



**The Corporation of the City of St. Catharines  
CITY COUNCIL AGENDA  
Regular, Monday, November 30, 2020  
Electronic Participation, 6:00 PM**

As part of the City's commitment to safety during the COVID-19 pandemic, this meeting of Council will be held electronically.

This Meeting may be viewed online at [www.stcatharines.ca/youtube](http://www.stcatharines.ca/youtube)

*Public Comments: The public may submit comments regarding agenda matters to the Office of the City Clerk by contacting [clerks@stcatharines.ca](mailto:clerks@stcatharines.ca) by Monday, November 30, 2020 before Noon. Comments submitted will be considered as public information and entered into public record.*

*Electronic Delegations: Those wishing to speak to an item on the agenda must complete the [City's Electronic Delegation Form](#) by Sunday, November 29, 2020 before 11:59 p.m. and attend a test session with City staff on Monday, November 30, 2020 at 10 a.m.*

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

Page

- 1. Mayor's Report**
- 2. Adoption of the Agendas**
- 3. Declarations of Interest**
- 4. Adoption of the Minutes (Council and General Committee)**
  - 4.1 General Committee, Minutes of [November 18, 2020](#)  
[Addenda]
  - 4.2 Regular Meeting of Council, Minutes of [November 16, 2020](#)
  - 4.3 General Committee, Minutes of [November 16, 2020](#)
  - 4.4 General Committee, Minutes of [November 10, 2020](#)
  - 4.5 Regular Meeting of Council, Minutes of [November 9, 2020](#)
  - 4.6 General Committee, Minutes of [November 9, 2020](#)
- 5. Resolve into General Committee**

*Council will proceed to General Committee Agenda Item 1 - Motion to Move Reports on Consent*

**6. Public Meetings Pursuant to Planning Act and Public Notice By-Law**

6 - 202

- 6.1 Planning and Building Services, Planning Services  
City wide Land Needs Assessment (LNA) and proposed Official Plan Amendment to designate Employment Areas, and re-designate certain Employment lands for Alternative Uses  
*(Due to the file sizes of the appendices and background documents associated with the report the items were uploaded separately from the report)*

203 - 207

- 6.2 Financial Management Services, Property Management  
Stop Up and Close Millbank Street (PIN 46349-0129 LT),  
Realty File 18-042

**7. Special Presentations**

**8. Resolve into General Committee**

*Council will proceed to General Committee Agenda Item 3 - Discussion Reports*

**9. Motion to Ratify Forthwith Recommendations**

**10. Motions**

**10.1 Ontario Gas Fired Power Plants**

*Councillor Townsend will present the following motion:*

WHEREAS the City of St. Catharines strategic plan focuses on liveability and increased environmentally friendly initiatives; and

WHEREAS the Government of Ontario is planning to increase reliance on gas-fired electricity generation from Ontario's gas-fired power plants, which is anticipated to increase greenhouse gas pollution by more than 300% by 2025 and by more than 400% by 2040; and

WHEREAS Canada's temperature is rising more than double the rate of the rest of the world (which is in alignment with climate models and projections impacting northern climates most significantly); and

WHEREAS the Province of Ontario will adversely impact more than a third of the greenhouse gas reductions it achieved by phasing -out its dirty coal-fired power plants due to a power plan built around ramping up gas-fired generation to replace the output of the Pickering Nuclear Station (scheduled to close in 2024); and



WHEREAS alternative options are available to reversing short sighted cuts to energy efficiency programs and stop under -investing in this quick to deploy and low-cost resource, which include maximizing our energy efficiency efforts by paying up to the same price per kilowatt-hour (kWh) for energy efficiency measures as we are currently paying for power from nuclear plants (e.g., up to 9.5 cents per kWh); and

WHEREAS the Province of Ontario should continue to support renewable energy projects that have costs that are below what we are paying for nuclear power and work with communities to make the most of these economic opportunities; and

WHEREAS the Province of Ontario has alternative options to increasing gas-fired electricity generation, such as the Province of Quebec's offer to receive low-cost 24/7 power from its water powered reservoir system as a possible alternative; and

WHEREAS, other municipalities such as Hamilton, Kitchener, and Halton Hills have called on the Province of Ontario to phase out gas fired power plants by 2030 for cleaner, renewable energy; and

THEREFORE BE IT RESOLVED that the City of St. Catharines requests the Government of Ontario to place an interim cap of 2.5 mega tonnes per year on our gas plants' greenhouse gas pollution and develop and implement a plan to phase-out all gas-fired electricity generation by 2030 to ensure that Ontario meets its climate targets; and

BE IT FURTHER RESOLVED that a copy of this resolution be sent to the Premier of Ontario, to the local MPPs, the Association of Municipalities of Ontario (AMO), the Niagara Region, local area municipalities and the municipalities of Hamilton, Halton Hills and Kitchener.

**10.2 Ontario Business Improvement Area Association Resolution regarding National Addiction Awareness Week**

*Councillor Littleton will present the following motion:*

WHEREAS communities across Canada, including the communities represented by the Ontario Business Improvement Area Association (OBIAA), are struggling to deal with the opioid overdose health crisis; and

WHEREAS OBIAA acknowledges the efforts currently being undertaken by the Provincial and Federal Governments, but also acknowledges that these efforts are failing in reducing the number of overdoses and overdose deaths;

THEREFORE BE IT RESOLVED that OBIAA urges the Governments of Canada and Ontario to recognize, acknowledge and declare a National Health crisis (epidemic) and work with Provinces and Municipalities to develop comprehensive, adequately funded drug strategies to address this health crisis in our cities; and

BE IT FURTHER RESOLVED that this resolution be sent to the Prime Minister of Canada, Canada's Minister of Health, the Premier of Ontario, Ontario Minister of Health, Ontario Minister of Long-Term Care, and Ontario Minister of Municipal Affairs and Housing.

[Addenda]

**10.3 Hospice Workers**

*Councillor Garcia will present the following motion:*

WHEREAS Hospice Niagara, and hospices across this province, provide a number of critical services needed by Ontario and Niagara residents including: end of life Hospice Residence care; in-Home Palliative Care; Day Hospice; Bereavement Support; and Education and Consultation; and

WHEREAS these services provide a central role in decreasing hospital emergency department volume, incidents of hallway medicine and costly hospital admissions for palliative and end-of-life care; and

WHEREAS Hospice care is the only health service whose health care workers are not fully funded by the Province and hospices and provincial organizations have requested that this funding be provided as delegations before the Standing Committee regarding Bill 3, the Compassionate Care Act;

THEREFORE BE IT RESOLVED that the City of St. Catharines recommends that Ontario's Health Ministry accept Hospice Niagara's request and start fully funding all hospice health care workers fully, and right away; and

BE IT FURTHER RESOLVED that this motion be forwarded directly to the Minister of Health Christine Elliot, all Niagara MPPs, the Region of Niagara and all Niagara municipalities. FORTHWITH

[Addenda]

**11. Call for Notices of Motion**

**12. Report Requests**

### **13. Agencies, Boards, Committee Reports**

#### **13.1 Minutes to Receive:**

- Arts and Culture Advisory Committee, meeting of [August 27, 2020](#)
- Anti-Racism Advisory Committee, meeting of [November 3, 2020](#) (Draft)
- Recreation Master Plan Advisory Committee, meeting of [October 27, 2020](#) (Draft)
- Surplus Lands Development Task Force, meeting of [November 11, 2020](#) (Draft)

[Addenda]

#### **13.2 Motion arising from Minutes of Surplus Lands Development Task Force Meeting**

That Council directs staff to send correspondence to the Region of Niagara as an expression of interest for the lands know as 68 Church Street that identifies that Council is interested in a development that includes affordable housing; and

That staff be directed to report back on options and opportunities for this site for Council's consideration, that includes information about what other communities are doing with similar sites; and

That staff be directed to report back on the opportunity for the City to develop a municipal land development corporation.

### **14. Resolve into General Committee**

*Council will proceed to General Committee Agenda Item 4 - In-Camera Session*

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

### **16. By-laws**

208 - 209

#### **16.1 Reading of By-Laws**

[Addenda]

### **17. Adjournment**



## Corporate Report City Council

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

**Report Date:** November 2, 2020      **Meeting Date:** November 30, 2020

**Report Number:** PBS-178-2020      **File:** 60.2.102

**Subject:** City wide Land Needs Assessment (LNA) and proposed Official Plan Amendment to designate Employment Areas, and re-designate certain Employment lands for Alternative Uses

**Strategic Pillar:**



### Recommendation

That Council approve Amendment 26 to the City of St. Catharines Official Plan (Garden City Plan) to designate Employment Areas for long-term protection of employment lands, and to re-designate certain existing employment lands within the municipality for alternative use permissions, as attached in Appendix 1; and

That no further notice is required; and

That the Mayor and City Clerk be authorized to execute the necessary by-law to give effect to Council's decision; and

That the Notice of Decision required by the Planning Act, R.S.O. 1990, c.P. 13, as amended, be processed by staff; and

That the Notice of Decision and Amendment No. 26 to the Official Plan be forwarded to the Region of Niagara for final approval; and

Further, that the Clerk be directed to make all necessary notifications. FORTHWITH

### Summary

Staff is recommending a number of revisions to the City's Official Plan (Garden City Plan) to achieve the following objectives:

- Preserve lands for long term employment uses by designating six Employment Areas, in accordance with Provincial policy;
- Re-designate certain lands from Employment to Mixed Use to enable redevelopment for alternative uses;

- Provide the opportunity for certain lands to be converted in the future for mixed use development, subject to certain conditions being met;
- Re-designate the NHS hospital lands and Brock University lands from an Employment designation to an Institutional designation to better reflect and recognize existing uses; and
- Revise certain policies to permit expanded accessory uses within Employment land use designations.

## **Relationship to Strategic Plan**

The Official Plan, and the proposed amendment thereto, supports and facilitates the long-term strategy towards a dynamic, innovative, sustainable and livable community, including provision for economic prosperity, diversity, social well-being and environmental stewardship.

## **Background**

Triggered by the closure of a large industrial user at 282 and 285 Ontario Street, and the potential redevelopment of the now mostly vacant, 21 hectare (51 acre) brownfield site located in the middle of the city, Council directed staff to evaluate the conversion of the employment lands for future alternative uses, such as residential and mixed use development.

The Ontario Street site is currently designated Employment (industrial) in the City's Official Plan and is identified on Appendix 2. The conversion or re-designation of employment lands for alternative uses requires an amendment to the City's Official Plan.

## **Other Conversion Requests**

In addition to Council's direction, the municipality has received nine requests for conversion of other employment lands in the city. These sites include both vacant and occupied employment lands, range in size between 0.48 and 31.5 hectares of land, and in total comprise 94 hectares of land.

Combined with the Ontario Street site, conversion requests equal 86 hectares of vacant employment land, and 29 hectares of occupied land.

Together with the Ontario Street site, all conversion requests are shown on Appendix 2, including site specific mapping of each location on Appendix 2 - Part B.

## **Land Needs Assessment (LNA)**

The conversion of employment lands is subject to Provincial land use policy and process, requiring an evaluation of all employment lands in the municipality, addressing future growth forecasts and land needs to accommodate projected employment land jobs, and the suitability and appropriateness to re-designate any excess employment lands.

Municipalities are required to designate Employment 'Areas' for long term protection of employment land jobs such as manufacturing, truck terminals, warehousing, processing,

assembly, construction yards, logistics and the like. Once designated, remaining Employment lands outside designated Employment Areas may be converted for alternative uses, subject to certain tests.

The Provincial A Place to Grow Plan requires this evaluation through a Land Needs Assessment (LNA) undertaken as a component of a Municipal Comprehensive Review (MCR) of the upper tier Region of Niagara Official Plan, and in consultation with the local municipality.

The LNA evaluates the quantity and quality of existing employment lands, the designation of Employment Areas in appropriate locations necessary to provide for long term land needs for accommodation of projected employment land jobs, and suitability of opportunities for conversion of employment lands.

There are two components to the LNA. The quantitative assessment addresses alignment with provincial population and employment growth forecasts, and land needs to support and facilitate forecasted housing need and employment jobs.

The qualitative assessment addresses the appropriate and preferred location and use of employment lands to be protected under an Employment Area designation, and the suitability of existing employment lands for alternative uses, having regard for location, site and area characteristics, and in support of the land use planning framework established in the local Official Plan and Provincial land use policy.

## **LNA Findings**

PBS staff have completed the LNA as it applies to the local municipality, have evaluated all conversion requests and are recommending an amendment to the City's Official Plan. The amendment provides for the re-alignment of land uses in the city to support accommodation of future population and employment growth forecasts, and in a manner that supports and enhances the land use planning framework established in the Official Plan.

It is the opinion of PBS staff that the City's Official Plan, and the proposed amendment contained in this report (Appendix 1), is consistent with and supports the Provincial Policy Statement (PPS), and conforms with, does not conflict with, and in fact enhances the planning framework established in Provincial land use plans.

## **Official Plan Amendment**

The Amendment proposes designation of six Employment Areas within the municipality to protect existing employment lands for long-term provision of employment land jobs. It also proposes re-designation of other existing employment lands to permit alternative residential and mixed use development, including the Ontario Street site.

The proposed Official Plan Amendment in its entirety is attached as Appendix 1, and recommended changes to the Land Use Plan are set out below.

- i) define and designate six Employment Areas for long term protection of employment land jobs, identified as areas 1 to 6 on Appendix 3. These areas comprise approximately 50 hectares of vacant designated employment lands.
- ii) establish a Special Study Area and related policies on the mostly vacant employment lands west of Vansickle Road, east of First Street, north of St. Paul Street West and south of the CN Rail (2060,2126,2196 First St. and 326, 362 St. Paul St. West), to allow for future re-designation of the lands to permit a mix of residential and employment uses, identified as area 7 on Appendix 3;
- iii) re-designate two sites from an Employment designation to Mixed Use to support opportunities for both future housing and jobs, as follows:
  - the site known municipally as 282 and 285 Ontario Street, comprising 21 hectares of mostly vacant land (identified as area 1 on Appendix 4). This includes 4 small adjacent properties on the west side of Ontario Street (243 to 257 Ontario St.);
  - the lands west of the NHS Hospital site on Fourth Avenue (1262,1290,1298,1338 Fourth Ave.,1958 Third St., 2000 Pathstone Way), comprising 12 hectares of mostly vacant land (identified as area 2 on Appendix 4).
- iv) re-designate Brock University lands at 1802 Sir Issac Brock Way, and three properties on the east side of Glenridge Avenue (541,547,567 Glenridge Ave.), from an Employment designation to institutional (identified as area 3 on Appendix 4). This is an administrative change to better recognize the existing use of the lands and support future development in alignment with the Brock District Plan approved by the Region of Niagara in March 2019 through their Official Plan Amendment No.14 (ROPA 14).
- v) re-designate the NHS Hospital lands on Fourth Avenue (1200,1242 Fourth Ave.) from an Employment designation to institutional (identified as area 4 on Appendix 4). This is an administrative change to better recognize the existing use of the site.

Other proposed amendments to the Official Plan related to employment lands but not affecting a change to the Land Use Plan structure are as follows:

- i) on all designated Employment lands in the City, increase the percentage of permitted site floor area of industrial type uses that is allowed for accessory retail/service commercial, office and recreation uses. This provides greater flexibility, and support, for employment land based uses. On designated General Employment lands, the increase is from 15% to 20%, and on designated Business Commercial Employment lands, the increase is from 30% to 35%;

- ii) allow up to 50 % of site floor area of industrial type uses that may be used for retail commercial space on existing Employment lands located between Welland Avenue and the QEW corridor, and on the east and west side of Bunting Road, identified as area 5 on Appendix 4. This change recognizes existing commercial floor space ratios for many employment land uses in this area that have evolved over time, and supports greater opportunity for single site regional destination oriented retail warehouse uses to locate in St. Catharines with visibility and accessibility to the QEW corridor.

Since the proposed amendment was released for public review on November 10, 2020, staff have made minor revisions to the amendment to clarify Official Plan section references, to ensure that the future planning of 282 and 285 Ontario Street be undertaken through a comprehensive Secondary Plan, and to clarify policies related to the Special Study Area as identified above.

## Approval Process

The Region of Niagara is the final approval authority for this proposed Official Plan Amendment, since it has implications for the Region's own MCR exercise. As identified above, employment land needs, designation of Employment Areas, and employment land conversions are to be addressed through the upper-tier Regional of Niagara MCR process.

The Region of Niagara is currently undertaking an MCR but is not anticipated to be complete until 2022. However, Provincial policy does allow the Region to approve a local Official Plan amendment affecting employment land conversions prior to completion of the MCR.

In order to advance the timeline for consideration of the City's LNA findings and recommendations, staff is now bringing forward the proposed Official Plan Amendment prior to completion of the Regional MCR.

It is intended that the proposed amendment will provide the basis for inclusion of Employment Area designations for the City within the Regions MCR.

## Report Framework for Evaluation Local Official Plan

The City's Official Plan is intended to provide for a balance and certainty of land uses for the long term provision and accommodation for all existing and emerging population and employment growth and development opportunities, protection of our world class natural heritage and agricultural lands, and support for complete community and the public interest.

It is not a static document, and as stated in the Official Plan, should be regarded as a footprint for sustainable growth management, and enabling opportunities for long term sustainable growth and development for the benefit of many future generations.



The proposed Official Plan amendment supports growth and evolution, providing a balance for all users, and in a manner respecting our built and natural environment.

### **Provincial Policy Conformity**

Both the upper-tier Region of Niagara and the City's Official Plan, and any amendments thereto, must be consistent with the Provincial Policy Statement (PPS), and must conform to or not conflict with Provincial Land Use Plans (A Place to Grow, Greenbelt Plan, Niagara Escarpment Plan).

The Provincial Plans contain a myriad of integrated land use policy, including but not limited to supporting complete communities, the adequate provision for a range and mix of employment opportunities, housing types, transit and multi modal supportive infill and intensification, compact and mixed use development, land and service efficiencies, recreation, design, protection of natural and open space areas, agricultural lands, and climate change mitigation.

A Place to Grow is the primary plan governing the City's Urban Area and contains specific employment land policies which are set out in Appendix 5.

### **Provincial Growth Forecast**

The upper-tier Regional and local Official Plan must be consistent with population and employment growth forecasts set out in A Place to Grow.

A Place to Grow establishes a growth forecast for each of the Regional municipalities within the Greater Golden Horseshoe. The forecast is then further refined and defined by each Region, with population, housing and employment growth forecasts then allocated to each of the local area municipalities within their jurisdiction. For St. Catharines, the population, housing and employment growth targets are allocated by the Region of Niagara.

### **Employment Jobs by Sector**

The Employment growth forecast is broken down into 4 sectors, as follows:

1. Employment land employment' jobs are those that typically locate in Employment Areas and occupy lands designated for employment and industrial type uses and jobs, such as manufacturing, processing, assembly, warehouse, logistics, truck terminals and construction yards. Employment Areas also contain ancillary population related jobs and major office jobs.
2. Population- related jobs are spread throughout the municipality, typically located in the Downtown and in small and large commercial plazas. These jobs primarily serve the day to day and weekly needs of local residents and the regional population, and include retail/service commercial, health, schools, recreation, institutional, civic and community facilities. Some ancillary population-related jobs are also typically located in Employment Areas primarily to serve employer and employee needs.

3. Major office jobs are typically provided in larger buildings located in the Downtown Urban Growth Centre and in business park settings on designated employment lands. The A Place to Grow defines major office as buildings with approximately 4,000 sq. metres of floor space or greater. However, office jobs are not always easily defined. Smaller office uses are also spread throughout the municipality in commercial plazas, and emerging trends towards greater work-from-home office space are evident, and likely to be accelerated by COVID-19, although it is still too soon to gauge the impacts of the pandemic on work place settings.
4. Rural jobs include agriculture, agriculture related jobs located outside the urban area.

### **Employment Areas vs. Employment Lands**

As set out in Appendix 5, A Place to Grow Plan contains specific policies for the designation of Employment Areas and the conversion of employment lands.

### **Employment Areas**

Municipalities are required to designate Employment Areas, in appropriate and suitable locations, to protect for the long-term provision and accommodation of 'employment land employment jobs' such as manufacturing, warehousing and logistics. Residential uses are prohibited, and an appropriate interface between Employment Areas and adjacent non-employment areas is to be provided supporting land use compatibility.

Once Employment Areas are established, there are strong policy 'tests' that must be addressed in order to re-designate employment lands within these 'Areas' for future alternative uses.

### **Employment Lands**

Any remaining employment lands not located within Employment Areas are still intended for employment uses, but may be converted for alternative uses such as mixed use development where redevelopment of the lands retains space for a similar number of jobs to be accommodated on site.

## **Land Needs Assessment (LNA)**

### **Quantitative Assessment**

#### **Background Studies**

The Region of Niagara retained Hemson Consulting to assist in their MCR, including an analysis of growth forecasts and land needs methodology to assess the quantity of land needs to accommodate the growth forecast. In September 2019 Hemson provided an update on MCR forecasts and land need assessment results. The update was based on relevant Provincial policy and growth target changes affecting land needs assessment since the MCR was initiated. The City also retained Hemson Consulting to undertake an Employment Land Needs Assessment (ELNA) specific to the municipality and integrated with the analysis through the Regional MCR. These 2 documents are provided as background to the City's LNA.

### **Vacant Employment Land Supply**

There are 11 large areas in the city that are designated as Employment lands in the Official Plan. These are identified on Appendix 6, together with a map illustrating the location of vacant employment lands. Part B of Appendix 6 further breaks down the vacant land supply by specific location.

The City has 113 hectares of vacant employment land, most of which (89 Ha) is concentrated in four locations, as follows:

- 282/285 Ontario St. (21 hectares);
- West of the NHS Hospital site on Fourth Avenue (10.5 hectares);
- In the west end, south of the CN Rail and west of Vansickle Road (31 hectares);
- in Port Weller, east of the Welland Canal (27 hectares).

The remaining vacant sites within the city are scattered throughout the employment lands on much smaller land parcels and total a further 24 hectares of land.

### **Growth Forecast/ Employment Land Needs**

- To date, the Region's MCR forecasts the need to accommodate 4000 jobs on the City's employment lands, and to be protected for in designated Employment Areas. This includes 2630 'employment land employment jobs' and 1370 'population-related' and 'office' jobs that typically locate in these Areas.
- At an average density established in the MCR land needs methodology of 48 jobs/hectare, this equates to the need to protect for 83 hectares of vacant employment lands within Employment Areas.
- With a vacant employment land supply of 113 hectares, and a need for 83 hectares, this identifies potential opportunity to convert 30 hectares of vacant employment land for alternative uses.

The 10 Employment land conversion requests equal 86 hectares of vacant land, and 29 hectares of occupied land. If the City were to support all conversions, this would leave only 27 hectares of vacant employment lands remaining, and well below the estimated need for 83 hectares of vacant land to support the growth forecast.

Based on evaluation of existing use, vacant land supply, and the qualitative assessment, the LNA identified certain employment lands to be included within six designated Employment Areas. The lands included within these Areas are identified as locations 1 to 7 on Appendix 6, and as set out in Part B of the Appendix, comprise a total of 83 hectares of vacant lands, and support the accommodation of 4000 jobs to facilitate the MCR growth allocation.

On August 17, 2020, the proposed six Employment Area designations were presented at an open house through the City's EngageSTC platform.

### **Amended Growth Forecast/Employment Land Needs**

On August 28, 2020 the Province enacted Amendment 1 to A Place to Grow, revising growth forecasts for all of the Regional municipalities within the Greater Golden Horseshoe and extending the forecast plan horizon from 2041 to 2051. The pre-Amendment 1 growth forecast utilized for the Regions MCR, and the now in-effect Amendment 1 growth forecasts are set out in Appendix 7.

The Niagara Region has not yet had the opportunity through their MCR to fully analyze and evaluate the revised post Amendment 1 growth forecast and associated allocations to each of the local area municipalities.

The Amendment 1 forecast projects an increase of 81,000 employment jobs across the Region to 2051 and reflects an increase of 8,000 jobs to that which was forecast in the MCR to the year 2041. However, based on PBS staff review of the Amendment 1 forecast, and notwithstanding the change in planning time horizon, there are notable differences between the pre and post Amendment 1 forecasts by employment sector, and reflect a lower forecast across the Region for 'employment land employment jobs' than the pre-Amendment 1 forecasts addressed in the MCR to date.

The change in forecast by employment sector reflects emerging regional, provincial, national and global trends towards the provision of more population related, service, office, and knowledge-based jobs, and while continuing to play an important role, less emphasis on traditional manufacturing and industrial type jobs.

Regional Planning staff acknowledge a shift in the pre and post Amendment 1 forecast, and in the opinion of PBS, there is reasonable expectation that the current 'employment land employment' jobs allocation to the city may accordingly be revised through the Regional MCR process resulting in a lesser amount of vacant employment lands to be protected through Employment Area designations, and a greater need to support population related, service and office jobs on lands outside Employment Areas.

### **Adjusted Employment Area designation**

The amended forecast identified above has prompted PBS to further review the extent of employment lands to be retained in Employment Areas as presented at the EngageSTC open house on August 17, 2020.

In undertaking this review, PBS can support the removal of approximately 31 hectares of vacant employment lands from one of the Employment Areas originally proposed. This change was evaluated based on a re-assessment of the 6 Employment Areas originally proposed and having regard for the qualitative assessment of employment lands, addressing the appropriate and preferred location to support further conversion opportunities.

The subject Employment Area includes the lands identified as 6 and 7 on Appendix 6 and located in the southwest quadrant of the City's urban area. The subject lands to be removed from this Employment Area are located west of Vansickle Road, south of the CN Rail, and identified as number 7 on Appendix 6.

In a manner not to compromise the Regions on-going MCR process to address the Amendment 1 growth forecast, and in the event that these lands may not need to be protected for future 'employment land employment' jobs through an Employment Area designation, PBS recommend these lands remain in an Employment land designation, but with a Special Study Area established to support future conversion for mixed use development, subject to conditions. The Special Study Area establishes specific parameters on the lands to provide for housing accommodation as well as population-related and office jobs, rather than employment land employment jobs. Consistent with A Place to Grow policy as identified previously, placing the Special Study Area on these lands will ensure that if the lands are converted from an Employment designation, they will retain space for a similar number of jobs to be accommodated on site as originally allocated through the MCR and LNA. The original allocation of jobs to this site is 1,500, as identified in Appendix 6 - Part B.

### **Qualitative Assessment**

The qualitative assessment evaluates the existing employment lands in the city to address suitability and preferred location of employment lands to be retained within designated Employment Areas, as well as the potential suitability of employment lands to support alternative uses such as residential or mixed-use development.

The assessment addresses each of the potential conversion sites, including site character, context, compatibility, potential use conflicts, servicing, integration and synergies, the suitability and appropriate use of the lands for employment or alternative uses, and in context of Provincial and local Official Plan policy.

An overview of the conversion sites is provided in Appendix 8, and further commentary is provided below.

### **Conversion Requests**

Including the Ontario Street site, the conversion requests are shown on Appendix 2 and more site-specific mapping on Appendix 2 - Part B, and identified as follows:

1. Ontario Street site (282/285 Ontario Street), and includes 4 small adjacent properties on the west side of Ontario Street (243- 257 Ontario Street). Identified as Area 1 on Appendix 2.

The property is a brownfield site located in the middle of the city, previously occupied by a large heavy industrial operation. The site is mostly vacant and comprised of two properties separated by Ontario Street. The property on the east side of Ontario Street is 10.5 hectares in size, and the property on the west side of is 10.2 hectares in size.

With the closure of the heavy industrial operation, Council directed PBS staff to examine the potential future use of the lands for alternative development. Four small adjacent occupied residential properties on the west side of Ontario Street are included in the evaluation.

Provincial policy supports the re-development of brownfield sites and identifies brownfields as a focus area for the better use of land and infrastructure, and for intensification.

PBS staff recommend the redevelopment of the lands for mixed use, providing opportunities for a range and mix of housing types and densities, together with population related and office jobs primarily concentrated along the Ontario Street frontage. It is recommended that the lands be planned and developed through a comprehensive Secondary Plan exercise. Recognizing the extent and variable location of contaminated lands on site, this will likely influence the range, configuration, and appropriate location of area specific uses on the site.

The conversion of the site for residential and mixed-use development provides opportunity for compatible and cohesive integration of new uses on the site with surrounding residential neighbourhoods, versus that for continued employment use. It supports optimization and efficient use of lands, service and infrastructure to provide for inner city infill, intensification and population growth adjacent to, and providing direct connection to the 12 Mile Creek and the city's major open space and natural heritage network. It provides opportunity for the development of a range of housing opportunities, and accessible and transit supportive development opportunities along a major gateway route into, and in close walkable proximity, to the Downtown and associated service, employment, recreation and community facilities.

As identified in Appendix 7- Part B, the City's Official Plan land use framework currently provides for the accommodation of forecasted population growth to the city. However, the City has a diminished vacant residential land supply, and over 60% of housing accommodation is projected through infill, intensification and redevelopment of currently occupied sites. The City has a finite Urban Area boundary to protect for the City's adjacent world class agricultural and speciality crop lands. Providing vacant developable housing opportunities on these lands will enhance the availability of vacant land housing opportunities in the city, and a greater balance and range of housing development opportunities within the City to support sustainable growth opportunities.

The conversion of this site for residential and mixed-use development does not compromise the employment growth forecast for the City, but rather provides elevated opportunities for future population, housing and jobs accommodation to support long term sustainable growth.

2. Port Weller: east of Welland Canal, south of Lakeshore Road. Identified as Area 2 on Appendix 2.

The site contains 10 properties under different ownership, is comprised of approximately 22.5 hectares of land, and includes an active agricultural operation on

18.5 hectares, an adjacent greenhouse operation on 2.5 hectares, and smaller adjacent occupied commercial, industrial uses and residential properties.

The agent acting on behalf of the largest landowner has submitted correspondence through the LNA process, requesting conversion of all the lands in the area, and submitted concept plans for the redevelopment of the larger site only. The correspondence is attached to this report in Appendix 9. On October 23, 2020 the agent also submitted a formal application for Official Plan amendment for redevelopment of the larger property proposing a mix of lower and high-density housing to accommodate 1080 dwelling units and 1150 sq. metres of commercial space.

The subject lands are located in close proximity to the Welland Canal. The City actively supports and promotes employment development on lands alongside and in close proximity to the Canal for enhanced economic opportunities and job growth in a manner to take advantage of this international commerce route. The site is also located within nine kilometers of the Niagara District Airport, which offers direct flight service catering to business travel.

Additionally, the Federal Standing Committee on Transport and Infrastructure identifies the Welland Canal region as a strategic trade corridor location in recognition of its transportation-related infrastructure. The Niagara Ports initiative has also identified the opportunity to actively leverage Niagara's marine assets and adjacent lands for positive economic impact, job creation and trade facilitation.

The subject lands are located within a long established and viable employment area including lands on the north side of Lakeshore Road, with almost all sites fully occupied. The site is also located adjacent to an existing heavy industrial operation (Dry Docks operated by Heddle Shipyards) and another abutting industrial operation which may have potential impact on any adjacent residential development with respect to air quality, vibration, and noise.

Residential development on the site would be isolated from other residential neighbourhood and does not support integration and accessibility to other housing developments, or to existing commercial and community facilities within the municipality. The area is not currently nor anticipated to be fully serviced by transit in the future, and as such detracts from the provision for transit supportive housing development. It is anticipated that residential development would require the establishment of a neighbourhood park and necessitating long term maintenance by the City.

The site is located on the edge of the City's Urban Area, isolated from residential neighbourhoods, and the large parcel fabric and flat topography support suitability to attract a range and mix of both small and large industrial users, and core employment uses for heavy and lighter industrial uses.

In relation to all potential conversion sites, it is the opinion of PBS that these lands are the most appropriate and suitable location to maintain for employment uses established under an Employment Area designation; and, that conversion for alternative uses will negatively impact the accommodation of the employment land growth forecast for the city.

3. West Side; between Vansickle Road and First Street, north of St. Paul West and south of the CN Rail. Identified as Area 3 on Appendix 2.

The site consists of five properties under different ownership and comprises approximately 31 hectares of primarily vacant employment lands, with one occupied employment use at the corner of Vansickle Road and St. Paul Street West. Correspondence for this request has been received by PBS and is included in Appendix 9. The conversion request is for a mixed-use development, providing for a range and mix of housing types and density combined with population related retail / service commercial, institutional and office uses.

These lands were originally considered for inclusion in an Employment Area designation. Having regard for the new growth forecasts, and re-assessment of Employment Areas, staff now recommend placing these lands within a Special Study Area designation in a manner not to compromise the Region's on-going MCR process to address the revised growth forecast.

The lands are to remain designated Employment lands, with a Special Study Area policy that would enable future re-designation to permit a mix of uses (eg. residential, commercial, office, institutional, community and cultural uses), subject to certain conditions, as follows:

- The approval of a Secondary Plan to identify, amongst other things, the type and range of uses permitted, and applicable residential densities and job generation rates, including:
  - housing development at a minimum of 25 dwelling units per hectare; and
  - population-related and office jobs at a minimum density of 48 jobs per hectare.

The housing allocation reflects the medium density residential development standards established in the City's Official Plan and represents the minimum generation of approximately 780 new dwelling units and accommodation for 1800 new residents. The job density allocation equates to the accommodation for approximately 1500 jobs, and equivalent to the number of jobs originally allocated in the LNA if it were to remain in a designated Employment Area. The overall density on the site equates to a minimum of 105 people and jobs per hectare, and reflects the density parameters established in the Official Plan for mixed use development.

A Place to Grow allows for the conversion of employment lands where the redevelopment of the lands will retain space for a similar number of jobs to remain



accommodated on site. The population-related and office jobs allocation established under the Special Study Area policy and through implementation of the future Secondary Plan is the same employment job target originally allocated on the lands through the Employment Area designation.

This change was evaluated based on a re-assessment of the original six Employment Areas considered and having regard for the qualitative assessment of employment lands, addressing the appropriate and preferred location to support further conversion opportunities. In the opinion of PBS, these lands represent the most appropriate and suitable location to support future accommodation for population related and office jobs, as well as supporting population growth.

The subject lands are located within the GO Transit Station Secondary Plan Area (GTSSP). Given the large parcel size and location of these lands within the GTSSP, mixed use development on these lands will serve to support and enhance the established planning framework within the GTSSP emphasising enhanced accommodation for suitable employment jobs and higher density residential opportunities in and around the GO Transit Station.

As identified on Appendix 7- Part B, the City's Official Plan land use framework currently provides for the accommodation of forecasted population growth to the city. However, the city has a diminished vacant residential land supply, and over 60% of housing accommodation is projected through infill, intensification and redevelopment of currently occupied sites. The city has a finite Urban Area boundary to protect the city's adjacent world-class agricultural lands. Providing developable housing opportunities on these lands will enhance the availability of vacant land for housing within the city, and a greater balance and range of housing development opportunities to support sustainable growth opportunities.

4. Fourth Avenue, west of the NHS Hospital site extending to Third Street. Identified as Area 4 on Appendix 2.

The site consists of six properties under different ownership and comprises 10.5 hectares of vacant employment uses together with one occupied office employment use located at the southeast corner of Fourth Avenue and Third Street. The lands are west of and adjacent to the NHS Hospital site.

The conversion request is for a mixed-use development to support a range of population-related commercial, service and office jobs, together with opportunity for development of institutional residential long-term care and assisted living facilities.

The City's Zoning By-law currently zones the lands providing for a mix of industrial and population-related commercial, service and office uses. Consistent with Provincial and local Official Plan land use policy, residential uses are not permitted to locate on designated employment lands.

The City's Zoning By-law currently permits a residential long-term care facility on a portion of the adjacent NHS Hospital site. Long term care and assisted living facilities provide for residential uses and care for an aging demographic, and are also a significant employment generator, estimated to provide for an average jobs to beds ratio of between 1:3 and 1:10. Approximately 49 % of the City's population is over the age of 45, and this aging demographic is expected to increase.

In the opinion of PBS, the provision of long- term care and assisted living facilities at this location supports an emerging residential housing need in the city, is a more compatible and complementary use with the adjacent NHS Hospital than traditional employment uses, and supports increased employment job densities and job generation than would be typically provided by traditional employment uses.

The proposed Official Plan Amendment recommends conversion of these lands to mixed use providing for a range and mix of population-related, service and office jobs together with provision for long term care and assisted living facilities.

The conversion of this site does not detract from but rather enhances the City's ability to accommodate the employment growth forecast for the city, as well as the accommodation of future population growth needs.

**5. Benfield Drive (70 -110 Benfield Dr.). Identified as Area 5 on Appendix 2.**

The site consists of five small vacant employment properties under one ownership and comprises approximately 2.5 hectares of land. The site is immediately adjacent to and situated at the rear of the Walmart development in the Louth Commercial Centre, and is bordered to the south by the CN Rail.

The conversion request seeks to develop the lands for housing, and correspondence received for this request is included in Appendix 9.

The properties are small, on average 0.52 hectares in size, and effectively represent the last remaining small lot configuration of employment lands in the city, and which may be attractive to support specific industry sector desire for this type of parcel fabric.

The site is part of a larger employment land base and is isolated from other residential neighbourhoods. In the opinion of PBS, the small parcel fabric is not conducive to optimizing accommodation of housing development, and the location of the lands at the rear of the Louth Commercial Centre, and immediately adjacent to the CN Rail, detract from compatible housing development.

The lands are in close proximity to Highway 406, supporting accessibility to a major transportation network and goods movement corridor suitable for employment land uses. The site is also located in the GO Transit Station Secondary Plan Area (GTSSP), in close proximity to the GO Station, and in the opinion of PBS, the retention of these lands for employment land use enhances the provision for a range

and balance of use and job opportunities to facilitate the optimization and attraction of the GO Transit Station.

The retention of these lands for employment use supports and facilitates the accommodation of the City's employment growth forecast. PBS do not support the conversion of this site for alternative uses.

6. Louth Street / Benfield Drive (301 Louth St., 301 Louth St.). Identified as Area 6 on Appendix 2.

The site is comprised of two properties and six hectares of land and is occupied by an active employment industrial operation. The conversion request is made to develop the lands for residential uses, and correspondence received for this request is included in Appendix 9.

The site is adjacent to the CN Rail, Louth Commercial Centre, and in close proximity to existing and large viable employment operations. Residential development is proposed north of these lands. Ridley College is across the street on the east side of Louth Street.

The use of the property for employment industrial type uses has been long established. Conversion of this site will diminish the current supply of occupied lands already supporting employment jobs.

The property is in close proximity to Highway 406, supporting accessibility to a major transportation network and goods movement corridor suitable for employment land uses. The site is also located in the GO Transit Station Secondary Plan Area (GTSSP), in close walkable proximity to the GO Station, and in the opinion of PBS staff, the retention of these lands for employment land use enhances the provision for a range and balance of use and job opportunities to facilitate the optimization and attraction of the GO Transit Station.

PBS recommend the continued use of the lands for employment purposes.

7. Ridley Road West (80 Ridley Rd.). Identified as Area 7 on Appendix 2.

The property is a vacant 1.8 hectare triangular shaped parcel of land located within an established employment area. The conversion request is made to develop the lands for residential and commercial uses, and correspondence received for this request is included in Appendix 9.

The property is adjacent to Kiwanis Field to the south, active employment land uses to the north, east and west, and immediately adjacent to the CN Rail. The site is located at the end of a partially unopened road allowance extending through the surrounding occupied employment lands, and subject to future road improvement, vehicular access to the site is only available travelling through the employment area.

The property is isolated from residential neighbourhoods, and housing development would not be compatible with surrounding uses. PBS do not support the conversion of this site for alternative uses.

8. Martindale Road / QEW (218,222,250 Martindale Rd. 20, 25, 75 Corporate Park Dr.). Identified as area 8 on Appendix 2.

The site is comprised of six occupied properties comprising 9.9 hectares of land, and is currently occupied for a mix of office, distribution, lighter industrial uses and a contractor's yard. The request is made to integrate residential use within the site, and in doing so, relocate the contractor's operation to another location. Correspondence received for this request is included in Appendix 9.

The site is located on the east side of Martindale Road within an existing employment area dissected by the roadway. It is immediately adjacent to the QEW corridor, the 12 Mile Creek, located near commercial services and is located on a transit route. In the opinion of PBS, these attributes could support residential opportunities, and may contribute to a walkable and accessible environment to support live work connections with employment uses in the immediate area.

For many of the same reasons, the amenities identified above also support the attraction of this area for employment. The site is located within a viable mostly occupied employment area, and with immediate access and visibility to the QEW corridor, supports a most suitable location for office and employment type uses, and likely one of the best locations within the City's employment land base offering these types of amenities to attract business. The integration of residential uses on the east side of Martindale Road may result in future pressure to establish further residential uses in the area and detract from and erode the existing viable employment land base. The existing contractor's yard may be relocated and provide for other employment land uses and opportunities on the site irrespective of residential integration on the lands.

Given the amenities in this area, the type of housing constructed at this location is likely not to be designed to accommodate a lower income bracket. Having regard for other employment land conversions under consideration, and on much larger tracts of land, other locations within the city provide greater opportunity to support mixed use development providing accommodation of forecasted population to the city, and a range and mix of housing opportunities to support a continuum of income brackets.

PBS recommend the lands be maintained for continued employment uses and retained within and as part of the larger Employment Area designation on the east and west side of Martindale Road.

9. 58 Broadway, north of Lakeshore Road, east of Welland Canal. Identified as Area 9 on Appendix 2.

The property is a 7.34 hectare occupied site containing an active greenhouse operation (Colonial Florists). The conversion request is made for residential use and correspondence received for this request is included in Appendix 9.

The site is located within a mostly occupied, active and viable employment area north of Lakeshore Road. It is adjacent to larger vacant employment lands to the south, and occupied employment lands to the northeast and southeast. The property has long been occupied for non-residential uses, and acts as an edge property for the employment area to new residential uses recently developed to the north. The conversion of these lands for residential use would jeopardize further encroachment of residential uses onto the only remaining vacant lands within the employment area north of Lakeshore Road, located directly south of the property, and result in further erosion of the city's employment land base.. The area is not currently nor anticipated to be fully serviced by transit in the future, and as such detracts from the provision for transit supportive residential use, and lacks proximity to supporting commercial and community facilities to support accessible and walkable housing development.

The subject lands are located in close proximity to the Welland Canal, and the City's Economic Development and Tourism Services actively supports and promotes employment development on lands alongside and in proximity to the Canal for enhanced economic opportunities and job growth in a manner to take advantage of this international commerce route. The site is also located within nine kilometers of the Niagara District Airport, facilitating just-in-time business activity.

Additionally, the Federal Standing Committee on Transport and Infrastructure identifies the Welland Canal region as a strategic trade corridor location in recognition of its transportation-related infrastructure. The Niagara Ports initiative has also identified the opportunity to actively leverage Niagara's marine assets and adjacent lands for positive economic impact, job creation and trade facilitation.

The larger parcel fabric and flat topography of the site offers suitable characteristics for continued use for employment purposes, and conversion of this site would effectively remove a viable occupied operation supporting employment opportunities from the City's employment land base. PBS recommend the continued use of the lands for employment purposes.

#### 10.150 Berryman. Identified as area 10 on Appendix 2.

The conversion request is made for mixed use development to support conversion of the existing building for a small number of residential apartment dwelling units together with commercial uses. Correspondence has been received for this request and is included in Appendix 9.

The property is a small 0.48 hectare site located in the middle of an established employment area, and has traditionally been occupied by office uses. The existing

building continues to be used for office uses, and also has some vacant underutilized space.

The site is isolated from other residential uses, does not support the cohesive integration with other mixed use or residential uses, and residential use on the site is not compatible with surrounding employment industrial uses. The site is surrounded by light and heavier industrial uses on all sides, including storage yards and a trucking depot. Conversion of this site would effectively remove a viable employment site providing job opportunities from the City's employment land base. PBS recommend the continued use of the lands for employment purposes.

## **Public and Stakeholder Correspondence**

On August 17, 2020, draft LNA findings and recommendations for designation of Employment Areas and employment land conversions were presented at an open house through the City's EngageSTC platform. Correspondence received via email and through the EngageSTC platform are attached as Appendix 9.

Staff also held individual meetings with stakeholders requesting employment land conversions, and written correspondence received by stakeholders is attached.

## **Second Planning Opinion Advisory**

Should Council consider not supporting the Staff Recommendation, Council is advised to defer its decision until such time as a second planning opinion from an outside consultant can be obtained. In the event the second planning opinion is supported by Council, and Council makes a decision based on that second planning opinion, and if and when the matter should be heard before the Local Planning Appeals Tribunal, then the planner who has provided the second opinion shall be retained for the purpose of a hearing.

## **Financial Implications**

There are no direct costs to the Corporation should this amendment be adopted by Council. Future development that arises from land use changes recommended in this report would be at the cost of the developer.

## **Environmental Sustainability Implications**

The recommendations in this report support re-alignment of land uses to better separate sensitive land uses and provide an appropriate interface to minimize land use conflicts and adverse impacts between competing land uses. The land use changes also support more efficient use of lands and service, and more compact and integrated development to support mitigation of climate change impacts. Current Official Plan policies address environmental sustainability, and further refinement of environmental sustainable measures is contemplated through subsequent Secondary Plan processes and future development applications.

## **Notifications**

Councils decision be provided to the following:

- Doug Giles, Acting Commissioner of Planning and Development Services, Region of Niagara
- The owners of all lands requesting an Employment land conversion.

### **Prepared by**

Bruce Bellows  
Senior Land use Planner

### **Submitted by**

Judy Pihach, MCIP, RPP  
Manager, Planning Services

### **Approved by**

Tami Kitay, MPA, MCIP, RPP  
Director, Planning and Building Services

## **Appendices**

- Appendix 1: Official Plan Amendment No. 26
- Appendix 2: Employment Land Conversion Requests
- Appendix 3: Employment Area designations / Special Study Area
- Appendix 4: Recommended employment land re-designation
- Appendix 5: A Place to Grow employment policies
- Appendix 6: Employment lands – vacant supply - jobs allocation by location
- Appendix 7: Growth Forecast
- Appendix 8: Qualitative Assessment of Conversion Requests
- Appendix 9: Public and Stakeholder Correspondence

## **Background Documents**

- Background Document 1 - Update on MCR forecasts and land need assessment results (Hemson, September 2019).
- Background Document 2 - City of St. Catharines Employment Land Needs Assessment (ELNA).

BY-LAW NO. - 2020

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

THE COUNCIL OF THE CORPORATION OF THE CITY OF ST. CATHARINE\$ enacts as follows:

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

Read and passed this day of 2020.

CLERK

MAYOR

Draft



Amendment No. 26 to the Garden City Plan  
  
(City of St. Catharines Official Plan)

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

- PART A - THE PREAMBLE

An explanation of the Amendment, but does not constitute part of the Amendment.
- PART B - THE AMENDMENT

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

These Appendices contain background data, planning considerations and public involvement associated with the Amendment, but does not constitute part of the Amendment.

## PART A - THE PREAMBLE

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

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

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

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

Official Plan Amendment implements the findings of the LNA.

