade 1.2 m or greater	Minimum 4.5 m setback from the rear lot line; Required interior	May encroach to the lot line of any yard	

	and exterior side yard setbacks for the principal building for the respective lot lines		
<b>Provisions for Stand Alone Residential Buildings in Mixed Use 2 (M2) Zone – Apartment Buildings</b>			
Minimum Lot Area	45 m <sup>2</sup> per dwelling unit	n/a	
Maximum Lot Area	165 m <sup>2</sup> per dwelling unit	n/a	
Minimum Front Yard	3 m for portion of building less than 14 m in height / 5 m for portion of building 14 m in height or greater	2.5 m	
Maximum Front Yard	5 m to dwelling	7.5 m	
Minimum Rear Yard	4.5 m for portion of building up to 14 m in height / additional 0.5 m for each additional 1 m in building height	n/a	By definition, the subject lands do not have a rear yard
Minimum Interior Side Yard	1.2 m	0 m	Requested to address yards adjacent to the additional lands owned by the MTO (triangular parcel with no address)
Minimum Exterior Side Yard	3 m for portion of building less than 14 m in height / 5 m for portion of building 14 m in height or greater	1.5 m	Requested to address pinch points along the curve of the Louth Street
Maximum Building Height	Does not exist	35 m	Requested to align with height

			permissions of the Garden City Plan
<b>Provisions for Stand Alone Residential Buildings in Mixed Use 2 (M2) Zone – Private Road Development</b>			
Minimum Lot Area	100 m <sup>2</sup> per dwelling unit	n/a	
Maximum Lot Area	165 m <sup>2</sup> per dwelling unit	n/a	
Minimum Front Yard	3 m to dwelling / 6 m to garage	2.5 m	
Maximum Front Yard	5 m to dwelling	7.5 m	
Minimum Rear Yard from End Wall	3 m	n/a	By definition, the subject lands do not have a rear yard
Minimum Rear Yard from Rear Wall	6 m	n/a	By definition, the subject lands do not have a rear yard
Minimum Exterior Side Yard	3 m	2.5 m	(adjacent to Louth Street)

## Region of Niagara Urban Design Comments 10 Benfield Drive

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The proposed development is the first significant re-development opportunity within the St. Catharines GO Transit Secondary Plan. Development on this large site represents an excellent opportunity to embark on a planning and design path, guided and informed by the relevant and newly minted secondary plan and urban design guidelines to initiate the successful transformation of this area into a best practice high order transit supportive community. The urban design opportunity afforded by the potential of this site should be optimized to provide for multiple, well-design and attractive, multi-storey, mixed use buildings with active grade related uses, residential units above, all contributing to an enlivened and vibrant pedestrian oriented streetscape.

Regional urban design staff has reviewed the proposed application for rezoning of the property at 10 Benfield Drive. The proposed zoning application is within the GO Transit Station Secondary Plan (GTSSP). The GTSSP, establishes a vision and planning framework to guide change for the lands surrounding the transit station ensuring the optimization of use and function for development opportunity sites and the protection of existing stable areas. The Plan includes urban design guidelines that describe a vision for development and its relationship to the public realm, and the public capital improvement needed to transform streets to become vibrant, multi-modal, and complete. The GTSSP supports; compact mixed use intensification within the Plan Area, balanced modes of transportation, complete streets, and improved pedestrian connectivity to the station, a well-designed and integrated station and surrounding hub, protection of existing stable residential areas, leveraging transit to attract a variety of employment uses, and build on the cultural value and presence of iconic and historic Ridley College buildings and the historic VIA station building.

### **GTSSP Mixed Use 2 Designation and Urban Design**

The GTSSP applies a **Mixed Use 2** land use designation to the lands at 10 Benfield Drive. This designation permits a broad range and mix of land uses intended to serve the neighbourhood and community in a way that supports the evolution of the Plan area in the direction toward a complete transit-oriented community. The Mixed Use 2 designation accommodates the highest potential for density within the Transit Station Plan area.

