



**The Corporation of the City of St. Catharines**  
**CITY COUNCIL AGENDA**  
**Regular, Monday, November 29, 2021**  
**Council Chambers and Electronic Participation, 5:30 PM**

This Meeting of Council will be held in person at Council Chambers and electronically for the Members of Council. Due to capacity limits due to the COVID-19 pandemic the public can only participate 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 29, 2021 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 Monday, November 29, 2021 before 9:00 a.m. and attend a test session with City staff on Monday, November 29, 2021 at 10:00 a.m.*

*His Worship Mayor Walter Sendzik takes the Chair and opens the meeting with a Land Acknowledgement*

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**1. Closed Session**

Council will meet in Closed Session for the following purpose(s):

- 1.1 Office of the Chief Administrative Officer  
Property Matter – Acquisition and Disposal (Closed Session report pursuant to By-law 2021-124, Section H3.1(c), a Proposed or Pending Acquisition and Disposition of Land by the Municipality or Local Board), 320 Geneva Street, Realty File No. 20.056

**2. Motion Arising from Closed Session**

**3. Mayor's Report**

**4. Adoption of the Agenda**

**5. Adoption of the Minutes**

- 5.1 Regular Council (Budget), Minutes of [November 8, 2021](#)

[Addenda]

- 5.2 Regular Council, Minutes of [November 15, 2021](#)

[Addenda]

- 5.3 Regular Council (Budget), Minutes of [November 17, 2021](#)

[Addenda]

## **6. Declarations of Interest**

## **7. Motion to Move Consent Reports**

Consent Reports are approved in one motion which approves all of the recommendations contained in each report. Prior to this motion, a councillor may request that one or more of the reports listed under Item 6 be moved to the list of Discussion Reports.

## **8. Consent Reports**

- |          |   |
|----------|---|
| 5 - 14   | 8.1 Community, Recreation and Culture Services, Programs and Cultural Services<br>St. Catharines Cultural Investment Program Funding Recommendations – Round Four   |
| 15 - 25  | 8.2 Planning and Building Services, Planning Services<br>Revision to Conditions of Draft Plan of Subdivision Approval. Subject Lands: 49 Ridley Road; Owner: Ridley College<br>Agent: T. Johns Consulting Group |
| 26 - 32  | 8.3 Planning and Building Services<br>Recommendation Report to administer the Non-Parking AMPS By-law 2021-68   |
| 33 - 66  | 8.4 Corporate Support Services, Accessibility<br>City of St. Catharines Multi-Year Accessibility Plan 2021-2025   |
| 67 - 122 | 8.5 Legal and Clerks Services, Office of the City Clerk<br>Council Correspondence   |

## **9. Public Meetings**

- |           |   |
|-----------|---|
| 123 - 140 | 9.1 Planning and Building Services, Planning Services<br>Planning Act Public Meeting – Recommendation Report Application to Amend Zoning By-law 2013-283<br>Subject Lands: 36 The Cedars; Owner: Shelley Tenbroeck                              |
| 141 - 160 | 9.2 Planning and Building Services, Planning Services<br>Planning Act Public Meeting – Recommendation Report Application to Amend the City's Zoning By-law 2013-283<br>Subject Lands: 37 Warkdale Drive; Owner: Premier Conglomerate Group Inc. |



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- 161 - 180      9.3      Planning and Building Services, Planning Services  
Planning Act Public Meeting – Recommendation Report Application to  
Amend the City's Zoning By-law 2013-283  
Subject Lands: 2 Thorndale Avenue; Owner: 1346775 Ontario Inc.
- 181 - 302      9.4      Financial Management Services, Corporate Asset Management  
2022 Capital Budget, Four-Year Forecast and Asset Management Status

**10. Presentations**

**11. Discussion Reports**

- 303 - 319      11.1      Fire Services  
Update on Next Steps for Fallen Firefighters Memorial
- Presentation by staff and Barry Katzman, Chair, Fallen Firefighters Memorial Task Force, will precede discussion of the report
- 320 - 448      11.2      Planning and Building Services, Planning Services  
Demolition Permit for a Designated Heritage Property: 26-30 Ontario Street (Welland House)  
[Addenda]
- 449 - 595      11.3      Community, Recreation and Culture Services, Business Planning and Strategic Services  
Aquatics Facilities Strategy Implementation Plan

**12. Motions**

- 12.1      **Parking issues on Scott Street**  
*Councillor Dodge will present the following motion:*  
That staff prepare a report on the suitability of modifying Bylaw 89-2000 to permit vehicles to legally park within the confines of a residential driveway apron subject to specific safety and operational constraints; and
- That staff cease enforcement of Bylaw 89-2000 as it relates to parking on the aprons of driveways for homes on the north side of Scott Street between and including #529 to #551 Scott Street unless vehicles are encroaching into the sidewalk and/or the travelled portion of the road; and
- That staff review and introduce one-side on-street parking where it can be legally permitted and does not already exist on the first block of Tavistock Road north of Scott Street; Wakelin Terrace south of Scott Street; and Parkway south of Scott Street.
- 12.2      **Special Council Meeting - Regional Transit Decision**  
*Councillor Siscoe will present the following motion:*  
That Council approve a Special Council Meeting for Wednesday, December 8, 2021, at 6:00 p.m.; and

That the special meeting be held for the purpose of discussing Regional Transit; and

That the meeting be a hybrid meeting allowing for councillors to participate either in-person or electronically; and

That the City Clerk be directed to make the necessary notifications.

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

### **14. Report Requests**

#### **14.1 Dufferin Street East**

*Councillor Siscoe will present the following report request:*

That staff report back on traffic calming options for Dufferin Street East  
[Addenda]

### **15. Committee and Task Force Minutes**

#### **15.1 Minutes to Receive:**

- Accessibility Advisory Committee, meeting of [September 29, 2021](#) (draft)
- Equity and Inclusion Advisory Committee, meeting of [November 9, 2021](#) (draft)
- Heritage Permit Advisory Committee, meeting of [October 28, 2021](#) (draft)
- LGBTQ2+ Advisory Committee, meeting of [November 3, 2021](#) (draft)

[Addenda]

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

#### **16.1 Reading of By-laws**

[Addenda]

### **17. Adjournment**



## Corporate Report City Council

**Report from:** Community, Recreation and Culture Services, Programs and Cultural Services

**Report Date:** November 5, 2021

**Meeting Date:** November 29, 2021

**Report Number:** CRCS-182-2021

**File:** 35.65.12

**Subject:** St. Catharines Cultural Investment Program – Round Four

### Strategic Pillar:

This report aligns with the following St. Catharines Strategic Plan pillars: Cultural



## Recommendation

That Council approve the recommendations for investment through the St. Catharines Cultural Investment Program in the amount of \$84,891.00 as outlined in Table A; and

That staff be directed to make the necessary notifications to SCCIP applicants.

## Summary

City Council's approval is being sought for round four of 2021 funding to be released through the St. Catharines Cultural Investment Program (SCCIP). As per the revised St. Catharines Cultural Investment Policy, the Arts & Culture Advisory Committee established a SCCIP Festival Review Committee to review the Sustaining – Festival Program applications; and a SCCIP Review Committee to review the Arts Development and Culture Builds Community Program applications. These committees finalized recommendations for City Council's consideration totaling \$84,891.00.

## Relationship to Strategic Plan

SCCIP supports the Cultural Renaissance section of the Strategic Plan in the following ways which are also included in section 4.1 of the City's Culture Plan 2020:

- support of the creative cluster and promotion of cultural talent, festivals, events, and venues; and
- stable sustainable cultural support and funding.

## Background

The St. Catharines Cultural Investment Policy was initially approved by Council at its meeting on [February 16, 2004](#). The Policy was then revised and approved by Council on [May 2, 2016](#). The Policy provides a framework for SCCIP, which “is designed to strengthen local arts creation, cultural distribution and engagement to improve the spirit and quality of life for its residents. The St. Catharines Cultural Investment Policy aims to serve long term community sustainability by strengthening cultural vitality, economic diversity, environmental awareness and social inclusion...”

For this fourth intake, SCCIP applications were accepted up to the deadline of September 23, 2021 for the following three programs: the Sustaining – Festival Program; the Arts Development Program; and the Culture Builds Community Program.

## Report

This report provides recommendations for funding to SCCIP applicants to the Sustaining – Festival Program, the Arts Development Program, and the Culture Builds Community Program.

Eight applications (Appendix 1) were received by the advertised deadline: three for the Sustaining – Festival Program; four for the Arts Development Program; and one for the Culture Builds Community Program.

The applications were reviewed for the Sustaining – Festival Program on October 21, 2021 by the SCCIP Festival Review Committee, and for the Arts Development and Culture Builds Community Programs on October 27, 2021 by the SCCIP Review Committee. Both committees evaluated the applications using pre-approved evaluation criteria. Their recommendations were reviewed and endorsed by the Arts & Culture Advisory Committee at their meeting of November 3, 2021. The following investments are being recommended for Council’s approval:

**Table A**

Applicant	2020	2021	
	Funding Amount	Requested Amount	Recommended Amount
<b>Sustaining – Festival Program</b>			
Bravo Niagara! Festival of the Arts	\$15,000	\$20,000	\$17,500
The Norm Foster Theatre Festival	\$25,475	\$32,500	\$26,500
TD Niagara Jazz Festival	\$14,266	\$20,000	\$16,000
<b>Arts Development Program</b>			
Matter of Black	--	\$10,000.00	\$10,000.00
Amanda McDonnell Ad Hoc Group	--	\$3,000	\$0.00
Stolen Theatre Collective	\$5,000.00 (2019)	\$6,400.00	\$3,500.00
Willow Arts Community	\$10,000 (2021)	\$10,000.00	\$8,581.00

<b>Culture Builds Community Program</b>			
Laurie Sadowski	\$3,000.00 (2018)	\$2,810.00	\$2,810.00
<b>Total Funding Round Four</b>		<b>\$104,710.00</b>	<b>\$84,891.00</b>

One applicant was not successful in their funding application primarily because the project's potential for community impact and engagement was not as strong as with the other proposals. The applicant that was unsuccessful will be encouraged to reapply in the future with a project that is more fully developed.

## Financial Implications

Funding recommendations are within the approved 2021 operating budget of \$400,000.00 for SCCIP funding (Table B). To date, \$315,109.00 has been invested through the SCCIP programs in the first three rounds of applications and through multi-year funding approvals. The amount of funding recommended in this report represents the final allocation for 2021. With Council's approval of the report recommendations, total funding allocated in 2021 will be \$400,000.00.

**Table B – 2021 SCCIP Funding**

<b>2021 Total SCCIP Budget</b>	<b>\$400,000.00</b>	
	<b>Actual Amounts</b>	<b>Requested Amounts</b>
<b>Approved in 2021 SCCIP Round 1:</b>		
Culture Days Program	\$10,715.00	\$12,701.93
<b>Round One Total</b>	<b>\$10,715.00</b>	<b>\$12,701.93</b>
<b>Approved in 2021 SCCIP Round 2:</b>		
Sustaining – Core	\$209,000.00	\$230,504.00
Sustaining – Midsized	\$55,000.00	\$57,000
Sustaining – Festival	\$15,000.00	\$15,000
<b>Round Two Total</b>	<b>\$279,000.00</b>	<b>\$302,504.00</b>
<b>Approved in 2021 SCCIP Round 3:</b>		
Arts Development Program	\$12,394.00	\$17,934.00
Culture Builds Community Program	\$13,000.00	\$41,135.00
<b>Round Three Total</b>	<b>\$25,394.00</b>	<b>\$58,529.00</b>
<b>Recommended in this report:</b>		
Sustaining – Festival	\$60,000.00	\$72,500.0
Arts Development Program	\$22,081.00	\$29,400.00
Culture Builds Community Program	\$2,810.00	\$2,810.00
<b>Round Four Total</b>	<b>\$84,891.00</b>	<b>\$104,710.00</b>
<b>Total 2021 SCCIP Funding Allocated</b>	<b>\$400,000.00</b>	

## Environmental Sustainability Implications

There are no environmental sustainability implications associated with this report.

## **Conclusion**

The City's SCCIP funding program provides opportunity for investment in the cultural vitality of the community. Many SCCIP applicants partner with social service agencies to develop specialized programming that serves challenged and disadvantaged residents. SCCIP applicants also program events and activities that appeal to a wide range of interests, including diverse communities, to ensure that St. Catharines residents are provided with access to opportunities for professionally-led arts experiences and creative self-expression.

Every year, SCCIP investment directly serves the implementation of Culture Plan 2020, cultivating the growth and development of the creative sector, fostering participation in arts, heritage, and cultural experiences, and communicating the experiences and value of culture to St. Catharines residents.

## **Notifications**

Staff to notify SCCIP applicants accordingly.