## PART B - THE AMENDMENT

Details of Official Plan Amendment No. 26

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

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

6. Part D, Section 10.1 is amended by adding a new subsection a) as follows;

and, amending subsequent section letters accordingly.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

‘ e) Institutional

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

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

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

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

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

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

follows:

‘ ii) Special Study Area:

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

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

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

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

‘ a) Institutional

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

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

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

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

## PART C - THE APPENDICES

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

### Appendix 1

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

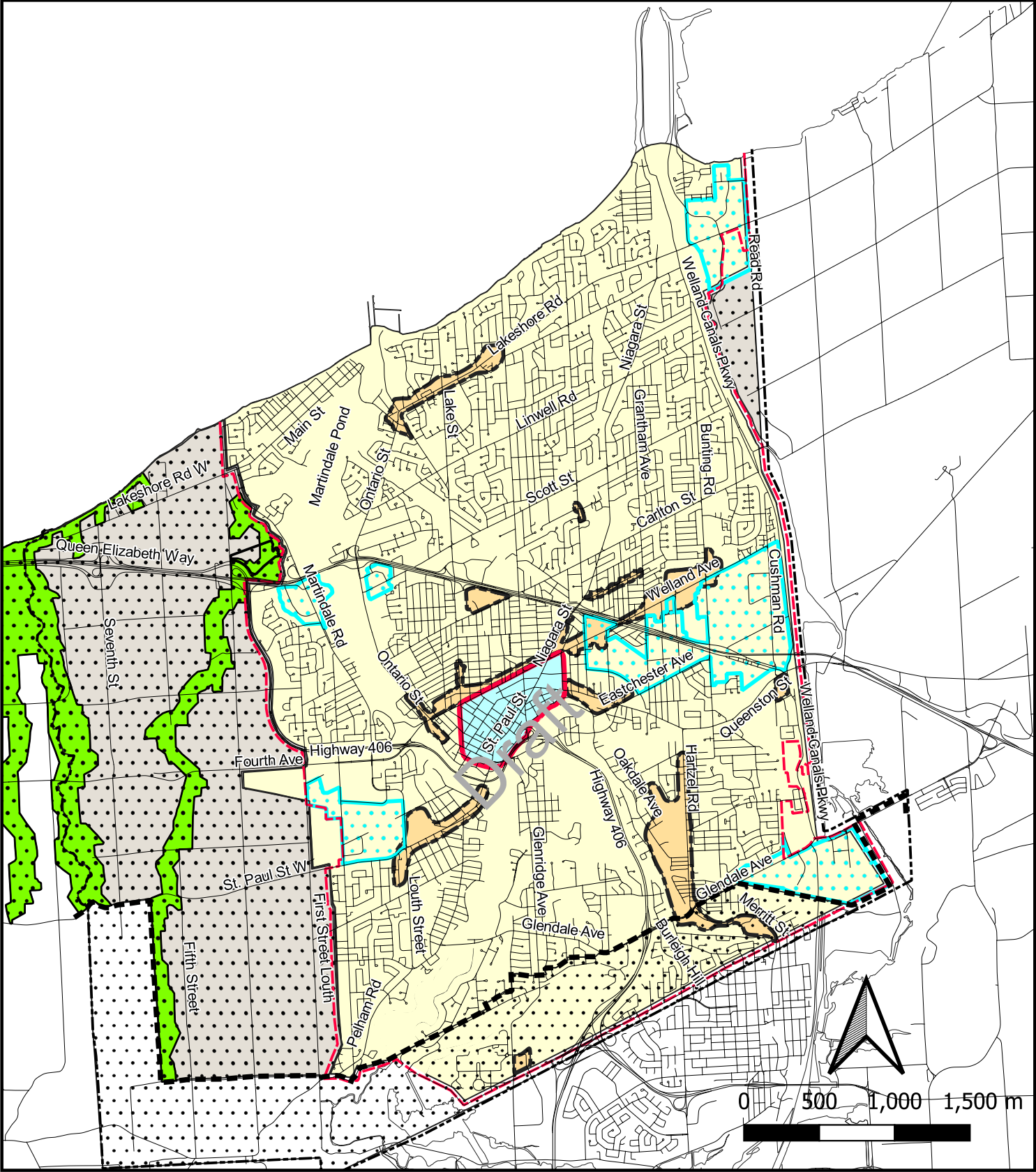
### Appendix 2

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

### Appendix 3

Minutes of the Public Meeting held on November 30, 2020

Draft



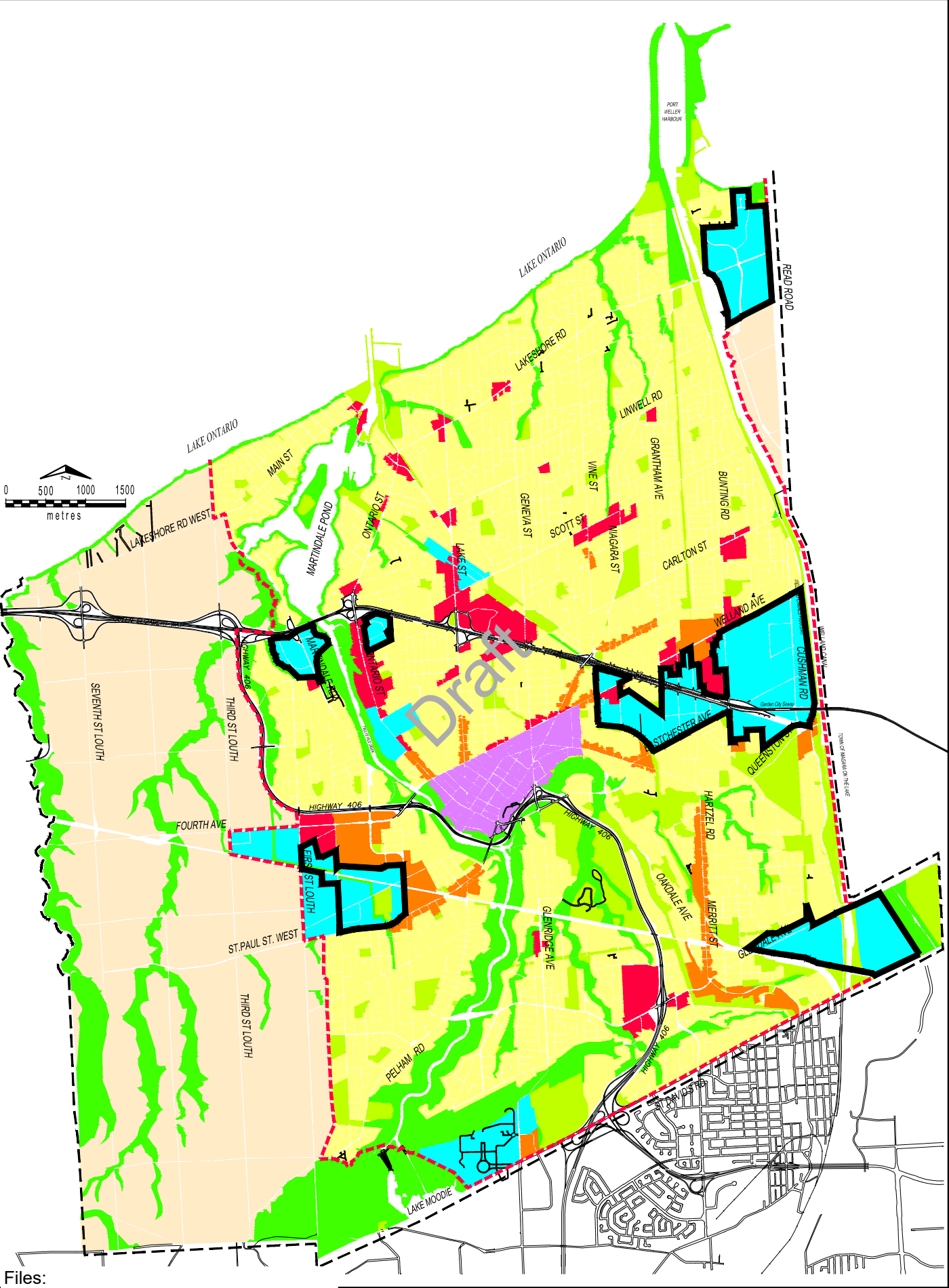
Municipal Structure

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

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

Schedule B to Amendment No. 26 to The Garden City Plan

- General Land Use Plan (Schedule D1)By-Law



General Land Use Plan

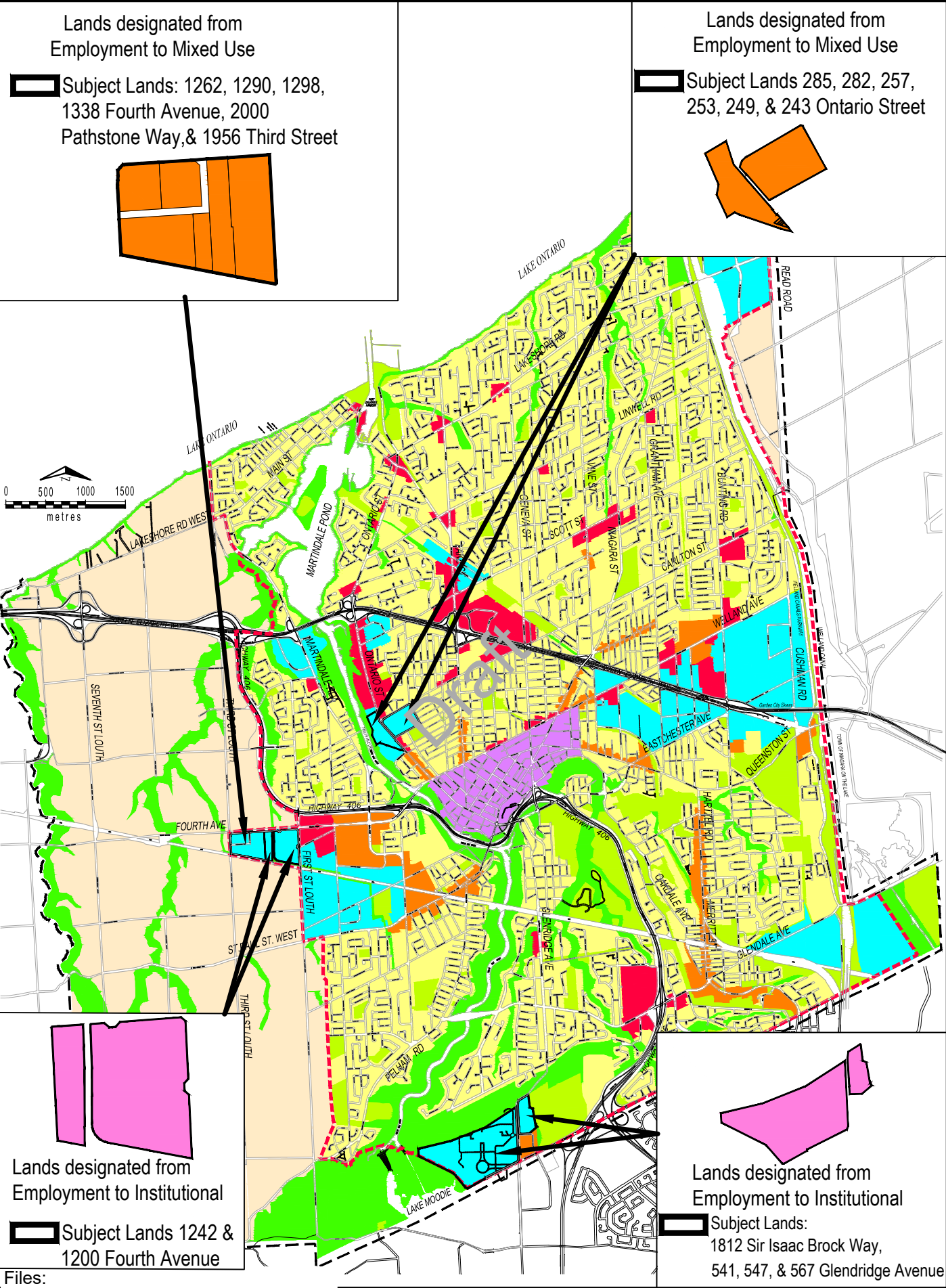
- |                           |                       |
|---------------------------|-----------------------|
| Neighbourhood Residential | Parkland & Open Space |
| Employment                | Agriculture           |
| Commercial                | Downtown              |
| Mixed Use                 |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

CITY OF ST. CATHARINES  
PLANNING SERVICES DEPARTMENT  
OFFICIAL PLAN JANUARY 31, 2014



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

- General Land Use Plan (Schedule D1) By-Law



General Land Use Plan

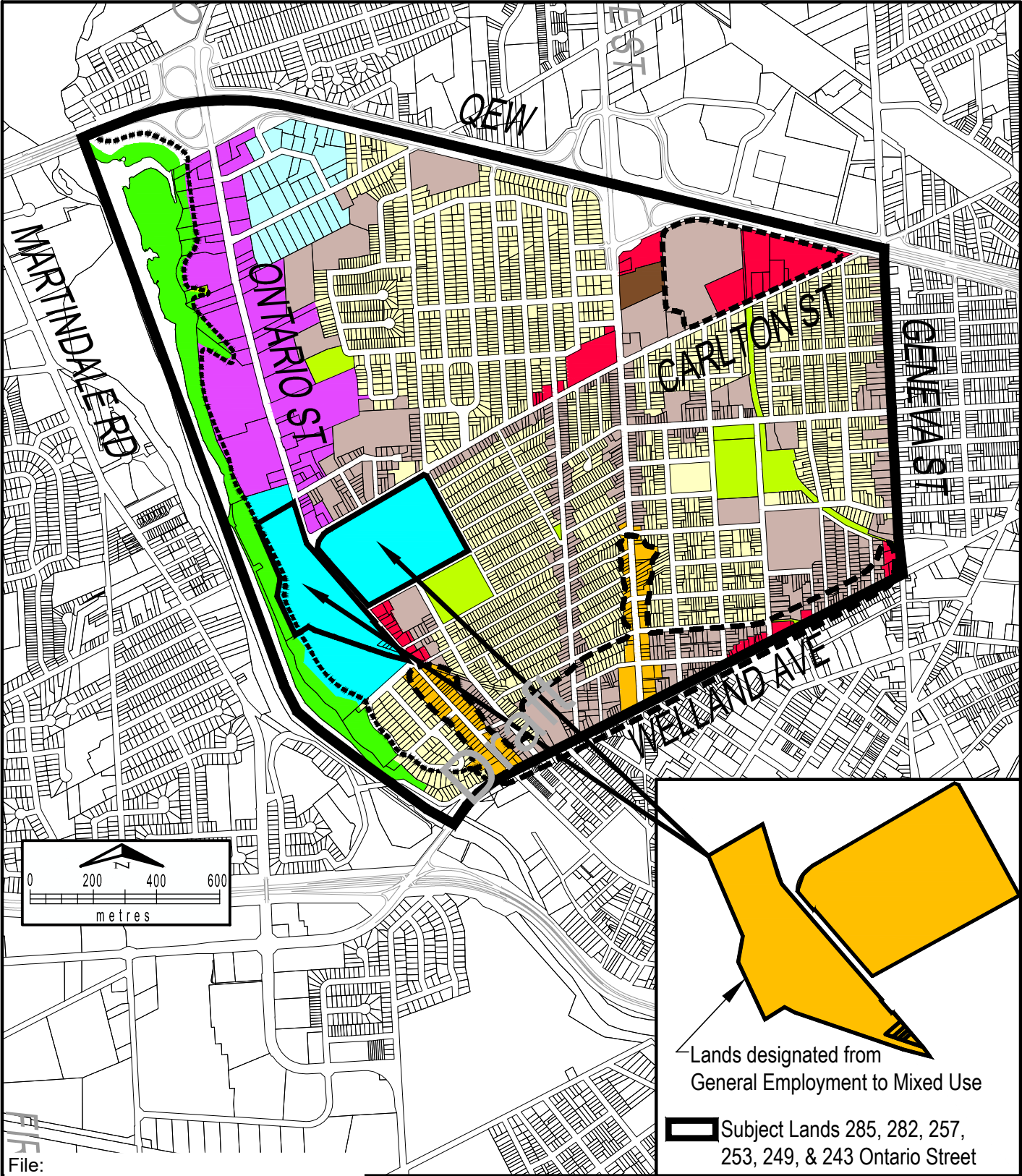
- Neighbourhood Residential
- Employment
- Commercial
- Mixed Use
- Natural Areas
- Parkland & Open Space
- Agriculture
- Downtown
- Institutional
- Urban Area Boundary

CITY OF ST. CATHARINES  
PLANNING AND BUILDING  
SERVICES DEPARTMENT  
OFFICIAL PLAN JANUARY 31, 2020



Schedule "D" to Amendment No. 26 to The Garden City Plan

- Central Planning District (Schedule E4)By-Law



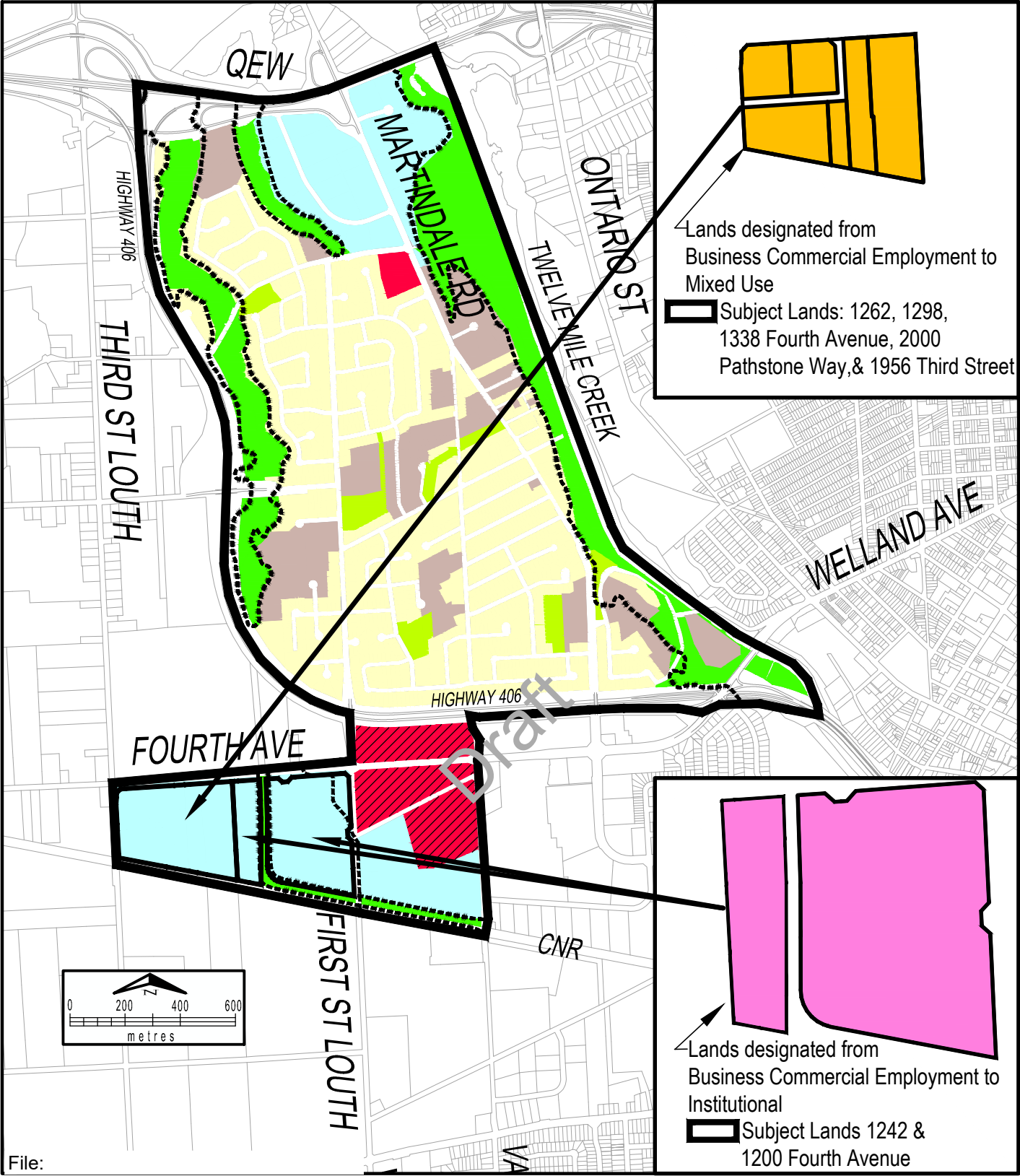
### Land Use Designations

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

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

Schedule "E" to Amendment No. 26 to The Garden City Plan

- WEST Planning District (Schedule E6)By-Law



### Land Use Designations

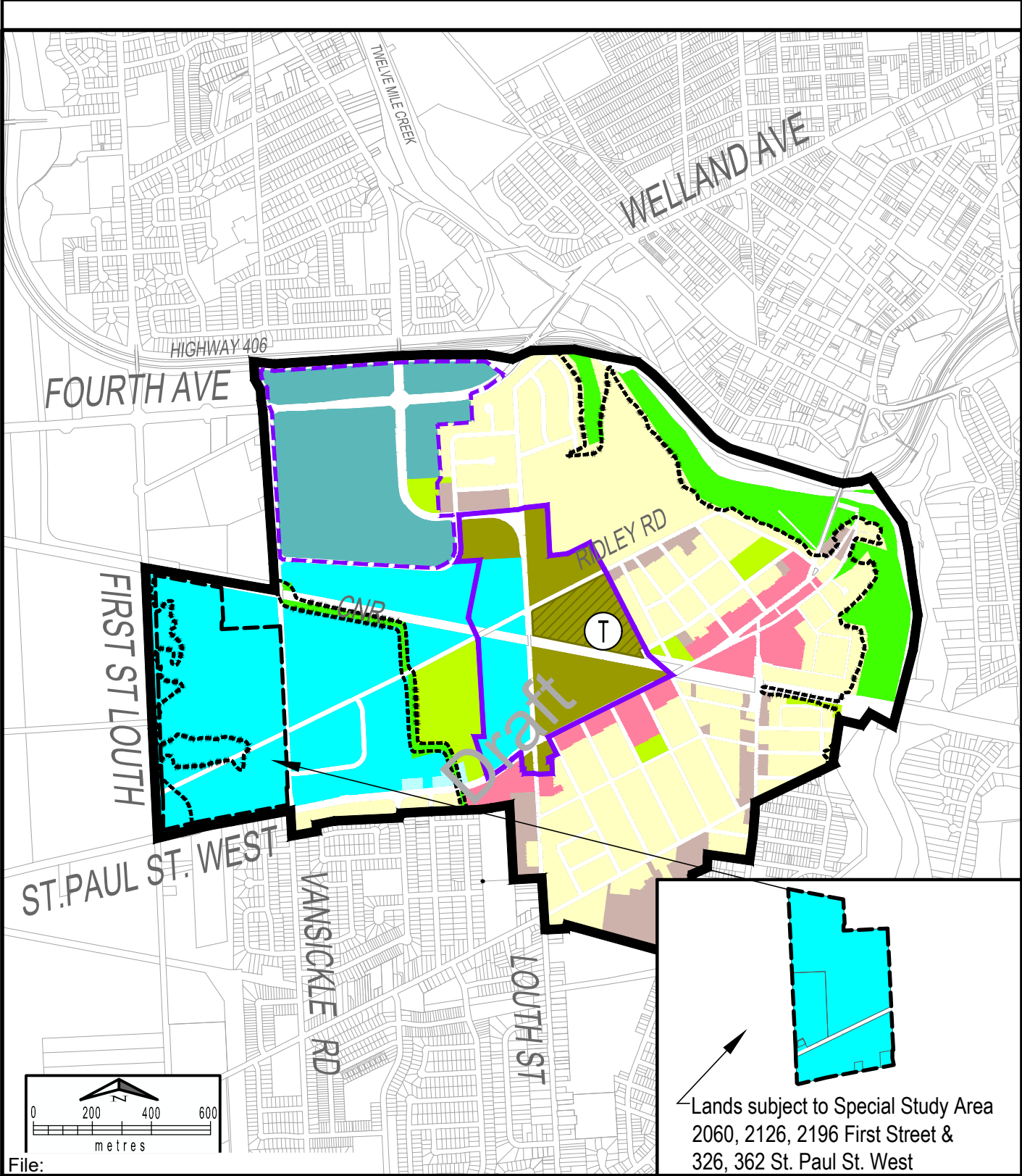
Low Density Residential (20 to 32 units / ha)	Special Study Area
Medium Density Residential (25 to 99 units / ha)	Mixed Use
High Density Residential (85 units / ha or greater)	General Employment
Major Commercial	Business Commercial Employment
Community Commercial	Parkland & Open Space
Arterial Commercial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

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



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

By-Law



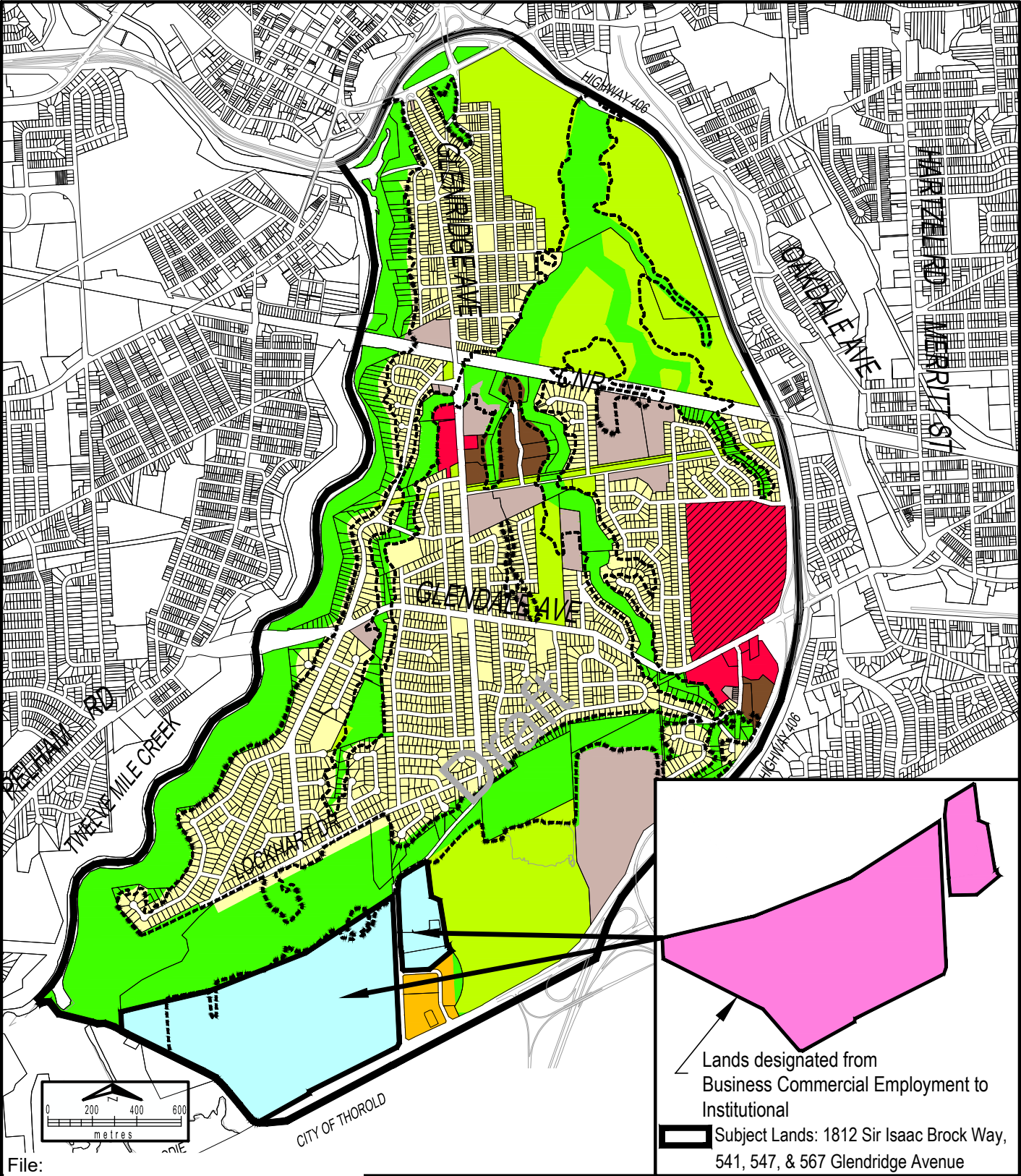
# Land Use Designations

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

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

Schedule "G" to Amendment No. 26 to The Garden City Plan

- South Planning District (Schedule E8)By-Law



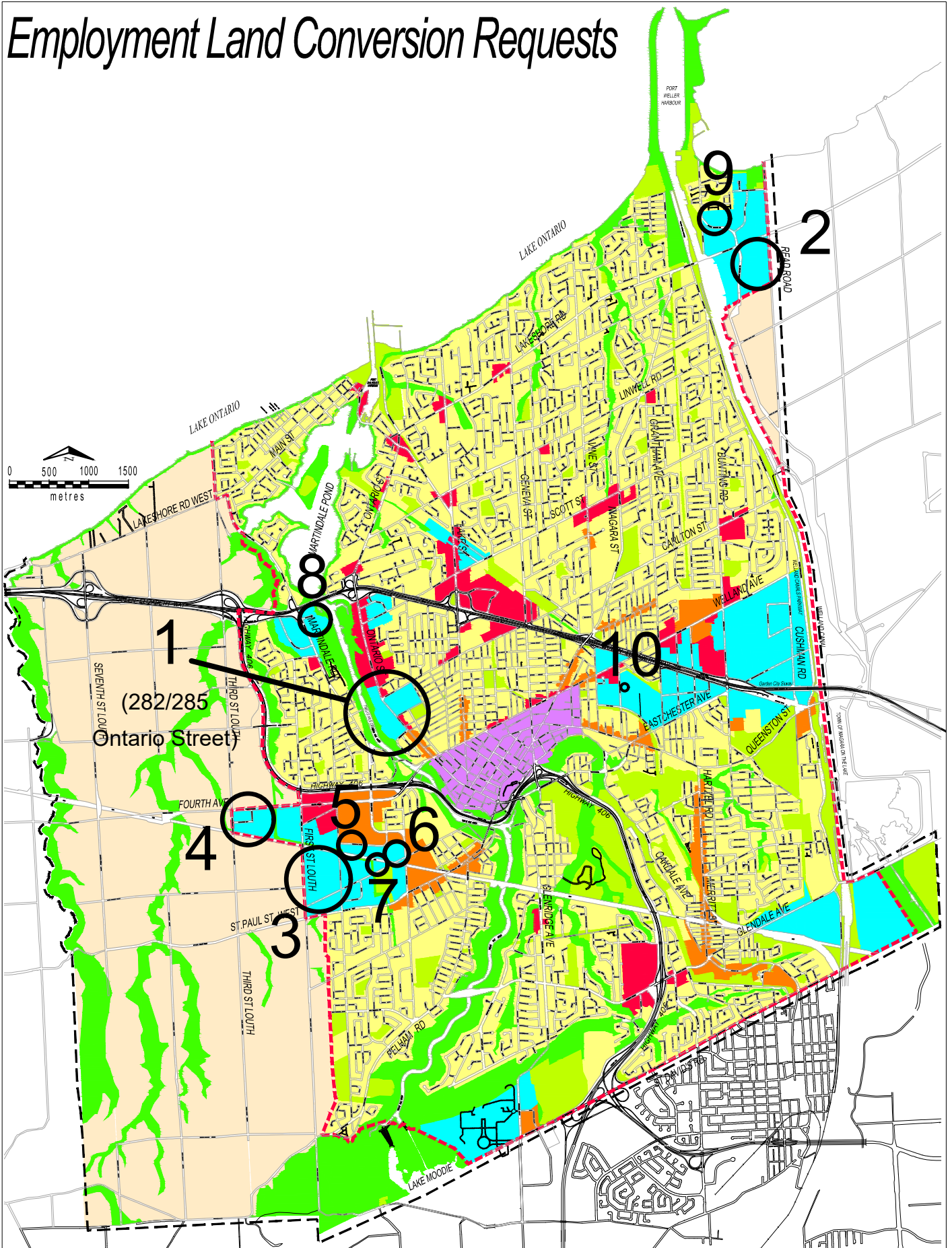
### Land Use Designations

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

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



# Employment Land Conversion Requests



## Official Plan - General Land Use Plan

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

CITY OF ST. CATHARINES  
PLANNING AND BUILDING SERVICES  
OFFICIAL PLAN JANUARY 31, 2014

## **APPENDIX 2 - Part B**

### **Employment Land Conversion Requests - Site Maps**

- 1. Ontario Street Site - 282, 285 Ontario St. (includes 243 -257 Ontario St.)**
- 2. Port Weller**
- 3. West Side, South of CN Rail**
- 4. Fourth Ave – West of NHS Hospital**
- 5. Benfield Drive**
- 6. Louth Street / Benfield Drive**
- 7. Ridley Road West**
- 8. Martindale Road / QEW**
- 9. 58 Broadway**
- 10. 150 Berryman**

**1. Ontario Street Site - 282, 285 Ontario St. (includes 243 - 257 Ontario)**





## 2. Port Weller





3. West Side,  
South of CN Rail



#### 4. Fourth Avenue - West of NHS Hospital



## 5. Benfield Drive



**6. Louth Street/  
Benfield Drive**





## 7. Ridley Road West



## 8. Martindale Road/ QEW



9. 58 Broadway



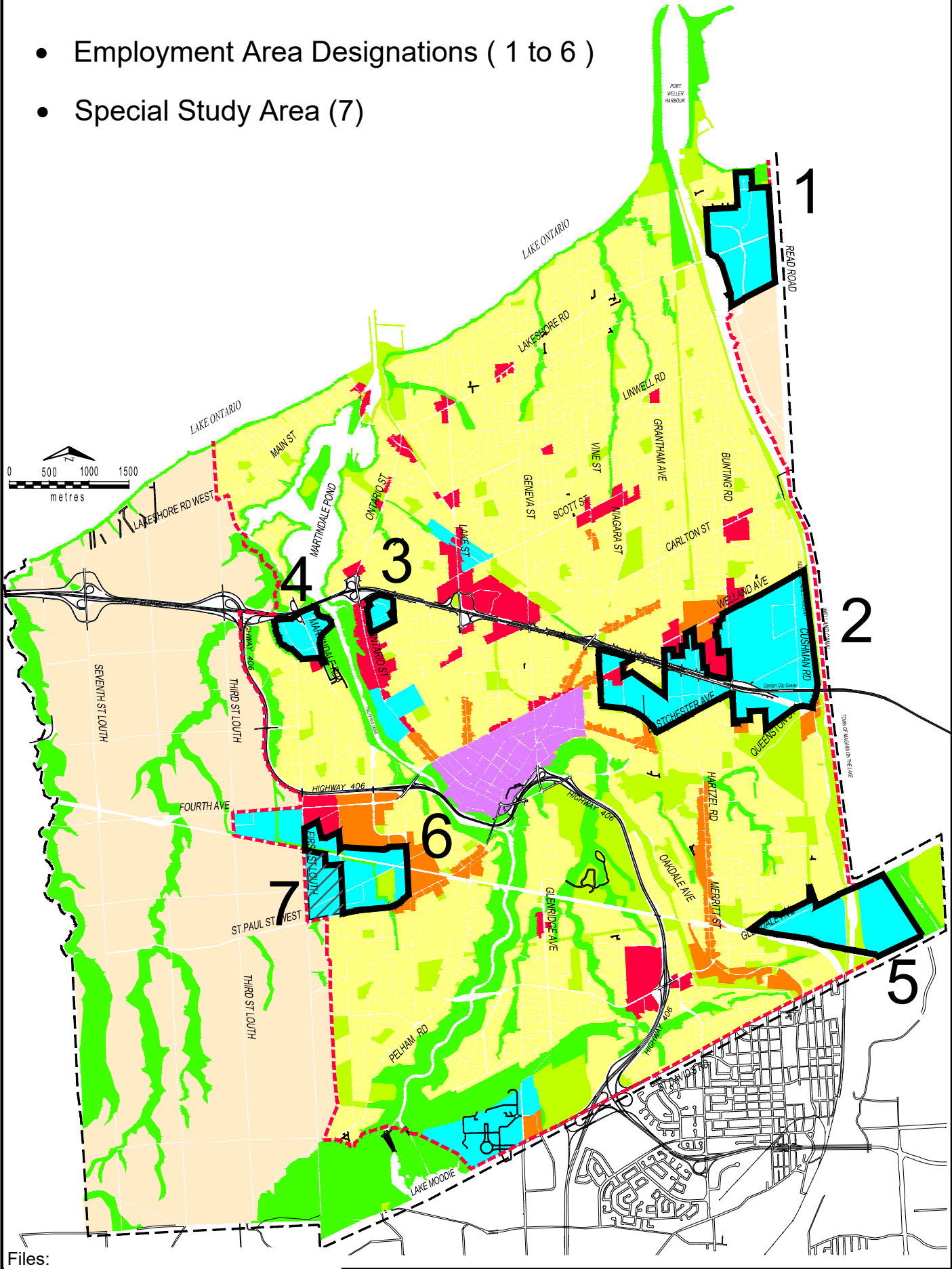


## 10. 150 Berryman Avenue





- Employment Area Designations ( 1 to 6 )
- Special Study Area (7)



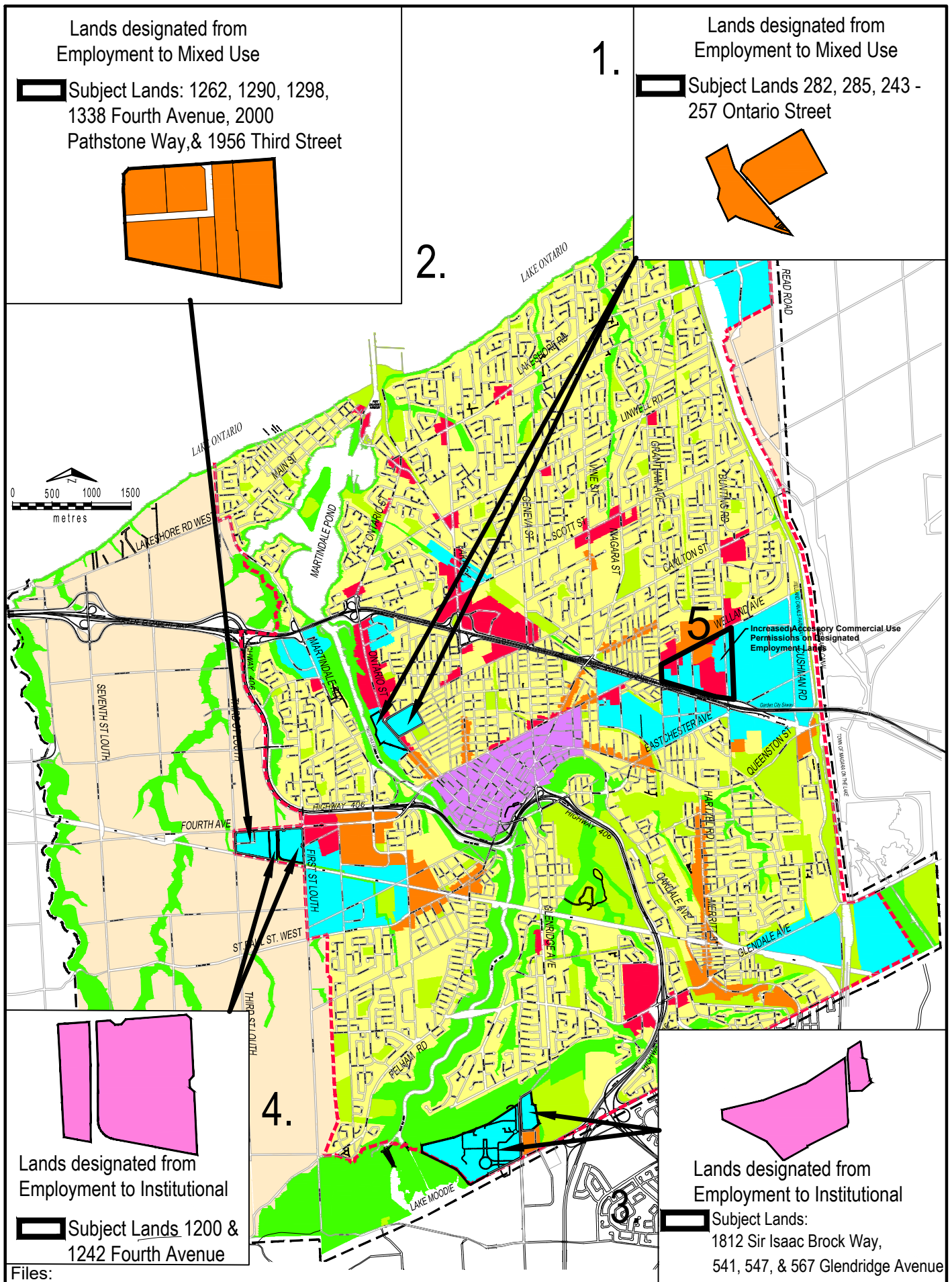
Files:

### Official Plan - General Land Use Plan

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

CITY OF ST. CATHARINES  
PLANNING SERVICES DEPARTMENT  
OFFICIAL PLAN JANUARY 31, 2014

- Employment lands re-designated for alternative uses ( Areas 1 to 4 )
- enhanced use permissions on employment lands (Area 5)



## Official Plan - General Land Use Plan

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

CITY OF ST. CATHARINES  
PLANNING AND BUILDING  
SERVICES DEPARTMENT  
OFFICIAL PLAN JANUARY 31, 2020

## A Place to Grow Plan – Employment land policy

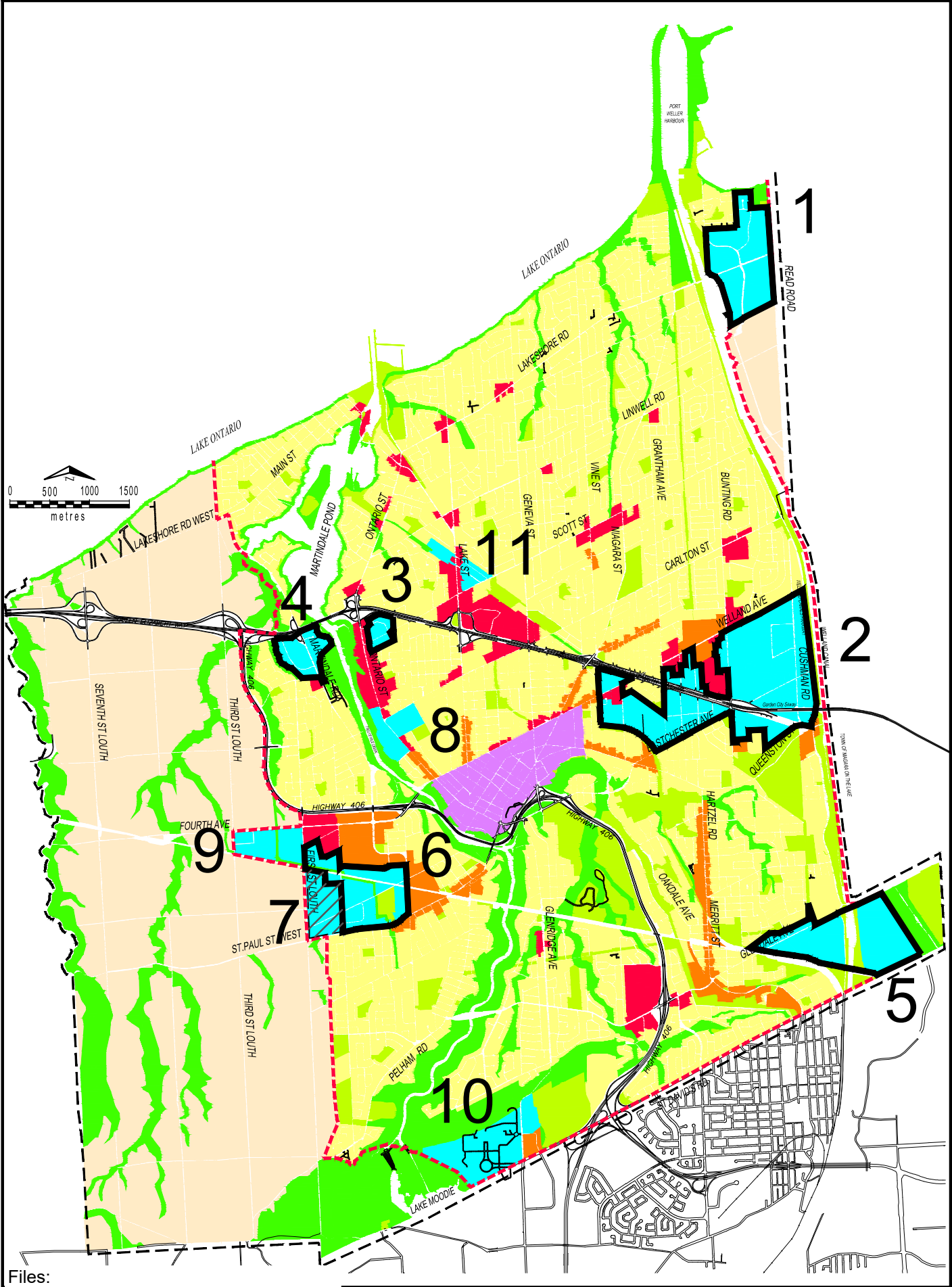
1. Economic development and competitiveness in the *GGH* will be promoted by:
  - a. making more efficient use of existing *employment areas* and vacant and underutilized employment lands and increasing employment densities;
  - b. ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
  - c. planning to better connect areas with high employment densities to transit; and
  - d. integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.
2. *Major office* and appropriate major institutional development will be directed to *urban growth centres*, *major transit station areas* or other *strategic growth areas* with existing or planned *frequent transit* service.
3. Retail and office uses will be directed to locations that support *active transportation* and have existing or planned transit.
4. In planning for employment, surface parking will be minimized and the development of *active transportation* networks and *transit-supportive* built form will be facilitated.
5. Municipalities should designate and preserve lands within *settlement areas* located adjacent to or near *major goods movement facilities and corridors*, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities.
6. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will designate all *employment areas* in official plans and protect them for appropriate employment uses over the long-term. For greater certainty, *employment area* designations may be incorporated into upper- and single-tier official plans by amendment at any time in advance of the next *municipal comprehensive review*.
7. Municipalities will plan for all *employment areas* within *settlement areas* by:
  - a. prohibiting residential uses and prohibiting or limiting other *sensitive land uses* that are not ancillary to the primary employment use;
  - b. prohibiting *major retail* uses or establishing a size or scale threshold for any *major retail* uses that are permitted and prohibiting any *major retail* uses that would exceed that threshold; and
  - c. providing an appropriate interface between *employment areas* and adjacent non-employment areas to maintain land use compatibility.
8. The development of *sensitive land uses*, *major retail* uses or *major office* uses will, in accordance with provincial guidelines, avoid, or where avoidance is not possible, minimize and mitigate adverse impacts on industrial, manufacturing or other uses that are particularly vulnerable to encroachment.
9. The conversion of lands within *employment areas* to non-employment uses may be permitted only through a *municipal comprehensive review* where it is demonstrated that:



- a. there is a need for the conversion;
  - b. the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;
  - c. the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
  - d. the proposed uses would not adversely affect the overall viability of the *employment area* or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and
  - e. there are existing or planned *infrastructure* and *public service facilities* to accommodate the proposed uses.
10. Notwithstanding policy 2.2.5.9, until the next *municipal comprehensive review*, lands within existing *employment areas* may be converted to a designation that permits non-employment uses, provided the conversion would:
- a. satisfy the requirements of policy 2.2.5.9 a), d) and e);
  - b. maintain a significant number of jobs on those lands through the establishment of development criteria; and
  - c. not include any part of an *employment area* identified as a *provincially significant employment zone* unless the part of the *employment area* is located within a *major transit station area* as delineated in accordance with the policies in subsection 2.2.4.
11. Any change to an official plan to permit new or expanded opportunities for *major retail* in an *employment area* may only occur in accordance with policy 2.2.5.9 or 2.2.5.10.
12. The Minister may identify *provincially significant employment zones* and may provide specific direction for planning in those areas to be implemented through appropriate official plan policies and designations and economic development strategies.
13. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will establish minimum density targets for all *employment areas* within *settlement areas* that:
- a. are measured in jobs per hectare;
  - b. reflect the current and anticipated type and scale of employment that characterizes the *employment area* to which the target applies;
  - c. reflects opportunities for the *intensification* of *employment areas* on sites that support *active transportation* and are served by existing or planned transit; and
  - d. will be implemented through official plan policies and designations and zoning by-laws.
14. Outside of *employment areas*, development criteria should be established to ensure that the redevelopment of any employment lands will retain space for a similar number of jobs to remain accommodated on site.
15. The retail sector will be supported by promoting *compact built form* and *intensification* of retail and service uses and areas and encouraging the integration of those uses with other land uses to support the achievement of *complete communities*.
16. Existing *office parks* will be supported by:

- a. improving connectivity with transit and *active transportation* networks;
  - b. providing for an appropriate mix of amenities and open space to serve the workforce;
  - c. planning for *intensification* of employment uses;
  - d. ensuring that the introduction of any non-employment uses, if appropriate, would be limited and would not negatively impact the primary function of the area; and
  - e. approaches to *transportation demand management* that reduce reliance on single-occupancy vehicle use.
17. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, are encouraged to undertake a co-ordinated approach to planning for large areas with high concentrations of employment that cross municipal boundaries and are *major trip generators*, on matters such as *transportation demand management* and economic development. If necessary, the Minister may identify certain areas that meet these criteria and provide direction for a co-ordinated approach to planning.
18. In recognition of the importance of cross-border trade with the United States, this Plan recognizes a *Gateway Economic Zone* and *Gateway Economic Centre* near the Niagara-United States border. Planning and economic development in these areas will support economic diversity and promote increased opportunities for cross-border trade, movement of goods, and tourism.