*“This designation provides opportunities for transit supportive medium and higher density residential and mixed use development, and larger scale developments intended to support the optimum development and use of the West Transit Station Area as set out on Schedule E6/7. (See GTSSP Mixed use 2 Designation)”*

The design character of development within the Mixed Use 2 designation is of medium and higher densities of residential development and a mix of small scale, ground oriented commercial, institutional, recreational and community and cultural uses. These uses are ideal to supporting the successful fruition of a mixed use transit area. To achieve medium and high densities the Secondary Plan permits building heights up to 10 stories with a mix of uses and a minimum development density of 150 people and jobs per hectare. Building heights of up to 10 stories provide development with the necessary flexibility to achieve higher densities beyond the minimum stated in the Secondary Plan.

Development within the Mixed Use 2 designation is intended to include retail, service commercial, institutional, and recreational uses within the ground floors of buildings - a best practice approach to having active uses on the ground floor to enliven and activate streetscapes. Active and vibrant streetscapes within a transit supportive community support density and contribute to complete streets that promote active transportation and transit usage. Development within this mixed use designation is designed to be oriented and sited close to the property line so as to contribute to a pedestrian friendly environment, create a sense of enclosure of the streetscape, and encourage the spill-out of ancillary uses such as patios.

The Mixed Use 2 designation in this Station Area Secondary Plan promotes a form of development that is multi-storey, with non-residential uses at the ground floor contributing to pedestrian friendly, transit-oriented streets. The Plan Guidelines depict how the design of streetscapes like Louth Street “must accommodate pedestrian circulation and an attractive public realm (Section 3.1 pg13)”. This is shown as streets with boulevard elements comprising elements trees, bicycle parking, wide sidewalks, public art, transit shelters, street lighting and furniture, and “adequate space for commercial and social activity”. This approach meets with the Region’s Complete Streets policy as a best practice for delivering pedestrian oriented streetscapes designed with wide sidewalks, a ‘Frontage and Marketing Zone’, that contributes positively to the grade commercial uses intended to activate the semi-public and public realms. The streetscape of Louth Street is to receive major improvements including active transportation facilities, pedestrian oriented street design, and 3 future gateways one of which being a minor gateway at Louth and Crestcombe Road.

Chapter 4 of the GTSSP Urban Design Guidelines provides Urban Design Guidelines related to site and building design and should be referenced by the development. These guidelines provide a consistent approach for fusing private development with the significant public investment needed to transform the Plan Area into a successful example of an attractive, pedestrian oriented, mixed use transit supportive station area.

Staff has reviewed the proposed development through the policy and design frameworks mentioned above. In principle, staff is encouraged by a development approach that seeks to provide multi-unit and multi-storey residential development along Louth Street, a traditional townhouse form, and surface parking that is mostly screened from public view. However, staff suggest that the potential of the site, as envisioned in the Secondary Plan, has yet to be realized. The proposed planning and design approach limits development to low rise residential only uses that leave behind considerable development and urban design value that other exemplary best practice developments regularly seek to capture. As a large property, this site is unique within this transit oriented area. Supported by a generous secondary plan designation, this development can include non-residential grade related uses, greater density, taller building heights, an invested interface with the public realm, and a refined internal site design.

At the pre-consultation stage Staff requested the preparation of an urban design brief to demonstrate how the proposed design rationale has been guided and informed by the relevant policy framework. An urban design brief would demonstrate how the proposed zoning of the site applies and achieves the intended goals and policies of the secondary plan and urban design guidelines. Through examples, illustration, and descriptions, the urban design brief would demonstrate proposed interface and streetscape conditional along Louth Street, how the proposed development contributes to the creation of a minor gateway at Crestcombe Road, the

relationship of use and forms, the design of parking, the locations and connections and design of internal pedestrian paths with public sidewalks, and the design condition at grade along Louth South. Regional Staff has not received the requested brief that would provide staff with supporting rationale. Staff continue to request the preparation of an urban design brief prior to approval of the zoning.