### **Prepared by**

Noora Rizvi, Supervisor, Cultural Services

### **Submitted by**

Lori Mambella, Manager, Programs and Cultural Services

### **Approved by**

Phil Cristi, Director, Community, Recreation and Culture Services

## **Appendices**

1. SCCIP Review Committee Recommendations

# SCCIP - APPLICANT RECOMMENDATIONS 2021

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## Review Committee #4 – October 21, 2021

### SUSTAINING - FESTIVAL PROGRAM – APPLICANTS

Applicant / Festival/Event / Dates	Amt. Req.	Festival Description	Funding Recommendations and Review Committee Comments
Bravo Niagara! Festival of the Arts Voices of Freedom Festival, Bravo Niagara! TD Jazz Series and Maestro Series Taking place throughout 2022	\$20,000	The Voices of Freedom Festival (VOFF) was launched in 2015 and has become a signature Bravo Niagara! event and important platform for featuring culturally diverse artists. In 2022, VOFF organizers are planning to commemorate 80 years since the forced uprooting, internment, and dispossession of 22,000 Canadians of Japanese ancestry with a headline concert at the FirstOntario Performing Arts Centre (PAC) featuring a rare Canadian appearance of the Japanese American band Hiroshima. A workshop, a symposium and a film screening will round out the programming. In addition to VOFF, Bravo Niagara! is seeking to expand its offerings in St. Catharines with two separate series: the TD Jazz Series (March to December) including a performance by the Legendary Count Basie Orchestra; and the Maestro Series, featuring new and emerging stars of classical music such as Charles Richard-Hamelin (piano) and MILOŠ, (guitar). Organizationally, Bravo has succeeded in their plan to transition most programming from Niagara-on-the-Lake to St. Catharines. Their 2021-23 Strategic Plan prioritizes increasing private sector revenue, through donations and foundation funding.	<b>\$17,500</b> – The Committee was very impressed with this application and commended Bravo Niagara! for the culturally-enriched programming that they're planning. The Committee agreed the artistic lineup is truly marquee and that Bravo's focus on innovative projects with original content has the potential to build awareness and draw visitors from outside Niagara. Shoulder-season programming could generate spinoff revenue for other businesses, while solid partnerships and outreach activities – especially connections with local high schools, Brock University and Niagara College – provide opportunities for community engagement. Though they really liked how Bravo will be a major presence at the PAC this coming season, the Committee had some reservations about the overall lack of local artists being presented. Still, the Committee was very supportive of funding Bravo Niagara!'s activities in 2022, agreeing the organization has significant potential to grow.



<p><b>The Norm Foster Theatre Festival</b></p> <p><b>The Foster Festival</b></p> <p>Taking place throughout 2022</p>	<p><b>\$32,500</b></p>	<p>The Foster Festival is in the midst of their sixth successful season (2016 – 2021) producing the plays of Norm Foster. Norm is internationally-renowned for his skill in examining extraordinary moments in the lives of ordinary people and his highly entertaining style – humour with heart. The Foster Festival is starting the year off in January 2022 with a filmed production of one of Norm's new plays, "Wildly Romantic". Between June and August, they will produce two world premieres – an outdoor production of Norm's play, "1812" in partnership with Fort George, and "Danny &amp; Delilah", starring Norm Foster and Artistic Producer Emily Oriold. In September, they will revive 2021's very successful golf course tour with "The Foursome". Lastly, in December, they will present a reading series inside restaurants in St. Catharines with several artist couples.</p> <p>Organizationally they are growing, with a plan to hire a Sponsorship Coordinator whose sole focus will be building corporate support, while also engaging a part-time employee to manage the Box Office.</p>	<p><b>\$26,500</b> – The Committee noted that the Foster Festival has worked diligently over the past two pandemic-altered seasons to retain their audience, reach new markets, think outside the box, sell tickets, and to continue to position themselves within the revitalization of downtown St. Catharines. The Committee was impressed with the Festival's outreach initiatives, including their youth and adult drama clubs, as well as providing free and low-cost tickets, which illustrates their goal to make theatre accessible for all local community members. The Committee praised the Festival's creative pivot to outdoor performance, as well as their lengthy list of local partners, from golf clubs to restaurants, cafés, and wineries throughout St. Catharines, noting these connections benefit the businesses, the Festival, and audiences. Ultimately, the Committee was very supportive of a slight funding increase for the Festival's 2022 season.</p>
<p><b>Niagara Jazz Festival</b></p> <p><b>The TD Niagara Jazz Festival</b></p> <p>Taking place throughout 2022</p>	<p><b>\$20,000</b></p>	<p>The TD Niagara Jazz Festival (NJF) is dedicated to keeping jazz music alive by uniting the Niagara community in a cutting-edge festival that inspires, educates and develops future jazz audiences, and combines live jazz with a unique Niagara experience – food, wine, culture and natural wonders. Plans for 2022 include a continuation of their 'In Your Own Backyard Series' with several events at Shady Acres Studio. These events will be socially distanced and on an outdoor stage. Their 'Hungry 4 Hammond' (Organ) Series was postponed due to COVID but will be taking place in winter and spring. During the summer, their plan is to be back to</p>	<p><b>\$16,000</b> – The Committee was very impressed by how the NJF has not only grown since its inception (they now present two full weekends of music in the summer plus numerous series and events throughout the year) but also with the sheer number of virtual concerts they have presented throughout the pandemic – all boasting excellent attendance. The Committee noted that a large amount of NJF programming is free, accessible, and family-friendly. The Committee agreed that the mix of talented national and international artists being</p>

their signature in-person events, including: Jazz in the Park at Lakeside Park; Niagara's Summer Mardi Gras; World Music on the Beach; Soul Jazz in the vineyard; and Jazz in the Clubs.


The Jazz Festival is currently working with a consultant to help restructure the organization's staffing, in an effort to build the sustainability of the Festival.

programmed along with local artists and emerging musicians was excellent. Though the Committee noted some areas could be strengthened – especially in terms of organizational capacity and staffing – they were very supportive of providing the NJF with an increase over last year.

## Review Committee #5 – October 27, 2021

### ARTS DEVELOPMENT PROGRAM – APPLICANTS

APPLICANT	REQ.	PROJECT	First Time	Funding Recommendations and Review Committee Comments
<b>Matter of Black</b>	<b>\$10,000</b>	<p><b>Emancipation Day STC 2022</b> – Matter of Black's mission is to amplify Black voices, Black history and Black businesses in the Niagara region. They seek support to bring Emancipation Day STC celebrations and activities to St. Catharines, Niagara and visitors through a range of free activities in July/August 2022. Taking place at Lakeside Park and the FirstOntario Performing Arts Centre, events range from anti-racism workshops and educational speaker series to live performances and film screenings. The aim is to celebrate Black history within the Niagara region while also utilizing the platform of Emancipation Day to teach and engage our whole community in Black issues and experiences.</p> <p><b>Date: July/August 2022</b></p>	✓	<p><b>\$10,000</b> – A very strong proposal, with both cultural interest and community impact clearly articulated. In terms of organizational strength, the Committee agreed that based on evidence from the past two years of online events and the obvious passion and determination of the organizers, there is a high probability Matter of Black will be able to organize an outstanding event again this year. With performances, film screenings, educational components, activities, and a robust connection to local Black heritage, Emancipation Day has the potential to bring lasting impact to St. Catharines. Since this event is designed to engage the entire community in knowledge sharing and celebration, the Committee recommended the full request.</p>

<b>Amanda McDonnell Ad Hoc Group</b>	<b>\$3,000</b>	<p><b>Both Sides of the Curtain</b> – This ad hoc group led by Amanda McDonnell (with Marie Barros and Katey Gatta) is applying for SCCIP funds to work collaboratively on “Both Sides of the Curtain” – a musical web series that shares the comical adventures of an emerging artist as she explores the different facets of theatre. Originally conceived as part of a Suitcase in Point Nest Residency project, this stage of the project aims to further develop the series and bring it to the web for public viewing in Spring/Summer 2022.</p> <p><b>Date: January to July 2022</b></p>		<p><b>\$0</b> – The Committee agreed this was a good submission for a first-time grant applicant and that the project sounded interesting. However, they agreed that the community impact and engagement for this project was not as strong as other proposals. The Committee also noted that only providing some funding to this project would not help project leaders achieve their goal of a professional, polished finished product. This, coupled with the high demand of the program, resulted in the Committee not recommending funding for this initiative.</p>
<b>Stolen Theatre Collective</b>	<b>\$6,400</b>	<p><b>Journey to the Centre of the Earth</b> – Stolen Theatre is seeking support to produce an in-studio workshop production of “Journey to the Centre of the Earth”, to be presented to a live St. Catharines audience in May of 2022. The piece is designed to be theatrically unique, easily-spaced as COVID continues, and family-friendly. Created through experiments by leaders in physical creation, they are planning a theatrical, interactive, and completely mimed virtuoso one-man performance. The company will use this first presentation to gather audience reactions, feedback from local professionals, and set the groundwork for a full production with integrated tech and touring potential planned for late 2022/early 2023.</p> <p><b>Date: March to May 2022</b></p>		<p><b>\$3,500</b> – Stolen Theatre is a very solid company that produces high-quality original work, and the Committee appreciated their focus on taking time to develop new plays. The Committee really liked this innovative and creative proposal as well as Stolen Theatre’s commitment to working with an experienced, well-qualified mix of local mid-career professional artists. Though the organization has a relatively small reach due to the venues in which they perform, the work is high-impact and acts as an out-of-the-ordinary theatre experience for audiences. The Committee was supportive of Stolen Theatre and noted that they believed the recommended funding amount is a good starting point for this development phase of the overall project.</p>

<b>The Willow Arts Community</b>	<b>\$10,000</b>	<p><b>Peer Facilitated Open Studio</b> – Willow Arts Community is applying for a pilot project for peer facilitators and skill sharing at their multidisciplinary Open Studio. The project aims to promote member leadership skills and expertise, providing paid work, and providing more structure for participating members. Willow has developed this program because they believe their membership would benefit from the many people within their own community who could share exceptional skills and best practices. Willow envisions this program as an opportunity to support these peer facilitators in overcoming barriers to full utilization of their skills in the wider community.</p> <p><b>Date: January to December 2022</b></p>		<p><b>\$8,581</b> – The Committee noted that Willow Arts Community's work is well-recognized as a proponent of healing through arts development and mentorship. The organization fills a unique need in St. Catharines for this type of programming for a community that is chronically under-served. The Committee agreed that the peer-facilitated Open Studio program is important because it allows current members the opportunity to further develop their work and share their unique skills and abilities by delivering workshops to other members. The Committee felt it was an extremely worthwhile project for support and recommended nearly the full amount of funding.</p>
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### CULTURE BUILDS COMMUNITY APPLICANT

APPLICANT	REQ.	PROJECT	First Time	Funding Recommendations and Review Committee Comments
<b>Laurie Sadowski</b>	<b>\$2,810</b>	<p><b>Curious Impressions: Cyanotype Printing and Music Workshops</b> – Laurie Sadowski and Samantha Province are requesting funds to engage people with MS in participatory and inclusive artistic workshops. Using adaptable art materials and focusing on accessibility, the artists intend to ensure participants are at the forefront of the project. The participants will engage in cyanotype, a simple photographic printing process that produces a vibrant cyan-blue print, while using music as a tool of inspiration along the way. The resulting prints will be on display at a variety of locations in downtown St. Catharines.</p> <p><b>Date: February to August 2022</b></p>		<p><b>\$2,810</b> – The Committee agreed that this innovative project has great potential to be impactful for participants. It could be a great opportunity for people who are living with MS to find ways to break barriers and express themselves through art. The project leads have the support of the community they will engage – evidenced by excellent feedback from past participants – and the Committee noted that both have experience facilitating community art projects like this. The Committee was especially impressed that the organizers have already lined up many businesses interested in displaying the final artworks as part of an “art crawl”. The Committee recommended the full amount of the request.</p>

**SUMMARY**

<b>Program</b>	<b># of Applicants</b>	<b>Requests Fall 2021 intake</b>	<b># of Recipients</b>	<b>Recommended Investments</b>
<b>Sustaining – Festival Program</b>	<b>3</b>	<b>\$72,500</b>	<b>3</b>	<b>\$60,000</b>
<b>Arts Development Program</b>	<b>4</b>	<b>\$ 29,400</b>	<b>3</b>	<b>\$22,081</b>
<b>Culture Builds Community Program</b>	<b>1</b>	<b>\$ 2,810</b>	<b>1</b>	<b>\$2,810</b>
<b>Total</b>	<b>8</b>	<b>\$104,710</b>	<b>7</b>	<b>\$84,891</b>



## Corporate Report City Council

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

**Report Date:** November 9, 2021

**Meeting Date:** November 29, 2021

**Report Number:** PBS-185-2021

**File:** 19 107539 SA

**Subject:** Recommendation Report, Modification of Draft Approved Plan of Subdivision and Draft Plan Conditions, 49 Ridley Road, Owner Ridley College, Agent T. Johns Consulting Group.

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan pillars: economic, social, and environmental.



## Recommendation

That Council approve minor revisions to the boundaries of Block 2 of the draft plan of subdivision originally approved by Council on October 21, 2019, for lands known municipally as 49 Ridley Road, as illustrated in Appendix 2, subject to the revised conditions of draft plan of subdivision approvals, as outlined in Appendix 3, of this report; and

That Council approve the revision to the conditions of draft plan approval originally approved by Council on October 21, 2019 as follows, all identified in bold in Appendix 3:

- i) That Condition 1 be deleted in its entirety and replaced with a new condition to recognize the redline revision to Block 2.

That Council approve the following section to be included in the subdivision agreement that:

- a) Acknowledges that changes are intended to the road network.
- b) Acknowledges that detailed design work is not completed; and
- c) Agrees that the lands to be excluded from the subdivision will not lose public road frontage as a result of proposed changes to Permilla Street, although the travelled portion of the road may be reduced.

That the City Clerk be authorized to endorse the revised plan of subdivision as “draft approved”; and

That the Clerk be directed to make the necessary notifications; and

That Council approve the modifications as being minor, and that further public notice is not required, pursuant to Section 41 (47) of the Planning Act; and

Further, that the City Solicitor be directed to prepare the necessary by-laws and agreements.