Employment Lands location



Files:

Official Plan - General Land Use Plan

- Neighbourhood Residential

Employment

Commercial

Mixed Use

Natural Areas
- Parkland & Open Space

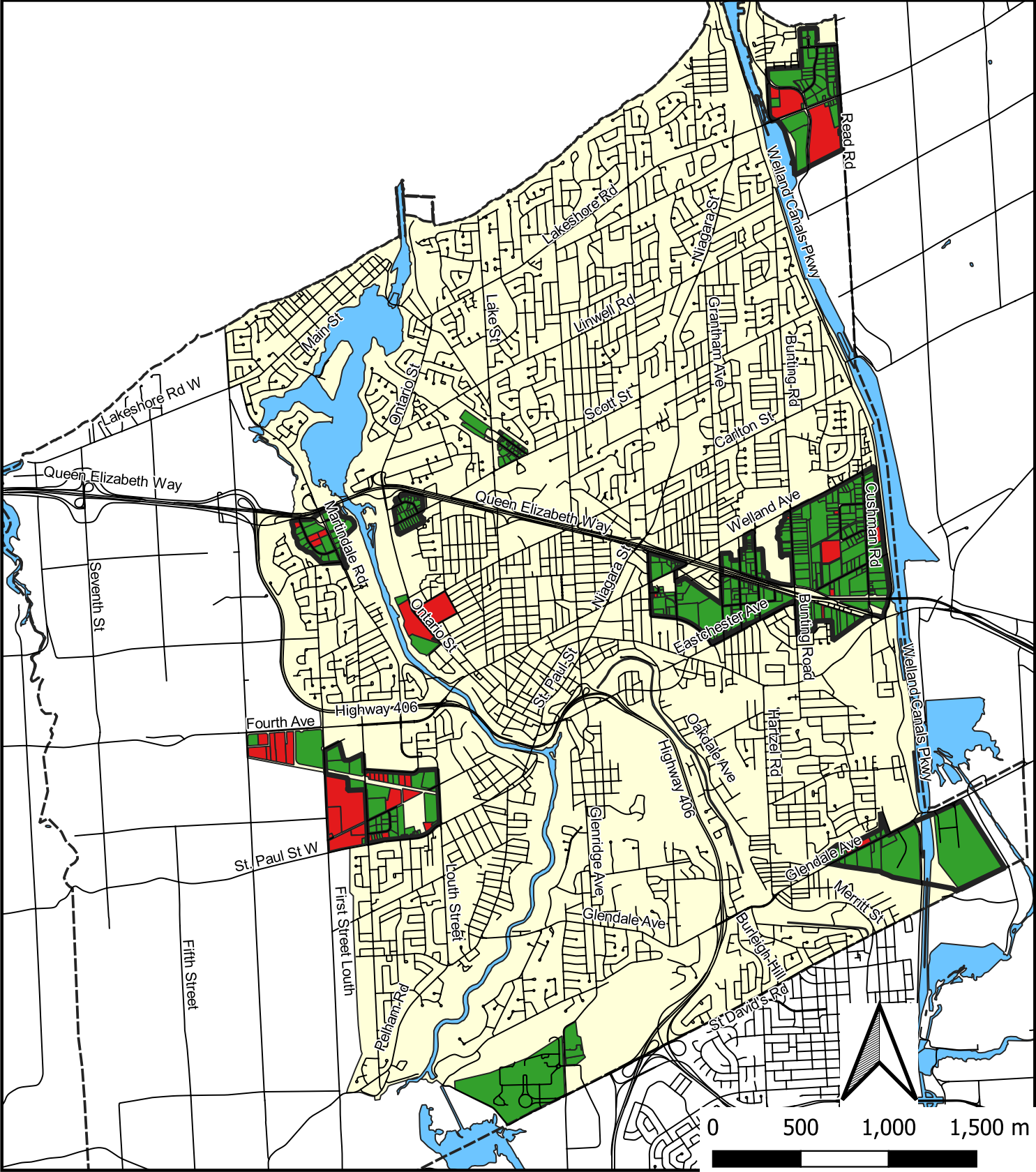
Agriculture

Downtown

Employment Area

Urban Area Boundary
- Special Study Area

# Vacant/Occupied Employment Lands



- Vacant Employment Land
- Occupied Employment Land

**APPENDIX 6 – PART B**

**Vacant employment lands by location / jobs allocation**

<u>Location</u>	<u>Vacant (Ha)</u>	<u>Jobs Allocation</u>		<u>Total</u>
		<u>Emp. Land</u> <u>Emp.</u>	<u>Pop.Related/</u> <u>Office</u>	
<b>1. Port Weller</b> - north/ south side of Lakeshore Rd. east of Welland Canal	<b>27</b>	863	433	1296
<b>2. QEW Bunting/ Eastchester/ Cushman Rd</b> - north & south side of QEW	<b>9.5</b>	301	157	458
<b>3. Hiscott</b> - east of Ont. St. at QEW	<b>0</b>	--	--	--
<b>4. Hannover</b> - at Martindale/QEW	<b>3</b>	99	51	150
<b>5. Glendale Ave. East</b> - east & west side of Welland Canal	<b>2</b>	76	32	108
<b>6. West End Northeast</b> - north of CN Rail/Benfield Dr. & south of CN Rail, east of Vansickle	<b>9</b>	317	163	480
<b>7. West End Southwest</b> - south of CN Rail, west of Vansickle	<b>31</b>	983	526	1509
<b>8. 282/285 Ontario</b>	<b>21</b>	--	--	--
<b>9. Fourth Avenue West</b>	<b>10.5</b>	--	--	--
<b>10. Brock U lands and area</b>	<b>0</b>	--	--	--
<b>11. Secord/ Nihan</b>	<b>0</b>	--	--	--
<b>TOTAL</b>	<b>113</b>	2639	1362	4001



**Part A****7****Growth Forecast - Pre and Post Amendment 1 to A Place to Grow Plan**

On August 28, 2020, the Province enacted Amendment 1 to A Place to Grow amending the population and employment growth forecast for the Region of Niagara, and extending the planning growth time horizon from 2041 to 2051.

The following identifies the growth forecast for the Region of Niagara pre- Amendment 1, the allocation of growth to St. Catharines through the Region MCR to date, and the revised Provincial forecast to the Region to 2051.

**Region of Niagara MCR Forecast (Pre Amendment 1 forecast)**

	Population	Dwelling Units	Employment Jobs				Total
			Employment Land Emp.	Population- Related	Office	Rural	
2016	459,700	183,800	43,510	124,080	8,960	14,400	190,940
2041	610,000	249,000	61,550	168,320	15,140	20,000	265,010
Growth (2016 – 41)	150,300	65,200	18,040	44,240	6,190	5,600	74,070

**Region MCR allocation to St.Catharines (Pre Amendment 1 forecast)**

	Population	Dwelling Units	Employment Jobs				Total
			Employment Land Emp.	Population- Related	Office	Rural	
2016	136,620	56,880	14,030	37,590	8,950	1,550	62,120
2041	168,010	71,270	16,600	48,290	13,560	1,730	80,240
Growth (2041 – 41)	31,390	14,390	2,630	10,700	4,610	180	18,120

**Amendment 1 Forecast to the Region of Niagara (in -effect August 28, 2020)**

	Population	Dwelling Units	Employment Jobs				Total
			Employment Land Emp.	Population- Related	Office	Rural	
2016	459,000	183,800	41,000	111,000	16,000	23,000	191,000
2021	491,000	197,800	40,000	108,000	17,000	23,000	187,000
2031	549,000	230,200	46,000	128,000	19,000	25,000	219,000
2041	611,000	261,000	50,000	143,000	22,000	28,000	243,000
2051	674,000	288,800	57,000	158,000	25,000	32,000	272,000
Growth (2016 – 51)	215,000	105,000	16,000	47,000	9,000	9,000	81,000

**Part B:**

Part B below identifies the City's estimated housing capacity to accommodate forecasted population growth.

**CITY POPULATION, HOUSING FORECAST / CAPACITY**

		<b>Dwelling Units</b>	<b>Population</b>
<b>Region</b>	<b>2016</b>	56,880	136,620
<b>MCR</b>			
<b>Allocation to</b>	<b>2041</b>	71,270	168,010
<b>St. Catharines</b>	Growth	14,390	31,390
	(2016 -41)		
<b>City Capacity/ Accommodation*</b>			
	• Vacant Land	<b>6,100</b>	<b>13, 340</b>
	• Redevelopment/ Intensification	<b>8,540</b>	<b>18,210</b>
	• <u>Infill</u>	<b>940</b>	<b>2,300</b>
	Total	<b>15,580</b>	<b>33,850</b>

\* estimated capacity based on existing Official Plan and Zoning By-law average density permissions, ground truthing, current development applications/pre-consultation. Does not include provision for accessory apartments/ dwelling accommodation in existing commercial plazas/nodes.

## **Employment Land Conversion Requests – Qualitative Assessment Overview**

The following provides an overview of potential employment land conversion sites. It is not intended as an all-encompassing analysis of the conversion sites and must be read in context of the evaluation of sites as more specifically addressed within the Land Needs Assessment (LNA) report (PBS-178-2020).

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>1.</div> <div><b>Ontario Street site</b><ul style="list-style-type: none"><li>282 and 285 Ontario Street</li><li>243-257 Ontario Street</li></ul></div> <div>City initiated study for potential re-designaton of former industrial site for alternative uses</div>	<ul style="list-style-type: none"><li>total site = 6 properties (20.9 Ha)</li><li>2 vacant properties with partial remnants of past heavy industrial. use<ul style="list-style-type: none"><li>east side of (282) Ont. St. (10.5 Ha)</li><li>west side of (285) Ont. St. (10.2 Ha)</li></ul></li><li>potential conversion includes 4 small occupied residential properties on west side of Ont. St. (0.14 Ha)</li><li>flat topography except western edge of site</li><li>east side of (282) Ont. St.: no identified natural features</li><li>west side of (285) Ont. St.: property adjacent too and partially within 12 Mile Creek Valley</li><li>identified land contamination (estimated significant)</li></ul>	<ul style="list-style-type: none"><li>site located at Ont. St./Carlton St. intersection; dissected in half by Ont. St.</li><li>west side property:<ul style="list-style-type: none"><li>adjacent and partially within 12 Mile Creek valley</li><li>bordered on north by hydro transmission station, on south by existing industrial use</li></ul></li><li>east side property bordered on:<ul style="list-style-type: none"><li>north by commercial, residential uses</li><li>east by residential uses</li><li>south by commercial uses, a 1.2 Ha vacant residential site, and a major Community Park (Alex Mackenzie Park) providing City wide recreation facilities</li></ul></li></ul>	<ul style="list-style-type: none"><li>potential conflicts more pronounced for future industrial use vs. residential, mixed use<ul style="list-style-type: none"><li>industrial use impact on adjacent commercial, residential, open space uses (air quality, noise, vibration, traffic, visual)</li><li>potential impact on future residential use at southwest corner of site (adjacent industrial use) and at northwest corner of site (adjacent hydro transformer station)</li></ul></li><li>site remediation /costs estimated to be significant<ul style="list-style-type: none"><li>remediation standards less onerous for industrial use vs. residential, mixed use</li><li>extent, location of contamination may influence range/location of area specific use permissions</li></ul></li></ul>	<ul style="list-style-type: none"><li>access for employment traffic to major transportation network<ul style="list-style-type: none"><li>QEW via Ont. St. (2.5 km/3 min.)</li><li>Hwy 406 via Ont. St./Welland Ave./ Fourth Ave. (2 km/3 min.)</li></ul></li><li>parkland<ul style="list-style-type: none"><li>site immediately adjacent to Major Community Park providing City wide recreational facilities (Alex Mackenzie Park)</li><li>current service gap for neighbourhood park</li><li>residential use will require addition of park to serve existing area residents and new development</li><li>no new park required for industrial use</li></ul></li><li>transit<ul style="list-style-type: none"><li>current full service provided to area by 3 bus routes</li><li>no additional service required for industrial or residential, mixed use development</li></ul></li><li>roads<ul style="list-style-type: none"><li>serviced by regional arterials (Ont. St. and Carlton St.)</li></ul></li><li>water/wastewater/storm: to be determined</li></ul>	<ul style="list-style-type: none"><li>future industrial use isolated from other industrial employment areas</li><li>residential, mixed use development represents more compatible connection and extension of:<ul style="list-style-type: none"><li>adjacent residential neighbourhoods,</li><li>existing commercial and mixed use development/ use permissions on Ont. St. south to Welland Ave., commercial uses north on Ont. St.</li></ul></li><li>connection to major open space network (12 Mile Creek)</li></ul>	<ul style="list-style-type: none"><li>large, flat parcel fabric suitable for range of industrial users</li><li>future industrial use isolated from other industrial employment areas/ less compatible with adjacent residential neighbourhoods</li><li>residential, mixed use:<ul style="list-style-type: none"><li>more compatible with surrounding environment</li><li>represents opportunity for a compatible, connected, integrated extension of existing residential, commercial and mixed use neighbourhoods/development in immediate area and along Ont. St. north and south</li><li>facilitates transit supportive development</li></ul></li><li>supports opportunity for accommodation for significant population related/ office employment and housing in central location of City</li><li>supports enhanced opportunity for connected, compatible streetscape design vs. industrial use, and integration to connect existing uses on Ont. St. to north and south, and gateway opportunities into the Downtown</li><li>opportunity for significant brownfield site clean up in center of City</li></ul>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>2.</div> <div>Port Weller</div> <div><div><div>406, 442-460 Lakeshore Road.</div><div>464-472, 488,532 Read Road</div></div></div> <div>Proposed Development Concept</div> <div><div>- Residential, Commercial Mixed use</div></div>	<div><div>total site = 10 properties (22.48 Ha)</div><div><div>active farm operation (18.6 Ha)/ active greenhouse operation (2.6 ha)/ 8 smaller occupied residential, commercial, industrial properties (1.28 Ha)</div></div><div><div>flat topography</div><div>no identified natural features</div><div>no land contamination currently identified</div></div></div>	<div><div>located just east of Welland Canal, adjacent to existing industrial use (Pt. Weller Dry Docks)</div><div><div>immediately south of existing viable primarily occupied employment lands north of Lakeshore Rd.</div><div>adjacent to existing agricultural lands/operations to the east and south</div></div></div>	<div><div>potential conflicts more pronounced for alternative uses (residential/ mixed use) vs. employment/ industrial uses:</div><div><div>impact at urban-rural fringe with adjacent agriculture. uses/operation (smell, noise, light, pesticides)</div><div>impact of existing adjacent heavy industrial operation (Dry Docks), and employment area uses to the north (air quality, noise, vibration, traffic, visual)</div></div><div><div>potential land remediation, mitigation measures required from impact of adjacent heavy industrial use, current agricultural uses</div></div></div>	<div><div>access for employment traffic to major transportation network</div><div><div>QEW via Bunting Rd. (6 km/9 min.); additional access through NOTL</div><div>to Nia. Dist. Airport (9 km/10 min.)</div></div><div><div>all traffic to west (Lakeshore Rd.) encumbered by lift bridge crossing Welland Canal</div><div>parkland</div><div><div>not currently serviced by neighbourhood park</div><div>no park requirement for employment/ industrial use</div><div>future neighbourhood park, infrastructure, maintenance required for residential use</div></div><div><div>transit</div><div><div>no current bus route east of Welland Canal; link to transit routes available via Trans- Cab service</div><div>no new bus route to be added for employment/ industrial or residential use</div></div><div><div>roads</div><div>serviced by regional arterial (Lakeshore Rd.</div></div><div><div>water/wastewater/storm: to be determined</div></div></div></div></div>	<div><div>future employment/ industrial uses represent extension of existing viable employment area to the west and north</div><div><div>residential, mixed use separated from any existing residential neighbourhood</div><div>employment, industrial use more compatible with surrounding environment</div></div></div>	<div><div>residential/mixed use development isolated from other residential neighbourhoods</div><div><div>employment/ industrial use more compatible with surrounding environment</div><div><div>isolated from existing residential neighbourhoods</div><div>adjacent to heavy industrial use (Dry Docks)</div><div>represents extension of an existing viable employment area</div><div>less impact at urban-rural fringe</div></div><div><div>location, adjacent uses support accommodation for range of light and heavy industrial uses</div></div><div><div>large parcel size, flat topography supports accommodation for range of larger and small industrial users</div></div><div><div>location supports opportunities for expansion of marine uses and engagement with Welland Canal</div></div></div></div>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>3.</div> <div>West Side, south of CN Rail</div> <div><ul style="list-style-type: none"><li>2060,2126, 2196 First Street</li><li>326, 362 St. Paul Street West</li></ul></div> <div>Proposed Development Concept</div> <div><ul style="list-style-type: none"><li>Residential, Commercial, Mixed use</li></ul></div>	<ul style="list-style-type: none"><li>total site = 5 properties (31.55 Ha)<ul style="list-style-type: none"><li>18.8 Ha vacant property (contains 1 dwelling); 3 vacant properties (12.37 Ha); 1 occupied industrial property (.38 ha)</li></ul></li><li>hydro transmission towers extend north-south through middle of site</li><li>unopened road allowance (extension of Ridley Rd.) dissects site east-west</li><li>flat topography</li><li>natural feature (minor watercourse) on-site adjacent to west boundary/ floodplain in southwest corner of site</li><li>no land contamination currently identified</li></ul>	<ul style="list-style-type: none"><li>adjacent to Urban Area boundary</li><li>agriculture uses to the west, southwest</li><li>CN Rail and an existing industrial use to the northeast of the site</li><li>existing employment area/uses to the east across Vansickle Rd.</li><li>residential uses to the southeast across St. Paul St. West</li><li>location serves as a major gateway into the City's Urban Area</li></ul>	<ul style="list-style-type: none"><li>potential conflicts for alternative uses (residential, mixed use)<ul style="list-style-type: none"><li>impact at urban-rural fringe by adjacent agricultural use/ operations (smell, noise, light, pesticides)</li><li>impact of adjacent employment use to the north and employment lands to east (air quality, noise, vibration, traffic, visual)</li><li>impact of adjacent CN Rail (noise, vibration)</li></ul></li><li>potential conflicts for industrial uses<ul style="list-style-type: none"><li>site currently designated for heavier ind. use with potential impact to residential neighbourhood to the south</li><li>proximity to sensitive use (NHS hospital)</li></ul></li><li>potential remediation (estimated minor) from on-site industrial use at corner of Vansickle/ St.Paul West; existing agricultural use</li><li>hydro transmission towers in middle of site</li></ul>	<ul style="list-style-type: none"><li>access for employment traffic to major transportation network<ul style="list-style-type: none"><li>QEW via First St./ Fourth Ave./Third St. (4.2 km/6 min.)</li><li>Hwy 406 via Vansickle Rd./ Fourth Ave. (2.5 km/4 min.)</li></ul></li><li>potential CN Rail spur line for industrial use</li><li>parkland<ul style="list-style-type: none"><li>distance to closest neighbourhood park 1 km</li><li>no park requirement for employment/ industrial use</li><li>future neighbourhood park, infrastructure, maintenance required for residential use</li></ul></li><li>transit<ul style="list-style-type: none"><li>currently no transit service to site.</li><li>no new bus route/service estimated for employment/ industrial use</li><li>new service may be warranted for residential use requiring capital/operating costs</li></ul></li><li>roads<ul style="list-style-type: none"><li>serviced by regional arterial (St. Paul St. W/ local arterials (Vansickle Rd. and First St.)</li></ul></li><li>water/wastewater/storm; to be determined</li></ul>	<ul style="list-style-type: none"><li>future employment/ industrial uses represent extension of existing viable employment area to east and north of CN Rail</li><li>residential use relatively isolated from existing residential neighbourhoods</li><li>Go Transit Station proximity: employment/ industrial use and/or residential use supports balance of all use opportunities in vicinity, together with currently planned residential, mixed use, commercial opportunities</li></ul>	<ul style="list-style-type: none"><li>lighter employment/ industrial use compatible with surrounding environment.</li><li>employment use represents extension of an existing viable employment area</li><li>relatively isolated from existing residential neighbourhoods</li><li>site currently designated for heavier ind. use permissions, may impact residential neighbourhood to south</li><li>large parcel size, flat topography supports accommodation for range of larger and small industrial users, and residential use</li><li>relatively close, direct access to Hwy. 406, QEW for employment users</li><li>Go Transit Station proximity: employment/ industrial use and/or residential use supports balance of all use opportunities in vicinity, together with currently planned residential, mixed use, commercial opportunities</li></ul>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>4.</div> <div><b>Fourth Avenue - West of NHS Hospital</b><ul style="list-style-type: none"><li>1262,1290, 1298,1338 Fourth Avenue</li><li>1956 Third Street</li><li>2000 Pathstone Way</li></ul></div> <div><div>Proposed Development Concept</div><div><div>- Residential, Assisted Housing, Mixed Use</div></div></div>	<ul style="list-style-type: none"><li>total site = 6 properties (12.1 Ha)<ul style="list-style-type: none"><li>- 2 occupied property<ul style="list-style-type: none"><li>- office building =1.5 Ha</li><li>- 1 dwelling (mostly vacant) = 1.94 Ha</li></ul></li><li>- 4 vacant properties (8.65 Ha)</li></ul></li><li>generally, consists of smaller parcel fabric, long, narrow lots</li><li>flat topography</li><li>no identified natural features</li><li>no identified land contamination</li></ul>	<ul style="list-style-type: none"><li>adjacent to Urban Area boundary</li><li>agriculture uses to the west and north (includes former golf driving range to north)</li><li>adjacent to NHS Hospital to east</li><li>borders CN Rail on south</li><li>Fourth Ave. location serves as a major gateway into City's Urban Area</li></ul>	<ul style="list-style-type: none"><li>potential conflicts for both future industrial and alternative uses (residential, mixed use)<ul style="list-style-type: none"><li>- for industrial use: impact on adjacent NHS hospital site (significant sensitive use) - air quality, noise, vibration, traffic, visual</li><li>- for residential use: impact at urban-rural fringe with adjacent agriculture uses (smell, noise, light, pesticides) / impact of adjacent CN Rail</li></ul></li><li>potential remediation (estimated minor) from historic agricultural use</li></ul>	<ul style="list-style-type: none"><li>access for employment traffic to major transportation network<ul style="list-style-type: none"><li>- QEW via Fourth Ave./Third St. (2.5 km/3 min.)</li><li>- Hwy 406 via Fourth Ave. (2 km/3 min.)</li></ul></li><li>parkland<ul style="list-style-type: none"><li>- residential development should include on-site amenity areas, no new park required</li><li>- no new park required for industrial use</li></ul></li><li>transit<ul style="list-style-type: none"><li>- current bus route, full service on Fourth Ave. adequate. No additional new service contemplated for residential or industrial use</li></ul></li><li>roads<ul style="list-style-type: none"><li>- serviced by regional arterial (Fourth Ave.)</li></ul></li><li>water/wastewater/storm: to be determined</li></ul>	<ul style="list-style-type: none"><li>industrial use isolated from other industrial use areas</li><li>residential use isolated from other residential neighbourhoods</li><li>mixed use provides opportunity for compatible connected population related employment uses (office, medical service, research, assisted living, long term care, etc) associated with adjacent hospital and office use</li><li>residential, population related employment uses provide enhanced opportunity for urban design gateway features vs. industrial use</li></ul>	<ul style="list-style-type: none"><li>industrial use isolated from other industrial use areas</li><li>residential use isolated from other residential neighbourhoods.</li><li>industrial operations less compatible with adjacent significant sensitive use (NHS hospital)</li><li>parcel size, configuration, adjacent significant sensitive use (hospital) limits attraction, accommodation, viability for full range of industrial users</li><li>mixed use development provides opportunity for compatible, connected population related employment uses associated with adjacent hospital and office</li><li>supports extension and enhanced viability of major regional destination serving node (in association with Louth Commercial Power Centre to east, and GO Transit Station to southeast)</li></ul>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>5.</div> <div>Benfield Drive</div> <div><div><div>• 70,80,90,100110 Benfield Drive</div></div></div> <div>Proposed Development Concept</div> <div><div>- Residential</div></div>	<div><div>• total site = 5 adjacent vacant properties (2.6 Ha)</div><div>• small uniform parcel fabric - average lot size = 0.52 Ha</div><div>• flat topography</div><div>• no identified natural features</div><div>• no identified land contamination</div></div>	<div><div>• site comprises 5 adjacent industrial properties located on south side of Benfield Dr. to the rear (south) of major commercial centre (Louth Power Centre)</div><div>• existing industrial uses to east of site and west across Vansickle Rd.</div><div>• south side of site bordered by CN Rail</div><div>• located within the GO Transit Station Secondary Plan area</div></div>	<div><div>• potential conflicts more pronounced for future residential use vs. industrial</div><div>- impact by CN Rail (noise, vibration)</div><div>- impact by adjacent major commercial activities/operations (noise, traffic, loading, visual)</div><div>- impact by industrial operations (air quality, noise, vibration, traffic, visual) within immediate proximity</div></div>	<div><div>• access for employment traffic to major transportation network</div><div>- QEW via Vansickle Rd./ Fourth Ave./ Third St. (4.2 km/5 min.)</div><div>- Hwy 406 via Louth St./ Fourth Ave. (1.3 km/3 min.)</div><div>• parkland:</div><div>- distance to closest City park (0.3 km)</div><div>- site size, configuration not conducive for park provision</div><div>- no future park requirement generated by industrial or residential use</div><div>• transit</div><div>- current full service to the area</div><div>- routes that serve area operate in vicinity of GO Transit Station</div><div>• roads</div><div>- serviced by local road (Benfield Dr.) with direct access to regional arterial (Louth St.) and local arterial (Vansickle Rd.)</div><div>• water/wastewater/storm: to be determined</div></div>	<div><div>• future residential use isolated from established residential neighbourhoods</div><div>• site contiguous to existing industrial area, use permissions</div><div>• small parcel fabric, adjacency to existing industrial uses, CN Rail and the rear of Louth PC detracts from compatible residential accommodation</div></div>	<div><div>• future residential use isolated from other residential neighbourhoods, less compatible with surrounding uses/ operations (industrial, CN Rail, rear building façade/operations of Louth PC)</div><div>• industrial use more compatible with existing adjacent industrial lands, uses and commercial operations</div><div>• small, uniform, contiguous industrial parcel fabric last remaining in City to support specific industry sector for small lot development</div><div>• location in close proximity to Hwy 406 supports industrial suitability</div><div>• industrial use aligns with recently approved GO Transit Secondary Plan (2019)</div><div>• location supports availability of industrial employment opportunities in close proximity, accessibility to GO Transit Station.</div><div>• industrial use enhances the range of use opportunities in close proximity to the GO Transit Station</div></div>



Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<b>6.</b>  <b>Louth Street/ Benfield Drive</b>  <ul style="list-style-type: none"><li>301 Louth Street</li><li>76 Benfield Drive</li></ul> <hr/> <div>Proposed Development Concept</div> <ul style="list-style-type: none"><li>Residential</li></ul>	<ul style="list-style-type: none"><li>total site = 2 occupied industrial properties (6 Ha)</li><li>flat topography</li><li>no identified natural features</li><li>no identified land contamination</li></ul>	<ul style="list-style-type: none"><li>site located at east end of Benfield Dr. with lot frontage on Louth St.<ul style="list-style-type: none"><li>bordered on north by Louth Power Centre and vacant lands proposed for residential use, to the east by Ridley College, to the west and south by vacant and occupied industrial lands, and CN Rail</li></ul></li><li>located within the GO Transit Station Secondary Plan area, and within the GO Train Station Area</li></ul>	<ul style="list-style-type: none"><li>potential conflicts for industrial use in relation to the adjacent vacant site to the north proposed for , residential development, and the Ridley College lands to the east currently vacant but permitted mixed use development</li><li>potential conflicts for residential use:<ul style="list-style-type: none"><li>adjacent to industrial lands to the west and existing viable industrial operations to the south along Louth St. (air quality, vibration, noise, traffic, visual)</li><li>adjacent to CN Rail (vibration, noise)</li></ul></li><li>estimated site remediation measures /costs required to convert occupied industrial use for residential development</li></ul>	<ul style="list-style-type: none"><li>access for employment traffic to major transportation network<ul style="list-style-type: none"><li>QEW via Benfield Dr./ Vansickle Rd./Fourth Ave./ Third St. (4.2 km/5 min)</li><li>Hwy 406 via Louth St./Fourth Ave. (1.3 km/3 min.)</li></ul></li><li>parkland<ul style="list-style-type: none"><li>distance to closest City park (0.3 km)</li><li>site size, configuration not conducive for park provision</li><li>no future park requirement generated by industrial or residential use</li></ul></li><li>transit<ul style="list-style-type: none"><li>current full service to the area.</li><li>routes that serve area operate in vicinity of GO Transit Station</li></ul></li><li>roads<ul style="list-style-type: none"><li>serviced by local road (Benfield Dr.) with direct access to regional arterial (Louth St.) and local arterial (Vansickle Rd.)</li></ul></li><li>water/wastewater/storm: to be determined</li></ul>	<ul style="list-style-type: none"><li>currently a viable occupied industrial operation</li><li>represents an extension of industrial lands to the west on Benfield Dr. and active industrial operations to the south on Louth St.</li><li>location supports availability of industrial employment opportunities in close proximity, accessibility to GO Transit Station.</li></ul>	<ul style="list-style-type: none"><li>industrial use represents extension of adjacent industrial lands/ operations to west and south</li><li>residential use represents removal of viable industrial lands/operation</li><li>location in close proximity to Hwy 406 supports industrial suitability</li><li>redevelopment for residential use anticipated to require site remediation measures, costs</li><li>industrial use aligns with recently approved GO Transit Secondary Plan (2019)<ul style="list-style-type: none"><li>location supports availability of industrial employment opportunities in close proximity, accessibility to GO Transit Station.</li><li>industrial use enhances the range of use opportunities in close proximity to the GO Transit Station</li></ul></li></ul>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>7.</div> <div>Ridley Road West</div> <div><div><div>• 80 Ridley Road</div></div><div>Proposed Development Concept</div><div><div>- Residential, Mixed Use</div></div></div>	<div><div>• total site = 1 vacant property (1.8 Ha)</div><div>• flat topography, triangular configuration</div><div>• no identified natural features</div><div>• no identified land contamination</div></div>	<div><div>• site located at east end of unopened, un-improved portion of Ridley Rd. West.</div><div>• adjacent to active employment industrial lands to the north, west and east, Kiwanis sports field on the south</div><div>• adjacent to CN Rail on the north</div></div>	<div><div>• potential conflicts more pronounced for future residential, mixed use vs. industrial</div><div><div>- impact by existing industrial operations to the north, west and east (air quality, vibration, noise, traffic, visual)</div><div>- impact by CN Rail (noise, vibration)</div><div>- only available vehicular access through established employment area</div></div><div>• triangular parcel fabric less conducive for residential use vs. industrial</div></div>	<div><div>• access for employment traffic to major transportation network</div><div><div>- QEW via. Ridley Rd. West / Vansickle Rd./ Fourth Ave./ Third St. (5 km/6 min)</div><div>- Hwy 406 via Ridley Rd. West / Vansickle Rd./ Fourth Ave. (3 km/4.5 min.)</div></div><div>• parkland</div><div><div>- currently serviced by Vintage Pk. (0.65 km)</div><div>- site size, configuration not conducive to park provision</div><div>- no future park requirement generated by industrial or residential use</div></div><div>• transit</div><div><div>- no current direct bus route/service to site</div><div>- routes that serve area operate in vicinity of GO Transit Station</div></div><div>• roads</div><div><div>- currently located on un-opened portion of Ridley Rd. West. Ridley Rd. W connects to local arterial (Vansickle Rd.)</div></div><div>• water/wastewater/storm: to be determined</div></div>	<div><div>• site is within and represents extension of a viable employment area</div><div>• future residential, mixed use isolated from other residential neighbourhoods</div><div>• only available vehicular access through established employment area</div></div>	<div><div>• site is within viable employment area and currently only accessible through employment area</div><div>• future residential, mixed use isolated from other residential neighbourhoods</div><div>• residential use less compatible with surrounding environment, existing industrial operations, CN Rail</div><div>• triangular parcel fabric less conducive for residential use vs. industrial development</div></div>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>8.</div> <div><b>Martindale Road/QEW</b></div> <div><ul style="list-style-type: none"><li>218,222,250 Martindale Road</li><li>20, 25, 75 Corporate Park Drive.</li></ul></div> <div>Proposed Development Concept</div> <div><ul style="list-style-type: none"><li>Residential /Office Mix</li></ul></div>	<ul style="list-style-type: none"><li>total site = 6 occupied employment use properties (9.95 Ha)<ul style="list-style-type: none"><li>includes viable major office, warehousing, contractor yard</li></ul></li><li>flat topography</li><li>site adjacent to 12 Mile Creek Valleyland</li><li>no identified land contamination</li></ul>	<ul style="list-style-type: none"><li>site immediately adjacent to the QEW, located adjacent to 12 Mile Creek valley</li><li>site forms part of viable employment area (Hannover employment lands) on east and west side of Martindale Rd.</li></ul>	<ul style="list-style-type: none"><li>potential conflicts for future residential, mixed use<ul style="list-style-type: none"><li>impact of adjacent industrial uses.</li><li>larger employment area on west side of Martindale Rd. (air quality, vibration, noise, traffic, visual)<ul style="list-style-type: none"><li>impact on residential use potentially mitigated from Martindale Rd. buffer from employment uses to the west</li></ul></li></ul></li><li>estimated site remediation measures /costs required to convert occupied industrial use for residential development</li></ul>	<ul style="list-style-type: none"><li>immediate access for employment traffic to major transportation network (QEW)</li><li>parkland<ul style="list-style-type: none"><li>currently serviced by a District Park (distance 1.2 km)</li><li>current service gap for neighbourhood park</li><li>site size, configuration not conducive to park provision</li><li>residential development should include on-site amenity areas, no new park required</li></ul></li><li>transit<ul style="list-style-type: none"><li>current direct bus route/service to site</li><li>no new or additional service provided for residential use</li></ul></li><li>roads<ul style="list-style-type: none"><li>served by regional arterial (Martindale Rd.)</li></ul></li><li>water/wastewater/storm: to be determined</li></ul>	<ul style="list-style-type: none"><li>site is within an established employment/ industrial area</li><li>contains viable occupied mix of employment/ industrial operations</li><li>location supports availability of industrial employment and office opportunities with immediate access, visibility to the QEW</li><li>future residential isolated from other residential neighbourhoods</li></ul>	<ul style="list-style-type: none"><li>site is within a well established employment/ industrial area</li><li>location supports employment/ industrial suitability with immediate access, visibility to the QEW, adjacent services, transit</li><li>currently occupied with a mix of viable employment and industrial uses</li><li>future residential isolated from other residential neighbourhoods</li></ul>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<b>9.</b>  <b>58 Broadway</b>  <hr/> Proposed Development Concept - Residential	<ul style="list-style-type: none"><li>total site = 1 occupied property (7.34 Ha)<ul style="list-style-type: none"><li>current use = active greenhouse operation</li></ul></li><li>flat topography</li><li>no identified land contamination</li></ul>	<ul style="list-style-type: none"><li>site forms part of viable employment area</li><li>represents an edge property for the area from new residential use to the north</li><li>vacant industrial lands to south, occupied industrial uses to the northeast and southeast</li><li>in close proximity to the Welland Canal.</li></ul>	<ul style="list-style-type: none"><li>potential conflicts for future residential use<ul style="list-style-type: none"><li>impact from adjacent industrial uses to north/south east, potential new industrial users on currently vacant lands to south (air quality, vibration, noise, traffic, visual)</li></ul></li><li>potential site remediation measures /costs required to convert occupied industrial use for residential development</li></ul>	<ul style="list-style-type: none"><li>access for employment traffic to major transportation network<ul style="list-style-type: none"><li>QEW via Bunting Rd. (6 km/9 min.); additional access through NOTL</li><li>to Nia. Dist. Airport (9 km/10 min.)</li></ul></li><li>all traffic to west (Lakeshore Rd.) encumbered by lift bridge crossing Welland Canal</li><li>parkland<ul style="list-style-type: none"><li>not currently serviced by neighbourhood park</li><li>no park requirement generated by employment/ industrial use</li></ul></li><li>transit<ul style="list-style-type: none"><li>no current bus route east of Welland Canal; link to transit routes available via Trans-Cab service</li><li>no new bus route to be added for employment/ industrial or residential use</li></ul></li><li>roads<ul style="list-style-type: none"><li>in close proximity to regional arterial (Lakeshore Rd.)</li></ul></li><li>water/wastewater/storm: to be determined</li></ul>	<ul style="list-style-type: none"><li>site is within an established employment/ industrial area<ul style="list-style-type: none"><li>contains viable occupied mix of employment/ industrial operations, and future emp. opportunities immediately to the south</li></ul></li><li>location supports availability of industrial employment opportunities with immediate access to Welland Canal</li></ul>	<ul style="list-style-type: none"><li>site is within an established employment/ industrial area currently occupied with a mix of viable employment and industrial uses</li><li>location supports employment/ industrial suitability with proximity to the Welland Canal</li><li>property acts as an edge to existing emp. area from new residential uses to north</li><li>conversion may result in further pressure for res. use on vacant lands to south and erosion of vacant emp. land base</li><li>future residential use does not facilitate transit supportive res. development.</li></ul>

Site /  Development Concept	Criteria					Summary
	Parcel Fabric/ Characteristics	Location Context	Compatibility/ Conflicts	Servicing	Integration/ Synergy	
<div>10.</div> <div>150 Berryman</div> <div>Proposed Development Concept</div> <div>- Residential/ Office</div>	<ul style="list-style-type: none"><li>total site = 1 occupied property (0.48 Ha)<ul style="list-style-type: none"><li>current use = partially vacant office building</li><li>-</li></ul></li><li>flat topography</li><li>no identified land contamination</li></ul>	<ul style="list-style-type: none"><li>site within the middle of a viable employment area<ul style="list-style-type: none"><li>surrounded by occupied active industrial properties/operations on all sides</li></ul></li></ul>	<ul style="list-style-type: none"><li>potential conflicts for future residential use<ul style="list-style-type: none"><li>impact from adjacent active industrial uses on all sides (air quality, vibration, noise, traffic, visual)</li></ul></li></ul>	<ul style="list-style-type: none"><li>access for employment traffic to major transportation network<ul style="list-style-type: none"><li>QEW via Welland Ave. (1.2 km/2 min.)</li></ul></li><li>parkland<ul style="list-style-type: none"><li>isolated from neighbourhood, community parks</li></ul></li><li>transit<ul style="list-style-type: none"><li>no current or planned bus route along Berryman Ave.</li></ul></li><li>roads<ul style="list-style-type: none"><li>served by collector road (Berryman Ave.)</li></ul></li><li>water/wastewater/storm: to be determined</li></ul>	<ul style="list-style-type: none"><li>site is within an established employment/ industrial area<ul style="list-style-type: none"><li>contains viable occupied mix of employment/ industrial operations</li></ul></li><li>location supports availability of industrial employment opportunities in close proximity to QEW</li><li>site is isolated from other residential, mixed use neighbourhoods</li></ul>	<ul style="list-style-type: none"><li>site is within an established employment/ industrial area immediately surrounded by a mix of light/heavy ind. operations including storage, trucking depots</li><li>location supports employment/ industrial suitability with close proximity to the QEW</li><li>location does not support compatible residential use</li><li>site is isolated from other residential/mixed use neighbourhoods, does not facilitate transit supportive res. development</li></ul>

## **Public and Stakeholder Correspondence**

## Part A; Public Correspondence

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation by JOe.

The question that was asked is:

Thank you for allowing this feedback. I have two concerns about separate sites mentioned here for residential development: 1. downtown residential development and infilling is always better than rural new suburban development for obvious reasons - walking distances to markets, cultural venues, restaurants, established parks, needless destruction of rich agricultural lands when other less arable lands is readily available for infilling in the City core. Therefore, I support cleaning up the former GM lands on Ontario street strongly but strongly disagree with any rationalization the City may attempt to use that allows for any piecemeal approach to clean-up and like development. The City must remediate the entire 50 acres completely before developing a single acre of it for residences. This is critical. 2. Developing residential housing west of the hospital is a terrible encroachment on the "world class" agricultural lands you mentioned in your video The City and Region boasts having . The City of St. Catharines initiated the encroachment on agricultural land decades ago when The City of St. Catharines Transit Commission depot was moved from Bunting Road to First Street Louth - that was appalling back then and it opened the door for the blight of strip malls and big box store plazas you see there now. It was short sighted out-of-date poor planning then and is definitely not in keeping with best practices today. Please do not go that route - it's not something to be proud of - it's terrible planning. Thank you

---

Bruce,

The Coalition for a Better St. Catharines supports the rezoning of the Ontario Street Property (the former GM property) from industrial to multi-use.

We agree that this site is currently a contaminated brownfield site and once cleaned up can be a major benefit to the City if developed with Citizen-led vision.

However, we note your comment:

*“extent, location of contamination may influence range/location of area specific use permissions”*

***We oppose any piecemeal approach to developing this site until the entire site is completely remediated.***

The environmental assessment made by Pinchin at the time of the sale to Bayshore indicates widespread distribution of contaminants in all areas of the former GM Property. Any attempt to develop one section will disturb the soil and could potentially expose the adjoining community to contaminants. As well, anyone living in a developed section of the property will be subject to exposure to adjacent

contaminated soils. We bring this to your attention as any disturbance to one part of the site can aggravate an already bad situation.

As an example, the 3 hectare site south of Pleasant and West of Thomas St zoned multi-use was part of the conveyance from GM to Bayshore. The Pinchin report indicates high levels of lead under this portion of the GM property. As it is contiguous to the GM property, it should also be remediated before any development can take place on any portion of the GM site.

We hope these comments are helpful.

---

Hi Bruce.

My name is Roman Lyapun, I'm the owner of 243 Ontario St property.

After receiving a letter regarding proposed changes to land designation of a former GM site I'm writing this email to express my support of the proposed plan. And I have no objections to changing 243 Ontario St to Mixed Use designation.

The only question I have is, do we as owners of 243-257 Ontario St properties need to do anything to accommodate this change? And is there any cost associated with the mentioned change that Owners of four currently residential properties will be responsible for?

Thank you

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

The only question I have is: what happens to those conversion requests that in essence are excluded as a result of this LNA? After reading the whole package and listening to the presentation I am impressed with the analysis. Thank you for the thoroughness, it should result in a more predictable future for those of us bordering those areas.

---

Mayor and council,

Given the request for input re possible changes to City of St Catharines Land Use Plan, I felt that the following article/study is relevant to any decisions the members of council may make.

Children raised in greener areas have higher IQ study finds

Research also found lower levels of difficult behaviour in rich and poor neighbourhoods

There is growing evidence that green surroundings may improve cognitive function.

Damian Carrington Environment editor, the guardian Mon 24 Aug 2020

<https://www.theguardian.com/environment/2020/aug/24/children-raised-greener-areas-higher-iq-study>



Growing up in a greener urban environment boosts children's intelligence and lowers levels of difficult behaviour, a study has found.

The analysis of more than 600 children aged 10-15 showed a 3% increase in the greenness of their neighbourhood raised their IQ score by an average of 2.6 points. The effect was seen in both richer and poorer areas.

There is already significant evidence that green spaces improve various aspects of children's cognitive development but this is the first research to examine IQ. The cause is uncertain but may be linked to lower stress levels, more play and social contact or a quieter environment.

The increase in IQ points was particularly significant for those children at the lower end of the spectrum, where small increases could make a big difference, the researchers said.

"There is more and more evidence that green surroundings are associated with our cognitive function, such as memory skills and attention," said Tim Nawrot, a professor of environmental epidemiology at Hasselt University in Belgium, where the study was conducted.

"What this study adds with IQ is a harder, well-established clinical measure. I think city builders or urban planners should prioritise investment in green spaces because it is really of value to create an optimal environment for children to develop their full potential."

The study, published in the journal Plos Medicine, used satellite images to measure the level of greenness in neighbourhoods, including parks, gardens, street trees and all other vegetation.

The average IQ score was 105 but the scientists found 4% of children in areas with low levels of greenery scored below 80, while no children scored below 80 in areas with more greenery.

The benefits of more greenery that were recorded in urban areas were not replicated in suburban or rural areas. Nawrot suggested this may be because those places had enough greenness for all children living there to benefit.

Behavioural difficulties such as poor attention and aggressiveness were also measured in the children using a standard rating scale, and the average score was 46. In this case, a 3% rise in greenery resulted in a two-point reduction in behavioural problems, in line with previous studies.

The researchers took into account the wealth and education levels of the children's parents, largely ruling out the idea that families who are better placed to support children simply have more access to green space.

Higher levels of air pollution are known to impair intelligence and childhood development but this factor was also ruled out as an explanation.

Instead, the scientists suggested lower noise levels, lower stress – as found in other research on green space benefits – and greater opportunities for physical and social activities may explain the higher IQ scores.

Dr Mathew White, an environmental psychologist at Exeter University in the UK, who was not part of the study team, praised the quality of the research.

“I’m always wary of the term intelligence as it has a problematic history and unfortunate associations,” he said. “But, if anything, this study might help us move away from seeing intelligence as innate – it could be influenced by environment, and I think that is much more healthy.”

White said it was reasonable to suggest more exercise and less stress as reasons for the higher IQ scores. “But I’m not sure why general intelligence should be improved by these things,” he said. “My guess is the intelligence measures are really picking up a child’s ability to concentrate and stick at a task, which has been shown in green space studies before.”

A study of children living in Barcelona, published in 2015, showed more green space was associated with better working memory and attention.

The researchers in the new study were able to account for many of the factors likely to affect IQ but data on the type of green space was not available. Previous work has shown this can be important, with trees giving more benefit to child development than farmland or scrubland, for example.

The team also did not have information on where the pupils attended school but most Belgian children go to nearby schools.

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

Looks great!! Let's do it!

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

Who exactly is going to clean up/pay for clean up on this property? Why is GM not held responsible, they did the polluting!

---

The question that was asked is:

I am pleased to see the GM Ontario St site proposed to be redesignated to a mixed used site. This will allow harmonization of a residential, commercial, possibly institutional usage into an existing mixed-demographic residential community. I believe our future focus must be in the "15-minute city": development that reduces vehicle traffic and permits residents to access as many services as possible within a 15-20 minute walk. As a downtown resident I would be willing to participate in community conversation / ad hoc committees to see our urban community grow and thrive. Thank you for making this presentation accessible and available.

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

I love the idea of more mixed use development, especially in such central and high traffic areas as 4th ave & Ontario st. I'd like to encourage the city to continue promoting modes of transportation other than private cars, especially as a means of making reductions in parking space more viable, and also with the multitude of benefits that come from cycling, walking, and public transportation. Having such visible parts of the city be a sort of advertising campaign for this change in development patterns is an excellent way of getting the rest of the city accustomed to non car-centric development.

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

Did you consider splitting the Ontario St. property in two - east and west of Ontario St.? I agree that the eastern portion would best be mixed/residential use to fit in with the existing neighbourhood, but the western portion could stay employment to tie in with the adjacent land uses. It is beneficial to keep employment in our communities to keep them walkable and reduce reliance on vehicles. I also agree with the note that the extent of contamination may guide this decision.

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

Please allow for parkland/access to green pace and parkland along side of twelve mile creek.

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation.

The question that was asked is:

To Bruce Bellows, Senior Planner St. Catharines Planning and Building Services 1. To what extent have staff taken into account the city's declared climate emergency in arriving at the draft changes to the Official Land Use Plan? How will the proposed developments impact on the local emission of greenhouse gases? Has staff considered measures to mitigate such emissions? 2. The qualitative assessment notes that staff have identified "significant" land contamination at the Ontario street site. Will details of the extent and characteristics of the land contamination be released to the public? Who will bear the financial burden of remediating the contaminated lands? Thank you, Matt Corbeil, St. Catharines

---

Just a quick heads up to let you know that a new question has been asked at St. Catharines Land Needs Assessment Public Consultation by ForgottenCitizens.

The question that was asked is:

You only mention the population growth to be 31 000. Consider this. Where is this 31000 coming from a how are you providing employment for them ?. The state is broke through hitherto bad management and bad government from City level up to Federal. This city and country are a ship without a rudder. No doubt you will continue to sit on high horses in our city hall pontificating as always through empty heads. You have a top heavy system which is only self serving.

---

Dear Bruce Bellows,

So you believe we should spend all that money building when the need does not exist but, it's "for the community" , so it's alright ?

I have seen photos of a city in China that is built and no one lives there. In my opinion, this does not encourage or build up a community.

People are not having babies like we used to. 31,000 in this city alone ?

I don't think that homosexuals and lesbians have many babies. Marriage is not what it once was. Self is more important now than ever.

Unless people move en masse from Toronto or we have an immigration boom and all the immigrants decide, Hey ! Let's all move from Lebanon to St.Catharines ?

I don't see where all these 31,000 humans are coming from. I do see "boomers" born between 1946, when they returned from war, to 1959, when age meant they were over the baby stage, dying in large numbers over the next 20 years. That's about a fifth of the population !!!

The next time a politician is trying to decide whether or not to spend millions of dollars on something I will send him your email suggesting nice thoughts, or as you put it "community" is a good reason to spend lots of money. My father worked next door to city hall. First in Ottawa and then here in St.Catharines for Revenue Canada. I am a bit of a "bean counter".

Unless there is some sort of tangible or intangible R.O.I. it's not a good investment. I still think it was stupid to put the hospital out there. And I am certain that time will prove I am correct.

It was a nice movie but movies are not reality. "if you build it, they will come."

I believe it should be cleaned up and made into a park for now. I think there are federal funds available for this if we call it "environmental". And if we call it a "covid-19 getting the economy back on track" project. Zone it so that in a century it can be re-zoned for building but right now is not a good time.

In 1999 the Americans owed more money than they could ever repay. Then in 2001 they had 9/11 which cost billions. More money borrowed. Then in 2008 Freddie mac and Fannie Mae went belly up. This was in the trillions. More money borrowed. Now a pandemic has shut down the World. More money borrowed. All it will take is a couple of smaller countries declaring bankruptcy and a domino effect will ensue around the globe. This will cause a collapse of the world's economic structure/system. Just for "fun" let's throw in the possibility that there is a second wave of Coronavirus ? Or, a natural disaster due to global warming ? Or all the "sabre rattling" instigates a war ? China ? Russia ? North Korea ? Uncle Donny loves pushing buttons !

I don't see peace and calm on the horizon. This is not the time to be spending. It is a time to restrain spending and be patient and care for our citizens so we don't have people begging at street corners and exit ramps. We can't even care for the people we have now ! How about we get our house in order, first.

You can't spend money foolishly. People are wondering if they should send their children to their death/school or keep them home. I think we need to take an honest look at how things are and where we are headed and "think". If you believe in God, pray. I agree with making investment in the future but, all things have a time. I don't think now is the time for building heavily.