Notwithstanding, staff have prepared comments that correspond with numbered illustrative points on the attached concept layout.

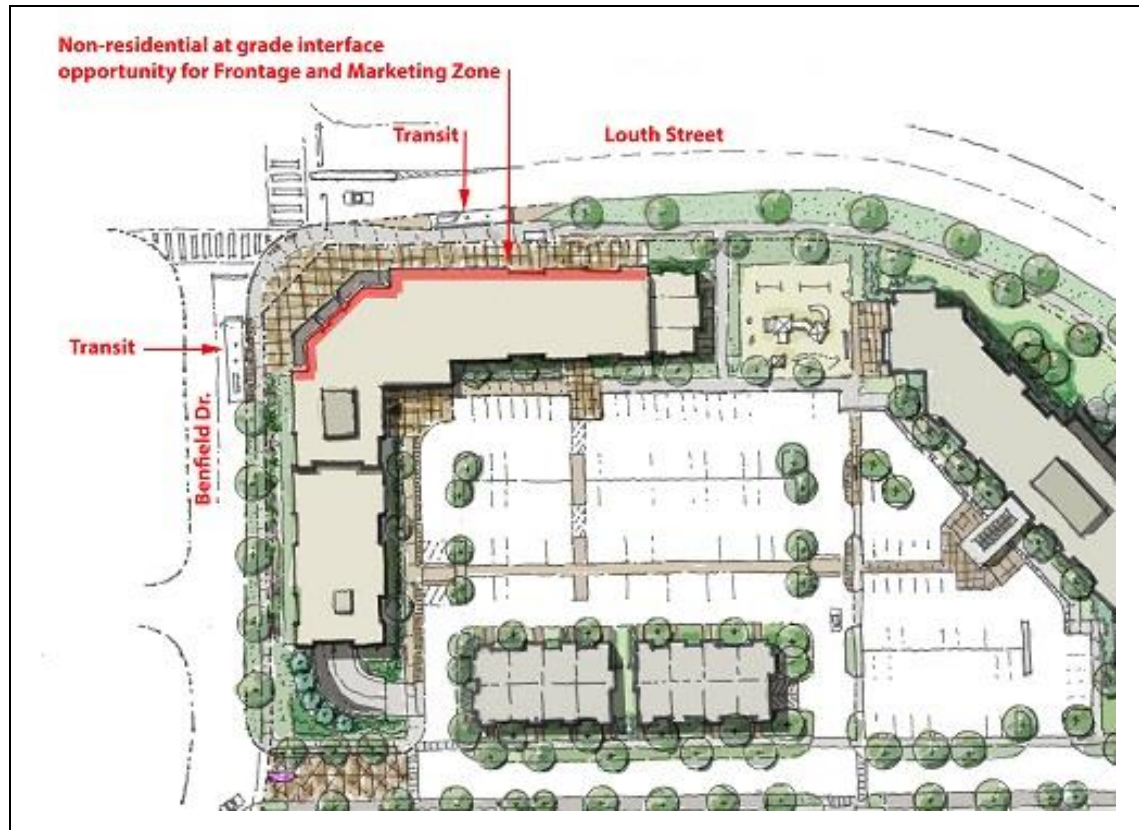
1. **At-grade Interface condition along Louth Street:** The proposed development and associated zoning does not appear to include uses other than residential uses. The secondary plan, permits a broad range of uses that are intended to provide a design solution (shown in the urban design guidelines) to the treatment of the ground floor when buildings are placed close to the property line. By incorporating non-residential uses on the ground floors of buildings A to D the quality and design of the ground floor and the resulting interface between the ground floor and the public realm can be greatly improved. Non-residential uses complement the bus transit stops located nearby at the Benfield Drive and Louth Street intersection. Non-residential uses on the ground floor provide a best practice solution for enlivening and activating the streetscape - especially key for a transit oriented community. Non-residential uses locate close to Benfield Drive and Louth Street can provide an approach consistent with best practice for transitioning from the large format auto oriented commercial uses (Mixed Use 3 designation) west of Benfield Drive to a finer grain of pedestrian and transit oriented development. Non-residential uses on the ground floor eliminate the condition where intensive landscaping treatment must be provided and maintained between ground floor units and the property line to provide a buffer that mitigates negative impacts associated with diminished privacy. Ground floor residential units on busy arterial roads can not provide an interface or treatment that can activate the streetscape. Furthermore, the GTSSP Urban Design Guidelines did not contemplate residential uses at grade along arterial roads and thereby do not provide a design treatment to suit such a condition.