## **Summary**

This report addresses the applicant’s request for minor modifications to the draft approved plan of subdivision in order to: i) remove the area of a land titles dispute (the redlined area) between the owner and neighbouring property owner from the lands contained within the draft approved plan of subdivision; ii) to address concerns of the owner related to ensuring that the remnant redlined area will continue to enjoy full access and frontage in the future; and iii) to address certain technical requirements of the owner, city and region related to the future uses of the lands within the plan of subdivision. The proposed modifications to the draft plan of subdivision, as illustrated in Appendix 2, and the changes to the conditions of draft plan approval are considered minor in nature and appropriate for the future development of the lands. No additional public meeting is required.

## **Relationship to Strategic Plan**

The recommendations of this report support three of the four pillars of the City’s Strategic Plan. Related goals are listed below:

- Economic Prosperity
  - Attract public and private investment to grow the economy of the city; and
  - Provide excellent customer service to members of the public
- Social Well-Being
  - Improve transportation and overall connectiveness (all modes including GO Rail, VIA Rail and inter municipal transit and active transportation); and
  - Supporting redevelopment projects which will build strong, livable communities, connected neighbourhoods and improve the quality of life for all citizens.
- Environmental Stewardship
  - Responsible, future ready, community planning;
  - Supporting energy conservation and demand management; and
  - Reducing climate change impacts and supporting mitigation plans.

## **Background**

On October 21, 2019, Council granted draft plan of subdivision approval on the lands municipally known as 49 Ridley Road. Specifically, the draft approved plan, which is attached as Appendix 1, provides for the creation of a new public street through the lands, to accommodate a primary access for the St. Catharines Via and GO station.



On May 7, 2018, Council adopted the GO Transit Station Secondary Plan (GTSSP) and implementing Official Plan Amendment No. 19 (OPA 19). Subsequently, the Region of Niagara approved the GTSSP on July 5, 2018. OPA 19 is now in full force and effect. The GTSSP envisions higher density development and public improvements to support GO transit, including the provision of a new street from Ridley Road to the future GO station site.

Daily GO service to St. Catharines took effect in January 2019 using the current CN station building as an interim measure until the station can be renovated to meet GO service standards. Metrolinx, the provincial agency responsible for GO transit, is currently undertaking a redesign of the existing CN station site to accommodate GO service.

With the arrival of full GO service to St. Catharines, the Region of Niagara undertook the preliminary design and environmental assessment study that are necessary for full replacement of the CN bridge along St. Paul Street West. Construction is targeted for 2022. The redesign includes an extended, more gradual approach on the east and west sides of the bridge, which will prohibit full turning movements at Great Western Street. As a result, Great Western Street will be modified in the future to be one-way only into the station site (right-in from St. Paul Street West). Accordingly, an alternative access to the station is required from Ridley Road to replace the compromised access off of St. Paul Street West.

On May 27, 2019, Council authorized the City to enter into a Memorandum of Understanding with the Region of Niagara and Ridley College, which sets out the terms and conditions under which Ridley College would initiate the planning application that is the subject of this report in order to create a new public street through its lands at 49 Ridley Road. At the same time, Council granted early budget approval for the design and construction of the new public road in the 2020 Capital Budget and Four-Year Forecast (\$500,000).

On October 7, 2019, Council considered and endorsed Report [EFES-196-2019](#), which included recommendations of the Ridley Neighbourhood Traffic Management Study. This included modifications to the street network in the neighbourhood that would see Permilla Street terminating in a cul-de-sac near the eastern edge of the Loyal Order of Moose (the "Order") Property. The impact on parking within the Ridley property by the Order was the subject of an objection to Ridley's land titles application by the Order. Approval of the Ridley Land Titles application is required prior to registration of the plan of subdivision. Removal of the redlined parcel from the plan of subdivision allows for the objection to be dealt with through a separate process or negotiation without impacting the timing of registration of the plan of subdivision and subsequent construction of the access road across the property. Ridley College has expressed concerns with the proposal to construct a cul-de sac along Permilla Street, with respect to guarantee of access and frontage for any lands that Ridley College may retain in the redlined parcel. St. Catharines Municipal Works has subsequently agreed to modify the cul-de-sac at the terminus of Permilla Street to permit access and frontage across the entire southerly boundary of the redlined lot.

Over the last 24 months, City staff have worked to clear the conditions of draft plan approval, as specified in the Memorandum of Understanding. Completion of a Subdivision Agreement and Registration of the final plan of subdivision is anticipated shortly after resolution of the Land Titles application on the Ridley lands.

## Report

### Modification to Approved Draft Plan of Subdivision

Final approval and registration of the draft plan of subdivision was delayed due to on-going discussions between Ridley College (the owner) and the Order (the neighbouring property owner) over Ridley's application for absolute title to the lands encompassed by the plan of subdivision. In October 2021, City staff were advised that the Order is prepared to withdraw any objection to the Ridley Land Titles application (required for registration of a plan of subdivision), contingent on removal of the disputed piece of property via a redlined revision. This will be achieved through modification of condition 1 of draft approval to the following with reference included to the redlined revision, dated January 19, 2021:

#### General Approval

That this approval applies to the Draft Plan of Subdivision for the lands described as Part of Lot 1438, Corporation Plan No. 2, and Part of Lot 20, Concession 7, known municipally as 49 Ridley Road, prepared by Matthews, Cameron, Heywood, Kerry T. Howe Surveying Ltd., dated June 11, 2019, and showing two (2) blocks for future development (Blocks 1 and 2) and one block for a future public road (Block 3), as modified by redlined revision, dated January 19, 2021.

(City of St. Catharines)

The subject piece of land is 0.8 ha in area and its removal from the plan of subdivision does not impact the proposed future layout of the St. Catharines GO station, nor does it materially alter the impact of the plan of subdivision in terms of the projected road construction and future development potential of Blocks 1 and 2. The remnant parcel would exist as a separate parcel (outside the plan) following registration of the plan of subdivision.

Ridley College is supportive of the modification to the modification to the draft plan, subject to assurance by the City that access and frontage would continue to be provided on Permilla Street for any remnant lot that Ridley College may own.

St. Catharines Municipal Works staff and Planning and Building Staff are satisfied that this minor adjustment to the draft approved plan of subdivision and modification to the future terminus of Permilla Street and inclusion of such assurance of this within the subdivision agreement is appropriate for the orderly development of the subject lands in a new section which will include the following:

- a) Acknowledges that changes are intended to the road network.
- b) Acknowledges that detailed design work is not completed; and
- c) Agrees that the lands to be excluded from the subdivision will not lose public road frontage as a result of proposed changes to Permilla Street, although the travelled portion of the road may be reduced.

## **Financial Implications**

All costs associated with the future development of Blocks 1 and 2 will be borne by the Applicant. Pursuant to the Memorandum of Understanding between the City, Region of Niagara, and Ridley College, the City will be responsible for the design and construction of the new road. Council has previously granted budget approval for these works in the amount of \$500,000. No additional costs to the municipality will result from the redlined revision to the draft plan.

## **Environmental Sustainability Implications**

Efficient planning of and access to the St. Catharines GO Train Station site, facilitated by the plan of subdivision, will promote and enable access to inter-city public transit, reducing reliance on fossil fuels. The creation of parcels for future transit supportive development contributes to sustainable growth objectives, the efficient use of existing land resources and ultimately will promote the use of inter-city public transit, reducing reliance on fossil fuels.

## **Conclusion**

Staff supports the proposed modifications to the approved draft plan of subdivision. The revisions are considered both minor and appropriate, and no further public meeting is recommended.

## **Notifications**

It is in order to notify Ridley College, the Loyal Order of Moose and the Niagara Region of the outcome of Council's decision.