I also think we need to consider the future. There are three areas in Canada that need to be protected from "progress". The Annapolis Valley in Nova Scotia. The Okanogan Valley in B.C. and below the escarpment in Niagara. These three areas can grow enough tender fruit for the entire country due to soil and climate. But people want to live there so they "build" on that beautiful soil in the nice climate. And call it "progress" ? I think we need to protect these areas from so-called "progress". There are people who envision St.Catharines built up from 7th. Street to the Canal and from the escarpment to the lake. No farmland whatsoever. What comes first to you, humans or money ? I believe there is a balance we can work with but humans must come before money. Clear away the crap G.M. left and make it parkland, for the time being. That is "good" for the community. In a century when this mess is all sorted out and we are all speaking Mandarin or Cantonese, we can change the zoning and build. But, for now, at this time of man, it would not be a wise and prudent investment of the peoples tax dollars.

We can't even look after the people we have now. I vote for the person, not the party. Party politics is a problem. It kills representation of the people. That being said, I liked what Brian Mulroney said, "The best social program is a job.". If we could get people working in jobs that paid enough for them to live on, that would be extremely helpful. Even if it's sweeping the streets.

A person needs to feel of worth and value and usefulness. Humans also need to feel "acceptance" and gainful employment is a huge help in those respects. I think we need to improve those areas first. As you say "community". Building a bunch of stuff right now that we don't need and cannot honestly afford is not "community".

Hire the unemployed to clean up the old G.M. site. Let them "know" they have worth and value and usefulness and help them to do a good job for the city. show them how to open a bank account and how to shop wisely. Encourage religion in their lives. It is good for people to believe in God and have one day off each week. I believe you would have less mental health problems too. The city is NOT its buildings and structures. A city is the people. Let's invest in our people and get this city moving and growing. Care for the people. Put the people ahead of money. I'm telling you, if you have lots of nice houses and a whole bunch of poverty all around them, it will not work. Ever been to South Africa ? The rich are really rich and the poor are really poor. Guess which one there is most of ? That is why it's not nice to be rich in a poor place, so they move. If you want people to move here and stay, you can't have a whole bunch of poverty surrounding the rich. The water must cause all boats to rise. Not sink some and raise the others or you get waters filled with rotting and stinking dead bodies. Not nice for the rich on their yachts.

Build when the time is right. Not now. Be patient. This too shall pass. Build your people right now. If any of this makes sense, please consider it. I was born here over sixty years ago. I would like to see this city do well and prosper. Not merely financially but, spiritually as well. Let's look after our own citizens right now. Or we will be in debt and unable to repay and asking China to lend us money.

Just for fun, it would be nice to get some people together to "prognosticate", examine the trajectory we are on at present and gaze into our collective "crystal ball" and evaluate the path we are on. There are cities on Earth that have been here for a very long time. Some have vanished. I would rather be part of a city that wants to be here for a long time. Not a flash in the pan.

Putting up buildings does not necessarily translate to a better life for its inhabitants. I really believe we need to focus on "quality of life" for our citizens at present. Not just building indiscriminately. As a matter of fact, I think we should have a one thousand year plan for this city. Just in case we still have a St.Catharines in the year 3000. I like that !!!

A really nice city that people look to as a template for their city and people want to move to. Not because of "quantity" but because of the "quality" of life for all who live here. Why ?

Well, God decides everything but He can use people to do His work. Wouldn't it be nice to think that you and I helped to make this city bright and beautiful for the people in the year 3000 and beyond ? Not just a bunch of "buildings" ? Yes, we need those but, without the quality of life, you have a beautiful empty city in China, where almost no one lives.

Balance and this is very important, "resilient". Let's not just build for the sake of building. Let's build wisely.

And there is my two cents. I hope you go home and discuss this with your wife and children and grandchildren and really listen, actively listen and try to understand what they are trying to communicate and come back to work and let me know what they said and what you think about this. Maybe you still believe we should build on the old G.M. site still, for community's sake ?

Now, personal questions. What branch of the service was your Father in during the war ? And, are you related to a very beautiful young lady named Sandy ? She was a customer of mine years ago. She was always very kind and polite which amazed me considering all she had been through. I greatly admire her and she is a very pretty young girl, too ! She would make a fine M.P.

Your humble servant,

-----

Dear Sir,

31,000 by 2041. Not 30,000 by 2040. ???

Your "crystal ball" is that accurate ?

P.S. My father saw action in the North Atlantic while serving in the Royal Canadian Navy during WW II so I guess I am a "baby boomer". Another "baby boom " ?? AP

-----

## **PART B: Stakeholder Correspondence**



**IBI GROUP**  
 200 East Wing – 360 James Street North  
 Hamilton ON L8L 1H5 Canada  
 tel 905 546 1010  
**ibigroup.com**

June 29, 2020

Mr. Bruce Bellows  
 Planner II  
 City of St. Catharines  
 50 Church Street  
 St. Catharines, ON L2R 7C2

Dear Mr. Bellows:

#### **406 LAKESHORE ROAD – EMPLOYMENT CONVERSION REQUEST**

On behalf of 1984396 Ontario Inc., IBI Group is pleased to submit an employment conversion request for 406 Lakeshore Road, St. Catharines (the “subject lands”). The client is proposing to develop the subject lands with a complete community, comprising of a range and mix of residential uses, open space/park blocks, and commercial uses. The proposed development can be supported from a transportation, servicing, archaeological, environmental, and land use compatibility perspective. The proposed development will contribute to creating a cohesive community by providing complimentary land uses that are readily accessible by the existing residential development north of Lakeshore Road. Additionally, the proposed development would significantly increase the municipal tax base and have a positive impact on the local economy.

Moreover, the subject lands are an ideal location for employment conversion, as they are not well-equipped with the necessary infrastructure required to support current and projected employment needs, where other areas in the Niagara Region that can easily access the 400-series highway would be more suitable. The subject lands have been underutilized for years due to the lack of proximity to major goods movement facilities and corridors for employment uses. The following materials are being submitted in support of the proposed employment conversion request and associated proposed development:

- Concept Plan, prepared by IBI Group;
- Promotional Drawings, prepared by IBI Group;
- Phase II ESA, prepared by Terraprobe;
- Stage 2 Archaeological Assessment, prepared by Dr. Carla Parslow;
- Preliminary Functional Servicing Report, prepared by IBI Group;
- Preliminary Transportation Impact Analysis, prepared by IBI Group; and,
- Land Use Feasibility Assessment, prepared by RWDI.

Additionally, based on a planning policy review and consideration of existing land uses, the following St. Catharines municipal addresses are also requested to be considered for an employment conversion: 442 Lakeshore Road, 450 Lakeshore Road, 454 Lakeshore Road, 460 Lakeshore Road, 464 Read Road, 468 Read Road, 472 Read Road, 488 Read Road, and 532 Read Road. These uses are either occupied with commercial facilities, residential dwellings, or agricultural uses that are not consistent with the Provincial planning policy framework pertaining



**IBI GROUP**

2

Mr. Bruce Bellows – June 29, 2020

to employment uses. Therefore, an employment conversion for these properties is recommended in order to ensure accuracy within both the lower and upper-tier municipal employment statistics.

IBI group will apply for a Pre-Consultation Meeting request shortly in order to proceed with the required planning applications to support the proposed employment conversion request. Additionally, a Planning Justification Report is forthcoming.

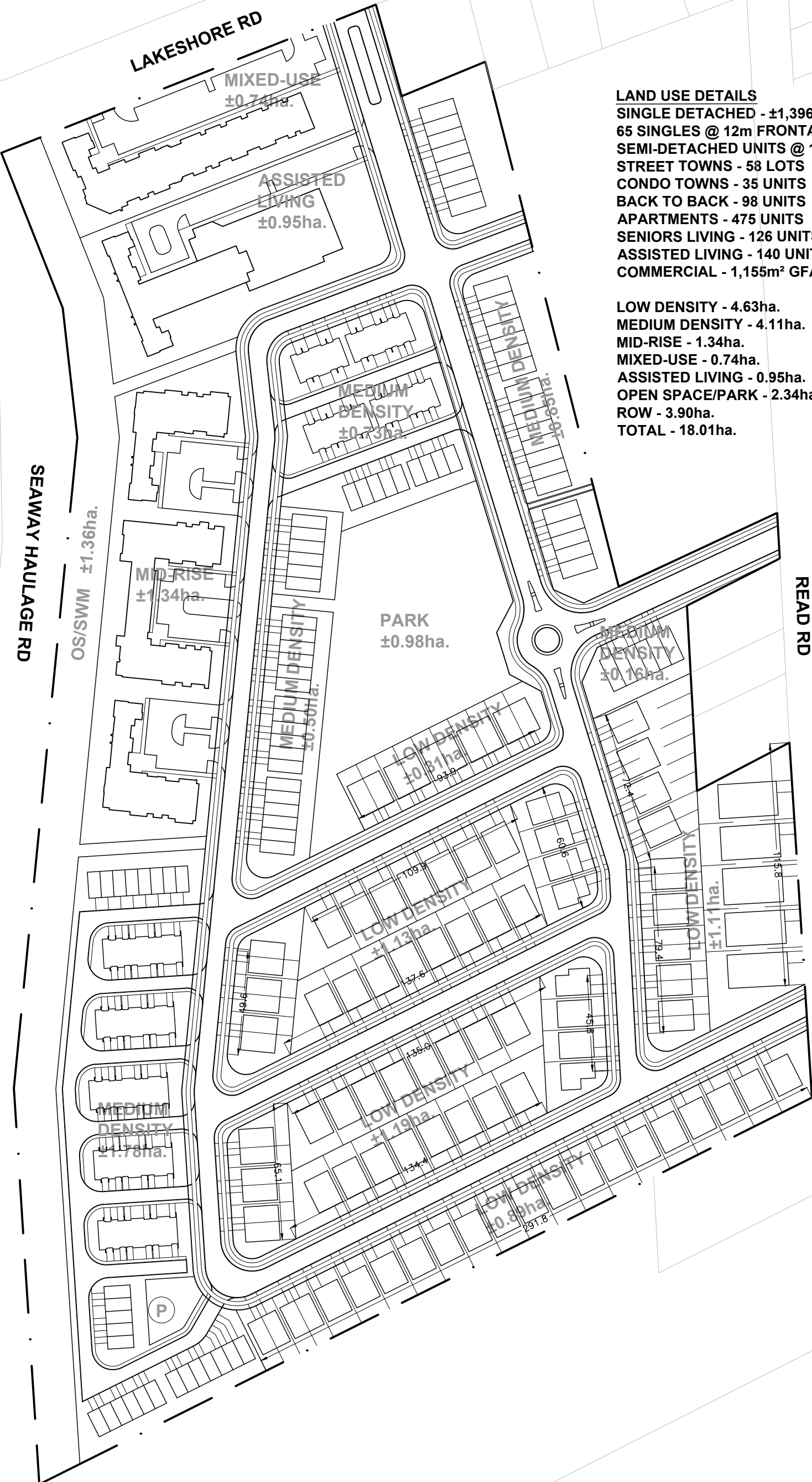
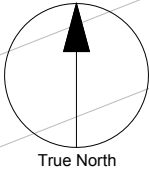
We trust that the above-noted submission is in order and look forward to meeting with the City of St. Catharines on July 7, 2020 to discuss matters further. Should you have any questions or require additional information, please do not hesitate to contact the undersigned.

Regards,  
**IBI Group**



Julia Redfearn BES, MCIP, RPP

Cc: Ms. Judy Pihach, Manager of Planning Services  
Mr. Alexander Morrison, Region of Niagara  
Mr. Rino Mostacci, Region of Niagara  
Mr. Graham Hendren, MHBC Planning  
Mr. Don Manson, Timberlee Glen Developments Limited  
Mr. John Ariens, IBI Group  
Mr. Lanny Dennis, WSA Planning  
Mr. Fred vanderVelde, Royal LePage NRC



**LAND USE DETAILS**  
SINGLE DETACHED - ±1,396.2m OF FRONTAGE,  
65 SINGLES @ 12m FRONTAGE AND 84  
SEMI-DETACHED UNITS @ 18m FRONTAGE  
STREET TOWNS - 58 LOTS  
CONDO TOWNS - 35 UNITS  
BACK TO BACK - 98 UNITS  
APARTMENTS - 475 UNITS  
SENIORS LIVING - 126 UNITS  
ASSISTED LIVING - 140 UNITS  
COMMERCIAL - 1,155m² GFA

LOW DENSITY - 4.63ha.  
MEDIUM DENSITY - 4.11ha.  
MID-RISE - 1.34ha.  
MIXED-USE - 0.74ha.  
ASSISTED LIVING - 0.95ha.  
OPEN SPACE/PARK - 2.34ha.  
ROW - 3.90ha.  
TOTAL - 18.01ha.

CLIENT  DON MANSON    1858 AVENUE RD, TORONTO, ON	PROJECT NAME PORT WELLER EMPLOYMENT CONVERSION  406 LAKESHORE RD, ST. CATHARINES, ON		PRIME CONSULTANT  <div><div></div><div>IBI</div><div></div></div> <div>IBI GROUP Suite 200 - 360 James Street North Hamilton ON L8L 1H5 Canada tel 905 546 1010 fax 905 546 1011 ibigroup.com</div>		
	SCALE: 1:2000	DATE: 2020 09 02	FIGURE NAME CONCEPT PLAN	FIGURE NO.  1	REVISION  1
	PROJECT MGR: JR	DRAWN BY: JM			
	CHECKED BY: JA	APPROVED BY:			
	PROJECT NO: 118855				

Page 84 of 209





PORT WELLER ESTATES  
A MASTER PLANNED COMMUNITY





**LEGEND**

- LOW DENSITY
- MEDIUM DENSITY
- MID-RISE
- MIXED-USE
- ASSISTED LIVING
- OPEN SPACE/SWM
- PARK
- ROADS

PORT WELLER ESTATES  
A MASTER PLANNED COMMUNITY



# **WEST ST. CATHARINES MIXED USE COMPLETE COMMUNITY**

**July 9, 2018 – Council Meeting  
St. Catharines Employment Land Needs Study**

**Michael Bissett – Roxy Shiell  
On behalf of area landowners**



## STRATEGIC LOCATION HIGH DENSITY EMPLOYMENT AND RESIDENTIAL DEVELOPMENT



- New Hospital



- St. Catharines GO Station / Highway 406



- Recreation / Parks / Commuter Linkages



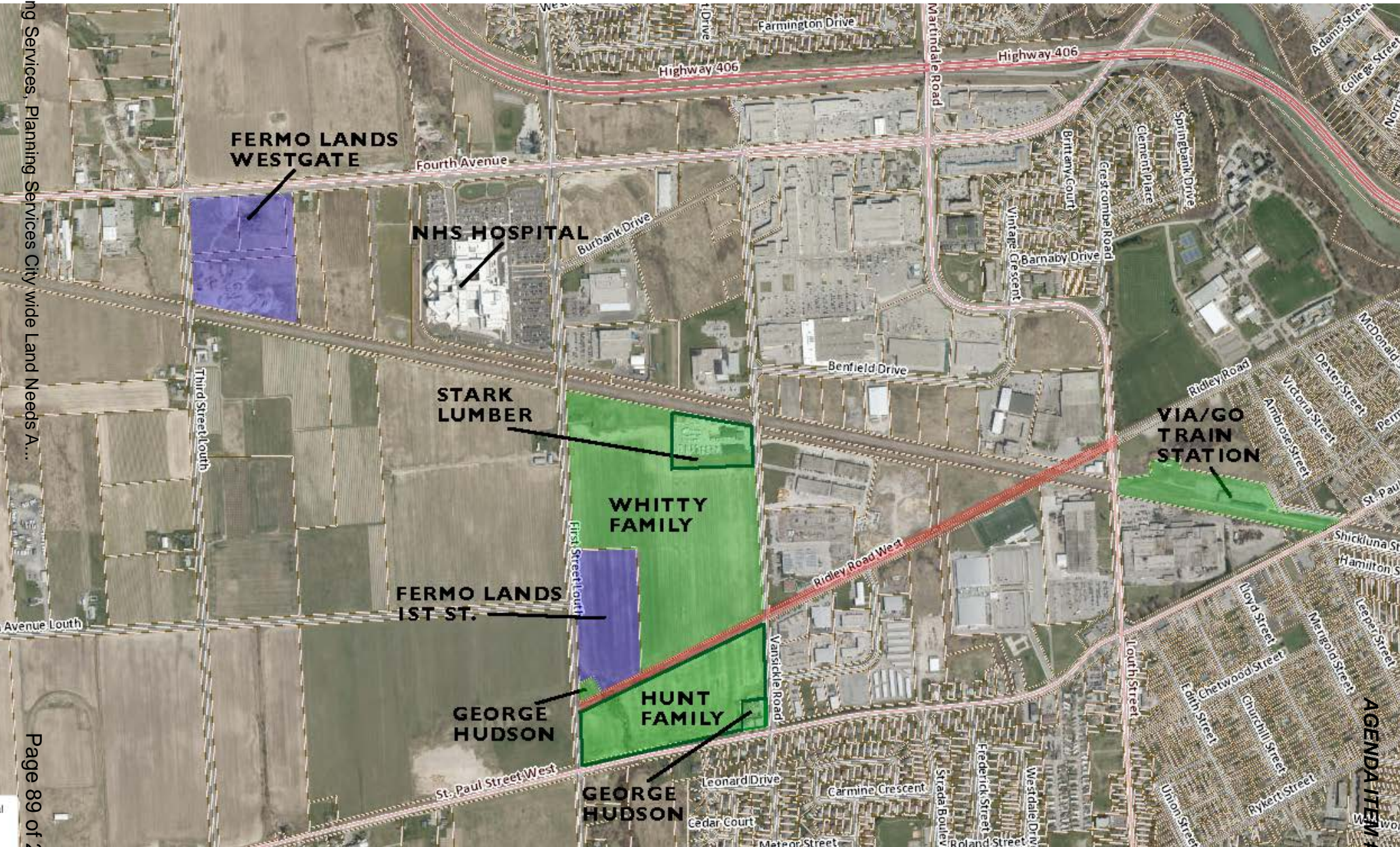
- Shopping



- Within urban boundary



# SUBJECT LANDS





# REGIONAL SIGNIFICANCE





# BASED ON GROWTH PLAN POLICIES

- Mixed Use Complete Community



- Compact Employment/ Residential / Parks / Urban Squares

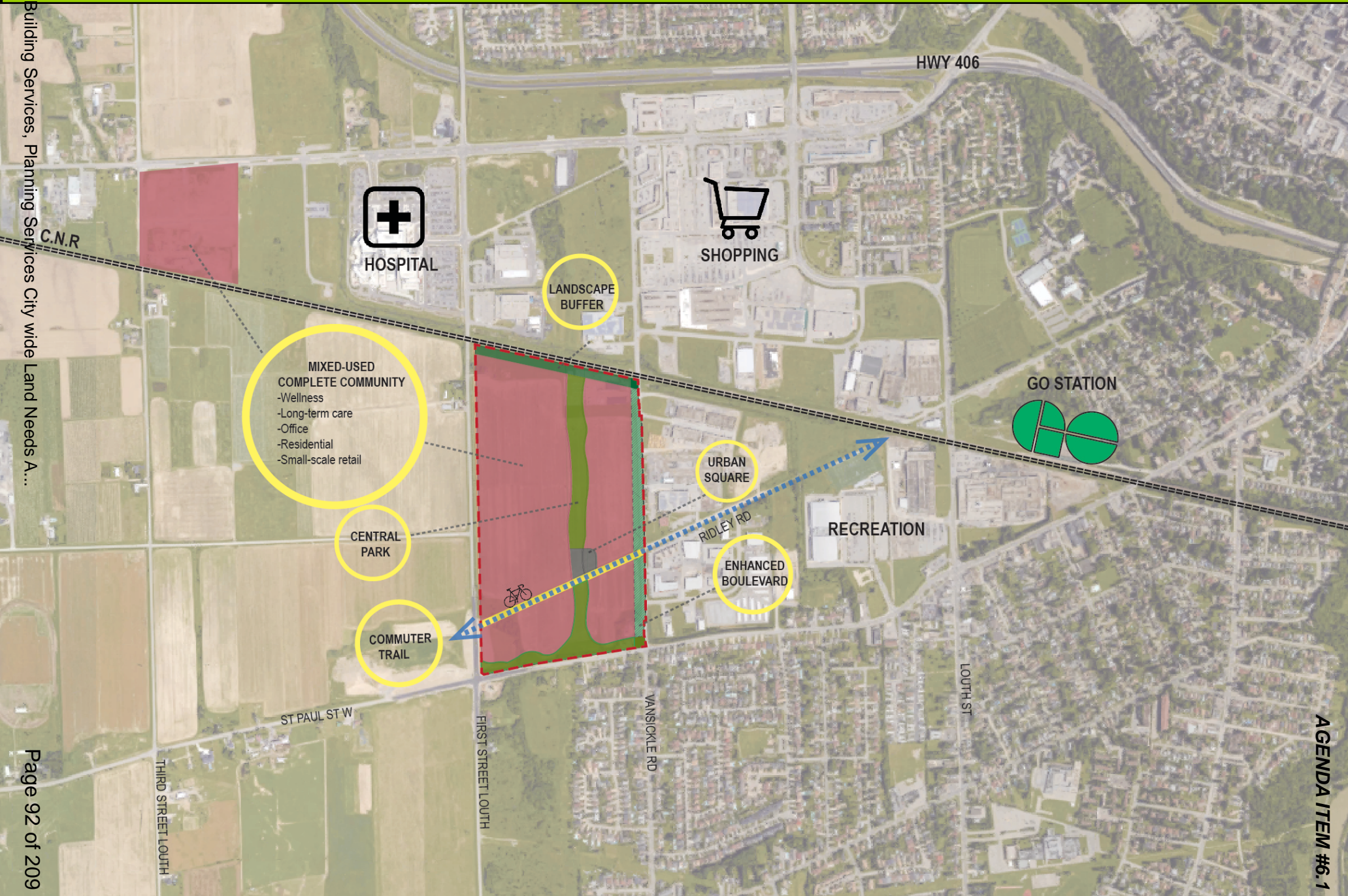


- Transit Supportive





# MASTER PLANNED COMMUNITY



## COMMERCIAL EMPLOYMENT PROVIDES MORE DEVELOPMENT CHARGES

### NIAGARA REGION DCs

- Commercial Rate : \$10.95 per square foot
- Apartments: \$6,601 (1bdrm), \$11,113 (2+ bdrm)
- Townhouses: \$11,665 per unit
- Industrial Rate : \$4.56 per square foot

## NEW JOBS TO ACHIEVE CITY EMPLOYMENT TARGETS – HIGHER DENSITIES

### ➤ WILL BRING HIGHER DENSITY JOB GENERATORS

- **Wellness / Long term care** – 1 job per 2,000sf
  - 300,000sf (**150 jobs**)
- **Office** – 1 job per 300sf
  - 300,000sf (**1,000 jobs**)
- **Small Scale Retail** – 1 job per 500sf
  - 25,000sf (**50 jobs**)
- **over 1,200 jobs on subject lands**
- Land Needs Study - 40 jobs per net ha
- 40 hectares at 75% net developable :  $25 \text{ ha} \times 40 = 1,200 \text{ jobs}$

### ➤ EXISTING GENERAL INDUSTRIAL DESIGNATION HAS LOWER EMPLOYMENT DENSITIES

- Self storage facilities
- Warehousing

### ➤ HIGHER DENSITY MIXED USE – Mid-rise development of 2 to 5 times density vs. 0.5 times for traditional low-rise subdivisions



## REZONING WHITTY PROPERTY WITHIN THE CITY'S URBAN BOUNDARY TO MIX USE

St. Catharines is faced with a significant land use development challenge before any major future growth can occur. The city's urban boundary is naturally restricted on 3 out of the 4 present limits (Lake Ontario, the St. Lawrence Seaway, Niagara Escarpment) and landlocked on the 4<sup>th</sup> side by the present Provincial Greenbelt legislation. The Whitty property in question has sat idle under its present zoning designation for well over 10 years in west St. Catharines with no serious offers being presented to the family. In our opinion, the time is right to adjust the zoning to allow for 'mixed use' and thereby helping to kick start our municipal economy. The Whitty property is one of the last large sections of undeveloped Greenfield space presently within the urban boundary of the City of St. Catharines, undisturbed, clean and ready to go! Many of the surrounding municipalities around St. Catharines have enjoyed tremendous growth in recent years. The time is now to act so that St. Catharines can share in these regional growth trends and piggy back on the momentum and potential increased tax base generated by the recent Go Train/Station announcement, Downtown Renewal, Meridian Centre, Brock Centre for the Arts, Wine Route, Agri-tourism and the Port Dalhousie Revitalization projects. St. Catharines must continue to grow and position itself as an attractive alternative for families to settle in to live, work and play. Families are looking for communities that are progressively planned by nature, safe and will allow them to flourish as a family both financially but also in lifestyle choices too. **Smart Growth Planning!**

### MIX USE AS A ZONING ALTERNATIVE FOR SMART GROWTH DEVELOPMENT

The mid-2000s saw an eruption of mixed-use developments pop up across the country, as developers and investors sought new ways to blend urban-style living with walkable communities. Demand for mixed-use developments is attracting both domestic and foreign investors, as well as millennial homebuyers. One of the primary traits every millennial homebuyer is seeking is walkability. In addition, millennials also preferred living in housing within walking distance of shops and restaurants, and a shorter commute. A well thought out Mixed Use development plan aids in improving and revitalizing neighborhoods with smart growth. While there is no such thing as a one-size-fits-all community, more and more homebuyers are expressing interest in living in mixed-use, transit-accessible communities. Although millennial homebuyers comprise a large portion of demand for mixed-use development projects, the attraction is mutual with a cross-section of people. Mixed-use developments essentially provide a deeper sense of community, which is something every type of homeowner wants. The right Developers don't just build homes, but rather sell visions of what healthy neighborhoods and communities should look like in the future. Mixed Use zoning provides them with the zoning flexibility and tools to be creative when developing.

## REASONS WHY MIXED-USE DEVELOPMENT IS ON THE RISE ACROSS NORTH AMERICA

### **Greater Exposure To Customers:**

One appealing aspect of mixed-use developments is their proximity to new clientele. Along with cultivating both a residential and commercial audience, mixed-use development projects have the power to attract an immense amount of interest and foot traffic compared to stand-alone stores. In addition, mixed-use retail tenants are generally the beneficiaries of recurring spending from local residents, including those within the mixed-use building. As a residential redeveloper, otherwise known as a real estate investor, mixed-use development projects are ideal because they not only provide income streams from both residential and commercial tenants, but opportunities for more development possibilities as well.

### **Better Property Management:**

Another reason for the growth in mixed-use developments is the benefit of better property management. Mixed-use developments encompass a blend of residential, commercial and industrial real estate, so a proficient management service company is generally necessary to address the diverse needs of the entire community. These benefits typically include higher quality tenants, shorter vacancy cycles, better processes, and improved support.

### **Existing Amenities:**

Probably the most enticing aspect of mixed-use developments is their location. Generally speaking, these properties are situated in densely packed areas that are in close proximity to existing amenities. Today's homebuyer has a strong preference for central locations with easy access to city amenities, and mixed-use developments work with these trends to create connected and inclusive communities.

### **Less Risk:**

Mixed-use developments offer the best of both worlds (residential and commercial real estate); investors are able to reduce the amount of risk their real estate portfolio is exposed to. Diversifying could help investors in minimizing the total impact of bad assets on their investment portfolio, including the ability to counterbalance the loss. Whether commercial downturns or residential, mixed-use developments are considered to be a relatively safe bet. Along with providing less risk, mixed-use developments offer higher income, cash flow, longer leases, and less competition, which are ideal when seeking to diversify your portfolio.

**A Promising Location:**

Far and away the biggest benefit associated with mixed-use developments is walkability both to community amenities but also to rapid transit links and hubs. For the majority of today's homebuyers, walkability is at the top of their list as a healthy alternative when possible, which is why more and more builders are constructing mixed-use developments in order to accommodate this demand. As housing inventory continues to tighten, propelling home prices further upwards, one aspect to consider, in terms of location, is for millennial homebuyers. This demographic group not only comprised 35 percent of homebuyers in 2015, but their financial barriers — which continue to prevent them from taking the plunge into homeownership make them ideal candidates for mixed-use development. Lastly, in order to have a successful mixed-use development project, location is essential for commercial real estate and employment opportunities within the community.

**Allows for Efficient Design Options:**

The trend of mixed-use development continues to grow, and so do the benefits of a successful design. As a fundamental component, the visual appeal and layout of a mixed-use development is critically important to its prosperity, as this will essentially impact demand, vacancies, and maintenance. The most common design styles include vertical mixed-use building, horizontal mixed-use blocks, and mixed-use walkable neighborhoods. Current trends for Mixed Use design include: wide, transparent storefronts, prominent signage, reconsidered security, and useful exterior. These housing trends aim to promote efficient, flexible space in mixed-use developments. Another element to a successful mixed-use development project is parking. As the general public can attest, parking plays a sizable role in the well being of the housing community, as well as the usability of commercial facilities. Current trends incorporate parking in ways that do not jeopardize the efficiency and overall appearance of the project.

**Amenities Overload:**

From retail stores and restaurants, to parks and local attractions, the one common trait among successful mixed-use development projects is proximity to amenities that promote walkability. Because the concept of mixed-use development aims to provide the live-work-play lifestyle, the one must-have is the ability to conveniently walk to destinations if they so choose, as well as to major transportation hubs. The biggest appeal of a mixed-use development is the ability to shop, eat and mingle in the vicinity of where you live.



**Affordability:**

Another side of a successful mixed-use development project is affordability. As home prices and housing demands continue to soar, affordability has become a major issue among not only potential homeowners, but renters too. The type of housing offered in mixed-use developments typically is targeted for the first time homeowner keeping affordability at the top of everyone's mind.

**Sense of Community:**

The community it creates within its borders and the surrounding community's acceptance of the development drives the success of a mixed-use development project. Any successful mixed-use developer knows how to create a community where people can live, work and play. The right mix of commercial, residential and recreation is determined by the development's surroundings.

**WHITTY PROPERTY ADVANTAGES TO SUPPORT REZONING TO MIXED USE****Accessibility:**

- Flanked by existing city roads
- Located on present transit routes (note: City Bus Depot on neighbouring property)
- Direct access to downtown core by transit or by foot
- Borders the existing CN Rail/Go Train line and a comfortable walk to Go Station
- Close access to Highway 406 and QEW
- Connected to an unopened road allowance (Old Ridley Road) that could be repurposed and linked to the Go Station, schools, additional retail and employment opportunities

**Amenities:**

- Close to New Regional Hospital
- Close to the Downtown core – arts, sports, culture, shopping, work, restaurants etc.
- Close to Agri-tourism opportunities and wine route
- Within a short walk of existing shopping malls, retail outlets and restaurants
- Potential Green space link to Short Hills Park, Club Roma

**Preparedness:**

- Largest Greenfield spaces left within the present urban boundary of St. Catharines
- Pristine Greenfield with minimal site work prior to development and a clean slate to plan.
- Infrastructure (gas, water, sewer) connections already at the site's doorstep.



Matthew Cory  
905 513 0170 x116  
mcory@mgp.ca

August 27, 2020

MGP File: 20-2892

City of St. Catharines  
50 Church St.  
St. Catharines, ON L2R 7C2

via email: [bellows@stcatharines.ca](mailto:bellows@stcatharines.ca)

**Attention: Mr. Bruce Bellows, Planner II**

Dear Mr. Bellows:

**RE: Comments in Response to the Proposed Official Plan Amendment to Convert Certain Existing Employment Areas 2060 and 2126 First Street Louth, City of St. Catharines**

Malone Given Parsons Ltd. (MGP) is the planning consultant for First Street Partners, the owner of properties municipally known as 2060 First Street Louth and 2126 First Street Louth (Subject Lands) in the City of St. Catharines.

The subject lands benefit from close proximity to the GO/VIA station and community amenities and a prominence at the edge of the City's southwestern urban area. These locational characteristics can be leveraged by planning the subject lands as a commercial and population-related employment gateway into this portion of the City, to realize a similar amount of jobs as what is envisioned by the City on these employment lands, while also delivering much needed housing and community uses to the City in close proximity to a GO/VIA station on the remainder of the lands. To realize this potential, we are requesting that the City designate these lands to permit a range of uses to be finally determined through a future land use planning process. It is imperative that the lands NOT be designated for employment lands or in an area of employment as it would preclude the dialogue and planning process with the landowners, City and the public to consider other uses that could be best achieved on these lands.

The subject lands are designated as employment lands, but are NOT currently in an area of employment. Niagara Region is undergoing a Municipal Comprehensive Review (MCR), where employment areas and employment land policies, among other matters, are being reviewed to determine the quantity of land needed to accommodate population and employment growth to 2041. Based on draft forecasts available in support of A Place to Grow, the Region appears to have a surplus of employment lands through to the 2051 planning horizon. In this context, the City of St. Catharines is currently undertaking its own review of employment land needs as part of their input into the Region's MCR, which would include the conversion of certain employment lands/areas in the City to permit alternative development opportunities. The City is recommending the lands for inclusion into an area of employment which would prohibit the use of the land for anything but employment land

type uses. It is our opinion that this site is not suitable for inclusion into an area of employment.

The use of the subject lands for employment type employment is challenged by poor locational characteristics that make attracting employment-land type employers difficult: the lack of access to major infrastructure (e.g. a railway siding or highway interchange) and location of the lands far from the primary employment areas along the QEW make the realization of traditional employment uses questionable compared to other lands in the City. Alternatively, the use of the site for a mixed-use complete neighbourhood can deliver a similar amount of jobs to that of an employment designation. A mix of uses on the site is also more achievable and a better planning result that would also deliver much needed housing and community uses.

### **Summary**

First Street Partners owns 23.6 hectares of land located between First Street Louth and Vansickle Road, south of the CN Rail line in the City of St. Catharines, municipally known as 2060 and 2126 First Street Louth. The Subject Lands are currently designated 'Designated Greenfield Area' in the Region of Niagara Official Plan and 'General Employment' in the City of St. Catharines Official Plan. It is located within the West St. Catharines Employment Area.

The City of St. Catharines is currently undertaking their employment land review as input to Niagara Regions MCR and are requesting comments as it relates to the proposed employment conversions. First Street Partners is seeking a mixed-use designation for the Subject Lands.

The economic landscape of the Region is in the process of a shift. The trend of employment land employment being a large component of job growth has slowed down tremendously and there is a growing concentration of jobs that are in the knowledge/creative based economies that require flexible and innovative office space solutions. Employers who deliver these jobs increasingly prefer to be located in mixed-use, urban areas with good access to transit, rather than in traditional mono-use employment areas.

The changing economic landscape makes land use planning for employment uses challenging. Proper planning for employment uses is key to achieving Provincial, Regional and Municipal objectives of efficiently using infrastructure and encouraging transit-supportive development. Conventional methods of planning for employment uses has traditionally been to promote single-use employment blocks. This is evident in suburban office parks that have no residential uses and are dominated by low to mid-rise corporate office buildings with large surface parking lots with limited amenities for workers.

The concept for the West St. Catharines Employment Area is to promote development and redevelopment of uses related to research and development, medical and bio-medical, manufacturing, bio-sciences and other complementary uses, which aligns with the recent historical and future job growth trends in the Region. In order to attract these types of companies, in addition to retaining and attracting talented workers, there needs to be a recognition that talent, and in turn companies, are being increasingly drawn to amenity-driven employment areas that offer a broader land-use mix. Developing the type of

employment area that is going to attract talent and companies is going to require a more integrated urban structure relative to traditional employment areas.

The basis of this request to allow non-employment uses on the Subject Lands is not to remove the employment component entirely, but rather to provide greater flexibility to the site to be able to develop as a higher-density mixed-use development. Permitting non-employment uses will allow the Subject Lands to adapt to a changing employment market where young educated workers are prioritizing workplaces that are increasingly accessible and closer to amenities. The success of suburban downtowns, where a vibrant mix of uses activates the area from morning to night, is pedestrian friendly, and is transit-supportive, demonstrates that this type of development is possible in a suburban setting. This type of development can attract a range of residential and non-residential investments which in turn supports the economic resiliency of the City and Region.

Designating the Subject Lands exclusively for employment does not optimize the use of the land as a mixed-use development that would be better suited in this area and that would support the existing transportation and public infrastructure investment. A mixed-use development would contribute to the creation of a complete community and offer residents the ability to live, work and play in the same area. In addition, it provides an opportunity to offer an entry-level housing product that is more affordable than a traditional single detached dwelling that will further the goal of retaining young adults and families.

### Subject Lands and Surrounding Context

First Street Partners owns two parcels of land that have a combined area of 23.6 hectares (58.2), and are generally bounded by Canadian National Railway tracks to the north, Vansickle Road to the east, Ridley Road to the south and First Street Louth to the west.

Figure 1: Context Plan



The Subject Lands are currently vacant. Immediately surrounding the Subject Lands are employment uses to the north and east, low-density residential and agricultural uses to the south and agricultural uses to the west. The Subject Lands are located approximately 1.1 km from St. Catharines GO/VIA Station and will have improved access through the proposed connection of Ridley Road West over the rail corridor. The property immediately to the south (326 St. Paul Street West) is also vacant and has requested to be a non-employment designation as part of this review.

The surrounding community contains a range of uses including the Niagara Health – St. Catharines Hospital, a major shopping plaza, community centre, recreational areas, Ridley College and in close proximity to the amenities of the downtown core (approximately 2.1 km).

### **Proposed Conceptual Vision of the Subject Lands**

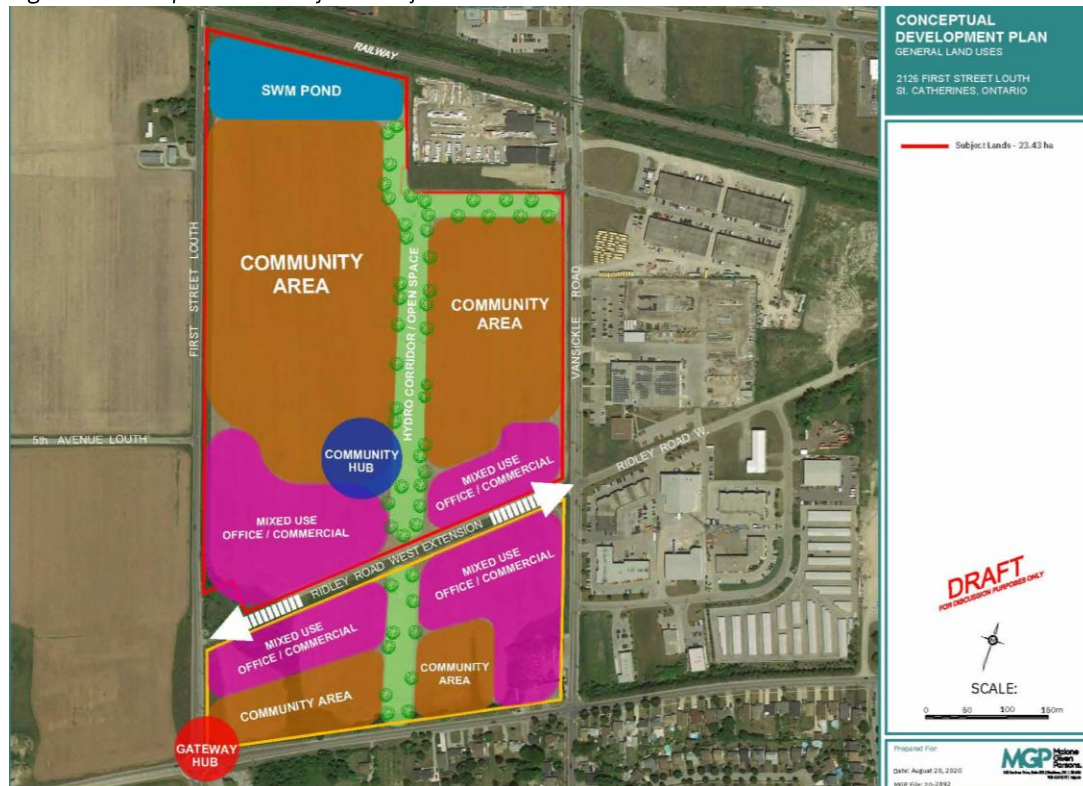
The vision for the Subject Lands is to optimize this area of the City in close proximity to the existing GO/VIA Station, by proposing a compact development consisting of a vibrant mix of residential, commercial, office and recreational uses. For conceptual purposes, we have also illustrated a mixed use vision for the lands immediately to the south that is complementary to the conceptual vision of the Subject Lands. The proposal is capable of generating a similar amount of jobs as could hypothetically be achieved on employment lands, but of a type that is better suited to the potential to realize development on these lands in the near term and more conducive to attracting the type of jobs the City envisions for these lands. In addition to the jobs, the proposed residential uses would compliment the mix of non-residential uses to provide the opportunity to incorporate innovative housing solutions that would allow an entry level product to retain young adults and families in the area along a new main-street type corridor on the extension of Ridley Road, which provides a direct connection to the GO/VIA Station.

First Street Partners plans to collaboratively work with all stakeholders involved to evolve the conceptual development of the Subject Lands over time to ensure it responds to the needs of the community. This will require a planning process to determine the appropriate detailed land uses on the properties. Such a process can only be made possible by designating the lands for a mix of uses, and NOT designate them employment lands, nor within an area of employment.

The location of the site is well positioned for a more urban development that blends a variety of uses that are functionally and/or physically integrated with access to pedestrian and transit connections. The proposal would not eliminate employment uses, but re-position the lands from a single-use site to a multi-use development that is active throughout the day as opposed to only during business hours.



Figure 2: Conceptual Vision of the Subject Lands



There is a certain “placelessness” with traditional suburban employment areas characterized by vast surface parking lots, lack of amenities and large separation distances which does little to entice growth in the knowledge-based/creative industries.

Developments that are compact, transit and pedestrian accessible with a mix of land uses create areas that contribute to attracting jobs and talent. In recognizing that the economy is evolving, consideration should be provided to integrate residential, retail, entertainment, and prestige commercial uses on the Subject Lands as they are located at a key area in the City of St. Catharines in close proximity to transit and community amenities.

This type of mixed-use development has the potential to achieve the highest and best use of these lands by allowing people to live, work and play in the same neighbourhood, which furthers the role that planning plays in supporting the economic resilience, productivity, and success of the regional economy.

A mixed-use development for the Subject Lands will be compatible with the existing surrounding uses. To the east are existing employment uses, which is separated by Vansickle Road, a planned arterial road with an ultimate right-of-way width of 26 metres. These uses are light industrial and do not pose impacts to the proposed mixed-use area. Moreover, there are numerous examples across the Greater Golden Horseshoe where similar uses interact with each other with minimal impacts. The lumber yard in the northeast corner immediately abuts the Subject Lands, however the proposed linear open space area buffers these uses and acts as a transition.

### **Review of City of St. Catharines Land Needs Assessment**

The City of St. Catharines conducted a high-level Land Needs Assessment to 2041, which concluded that 83 hectares of employment land are required. This assessment was based on the Region of Niagara Employment Growth Forecasts, which uses the Greater Golden Horseshoe Growth Forecasts to 2041 – Technical Report prepared by Hemson Consulting (June 2013). While the Region’s forecasts will be formalized and updated through the Region’s MCR process, the Provincial Growth Forecasts have since been updated to forecast growth to 2051 as part of the implementation of the 2019 A Place to Grow Plan.

These forecasts recognize the shift from employment land employment to population related and major office employment. The key difference between these forecasts, it relates to the land needs assessment, as outlined in the Greater Golden Horseshoe Growth Forecasts to 2051 (prepared by Hemson), is it recognizes that there is a planned shift in the employment mix in the Region of Niagara that takes into account the gradual redevelopment of established employment areas, the emergence of small-scale major office clusters, which will be leveraged by the expansion of regional GO Transit services that will further the integration of the Niagara economy with surrounding regional economies. This is evidenced by the significant reduction of employment land employment from 39,070 to 8,000 even after the forecast has been extended another 10 years to 2051.

*Table 1: Comparison of Provincial Employment Growth Forecasts for Niagara Region*

	Major Office	Pop-Related	Emp Land	Rural	Total
<b>2013 Growth Forecasts (2016 - 2041)<sup>1</sup></b>	<b>7,140</b>	<b>22,650</b>	<b>39,070</b>	<b>4,790</b>	<b>73,650</b>
Share of Growth (%)	10%	31%	53%	7%	100%
<b>2020 Growth Forecasts (2016 - 2051)<sup>2</sup></b>	<b>11,000</b>	<b>52,000</b>	<b>8,000</b>	<b>1,000</b>	<b>72,000</b>
Share of Growth (%)	15%	72%	11%	1%	100%
<b>Difference</b>	<b>3,860</b>	<b>29,350</b>	<b>-31,070</b>	<b>-3,790</b>	<b>-1,650</b>

#### **Notes**

1 – Based on the forecasts from Greater Golden Horseshoe Growth Forecasts to 2041 – Technical Report prepared by Hemson Consulting (June 2013) and the historical 2016 place of work from the City of St. Catharines Employment Land Needs Assessment (Table 6).

2 – Based on the forecasts from Greater Golden Horseshoe Growth Forecasts to 2051 – Technical Report prepared by Hemson Consulting (June 2020).

The City’s current LNA does not take this into account and should be updated to reflect this new trend in the Region.



### **Employment Area Criteria**

The policies of the Provincial Policy Statement (2020), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), Region of Niagara Official Plan and City of St. Catharines OP speak to the locational criteria for employment areas. These policy documents generally state that employment areas should be located adjacent to or in close proximity to major goods movement facilities and corridors including existing major highway interchanges, ports or rail yards. The Subject Lands do not meet these criteria as:

- They are not located adjacent to an existing highway interchange and are over 2km from the closest one at Fourth Avenue, and,
- They are not located near a port or a railyard.

As such, the Subject Lands are not ideally located to achieve the intent of these policies for employment uses and employment areas in the City and Region should be focused and preserved in areas that meet this criterion. If the Subject Lands were to be limited to employment uses, this area would be underutilized and would not meet the objectives of optimizing the use and functionality of land. Furthermore, the location of the site is well positioned for a more urban development that blends a variety of uses that are functionally and/or physically integrated with access to pedestrian and transit connections.

A Place to Grow also states that:

*“Outside of employment areas, development criteria should be established to ensure that the redevelopment of any employment lands will retain space for a similar number of jobs to remain accommodated on site.” (Section 2.2.5.14)*

As shown in the concept plan detailed earlier, a mixed use development centered along Ridley Road has the potential to achieve a similar amount of jobs to what is anticipated on this site if only employment uses were to proceed. This request is not intended to eliminate the employment function from the site, but to add residential and complimentary use permissions.

### **Conclusion**

In summary, the vision for the Subject Lands for a vibrant mixed use development is considered to be more appropriate than its current General Employment designation. The subject lands benefit from close proximity to the GO/VIA station and community amenities and a prominence at the edge of the City's southwestern urban area and do not possess the locational characteristics envisioned by Provincial, Regional and Municipal policies. It will maintain employment functions on the lands and generate a range of housing options for the Region and it will also contribute to the creation of compact, complete communities, without impairing the City's ability to accommodate its employment growth allocations.

To realize this potential, we are requesting that the City designate these lands to permit a range of uses to be finally determined through a future land use planning process. It is imperative that the lands NOT be designated for employment lands or in an area of employment as it would preclude the dialogue and planning process with the landowners, City and the public to consider other uses that could be best achieved on these lands.

It is our opinion that the proposal represents good planning and is in the public interest.

On behalf of our clients, we appreciate the opportunity to provide our comments and input and we welcome further opportunity to meet with staff to discuss the request. Should you have any questions with respect to this request, please do not hesitate to contact me at 905.513.0170 x 116 or [mcory@mgp.ca](mailto:mcory@mgp.ca).

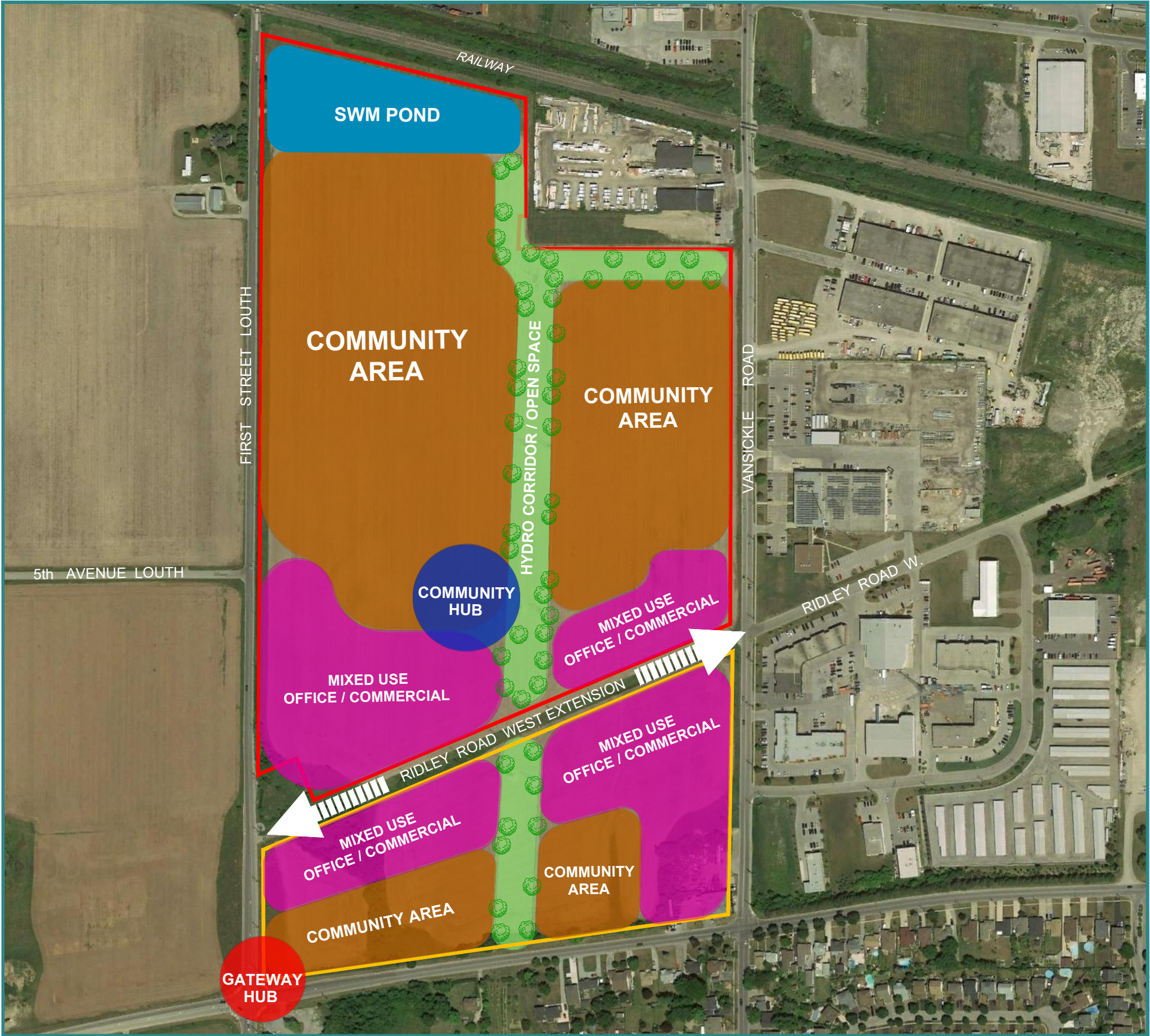
Yours very truly,  
Malone Given Parsons Ltd.