Thereby it is suggested that:

- 1.a. At grade non residential uses are integrated along Louth Street frontages for buildings A to D. Non-residential at grade such as commercial, institutional, or community uses are well suited and fit well within this development. The development can provide a range of square footage options that might not otherwise be appropriate or available in the large commercial site across Benfield Drive. Small local service commercial uses, a children's daycare, and office spaces complement the residential uses above contributing to a more complete community approach to development. The proposed zoning should allow for a range of complementary non-residential mixed uses to be integrated into the development as permitted by the Secondary Plan.

*The attached Staff concept demonstrates how non-residential uses can be accommodated along Louth Street with spill-out areas for sidewalk patios that address and activate the public realm and existing transit stops.*





Or

1.b. The proposed zoning provide a minimum setback from the property line of 5 metres for buildings along Louth South and for that setback to include a landscape treatment that can provide ground related residential units with privacy yet provide visual interest. This may entail provisions such as garden terraces with low landscape walls, trees, and shrub rows that are able to provide screening and privacy for at grade residents of these buildings. This treatment must be detailed in a subsequent urban design brief. It is suggested that zoning include a requirement for a minimum planting strip of 3 metres.

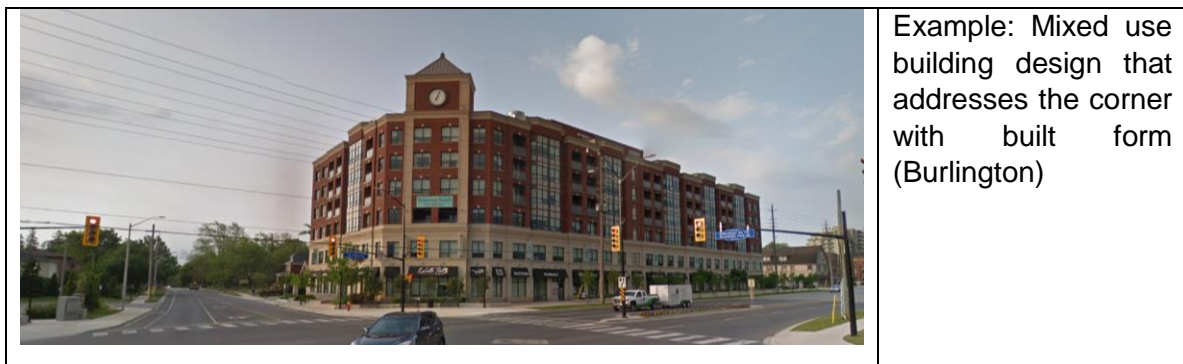


Example: Residential building with at grade residential units. A substantial landscape buffer coupled with a 5.5 meter setback provides ground floor residents with privacy (Burlington).	Concept of a building setback from the property line to provide at grade residential units with privacy.
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*The attached staff concept demonstrates buildings with residential uses at grade setback from the property line to provide a landscaping buffer to mitigate loss of privacy for at grade residential units.*

2. **Addressing the Corner at Louth Street and Benfield Drive:** The GTSSP Urban Design Guidelines direct the placement of building massing close to the street wall. The Guidelines also direct buildings to provide a consistent street wall condition to activate streetscapes.