### **Prepared and Submitted by**

Michael Seaman, MCIP, RPP  
Senior Project Manager

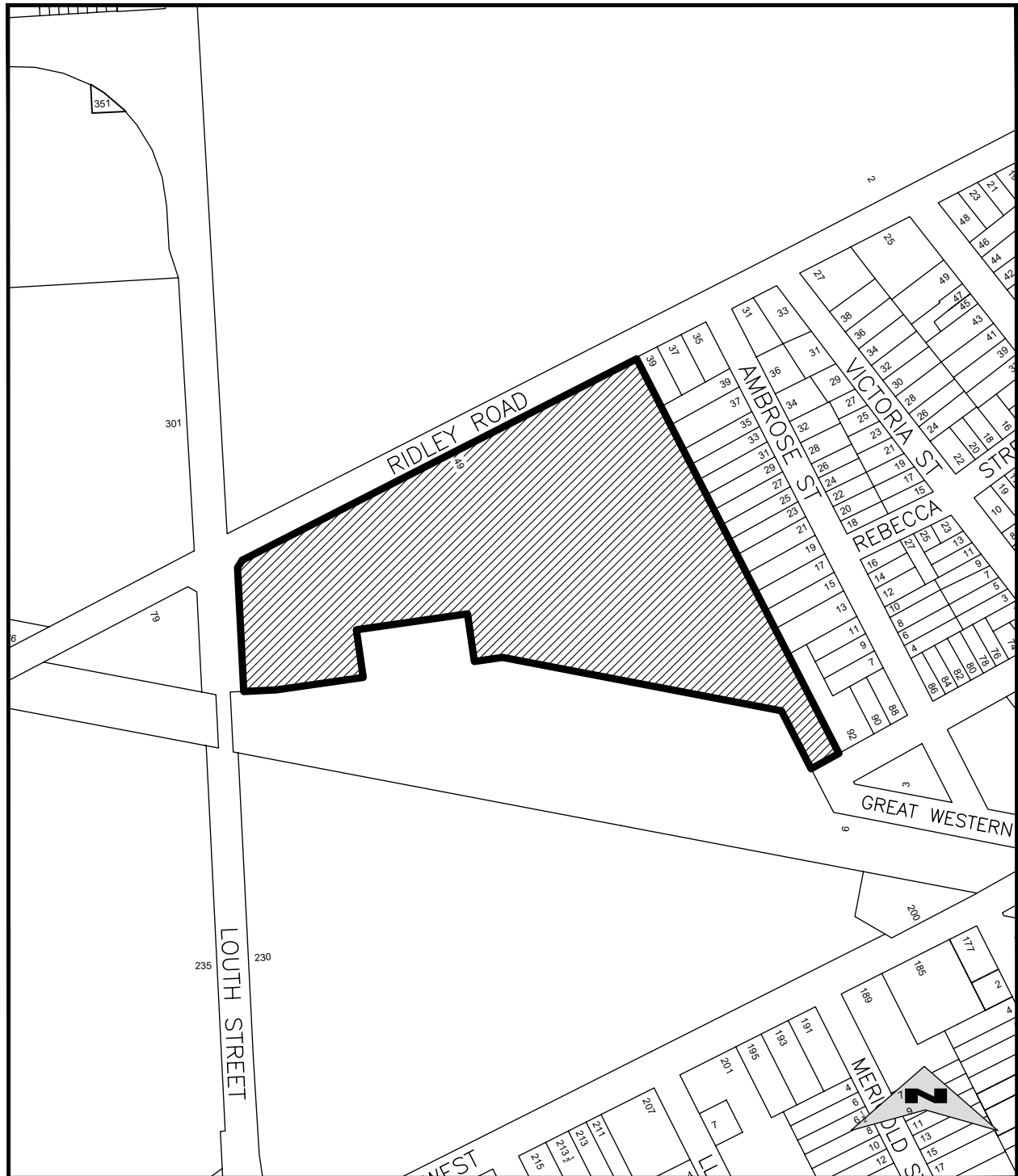
### **Approved by**

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

## **Appendices**

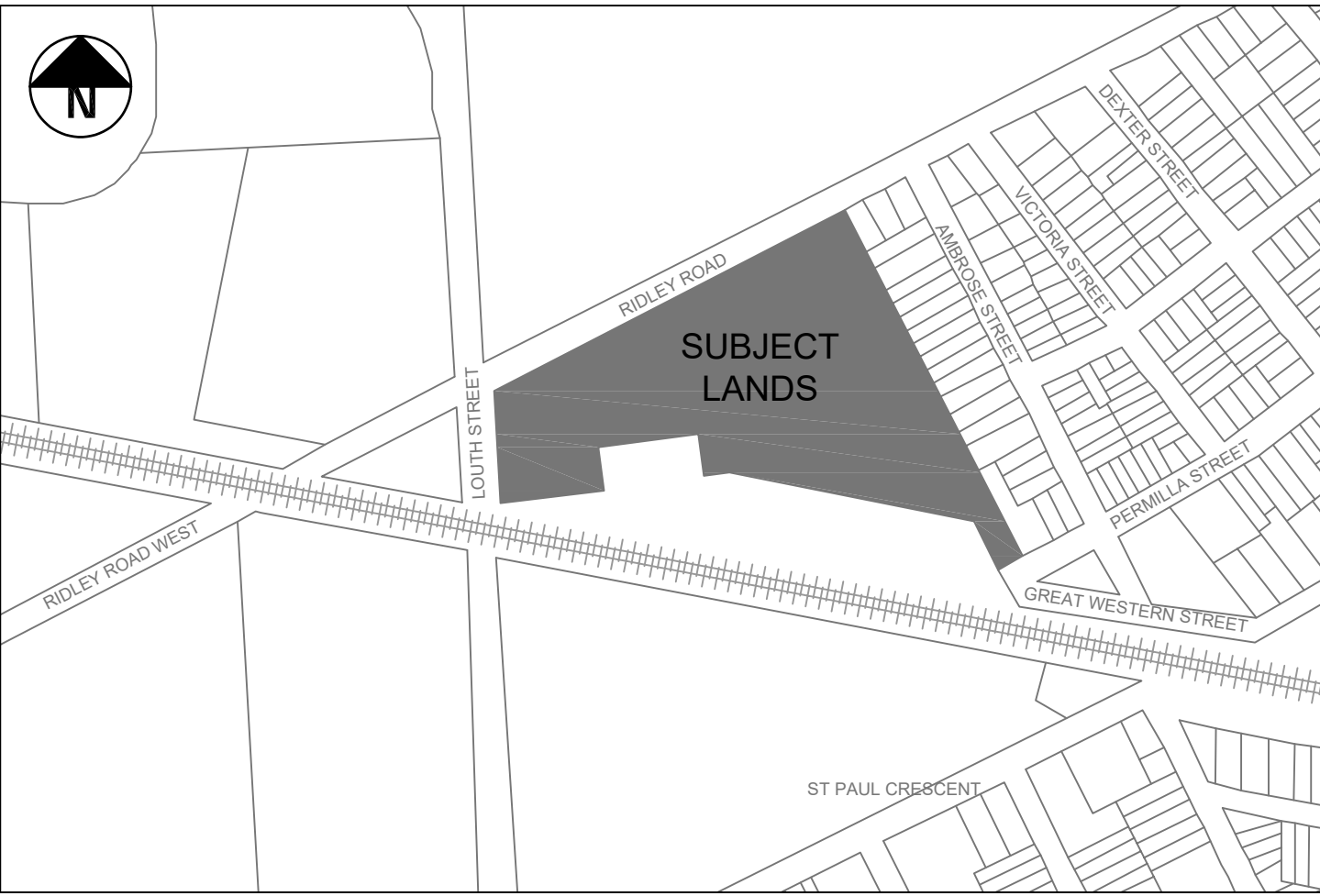
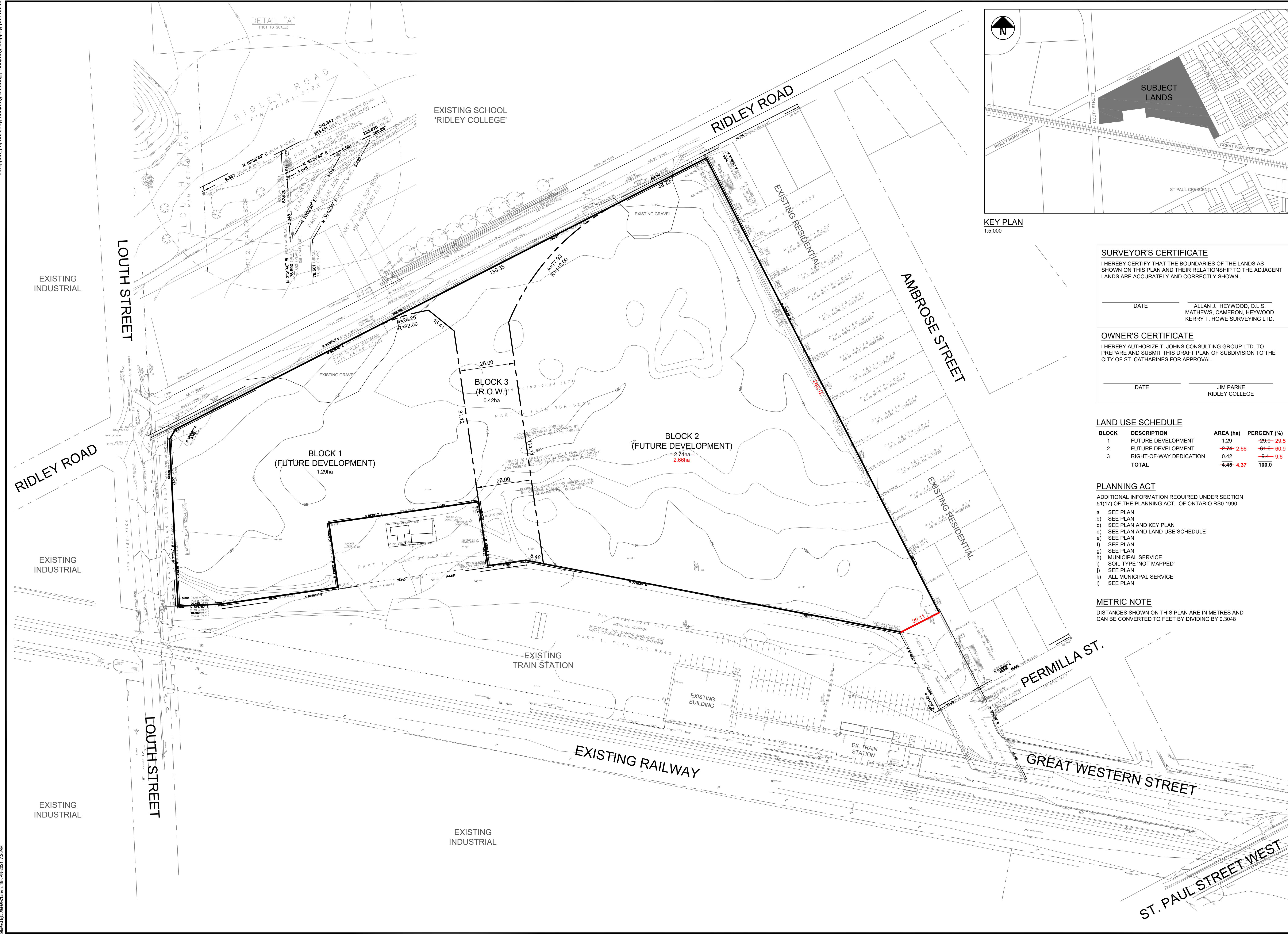
1. Location Map
2. Draft Plan of Subdivision, prepared by Matthews, Cameron, Heywood, Kerry T. Howe Surveying Ltd., and dated June 11, 2019 with redlined revision, dated January 19, 2021.
3. Modified Conditions of Draft Plan Approval

# Location Map



 **Subject Lands**  
**49 Ridley Road**





KEY PLAN  
1:5,000

SURVEYOR'S CERTIFICATE

I HEREBY CERTIFY THAT THE BOUNDARIES OF THE LANDS AS SHOWN ON THIS PLAN AND THEIR RELATIONSHIP TO THE ADJACENT LANDS ARE ACCURATELY AND CORRECTLY SHOWN.

DATE ALLAN J. HEYWOOD, O.L.S.  
MATHEWS, CAMERON, HEYWOOD  
KERRY T. HOWE SURVEYING LTD.

OWNER'S CERTIFICATE

I HEREBY AUTHORIZE T. JOHNS CONSULTING GROUP LTD. TO PREPARE AND SUBMIT THIS DRAFT PLAN OF SUBDIVISION TO THE CITY OF ST. CATHARINES FOR APPROVAL.

DATE JIM PARKE  
RIDLEY COLLEGE

LAND USE SCHEDULE

BLOCK	DESCRIPTION	AREA (ha)	PERCENT (%)
1	FUTURE DEVELOPMENT	1.29	-29.0- 29.5
2	FUTURE DEVELOPMENT	-2.74- 2.66	-61.6- 60.9
3	RIGHT-OF-WAY DEDICATION	0.42	-9.4- 9.6
TOTAL		-4.45- 4.37	100.0

PLANNING ACT

ADDITIONAL INFORMATION REQUIRED UNDER SECTION 51(17) OF THE PLANNING ACT. OF ONTARIO RS0 1990

- a) SEE PLAN
- b) SEE PLAN
- c) SEE PLAN AND KEY PLAN
- d) SEE PLAN AND LAND USE SCHEDULE
- e) SEE PLAN
- f) SEE PLAN
- g) SEE PLAN
- h) MUNICIPAL SERVICE
- i) SOIL TYPE 'NOT MAPPED'
- j) SEE PLAN
- k) ALL MUNICIPAL SERVICE
- l) SEE PLAN

METRIC NOTE

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

LEGAL DESCRIPTION

PART OF LOT 1438,  
CORPORATION PLAN No. 2  
PART OF LOT 20, CONCESSION 7  
FORMERLY IN THE TOWNSHIP OF GRANTHAM,  
NOW IN THE  
CITY OF ST. CATHARINES  
IN THE  
REGIONAL MUNICIPALITY OF NIAGARA

PIN: 46180-0093 (LT)

MUNICIPAL ADDRESS:  
49 RIDLEY ROAD,  
ST. CATHARINES, ON  
L2S 4B6

LEGEND

- SUBJECT PROPERTY LINE
- PROPOSED PROPERTY LINE
- EXISTING SURROUNDING PROPERTY LINE

REVISIONS			

E	REDLINE REVISION	18-JAN-2021	JW
D	FOR SUBMISSION	10-JUN-2019	JB
C	FOR REVIEW	03-JUN-2019	JB
B	FOR REVIEW	12-FEB-2019	JW
A	FOR INFORMATION	25-SEP-2018	JW
REV.	DESCRIPTION	DATE	INIT.

DISCLAIMER  
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310 LIMERIDGE ROAD WEST, SUITE 6 P 905-574-1993  
HAMILTON ONTARIO, L9C 2V2 F 905-527-9559

PROJECT TITLE

49 RIDLEY ROAD

ST. CATHARINES, ONTARIO

DRAWING TITLE

DRAFT PLAN  
OF SUBDIVISION

DRAWN BY JW	DESIGNED BY JW
PRINT DATE 19-Jan-2021	PROJECT NUMBER 5901
REVISION D E	DRAWING NUMBER DP1-1
SCALE 1:750	



**CONDITIONS OF DRAFT PLAN OF SUBDIVISION APPROVAL  
49 RIDLEY ROAD  
FILE NO.: 19 107439 SA**

**General Approval**

1. That this approval applies to the Draft Plan of Subdivision for the lands described as Part of Lot 1438, Corporation Plan No. 2, and Part of Lot 20, Concession 7, known municipally as 49 Ridley Road, prepared by Matthews, Cameron, Heywood, Kerry T. Howe Surveying Ltd., dated June 11, 2019, and showing two (2) blocks for future development (Blocks 1 and 2) and one block for a future public road (Block 3), with redlined revision, dated January 19, 2021.

*(City of St. Catharines)*

**Subdivision Agreement**

1. That the owner and the City of St. Catharines enter into a subdivision agreement, wherein each party agrees to satisfy all requirements set out in these conditions of draft plan of subdivision approval as the City may deem necessary.

*(City of St. Catharines)*

2. That the subdivision agreement between the owner and the City of St. Catharines be registered by the municipality against the lands to which it applies, as provided for under the Planning Act.

*(City of St. Catharines)*

**Roads**

3. That the proposed street (Block 3) be dedicated as a public road and named to the satisfaction of the City of St. Catharines.

*(City of St. Catharines)*

**Dedication of Land**

4. That a 0.3 metre reserve along the southerly property boundary be dedicated to the City of St. Catharines.

*(City of St. Catharines)*

5. That a road widening, approximately 1.0 metre in width along the north side of Ridley Road, from Louth Street to the eastern extent of the lands to be subdivided, be dedicated to the City of St. Catharines, free and clear of any encumbrance, plus any additional road widening that may be necessary to accommodate the design and construction of a roundabout at the intersection of Ridley Road and the new road to be created.

*(City of St. Catharines)*

6. That a 0.3 metre reserve along the westerly property boundary be dedicated to the Regional Municipality of Niagara to restrict access to/from Louth Street.  
(Regional Municipality of Niagara)
7. That a daylighting triangle approximately 4.5 metres by 4.5 metres at the northeast corner of Ridley Road and Louth Street be dedicated to the Regional Municipality of Niagara, free and clear of any encumbrance.  
(Regional Municipality of Niagara)
8. That a daylighting triangle approximately 4.5 metres by 4.5 metres at the southeast corner of Ridley Road and Louth Street be dedicated to the Regional Municipality of Niagara, free and clear of any encumbrance.  
(Regional Municipality of Niagara)

### **Future Development of Blocks 1 and 2**

9. That the subdivision agreement include a clause advising the owner that the future development of Blocks 1 and 2 will be subject to future planning approvals, thru which process(es) the following matters must be addressed:
  - a. Vehicular access from Louth Street for Block 1 will not be permitted.  
(Regional Municipality of Niagara)
  - b. Should future development necessitate upgrades to the intersection of Louth Street and Ridley Road, the owner may be required to cost-share those upgrades.  
(Regional Municipality of Niagara)
  - c. A Regional Construction Encroachment Permit will be required prior to any construction taking place in the Regional road allowance (Louth Street).  
(Regional Municipality of Niagara)
  - d. An acceptable stormwater management design, addressing both quality and quantity, will be required.  
(Regional Municipality of Niagara)
  - e. Future Agreements of Purchase and Sale or Lease for Block 1 will include the following clause: "Purchasers/Tenants are advised that this property has frontage on a roadway designated as being within the Regional Niagara Bicycling Network Plan. If the bicycle route is currently not established and identified with signage, it is the intent of the Regional Municipality of Niagara to make provisions for doing so and this may involve additional pavement width, elimination of on-street parking, etc., if required on this street section."  
(Regional Municipality of Niagara)



- f. Blocks 1 and 2 shall be zoned in accordance with the intended use, pursuant to the provision of the Planning Act. The holding provision applicable to the lands will not be lifted until a Record of Site Condition has been filed with the Ministry of Environment, Conservation and Parks, confirming that the lands are environmentally sound for the use(s) proposed.

*(City of St. Catharines)*

## **Municipal Obligations**

10. That the City of St. Catharines have prepared by a qualified soil engineering consultant at its own expense a geotechnical report, detailing the existing soil conditions of Block 3; identifying any service construction constraints for Block 3; and recommending a design for the road section.