**Matthew Cory, MCIP, RPP, PLE, PMP**

Attachment 1: Conceptual Development Plan





**CONCEPTUAL  
DEVELOPMENT PLAN**  
GENERAL LAND USES

2126 FIRST STREET LOUTH  
St. CATHERINES, ONTARIO

Subject Lands - 23.43 ha

**DRAFT**  
FOR DISCUSSION PURPOSES ONLY



SCALE:

0 50 100 150m

Prepared For:

Date: August 20, 2020  
MGP File: 20-2892







Matthew Cory  
905 513 0170 x116  
mcory@mgp.ca

October 9, 2020

MGP File: 20-2892

City of St. Catharines  
50 Church Street  
St. Catharines, ON L2R 7C2

via email: [bellows@stcatharines.ca](mailto:bellows@stcatharines.ca)

**Attention: Mr. Bruce Bellows, Planner II**

Dear Mr. Bellows:

**RE: Comments in Response to the Proposed Official Plan Amendment to Convert Certain Existing Employment Areas 2060 & 2126 First Street Louth and 326 St. Paul Street West, City of St. Catharines**

Malone Given Parsons Ltd. (MGP) is the planning consultant for First Street Partners, the owner of properties municipally known as 2060 First Street Louth, 2126 First Street Louth and 326 St. Paul Street West (Subject Lands) in the City of St. Catharines.

As part of the City's input to the Region of Niagara's Municipal Comprehensive Review (MCR), the City undertook its own review of employment land, which would include the conversion of certain employment lands/areas in the City to permit alternative development opportunities. It is our opinion that this site is not suitable for inclusion into an area of employment as stated in our letter to the City, dated August 27, 2020.

The Subject Lands benefit from close proximity to the GO/VIA station and community amenities and a prominence at the edge of the City's southwestern urban area nearby rural amenities such as trails and parks. These locational characteristics can be leveraged by planning the subject lands as a commercial and population-related employment gateway into this portion of the City.

It is our opinion that a mixed-use, complete neighbourhood would achieve a better planning result that would also deliver much needed housing and community uses along with a similar amount of jobs. This letter summarizes the potential use of the Subject Lands and provides a more detailed understanding of the types of uses that could be planned and how they would fit within the policy framework of the Growth Plan. In particular, it addresses the need for a clearly articulated policy framework that would give the City the tools that will be necessary to ensure that future development of the site will achieve, at a minimum, the employment goals that would have been achieved under the old employment designation, notwithstanding the proposed change to mixed-use.

As such, we have prepared a more detailed concept plan for the proposed portions that can support mixed use office/commercial in order to demonstrate that the Subject Lands can

achieve, at a minimum, the employment yield that would have been expected under the current designation.

The conceptual plan is centred on a new mixed-use neighbourhood along the Ridley Road extension, which is planned to provide a direct active transportation connection link to the existing GO/VIA Station. The area shown for mixed use has been sized to accommodate different configurations of buildings and types of development; it is essential that the area identified for mixed use be large enough to accommodate different intensities and mixes of commercial, office and residential uses to be able to yield an appropriate amount of jobs in a variety of built forms.

Figure 1: Context Plan



The concept illustrated below (see Figure 2) anticipates a maximum building height of 4 storeys at key intersections, which tier down to 2 storeys away from the intersection. Each building assumes at-grade retail, with commercial/office on the remaining floors. As demonstrated in the table below, the concept could accommodate 1,760 jobs, as compared to the typical employment lands type job yield of 1,500 jobs (48 jobs per hectare) that would be anticipated under the current employment designation. While this concept contains an office and commercial focus, other opportunities can be achieved such as a health campus/research centre associated with the nearby hospital. The size and extent of the mixed use area generally provides for sufficient land to realize a variety of options to deliver the amount of jobs amongst other uses.

Figure 2: Mixed Use Office/Commercial Concept Plan

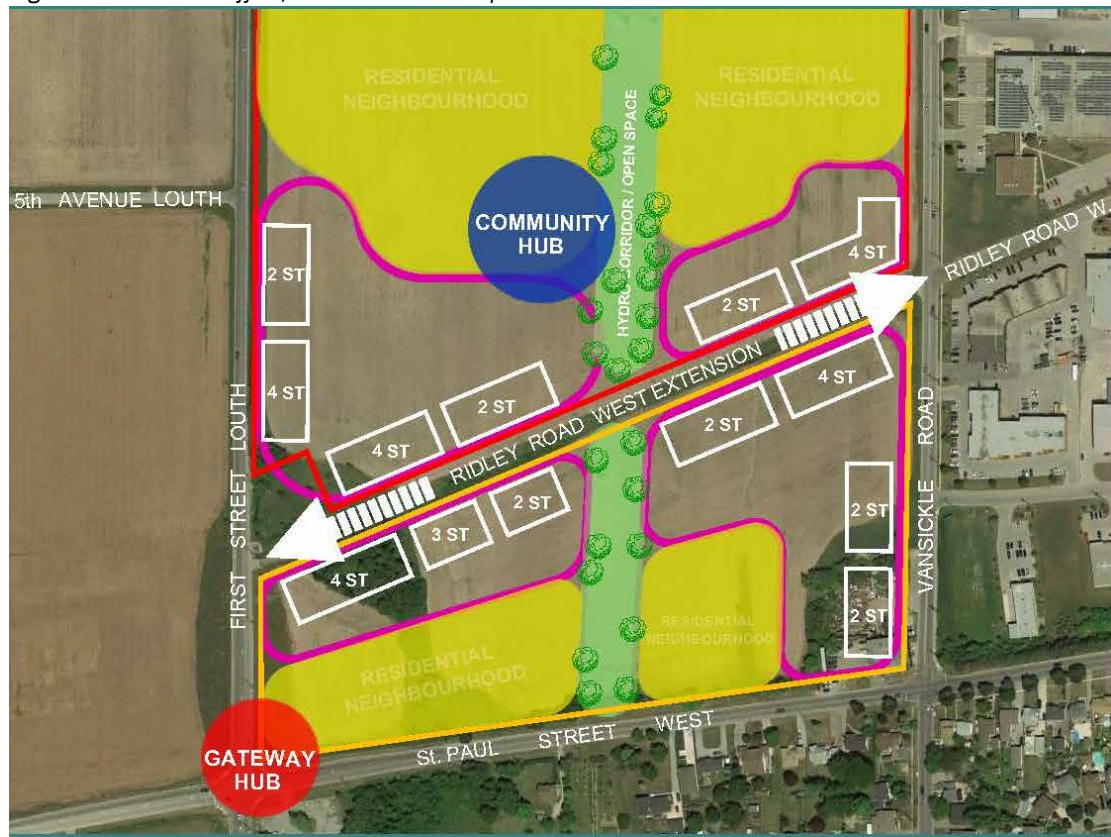


Table 1: Estimated Employment Yield from Subject Lands

	GFA(sq.m) <sup>(1)</sup>	Rate (sq.m/Job)	Jobs
Office	41,600	30 <sup>(2)</sup>	1,385
Commercial/Retail	17,700	47 <sup>(3)</sup>	375
<b>TOTAL</b>	<b>59,300</b>		<b>1,760</b>

**Notes**

- (1) Gross Floor Area assumes at-grade commercial/retail (30% takeout) and remaining floors are office (15% takeout)
- (2) Closest comparable is Brantford, which is 27m<sup>2</sup> per job, as per the DC Background Study. We have assumed 30m<sup>2</sup> to be conservative.
- (3) Region of Niagara DC Background Study, 2017

We believe that planning for this area should seek to deliver the types of jobs that the Region and City will need to accommodate to retain young workers and employees. The Region has a growing concentration of jobs that are in the knowledge/creative based economies that require flexible and innovative office space solutions. In particular, there is a strong intersect with the provision of a mixed-use job centre with surrounding residential uses and the potential to retain graduates of the City's two major post-secondary institutions in the area: Niagara College and Brock University. Both these institutions offer programs that range from biomedical sciences, accounting and biotechnology to sports management, hospitality, tourism, wine and craft beverage technology, solid state device technology and game programming. Graduating students in these programs would be looking for employers in the knowledge/creative based economies that are attracted to amenity-driven employment areas that offer a broader land-use mix such as what is being proposed as part of this development. Moreover, the potential to attain housing (including

entry-level product types) and amenities in the surrounding residential neighbourhoods and on the remainder of the subject lands within walking distance to this employment opportunity aligns with the Provincial, Regional and City goals of encouraging compact urban form and promoting opportunities for live-work.

Employers who deliver these jobs increasingly prefer to be located in mixed-use, urban areas with good access to transit, rather than in traditional mono-use employment areas.

It is understood that the realization of jobs is a top priority on these lands; to ensure this type of development will result in a similar amount of jobs, we would suggest redesignating the mixed-use portion of the Subject Lands to a new **'Employment Mixed-Use'** designation that contains site-specific policies that requires at a minimum, 1,500 jobs. Such a designation would permit a wide variety of uses employment, commercial and high-density residential uses but would require that future development plans demonstrate that sufficient office and commercial space is provided to result in the creation of 1,500 jobs. Such a designation would enable the City to protect for the delivery of jobs on this site over the long term under the employment lands policies of the Growth Plan.

### **Conclusion**

The conceptual vision of the Subject Lands is able to achieve, at a minimum, the anticipated employment yield on these lands if they were left as employment lands. Rather than maintaining these lands for traditional mono-use employment uses that may not be achieved in the foreseeable future, a mixed-use neighbourhood centre with surrounding residential neighbourhoods can produce the kinds of jobs that would be in keeping with the laudable employment strategy of providing employment spaces that can retain and attract young talent in the City. These urban, mixed-use spaces match the type of space preferred by employers who would employ workers with the skills and training offered at the City's post-secondary institutions.

On behalf of our clients, we appreciate the opportunity to provide our comments and input and we would request a meeting with staff to discuss the request in more detail.

Should you have any questions with respect to this request, please do not hesitate to contact me at 905.513.0170 x 116 or [mcory@mgp.ca](mailto:mcory@mgp.ca).

Yours very truly,  
Malone Given Parsons Ltd.

**Matthew Cory, MCIP, RPP, PLE, PMP**

**Principal**



## **CONCLUSION**

While a mixed-use development project serves many uses, whether residential, commercial or industrial, they must essentially work in unison to mutually benefit all stakeholders. In our opinion, the rezoning of this site to 'Mixed Use' designation will be a healthy one for the city planning and economic growth departments as they try to plan and attract future growth opportunities to St. Catharines. Mixed-use developments, if planned properly can essentially provide a deeper sense of community to a wider range of stakeholders (commercial, industrial and residential). The time is now to adjust our present land use plan so that we can allow the right developer in conjunction with the city planning/economic departments the tools to create a well thought out future for St. Catharines and it's residence to Live, Work and Play and at the same time help maximize all that the Niagara Region has to offer!



KITCHENER  
WOODBRIDGE  
LONDON  
KINGSTON  
BARRIE  
BURLINGTON

May 21, 2019

Bruce Bellows  
Planner II  
Planning Services  
City of St. Catharines  
PO Box 3012, 50 Church Street  
St. Catharines, Ontario  
L2R 7C2

via email: [bbellows@stcatharines.ca](mailto:bbellows@stcatharines.ca)

Dear Mr. Bellows:

**RE: Properties Located at 20, 25 & 75 Corporate Park Drive; 218, 222 & 250 Martindale Road; and 70, 80, 90, 100 & 110 Benfield Drive, City of St. Catharines**

Thank you for meeting with us on April 9, 2019 to review Rankin Construction's plans for the above-noted lands. We appreciate staff's time and preliminary feedback regarding these proposals. We are providing a brief, high level summary of the intent for the above-noted lands, as requested.

**70, 80, 90, 100 & 110 Benfield Drive**

These properties are bounded by a CN rail corridor, Vansickle Road, Benfield Drive and an employment use located at 60 Benfield Drive. The lands are currently vacant and have a total area of approximately 2.63 hectares. They are designated General Employment in the GO Transit Station Secondary Plan (GTSSP) and zoned General Employment in the zoning by-law. The lands are adjacent to a large commercial centre and thus benefit from being in close proximity to a wide range of commercial uses. The land use designation for the commercial centre was also recently changed to Mixed Use 3 as part of the GTSSP which now allows the development of residential uses between 6 and 20 storeys. In addition, the lands benefit from being within close proximity to employment and community / recreational uses as well as the St. Catharines GO Station.

The Owner's intent is for these lands to develop with a residential use that contains a mix of built forms and unit types as well as commercial uses. Conceptual plans have been prepared for the site which indicate that the site can accommodate at least 162 units within a mid-rise apartment, stacked townhouses and back-to-back townhouses while meeting parking requirements and providing appropriate setbacks to street, rail corridor and employment uses.

**20, 25 & 75 Corporate Park Drive and 218, 222 & 250 Martindale Road**

These properties are bounded by Martindale Road, the QEW, Twelve Mile Creek and a multi-tenant commercial / employment building located at 214 Martindale Road. The total area of all lands is approximately 9.89 hectares. The lands are designated Business Commercial Employment in the Official Plan and zoned E1 (Business Commercial Employment) in the zoning by-law. The lands at 218 and 222 Martindale Road are also zoned with Special Exception E-27 to permit a contractor's yard.

The Corporate Park Drive lands currently contain three, multi-tenant office buildings with surface parking. The Martindale Road lands currently contain a contractor's yard / office and older industrial buildings. The site benefits from convenient access to the QEW, highway visibility, attractive views of Twelve Mile Creek, proximity to residential, commercial and employment uses and access to public transit, among other factors.

The Owner's intent for these lands is to diversify the range of uses permitted within the current Official Plan and zoning by-law to provide greater flexibility for their development over the 2041 planning horizon. It is envisioned that these lands may include greater presence of commercial and possible residential and institutional uses over the longer term while still maintaining a level of employment.

We note that these lands were not identified in previous staff reports as lands that were requested for conversion.

We understand from our meeting with staff, that staff are of the opinion that there may be some merit in a residential use within these lands but would need to be further studied and justified within the City's Land Use Needs Assessment process.

As per our discussions, we understand that in connection to the recently completed ELNA staff are undertaking a number of background studies to identify land use needs throughout the City. We look forward to continuing to work with staff within this process and are happy to provide additional justification to support the necessary changes to the policy and regulatory framework to implement the intent for the above-noted lands. As per your recommendation, we will submit such material when the City's background studies have been prepared and would allow for a detailed evaluation of site specific requests for such changes.

We would like to be actively involved in the City's Official Plan review process and would like to participate in future stakeholder engagement sessions. Please also do not hesitate to contact us should you have any questions.

Sincerely,

**MHBC**



Gerry Tchisler, M.Pl., MCIP, RPP  
Associate

cc: Judy Pihach, Manager of Planning Services, City of St. Catharines (via email: [jpihach@stcatharines.ca](mailto:jpihach@stcatharines.ca))  
Amanda Knutson, Planner II, City of St. Catharines (via email: [aknutson@stcatharines.ca](mailto:aknutson@stcatharines.ca))  
Wendy Wing, Rankin Construction Inc.  
Garry Fraser, Rankin Construction Inc.



August 26, 2020

Bruce Bellows,  
Senior Planner  
City of St. Catharines  
VIA EMAIL ONLY

Dear Mr. Bellows:

**RE: CITY OF ST CATHARINES LAND NEEDS ASSESSMENT AND EMPLOYMENT CONVERSION REQUESTS – RANKIN CONSTRUCTION**

Niagara Planning Group (NPG) Inc. (NPG) has been retained by Rankin Construction to review and provide submissions regarding the requested employment land conversions for Rankin's properties on Martindale Road/Corporate Park Drive (218, 222, 250 Martindale Road; 20, 25, 75 Corporate Park Drive); 70, 80 and 90 Benfield Dr. (owned by Rankin Construction Inc); and 100 and 110 Benfield Dr. (owned by Rankin Engineering Inc.). These will be referred to as the Martindale Properties and the Benfield Properties. For clarity, Rankin Construction offers no comment on the Benfield Properties; the sole focus of this letter is the Martindale Properties. Rankin Construction continues to believe that the Martindale Properties (please see enclosed map) are appropriate for conversion – designation as Mixed-Use - for the following reasons:

1. This area is strategically located to provide a mixed-use development of office and higher density residential uses. More specifically, the location is adjacent to the QEW; in the vicinity of lower density residential neighbourhoods (established neighbourhoods) with appropriate separation to achieve land use compatibility, and adjacent to key natural features providing an attractive community setting. The redevelopment of the Martindale Properties supports a walkable live/work community with connection to employment in the area. The Martindale Properties also have immediate access to Twelve Mile Creek, key natural areas, and the Merritt Trail making the area highly desirable for new housing in a mixed-use community.
2. The Martindale Properties are highly suitable for a mixed-use higher density residential community which includes a commitment to employment office use. In this regard, Rankin Construction will retain the office use and function in every redevelopment of the Martindale Properties – ensuring a continued strong employment function in this

area of St. Catharines. This will ensure the number of jobs in this area are retained and potentially increased.

3. Higher density housing, compatible with the office uses, is appropriate in this location given the area infrastructure, access to the QEW, and the predominance of low-density single-family residential neighbourhoods to the south and west. Higher density housing will provide an increase in the housing mix of unit types in this area of St. Catharines, north and east of Highway 406.
4. The location is accessible by public transit. Increasing the number of residents together with the commitment to retaining the office function means increased utilization of transit which supports the adjoining residential communities having access to transit.
5. Rankin Construction currently operates its construction yard from this location. As part of the redevelopment of the Martindale Properties to office/residential mixed use, Rankin Construction recognizes the need to relocate the construction yard from this area.

Our detailed rationale for requesting the employment conversion of the Martindale Properties is in the following sections.

1. City's Land Needs Assessment
2. City's Analysis of the Martindale Properties
3. Amendment 1 to A Place to Grow
4. Regional Official Plan Amendment 16 – Employment Areas
5. Rankin Contractor Yard

### **1. City's Land Needs Assessment**

The City's Land Needs Assessment is predicated on growth to the year 2041. The assessment of housing needs to 2041 shows a need of 14,390 units and a potential supply of 15,588 units. This leaves a balance of approximately 1,200 housing units or approximately 1.6% of the City's total housing supply (existing and potential). This is an incredibly tight supply and relies on virtually every property available for housing development to be developed by 2041. In our experience, that is simply not achievable for multiple reasons including: landowner interest; landowner financial capability; planned community development needs including infrastructure availability/capacity; development review requirements and agency requirements that could impact overall development potential and the number of units achieved on any given site; soil contamination and site remediation requirements.

We acknowledge that the proposed conversion of 30ha of employment land to mixed use will increase the opportunity for additional housing units in St. Catharines. It is also noted that some of the lands will have inherent challenges in bringing housing to fruition due to the brownfield issues with the site(s). That is not to say that those lands should or should

not be converted; the point is the City is relying on its future flexibility and ability to achieve its housing needs on very complicated lands for residential development.

The City's analysis of forecasted jobs required includes a total of 4,000 employment jobs (2,600 industrial and 1,400 office). The analysis of land needs assumes all of these jobs will be provided solely on vacant employment lands. Certainly, for the office portion of the jobs forecast, this assumption may not be the most appropriate one to use. For example, the current global pandemic is changing how office work is conducted with significantly more employees working from home. It is too early to understand how extensive the current circumstances will be in terms of permanent changes to the office market however early indications suggest the nature of the office market will be changing.

There is a need for the City to ensure there is a future land area for office jobs. We suggest this can be provided in mixed-use communities that currently have an office focus. The office area for the Martindale properties makes this area a key opportunity for the City to retain and promote office jobs through redevelopment into mixed office and residential communities. This supports the current office function/number of jobs in this area and potentially increasing the number of jobs; it also increases the supply of housing available in this area of the City; the mixed-use community provides increased housing choice in terms of unit type in this area of the City; and the mixed-use designation will provide new housing opportunities and different choices in close proximity to employment lands in the Hannover employment lands.

## 2. City's Qualitative Analysis of Martindale Properties

The City's qualitative analysis reviews multiple site and locational characteristics for the Martindale Properties. The Martindale Properties are within an area that has a mix of employment, commercial, social/health care services, and institutional uses. The area is predominantly office use – professional offices, consulting firms, financial and business services. Commercial uses include restaurants, cafes, and business support services. The social and health care services include public agencies, private health care providers, and service agencies providing both social and medical support services – many through an office function and some with direct client service. There are some industrial type uses in this area (Canada Bread, Rankin Construction Yard) yet these types of uses are few.

The employment functions in this area of St. Catharines are largely compatible with residential uses. The adjoining neighbourhoods of Grapeview and Martindale Heights are predominantly single-family residential communities with a typical neighbourhood layout including schools, parks, and neighbourhood scale commercial uses. The Martindale Properties are part of a mixed neighbourhood that exists today: lower density residential housing; parks; schools; neighbourhood commercial uses creating a mixed-use community in this part of St. Catharines.

The proposed mixed-use designation for the Martindale Properties means that there will be re-investment in this area to include population related employment with higher density residential housing. The Martindale Heights/Grapeview area will see an increased mix in housing choice with this redevelopment. The Martindale Properties are a highly suitable location for new higher density residential/mixed office use development given the arterial road function of Martindale Road; the proximity to Twelve Mile Creek; and the proximity to neighbourhood services such as parks, local commercial, schools, and public transit. The mixed-use designation for the Martindale Properties provides compatible office employment, increased residential and housing choices, and re-investment in this area of St. Catharines.

### **3. Amendment 1 to A Place to Grow**

The proposed population and employment changes, together with proposed changes to the Land Needs Assessment Methodology are significant for St. Catharines. Growth is to be planned to 2051, beyond the City's current horizon of 2041 in the Employment Land Review. The proposed population and jobs figures in Amendment 1 are at the Niagara Region scale. What these population and jobs scenarios show are increasing growth in Niagara, particularly if the high scenario is utilized by Niagara Region for the 2051 growth planning scenarios. With additional planned population growth for Niagara Region, St. Catharines will logically assume a greater share of population growth than is being used for the Land Needs Assessment. This is particularly important as the City will need more housing beyond what the Land Needs Assessment forecast is showing; the small excess of forecasted units will be insufficient to overcome the potential future deficit in housing anticipated for growth to 2051. The City is going to need both flexibility to achieve its future housing targets as well as clear direction that both jobs and housing can be successfully developed. This means the City must assure itself that it is setting the policy framework that will achieve both jobs and housing without creating potential future barriers to both jobs and housing growth. At the conclusion of this letter we offer suggestions for the City to achieve jobs and housing growth through mixed-use communities.

### **4. Regional Official Plan Amendment 16 – Employment Areas**

Niagara Region has drafted a new Employment Areas Official Plan Amendment. Within that draft, the re-envisioning of employment areas to mixed use communities is contemplated. We note the following policies in draft Regional Official Plan Amendment 16:



- 4.E.1 Municipalities may permit the conversion of lands within *employment areas* to non-employment uses only through the *Region's* municipal comprehensive review where it has been demonstrated that:
- a) There is a need for the conversion;
  - b) The lands are not required over the horizon of this Plan for employment purposes for which they are designated;
  - c) the municipality will maintain sufficient *employment lands* to accommodate forecasted employment growth to the horizon of this Plan;
  - d) The proposed uses would not adversely affect the overall viability of the *employment area* or the achievement of the minimum *intensification*, and density targets in this Plan, as well as the other policies of this Plan.; and
  - e) There are existing or planned *infrastructure* and *public service facilities* to accommodate the proposed uses.
- 4.E.2 Notwithstanding section 4.E.1, until the *Region's* next municipal comprehensive review, lands within existing *employment areas* may be converted to non-employment uses, provided the conversion would:
- a) satisfy the requirements of section 4.E.1 a), c), and d);
  - b) maintain a significant number of jobs on those lands through the establishment of development criteria; and
  - c) not include any part of an *employment area* identified as part of a *provincially significant employment zone*.
- 4.E.3 Outside of *employment areas*, development criteria should be established by the *Region* and local municipalities to ensure that the *redevelopment* of any *employment lands* will retain space for a similar number of jobs to remain on site. Development applications shall satisfy all applicable development criteria.

It is our submission that the above policies are very important for the City's current Employment Land Review as well as providing the policy basis needed to provide both jobs and housing for the next 30 years for St. Catharines. The proposed Regional policies contemplate redevelopment of employment areas and employment lands; provide flexibility in process to capitalize on opportunities for growth; and identify a key public policy goal of retaining jobs in areas where mixed-use redevelopment can and should occur. The mixed-use community envisioned for the Martindale Properties would achieve all of the employment goals of the Region and the City while providing additional benefits: a commitment to jobs, building mixed-use communities and neighbourhoods, and providing redevelopment to build new higher density housing in this area of St. Catharines.

## 5. Rankin Contractor Yard

August 26, 2020

As the City is aware, Rankin Construction has their contractor yard, which includes vehicle storage, at Martindale Road/Corporate Park Drive. Rankin is committed to relocating the contractor yard to another location within the City. The relocation of the contractor yard is a significant decision for Rankin and for the future of the Martindale Properties. The contractor yard is considered similar to industrial use given the nature of the construction equipment present on the site. Relocation of the contractor yard changes the nature of the employment function to more of an office and service use area. This provides the area with the ability to intensify with both more office type employment together with compatible residential development of a higher density (apartment type uses compatible with office uses).

### Conclusion

It is our submission that the Martindale Properties be redesignated to Mixed Use in the City's Official Plan as part of the Employment Lands Review. We also submit that the City should consider including similar policy revisions to the Official Plan as found in Niagara Region's proposed Employment Areas Amendment – ensuring a continued requirement to retain space for a similar number of jobs.

We would be pleased to meet with you and other City staff regarding this letter and the requested redesignation of the Martindale Properties to Mixed Use. We request that we be notified of any meetings of St. Catharines Committee/Council regarding this study. We also request notification of any decisions of Council, including decisions under the *Planning Act*, regarding this study. Thank you.

Sincerely,




---

Mary Lou Tanner, FCIP, RPP  
Principal Planner  
Niagara Planning Group (NPG) Inc.

Copies: Rankin Construction Inc.

**Lands at 'Martindale Properties'**



January 13, 2019

Bruce Bellows  
Senior Land Use Policy Planner  
City of St. Catharines  
50 Church Street  
St. Catharines, ON  
L2R 7C2

Dear Mr. Bellows: [bbellows@stcatharines.ca]

Re: 301 Louth/24 Benfield Drive ["Location A"] and 30 & 40 Benfield Drive ["Location B"]

Further to our meeting a while ago we have a few comments and recommendations for zoning changes and permitted uses on the above captioned locations.

Location "A"

Currently the existing zoning permits a myriad of industrial and general employment opportunities. Recently we have seen a residential development come on stream bordering on Louth with access from Benfield Drive. The announcement of full time GO Service to St Catharines changes the dynamics and possible highest and best use for this location. We see this location as a prime site for future residential intensification. We would ask for consideration to allow high rise residential intensification on this site as the services supporting a development of this type are nearby and more than adequate to support this change in use.

Location "B"

The locations above have been very difficult to market and secure either potential purchasers or potential tenants. We would suggest increasing the ancillary and allowable related uses to 40% of the Gross Floor Area. In our opinion this flexibility will actually the benefit the area and facilitate the expansion of the general employment lands in the area.

Thank you.

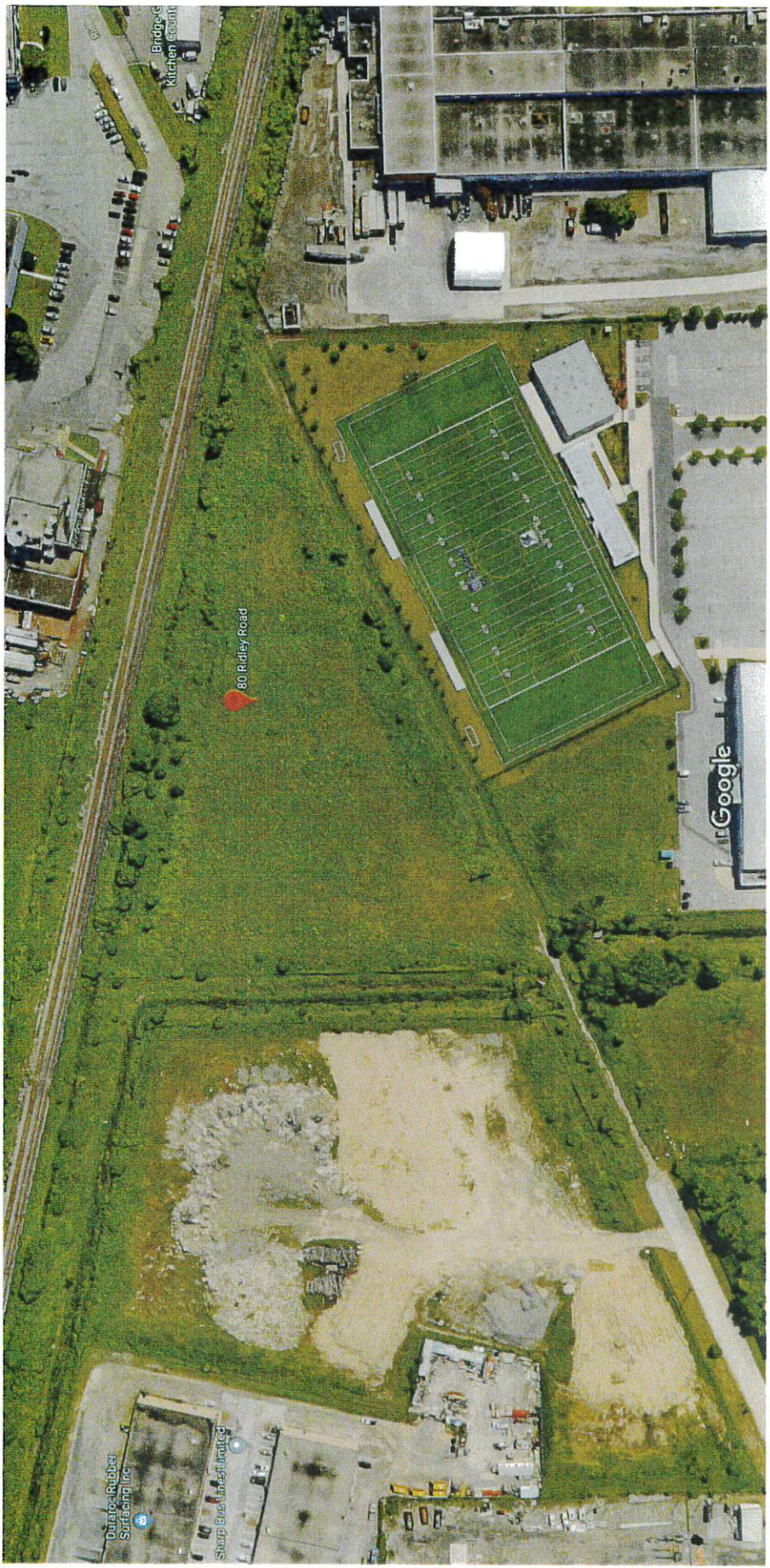
I remain,

**Brighton Business Park/Decora Powder Coatings**



Brock Baldassi





Imagery ©2019 Google, Map data ©2019 Google 20 m

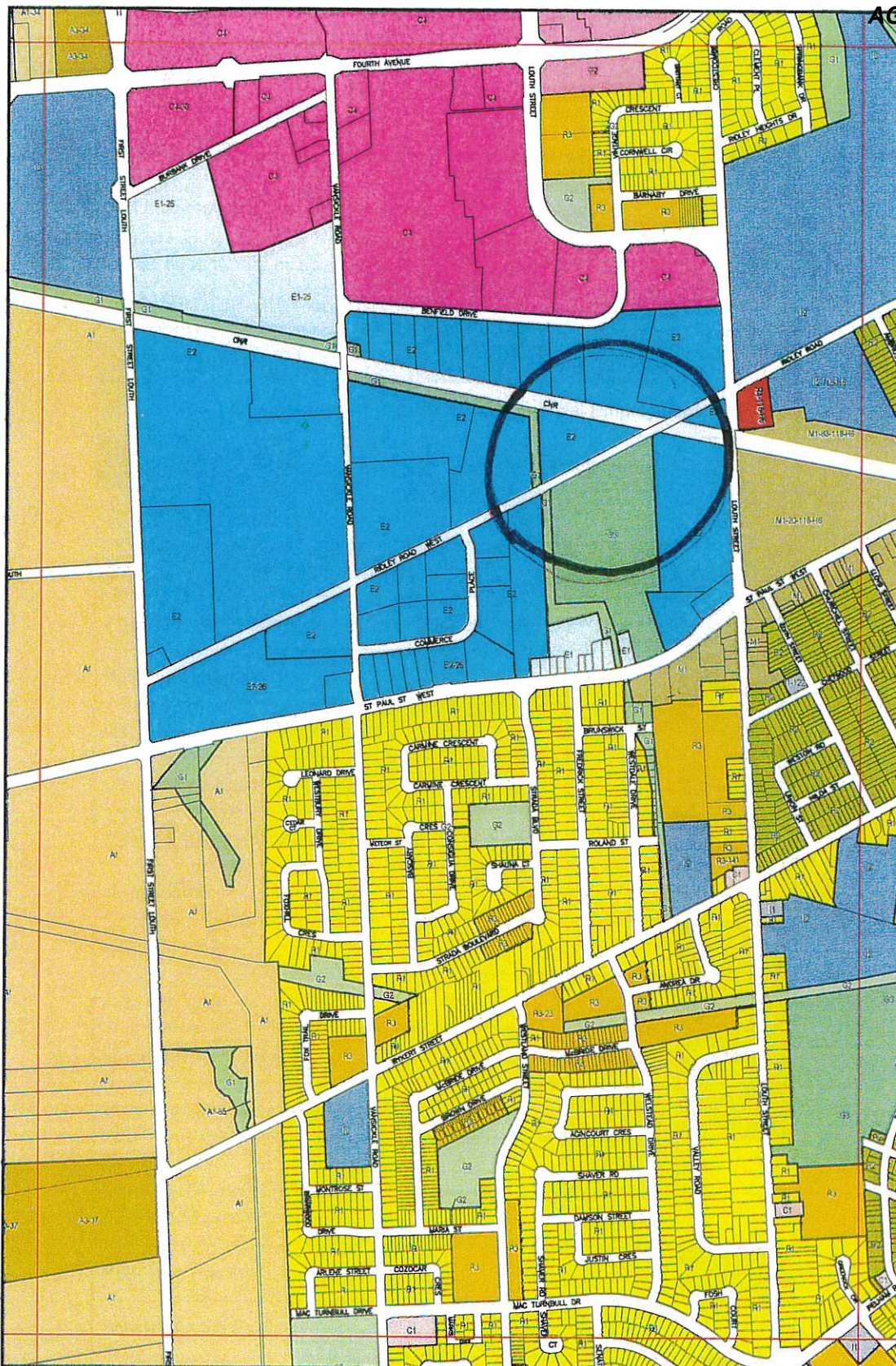


**NIAGARA  
COMPOSITES**  
INTERNATIONAL

**Roy R.R. Rymer**  
President  
rrymer@niagaracomposites.com  
[www.niagaracomposites.com](http://www.niagaracomposites.com)

82 Vaughan Road  
Welland, Ontario  
Canada L3B 5Y1  
Tel: 905-788-4040  
Tel: 844-763-2697  
Fax: 905-788-1991





## Zones

**R1** Low Density Residential

- Suburban Neighbourhood

**R2** Low Density Residential

- Traditional Neighbourhood

**R3** Medium Density Residential

**R4** High Density Residential

**C1** Local Convenience Commercial

**C2** Community Commercial

**C3** Arterial Commercial

**C4** Major Commercial

**C5** Downtown Commercial Core

**C6** Downtown Traditional Main Street

**E1** Business Commercial Employment

**M1** Medium Density Mixed Use

**M2** Medium / High Density Mixed Use

**M3** High Density Mixed Use

**G1** Conservation / Natural Area

**G2** Minor Green Space

**G3** Major Green Space

**I1** Local Neighbourhood Institutional

**I2** Community Institutional

**I3** Major Institutional

**A1** Agriculture

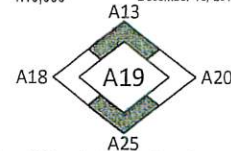
**A2** Agriculture Only

**A3** Agriculture Commercial / Industrial

**M4** Municipal Boundary

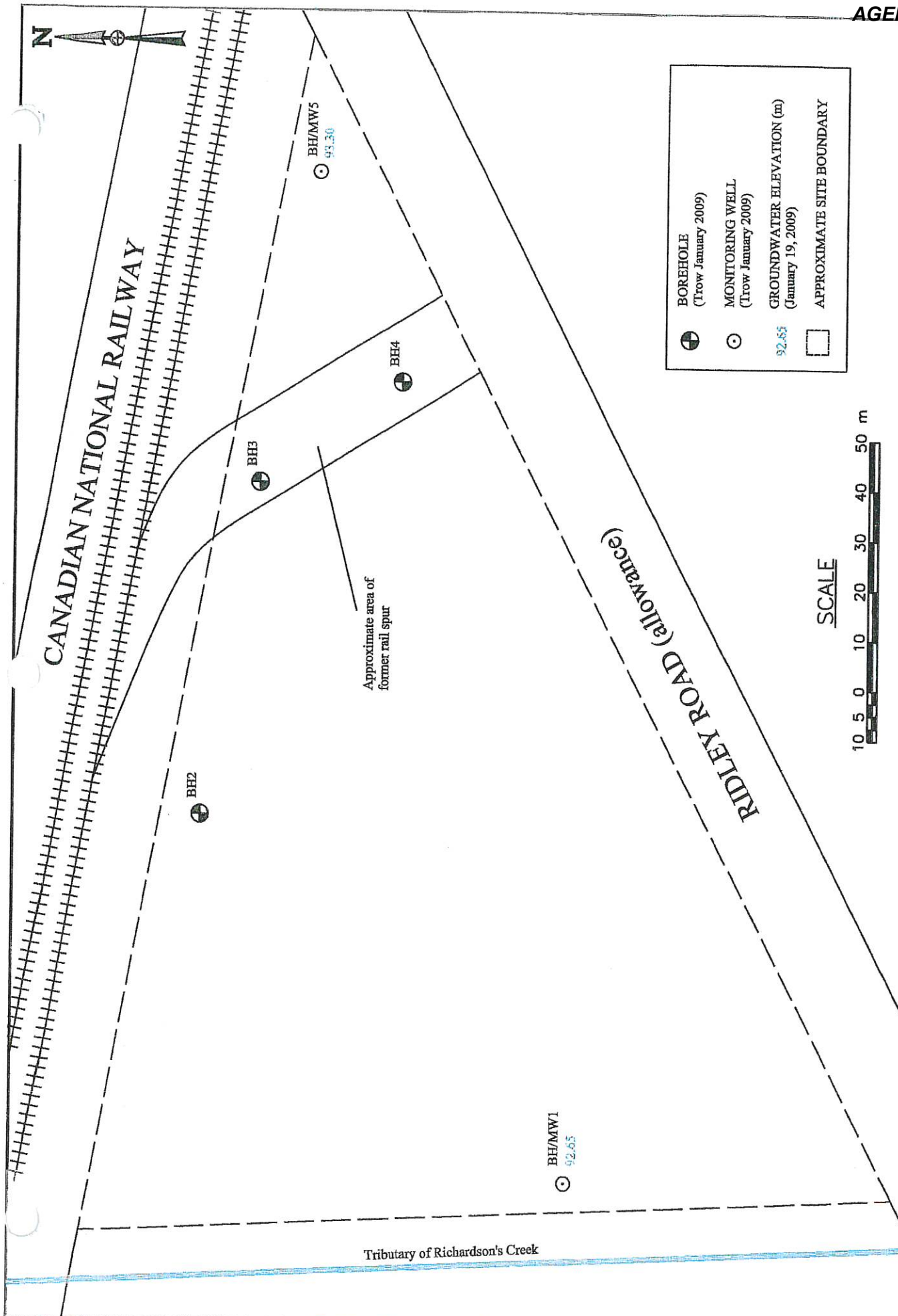


City of  
St. Catharines  
Zoning By-Law  
December 16, 2013



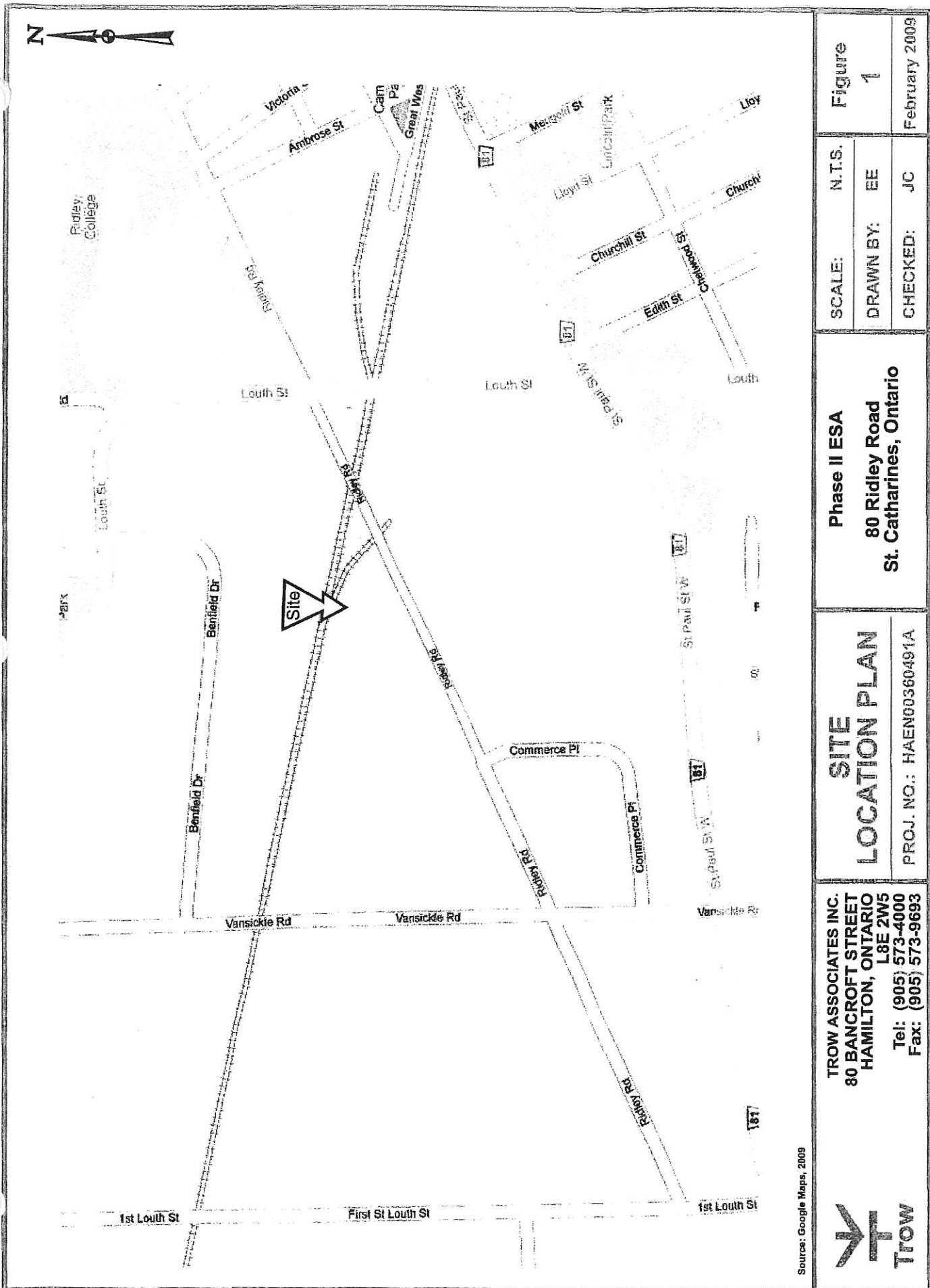
\*\* In addition to the zoning shown on this schedule, the use of land may be subject to additional regulations or restrictions by upper tier governments or agencies (refer to Sections 1.1.3 and 2.19, and Appendices 16.1.1 to 16.1.5). \*\*





<b>TROW ASSOCIATES INC.</b> 80 BANCROFT STREET HAMILTON, ONTARIO L8B 2W5 Tel: (905) 573-4000 Fax: (905) 573-9693		PROJ. NO.: HAEN00360491A DATE: JANUARY 2009 FILE: b1plan.dwg	SCALE: AS SHOWN DRAWN BY: EE CHECKED: SC	BOREHOLE LOCATION PLAN PHASE II ESA 80 RIDLEY ROAD ST. CATHARINES, ONTARIO	FIGURE 2
--	--	--	--	---	-------------







30724

oi'

INST.

INST.

Nº. NATIONAL

4606

9

(1853)

CONCESSION

Rymer Bros. Ltd.

INST. No. 33416 ('51)

33416

5

PART I, 3  
EASEMENT  
HYDRO ELE  
ST. CATHAR  
INST. N<sup>o</sup>. 34

21

249.342 W/M • HP  
NCE BETWEEN  
CON 2.282 2.275

22/11/2011

282.275

• H.P.



CONCRETE BOX  
- CULVERT

PHILIP

TRANSFER N° 56593 ('86)

PARCEL

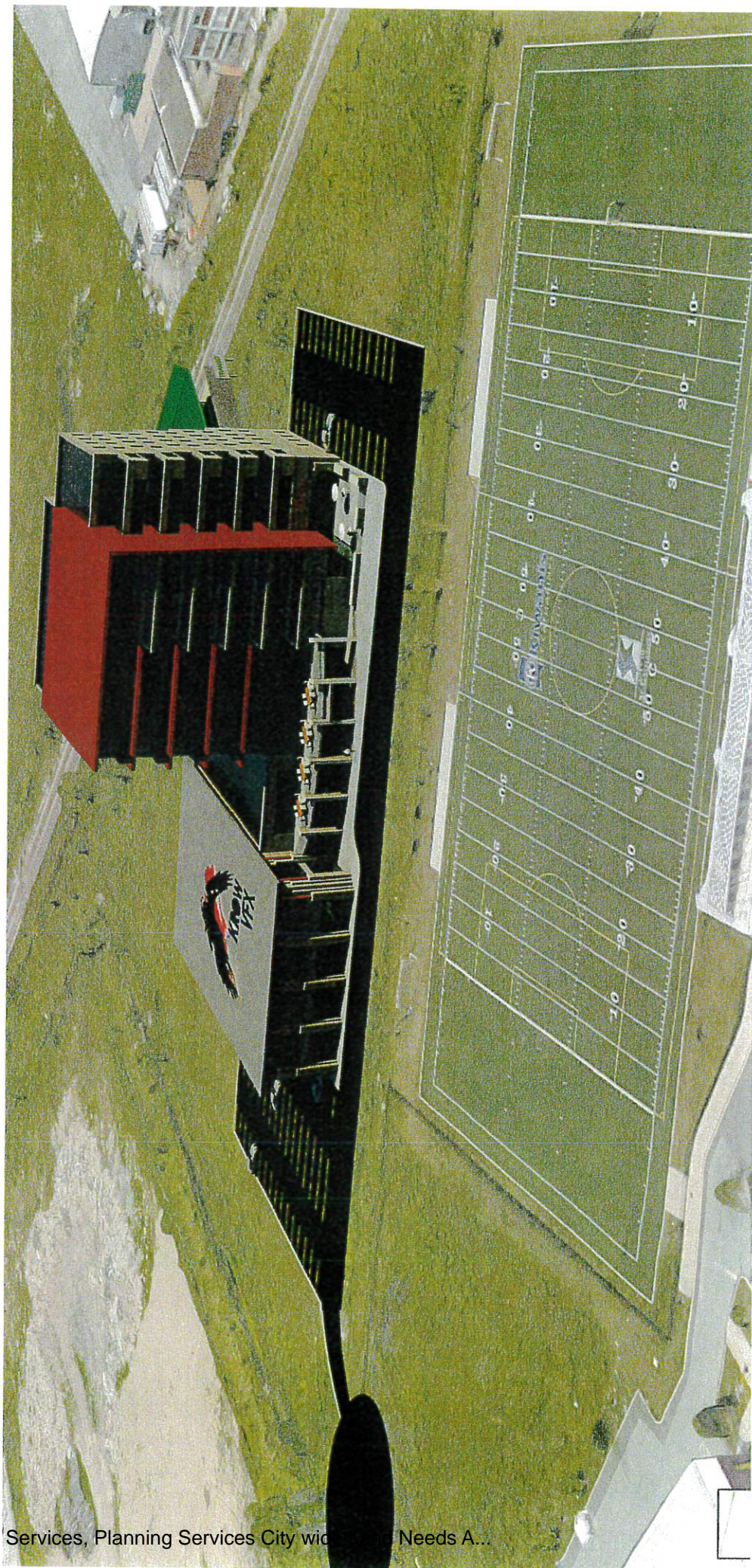
Page 127 of 209

## RBL Possible Leasees

### Desireable Tenants

- 1 Business offices in general
- 2 Chiropractor
- 3 Coffee place (Timothys)
- 4 Convenience Store
- 5 Daycare
- 6 Dental Hygenist
- 7 Dentist
- 8 Gym
- 9 Massage clinic
- 10 Pharmacy (main floor)
- 11 Pool
- 12 Residential Condos
- 13 Restaurant(s)
- 17 SPA
- 14 Specialty Bouquets
- 15 Underground Parking
- 16 Virtual offices
- 18 etc.
- 19
- 20
- 21
- 22
- 23
- 24
- 25
- 26
- 27
- 28
- 29
- 30 Tenants for 7 plus stories. 35 Condominiums
- 31 Phase 1 & 2 and top-up was done on property & are available.
- 32 Roughly 300/400 to be employed.