To respond and address the streetscape, the proposed design should remove the area between buildings A and B as this space does not appear to benefit the design in a meaningful way. Fusing these buildings to form a corner building is an urban design best practice that anchors the site design and provides a visually interesting architectural treatment at the corner. This also provides the potential for added density, added height, and a prime setting for at grade related non-residential uses and patio spaces on the ground floor. The proposed zoning should include zoning provisions for a maximum building setback of 3 meters beyond any required daylighting or widenings. Staff is willing to work with the Proponent on developing a public realm that complements the development.



3. **Building Design:** The design of buildings should be informed by the GTSSP Urban Design Guidelines which encourages buildings to have a high quality of aesthetic design as a vital element of creating an attractive pedestrian and transit oriented community.

The zoning for this development should implement the GTSSP Urban Design Guidelines which direct that 60% of the ground floor building frontage be glazing to allow for views of indoor uses and creation of visual interest and animation of the streetscape.

The zoning for the development should implement the GTSSP Urban Design Guidelines which directs buildings over 5 storeys (17m) to incorporate a podium design with upper storeys that are setback.

Additional zoning provisions should be included to ensure that applicable building design principles in the GTSSP Urban Design Guidelines can be implemented at subsequent planning stages such as well articulated and inviting building entrances facing public streets, articulation of facades and delineation of podiums, screening of utilities and services, avoidance of blank walls facing public streets, etc.

4. **Optimization of the Site Design:** As noted, the design opportunity of consolidating buildings A and B into a single larger building that addresses the corner of Benfield Drive and Louth Street enhances and optimizes the site. A larger building at the corner improves the prospect for integrating at least 1 level of below grade parking for building residents. Although below grade increases the cost of constructing a building, it can also contribute to better use of the site by reducing the surface area needed for parking. Below grade parking improves the potential for residents to choose transit more frequently – knowing that their cars are protected from the elements for extended periods. Parking below grade provides many benefits which can unlock greater potential from this site and that are typically found in contemporary buildings including basement storage areas and secure bike parking. Coupled with a progressive parking standard that reduces the number of required parking spaces in support of transit usage (see suggestion below), the space required for below grade parking can be reduced substantially. Ultimately, less surface parking provides more developable land, increases density, increases and enhances landscaped areas, and improves the overall quality and value of the development – for example the proposed townhouse units would not face as large an expanse of surface parking.

Similarly, buildings C and D can also be consolidated into a larger building to improve the potential for below grade parking, provide a building that can complement the Minor Gateway, and contribute to any plans for phasing of the construction of the development overtime.

5. **Parking Design:** The overall design and layout of the parking should be refined at subsequent planning approval stages - when these occur. The design of the surface parking area can be optimized and enhanced if parking is oriented east-west and consolidated in the centre and ringed by drive aisles. Adequate landscape islands with the parking can help to visually breakup the parking area. The design of paths through the parking lot should be direct, safe, and barrier free.

The development should be designed such that, overtime, areas of surface parking can become developed. For this to occur, the parking layout should be designed such that rows of parking spaces can be removed without impact to the overall parking grid.





Example: Design of parking should provide for future conversion and development of surface parking areas.

6. **Building Height:** The GTSSP permits a maximum building height of 10 storeys. The proposed development appears to be limited to 4 storeys. The proposed zoning should not limit height of multi-unit buildings below the 10 storeys permitted by the Plan. There is ample opportunity to provide taller buildings and greater massing within this development, in particular, at the corner of Benfield Drive and Louth Street.