*(City of St. Catharines)*

11. That the City of St. Catharines construct at its own expense a new public street on Block 3, the design for which shall be prepared by a professional civil engineer, and in accordance with municipal standards.

*(City of St. Catharines)*

12. That the City of St. Catharines construct at its own expense a street lighting system for Block 3, the design for which shall be prepared by a qualified engineer, and in accordance with the City's Engineering Design Standards Manual, as amended.

*(City of St. Catharines)*

13. That the City of St. Catharines plant at its own expense boulevard trees at 9.0 metre centres along both side of the proposed street within Block 3.

*(City of St. Catharines)*

14. That the City of St. Catharines construct at its own expense a 1.5 metre wide municipal sidewalk along both sides of the proposed street within Block 3.

*(City of St. Catharines)*

15. That the City of St. Catharines have prepared at its own expense a Streetscape Plan for Block 3, which shall include the location of the new road, sidewalks, street trees, street light pedestals, and other similar utility structures that are to be located within the municipal road allowance.

*(City of St. Catharines)*

16. That the City of St. Catharines have prepared at its own expense a storm sewer system for Block 3, the design for which shall be prepared by a professional civil engineer, in accordance with the Ministry of Environment, Conservation and Parks Design Guidelines for Sewage Works, and the City of St. Catharines Engineering Standards Design Manual, as amended.

*(City of St. Catharines)*

17. That the City of St. Catharines submit the storm sewer system design drawings and calculations to the Regional Municipality of Niagara under the Transfer of Review Program and obtain the necessary Environmental Compliance Approvals from the Ministry of Environment, Conservation and Parks.

*(Regional Municipality of Niagara)*

### **Administration**

18. That if final approval of this plan of subdivision is not given within three (3) years of the date of the draft plan approval and no further extension has been granted, draft plan approval shall lapse. If the owner wishes to request an extension to the draft approval period, a written explanation with reasons why the extension is required must be received by the City prior to the lapsing date. An updated review and revisions to the conditions of draft plan approval may be necessary at that time.

Prior to granting approval to the final plan of subdivision the City of St. Catharines Planning and Building Services Department will require written notification from the following agencies that their respective conditions have been met satisfactorily.

**City of St. Catharines for Conditions:** 1, 2, 3, 4, 5, 6, 10 f), 11, 12, 13, 14, 15, 16, 17, 19

**Regional Municipality of Niagara for Conditions:** 7, 8, 9, 10 a) thru e), 18



## Corporate Report City Council

**Report from:** Planning and Building Services

**Report Date:** October 12, 2021

**Meeting Date:** November 29, 2021

**Report Number:** PBS-170-2021

**File:** 77.34.1

**Subject:** Recommendation Report to administer the Non-Parking AMPS By-law 2021-68

### **Strategic Pillar:**

This report is administrative in nature and does not directly align with the Strategic Plan.

## **Recommendation**

That Council delegates to staff the authority to appoint Screening Officers and Hearing Officers as required to for the purposes of the Parking and Non-Parking Administrative Monetary Penalty System (AMPS); and

That the City Solicitor be directed to prepare the necessary amendments to By-law 2014-57 and 2020-156.

## **Summary**

The current By-law 2014-157 does not include a process to appoint Screening and Hearing Officers for the purpose of reviewing disputed imposed non-parking administrative penalties. Therefore, it is recommended that the appropriate amendments be made to the applicable by-laws that the appointment of both Screening and Hearing Officers be delegated to staff.

## **Background**

On May 10, 2021, the Municipal Council of the Corporation of the City of St. Catharines passed By-law 2021-68, establishing a system for non-parking related administrative monetary penalties (AMPS), which comes into force January 3, 2022. City By-laws that are designated under the Non-Parking AMPS By-law, permit administrative penalties to be issued for prescribed offences. Currently, the City of St. Catharines Delegation By-law 2020-156 only permits the City's Treasurer to enter into agreements with service providers on behalf of the Corporation. Lastly, the City of St. Catharines By-law 2014-157 appoints Screening and Hearing Officers to review disputed penalties imposed. The By-law states that Screening and Hearing Officers are appointed by Council.

## Report

Currently, By-law 2014-157 has two provisions which reference Screening and Hearing Officers, which are in Sections 2 and 4 of the By-law. The sections read as follows:

2. The position of Screening Officer is established for the purpose of exercising Delegated Powers of Decision, pursuant to the City's Parking Administrative Monetary Penalties By-law, and shall be appointed by Council.
4. The position of Hearing Officer is established for the purpose of exercising Delegated Powers of Decision, pursuant to the City's Parking Administrative Monetary Penalties By-law, and Short-term Rental By-law, and shall be appointed by Council.

Furthermore, By-law 2014-157 defines a Screening Officer and Hearing Officer as follows:

- "Screening Officer" means a person from time to time appointed by Council pursuant to this By-law.
- "Hearing Officer" means a person from time to time appointed by Council pursuant to this By-law

Amendments to By-law 2014-157 are required to permit Screening and Hearing Officers to review non-parking related administrative penalties in accordance with By-law 2021-68, as well as to delegate such appointments to staff.

Lastly, with respect to procedures, in accordance with O. Reg 333/07, a regulation under *The Municipal Act, S.O. 2001*, as amended, there is a requirement to establish standards and procedures for the administration of the program. In order to be in compliance with the O. Reg., a Corporate Non-Parking AMPS procedure has been prepared by the Planning and Building Services department and is attached as "**Appendix 1 – Non-parking AMPS procedure**" to this report, for information.

## Financial Implications

The per-diem amounts payable to Screening and Hearing Officers will likely increase as a result of an increased workload to process additional appeals. It is difficult to provide an estimate as to how many appeals may be received as non-parking AMPS is a new program, and currently the Short-term Rental By-law is the only By-law that is designated under it. The program is expected to expand annually as more municipal by-laws are reviewed and revised.

## Conclusion

By amending By-law 2014-157 to include the Non-Parking AMPS By-law, a Screening and Hearing Officer can address appeals made for administrative penalties administered under designated By-laws. Delegating such appointments to staff will streamline the efficiency of the program.

In order to be in compliance with the *Municipal Act*, S.O. 2001, the attached “Appendix 1 – Non-parking AMPS procedure” to this report will need to be adopted in order to proceed with administering the program.

## **Notifications**

The current Screening and Hearing Officer will be required to be notified regarding the processing of non-parking administrative penalty disputes.

### **Prepared and Submitted by**

Paul Chudoba  
Manager, By-law Enforcement and Licensing

### **Approved by**

Tami Kitay  
Director, Planning and Building Services

Heather Salter  
Director, Legal and Clerks Services / City Solicitor

## **Appendices**

1. Non-parking AMPS procedure

**Subject:** Non-Parking AMPS Procedure

**Prepared by:** Planning and Building Services

**Approved by:** Tami Kitay, Director Planning and Building Services

**Issue Date:** January 1, 2022

**Policy #:** PBS-BYLAW-01

**Review Date:** January 1, 2024

**Revision Date:** NEW

## Policy

Administrative Monetary Penalty System (AMPS) – Non-Parking Offences, Payment, and Dispute Resolution

## Purpose

The Corporation of the City of St. Catharines (the City) has established a System of Administrative Penalties with respect to Designated By-laws in the City. The Non-Parking AMPS By-law No. 68-2021 was approved by Council on May 10, 2021. The AMPS procedure and guidelines outlined herein relate to the administration, screening, and hearing process.

## Procedures

### FIRST POINT OF CONTACT:

- A Municipal By-law Enforcement Officer issues a Penalty Notice
- The defendant has 15 days to pay a penalty or to apply for a Screening Appointment

### PAYMENT:

#### IF PENALTY IS PAID WITHIN 15 DAYS:

- Process complete

#### IF NO PAYMENT OR APPOINTMENT MADE AFTER 15 DAYS: (16 to 35 days)

- Notice of Penalty (AMPS Notice #1) is sent to defendant(s)
- 20 days to pay with no additional costs added
- There is no longer an option to request a screening appointment
- Extension of time to pay without penalty may be granted due to extenuating circumstances for up to 35 days
- Repeat offender may be denied

**IF NO PAYMENT AFTER NOTICE OF PENALTY: (After 35 days)**

- Past Due Notice (AMPS Notice #2) is sent to owner
- 15 days to pay, there is no longer an option to request a screening appointment
- \$20 Late Payment fee added to penalty
- Additional charges cannot be reversed
- Owner cannot dispute additional fees with any court
- Extension of time to pay cannot be offered after Past Due Notice notice is issued

**IF NO PAYMENT AFTER PAST DUE NOTICE: (After 50 days)**

- Request to add penalty amount and any applicable fees to property tax, including but not limited to: Late Payment fee, Screening Absence fee, and Hearing Absence fee
- Costs added to tax roll including any incurred administrative fees, and fees to add costs to tax roll in accordance with the in-effect City of St. Catharines Rates and Fees By-law
- Penalty cannot be disputed with any court after submission to add costs to tax roll

**DISPUTE:**

**REQUEST A SCREENING APPOINTMENT:**

- Screening requests can be submitted online by completing and submitting the appropriate form available at the City's website, by contacting Citizens First by phone to have the appropriate form completed and submitted, or in-person at City Hall by completing and submitting the appropriate form
- Request for a Screening Appointment is reviewed within 15 days after receipt
- Screening Officer then follows up with defendant by phone or email in order to schedule a Screening Appointment
- If two reasonable attempts have been made to contact the defendant to schedule an appointment are unsuccessful, the Penalty Notice shall be deemed not-in-dispute and upheld
- Once a Screening Appointment has been confirmed, it cannot be re-scheduled
- To cancel an appointment, defendant must submit payment on-line, no later than 8:00PM one working day prior to the appointment
- Only under proof of extenuating circumstances will an extension for a screening date be granted up to 35 days from the date of issue of the penalty notice
  - Medical emergency - Doctors note or documentation from hospital
  - Family emergency - Suitable supporting documentation
  - Where defendant is in receipt of AMPS Notice #1 and did not receive the original Penalty Notice - one time only

**SCREENING APPOINTMENT:**



#### Telephone Screening Appointment:

- Where the defendant resides outside the Niagara Region, and provides proof that a virtual appointment is not possible, a telephone screening will be granted once the required supporting documents are provided to the Screening Officer
- Where the defendant is a resident in the Niagara Region; at the discretion of the Screening Officer, where proof that a virtual appointment is not possible, and once the required supporting documents are provided to the Screening Officer

#### General Rules for a Screening Appointment:

- Screenings are primarily done virtually in accordance with the *Statutory Powers Procedure Act, R.S.O. 1990*. Screenings in-person or by telephone can be done on special request with a suitable explanation
- For a first time offence, the Screening Officer may uphold the penalty amount, or grant a 25% reduction, or grant a 50% reduction, or cancel the Penalty Notice
- After a decision is rendered, the Screening Officer will provide 15 days to pay
- When an Agent attends a scheduled Screening Appointment without proper authorization from the defendant, the screening will not take place, the Penalty Notice will stand and the set penalty will be applied. If payment is made immediately, the \$25.00 Screening Absence fee will not be added
- When a defendant arrives late for an in-person Screening Appointment, but has arrived prior to the end of screening sessions for that day; if time permits, the Screening Officer at their discretion, may hold the screening between other appointments. If time does not permit, the screening will not be held and the \$25.00 Screening Absence fee will apply
- Request for extension of time to pay after 15 days due to financial hardship
  - Penalty equal to or less than \$200 – up to 90 days
  - Penalty greater than \$200 but less than or equal to \$500 – up to 120 days
  - Penalty greater than \$500 – up to 180 days
- If payment is not received by extended due date, AMPS Notice #2 is sent to owner - normal aging process resumes
- \$20 Late Payment fee added to Penalty
- For a repeat offender, Penalty amount stands and defendant is advised to pay immediately
- Penalty may be reduced or cancelled if extenuating circumstances exist which resulted in non-compliance and a subsequent Penalty Notice issued, and proof is provided - one time only
  - Medical Emergency - Doctor note or documentation from hospital
  - Family emergency - death certificate
- If defendant does not appear to their Screening Appointment, AMPS Notice #2 will be sent to the defendant, reflecting applicable fees – regular aging process resumes

- \$25 Screening Absence fee added to Penalty
- \$20 Late Payment fee added to Penalty
- Extension of time to pay will not be offered
- Screening will not be rescheduled
- If Penalty not resolved via Screening – the defendant may immediately request a Hearing
- Defendant must request a Hearing within 15 days of Screening decision
- Hearing date may be set any time up to 6 months depending on Hearing Officer scheduling dates

**HEARING APPOINTMENT:**

- The Hearing Officers decision is final and binding
- The Hearing Officer will provide 15 days to pay
- Request for extension of time to pay shall be at the discretion of the Hearing Officer, up to a period not exceeding 6 months
- If payment is not received by the due date set by Hearing Officer, APS Notice #2 will be sent to owner, reflecting applicable fees – regular aging process resumes
- \$20 Late Payment fee added to Penalty
- If defendant does not appear on Hearing date, APS Notice #2 will be sent to owner, reflecting applicable fees – regular aging process resumes.
  - Penalty amount stands and defendant is advised to pay immediately
  - \$50 Hearing Screening Absence Fee added to penalty
  - \$20 Late Payment fee added to penalty

**MISSED SCREENING OR HEARING APPOINTMENT:**

- Where the Screening or Hearing Appointment has been missed, and proof of extenuating circumstances has been provided for a family or medical emergency, within 7 days of the scheduled appointment, an appointment may be rescheduled.