58 Broadway Avenue

St. Catharines, ON, L2M 1M4

905-934-3196

August 27, 2020

Att: Bruce Bellows

[bbellows@stcatharines.ca](mailto:bbellows@stcatharines.ca)

**RE: City's Official Plan (Land Use Plan) - To redesignate existing employment (industrial) properties/areas to allow alternative uses** and how it affects Colonial Florist owned properties, 44, 48, and 58 Broadway. Port Weller.

We as owners of Colonial Florist Limited have reviewed the reports produced by the Planning department of the City of St Catharines. We wish to provide you with the following comments/input.

We have operated our business here for over 60 years. We are second generation operators. Our approx. 18 acre property is designated Employment Lands in the city's official plan. Over the period of time we have been here, we have had the opportunity to see surrounding properties being developed, mostly residential. Our business is now abutting residential development to the north. The lands to the east of our business are used by a variety of industrial uses. This industrial area is not noted for its vitality or being a dynamic area where industry would love to be located. There are a number of users that to our knowledge would relocate to more convenient locations if they were available. It is languishing because of its location, and that will not change. This area of St Catharines is much more suited to residential development than industrial. It is noteworthy to see that two larger vacant industrially zoned parcels to the south of us have been that way for many years even though they have been made available to the market place a number of times. They are still being farmed. As well, there is, after many years, vacant parcels right in the industrial park that have never been built on.

Today's requirements for commercial/industrial users is all about access to 400 series highways. Any newer industrial lands throughout Ontario have all been developed along existing Highway corridors. Lands that were zoned industrial in the past that lacked this feature have been for the most part been converted to residential. To try and attract industrial users to this part of the City is with our knowledge of the area, is futile and not logical. While residential development has flourished, industrial use continues to languish. The Port Weller Industrial Park is simply in the wrong location for today's industrial requirements.

We would like to have our lands considered for conversion to residential zoning. Our business has outgrown the property here and we have recently purchased a large parcel of land to which we will be relocating our business in the coming years. Once we vacate these lands and they continue to be zoned employment, we believe that they will remain vacant as the other vacant parcels in the area. With the amenities that this area provides for residential development, parks, walking trails, lakefront, marinas, agricultural tourism opportunities and its proximity to world class wineries and Niagara On The Lake, to entertain the thought that this area is well suited to industrial uses, is in our opinion, the wrong decision. The City of St Catharines needs more quality residential development that this area could provide. Residential development would also bring much needed revenue to the City by way of property taxes. Farmland does not.

The Niagara Region needs to be proactive in developing industrial opportunities Region wide along existing 400 series Highways. Location, location, location is what attracts industrial users. Almost 100% of new industrial development takes place along our network of highways. We would like to draw your attention to the success of Brantford, Paris and Woodstock that way. All those cities have had great success in attracting new businesses along major highways and are in the process of converting their legacy and awkwardly located industrial lands to other uses. The Region of Niagara and the City of St Catharines would do well to follow those examples.

We request that all of our lands be included in the areas to be considered for re-designation to residential.

Sincerely,

Ron van der Zalm



**ATTN:** Aaron Butler, St. Catharines City Planning  
**RE:** Change of zoning from E2 to M1-M3 (mixed use)

---

July 9, 2018.

Dear Mr. Butler,

Given the very mixed and diverse nature of the street and proximity to Downtown, I am hoping the city would consider a new mixed use zoning (M1- M3) for my building located at [150 Berryman Avenue](#).

My building, the original home of the Regional Government, currently rests in an E2 zoning area. The area surrounding this building is already a mix of commercial and residential. Although half of the street is residential in nature, there are also offices, retail, indoor storage facilities, outdoor automobile storage, new truck sales, modification and repair, and construction companies. There is no heavy industry on this street today.

St. Catharines is in a unique position of having to look inward and develop areas of potential within its borders in order to grow. The GO train is expected to put an increased demand on residential growth. Today's trend of integrating residential and commercial growth in a synergy of mixed urban development could be mirrored in this already mixed use area. Close to downtown and every amenity, a mixed use zoning would, in my opinion, compliment the Official Plan and encourage progressive urban growth.

In the event you require any further information regarding this property please do not hesitate to contact me direct.

Alan Chonka, Publisher  
*Real Estate Advertiser*  
*High Times Publications LTD.*  
 905 688-4250

**Visit Ontario's Real Estate Ad Network [RealEstateAD.com](http://RealEstateAD.com)**

# HEMSON

Consulting Ltd.

Background Document 1

30 St. Patrick Street, Suite 1000, Toronto, Ontario, Canada M5T 3A3  
Facsimile (416) 595-7144 Telephone (416) 593-5090  
e-mail: hemson@hemson.com

**To:** Isaiah Banach and Greg Bowie  
Community Planning & Development Services, Niagara Region

**From:** Russell Mathew and Lara Nelson, Hemson Consulting Ltd.

**Date:** September 9, 2019

**Re:** Niagara Region Municipal Comprehensive Review – Review and Update of MCR Forecast Allocations and Land Needs Assessment Results

---

Hemson Consulting assisted the Region of Niagara with a Regional Municipal Comprehensive Review (MCR). Phase 3 of the MCR was completed in December 2016, which involved the development of a Strategic Growth Option (SGO) including local municipal allocations forecast population, housing and employment growth to 2041, based on the Regional forecasts under Schedule 3 of the *Growth Plan*. A subsequent update to the forecasts and local growth allocations was prepared in 2018, in order to reflect the results of the 2016 Census, policy changes and other information that had become available since the forecasts were prepared. The resulting MCR Phase 4 forecasts were provided by memorandum on July 27, 2018.

The MCR Phase 4 forecasts and local growth allocations provided a basis for analyses being carried out by the Region since, as part of ongoing work related to updating the Regional Official Plan to bring the Region into conformity with the *Growth Plan*, 2017. In order to aide implementation of the *Growth Plan* 2017, the Province released the *Land Needs Assessment Methodology for the Greater Golden Horseshoe* (LNA) on May 4, 2018. Municipalities in the Greater Golden Horseshoe (GGH) are required to use the LNA methodology as a basis for assessing the quantity of land need to accommodate growth in a manner

consistent with *Growth Plan* policy and targets. The Provincial LNA methodology is the tool by which municipalities establish the need for any addition of Designated Greenfield Area (DGA) lands through settlement area boundary expansion; and identify any potential excess land beyond that needed to accommodate growth to the horizon of the *Growth Plan*, currently 2041. Through the LNA methodology, the amount of land required to accommodate growth of residents and jobs in Community Areas and jobs in Employment Areas is determined. Schedule 3 of the *Growth Plan* provides the population and employment forecasts that the Region must use as a basis for planning, including allocating growth to each local municipality within Niagara and establishing urban land need. As part of its growth management work, the Region prepared a draft Niagara Region Land Needs Assessment (Niagara LNA) using the Provincial methodology.

Hemson has undertaken a review of the Niagara Region LNA for consistency with the Provincial methodology. This involved an examination of the approach, data inputs and results. Additionally, this necessitated a review of, and some updates to, the MCR Phase 4 forecasts in order to ensure an appropriate basis for managing growth and assessing land need in the Region. The current forecast review takes into account information that has become available since the Phase 4 MCR forecasts and growth allocations were last updated in mid-2018, and is largely scoped to the address the results of the 2018 Niagara Employment Inventory (NEI), the Region's annual survey, particularly with respect to employment by type.

This memorandum provides the results of the LNA review, results of the updated employment by type forecasts, and implications for land need within Niagara. Commentary is provided on:

- recent changes to relevant Provincial policy and targets affecting growth planning and the LNA;
- findings from the Niagara Region LNA and forecast review; and
- updated employment by type forecasts and Regional LNA results.



## **A. GROWTH PLAN, 2019 AND CONSIDERATIONS FOR THE PROVINCIAL LAND NEEDS ASSESSMENT METHODOLOGY**

The purpose of the Provincial LNA methodology is to assist upper- and single-tier municipalities within the GGH to implement the policies and targets of the *Growth Plan*. Specifically, the LNA identifies the amount (if any) of new DGA land for either community purposes or employment purposes that will be needed to meet the *Growth Plan* Schedule 3 forecasts of population and employment to 2041. The following describes recent Provincial policy changes and provides commentary on how the Land Needs Assessment might be affected.

A central task of the LNA methodology is to allocate housing unit and employment growth by policy area and planning period, ultimately to identify the amount of population and job growth to be accommodated on new DGA at 2041, while meeting the policy parameters of the *Growth Plan*. At the time the methodology document was prepared, the policies of the *Growth Plan*, 2017 provided the framework and growth management targets for assessing land need and formed the basis for development of the LNA methodology. More recently, the Province released *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* (the *Growth Plan*, 2019) which came into affect on May 16, 2019. This amended *Growth Plan* revised a number of policy targets that have implications for the LNA; in particular, revising the target for intensification within Built-Up Areas (BUA), and the density targets for new DGA and Employment Areas.

- **Built-Up Areas**

The following *Growth Plan*, 2017 targets for residential development within Built-Up Areas applied at the time the LNA methodology was prepared, that is:

- 40% (or minimum in official plan) of residential development (housing units) to be planned for within Built-Up Areas, from current until the next MCR;
- 50% from the time of the next MCR (2021) to 2031; and
- 60% from 2031 to 2041.

It was the change in minimum target at 2031 that necessitated allocating housing units by policy area by three distinct planning periods (Current-MCR; MCR-2031; 2031-2041) through the LNA methodology. The *Growth Plan* 2019 revised the Built-Up Area targets and their application such that the Region of Niagara in allocating growth to the local municipalities is now required to plan for a minimum of 50% residential development within Built-Up Areas from the time of the next MCR with no change in the policy target at 2031.

Given that the *Growth Plan*, 2019, rescinded the change in intensification target at 2031, an updated LNA methodology, when released, would likely simplify the approach to determining future land needs, though a municipality could choose to still step up to a higher-than-minimum rate during the planning period.

- **Designated Greenfield Area Density**

The *Growth Plan*, 2019 also updated the minimum DGA density target, reducing the target to be achieved by 2041 from 80 to 50 persons and jobs per ha, across the upper-tier DGA. Like the *Growth Plan*, 2017, the new policy excludes Employment Areas from the calculation, effectively lowering the target below the minimum 50 expectation under the initial *Growth Plan* target adopted in 2006. This change in policy target does not affect the LNA methodology but does have implications for land need results. In the GTAH this density is well below what the market has been building. The current market in Niagara appears to be at or above this density. For Niagara Region, the 50 persons and jobs per ha represents a more achievable target across the DGA than planning for the 80 persons and jobs per ha which would necessitate a greater shift to higher density housing forms than the market would currently suggest for many Niagara municipalities.

- **Employment Area Density**

New to the *Growth Plan*, 2017, s.2.2.5.5 required upper-tier municipalities to prepare employment strategies, including among other matters, the establishment of a minimum density target for *all* employment areas measured in jobs per ha. The *Growth Plan*, 2019, removed the requirement to prepare an employment strategy and an all-encompassing employment density target is

no longer required. Rather, a range of employment density targets are now to be established for Employment Areas within settlement areas, reflective of the type and scale of employment characterizing the Employment Area to which each target applies. For the most part, the LNA methodology already provides for sub-Regional analysis of employment densities working to a Region-wide target for all employment areas. For Niagara Region, the revised *Growth Plan* policy provision enables an approach with a more explicit local municipal-specific differentiation and assessment of employment area densities. This is a positive outcome for Niagara in that it reflects the range of employment in Employment Areas across the region and appropriately accounts for the unique characteristics of local economic bases of Niagara municipalities.

## **B. NIAGARA REGION LAND NEEDS ASSESSMENT**

The approach, assumptions and Niagara LNA inputs were reviewed in order to ensure an appropriate basis for identifying the quantum of Community Area and Employment Area land needed to accommodate population and employment growth in each Niagara local municipality and Region-wide to a 2041 planning horizon, while meeting key policy targets and based on appropriate data and forecast information.

- **Approach and Assumptions**

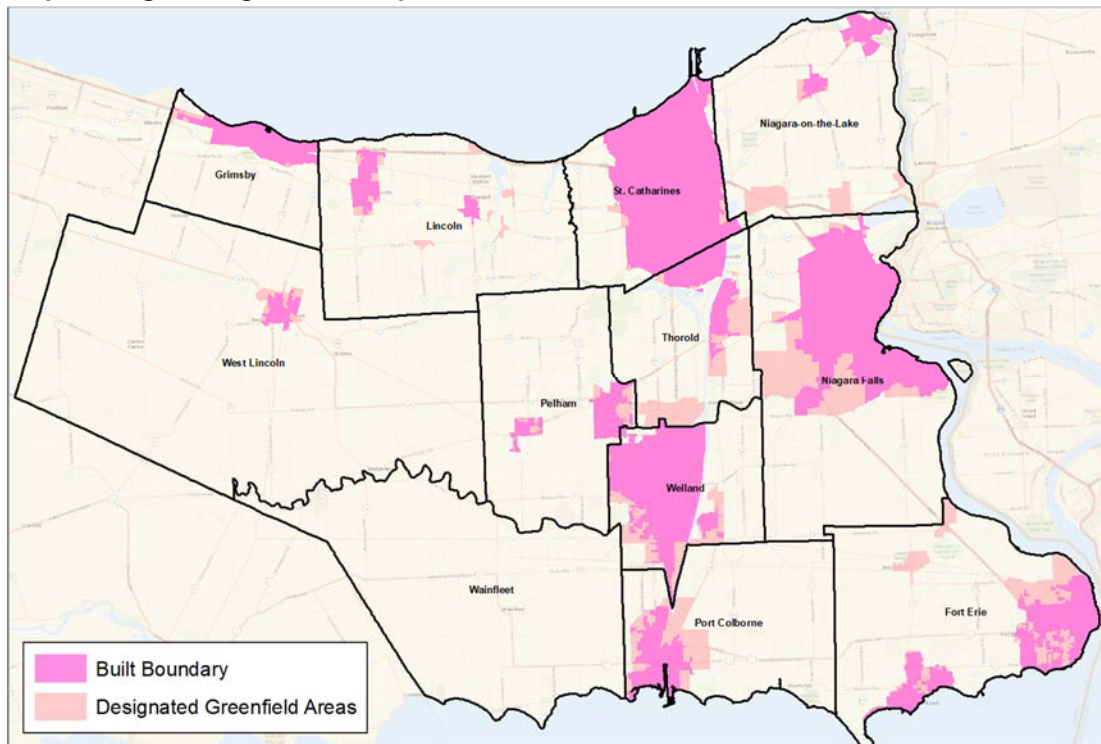
Overall, the Region's approach and assumptions underpinning the LNA are generally consistent with the Provincial methodology and no particular concerns are raised in this regard. The Region has followed the steps in accordance with the *Land Needs Assessment Methodology for the Greater Golden Horseshoe* guidance document and relied on a range of the most currently available Census, Regional development tracking, employment survey and MCR forecast data, making assumptions where required based on the Niagara Region context. The draft LNA inputs and results prepared by the Region were reviewed for each Local Municipality. Some updates to the LNA work that do affect the results for Community Area DGA and Employment Area land need have been undertaken, to address the result of the review and update to the employment forecasts (as discussed later in this memorandum).



- **Policy Targets**

The Niagara LNA as currently prepared by the Region is consistent with the policy targets of the *Growth Plan*, 2017 with respect to intensification and the distribution of forecast total housing growth between the Built-Up Area and DGA (Map 1). The allocation of units by policy area in the Niagara LNA, targets 56% of residential development within the Built-Up Area over the 2016 to 2041 period, based on increasing the level of planned units within the built boundary from 2021 onward.

**Map 1: Niagara Region, Built-Up Areas**



The overall allocation of residential units by policy area and relative shares of Built-Up Area development by Local Municipality, working to meet the Region-wide targets, are shown in Table 1 and 2.

**Table 1: Housing Growth by Policy Area, Niagara Region by Local Municipality, 2016-2041**

<b>2016-2041 Household Growth by Policy Area Niagara Region by Local Municipality</b>				
<b>Municipality</b>	<b>Built Up Area</b>	<b>DGA</b>	<b>Rural</b>	<b>Total</b>
Fort Erie	2,290	2,914	26	5,230
Grimsby	4,269	288	23	4,580
Lincoln	2,400	854	16	3,270
Niagara Falls	7,166	7,779	75	15,020
NOTL	1,544	2,297	19	3,860
Pelham	819	2,440	16	3,275
Port Colborne	326	972	7	1,305
St. Catharines	13,671	648	72	14,390
Thorold	900	2,682	18	3,600
Wainfleet	-	-	325	325
Welland	2,515	2,689	26	5,230
West Lincoln	785	4,424	26	5,235
<b>Niagara Region</b>	<b>36,685</b>	<b>27,987</b>	<b>674</b>	<b>65,320</b>

**Table 2: Shares of Housing Growth by Policy Area, Niagara Region LNA, 2016-2041**

<b>Shares of Household Growth by Policy Area Niagara Region by Local Municipality, 2016-2041</b>				
<b>Municipality</b>	<b>Built Up Area</b>	<b>DGA</b>	<b>Rural</b>	<b>Total</b>
Fort Erie	44%	56%	0%	100%
Grimsby	93%	6%	1%	100%
Lincoln	73%	26%	0%	100%
Niagara Falls	48%	52%	0%	100%
NOTL	40%	60%	0%	100%
Pelham	25%	75%	0%	100%
Port Colborne	25%	74%	1%	100%
St. Catharines	95%	5%	1%	100%
Thorold	25%	75%	1%	100%
Welland	48%	51%	0%	100%
West Lincoln	15%	85%	0%	100%
<b>Niagara Region</b>	<b>56%</b>	<b>43%</b>	<b>0%</b>	<b>100%</b>

The forecast distributions prepared through the MCR and subsequently updated in 2018, were based on meeting the policies of the *Growth Plan*, 2017, including the 60% intensification target post-2031. As a result, the allocations directed a more significant portion of growth to municipalities within Niagara that could accommodate, and had a market for, higher levels of intensification. It should be noted that the *Growth Plan* policy direction on intensification is that

the prescribed 50% target is a minimum. Given the presence of the Greenbelt, the Niagara Escarpment along with plans for a dynamic urban growth centre in St. Catharines and plans to intensify in the vicinity of GO rail stations, a higher overall intensification rate may be warranted in the Niagara context. This may be an item for consideration through the MCR.

With respect to DGA density, the background work in the Niagara LNA considers the range of minimum densities that have been in effect or proposed over recent iterations of *Growth Plan* policy. The final Regional summary results have been determined based on meeting the current minimum 50 persons and jobs per ha under the *Growth Plan*, 2019 across the Regional DGA. In our view, this represents an appropriate basis for establishing future Community Area land need in a Niagara Region context, given the range of communities and densities of development across the Region's lower-tier municipalities.

- **Residential Forecast Inputs**

As noted earlier, the MCR forecasts were recently updated to incorporate the results of the 2016 Census; and with the exception of the net undercoverage rate, still reflect the most currently available data. In this regard, we would note that a key preliminary step in the residential LNA analysis is to determine the current and forecast population, by population component, including household, non-household, Census and Total Population adjusted for Census net undercoverage. The LNA methodology suggests using the most recently available Census undercoverage rate based on the timing of the LNA. Statistics Canada's Annual Demographic Estimates, updated with the 2016 Census data undercoverage rates were released by Statistics Canada on March 28<sup>th</sup>, 2019. The change in Census Net-Undercoverage rate between 2011 and 2016 was very small, going from 2.57% to 2.47%. For completeness, the figure could be updated in the Niagara LNA, as shown in the Table below, at some convenient juncture. Given the small differences, this is neither pressing nor entirely necessary for the MCR.



**Table 3: Census and Total Population, Niagara Region by Local Municipality, 2016**

<b>2016 Census and Total Population by Local Municipality Niagara Region</b>				
<b>Municipality</b>	<b>Census Population</b>	<b>Total Population Including Undercount</b>		
		<b>Regional LNA*</b>	<b>Updated **</b>	<b>Difference</b>
Fort Erie	30,710	31,520	31,488	-32
Grimsby	27,314	28,030	28,006	-24
Lincoln	23,787	24,410	24,390	-20
Niagara Falls	88,071	90,390	90,303	-87
Niagara-on-the-Lake	17,511	17,970	17,955	-15
Pelham	17,110	17,560	17,544	-16
Port Colborne	18,306	18,790	18,770	-20
St. Catharines	133,113	136,620	136,487	-133
Thorold	18,801	19,300	19,278	-22
Wainfleet	6,372	6,540	6,534	-6
Welland	52,293	53,670	53,619	-51
West Lincoln	14,500	14,880	14,868	-12
<b>Niagara Region</b>	<b>447,888</b>	<b>459,680</b>	<b>459,241</b>	<b>-439</b>

\*Based on 2.57% Census Net-Undercount (2011 Census)

\*\* Based on 2.47% Census Net-Undercount (2016 Census, released March, 2019)

The change to total population resulting from the application of the 2016 undercoverage rate has a negligible effect on the population base data, with roughly 440 fewer residents estimated Region-wide at 2016. The impact on land need requirements is also negligible and the residential forecasts prepared in 2018 remain an appropriate basis for growth planning and assessing land need in Niagara.

- **Employment Area Density**

With respect to Employment Area density, the Niagara Region LNA applies municipal-specific employment density assumptions. This is a reasonable approach and results in estimates of employment area land requirements that address the range of local municipal employment and densities of development across Niagara. At the Regional level, a moderate increase in employment density is anticipated and planned for to the 2041 planning horizon.

- **Employment Forecast Inputs**

Based on a review of employment data by location within Niagara from the 2018 Niagara Employment Inventory (NEI) survey, and consultation with

Regional staff, it was identified that an update to the employment by type forecasts prepared through the MCR would be warranted. This need was also supported by the results of more detailed analyses of employment by sector and employment areas recently undertaken for Niagara-on-the-Lake and St. Catharines.

The 2018 forecast update included the 2018 Census-based employment by place of work data. It became apparent through the other local work that the category allocations for the Census place-of-work employment by NAICS<sup>1</sup> was overestimating the total Employment Land Employment and underestimating the Population-Related employment. As well, the standard approach to Other Rural Based employment was not proving to be the best descriptor of rural employment, given the make-up of rural activities that occur in Niagara's unique rural areas.

The updates to the employment forecasts and resulting impact on the Niagara LNA results are provided in the sections that follow.

### **C. FORECAST REVIEW AND UPDATES**

The employment forecasts that formed the basis for the MCR were divided into four land-use based categories that are typically used in forecasting and assessing land need for a range of employment uses:

- Major Office Employment (MO): jobs occurring in free-standing office buildings of 20,000 square feet (1,960 m<sup>2</sup>) or more.
- Population-related Employment (PRE), which is employment that primarily serves a resident population and includes retail, education, healthcare, and local government. PRE also includes work at home employment. This generally grows in line with population growth and is

---

<sup>1</sup> *North American Industry Classification System*

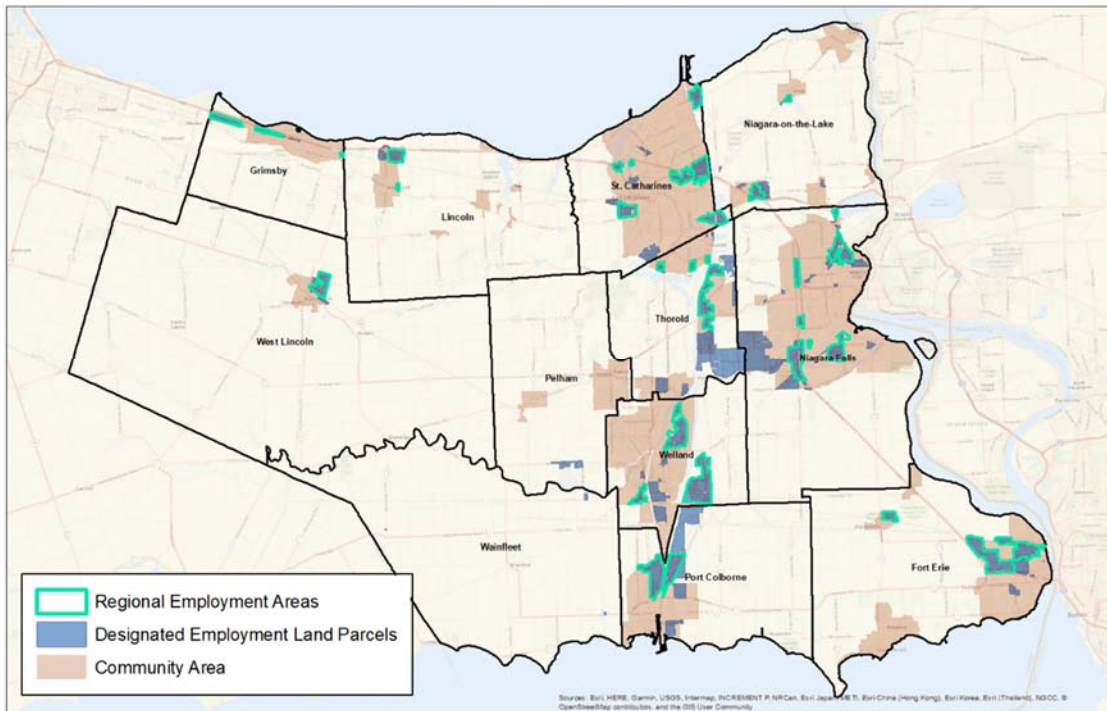
typically located on land in a range of commercial and Community Area designations.

- Employment-land Employment (ELE), which refers to traditional industrial-type employment primarily accommodated in low-rise industrial buildings in business parks and employment areas. This type of employment would typically locate in employment areas.
- Other Rural-based Employment (ORB), which generally refers to a portion of the jobs scattered throughout the rural area, primarily related to agricultural and primary industries.

The distribution of employment by type to the categories is undertaken by applying shares to jobs by sector by NAICS from Census and for each of the Major Office, Population-Related, Employment Land Employment and Other Rural categories, based on assumptions and available data about where sectors typically locate and the count of office space and employment area land. For example, most manufacturing is typically allocated to the Employment Land Employment category, as this type of employment use is typically located on industrial-type lands in designated employment areas.

For the purposes of forecasting and assessing employment area land need specific to Niagara, the results of the 2018 NEI indicated that an update to both the definitional categories for employment by type, and the distribution of 2016 and forecast 2041 employment to those categories, was necessary. This update accounts for some unique locational characteristics of employment within Niagara, as described below.

Map 2 illustrates the location of designated employment area lands within Niagara and the Regional Employment Areas as identified by the Region in consultation with Local Municipal staff as part of the Region's *Growth Plan*, 2017 conformity work. It is noted that there is a significant amount of employment land and employment not included in the identified Regional Employment Areas.

**Map 2: Designated Employment Land and Draft Regional Employment Areas**

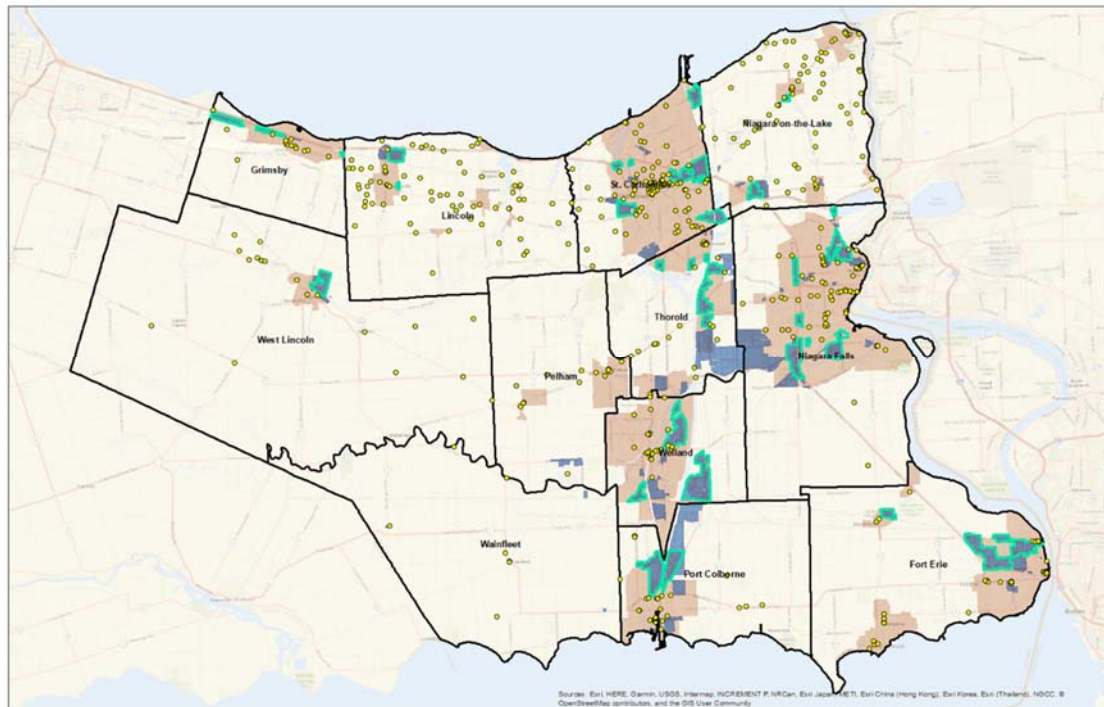
Some of the considerations with regard to the economic base and geography of employment in Niagara, which warranted this update, are discussed below.

- **Employment Land Employment**

Map 3 illustrates the location of businesses reporting employment in the NEI survey that are within the NAICS industrial sectors but located outside of the local land use designated employment areas in the Region. For the purposes of forecasting and assessing employment area land need, it is typically assumed that most (90%+) industrial type or “Employment Land Employment” category jobs are located on designated employment lands. The category itself is explicitly designed to capture such jobs. In Niagara Region however, the NEI data reveals that many of the industrial type employers within these sectors are actually located elsewhere within Community Areas and the rural area of the Region and are home to 6,840 jobs.



**Map 3 Designated Employment Land and Draft Regional Employment Areas**



The 2016 employment by type information was therefore adjusted, resulting in a revised base for the employment by type forecasts that accounts for the results of the Niagara Employment Inventory (NEI) 2018, in the context of the 2016 Census. The employment survey information was used as a basis for distributing the Census based employment by NAICS and land use based categories for 2016. The results highlighted some notable differences from the allocation of employment by type that formed the basis for the MCR (and prior) forecasts of employment by type for Niagara Region. The differences in some cases were significant enough to warrant a closer review and update to the employment by type forecasts. This was undertaken to ensure the most appropriate basis for assessing the need for Employment Area land for the

forecast period, as well as understanding the anticipated number of jobs to be accommodated in Community Areas, and in turn, on new DGA land.

The results suggest the forecasts prepared through the MCR had overstated the amount of employment located in the employment areas of the Region. The forecasts prepared at the time were based on allocating typical NAICS components to the Employment Land Employment category working toward what appeared to be a reasonable total based on land and density for the Employment Areas. However, in the context of comparing the 2018 NEI and the 2016 Census results, this appears to have been an over-estimate. This is partly because the typical industrial categories of manufacturing and warehousing are far less concentrated in employment areas in Niagara Region than is typical in most other places. There is a relatively significant amount of this type of employment located in Community Areas and in the rural area, largely related to Niagara's agriculture base, and employment related to wine production. As well, the uses within the employment area are a little more industrial and less focused on services than is typical in other jurisdictions. Some definitional adjustments were made to the categories typically used in forecasting employment by type in order to make the data reporting align better with the nature of the economic base and geography of employment within Niagara Region. A re-allocation of the 2016 base data for employment by category was also undertaken and subsequently an update to the 2041 employment by type outlook.

The updates include:

- The Niagara Health System hospital and Brock University are both designated Business Commercial Employment land within the St. Catharines Official Plan. As large institutional employment that together form 10,000 jobs, both the associated employment and lands have been shift to the PRE category reflecting the use. More importantly, these two should not be included as Employment Land Employment as they would skew the analysis of industrial-type employment and industrial-type buildings and land. This type of adjustment is often made in other jurisdictions, including where there are also large retail uses in designated employment areas.

- The “Other Rural-based Employment” category has been redefined from including only uses typically considered rural employment, such as agriculture, quarries and farm-based businesses to a “Rural Area” category, which is intended to account for all of the jobs located in the geographic rural areas of the Region. The result of this change is a higher number in the rural category since many of these jobs had previously been counted as Employment Land Employment, for example those related to food and beverage manufacturing; or as Population-Related, for example the tourism and retail components of wineries, along with some of the construction and transportation jobs.
- For the Town of Wainfleet, the approach is somewhat different in that some employment that is in its rural employment areas have been shifted into Employment Land Employment and some of the standard Population-Related jobs such as retail shifted into the Population-Related category. Since there are no urban areas, the rural area employment category as defined above is not as fitting to the Wainfleet context as elsewhere in the Region with a mix of rural and urban designated lands.

This revised approach to categorizing employment in a Niagara Region context, is, in our view, appropriate both for understanding the employment base and for forecasting purposes. For the purposes of assessing land need for employment, the Provincial LNA methodology is not rigid about the definitions of the categories of employment, but is aimed at land budgeting that most accurately considers future demand by geography within the context of meeting *Growth Plan* policy. The revisions made to the base allocation of employment by type and the revised forecast of employment by type works to ensure this.

The results of the changes to the employment by type base data for 2016 are shown in include:

- Employment Land Employment of 43,500. This is 30,000 less than the 73,600 estimated in the MCR forecasts. About 2/3 of the change is the result of improving the definitional categories to reflect Niagara and about 1/3 is the result of the overestimate described above. Of the 30,000 fewer jobs in this category:

- roughly 10,000 jobs are from more accurately describing employment associated with the hospital and university as Population-Related employment;
  - approximately 5,000 of the prior Employment Land Employment jobs have been shifted into the now-geographically-defined rural area, reflecting Niagara's employment character;
  - 5,000 jobs represent shifting the location of some of the construction/transportation employees<sup>2</sup>; and
  - the balance, roughly 10,000 jobs, is the result of adjusting for the over-estimate of Employment Land Employment for 2016 found in the previous method and forecasts.
- With respect to Population-Related Employment, the 2016 figure for this category is now much larger than before and better reflects the jobs actually located in the urban Community Areas of the Region. The estimate of approximately 25,000 more jobs at 2016 includes the 10,000 jobs shifted out of the Employment Land Employment category from the hospital and university, plus the roughly 5,000 jobs shifted of the Employment Land Employment categorization for construction and transportation, along with the previous 10,000 over-estimate in the MCR forecasts
  - The Major Office category is consistent with recent work undertaken for the City of St. Catharines and is based on a work back from the known total amount of major office space revealed by the NEI survey data.

---

<sup>2</sup> In the past, we have typically concentrated a large amount of the construction employment in employment areas (as well as transportation), knowing that this did not reflect the site locations for construction, thereafter the office location of the companies employing construction workers. Some are in employment areas, some construction company offices are in other locations and small contractors and individuals may have a "home-base" almost anywhere at all, all unrelated to the actual construction sites on which they work. Parts of transportation are like this as well, such as school busses, taxi-base facilities, individual truckers, small trucking companies, etc. Based on the NEI survey information, we still cannot capture construction at the building sites, but we do have a much better understanding of the location where the employers are located than in the prior forecast work for the Region.



- The estimate of the now geographically-defined Rural Area employment is nearly 5,000 jobs higher than was estimated through the prior MCR work. This re-categorization on a geographic basis enables a clearer description of rural than the “Other Rural” category generated in the past and elsewhere.

The updated 2016 employment by type by Local Municipality in Niagara Region are provided in Table 5 below.

**Table 5: Employment by Type, Niagara Region by Local Municipality, 2016**

Employment by Employment Type 2016 Employment (Revised based using Niagara Employment Inventory distribution) Niagara Region by Local Municipality					
Municipality	Major Office	Population Related	Employment Land	Rural Area	Total
Fort Erie	0	6,520	3,160	670	10,350
Grimsby	0	6,210	3,260	310	9,780
Lincoln	0	3,970	3,590	3,520	11,080
Niagara Falls	0	32,420	8,340	1,210	41,970
NOTL	0	8,910	1,660	2,460	13,030
Pelham	0	3,310	40	1,160	4,510
Port Colborne	0	3,610	1,970	630	6,210
St. Catharines	8,950	37,590	14,030	1,550	62,120
Thorold	0	4,100	2,940	1,360	8,400
Wainfleet	0	450	440	520	1,410
Welland	0	15,020	2,610	110	17,740
West Lincoln	0	1,970	1,470	900	4,340
<b>Niagara Region</b>	<b>8,950</b>	<b>124,080</b>	<b>43,510</b>	<b>14,400</b>	<b>190,940</b>
	<b>5%</b>	<b>65%</b>	<b>23%</b>	<b>8%</b>	<b>100%</b>

The employment-by-type forecasts to 2041 have also been updated for each Local Municipality within Niagara, and the Region as a whole, based on the new definitional categories. A review of the effect on the total employment outlook by Local Municipality was also undertaken to ensure the MCR total employment forecasts remain a sound basis for planning and assessing land need. The results for total employment forecast by local municipality are similar to the total employment allocation work in all municipalities through the MCR. This suggests that the overall MCR forecasts as updated in 2018 are generally on track and a broader forecast update is not necessary at this time.

The updated employment by type forecast results are shown in Tables 6 and 7 below. The forecasts for total employment for each municipality from the MCR allocations are consistent with the total employment forecasts by municipality prepared in July 2018, along with the assumptions underpinning them. The categorizations and employment by type forecasts in each municipality shown below reflect the changes noted above.

**Table 6: Employment by Type, Niagara Region by Local Municipality, 2041**

Employment by Employment Type 2041 Employment Forecast (incorporating revised categories) Niagara Region by Local Municipality					
Municipality	Major Office	Population Related	Employment Land	Rural Area	Total
Fort Erie	0	10,220	5,770	1,230	17,220
Grimsby	260	8,810	4,900	660	14,630
Lincoln	0	5,630	4,640	4,330	14,600
Niagara Falls	990	43,750	10,890	2,100	57,730
NOTL	0	10,760	1,930	3,350	16,040
Pelham	0	4,860	40	2,020	6,920
Port Colborne	0	3,860	2,310	840	7,010
St. Catharines	13,560	48,290	16,660	1,730	80,240
Thorold	0	5,610	3,420	1,630	10,660
Wainfleet	0	550	530	570	1,650
Welland	330	20,720	7,420	290	28,760
West Lincoln	0	5,260	3,040	1,250	9,550
<b>Niagara Region</b>	<b>15,140</b>	<b>168,320</b>	<b>61,550</b>	<b>20,000</b>	<b>265,010</b>
	<b>6%</b>	<b>64%</b>	<b>23%</b>	<b>8%</b>	<b>100%</b>

**Table 7: Employment Growth by Type, Niagara Region by Local Municipality, 2016-2041**

Employment by Employment Type 2016 to 2041 Employment Growth (incorporating revised categories) Niagara Region by Local Municipality					
Municipality	Major Office	Population Related	Employment Land	Rural Area	Total
Fort Erie	0	3,700	2,610	560	6,870
Grimsby	260	2,600	1,640	350	4,850
Lincoln	0	1,660	1,050	810	3,520
Niagara Falls	990	11,330	2,550	890	15,760
NOTL	0	1,850	270	890	3,010
Pelham	0	1,550	0	860	2,410
Port Colborne	0	250	340	210	800
St. Catharines	4,610	10,700	2,630	180	18,120
Thorold	0	1,510	480	270	2,260
Wainfleet	0	100	90	50	240
Welland	330	5,700	4,810	180	11,020
West Lincoln	0	3,290	1,570	350	5,210
<b>Niagara Region</b>	<b>6,190</b>	<b>44,240</b>	<b>18,040</b>	<b>5,600</b>	<b>74,070</b>
	<b>8%</b>	<b>60%</b>	<b>24%</b>	<b>8%</b>	<b>100%</b>

There is no change to the total employment or housing forecasts or the Local Municipal allocations as an outcome of the forecast review. The revised employment by type forecasts however do have implications for how anticipated growth is distributed between Community Areas and Employment Areas within Niagara municipalities. As such, there is also a change to the respective results on land need for new Community Area DGA and Employment Area lands, as described in the section that follows.

#### D. DRAFT REGIONAL LAND NEEDS ASSESSMENT

The Niagara LNA results have been updated based on the new employment type forecasts and municipal engagement throughout July and August 2019. The new base and forecast of employment located on Employment Areas and on Community Area lands have been supplanted in the Niagara LNA work, and updated results on land need generated.

The revisions to the growth in employment by type forecasts changes the results for total employment in Employment Areas and the number of Community Area jobs anticipated to be located on new Community Area DGA. The changes in job growth by policy area were updated in the Niagara LNA work, necessitating a change in anticipated land needs at 2041 for both Employment Areas and Community Areas.

Tables 8 through 10 provide a summary of the Niagara LNA based on the updates to employment forecasts and municipal consultation.

**Table 8: Community Area (DGA) Land Needs at 2041**

Community Area Land Need at 2041 Niagara Region Land Needs Assessment				
Municipality	Total Residents and Jobs within the DGA at 2041	Community Area Land Need (ha)	Developable Community Area DGA Land (ha)	New Community Land Need or (Excess) (ha)
Fort Erie	10,942	219	207	12
Grimsby	3,731	75	67	8
Lincoln	4,874	97	109	-12
Niagara Falls	43,686	874	698	176
NOTL	12,245	245	324	-79
Pelham	9,163	183	199	-16
Port Colborne	3,679	74	552	-478
St. Catharines	5,029	101	115	-14
Thorold	11,264	225	846	-621
Welland	12,476	250	210	40
West Lincoln	13,778	276	128	148
<b>Niagara Region</b>	<b>130,867</b>	<b>2,617</b>	<b>3,455</b>	<b>-838</b>

**Table 9: Employment Area Land Needs at 2041**

Employment Area Land Need at 2041 Niagara Region Land Needs Assessment					
Municipality	New Employment Area Jobs at 2041	New Employment Area Density (Jobs/ha)	New Employment Area Land Need (ha)	Vacant Designated Employment Area (ha)	Employment Area Land Need or (Excess) (ha)
Fort Erie	3,773	15	252	117	135
Grimsby	2,014	37	54	12	42
Lincoln	1,123	25	45	12	33
Niagara Falls	3,091	20	155	95	60
NOTL	360	34	11	31	-20
Pelham	0	0	0	0	0
Port Colborne	349	7	50	148	-98
St. Catharines	4,001	48	83	82	1
Thorold	551	18	31	146	-115
Welland	3,793	16	237	220	17
West Lincoln	1,719	18	96	34	62
<b>Niagara Region</b>	<b>20,774</b>	<b>21</b>	<b>1,012</b>	<b>897</b>	<b>115</b>

**Table 10: Community Area DGA and Employment Area LNA Results**

Overall Land Needs Assessment Result Niagara Region Land Needs Assessment			
Municipality	New Community Land Need or (Excess) (ha)	Employment Area Land Need or (Excess) (ha)	Total Land Need or (Excess) (ha)
Fort Erie	12	135	146
Grimsby	8	42	50
Lincoln	-12	33	21
Niagara Falls	176	60	235
NOTL	-79	-20	-100
Pelham	-16	0	-16
Port Colborne	-478	-98	-577
St. Catharines	-14	1	-13
Thorold	-621	-115	-736
Welland	40	17	57
West Lincoln	148	62	209
<b>Niagara Region</b>	<b>-838</b>	<b>115</b>	<b>-723</b>

The Niagara Region Land Needs Assessment indicates that the Region, overall, requires an additional 115 hectares of Employment Area and has an estimated supply of 723 hectares of excess Designated Greenfield Land.



## E. CONCLUDING REMARKS AND NEXT STEPS

The updated forecasts and Niagara LNA results provided in this memorandum reflect the results of a detailed review and update to the MCR forecasts prepared for the Region in 2018, particularly to address the results of the 2018 NEI survey and assessment of preliminary LNA work undertaken by the Region. The analysis and updated results are based on the most current understanding of the distribution of existing development patterns and employment by type and location in the Region, as well as significant engagement between the Region and local municipalities.

The Niagara LNA is consistent with the current Provincial LNA methodology; assesses land need based on accommodating anticipated population and employment growth under Schedule 3 of the *Growth Plan* at 2041; and works to implement the policies the *Growth Plan*, 2019. That is, the results of this updated LNA meet or exceed the required minimum growth management targets. The Niagara LNA results indicate more than a sufficient quantum of designated Community Area lands and a shortage of Employment Area lands to accommodate the growth outlook to 2041. There is however, significant variation at the Local Municipal level, a key issue to be addressed through the Region's ongoing growth management work in consultation with its Local Municipal partners.

It is anticipated that the Provincial LNA methodology will be revised in the near-term in order to address the *Growth Plan*, 2019. At such time, the Region may wish to revisit the Niagara LNA work and results for continued consistency with Provincial policy in effect.

# EMPLOYMENT LAND NEEDS ASSESSMENT

---



HEMSON Consulting Ltd.

In Association with:

**URBAN  
STRATEGIES  
INC.**

---

June 22, 2018

## EXECUTIVE SUMMARY

---

The influence of the western Greater Toronto Area and Hamilton (GTAH) economy continues to reach into the heart of Niagara Region. Population growth has recovered from a long period of slow growth and employment is growing, particularly within St. Catharines where the estimated population for 2017 is over 140,000 and employment is nearing 65,000 jobs. Traditional industrial economic activities such as manufacturing have not been exempt from the broader influences of economic restructuring and the evolving role of the City within the Region. Future economic development and employment growth in St. Catharines will reflect the new realities of the City as a more mature urban centre that has shifted away from its manufacturing past to an economic base that more reflective of its role as a regional service centre and retail hub. The City's greenfield residential land supply is also largely built-out, meaning residential growth will be accommodated primarily through intensification and infill of the existing urban area and higher-density development. Downtown St. Catharines is the only Provincially-designated Urban Growth Centre in Niagara, and is planned to be a focal point for office and commercial development. While much of the future job growth will be found in offices, mixed-use areas and areas associated with large institutions, it is still appropriate to protect important employment land opportunities for a wide range of future economic activities.

The City of St. Catharines retained Hemson Consulting Ltd., in association with Urban Strategies Inc., to undertake an Employment Land Needs Assessment (ELNA). The purpose of the ELNA is to evaluate how and where employment growth will take shape in St. Catharines and to determine the City's employment area land needs to accommodate job growth and support a healthy economy over the long-term. This study has examined the future employment land needs for St. Catharines within the context of Provincial, Regional and local land use and growth management plans. Specific direction for planning for employment growth and protecting employment lands is found in the *Growth Plan for the Greater Golden Horseshoe* (2017), *Niagara Regional Official Plan* and *The Garden City Plan*. The ELNA will help to inform a Regional Municipal Comprehensive Review (MCR) currently being undertaken by the Region of Niagara. The MCR will ultimately result in the allocation of population and employment growth to St. Catharines to 2041, will establish Regional Employment Areas and the land budget to accommodate growth to 2041 across the

Region. It will also determine whether any conversions of existing employment areas to alternative uses is warranted.