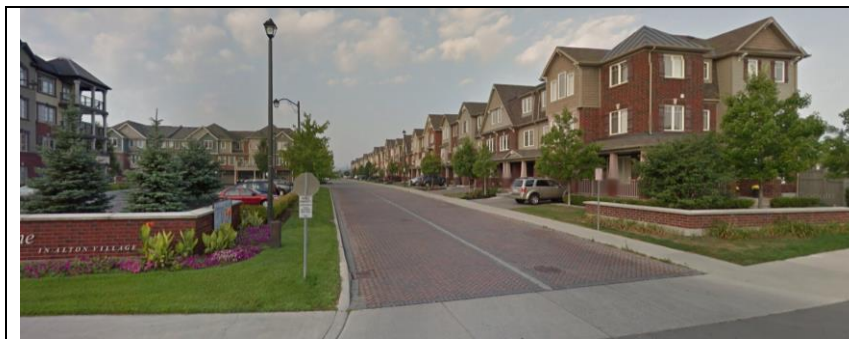
Building heights can step to provide a human scale along the public realm, transition with adjacent lower storey building forms, provide added amenity spaces such as on rooftops or terraces, and mitigate shadows.

The buildings closer to Louth Street and Benfield Drive should be tallest and transitioning down in height as buildings approach the southern property boundary. Development on this site is not hampered by negative impacts of shadow and overview providing further opportunity for the development to explore heights above 4 storeys.

7. **Pedestrian Connectivity and Design:** To support the development of this a transit oriented community, the development should integrate current design best practices that facilitate and encourage people to choose walking. The following design elements should be integrated into the design:

7.a. Townhouse backyard along the southern boundary should not remove the potential for a 1.5 metre sidewalk and 1.5 metre planted boulevard along the main drive aisle connecting Louth Street to Benfield Drive.

7.b. Urban design techniques for calming vehicular traffic through the development including tree lined sidewalks and placemaking features such as entrance gateways and medians, and textured paving should be incorporated into the design of vehicular entrances to the development



Example: Gateway elements, and traffic calming pavement treatment at the entrance of this development (Burlington).

7.c. The main aisle into the development functions like a small street and provides residents of either side of the development with a strong connection linking Louth Street to Benfield Drive across the site. On this basis, it is recommended that the design of the cross-section includes sidewalks and trees on both sides.

- 7.d. Ample, well-designed connections from the proposed Louth Street public sidewalk into the development and pathway connections between buildings should be safe, direct, barrier free, encouraging residents and visitors to choose active transportation modes and transit.
- 7.e. The internal parking aisle network should be aligned and consistent and should accommodate and consider desire lines to main building entrances. Align the entrance of the townhouse visitor parking as demonstrated by the attached concept.
- 7.f. Integration of a right-in only at the vehicular entrance at Louth Street.
8. **Minor Gateway:** The GTSSP Urban Design Guidelines refer to the intersection with Crestcombe Road as a minor intersection. The proposed development should address and incorporate provisions for contributing to the establishment of a minor gateway. The proposed design of buildings, location of entrances, massing and architectural elements, and landscaping can be integrated into the overall design to facilitate a gateway.
9. **Amenity Spaces:** GTSSP Urban Design Guidelines encourage development to integrate amenity areas into the design of the site and buildings such as outdoor passive and play areas and rooftop amenity spaces. Notwithstanding the proximity of public parks and alleviate the difficulty of accessing Vintage Park from this development, developments of this scale should consider an on-site 'tot-lot' playground for small children. Implementation of the GTSSP can include zoning provisions requiring amenity areas of various types.
10. The design of townhouses should group units so as to provide blocks with even numbers. This provides for the paring of driveways to maximize the green areas between driveways. The attached concept shows 28 townhouse units along the south edge divided into two 8 unit blocks and two 6 unit blocks. The visitor parking is aligned with the drive aisle above.
11. **Parking standards for apartment units in transit oriented developments:** As a best practice, to effect and enhance the usage and reliance on transit, parking ratios for multi-unit buildings (apartments) should be lessened from the propose 1.25spaces per unit. At this early stage in the transformation of the area, it is suggested at a minimum 1.0spaces per unit is incorporated into the site specific zoning standards.