## Corporate Report City Council

**Report from:** Corporate Support Services, Accessibility

**Report Date:** November 8, 2021

**Meeting Date:** November 29, 2021

**Report Number:** CSS-183-2021

**File:** 35.65.71

**Subject:** City of St. Catharines Multi-Year Accessibility Plan 2021-2025

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan pillars: Social Sustainability Pillar.



## Recommendation

That Council receive the City of St. Catharines Multi-Year Accessibility Plan 2021 to 2025, attached as Appendix 1, for information.

## Relationship to Strategic Plan

The City of St. Catharines Multi-Year Accessibility Plan supports The City's Strategic Plan in that it aligns with the guiding principles of the Strategic Plan. The completed and planned projects within the document promote inclusion and equity, improves livability for all residents, demonstrates accountability and enables people to achieve success.

## Background

The City of St. Catharines Multi-Year Accessibility Plan 2021 to 2025 (Appendix 1) was endorsed by the Accessibility Advisory Committee on September 22, 2021, and by the Social Sustainability Pillar Committee on November 4, 2021.

The reason for submitting the report is that the City, as a public sector organization, is required to complete a multi-year accessibility plan as part of legislative requirements to comply with the Accessibility for Ontarians with Disabilities Act (AODA). The Corporation's previous accessibility plan was active from 2016 to 2020. This updated version includes an annual update from 2020, outlining the tasks and projects that were completed. The new and revised plan covers the period from 2021 to 2025 and details new projects and initiatives that the City plans to undertake within this time period, as well as a summary of the City's compliance activities.

## Report

In the fourth quarter of 2020, the Corporation released a public survey to the public requesting feedback on accessibility to help shape the 2021 to 2025 Multi-Year Accessibility Plan. Having a multi-year plan in place is a legislative requirement in order for public sector organizations to comply with their obligations under the AODA.

A biannual compliance report form is also required to be sent to the Province of Ontario for December 31, 2021.

Representatives from City departments, the St. Catharines Library Board, the St. Catharines Transit Commission and the Human Resources Consultant, Accessibility, all provided information on their accessibility initiatives and accomplishments, which are included in this document.

The City's approach of delivering barrier-free facilities, services, communications and programs has benefitted its residents and visitors. It has met or exceeded all current requirements with respect to the current AODA requirements.

## Financial Implications

There are no financial implications associated with approving the staff recommendations in this report. The implementation of the work identified within the 2021 to 2025 Multi-Year Accessibility Plan will have operating and capital budget impacts. Funds will be prioritized and requested through the annual budget process for applicable departments.

## Environmental Sustainability Implications

There are no environmental implications associated with this report.

### Prepared by

Megan Detlor, Human Resources Consultant, Accessibility

### Submitted by

Don Breedon, Manager Human Resources

### Approved by

Jeanette Pillitteri, Director, Corporate Support Services

## Appendices

1. Multi-Year Accessibility Plan 2021 to 2025

# Multi-Year Accessibility Plan

## 2021-2025



Endorsed by the Accessibility Advisory Committee September 22, 2021  
This document is available in alternate formats upon request

Corporation of the City of St. Catharines

## Feedback on Accessibility





## A Message from the Mayor

The City of St. Catharines is committed to fostering an inclusive community for all individuals. As such, Council strives to ensure that persons with disabilities do not encounter barriers when accessing municipal services, supports, and spaces. Council recognizes the leadership role it plays in making sure the municipality meets its obligations under the Accessibility for Ontarians with Disabilities Act (AODA).

Since 1998, the City's Accessibility Advisory Committee has been a valuable resource to Council, identifying, removing, and preventing barriers to municipal facilities, programs, and services. We are grateful for their ongoing leadership on accessibility and appreciate the work they have done to create the Accessibility Multi Year Plan. The Accessibility Multi Year Plan provides us with a strategy to attain full AODA compliance by 2025.

From the new accessible playground at Happy Rolph's and the impressive FirstOntario Performing Arts Centre to the Museum's Interpretative Plan and Seniors Without Walls program, we have demonstrated that we are a stronger community when we build our facilities and programming for residents of all ages and abilities to participate in and enjoy to the full extent.

The Accessibility Multi Year Plan will hold St. Catharines accountable for achieving accessibility for residents, visitors, and staff members with disabilities. It is also our hope that Council's commitment to accessibility, as expressed in this plan, inspires other organizations, businesses, and individuals to join us in removing barriers to accessibility. We all have a role to play in making our city an inclusive community where everyone can participate fully with independence and dignity.

This plan is another example of how we are working to achieve Council's vision of becoming one of the most liveable, dynamic, sustainable, and innovative cities in North America.

Mayor Walter Sendzik



Corporation of the City of St. Catharines



## A Message from the Accessibility Advisory Committee (AAC)

The Accessibility Advisory Committee (AAC) is proud of the strides in building an accessible and inclusive community that have been made in partnership with the City of St. Catharines, and the continued development of an inclusive landscape for our City in the future. The Accessibility Plan gives us all a chance to see how far we have come, to celebrate our accomplishments, and address guidelines and goals for the coming years. As an accessibility committee, we recognize and respect the role we have in driving equity and inclusion across generations and diverse communities in our City.

Accessibility encompasses improvements to our physical environment that facilitate greater access for all, and it also includes the ability to access a true sense of belonging and inclusion amongst peers by speaking to barriers that are unseen. It is not our abilities in and of themselves that disable, but rather the environment surrounding us that shapes our involvement and place within it. We strive for St. Catharines to be that welcoming community of belonging where our physical and social environment envelope our diverse community in equitable participation in City life. Provincial Standards of accessibility have laid out guidelines for customer service standards, employment and employee training, procurement, information and communication, transportation and our built environment. As a Committee we work to ensure that these guidelines are part of the daily practices of the City, but furthermore that we provide guidance and encouragement for the City to go above and beyond what is provincially mandated, and to be leaders in accessibility, universal design, and inclusion.

Over the last year the AAC has made recommendations for additional accessibility language in the City's Facility Accessibility Design Standard (FADS) for play structures and universal washrooms. Going above and beyond current provincial requirements in site design. We initiated the Rick Hansen Foundation Certification of select City facilities, and the feasibility review of potential accessibility upgrades to the Port Dalhousie Carousel. On an ongoing basis we review upcoming site plans for City projects and provide feedback. We are currently working on the development of a digital accessibility way finding resource that will showcase accessible experiences for our community. We are looking forward to ensuring the equitable recovery of the disability community from the Covid-19 pandemic through our participation in the Equitable Recovery Sub Committee, which will be informing on the City's Covid-19 Recovery Plan. In the coming year we will be exploring barrier-free recommendations for the City's Snow Removal Plan, having representation on and participating in the Transportation Advisory Committee, exploring opportunities to work jointly with other advisory committees on a recognition program, and working towards foundational partnerships enhancing accessible recreational spaces.

We encourage participation and feedback from our City's residents. Read the Plan, visit our facilities, parks or trails, join a recreation program, and share your experiences with us. As always, we appreciate the continuing support and understanding of Council and staff in helping to meet the province's objective of an accessible Ontario by 2025.

# Statement of Commitment

The Corporation of the City of St. Catharines is committed to developing, implementing, maintaining, and enhancing accessibility as set out under the Accessibility for Ontarians with Disabilities Act, 2005 (AODA and its Standards for people with a disability, in a manner that:

- Reflects the principles of dignity and independence;
- Seeks to provide integrated services; and
- Provides opportunity equitable to others to obtain, use and benefit from its goods, facilities or services.



## About the Legislation

**The Ontarians with Disabilities Act (ODA)** was enacted in 2001 and was the initial step in a journey towards an accessible province. It recognizes and builds on the foundation of the Ontario Human Rights Code. The ODA requires public sector organizations to identify, remove and prevent barriers to people with disabilities through a formal planning process. It also requires municipalities with populations greater than 10,000 to create an Accessibility Advisory Committee.

**The Ontario Human Rights Code**, as it relates to people with disabilities, is pivotal in understanding and applying accessibility legislation. Under the Ontario Human Rights Code, everyone has the right to equal

treatment without discrimination. There is a positive duty to accommodate, short of undue hardship, meaning that wherever unequal treatment or discrimination exists it must be remedied unless the remedy would cause undue hardship. The Ontario Human Rights Code has primacy over the Accessibility for Ontarians with Disabilities Act legislation.

**The Accessibility for Ontarians with Disabilities Act (AODA)** is a law that sets out a process for developing accessibility standards. Implementing and enforcing these standards will help achieve the goal of an accessible Ontario by 2025. Accessibility standards under the AODA are laws that public and private sector organizations must follow to become more accessible. They help organizations identify and remove barriers to improve accessibility for people with disabilities in 5 main areas and 1 general area; general requirements, customer service, information and communication, employment, transportation, general requirements, and design of public spaces. These areas are referred to as the Integrated Accessibility Standards Regulation (IASR).

## IASR Explained

The standards are contained in one regulation called the Integrated Accessibility Standards Regulation, also known as the IASR. Currently, the IASR is made up of five standards and several general requirements that apply to the City's business in the following areas:

### 1. General Requirements

- Procurement, self-serve kiosks, multi-year plans and policies

### 2. Customer Service

- Providing customer service to people with disabilities

### 3. Information and Communications

- Providing feedback, requesting alternate formats, and websites

### 4. Employment

- Recruitment, providing employees with supports, workplace emergency response information, return to work, performance management, redeployment

### 5. Transportation

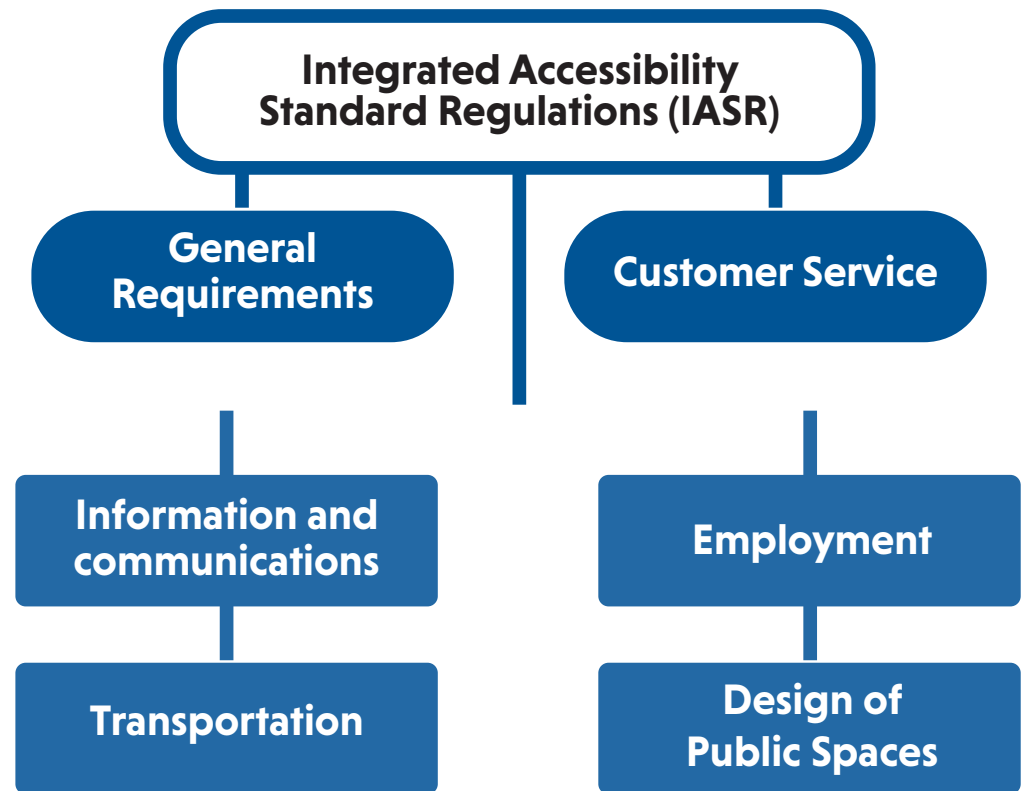
- Conventional and Specialized Transit

### 6. Design of Public Spaces

- Public spaces such as beaches, trails, parks, and playgrounds

## Accessibility for Ontarians with Disabilities Act

# AODA





# What is a Disability?

According to the AODA, a "disability" is any of the following:

- (a) any degree of physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defect or illness and, without limiting the generality of the foregoing, includes diabetes mellitus, epilepsy, a brain injury, any degree of paralysis, amputation, lack of physical co-ordination, blindness or visual impediment, deafness or hearing impediment, muteness or speech impediment, or physical reliance on a guide dog or other animal or on a wheelchair or other remedial appliance or device,
- (b) a condition of mental impairment or a developmental disability,
- (c) a learning disability, or a dysfunction in one or more of the processes involved in understanding or using symbols or spoken language,
- (d) a mental disorder, or
- (e) an injury or disability for which benefits were claimed or received under the insurance plan established under the Workplace Safety and Insurance Act, 1997"



Disability is a protected ground under The Ontario Human Rights Code. Disability includes a wide range and degree of conditions in which a disability may be present at birth, caused by an accident, or developed over time. In addition, because some disabilities are visible and some are not, it cannot be assumed that because a disability is not visible that it does not exist or that it is not as significant as a visible disability. Lastly, a disability is self-identified and identified or determined by others.

## COVID-19 and Accessibility in St. Catharines

The City of St. Catharines' annual update on the Accessibility Plan comes at an unprecedented time, where the COVID-19 public health emergency has changed our ways of life and has made painfully evident the vulnerabilities faced by our older adults and persons living with disabilities. Some of these individuals live in long-term care homes or supported living and may navigate life with underlying health conditions that make them vulnerable to the community spread of viruses and diseases.