The following are the key conclusions of the Employment Land Needs Assessment:

- St. Catharines is the largest population and employment centre within Niagara Region. The City experienced slow residential growth in recent decades as the City's population has aged and many young adults have migrated to areas with better economic opportunity. Employment growth has been variable over the same period, as the economic base has shifted away from the historic manufacturing base. Census results indicate there was no net growth in employment between 1991 and 2016.
- The aging of the population is a key consideration in planning for future residential and non-residential growth, as an aging population means fewer people in the labour force. The out-migration of working-aged adults further contributes to these labour force effects. Like most communities in Ontario, an aging population is expected to continue in St. Catharines over the forecast horizon to 2041.
- The economy of St. Catharines has shifted in large part away from manufacturing and other traditional industrial activities toward a greater focus on professional and commercial services and institutional sectors, indicative of the City's role as a regional service centre. It is anticipated that employment providing services to the local and regional population as well as those in an office (rather than industrial) setting will represent a significant portion of future employment growth in St. Catharines.
- The employment forecast for St. Catharines is for growth of 18,000 jobs from 2016 to 2041, which amounts to 29% growth over 25 years. This is based on an allocation to St. Catharines from the expected growth in Niagara Region. The outlook for the next 25 years is significantly higher than the past 25 years, based on Niagara and St. Catharines becoming more integrated with the rapidly growing GTAH. The premise for this outlook for the future of St. Catharines is similar to the experiences of Hamilton and Brantford which both experienced long periods of slow growth and economic restructuring before returning to a growth phase as they became more integrated with the GTAH economic region. Most of St. Catharines employment growth will be in population-related and major office employment and much of the City's future job growth will occur on mixed-use and commercially designated lands.
- An updated St. Catharines employment land supply inventory indicates the City has 111 ha of vacant designated employment lands. The City is expected to add just over 3,200 employment land employment jobs (those jobs occurring in industrial-type buildings), resulting in a new employment land need of 77 ha over



iii

the planning horizon to 2041. Taking into account the City's existing employment on occupied employment lands, an estimated density of 40 jobs per ha, and a minor adjustment to account for long-term vacancy, a potential surplus of 18 ha has been identified.

- Based on the assumptions and results of the analysis, the City may choose to consider some minor changes to land use designations, such as converting a small amount of land from employment to a mixed-use designation.
- The City should maintain its remaining vacant greenfield employment lands solely for employment use in order to provide for a range of employers and achieve its long-term employment growth outlook.
- Some changes to *The Garden City Plan* policies are recommended to ensure appropriate direction for Employment Area lands, relating to the definition of major office, permissions for major retail, establishing a hierarchy of business park types and the addition of economic objectives to the official plan.
  - The definition of “major office” should be updated to align with the new definition in the *Growth Plan*.
  - Strategic opportunities to permit major retail on low-performing employment lands should be explored during the next official plan review.
  - Use permissions within General Employment and Business Commercial Areas should be reviewed to establish a clear hierarchy of business park types.
  - The official plan could benefit from the inclusion of specific objectives and policies that support the City's economic development strategy.
- Although planning to 2041, the City should be cognizant of the longer-term vision and how to ensure St. Catharines remains a great place to live and work.

The results of the ELNA have been shared with key stakeholders, and finalized based on stakeholder feedback and City and Regional staff comments. The final employment forecasts and employment land needs results provide a key input to Phase 4 of the Regional MCR which will ultimately provide the final growth allocations that the City will need to plan for to 2041, associated land needs, and mapping of Employment Areas in the *Regional Official Plan*.

## TABLE OF CONTENTS

---

<b>EXECUTIVE SUMMARY .....</b>	<b>I</b>
<b>I INTRODUCTION .....</b>	<b>1</b>
<b>II PLANNING FOR EMPLOYMENT AND EMPLOYMENT LANDS IN ST. CATHARINES.....</b>	<b>4</b>
A. PROVINCIAL POLICY STATEMENT STATES NEED TO PLAN FOR EMPLOYMENT.....	4
B. <i>GROWTH PLAN</i> FOR THE GREATER GOLDEN HORSESHOE PROVIDES DIRECTION ON PLANNING FOR EMPLOYMENT .....	5
C. NIAGARA REGION OFFICIAL PLAN ALSO PROVIDES POLICIES FOR ECONOMIC DEVELOPMENT AND EMPLOYMENT LANDS PLANNING...	7
D. THE GARDEN CITY PLAN PROVIDES MORE DETAILED EMPLOYMENT LAND POLICY AND LAND USE PERMISSIONS.....	9
<b>III RECENT GROWTH AND ECONOMIC CHANGE .....</b>	<b>12</b>
A. RESIDENTIAL GROWTH IN ST. CATHARINES HIGHLIGHTS KEY DEMOGRAPHIC CHANGE .....	12
B. EMPLOYMENT GROWTH HAS BEEN VARIABLE AMIDST SHIFTING ECONOMIC BASE.....	16
C. NIAGARA REGION EMPLOYMENT INVENTORY (NREI) .....	18
D. LAND USE BASED EMPLOYMENT CATEGORIES .....	19
<b>IV EMPLOYMENT FORECAST .....</b>	<b>21</b>
A. 2016 CENSUS RESULTS SIMILAR TO THE ESTIMATED 2016 EMPLOYMENT USED IN THE NIAGARA MCR ALLOCATION WORK.....	21
B. REGIONAL FORECAST AND ALLOCATION TO ST. CATHARINES BASED ON MUCH HIGHER GROWTH OUTLOOK OVER THE NEXT 25 YEARS	22
C. ST. CATHARINES ANTICIPATED TO ADD 18,000 JOBS OVER A 2016 TO 2041 PLANNING HORIZON. ....	23
D. GEOGRAPHY OF FUTURE EMPLOYMENT GROWTH .....	26
<b>V ST. CATHARINES EMPLOYMENT AREAS .....</b>	<b>27</b>
A. EMPLOYMENT LAND SUPPLY INVENTORY .....	27
B. DEFINING ST. CATHARINES EMPLOYMENT AREAS .....	28
C. ESTIMATED EMPLOYMENT DENSITIES .....	29
<b>VI RESULTS: LAND NEED, CONVERSIONS AND POLICY UPDATES.....</b>	<b>32</b>
A. SUPPLY SUFFICIENT TO MEET DEMAND FOR EMPLOYMENT LAND....	32
B. RECOMMENDATIONS FOR CHANGES TO LAND USE DESIGNATIONS	33
C. RECOMMENDED UPDATES TO GARDEN CITY PLAN POLICIES .....	34
<b>VII CONCLUSIONS AND NEXT STEPS .....</b>	<b>39</b>

*Appendix Input to Niagara Region Provincial Land Needs Assessment (LNA)*

**List of Tables, Maps and Figures**

Map 1 St. Catharines in a Niagara Region Context, p.1

Table 1 Historical Total Population Growth, 2001-2016, City of St. Catharines, p.12

Table 2 Historical Occupied Household Growth, 2001-2016, City of St. Catharines, p.13

Figure 1 Migrant Age Structure, City of St. Catharines, 2011-2016, p.14

Figure 2 Historical Population Age Structure, City of St. Catharines, 2001 and 2016, p.15

Figure 3 Forecast Population Age Structure, City of St. Catharines, 2016 and 2041, p.15

Table 3 Historical Employment Growth, 2001-2016, City of St. Catharines, p.16

Table 4 Place of Work Employment, Niagara Region by Area Municipality, 2006-2016, p.17

Figure 4 Total Employment Growth by NAICS, City of St. Catharines, 2001-2016, p.18

Table 5 Comparison: Niagara Region Employment Survey and Census Results, City of St. Catharines, p.19

Table 6 Historical Place of Work Employment, City of St. Catharines, 2001-2016, p.20

Table 7 Historical Place of Work Employment, Niagara Region, 2001-2016, p.20

Table 8 2016 Forecast and Census Results Comparison, City of St. Catharines, p.21

Table 9 Forecast Employment Growth by Type, City of St. Catharines, 2016-2041, p.25

Table 10 Employment Land Supply Comparison, City of St. Catharines, p.27

Map 2 Vacant and Occupied Employment Lands, City of St. Catharines, p.28

Map 3 City of St. Catharines Employment Areas, p.29

Table 11 Estimated Employment Density on Employment Lands, City of St. Catharines, 2017, p.30

Map 4: Occupied Employment Areas for Density Analysis, p. 31

Table 12 Employment Area Land Need to 2041, City of St. Catharines, p.33

## I INTRODUCTION

---

The City of St. Catharines is the largest municipality within Niagara Region in terms of population and employment and plays a key role as an economic and regional service centre. *The Garden City Plan* is the City's official plan and establishes the growth management policies and land use designations intended to guide growth and development in St. Catharines, in a manner consistent with the broader Provincial and Niagara Regional policy framework for managing growth and land use. As part of its ongoing long-term planning and growth management work, the City has retained Hemson Consulting Ltd. in association with Urban Strategies Inc. to prepare an Employment Land Needs Assessment (ELNA).

**Map 1: Niagara Region**



The purpose of the ELNA is to assess St. Catharines' employment area land supply and to assist the City in planning for employment growth, ensuring an adequate and appropriate land supply for a range of employers and employment uses over the long-term. The study will provide a key input to land use planning and planning for employment and economic growth in St. Catharines and will help to establish and support the City's long-term objectives for economic growth and land use. The study will also help City staff to evaluate proposed employment land conversions.



This study focused on the following key questions:

- What is the employment growth outlook for the City?
- What broader economic changes should the City be planning for?
- Does the City have enough Employment Lands?
  - Are they in the right place?
- Are there some Employment Lands that may be better suited for other uses?

The ELNA for St. Catharines will also inform a Regional Municipal Comprehensive Review (MCR), being undertaken by Niagara Region. The Regional MCR will ultimately result in the allocation of forecast population, housing and employment to 2041 by area municipalities in Niagara, including St. Catharines. It will also identify Employment Areas to be designated in the *Niagara Region Official Plan*, and establish the overall land budget to accommodate growth in Niagara Region to 2041. Phase 3 of the MCR concluded with a land supply inventory for each area municipality and a Strategic Growth Option, including draft allocations of forecast population, housing and employment growth. Starting with the draft allocations for St. Catharines of Regional population and employment growth to 2041, this study examines in detail the land needs for a growing and changing economy that is becoming more integrated with GTAH-centred economic region. The results will inform Phase 4 of the MCR and the final Regional employment growth allocation as well as lead to a land budget for St. Catharines.

The ELNA will help to ensure that as part of this broader Regional MCR process, the priorities and objectives of St. Catharines are recognized and that a balance is maintained between meeting policy direction, addressing market demands and ensuring that the City (and Region), is planning for an appropriate amount and nature of employment and the land supply necessary to support a healthy and sustainable growth outlook over the long-term.

Following this introduction, the ELNA report is organized into the following six sections:

- **Section II** provides an overview of the policy framework for planning for employment and employment lands in St. Catharines and key considerations for the City;
- **Section III** examines recent employment growth and economic change in St. Catharines and Niagara Region;

- **Section IV** provides the employment forecast results and discusses the geography of future employment in St. Catharines;
- **Section V** identifies the City's employment area land supply and estimated densities of development;
- **Section VI** provides the results of the employment land needs assessment and recommendations for *Garden City Plan* policies and land use designations; and
- **Section VII** summarizes study conclusions and next steps for the City in planning for its long-term employment growth outlook and employment area land needs.

## II PLANNING FOR EMPLOYMENT AND EMPLOYMENT LANDS IN ST. CATHARINES

---

The Employment Land Needs Assessment is being undertaken in the context of, and in accordance with, growth management and land use policies adopted by both the Province of Ontario and Niagara Region. The ELNA also provides an opportunity for the City to review its official plan policies to ensure they are consistent with recent provincial and regional policies, respond to current and projected employment trends, and support the City's economic development strategy. Below is a summary of the key provincial and regional policies guiding the ELNA, followed by a review of employment-related policies in the *Garden City Plan* that need to be considered and potentially updated.

### A. PROVINCIAL POLICY STATEMENT STATES NEED TO PLAN FOR EMPLOYMENT

The 2014 Provincial Policy Statement (PPS) provides planning direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters be consistent with the PPS.

The policies of the PPS most relevant to employment lands are found in Section 1.0 – Building Strong Healthy Communities, which emphasizes an overarching planning objective to achieve “efficient land use and development patterns [that] support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.”

Policy 1.3.1 states that planning authorities shall promote economic development and competitiveness by:

- a) *providing for an appropriate mix and range of employment and institutional uses to meet long-term needs;*
- b) *providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*
- c) *encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities; and*
- d) *ensuring the necessary infrastructure is provided to support current and projected needs.*

The policies in Section 1.3.2 regarding employment areas require municipalities to plan for, protect and preserve employment areas for current and future uses. Municipalities may permit the conversion of employment lands to non-employment uses through a comprehensive review, but “only where it has been demonstrated that the land is not required for employment purposes over the long-term and that there is a need for the conversion.” Employment areas in proximity to major goods movement facilities and corridors are to be protected for employment uses that require those locations. Finally, municipalities may plan beyond 20 years for the long-term protection of employment areas provided lands are not designated beyond the planning horizon.

## **B. GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE PROVIDES DIRECTION ON PLANNING FOR EMPLOYMENT**

The Province’s 2017 *Growth Plan for the Greater Golden Horseshoe* (*Growth Plan*) was approved under the *Places to Grow Act* (2005) and came into effect on July 1, 2017. The *Growth Plan* provides direction on how anticipated growth in the Greater Golden Horseshoe (GGH) should be managed to 2041. The policies contained within the plan are based on a set of guiding principles, which include:

- Supporting the achievement of complete communities;
- Prioritizing intensification and higher densities to make efficient use of land and infrastructure and to support transit viability; and
- Providing flexibility to capitalize on new economic and employment opportunities.

The *Growth Plan* establishes population and employment forecasts to be used for planning and managing growth. The 2041 employment forecast for Niagara Region is 265,000 jobs, approximately 80,000 more jobs than observed in 2016. The Region, working with lower-tier municipalities, is in the midst of a municipal comprehensive review (MCR) that will identify employment forecasts for the local municipalities to 2041, as well as the quantity of land required to accommodate all forecast growth.

### **1. Policies Require Planning for Employment and to Direct Employment Growth to Certain Areas**

Section 2.2.5 of the *Growth Plan* addresses planning for employment. Policy 1 sets the tone for the policies that follow by stating that economic development and competitiveness in the GGH will be promoted by:



- a) making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
- b) ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
- c) planning to better connect areas with high employment densities to transit; and
- d) integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

Policy 2 directs appropriate major institutional development and major offices (i.e., freestanding office buildings 4,000 square metres or greater or with 200 jobs) to urban growth centres, major transit station areas, or other strategic growth areas with existing or planned frequent transit service. Policy 7 tacitly recognizes that mixed-use areas generally can attract prestige employment by directing municipalities to integrate employment areas, where appropriate, with adjacent non-employment areas and developing vibrant, mixed-use areas and “innovation hubs”.

In Policy 13, the *Growth Plan* recognizes office parks as a distinct type of employment area that should be planned for intensification of employment uses. It also states that they will be supported by improving connectivity with transit and active transportation networks and by providing amenities and open space.

Policy 5 requires upper- and single-tier municipalities to develop employment strategies, in consultation with lower-tier municipalities. In accordance with this policy, Niagara Region will prepare an employment strategy as part of the current MCR. The ELNA will inform that work by identifying employment areas in St. Catharines, recommending minimum density targets for each of them (in jobs per hectare), and identifying opportunities for intensification in employment areas. In a change from the 2006 *Growth Plan*, upper-tier municipalities are required to designate employment areas in their official plans.

## **2. Policies Protect and Support Employment Areas by Strictly Limiting the Ability to Convert Employment Areas to Allow for Residential Uses**

The 2017 *Growth Plan* generally maintains the intent of its predecessor to protect employment areas by prohibiting potentially incompatible sensitive uses, namely residential (Policy 7), and carrying forward the strict tests for conversions of lands in employment areas (Policies 9-10). Conversions are permitted only through an MCR, and it must be demonstrated that there is a need for the conversion, that the specific lands are not required for employment purposes over the horizon of the plan, and that the municipality will maintain sufficient employment lands to accommodate forecasted employment growth. Additionally, it must be demonstrated that the proposed uses would not adversely affect the overall viability of the employment area

or the achievement of density targets, and that the proposed use can be accommodated by existing or planned infrastructure and public service facilities.

As Policies 9 and 10 reinforce the protection of employment areas, Policy 7, loosens the former restrictions on major retail uses (i.e., big boxes) in employment areas by allowing municipalities, through a municipal comprehensive review, to establish a size or scale threshold for such uses that may be permitted.

The *Growth Plan* acknowledges that employment areas adjacent to or near “major goods movement facilities and corridors”, such as airports, ports, intermodal facilities and major highways, are most appropriate for freight-supportive land uses. Such areas can be designated “prime employment areas” to protect them for such uses. In prime employment areas, only office and retail uses associated with and ancillary to other employment uses would be permitted.

### **C. NIAGARA REGION OFFICIAL PLAN ALSO PROVIDES POLICIES FOR ECONOMIC DEVELOPMENT AND EMPLOYMENT LANDS PLANNING**

The Niagara Regional Official Plan (the ROP), consolidated and updated in 2014, is aligned with the 2006 *Growth Plan* and 2014 Provincial Policy Statement. The current MCR will bring it into conformity with the 2017 *Growth Plan*. Through the MCR, the Region will allocate area municipal population, housing and employment growth forecasts, establish the region-wide land budget and provide direction for managing growth and land supply to 2041, for St. Catharines and other area municipalities in Niagara.

Currently the ROP provides only high-level policy guidance for planning employment lands.

#### **1. Helping to Grow the Economy Through Strategic Economic Objectives**

Chapter 2 of the ROP introduces seven strategic economic objectives intended to support new growth and development within the Region while maintaining a high quality of life. The strategic objectives are supported by general principles to support employment growth and employment areas, including the following:

- A choice of housing and employment locations;
- Development and efficient use of lands within the existing urban boundaries;
- Minimization of conflicts between incompatible land uses;
- Attracting new employment through existing or new firms; and
- Relating employment and residential areas to discourage commuting.

Beyond the strategic objectives and general principles, the policies of Chapter 2 focus primarily on the Region's tourism and agriculture sectors.

## **2. Planning for Employment Lands and Minimizing Conversions Support Economic Objectives**

Chapter 3 includes more specific employment policy structured by five categories:

- The Niagara Economic Gateway;
- Rural Employment Lands;
- Employment Lands;
- Commercial Areas; and
- Major Office.

The Employment Lands policies include two that are most relevant to the ELNA. Policy 3.C.1 states that the Region and local municipalities will ensure economic competitiveness by:

- a) Providing an appropriate mix of employment uses, including industrial, commercial and institutional uses to meet long term needs;
- b) Providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) Planning for, protecting and preserving employment areas for current and future use; and
- d) Incorporating employment area conversion policies implementing Chapter 4.E in local official plans...

Policy 4.E.1.1 carries forward the *Growth Plan's* conversion policies, and Policy 4.E.1.2 confirms that major retail uses are considered non-employment and are not permitted on employment lands.

Consistent with the 2017 *Growth Plan's* policy regarding prime employment areas, Policy 3.C.2 states:

- Local municipalities should designate and preserve lands within Urban Areas which are adjacent to or in close proximity to existing major highway interchanges, ports or rail yards as employment areas providing for manufacturing, warehousing, transportation and associated retail, office and ancillary employment uses, where appropriate.

Policy 3.E.1 states that major office and appropriate major institutional uses should be located within the St. Catharines Urban Growth Centre or in other areas with frequent transit service or planned higher order transit service.

Table 4.1 of the ROP establishes the population and employment forecasts for the local municipalities to be used for the purposes of planning and growth management. The 2031 employment forecast for St. Catharines is 62,640 jobs (excluding employees with no fixed place of work).

#### **D. THE GARDEN CITY PLAN PROVIDES MORE DETAILED EMPLOYMENT LAND POLICY AND LAND USE PERMISSIONS**

The 2017 consolidation of the City of St. Catharines Official Plan ( *The Garden City Plan* or the GCP) was adopted by City Council in 2010 and received formal approval by the Regional Municipality of Niagara in 2012.

##### **1. Growth and Change Managed Through Providing Competitive Sustainable Employment Areas**

Section 2.3 of the GCP contains the general policies for managing growth, and Section 2.3.6 addresses employment growth. Policy 2.3.6(ii) directs employment growth primarily to the Urban Growth Centre and designated Employment Lands. The intent with respect to the latter is described in the subsequent policy:

Employment Lands are designated to accommodate a full range and scale of business and industrial employment uses, office, subordinate retail and service commercial, recreation and institutional uses, and major large scale institutional and recreation uses which by virtue of scale, size, function and operation cannot appropriately locate in the Urban Growth Centre or other land use designations. The range and scale of uses permitted within employment lands is further defined in Part D 'Land Use Policies' and in Part E 'District Plans'. To accommodate projected employment growth forecasts, and support long-term sustainable employment opportunities, economic development and competitiveness, this Plan promotes and emphasizes:

- the provision of an adequate, available, suitable, variable and competitive choice of vacant employment lands to attract and accommodate a diverse range of new economic activities;
- reuse, rehabilitation, redevelopment and enhancement of occupied employment lands to accommodate new or expanded economic activity and employment opportunities;
- transit supportive, public realm, design and greening initiatives to provide compatible, efficient, functional, connected, accessible, interactive, environment friendly and sustainable development;
- clustering of like activities to support compatible development and encourage integrated, interactive and connected business and employment opportunities; and
- the provision of necessary infrastructure and utilities, including integrated telecommunications and broadband technology.



## 2. Land Use Policies Protect the City's Employment Lands

Section 10 contains the GCP's Employment Land use policies. Policy 10.1 states the intent to protect and preserve designated Employment Lands for employment uses. Consistent with the *Growth Plan* and the ROP, Policy 10.2 restricts the conversion of designated Employment Lands for non-employment use; however, in a slight change from the provincial and regional policies, the City's conversion policy applies to all designated Employment Lands, not just those in the defined "employment areas".

The GCP has two designations for Employment Lands: General Employment and Business Commercial Employment. As identified in the GCP's District Plans, both designations apply to areas and sites in all parts of the city, and often both designations can be found side by side or close to one another, adjacent to commercial lands.

## 3. General Employment Areas Are the Industrial Cores of the Employment Areas

On lands designated General Employment, the following uses are permitted:

- industrial operations, transportation terminals, repair activities, service trades, construction activities, warehouse, storage, car wash;
- knowledge-based research, technology, service, communication, information, management uses; adult oriented uses;
- major large scale recreation uses; and
- small-scale subordinate retail, service commercial, office, indoor recreation, entertainment and institutional uses intended primarily to serve and support the businesses and employees within the immediate employment area (10.3.1(a)).

Generally, the above uses are to be enclosed within buildings. Outside storage and processing areas are regulated through zoning but must be adequately screened (10.3.1(b)). Heavier industrial uses that may be offensive or dangerous may be permitted and are regulated through zoning to ensure appropriate separation from sensitive uses (10.3.1(c)).

Small-scale retail, service commercial, office, indoor recreation and institutional uses (excluding places of worship and elementary or secondary schools) are permitted, provided they are subordinate to the principal employment use(s) and, combined on a property, do not exceed 15% of the total floor area of all buildings (10.3.1(g)).

Through an amendment to the *Garden City Plan*, major office uses (defined as greater than 10,000 square metres or 500 jobs) may be permitted along arterial roads where transit service is available or on sites with high visibility and accessibility from a 400-

series highway, if it can be demonstrated that the use cannot be appropriately located within the Urban Growth Centre (Policy 10.3.1(i)).

#### **4. Business Commercial Employment Areas Allow for a Greater Range of Uses**

The Business Commercial Employment designation provides for a range of industrial operations, knowledge-based employment and office uses, alongside subordinate uses. The primary uses generally permitted in General Employment areas are permitted, with the exception of distribution uses, waste transfer and processing stations, recycling, auto wreckers, large scale transportation terminals, and any operation which may be considered offensive or dangerous by nature (Policy 10.3.2(a)). In addition, hotels, convention centres, auto commercial uses, major large-scale institutional uses and offices are permitted.

In Business Commercial Employment areas, the cap on subordinate retail, service commercial, indoor recreation and institutional uses (again, excluding places of worship and schools) is increased to 30% of the total floor area (10.3.2(c)). There is no such restriction on office uses; however, major office will only be permitted through an Official Plan Amendment. Major large-scale institutional uses are only permitted by way of zoning by-law amendment and where it is demonstrated that the use cannot appropriately locate in the Urban Growth Centre or other land use designations.

#### **5. General Employment Land Policies Establish Development Standards**

Section 10.4 of the GCP contains general policies applicable to all employment lands. Policy 10.4(c) states that development or redevelopment shall be subject to site plan control and to the following minimum requirements:

- Parking areas in front or flankage yards should be paved and designed with internal and perimeter landscaping;
- Parking spaces for employees and clients are to be clearly delineated;
- Street edges are clearly articulated;
- Lighting should be directed away from adjacent uses;
- Outside storage areas, processing areas, and waste management facilities are to be adequately screened from view; and
- Where feasible, active transportation connections within and between the employment designation and other use areas shall be provided.

In addition, “higher design standards shall be applied to properties located on arterial and collector roads, or where having exposure and visibility to a Provincial 400 series highway; and on properties adjacent to, or across a road, from a residential, commercial or green space designation, a large scale public institutional use, or other sensitive land uses.”

### III RECENT GROWTH AND ECONOMIC CHANGE

St. Catharines experienced variable growth over the last 15 years as a result of a shifting economy and the general cycle of economic recession and expansion. The City remains the largest population and employment centre within Niagara Region. Consideration of demographic and economic trends underlying recent growth and change in the amount and nature of employment in St. Catharines is important to understanding and planning for future employment and economic growth in the City. This section provides an overview of growth trends and examines the St. Catharines employment base through the results of the Census and Niagara Region Employment Inventory (NREI). Recent growth is compared with the Regional forecasts for St. Catharines in order to assess the degree to which the City is “on track” with expectations in a broader Niagara context.

#### A. RESIDENTIAL GROWTH IN ST. CATHARINES HIGHLIGHTS KEY DEMOGRAPHIC CHANGE

Over the last three Census periods since 2001, growth in population and households in St. Catharines has been relatively slow, having grown by 3.1% over the 15 years, compared with the Region of Niagara growing by 9.1% over the same period. The growth pattern suggests key demographic trends that have implications for labour force participation and the City’s future employment growth outlook.

Tables 1 and 2 indicate growth in total population including Census net undercoverage, and households from 2001 to 2016.

**Table 1**

Historical Total* Population Growth, 2001 - 2016 City of St. Catharines			
Year	Population	Growth	Compound Annual Growth Rate
2001	133,660	-	-
2006	136,570	2,910	0.4%
2011	134,890	(1,680)	-0.2%
2016	136,597	1,707	0.3%

\*Includes Census Net Undercoverage.

Table 2

Historical Occupied Household Growth, 2001 - 2016 City of St. Catharines			
Year	Households	Growth	Compound Annual Growth Rate
2001	53,820	-	-
2006	54,730	910	0.3%
2011	55,420	690	0.3%
2016	56,880	1,460	0.5%

Population in St. Catharines grew between 2001 and 2006, followed by decline in the 2006 to 2011 period, and a return to growth in the more recent Census period. The City continued to add households over all three periods since 2001. Between 2006 and 2011 when the City declined by almost 1,700 residents, growth in households was close to 700; in the latter period between 2011 and 2016, growth of 1,700 residents was coupled with growth of nearly 1,500 households. This pattern, where housing growth outpaces population, and even continues to grow while there is a decline in population, is in part attributed to an aging population and resulting decline in average household size. The aging population trend is occurring in St. Catharines, and Niagara Region as a whole, and is also common throughout Ontario municipalities, particularly outside of the urban centres of the GTAH.

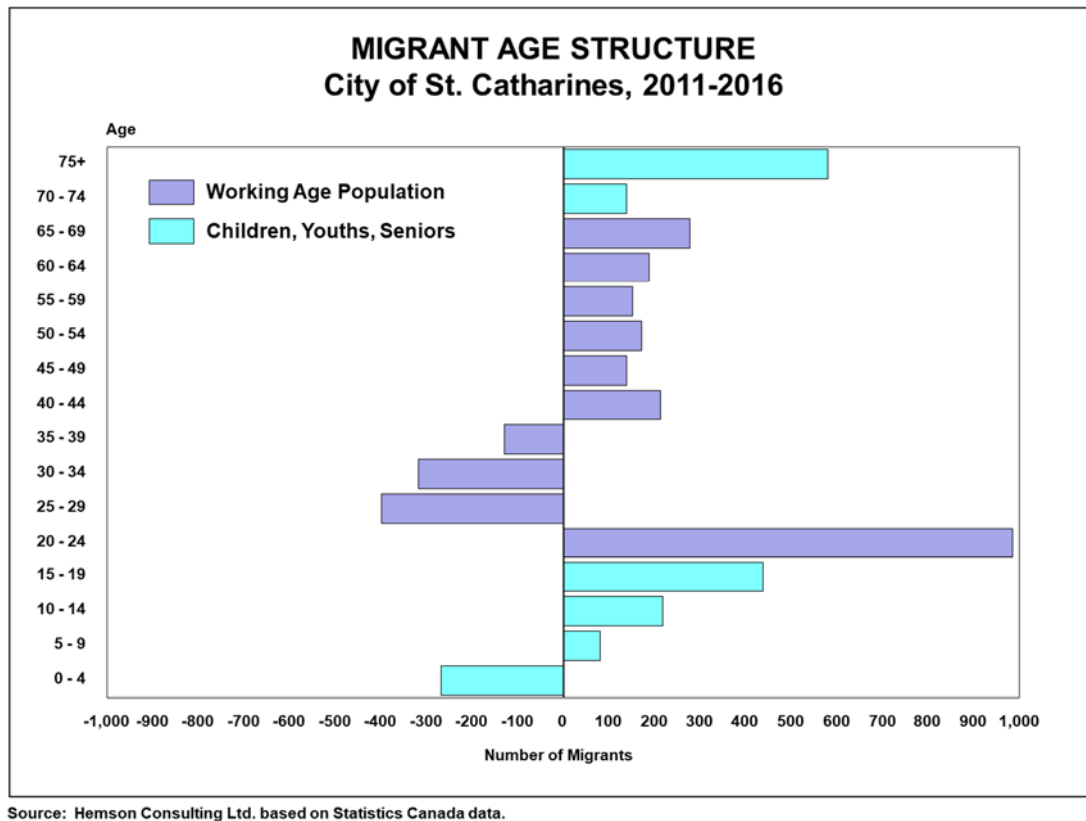
The age-structure of the population is a key consideration in forecasting both residential and employment growth over the long-term. An older population forms more households because they have fewer children and are more likely to be divorced or widowed (where women still typically live longer than their male spouses). The result is a greater proportion of “empty-nester” households and of single-person households. Therefore, housing growth out-paces growth in population. An older population also affects labour force participation and employment growth prospects, with fewer residents in key working aged demographic cohorts.

A key consideration which affects the age-structure of the population (and labour force), is the migration patterns of residents, particularly the age of those moving into, or out of, a municipality. In St. Catharines, and Niagara Region as a whole, the out-migration of younger working aged adults is contributing to the aging of the population and, in turn, has effects on labour force participation. The graphic below illustrates the migrant age structure for St. Catharines over the 2011 to 2016 Census period. As shown, there was net out-migration in the 25 to 39 age cohorts, a key part of the labour force. While there is some in-migration of those over 40, who are also a large part of



the labour force, on balance, there is still a net loss in the prime labour force participation age groups. Much of the in-migration of those 20 to 24 is assumed to be related to post-secondary students and some of the tourism-related job opportunities centred in Niagara Falls and Niagara-on-the-Lake.

**Figure 1**



The aging population trend is anticipated to continue, and to become more pronounced as time goes on, as shown in the graphics below which illustrate the age-structure of St. Catharines population, in 2001 and 2016 and as forecast to 2041.

Figure 2

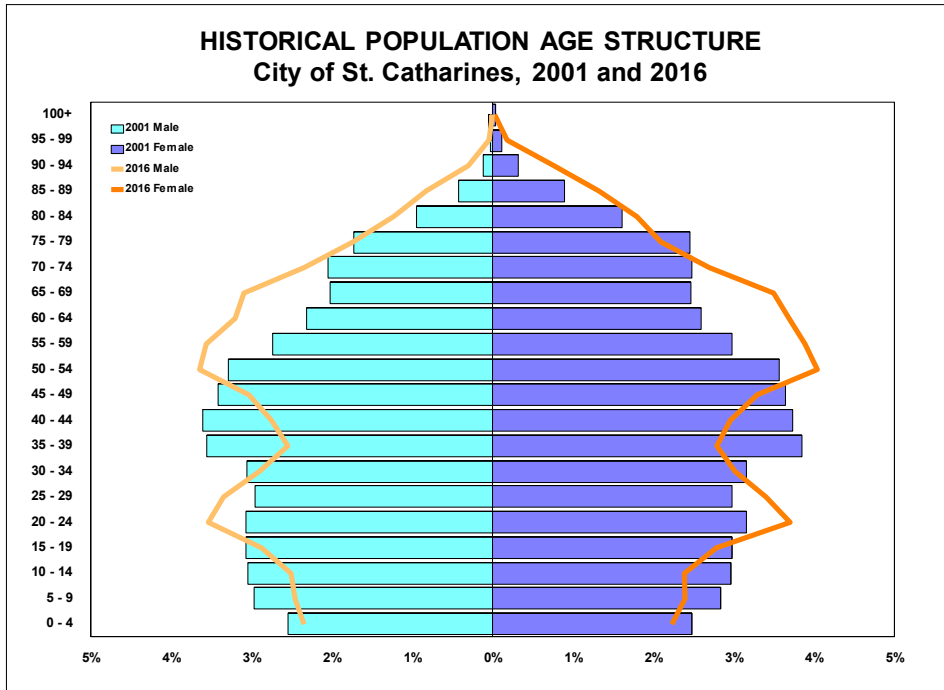
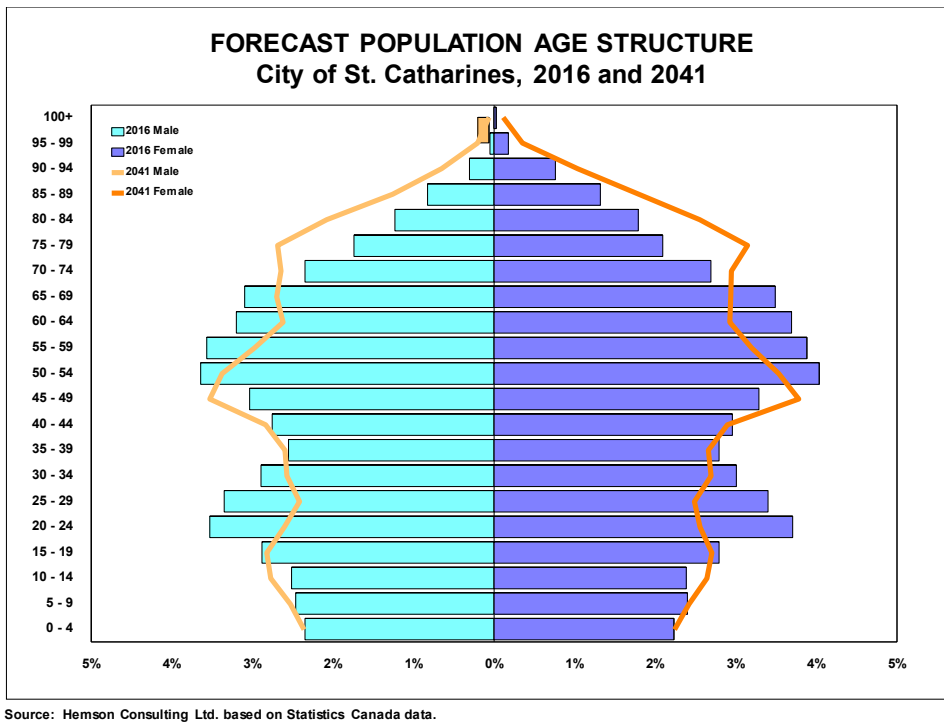


Figure 3



The aging demographic trend has important implications for labour force and is a key consideration when thinking about the economic and employment base of St. Catharines and the amount and types of employment the City should be planning for over the long-term.

## **B. EMPLOYMENT GROWTH HAS BEEN VARIABLE AMIDST SHIFTING ECONOMIC BASE**

St. Catharines experienced a similarly variable pattern in employment growth over the last three Census periods, marked by a shift in the nature of the local employment base and marked growth, decline and growth again, following the periods of economic expansion, recession and recovery over the past 15 years.

As shown in Table 3 below, the City added nearly 3,000 jobs between 2001 and 2006, followed by significant decline during the 2006 to 2011 period, and a return to growth over the most recent Census period to 2016. The decline between 2006 and 2011 was similarly experienced by many Ontario municipalities, particularly throughout Niagara Region, owing to the recession and its significant effect on the manufacturing employment base of Southern and Southwestern Ontario. In St. Catharines, this included the closing of the GM Ontario Street plant in 2008. Results of the 2016 Census were positive, with the City adding about 2,100 jobs, offsetting some of the job loss in the prior period, but not yet returning to the 2001 level of employment.

**Table 3**

<b>Historical Employment Growth, 2001 - 2016 City of St. Catharines</b>			
<b>Year</b>	<b>Total Employment</b>	<b>Growth</b>	<b>Compound Annual Growth Rate</b>
2001	63,180	-	-
2006	66,080	2,900	0.9%
2011	60,180	(5,900)	-1.9%
2016	62,250	2,070	0.7%

Notwithstanding the employment cycles over the last few Census periods, St. Catharines has continued to account for more than 30% of total employment within Niagara Region since 2001. The City fared well within a regional context over the more recent 2011 to 2016 period, making a significant contribution to overall employment growth of nearly 6,300 jobs in the Region, a very positive result for Niagara relative to the marked decline which occurred during the 2006 to 2011 period.

As shown in Table 4 below, while employment in all but two municipalities declined between 2006 and 2011, only two continued to experience loss in total employment over the latter period to 2016.

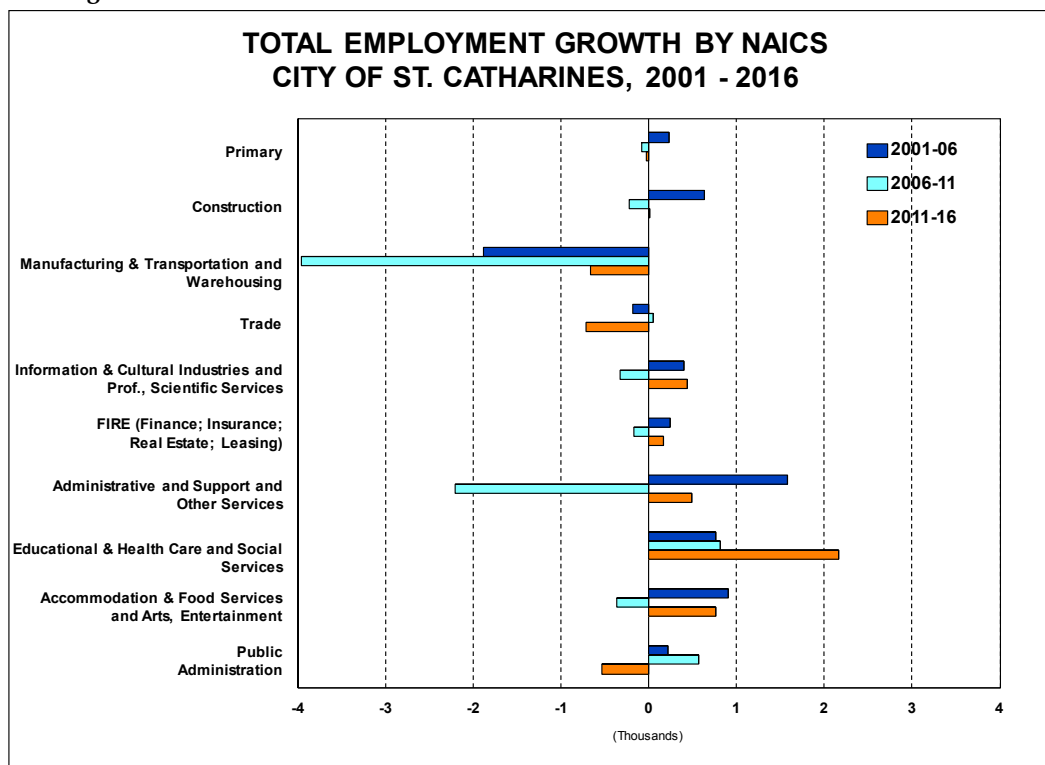
Table 4

Place of Work Employment, Niagara Region by Area Municipality, 2006-2016					
Municipality	Total Place of Work Employment			Net Change	
	2006	2011	2016	2006-2011	2011-2016
Fort Erie	11,920	11,290	10,390	(630)	(900)
Welland	20,280	22,090	17,790	1,810	(4,300)
Thorold	8,340	7,360	8,460	(980)	1,100
Niagara Falls	42,250	41,030	42,300	(1,220)	1,270
Niagara-on-the-Lake	11,050	10,650	13,090	(400)	2,440
<b>St. Catharines</b>	<b>66,080</b>	<b>60,180</b>	<b>62,250</b>	<b>(5,900)</b>	<b>2,070</b>
Port Colborne	6,810	5,860	6,210	(950)	350
Wainfleet	1,520	1,160	1,420	(360)	260
West Lincoln	3,980	4,280	4,370	300	90
Pelham	4,290	4,090	4,530	(200)	440
Lincoln	10,340	9,740	11,110	(600)	1,370
Grimsby	8,140	7,720	9,800	(420)	2,080
<b>Niagara Region</b>	<b>195,000</b>	<b>185,450</b>	<b>191,720</b>	<b>(9,550)</b>	<b>6,270</b>

Changes in total employment in St. Catharines over the last 15 years has occurred within the context of broader change in the Ontario economy, largely characterized by a continued move away from manufacturing and traditional industries to professional services, education, health care and other population-serving functions. The figure below illustrates change in employment in St. Catharines by North American Industry Classification System (NAICS) sectors over the three Census periods from 2001 to 2016.



Figure 4



Source: Statistics Canada.

The continued decline in the City's manufacturing base has been somewhat offset by growth in sectors such as administrative and support services, education and health care and accommodation, food, arts and entertainment. This shift in the local employment base highlights the significance of population-serving sectors (such as public administration, retail and commercial services), to the St. Catharines economy, reflecting the importance of St. Catharines as a regional-service centre. Among many other large retail facilities, the Region's largest indoor retail centre (Pen Centre) is located in St. Catharines, bolstering the City as a regional retail hub. Likewise, the presence of the Niagara District School Board head office, the courts, the hospital and Brock University in the City, supports notions of St. Catharines as a regional administrative and service centre, resulting in both significant population-related jobs and the services that they provide.

### C. NIAGARA REGION EMPLOYMENT INVENTORY (NREI)

There are two key sources which count and report on employment in Niagara Region – the Census and the Niagara Region Employment Inventory (NREI), a survey carried out by the Region of employers within Niagara. Results of the 2017 survey were compared with the results of the Census. There are some variations in how and what

jobs are counted between the two sources, resulting in some differences in the totals of some categories, however the survey generally confirms the overall picture of employment in the City. Table 5 compares the results for St. Catharines from the Census and the NREI. It is noted that for the purposes of comparison, work at home and no fixed place of work has been excluded from the Census count, since they are not counted in the NREI survey.

Table 5

Comparison: Niagara Region Employment Survey and Census Results* City of St. Catharines			
USUAL PLACE OF WORK EMPLOYMENT BY NAICS	2016 Census Results	2017 Niagara Region Employment Inventory Results	Difference
Total - Industry - North American Industry Classification System (NAICS) 2012	51,270	53,444	2,174
11 Agriculture, forestry, fishing and hunting	625	407	(218)
21 Mining, quarrying, and oil and gas extraction	20	2	(18)
22 Utilities	120	17	(103)
23 Construction	1,380	2,039	659
31-33 Manufacturing	4,500	4,675	175
41 Wholesale trade	1,245	879	(366)
44-45 Retail trade	8,455	8,253	(202)
48-49 Transportation and warehousing	1,645	998	(647)
51 Information and cultural industries	725	550	(175)
52 Finance and insurance	2,215	1,603	(612)
53 Real estate and rental and leasing	820	987	167
54 Professional, scientific and technical services	2,565	2,088	(477)
55 Management of companies and enterprises	50	45	(5)
56 Administrative and support, waste management and remediation	2,375	1,587	(788)
61 Educational services	5,360	12,691	7,331
62 Health care and social assistance	8,335	7,818	(517)
71 Arts, entertainment and recreation	570	688	118
72 Accommodation and food services	4,760	4,405	(355)
81 Other services (except public administration)	2,550	1,916	(634)
91 Public administration	2,955	1,796	(1,159)

\*Note: This table does not include Work at Home or No Fixed Place of Work Employment.

The NREI provides a valuable resource to ground-truth the Census, helping to further understand the nature and location of employment within the Region and City of St. Catharines.

#### D. LAND USE BASED EMPLOYMENT CATEGORIES

For the purposes of analysing and forecasting employment by type and associated land needs, jobs by sector are divided into four land-used based categories based on the type of location they typically occupy:

- Population-related employment, which occurs in response to a resident population, is primarily in commercial and institutional establishments, and includes retail and commercial services, health care and most public administration as well as those who work at home. In a central city, such as St. Catharines, some of these services are being provided for a much larger population beyond its boundaries. This “regional” population-related employment would be represented by a portion of the medical, post-secondary,

professional services and higher-order retail jobs that are serving residents outside St. Catharines;

- Major office employment, which is defined as employment in free-standing office buildings of 20,000 sq. ft. (1,860 m<sup>2</sup>) or greater<sup>1</sup>;
- Employment Land Employment which consists of employment in industrial-type buildings primarily located in Employment Areas, such as manufacturing, warehousing and transportation as well as the broader range of commercial and business services that occupy this type of space; and
- Other Rural-based employment, including resource-based and agricultural employment in more rural areas.

Change in employment by land-use based categories, for St. Catharines and Niagara Region as a whole are shown in the tables below.

Table 6

Historical Place of Work Employment City of St. Catharines, 2001 - 2016					
Year	Number of Jobs by Employment Type				
	Major Office	Population Related	Employment Land	Other Rural Based	Total
2001	8,340	24,590	28,810	1,440	63,180
2006	8,740	26,390	29,340	1,600	66,070
2011	8,560	26,320	23,980	1,310	60,170
2016	8,950	27,980	24,030	1,280	62,240
2001-2006	400	1,800	530	160	2,890
2006-2011	-180	-70	-5,360	-290	-5,900
2011-2016	390	1,660	50	-30	2,070

Table 7

Historical Place of Work Employment Niagara Region, 2001 - 2016					
Year	Number of Jobs by Employment Type				
	Major Office	Population Related	Employment Land	Other Rural Based	Total
2001	8,340	83,980	80,430	10,160	182,910
2006	8,740	94,360	81,620	10,270	194,990
2011	8,560	94,960	73,210	8,730	185,460
2016	8,950	99,530	73,960	9,270	191,710
2001-2006	400	10,380	1,190	110	12,080
2006-2011	-180	600	-8,410	-1,540	-9,530
2011-2016	390	4,570	750	540	6,250

In the next section, we examine recent growth in the context of the Regional forecasts for the City and present the updated employment forecasts for St. Catharines.

<sup>1</sup> The term Major Office used as an employment category is as defined here. The term is also used for a different purpose in planning policy in the Growth Plan and the Garden City Plan

## IV EMPLOYMENT FORECAST

An employment forecast has been prepared for the City as a basis for assessing employment area land need as well as to provide input to Phase 4 of the Niagara Region MCR and the final Regional growth allocations. The growth outlook that was the basis for the Regional MCR Strategic Growth Option has also been updated, taking into account results of the 2016 Census, the Niagara Region Employment Inventory, and annual demographic and labour force statistics.

### A. 2016 CENSUS RESULTS SIMILAR TO THE ESTIMATED 2016 EMPLOYMENT USED IN THE NIAGARA MCR ALLOCATION WORK

The third phase of the Niagara Region MCR concluded with a draft Strategic Growth Option which allocated population, housing and employment growth to area municipalities within Niagara, including St. Catharines. The forecasts included an estimate of the 2016 employment prepared prior to the Census data being available. Since 2016 is now the starting point for current forecasts, it is worth checking those estimates against the actual results that are now available.

Table 8 compares the MCR forecast allocations for St. Catharines at 2016 with the results of the 2016 Census.

**Table 8**

2016 Forecast and Census Results Comparison City of St. Catharines			
	MCR Forecast	Census Result	Difference
Census Population	130,360	133,110	2,750
Occupied Households	56,520	56,880	360
Total Place of Work Employment	62,660	62,250	(410)

Residential growth was somewhat ahead of expectations, particularly in population, while total place of work employment was just marginally short of the forecast expectation. This is notable considering that the Region, while still having growth in employment, had about 11,000 fewer jobs at 2016 than had been estimated in the MCR forecasts. Almost all of this shortfall at the Regional level (9,000 jobs) was in the employment land employment category, comprised primarily of industries such as manufacturing, warehousing and transportation, and those commercial and service employment uses which typically occupy industrial-type buildings in employment



areas. This indicates a somewhat more rapid shift in overall employment towards population-related employment than had been anticipated. Looking ahead, throughout Niagara Region, this shift away from manufacturing to services and other population-related sectors will likely lead to a reduced share in employment land employment relative to past trends and as might be suggested by the Regional MCR Phase 3 forecasts.

Overall, St. Catharines was very close in total employment between the 2016 estimates used in the MCR allocations and the Census results and appears to be generally on track to meet its residential and employment forecasts to 2041 up to this point.