-Khaldoon Ahmad

## 10 Benfield Drive, St. Catharines Urban Design Concept

Urban Design and Landscape Architect Section | Niagara Region

September 14, 2018

Niagara Region



**Knutson, Amanda**

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**From:** Knutson, Amanda  
**Sent:** Tuesday, October 23, 2018 3:27 PM  
**To:** Knutson, Amanda  
**Subject:** FW: 10 Benfield zoning meeting Wednesday Sept, 19.

**From:** Linda Crabtree [REDACTED]  
**Sent:** Tuesday, September 18, 2018 3:14 PM  
**To:** Knutson, Amanda <[aknutson@stcatharines.ca](mailto:aknutson@stcatharines.ca)>  
**Subject:** 10 Benfield zoning meeting Wednesday Sept, 19.

Hello Amanda: I've live on Springbank just round the corner from Benfield for almost 30 years and have watched that property at 10 Benfield go from vineyard through several owners and always wondered when or if it might ever be developed.

I'm concerned about the density issues with the existing plan. There is very little green space in that area. Ridley College has closed its grounds to the public and the small park across the road has seen trees planted and ignored year after year. Nothing is done to beautify it or make it habitable except a new play station for children that is rarely used. I do see men/boys playing basketball there from time to time but there is no shade, no flowers, no side walk within the park for strollers or wheelchairs/scooters as it has been left to disintegrate. If the development goes ahead, I think it should contingent on having more green space around/in it and also rejuvenating the parkette across the road.

There are probably 100 fairly mature Shade Master locust trees on 10 Benfield planted by Mountain View developers when they owned it. Rather than simply clear the land and mow those trees down, they could be used to landscape the property and some could be relocated to the park across the road.

The area in question is already fairly heavily populated and I would dearly like to see that this development does not add to the congestion or least gives people who live there some green breathing space.

It also doesn't help that there is what amounts to a six lane road around the development that isn't easy to cross.

I do not walk and it is not easy for me to come to a meeting at City Hall but I would like my opinion registered. Can I do that in writing or must I come to City Hall on Wednesday night? If I can do it in writing would you please tell me to whom write to and expect answers from?

Many thanks,  
 L.  
 Linda Crabtree C.M., O.Ont.  
 One Springbank Drive  
 St. Catharines, ON, Canada L2S2K1  
 [REDACTED]

**Knutson, Amanda**

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**From:** Linda Crabtree <[REDACTED]>  
**Sent:** Wednesday, September 19, 2018 2:31 PM  
**To:** Knutson, Amanda  
**Subject:** Re: 10 Benfield Greenspace and accessibility

Hello Amanda and thank you very much for getting back to me. Upon further thought, I'm wondering if the developer has ever considered green roof space on the condominiums considering the fact that there will be very little green space in the development. There is no place for children to play, for mothers to sit with their babies, for people to walk and for the general calming of the area. Green space makes a huge difference in resident's health and well-being. That's why it's so important that the park across the road be made the best it can be.

And, I would like the committee to also consider accessibility. There is no place for well people who live in west St. Catharines to retire to. We do not have a Royal Henley, Heatherwood or Anchor Pointe. Making access a focal point and using the concept of universal design (UD) in the building plans would mean that people who have lived in west St. Catharines all of their lives and wish to continue living here into retirement but cannot maintain a home could possibly consider one of the condos. Universal Design doesn't cost more, it just takes more thought. UD is also a huge selling point as it allows people who buy to age in place as there is no need to move should they have a stroke, or other physically debilitating concern..They buy and they can stay.

I will be watching for updates on the project.

Thanks again,

Linda C.