We are mindful of the intersectional impacts of these conditions. For example, for those who are from racialized communities and backgrounds and who often receive inequitable health care. Persons with disabilities and older adults must have equitable access to all COVID-19-related supports and services in our City without discrimination, including healthcare. We must learn all we can from the harsh lessons this pandemic has to teach us. The City of St. Catharines will continue to strive towards creating an inclusive community, one where older adults and persons with disabilities with underlying health conditions can live in safety and dignity.

In an effort to support these communities during and post-COVID, our Accessibility Advisory Committee (AAC) has partnered with our other equity seeking committees to form an Equitable Recovery Subcommittee to engage in important conversations related to the reopening of our City and the Niagara Region.

## Multi-Year Accessibility Plan 2021-2025

# Partnerships

## Accessibility Plan participants consist of the:

- Corporation of the City of St. Catharines
- St. Catharines Library Board
- St. Catharines Transit Commission

## Roles and Responsibilities

Each participant is responsible on an annual basis for the preparation, review and submission of the Accessibility Plan or its status updates as it relates to their respective operation and the AODA. The AAC will act in an advisory capacity and will review, revise, and reflect participant input within the Accessibility Plan prior to seeking Council approval.

## 2020 Update on Accomplishments

# Updates from our Partners

### St. Catharines Library Board

- Ramp at Port Dalhousie Branch - a proper ramp and an accessible door with push-button door opener were installed early 2020 to improve accessibility at the branch
- Central Library – Elevator Modernization – upgrades to passenger elevator at the Library including full modernization and interior cab refinishing.
- Updates incorporated Facility Accessibility Design Standards (FADS) elements for lights, finishes, elevator controls, annunciation. The new elevator is equipped with voice announcement, large clear labels, and braille buttons. The new elevator went into service in January 2021

Photo of Port Dalhousie Library ramp, guardrail new door with accessible button

### St. Catharines Transit Commission

- 40 hour per week service expansion
- Added 3 new accessible platforms at the downtown bus terminal
- Installed new accessible shelters at various locations
- Initiated new additions to training program to include providing customer service to those with service animals

# Corporation of the City of St. Catharines Information and Communications

## LanguageLine Solutions available at the City of St. Catharines

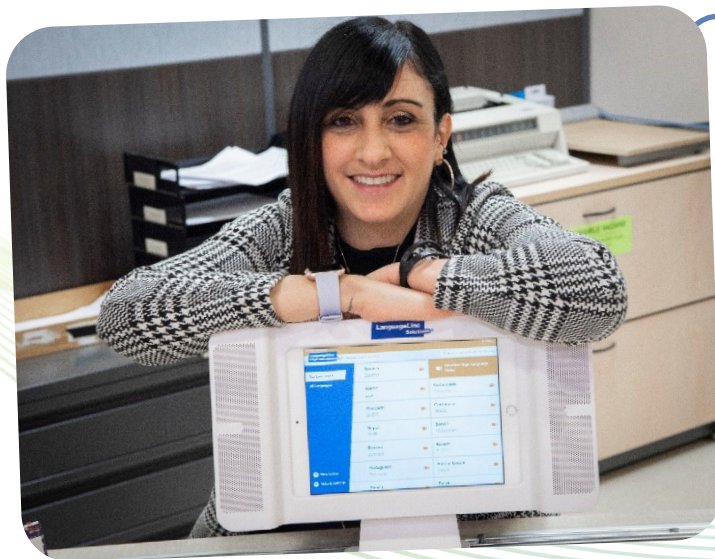
As our community grows and changes, our communication strategies need to become more adaptable and diverse. In 2020 the City of St. Catharines began using LanguageLine interpreter services. We now have on-demand services at City Hall as well as at the Kiwanis Aquatics Facility. Our Communicators and dispatch at Fire Services are also equipped with LanguageLine solutions as of 2021.

Residents and user groups can access instant interpretation in 240 languages via mobile, video and phone. This service has proven to be an effective solution for those who communicate with American Sign Language (ASL) or those who do not speak English as a first language.

## Public Consultation: Online Survey

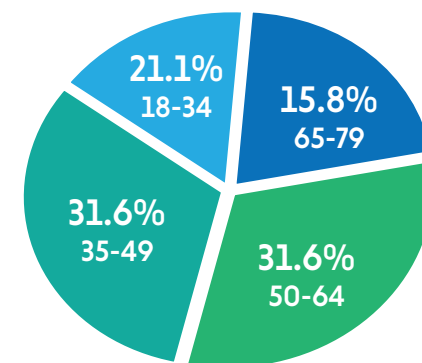
In October of 2020 the City of St. Catharines released its accessibility survey to the public. Due to COVID-19 we were unable to hold any public meetings to collect information from residents, and other user groups. As required, we communicated alternate methods to connect with someone to provide feedback beyond going online to complete the survey.

To summarize the results in December 2020, it was mostly residents that we heard feedback from – 90% residents, 1% from those who work or do business in St. Catharines, and 1% from visitors.



### Who we heard from:

- 21.1% in the **18-34 age group**
- 31.6% in the **35-49 age group**
- 31.6% in the **50-64 age group**
- 15.8% in the **65-79 age group**





The diagram illustrates the flow of information in a computer system. It consists of six blue circular icons connected by lines. On the left, three icons represent input devices: an ear (audio), a magnifying glass over the letter 'A' (text input), and a person in a wheelchair (accessibility). On the right, three icons represent output devices: a keyboard, a monitor displaying 'CC' (visual output), and an eye with a diagonal line through it (audio output). Lines connect the input devices to the output devices, showing the flow of information.

- # City of St. Catharines Website Improvements and Compliance

In 2020 the City of St. Catharines initiated a major website project to improve our current website. The redesign will allow our website to be more user friendly and will comply with Web Content Accessibility Guidelines (WCAG) 2.0 Level AA. The website redesign is projected for completion before the end of 2021.



# Design of Public Spaces

## 2020 Highlights

**New play structures completed with rubber surface**



### Partridge Park Playground

Play equipment structure accessibility highlights below:

- At grade activity panels promoting free play
- At grade control panels promoting social play
- Accessible swing
- Transfer table to access elevated elements
- Accessible play surface and route through the play space
- Accessible hard surface connecting municipal sidewalk

### Glengarry Park Playground

Play equipment structure accessibility highlights below:

- At grade activity panels promoting free play
- At grade control panels promoting social play
- Accessible swing
- Transfer table to access elevated elements
- Accessible play surface and route through the play space
- Accessible hard surface connecting municipal sidewalk

Corporation of the City of St. Catharines

## Update to Facility Accessibility Design Standards (FADS)

In 2020, in Partnership with the Accessibility Advisory Committee, the Social Pillar Committee, and City Council approved an update to our 2018 version of FADS. The document will be updated in late 2021-2022. Additions to FADS include:

- That a paved pathway (made of hard, smooth materials that do not separate under pressure) connect playgrounds to the main sidewalk and/or parking lot and/or main access area for that play space, thereby creating an accessible route.
- An accessible swing be provided.
- A minimum of three 'at grade' play components be provided as a standard.
- That partially ramped portions of playground structures be incorporated in the design of the play space to foster and encourage inclusion in play in city wide parks, and where possible in neighbourhood parks

## Building Updates

- 40 St. Paul Street – upgraded plaza area opposite William Street, provides access to Meridian Centre Bridge. Plans for future include a pedestrian activated crosswalk signal is still to be completed
- Bill Burgoyne Arena – Accessibility Upgrades – Renovated 2 changerooms to add accessible elements, added a universal washroom at the front of the building, incorporated an elevator/lift to gain access to the new barrier free viewing area at the top of the stands at centre ice
- City Hall – Elevator Modernization – upgrades to passenger elevator at City Hall, including full modernization and interior cab refinishing. Updates incorporated FADS elements for lights, finishes, elevator controls, annunciation etc.
- Port Weller Community Centre – Addition & Alterations – completed in Summer of 2020 – Building addition included a new universal washroom inside the building, as well as a second universal washroom serving the exterior of the building for the park/splashpad. Project also included renovation of the existing washrooms, upgrades to the exterior pavements and entrances



# Transportation at the City of St. Catharines

- Completed the Transportation Master Plan with a focus on prioritizing vulnerable users.
- Met with the Accessibility Advisory Committee to discuss expanding the Transportation Advisory Committee terms of reference to include a member from the Accessibility Advisory Committee.
- Arthur Street sidewalk improvements
- Approval to undertake an Active Transportation Master Plan starting in 2021



Corporation of the City of St. Catharines

# Grant Opportunities

The City of St. Catharines recognizes the diverse needs of all its citizens and customers and will respond to these needs by striving to provide goods, services and facilities that are accessible to all. This is supported through ongoing active pursuit of additional funding opportunities by way of application for grants available through outside sources, including the Federal Government.

Currently the City has applied for funding through the EnAbling Change Program with the Provincial Government.

## Planned Actions for 2021 and beyond St. Catharines Transit Commission

The St. Catharines Transit Commission intends to make its services more accessible by taking the following actions over the next five years:

- Upgrade approximately 80 stops to improve accessibility.
- Install 40 new accessible shelters.
- Add 3 additional accessible platforms at the bus terminal. To be complete in 2021
- Purchase 32 accessible buses- 12 were purchased in 2021 and 9 are ordered for 2022
- Purchase 9 Paratransit vehicles- 4 before end of 2021 and 1 ordered for 2022
- Renovations in summer 2021 at Downtown Terminal to include accessible washroom facilities.
- Participate in the Region of Niagara Specialized Transit review study
- Bus Stop Accessibility Criteria and Guidelines document in process
- Conduct a full accessibility compliance audit

## St. Catharines Library Board

- Within the timeframe of the 2021 -2025 Multi Year Accessibility Plan, the St. Catharines Library Board is planning on initiating a major renovation to the Central Branch



# Corporation of the City of St. Catharines

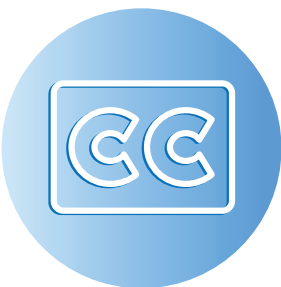
## Employment

### New Accessibility Training for employees and volunteers

In 2021 The City of St. Catharines revised its training program for employees and volunteers. Our previous training program was created in 2013 using a training provider. During the seven years it has been used, requirements under the AODA have changed. We identified that there was an opportunity to bring the program in-house and have staff create training modules that meet accessibility criteria and offer a user-friendly program. This new program was tested by staff as well as members from our Accessibility Advisory Committee before launching it to new hires and volunteers. The program is made up of different modules for each section of the Integrated Accessibility Standards Regulation (IASR). They are General Requirements, Information and Communication Standard, Customer Service Standard, Employment Standard, Design of Public Spaces standard, and Transportation Standard.

Another development in 2021 with respect to training for employees at The City of St. Catharines, is creating accessible documents. In 2016 a communications guide was released to employees. This guide introduced the topic of creating accessible documents. In 2021 we recognized this information needed to be updated. Our new guide "How to Create Accessible Documents: A Guide for the City of St. Catharines" was finalized in spring 2021. In June 2021 a refresher training was provided to staff.





# Information and Communications

## Closed Captioning

As part of our commitment to provide accessible communication to residents and other viewers, in 2021 the City of St. Catharines has begun to partner with rev.com to offer closed captioning on our City Council meetings that are streamed to YouTube. As with many of the areas and ways we do business, COVID-19 has impacted the way we communicate and provide information. It's been over a year since City Council has met in Council Chambers and has moved to meeting online, with this there was a need to offer closed captioning not only to be in compliance with the AODA, but also to ensure we are providing accessible communication to the public.