## **B. REGIONAL FORECAST AND ALLOCATION TO ST. CATHARINES BASED ON MUCH HIGHER GROWTH OUTLOOK OVER THE NEXT 25 YEARS**

The growth allocations in the Niagara MCR were prepared in the context of Schedule 3 of the *Growth Plan*, which the Region must use as a basis for planning for growth and land needs to 2041. The Schedule 3 forecasts are for 610,000 residents and employment of 265,000 jobs region-wide at 2041. This represents a rate of growth that is more than double that experienced by the Region over the last 25 years. Within this Regional growth outlook, the City of St. Catharines was allocated a population total of 167,500 residents at 2041, and 80,200 jobs, representing growth of 33,700 residents and 17,600 jobs from 2016 to 2041. This compares to growth of about 5,000 persons and no net growth in employment in the City over the prior 25 year period.

The future growth expectations in both the Region and St. Catharines are a significant break from the past in part because the past quarter-century represented a period of often-painful economic adjustment through both the mid-1990s recession (when the City lost 11% of its jobs over 5 years) and the 2008-2009 recession. Looking forward, the continued economic shifts are expected to be less dramatic and, most importantly, Niagara and St. Catharines are increasingly part of the economic and population growth sphere centred on the rapidly-growing GTAH. The expectations for Niagara and St. Catharines are broadly similar to the experience of nearby Hamilton and Brantford, both of which had long periods of economic restructuring and slow growth in the 1980s and 1990s that have given way to a more recent period of population and employment growth, based on increasing integration into the GTAH-centred economy.

While the focus here is on employment, it is important to note that the faster population growth expected in the future in St. Catharines is both the result of generally higher growth in the Region, but also a moderately higher share of total Regional growth. The higher share arises from the policy-based expectation that more new housing growth in the future will be accommodated through infill and intensification within the built-up area of the Region and St. Catharines, including Downtown St. Catharines. This shift in the where and how growth is accommodated is also a significant change from the past. While there is considerable potential across the Region for single family housing development on greenfield lands, a number of factors are anticipated to coalesce in supporting intensification within St. Catharines, including:

- convergence of *Growth Plan* policy and Regional urban structure policy to reinforce the vision for the urban growth centre and transit-supportive development;
- infrastructure investment in keeping with the vision and policy direction, such as the extension of GO rail service; and
- market preferences, as greenfield opportunities are presented in the urban centres of the Region.

The population growth is important to the employment outlook, since that population growth represents much of the growth in the Regional labour force. Additionally, about one-third of new jobs in St. Catharines would be required to support the population growth through retail, services, education and health care.

#### **C. ST. CATHARINES ANTICIPATED TO ADD 18,000 JOBS OVER A 2016 TO 2041 PLANNING HORIZON.**

Employment in St. Catharines is forecast to grow by 18,000 jobs over the next 25 years. This forecast has been prepared within the context of the Regional MCR, reflecting more recent trends since the Region released its Strategic Growth Option, and is guided by the policy framework of the *Growth Plan* and the vision of *Niagara 2041*. As discussed above, broad economic trends and insight into the continued integration with the broader GTAH economy help to understand where and how this growth may be accommodated within the City, including the demand for employment lands, which is the primary focus of this report.

The employment forecast is divided into the four land-use based categories described earlier, which provide a basis for assessing land need:

- Population related employment, which occurs throughout urban designations;
- Rural-based employment which occurs in the rural agricultural areas;
- Major office, which occurs in free-standing office buildings in the UGC (Downtown St. Catharines) and some employment areas; and
- Employment land employment, which generates the bulk of demand for employment area lands and is the primary focus of the ELNA.

The shares of future employment growth by employment category are estimated based on a range of factors, including:

- historic and recent trends in employment, including the breakdown of employment growth by NAICS re-stated to land use-based category;
- the current distribution of jobs by type, based on Census and Regional employment tracking information;
- anticipated shifts in demographic and economic patterns including the prospects for mixed use development; and
- the land supply available to accommodate employment land employment growth into the future.

Taking into account the above factors, the forecast shares of employment by land use type are estimated as:

- a ratio to forecast population growth and taking into account the City's role as a regional-service centre, for population-related employment;
- nearly all of the Niagara Region forecast for major office employment;
- a minimal amount of rural area employment growth; and
- a moderated share of Regional employment land employment growth relative to the past, based on the City's evolving role as an urban service centre and limited land supply available to accommodate industrial employment land uses.

Because it is critical to the current ELNA work, the approach to the forecast of the employment land employment needs to be clearly understood. The number that can be forecast falls within a range. With changes in employment in existing developed areas aside, the low end of the range would essentially be no change over time, consistent with patterns over the past number of years. That is, based on the observed market, there has been little recent new employment land development in St. Catharines. The market, however, is anticipated to rise over the forecast period in accordance with the general growth outlook for St. Catharines and Niagara, already described.

At the high end of the range, the employment land employment growth could reflect the full build out of the land supply (after accounting for long-term vacancy). This is also not likely to occur since some of the available sites may not be in a condition or of a specific size to meet the potential users that would appear over the forecast period. As a result, the forecast, for employment land employment growth should lie between the two. As detailed later in this section, the employment land employment growth is based on demand for most but not all of the available land supply in St. Catharines, consistent with the starting premise of the forecast being a renewed period of moderate growth in St. Catharines and Niagara.

The forecast for employment land employment represents about 18% of the growth over the period, which is much less than the 38% of total existing employment in the employment lands category.

The shares by employment type and forecast results are shown below.

**Table 9**

Forecast Employment Growth by Type, City of St. Catharines, 2016-2041					
	Population-Related	Major Office	Employment Land Employment	Other Rural Based	Total Employment
2016	27,980	8,950	24,030	1,280	62,250
2041	38,290	13,340	27,290	1,320	80,250
<b>2016 - 2041</b>	<b>10,310</b>	<b>4,390</b>	<b>3,260</b>	<b>40</b>	<b>18,000</b>
<b>Share of Total Employment Growth</b>	57.3%	24.4%	18.1%	0.2%	100.0%

- Most of the City's forecast employment growth (nearly 60%), is expected to be in the population-related category, reflecting the most current understanding of the St. Catharines and broader Niagara economy, economic and demographic trends and the City's role as a regional service centre.
- Also reflecting the City's role within the Region, including the presence of the only designated Urban Growth Centre, major office employment is expected to represent about 25% of future employment growth, with the City forecast to add nearly 4,400 major office jobs to 2041. While most of this is anticipated to occur in the City's UCG, some will also occur on employment lands, although the effect on land need will be marginal given the very high density of office uses.
- Employment land employment, which generates the bulk of demand for Employment Area lands, is anticipated to grow by nearly 3,300 jobs, accounting for nearly 20% of St. Catharines' employment growth to 2041. It is



assumed that about 5% of this growth will occur on currently occupied employment lands, through intensification on existing parcels or redevelopment to higher density employment uses.

- Finally, a very marginal amount of growth is expected in the City's rural area.

#### **D. GEOGRAPHY OF FUTURE EMPLOYMENT GROWTH**

St. Catharines has evolved as an urban centre within Niagara Region and so has its employment and economic base. Over the last decade in particular, traditional manufacturing jobs have declined as part of a broader shift in the economy to being largely service-based. At the same time, the City's land supply has been largely built out, meaning much of the City's future growth will be accommodated within the existing urban fabric. Given that most of the employment growth will be of population-related and office uses, much of this will be accommodated in mixed-use and commercial designations, for which the City has ample supply.

The City still needs to plan for more than 3,000 additional employment land employment jobs, all located in Employment Areas. While a marginal amount of employment land employment does occur outside of designated employment areas (in rural agricultural area and in scattered locations in other urban designations), none of the growth is anticipated in these areas.

It is necessary to maintain an adequate supply of Employment Area lands in order to meet the City's forecasts as well as to provide for a range of employers and employment uses to 2041 and over the longer-term. Available employment designated lands are key to indicating market-readiness to employers which may choose to locate elsewhere in the absence of a suitable location in St. Catharines. Notwithstanding limited uptake of employment lands in recent years in the City and limited growth in industrial-type employment, failing to provide for future employment lands growth will necessarily limit any future prospect of attracting a full range of employers. The importance of this is heightened given the City's firm urban boundaries and limited opportunity to expand the urban area land supply to add employment lands in the future.

## V ST. CATHARINES EMPLOYMENT AREAS

Next, we consider the employment land supply available to accommodate future job growth in St. Catharines. An updated employment land supply inventory was prepared for the City to identify the vacant employment lands available to accommodate future employment growth. As input to the Niagara Region MCR, a result of which will be mapping of Regional Employment Areas, consideration was also given to what employment lands in St. Catharines meet the definition of Employment Area, and should be protected for employment uses over the long-term. Existing densities of development on occupied employment area lands were also reviewed based on the Niagara Region Employment Inventory (NREI) in order to determine an appropriate density estimate with which to assess the sufficiency of the City's remaining vacant employment land supply to accommodate the employment growth outlook.

### A. EMPLOYMENT LAND SUPPLY INVENTORY

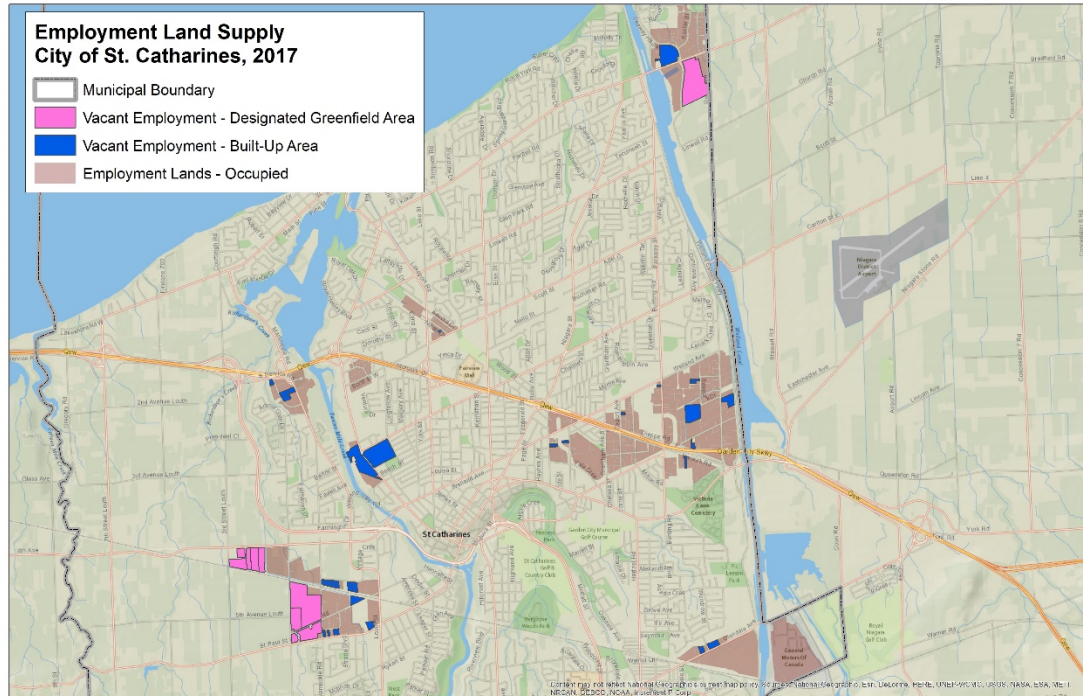
As part of the Regional MCR, an employment land supply inventory was prepared for each area municipality in Niagara. A review and update to the City of St. Catharines employment land supply inventory was undertaken as a basis for assessing any changes which have occurred in the employment land base since the Regional MCR land supply information was prepared. The results indicate the City has a total of 111 ha of vacant designated employment lands, roughly 13 ha less than was identified in the Regional MCR land supply work. It is also noted that, Transport Canada has announced plans to divest 60 ha of lands along the length of the Welland Canal. While not part of the current employment land supply, the Region and local municipalities will need to assess the future potential of these lands at such time that the lands are divested and consideration if given to whether some of these lands may become part of the urban land supply.

**Table 10**

Employment Land Supply Comparison (ha) City of St. Catharines			
	2016 Vacant Employment Lands (Niagara Region MCR)	2017 Vacant Employment Lands (St.Catharines ELNA)	Difference
Built-Up Area	58	48	(10)
Designated Greenfield Area	65	62	(3)
Total	123	111	(13)

The map below illustrates the location of vacant employment lands throughout the City's built up area and on greenfields.

**Map 2: Vacant and Occupied Employment Lands, City of St. Catharines**



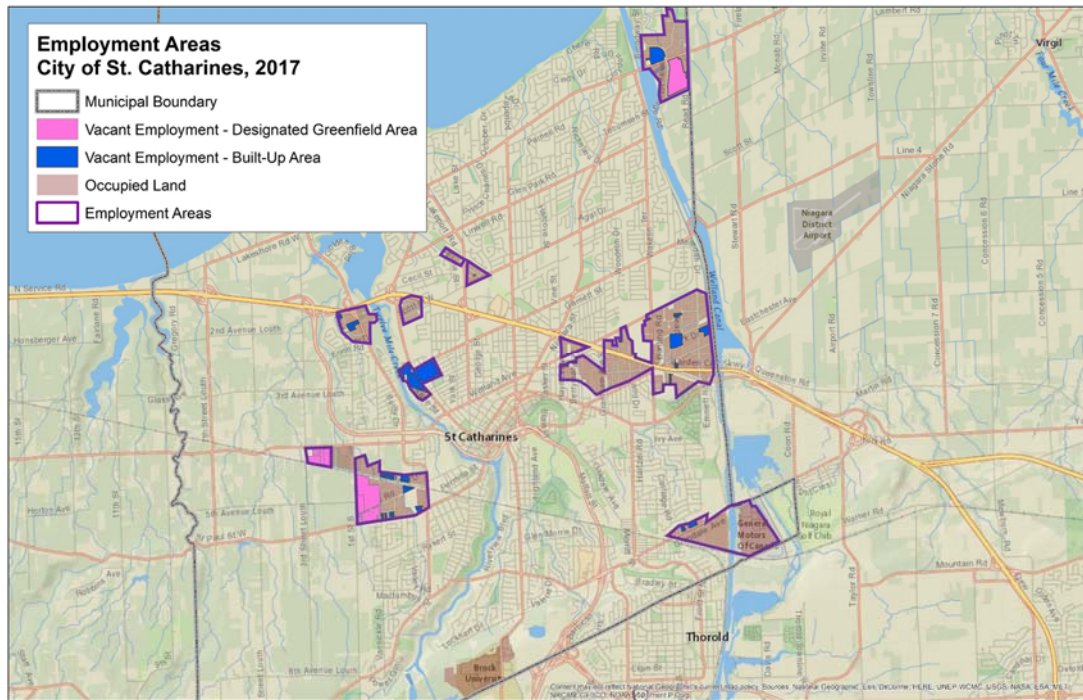
## B. DEFINING ST. CATHARINES EMPLOYMENT AREAS

As part of conformity with the *Growth Plan*, 2017, the Niagara Region will be including Employment Area mapping in the *Regional Official Plan*. The St. Catharines ELNA will inform this by establishing which locally designated employment lands meet the definition of Employment Area as set out in the *Growth Plan*, 2017. These are the lands that should be protected for employment use over the long-term. The *Growth Plan* defines Employment Areas as,

*Areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.*

For the City of St. Catharines, this would include most lands designated as employment in *The Garden City Plan*, with the exceptions of the Brock University and the Niagara Health System sites, which are large institutional uses, not appropriately included as part of the employment area. The map below illustrates those employment lands that would qualify for designation in the Regional Official Plan.

Map 3: City of St. Catharines Employment Areas



### C. ESTIMATED EMPLOYMENT DENSITIES

A review of the City's occupied employment lands was undertaken based on the NREI, which enumerates the number of employees at employment establishments. This provides a basis for evaluating existing job densities and is a key input to determining an appropriate density target for Employment Area lands in St. Catharines. For the purposes of establishing an Employment Area density target, institutional and major office uses were excluded from the analysis as they are typically much higher density than traditional employment land employment uses, which are the primary focus.

Tables 11a,b and c below illustrates the range of employment densities on a sample of currently occupied parcels from the NREI, including all reported employment area jobs, and excluding major institutions and major offices uses, as these are typically very high density and do not reflect the normal density on employment area lands.



Table 11a

Estimated Employment Density on Employment Lands, City of St. Catharines, 2017			
Including All Reported Jobs* in Employment Areas			
Employment Area	Number of Jobs	Land Area (ha)	Estimated Density (jobs/ha)**
1	584	25	23
2	4,977	124	40
3	2,733	18	151
4	869	8	111
5	330	5	73
6	80	3	25
7	4,030	42	97
8	1,985	82	24
9	6,493	62	105
<b>Total</b>	<b>22,081</b>	<b>368</b>	<b>60</b>

\*Employment density is calculated from the 2017 Niagara Employment Inventory provided by the Region of Niagara.

\*\*Includes all businesses in all sectors, however only those that reported an actual employment figure are used in the calculation.

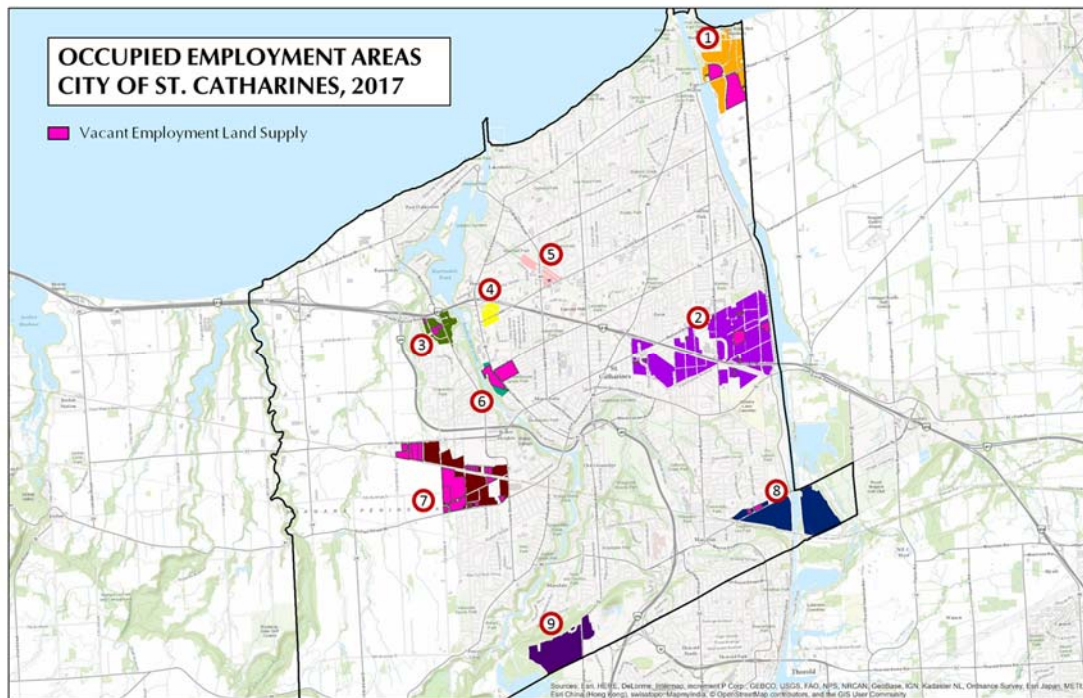
Table 11b

*Excluding Major Institutions			
Employment Area	Number of Jobs	Land Area (ha)	Estimated Density (jobs/ha)**
1	584	25	23
2	4,977	124	40
3	2,733	18	151
4	869	8	111
5	330	5	73
6	80	3	25
7	1,464	29	50
8	1,985	82	24
9	528	7	70
<b>Total</b>	<b>13,550</b>	<b>301</b>	<b>45</b>

\*\* Brock University in Area 9 and St. Catharines hospital and ancillary lands in Area 7.

Table 11c

Excluding Major Office			
Employment Area	Number of Jobs	Land Area (ha)	Estimated Density (jobs/ha)**
1	584	25	23
2	4,850	122	40
3	2,093	14	154
4	454	7	61
5	330	5	73
6	80	3	25
7	1,464	29	50
8	1,985	82	24
9	528	7	70
<b>Total</b>	<b>12,368</b>	<b>295</b>	<b>42</b>

**Map 4: Occupied Employment Areas for Density Analysis**

Based on the density analysis, an average employment density of 40 jobs per ha was determined as an appropriate basis for estimating land need for new development on Employment Area lands. This is somewhat higher than Regional density estimates (20-25 jobs per ha), however, is moderately lower than the existing density of development in St. Catharines. The estimate reflects on-the-ground densities of employment and considers that new development, particularly for employment uses, tends to be somewhat lower than historic, particularly for traditional industrial uses, such as manufacturing. This is a trend observed throughout Niagara, and across Ontario for that matter, owing to factors such as increased automation.

## VI RESULTS: LAND NEED, CONVERSIONS AND POLICY UPDATES

---

This section assesses the adequacy of the supply of employment lands to accommodate employment growth to 2041 and provides recommendations for land use and policy for consideration by City planning staff.

### A. SUPPLY SUFFICIENT TO MEET DEMAND FOR EMPLOYMENT LAND

The evaluation of employment area land need in St. Catharines is prepared within the context of the Land Needs Assessment Methodology for the Greater Golden Horseshoe (LNA), released by the Province on May 4<sup>th</sup>, 2018, to support implementation of the *Growth Plan*, 2017. The LNA is to be undertaken by the upper-tier municipality in order to determine the quantum of land need within each lower-tier municipality and across the upper-tier for both residential and employment uses. The ELNA for St. Catharines will provide a key input to the Regional land needs assessment that will be undertaken by Niagara Region.

Employment Area land need is based on the employment land employment growth outlook.

- Employment land employment growth is forecast at 3,260 jobs on employment lands to 2041.
- An assumption is made for 5% of that employment to occur on currently occupied employment lands through intensification of existing parcels, leaving 3,100 jobs for new development.
- The result is a new employment area land need of 77 ha to 2041, based on 3,100 jobs at 40 jobs per net ha.
- The analysis takes into account:
  - existing employment on occupied employment lands;
  - the estimated density target;
  - the City's vacant employment land supply; and
  - a minor adjustment for long-term vacancy<sup>2</sup>.

---

<sup>2</sup> The long-term vacancy rate of 3% is included to account for parcels that are not developed due to access, configuration, site remediation needs or some other reason, perhaps only known to

Based on the above, the analysis has identified a potential surplus of employment land of 18 ha at a 2041 planning horizon, as shown in Table 14.

**Table 12**

<b>Employment Area Land Need to 2041, City of St. Catharines</b>	
Employment Land Job Growth (2016-2041)	3,260
Share to Occupied Employment Lands (5%)	163
Job Growth on Vacant Employment Land	3,097
Density of Development (jobs/ha)	40
New Employment Area Land Needed to Meet Forecast (ha)	77
Occupied Employment Land, 2018 (ha)	442
<b>Total Occupied Employment Area Land, 2041 (ha)</b>	<b>519</b>
Adjusted for Long-term Vacancy (3%)	16
<b>Total Employment Area Land Need (2041)</b>	<b>535</b>
Vacant employment area land need (ha)	93
Current Vacant Employment Area Land (ha)	111
<b>Additional Employment Area Land Need at 2041</b>	<b>(18)</b>

## **B. RECOMMENDATIONS FOR CHANGES TO LAND USE DESIGNATIONS**

Based on the employment by type forecasted for the City, the ELNA has identified a potential surplus of an estimated 18 ha of vacant employment land available to accommodate the employment growth outlook for St. Catharines to 2041. This means that the City could potentially consider changes to land use designation for a moderate amount of employment lands. The City must conduct further analysis to demonstrate that there is a need for a conversion through its next official plan review.

When considering conversion of employment lands, it is recommended that the City take a strategic approach, protecting those employment lands that are likely to develop exclusively for employment uses within the forecast horizon, and prioritizing those

---

*the owner; rather than providing for a vacant supply to allow for competition and site choice in the market or to provide for further development lands beyond 2041. This latter type of vacancy would be represented by any surplus lands shown at the bottom of Table 12 and after any conversions of those surplus lands occurs.*



which may be less attractive and more challenging to develop for future employment uses only.

Future demand for employment land employment will likely continue to be focused on greenfield settings and those should be protected. The pressure to convert greenfield lands from employment to other urban designations in St. Catharines, and throughout Niagara and Ontario, is strong, given the typically higher value of commercial or residential uses, relative to industrial. This is why Provincial policy works to protect employment lands. It is not recommended that the City consider any conversion of its remaining vacant greenfield employment lands, given the limited surplus identified and the inability of the City to expand its employment land supply should it need additional urban lands in the future. It is important that the City maintain an employment land supply suitable to meet the needs of a range of employers and employment uses over the long-term, in order to ensure that opportunities are available for development and that the City's employment growth outlook will be met.

### C. RECOMMENDED UPDATES TO GARDEN CITY PLAN POLICIES

Based on the review of current provincial, regional and local land use policies in Chapter II, in the context of St. Catharines' geography of employment lands and its downtown, the City does not need to make major changes to its employment land policies to maintain conformity with the higher level plans and support diverse employment growth in appropriate locations. The review, however, does raise a number of issues suggesting some revisions to the *Garden City Plan* are needed in response to the provincial *Growth Plan*. The recommendations below highlight and address these issues, each providing a rationale for policy amendments. They also go further in suggesting an eventual overhaul to the City's employment land designations and the respective policies to acknowledge existing conditions and more clearly establish a hierarchy of employment areas.

1. **The City should align its definition of "major office" with that of the *Growth Plan* and at the same time revise its major office policies to ensure such development is not overly constrained**

The *Growth Plan*'s threshold for major office has been reduced to 4,000 m<sup>2</sup> or 200 jobs, whereas the City's, like the Region's, reflects the 2006 *Growth Plan* threshold of 10,000 m<sup>2</sup> or 500 jobs, a significant difference. For consistency, the City's definition should align with the Province. In making this change, however, the Official Plan's Section 10.3 policies that do not permit major office uses on employment lands, except through an official plan amendment, should also be amended to not permit major

office of 10,000 m<sup>2</sup> or greater. Without this concurrent change, all but the smallest new office developments will be restricted to downtown.

Although it is desirable to concentrate as much office development downtown as possible, the City needs to maintain some flexibility regarding appropriate locations for major office to avoid turning away a prospective office employer. This is not contrary to the *Growth Plan*, since, in addition to directing major office to urban growth centres and other strategic growth areas well served by transit, it also promotes the intensification of employment lands, including office parks, which generally will only occur through office development. In light of the *Growth Plan*'s office park policies, it is further recommended that the Official Plan be amended to permit, without an OPA, major office developments up to 10,000 m<sup>2</sup> in St. Catharines' only office-dominated business park, straddling Martindale Road at the QEW.

**2. During its next Official Plan review, if enabled by the Regional OP, the City should carefully consider strategic opportunities to permit major retail on low-performing employment lands**

With the loosening of restrictions on major retail in employment areas in the *Growth Plan*, subject to the Region following suit through its MCR, the City should consider strategic opportunities on developed employment lands to permit major regional-serving retail, recognizing that such uses can be compatible with employment uses and can help to revitalize declining industrial areas. However, policy changes to permit such uses should be site-specific and should meet the following criteria, in addition to satisfying the City's conversion policy:

- The previously developed lands in questions have been vacated or are otherwise heavily underutilized and have an extremely low employment density;
- The lands have immediate proximity to the QEW or Highway 406 for high visibility and easy access;
- There are no designated vacant commercial lands within the city with similar locational characteristics that can accommodate the threshold of retail proposed;
- The employment density of the major retail to be permitted will exceed the current density of the lands;
- Major retail uses will not have a significant adverse impact on adjacent or nearby employment uses, and will contribute positively to any residential neighbourhoods in the immediate vicinity; and
- A market analysis has demonstrated that there is a need in the city for more major retail at the proposed threshold.

**3. The City should reconsider its current employment land designations with an eye to establishing a clearer hierarchy of business park types that recognizes the existing pattern of land uses as well as opportunities for employment growth**

The *Garden City Plan's* two designations for employment lands—General Employment and Business Commercial Employment—are similar in that both permit a broad range of industrial and subordinate commercial uses. The major distinctions are that heavy and noxious industrial uses are permitted in General Employment areas, and other industrial uses that are unsightly or may generate significant truck traffic (e.g., transportation terminals, distribution uses and auto wreckers) are explicitly not permitted in Business Commercial Areas. In addition, small-scale retail, service commercial, office, indoor recreation and institutional uses are restricted to 15% of a property's total floor area in the former designation, and the restriction for the same uses, except office, is 30% in the latter. There are also differences in the percentage of total floor area for the display and/or sale of retail goods produced on the premises.

The City's Zoning By-law, which mirrors the OP policies respecting employment lands, further clarifies that General Employment areas are intended for uses with footprints requiring more than 0.4 ha of land.

When one looks at the City's pattern of existing uses across its employment lands, the distinctions between the two designations, in terms of their appearance and impacts, are less evident, and in some areas where both designations are side by side, not evident at all. The exception to this is where the city's heaviest industrial uses are located.

The recommendation is to consider, at the time of the City's next Official Plan review, policy amendments that would eliminate some of the overlap between the two employment land designations to provide clearer direction regarding the most appropriate uses in each employment area. The goal would be to reinforce and apply the General Employment designation in areas of predominantly industrial and other, complementary uses, and refine the Business Commercial Employment designation to focus it on areas intended for a mix of office, industrial and other, complementary uses.

The following are key amendments to the General Employment policies to consider:

- Generally maintain the uses currently permitted, but replace “knowledge based research, technology, service, communication, information, management uses” with the less ambiguous list of “facilities for scientific and engineering research and development, including but not limited to laboratories, pilot plants and prototype production facilities; broadcasting facility; data storage and processing facilities.” This amendment should be made for clarity, regardless of any other policy changes.
- Increase the percentage of total floor area that may be occupied by small-scale retail, service commercial, office, indoor recreation and institutional uses from 15% to 30%. The latter percentage is currently permitted in industrial areas

designated Business Commercial Employment, and the difference is not significant.

- Increase the percentage of total floor area that may be used for retail displays or sales from 15% to 30%, which is close to the percentage of an industrial use permitted in Business Commercial Employment areas.

The following are key amendments to the Business Commercial Employment policies to consider:

- Require all uses to be wholly enclosed within a building, and do not permit outside storage for industrial uses, or limit the percentage of outside storage and require it to be located in a rear yard.
- Also prohibit outside storage areas for retail display.
- Delete the policy that permits up to 35% of industrial floor area and 15% of office floor area to be used for retail display or sales. Retail space up to 30% would continue to be permitted under the current policy regarding subordinate uses.
- Permit major office uses up to 10,000 m<sup>2</sup> (following an update to the City's major office definition to align with that of the *Growth Plan*).
- Permit medical office uses, provided the total of all such uses does not exceed 10,000 m<sup>2</sup>.

The above amendments would necessitate re-designating most of the lands currently designated Business Commercial Employment and occupied by industrial uses to General Employment to ensure those uses continue to conform to the Official Plan. The lands that should continue to be designated BCE include:

- The QEW/Martindale business park;
- The lands on either side of the hospital, between Third Street and Vansickle Road, north of the railway; and
- The lands on the east side of Glenridge Avenue, across from Brock University (if they are not re-designated Major Institutional beforehand).

The City should also consider re-designating the properties fronting the west side of Louth Street to BCE, given their proximity to the planned transit-oriented development around the train station.

If the above amendments are implemented, the City should also split the GE zoning category into two, one for areas where large industrial lots are appropriate and one for



areas suitable for smaller lots. The provisions for BCE zones would also need to be updated.

Although the above suggested re-designations and continuing land use flexibility within General Employment areas may generally allow heavy, noxious and/or unsightly industrial uses in more areas of St. Catharines, the City can use the rezoning process to regulate the location of such uses and use zoning and/or site plan control to help regulate how any industrial use performs.

With the above suggested policy changes, there will be more land use flexibility within the city's employment lands overall, which will support diverse economic growth. At the same time, the changes will reinforce those employment areas most appropriate for office and other "prestige" employment uses by ensuring they remain physically attractive to future office and "hi-tech" employers.

**4. The City should consider adding general economic objectives and policies to the Official Plan.**

While the Garden City's Plan general employment policies appropriately support a full range of economic activity in the city, the plan currently lacks objectives and policies that reflect and reinforce the City's economic development strategy. Such policies are not necessary for regulating land use. They can help, however, to guide and support infrastructure, "place-making" and other initiatives, such as incentive programs, intended to attract employment and that are generally good for the economy.

## VII CONCLUSIONS AND NEXT STEPS

---

This report summarizes the key findings and results of the St. Catharines ELNA, which concluded the following:

- Planning for employment and employment lands in St. Catharines is undertaken within the Provincial and Regional land use and growth management policy framework. The City must be consistent with direction from the PPS, *Growth Plan 2017* and *Niagara Regional Official Plan* in planning for its own growth and land needs through *The Garden City Plan*.
- St. Catharines is a key population and employment centre within Niagara Region. The City experienced variable residential and employment growth over the last three Census periods, amidst key demographic change and a shifting economic base.
- The aging of the population is a key consideration in planning for future residential and non-residential growth, as an aging population affects labour force participation. The out-migration of working aged adults is contributing to these impacts. The aging demographic trend is expected to continue in St. Catharines over the forecast horizon to 2041.
- The economy of St. Catharines has shifted in large part, away from manufacturing and other traditional industries to professional and commercial services and institutional sectors, indicative of the City's role as a regional service centre. It is anticipated that population-related and major office employment will represent a significant portion of future employment growth in St. Catharines.
- The employment forecast for St. Catharines is for growth of 18,000 jobs from 2016 to 2041. Most of this growth will be in population-related and major office employment and much of the City's future job growth will occur on mixed use and commercially designated lands.
- An updated St. Catharines employment land supply inventory indicates the City has 111 ha of vacant designated employment lands. The City is expected to add roughly 3,200 employment land employment jobs, resulting in a new employment land need of 77ha over the planning horizon to 2041. Taking into account some employment growth on occupied employment lands as firms grow or sites turn over (est.5%), an estimated density of 40 jobs per ha for newly developed employment sites, and a minor adjustment to account for long-term vacancy, a potential surplus of 18 ha has been identified.

- The City may choose to consider some minor changes to land use designations, to convert a small amount of land from employment to a mixed use designation in the current built-up area. Vacant greenfield employment lands represent unique opportunity sites that should be retained solely for accommodating the types of uses permitted in General Employment areas in order to provide for a range of employers and achieve its long-term employment growth outlook.
- Some changes to *The Garden City Plan* policies are recommended to ensure appropriate direction for Employment Area lands, relating to the definition of major office, permissions for major retail, establishing a hierarchy of business park types and the addition of economic objectives to the official plan.
  - The definition of “major office” should be updated to align with the new definition in the *Growth Plan*.
  - Strategic opportunities to permit major retail on low-performing employment lands should be explored during the next official plan review.
  - Use permissions within General Employment and Business Commercial Areas should be reviewed to establish a clear hierarchy of business park types.
  - The official plan could benefit from the inclusion of specific objectives and policies that support the City’s economic development strategy.

The results of the ELNA have been shared with key stakeholders, and finalized based on stakeholder feedback and City and Regional staff comments. The final employment forecasts and employment land needs results will provide a key input to Phase 4 of the Regional MCR and the mapping of Employment Areas in the *Regional Official Plan*.

**Appendix: Input to Niagara Region Provincial Land Needs Assessment (LNA)**



For the purposes of providing input to the Regional LNA process, the following table provides the total employment for St. Catharines for 2016 and 2041, including all employment types on employment area lands and density estimates for occupied, newly developing and an estimated overall density at 2041 across all employment areas and employment types, as required by the Provincial LNA methodology.

**Total Employment Area + Employment for Input to Region of Niagara Provincial LNA**

**2016**

Employment Area	Employment Area Land Area (ha)	Employment Area Employment (# of jobs)
<b>Total Employment Area Lands (Vacant + Occupied)</b>	<b>552</b>	<b>33,712</b>
<i>Major Office</i>		1,182
<i>Institutional</i>		8,530
<i>Employment Land Employment</i>		24,000

**2041**

Employment Area	Employment Area Land Area (ha)	Employment Area Employment (# of jobs)
<b>Total Employment Area Lands (Vacant + Occupied)</b>	<b>552</b>	<b>37,972</b>
<i>Major Office</i>		2,182
<i>Institutional</i>		8,530
<i>Employment Land Employment</i>		27,260

**2016-2041**

Employment Area	Employment Area Land Area (ha)	Employment Area Employment (# of jobs)
<b>Total Employment Area Lands (Vacant + Occupied)</b>	<b>-</b>	<b>4,260</b>
<i>Major Office</i>		1,000
<i>Institutional</i>		-
<i>Employment Land Employment</i>		3,260

Density	Jobs/ha
2016 Occupied Employment Areas (All Employment Types)	60
Newly Developing	40
<b>2041 All Employment Types on Employment Areas</b>	<b>70</b>



## Corporate Report City Council

**Report from:** Financial Management Services, Property Management

**Report Date:** November 12, 2020      **Meeting Date:** November 30, 2020

**Report Number:** FMS-174-2020      **File:** 77.44.99

**Subject:** Stop Up and Close Millbank Street (PIN 46349-0129 LT), Realty File 18-042

**Strategic Pillar:**



### Recommendation

That Council authorize the stopping up and closing of Millbank Street, Township Plan 97 (PIN 46349-0129 LT), (the “lands”) as shown outlined in yellow on Appendix 1; and

That Council authorize the disposal of the lands to the purchaser of the abutting property owner subject to the terms and conditions outlined in In-Camera Report FMS-175-2020; and

That the City Solicitor be directed to prepare the necessary by-laws. FORTHWITH

### Relationship to Strategic Plan

Economic Prosperity for all is enhanced through:

- attracting public and private investment and providing excellent customer service to demonstrate we are open for business; and
- prioritizing redevelopment initiatives consistent with provincial planning legislation and the City’s Official Plan to intensify mixed-use residential developments and ultimately enhance the property tax base.

### Background

On September 24, 2018, Council approved Report FMS-220-2018 which contained the following recommendations:

That Council declare Millbank Street, TP PL 97 Grantham between Rockwood Avenue and Admiral Road (“the lands”) as shown outlined in yellow on Appendix 1 surplus, subject to existing encroachment and the retention of any easements that may be required by the City, adjacent property owners and any other public utility;

That the lands be disposed of according to the procedures outlined in Property By-law 2007-309;

That sections 4.6 and 4.7 of By-law 2007-309 relating to notification to School Boards and placing a "For Sale" sign and listing the property on the local Real Estate Board be waived;

That any disposition of the land is subject to Council authorizing the stopping up and closing of Millbank Street, TP PL 97 Grantham at a future meeting;

That the City Solicitor be directed to prepare the necessary by-laws.

Staff have followed the procedures in By-law 2007-309 as outlined in this report and have reached an agreement to sell the lands to the purchaser of the adjacent property.

As the lands are considered a public highway, they must be stopped up and closed prior to any disposition. The public will be given the opportunity to object to the stop up and close prior to the passing of the by-law and prior to the consideration of this report.

## **Report**

Millbank Street, lying between Admiral Road and Rockwood Avenue, is an unopened road allowance that has not been constructed to urban standards but does serve as a secondary access for properties at 26 and 30 Admiral Road. The two-storey apartment building at 37 Rockwood Avenue also has a minor encroachment (0.15 metre) within Millbank Street.

As a result of an expression of interest in the lands by the owners of the vacant land at 33 Rockwood Avenue in 2018, property information was circulated to the Property Coordinating Committee made up of staff from Financial Management Services, Legal and Clerks Services, Community, Recreation and Culture Services, Planning and Building Services, Municipal Works and Engineering, Facilities and Environmental Services (EFES). 26 Admiral Road and 30 Admiral Road have existing secondary accesses on Millbank Street at the rear of their properties. 37 Rockwood Avenue has a minor encroachment. There is also an existing City sanitary sewer in the Millbank Street road allowance south of Admiral Road that serves no purpose other than as an outlet for 33 Rockwood Avenue. The building at 33 Rockwood was demolished and the lateral decommissioned a number of years ago.

EFES does not have any planned activity for improving, servicing or maintaining Millbank Street. Subject to the existing encroachment and easements being provided to maintain access to 26 and 30 Admiral Road, the Committee determined there is no municipal requirement for the Millbank Street road allowance. The lands were declared surplus by Council on September 24, 2018.

Alectra Utilities and Bell Canada have also requested easements for their existing infrastructure located within the Millbank Street road allowance. Due to the easement requirements, the lands are not developable in isolation and the highest and best use of the lands would be consolidation with one of the adjacent properties to facilitate a redevelopment of the adjacent lands.

Report Page 2 of 4

In accordance with By-law 2007-309, notice of the potential disposition of the lands was given to all abutting property owners to provide equal opportunity to purchase the lands at fair market value as determined by an independent appraisal. Subject to the required easements as noted above, the owners of the vacant land at 33 Rockwood Avenue were the only party interested in acquiring the lands at fair market value. The owners of 33 Rockwood Avenue have entered into an agreement to sell their vacant land to a developer who is assembling the required lands to undertake a redevelopment of 33 Rockwood. Acquiring the Millbank Street road allowance and consolidating it with 33 Rockwood Avenue provides increased development options for the vacant land. Also the sanitary sewer referenced above could be used to convey development flows from that property and would then be considered private. The future development of the lands as merged with 33 Rockwood Avenue will be subject to planning applications which may include land division, site plan approval, zoning by-law amendment or Official Plan amendment. Many of these approvals may require further public consultation.

The stopping up and closing of a public highway requires that public notice to hear any objections to the proposed stop up and closure be given in accordance with the City's Public Notice By-law 2007-310 prior to the passage of the by-law to stop up and close the highway. Members of the public who wish to speak to the recommendation will be provided an opportunity to address Council. Subject to Council's approval, after hearing from any members of the public, the necessary by-law will be presented to Council at this meeting. The Municipal Act then requires that a certified copy of the by-law be registered in the Registry Office for Niagara North to give it effect.

Should Council approve the stop up and close of the Millbank Street road allowance, further recommendations that outline the terms and conditions of the sale are outlined in In-Camera Report FMS-175-2020 submitted for Council approval.

## **Financial Implications**

The costs to the Corporation to stop up and close the road allowance and to convey any required easements along with appraisal, legal and reference plan costs will be the responsibility of the purchaser. In-Camera Report FMS-175-2020 outlines the financial terms and conditions of the sale.

## **Environmental Sustainability Implications**

The sale of the lands to the adjacent property owner will allow for a consolidation of the lands to facilitate a residential re-development. Due to the change in use from road to a more sensitive residential use, a Record of Site Condition for the lands will be required prior to redevelopment occurring. This Record of Site Condition will be the purchaser's responsibility to obtain.

## **Conclusion**

This report recommends the stop up and close of Millbank Street, Township Plan 97. Should Council approve these recommendations, next steps, including the financial and business terms of sale, are outlined in In-Camera Report FMS-175-2020 for Council consideration and approval.



**Prepared and submitted by**

Stephanie Tripp, Manager of Realty and Insurance Services

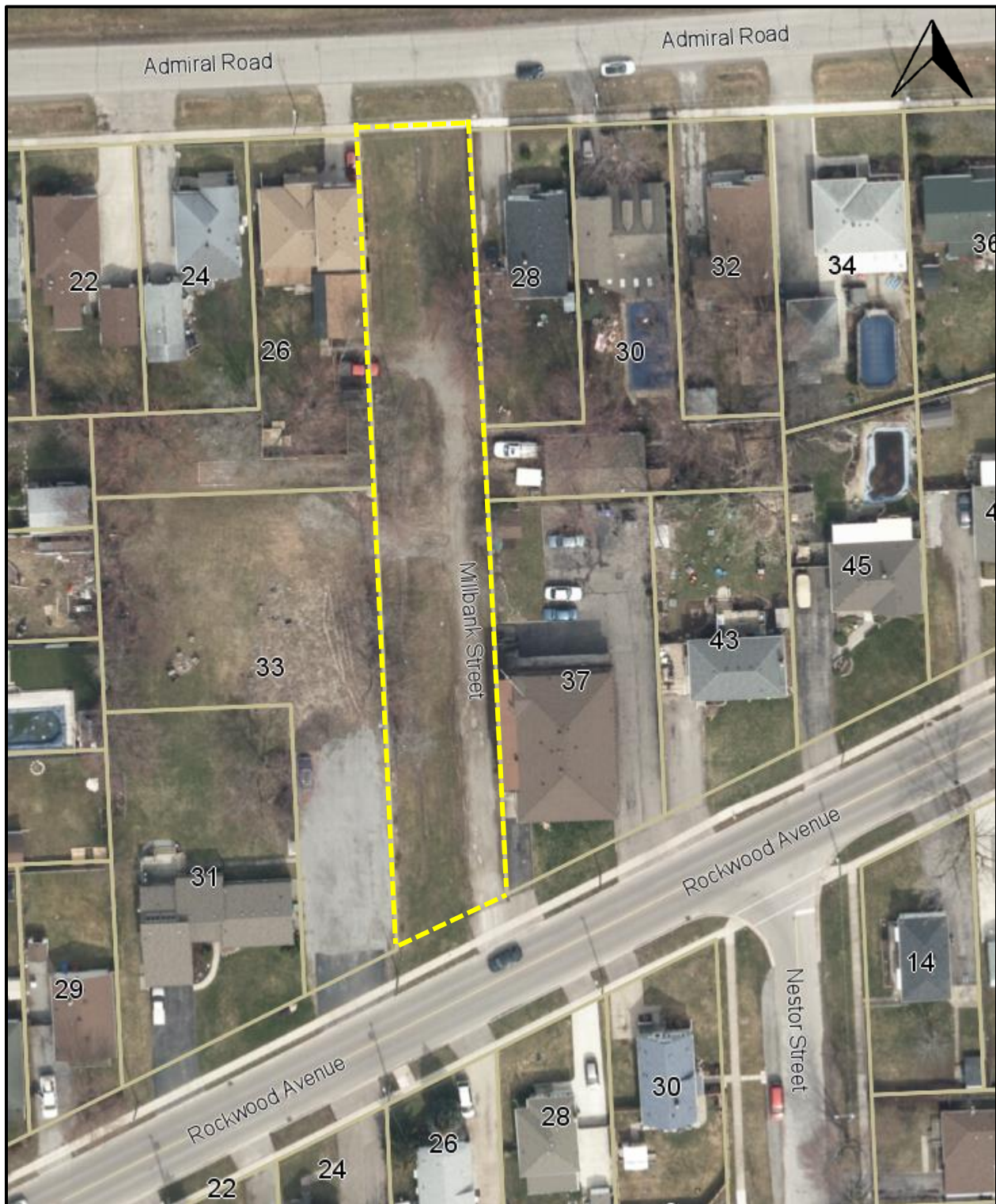
**Approved by**

Kristine Douglas, Director, Financial Management Services / City Treasurer

**Appendices**

- Appendix 1 – The Lands

1



----- Millbank Street



## By-laws to be considered Monday, November 30, 2020

- (a) 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 Admiral Road. Delegation of Powers and Duties By-law No. 2020-156.)
- (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 First Street Louth. Delegation of Powers and Duties By-law No. 2020-156.)
- (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 Leeson Street. Delegation of Powers and Duties By-law No. 2020-156.)
- (d) A By-law to assume and declare certain lands to be highway and to be known as Francesco Crescent. (One reading - with respect to Westmount Estates Subdivision - 29/29A Vansickle Road. Delegation of Powers and Duties By-law No. 2020-156.)
- (e) A By-law to authorize the acceptance of a conveyance of certain lands from Gerald Lee Rosenfeld and 5001884 Ontario Limited for road widening along Greenwood Avenue. (One reading - with respect to 34 Greenwood Avenue. Delegation of Powers and Duties By-law No. 2020-156.)
- (f) 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 of Powers and Duties By-law No. 2020-156.)
- (g) A By-law to amend By-law No. 2013-283 entitled "A By-law to regulate the use of land, the bulk, height, location, erection and use of buildings and structures, the provision of parking spaces and other associated matters in the City of St. Catharines." (One reading - with respect to removal of holding (H) provision for 120 Bunting Road. Delegation of Powers and Duties By-law No. 2020-156.)
- (h) 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 correcting exemption areas relating to Winter Storm Event Temporary On-Street Parking Prohibition (S'no Parking). General Committee, November 9, 2020, Item No. 3.3.)
- (i) A By-law to amend By-law No. 2013-283 entitled "A By-law to regulate the use of land, the bulk, height, location, erection and use of buildings and structures, the provision of parking spaces and other associated matters in the City of St. Catharines." (One reading - with respect to Short-Term Rentals. To be considered by General Committee, November 30, 2020).



- (j) A By-law to provide for the adoption of an amendment to the Official Plan of St. Catharines. (One reading - with respect to designating Employment Areas, and re-designating certain Employment lands for Alternative Uses. To be considered by Council, November 30, 2020).
- (k) A By-law to close permanently that part of Millbank Street named by City of St. Catharines By-law No. 96-391, registered as Instrument No. RO718388, as shown on the Lincoln Park Plan No. TP97, being PIN 46349-0129 (LT), in the City of St. Catharines, Regional Municipality of Niagara. (One reading - with respect to Millbank Street road allowance being lands adjacent 33 Rockwood Avenue. To be considered by Council, November 30, 2020.)
- (l) A By-law to confirm the proceedings of council at its meetings held on the 18th day of November 2020, the 23rd day of November 2020 and the 30th day of November 2020. (One reading - with respect to confirming the proceedings of the meetings held on November 18, 2020, November 23, 2020 and November 30, 2020.)