Linda Crabtree C.M., O.Ont.  
 One Springbank Drive  
 St. Catharines, ON, Canada L2S2K1  
 [REDACTED]





## By-laws to be considered Monday, December 10, 2018

- (a) A By-law to amend By-law No. 2014-169 entitled “A By-law to appoint a Chief Building Official and Inspectors under the Ontario Building Code Act, 1992.” (One reading – with respect to appointment. Delegation By-law No. 2004-277, as amended.)
- (b) A By-law to amend By-law No. 89-2000 entitled “A By-law regulating traffic and parking on City Roads.” (One reading - with respect to Parking Prohibitions on Lincoln Avenue. Delegation By-law No. 2004-277, as amended.)
- (c) A By-law to amend By-law No. 89-2000 entitled “A By-law regulating traffic and parking on City Roads.” (One reading - with respect to Parking Prohibitions on Bellevue Terrace and Helen Street. Delegation By-law No. 2004-277, as amended.)
- (d) A By-law to amend By-law No. 89-2000 entitled “A By-law regulating traffic and parking on City Roads.” (One reading - with respect to Parking Prohibitions on Ashford Place. Delegation By-law No. 2004-277, as amended.)
- (e) A By-law to amend By-law No. 89-2000 entitled “A By-law regulating traffic and parking on City Roads.” (One reading - with respect to Parking Prohibitions on Else Street. Delegation By-law No. 2004-277, as amended.)
- (f) A By-law to authorize a Subdivision Agreement with Sycamore Construction (St. Catharines) Ltd. (One reading – with respect to 54 Mackenzie King Avenue. Delegation By-law No. 2004-277, as amended.)
- (g) A By-law to authorize a contract with Demar Construction Inc. (One reading - with respect to the Lakeshore/Seaway Haulage Watermain Replacement, under Project No. P17-104. Delegation By-law No. 2004-277, as amended.)
- (h) A By-law to amend By-law No. 2002-81 entitled “A By-law to appoint certain employees of the Canadian Corps of Commissionaires (Hamilton) as municipal law enforcement officers.” (One reading - with respect to change in personnel. Delegation By-law No. 2004-277, as amended.)
- (i) A By-law to deem part of a certain registered plan of subdivision not to be a registered plan of subdivision for the purposes of Section 50, subsection 3 of the Planning Act, R.S.O. 1990. (One reading – with respect to lands adjacent to 86 Arthur Street. Delegation By-law No. 2004-277, as amended.)
- (j) A By-law to amend By-Law No. 89-2000 entitled “A By-law regulating traffic and parking on City Roads” and to repeal By-law No. 2018-257. (One reading – with respect to addition of portion of Queenston Street to Loading Zones. Delegation By-law No. 2004-277, as amended.)



- (k) A By-law to amend By-law No. 89-304 entitled "A By-law to designate private roadways as fire routes along which no parking of vehicles is permitted." (One reading – with respect to 585 Welland Avenue, 140 Parnell Road, and 281-305 Fourth Avenue. Delegation By-law No. 2004-277, as amended.)
- (l) A By-law to appoint a Municipal Emergency Control Group and to repeal By-law No. 2018-264. (One reading – with respect to correcting an administrative error. General Committee, November 26, 2018, Item No 4.3).
- (m) A By-law to authorize a Memorandum of Understanding with The Regional Municipality of Niagara. (One reading – with respect to a Sponsorship and Advertising Revenue Generation Strategy. To be considered by General Committee, December 10, 2018.)
- (n) A By-law to authorize a contract with Trenchline & Roads Inc. (One reading – with respect to Bessborough Drive Area – Watermain and Sanitary Sewer Improvement, Project No. P17-007-1. To be considered by General Committee, December 10, 2018.)
- (o) A By-law to amend By-law No. 2004-277 entitled "A By-law to authorize delegation of certain matters to staff." (One reading – with respect to 2021 Canada Summer Games. To be considered by General Committee, December 10, 2018.)
- (p) A By-law to authorize a Court Use and Storage Agreement with 2021 Canada Games Host Society Inc. (One reading – with respect to the basketball court and blackboards at the Meridian Centre. To be considered by General Committee, December 10, 2018.)
- (q) A By-law to confirm the proceedings of council at its meeting held on the 10<sup>th</sup> day of December, 2018. (One reading - with respect to confirming the proceedings of the meeting held on December 10, 2018.)