## Design of Public Spaces

### Sunset Beach

- Project currently in development that will address accessible/universal washrooms, accessible parking, hard surface pathway connections and an accessible playground structure



### Memorial Benches

- All new concrete slabs for memorial benches are accessible as the concrete slabs connect to hard surface pathways and include space for an accessible device/wheelchair





## Museum Interpretive Plan

- The Museum Interpretive Plan implementation continues and it prioritized inclusivity and accessibility as the AODA was an important reference document throughout the plans development.
- One example is with exhibit information and the requirement to have exhibits in more than one format to increase accessibility as well as being aware of colour contrasts and heights of text panels.
- New front desk designed with accessibility in mind
- Lowered service counter at St. Catharines Museum

## Merritton Arena Renovations

- scheduled completion for year end in 2021
- project includes addition of a universal washroom at the front entrance, renovation of two changerooms to incorporate accessible elements, and will incorporate accessible entrances and path of travel

## Arena Strategy

- highlights universal / accessible design considerations through AODA for current and future facilities





## Aquatics Facilities Strategy

- Places a strong emphasis on Accessible Ontario by 2025 for both indoor and outdoor aquatics facilities
- Council is supportive of future initiatives to renew the City's outdoor pools, build a new indoor aquatics centre and new splash pads which will all meet AODA Standards.
- Staff will provide Council with the implementation plan as part of the 2022 Capital Budget presentation

ASL interpreter assisting with a swim lesson at Lion Dunc Schooley pool



## Replacements to play structures with accessible features and rubber surface

- Happy Rolph's underway in 2021
- Montebello Park initiated in 2021

Happy Rolph's new play structure

## Building Accessibility Audits

- Budgeted for building audits to be conducted in 2022, this would be an update from previous audits completed in 2007

## Multi-use Trails

### New Trails

- Fairview Park - Scott Street to Fairview Mall and Geneva Street
- Pearson Park - Existing neighbourhood to Kiwanis Aquatics Centre
- Merritt Trail - Existing driveway for Merritt Works Yard driveway to Glendale Avenue
- Walker's Creek Trail – Lakeshore Road
- Glendale Trailhead - North of Glendale Avenue, east of Twelve Mile Creek

### Replacements

- Lakeside Park / Waterfront Trail - Dalhousie Ave road allowance to existing promenade
- Rennie Park – replacing to reduce incidents of flooding
- Grantham Rail Trail - Parnell Road to south of Roehampton
- Malcolmson Park & Welland Canals Parkway road allowance - Lakeshore Road to Cumberland Street at Lombardy Avenue
- Welland Canals parkway Trail - 3 sections: Bunting Road and Scott Street, Scott Street and Carlton Street, and south of Lock 3

# Transportation at the City of St. Catharines

## New sidewalks

- Abbot Street (north side) from Oakdale Avenue easterly across 80 Oakdale Avenue flankage
- Arthur Street (west side) from Nottingham Court to 43 Arthur Street (approx. 70m south of Cindy Drive) and from Melody Trail to 121 Arthur Street (approx. 120m north of Jarrow Road)
- Arthur Street (east side) from 58 Arthur Street (approx. 70 m south of walkway) to Willver Drive walkway opposite Cindy Drive
- Export Drive (west side) from Dieppe Road to Welland Avenue
- Gibson Place (north side) from Niagara Street westerly across 15 Gibson Place
- Niagara Street (west side) from Maplewood Dr. southerly to 497 Niagara St., 2 sections
- Rykert Street (south side) from Louth Street westerly to 173 Rykert Street (approx. 80m west of Westland)
- Third Avenue (north side) from 17 Third Ave. to approx. 10m west of 21 Third Ave.

## Traffic Signal replacements

Improved with accessible features - push button with audible signal

- Geneva Street at Russell Avenue
- Hartzel Road at Dunvegan Road



## Policies and Plans

- Complete Active Transportation Master Plan
- Continue with 2021 active transportation work plan
- Implement a Pedestrian Crossing policy
- Council approved expanding the Transportation Advisory Committee expanding the terms of reference to include a member of the Accessibility Advisory Committee
- Move ahead with Policy for on-street accessible parking in residential areas
- Continued upgrades to active transportation network including priority new sidewalk locations and paving of recreational trails.
- Annual traffic signal upgrade program with audible features

## Accessible On-street parking

- St. Paul Street – converting 3 existing parking spots to 2 accessible spots on south side between Bond Street and Court Street





## Rick Hansen Foundation Accessibility Accreditation

In 2021 the City of St. Catharines applied for the opportunity to participate in an accessibility building certification through the Rick Hansen Foundation. Rick Hansen Foundation Accessibility Certification™ (RHFAC) is a rating system that measures the accessibility of buildings and Sites. It promotes increased access through the adoption of Universal Design principles. In the spring we were informed we were accepted into the program. In summer 2021 a representative from Rick Hansen Foundation visited the City of St. Catharines and audited City Hall, The St. Catharines Museum, Lake St. Service Centre, Seymour Hannah, and the Kiwanis Aquatics Centre.



Photo of Rick Hansen Foundation building audits at City Hall  
2021-2025 AODA/IASR Compliance Status/Activities

# 2021-2025 AODA/IASR Compliance Status/Activities

## Integrated Accessibility Standard Regulation: General Regulations

Regulation/Requirement	Action Required by Municipality	Timeline	Comments
O. Reg. 191/11, 1-8 1. Purpose and Application 2. Definitions 3. Establishment of policies 4. Accessibility Plans 5. Procuring or acquiring goods, services or facilities 6. Self-Serve kiosks 7. Training 8. Exceptions from filing Accessibility Reports	<ul style="list-style-type: none"> <li>• Ensure policies are complete</li> <li>• Required to maintain and update Multiyear Accessibility Plan</li> <li>• Update Purchasing Policy</li> <li>• Provide Training</li> <li>• File reports to Province of Ontario</li> </ul>	<ul style="list-style-type: none"> <li>• January 1, 2013 - ongoing</li> <li>• April 2020</li> <li>• January 2013</li> <li>• December 2019</li> </ul>	<ul style="list-style-type: none"> <li>• Policies in place and up to date</li> <li>• Multiyear Accessibility Plan in place</li> <li>• Purchasing policies update in April 2020</li> <li>• Training provided in 2013 to all existing staff and new hires, training update in Feb 2021</li> <li>• Compliance Report to province filed in 2019</li> </ul>

## 2021-2025 AODA/IASR Compliance Status/Activities

### Integrated Accessibility Standard Regulation: Information and Communication

Regulation/Requirement	Action Required by Municipality	Timeline	Comments
O. Reg. 191/11, 9-19 9. Definitions and Exceptions 10.Applications 11.Feedback 12.Accessible Formats and Communications Support 13.Emergency procedure, plans or public safety information 14.Accessible websites and web content 15.Educational and training resources and materials, etc. 16.Training to educators 17. Producers of educational or training material 18.Libraries of educational and training institutions 19.Public libraries	<ul style="list-style-type: none"> <li>Provide accessible formats at the City</li> <li>Provide accessible public safety information</li> <li>Update website to conform with WCAG 2.0 Level AA</li> <li>Public Library – confirmed practices for Alternate formats</li> </ul>	<ul style="list-style-type: none"> <li>January 1, 2010 -ongoing</li> </ul>	<ul style="list-style-type: none"> <li>Feedback process in place, will be updated with website update in 2021</li> <li>Alternate formats available upon request</li> <li>Website update underway in 2021</li> <li>Library provides accessible formats upon request</li> </ul>

# 2021-2025 AODA/IASR Compliance Status/Activities

## Integrated Accessibility Standard Regulation: Employment Standards

Regulation/Requirement	Action Required by Municipality	Timeline	Comments
O. Reg. 191/11, 20-32 20.Scope and Interpretation 21.Schedule 22.Recruitment, General 23.Recruitment, Assessment and Selection Process 24.Notice to Successful Applicants 25.Informing Employees of Supports 26.Accessible Formats and Communication Supports for Employees 27. Workplace Emergency Response Information 28.Documented Individual Accommodation Plans 29.Return to Work Process 30. Performance Management 31.Career Development 32.Redeployment	1. Policy: 1.1. Regularly review Hiring Policy and Accessibility policy and language with respect to accommodation 1.2. Review of procedure for recruitment and accommodations including notice in job advertisements 1.3. Training regarding providing accommodation for those responsible for recruiting, selecting and hiring staff as well as staff who would participate in the recruitment process	January 1, 2013 (ongoing)  January 1, 2013 – ongoing  January 1, 2013 and revised in 2021	<ul style="list-style-type: none"> <li>Accessibility Policy and Hiring Policy both address accommodation and comply with Employment Standard of IASR</li> <li>All job postings contain information about accommodations throughout recruitment process at the bottom of the posting</li> <li>Informing employees completed in Taleo onboarding documents, Accessibility policy, Taleo sends out automatic reminders to supervisor</li> <li>Accommodation plans, return to work, performance management, career development and redeployment managed as needed</li> </ul>



## 2021-2025 AODA/IASR Compliance Status/Activities

### Integrated Accessibility Standard Regulation: Customer Service

Regulation/Requirement	Action Required by Municipality	Timeline	Comments
O. Reg. 191/11 – 80.45-80.51 80.45 – Scope and Interpretation 80.46 – Establishment of Policies 80.47 – Use of Service Animals and Support Persons 80.48 – Notice of Temporary Disruptions 80.49 – Training for Staff 80.50 – Feedback Process Required 80.51 – Format of Documents 1. Policy Confirmation:	<ul style="list-style-type: none"> <li>Policies in place for Customer Service Standard</li> </ul>	January 1, 2010 - ongoing  Training completed in 2013 and revised in 2021	<ul style="list-style-type: none"> <li>Policy includes all requirements under customer service standard</li> <li>Training for staff completed</li> <li>City provides alternative formats upon request</li> <li>Feedback process in place, to be revised with new website in 2022</li> </ul>

# 2021-2025 AODA/IASR Compliance Status/Activities

## Integrated Accessibility Standard Regulation: Transportation

Regulation/Requirement	Action Required by Municipality	Timeline	Status
O. Reg. 191/11 – 33-80 Conventional and Specialized Transportation Service Providers, General Conventional and Specialized Transportation Service Providers, Accessibility Plans Conventional Transportation Service Providers, General Conventional Transportation Service Providers, Technical Requirements Specialized Transportation Service providers	<b>1. Confirmation:</b> <b>1.1. Confirm with Transit Service Provider:</b> <ul style="list-style-type: none"> <li>• Availability of Information on Accessibility Equipment</li> <li>• Non-functioning accessibility equipment</li> <li>• Accessibility Training</li> <li>• Emergency Preparedness and Response Policies</li> <li>• Fares, Support persons</li> <li>• Transition, existing contracts</li> <li>• Transition, existing vehicles</li> <li>• Accessibility Plans, conventional transit</li> <li>• Accessibility Plans, specialized transit</li> <li>• Accessibility plans, Conventional and specialized transit</li> <li>• General responsibilities</li> <li>• Alternative Accessible Method of Transportation</li> <li>• Fares</li> <li>• Transit Stops</li> <li>• Storage of Mobility Aids</li> <li>• Priority Seating</li> <li>• Service Disruptions</li> <li>• Pre-boarding Announcements</li> </ul>	2010 – ongoing  2013 - ongoing  2014-2015 Fare parity  June 2021 brought ParaTransit in house rather than contract  2021 – Bus Stop Accessibility Guidelines document 2003 - ongoing	<ul style="list-style-type: none"> <li>• Equipment has ability to be used manually, then bus to be taken back to terminal</li> <li>• Non-functioning accessibility equipment policy and procedures are in compliance with AODA</li> <li>• Transit Accessibility Plans active from 2019 - 2023</li> <li>• Compliant and have eliminated contractor – in house as of June 2021</li> <li>• If equipment is not operational there are signs used for the service disruption</li> <li>• Priority/Courtesy seating is provided and marked by signage in accordance with AODA</li> <li>• Electronic announcement system available.</li> <li>• Document sent to AAC in June 2021, document is in partnership with City of Niagara Falls and Niagara Region</li> </ul>

## 2021-2025 AODA/IASR Compliance Status/Activities

### Integrated Accessibility Standard Regulation: Transportation Continued

	Action Required by Municipality	Timeline	Status
	<ul style="list-style-type: none"> <li>Requirements re grab bars, etc.</li> <li>Floors and carpeted surfaces</li> <li>Allocated mobility aid spaces</li> <li>Stop-requests and emergency response controls</li> <li>Lighting features</li> <li>Signage</li> <li>Lifting devices, etc.</li> <li>Steps</li> <li>Fare parity</li> <li>Visitors</li> <li>Hours of service</li> <li>Booking</li> <li>Service delays</li> <li>Companions and Children</li> </ul>	<p>2014-2015</p> <p>2010 – hours have been the same for both</p>	<ul style="list-style-type: none"> <li>Fare equity/parity is provided</li> <li>Paratransit is door to door</li> <li>Have everything except the communication strategy which is in process and being worked on in 2021</li> <li>No fee charged for support persons</li> <li>June 2020 implemented new scheduling system, does dynamic scheduling</li> <li>Allows booking online/phone</li> <li>System analyzes service needs etc.</li> </ul>

## 2021-2025 AODA/IASR Compliance Status/Activities

### Integrated Accessibility Standard Regulation: Design of Public Spaces (DOPS)

Regulation/Requirement	Action Required by Municipality	Timeline	Status
<p>O. Reg. 191/11 – 80.6 - 80.44</p> <p>Part 4.1</p> <ul style="list-style-type: none"> <li>Recreational Trails and Beach Access Routes</li> <li>Paths of Travel</li> <li>Outdoor public eating areas</li> <li>Outdoor Play Spaces</li> <li>Accessible Parking</li> <li>Obtaining Services</li> <li>Maintenance</li> </ul>	<p>1. Confirm policies in FADS and with EFES/CRCs staff</p> <ul style="list-style-type: none"> <li>Planned edits to FADS for play spaces and washrooms/changerooms</li> </ul>	<ul style="list-style-type: none"> <li>January 1, 2016 – ongoing</li> </ul>	<ul style="list-style-type: none"> <li>FADS update scheduled for 2022</li> <li>Updates required in FADS 2018 version, not for compliance but as directed by Council for play spaces and in public universal washrooms</li> </ul>

# Feedback on Accessibility

The City of St. Catharines welcomes all feedback regarding accessible customer service, accessible information, communication, accessible formats, accessible facilities, goods, or services

## How to get in touch

You may contact us in person, by mail, email, website, phone, fax,TTY, or contact the Accessibility Coordinator directly.



### Visit

**City Hall, 50 Church St.**

Located at the corner of Church St. and James St.

Accessible Main Entrance at James St. side of City Hall



### Mail

**City of St. Catharines**

P.O. Box 3012, 50 Church Street  
St. Catharines, ON L2R 7C2



### Contact:

905.688.5601

905.688.4889 (TTY)

905.682.3631



Email or Check us out online

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

[www.stcatharines.ca](http://www.stcatharines.ca)

### Primary contact:

**Megan Detlor –  
Human Resources Consultant, Accessibility**

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

905.688.5601 ext. 1478



## Corporate Report City Council

**Report from:** Legal and Clerks Services, Office of the City Clerk

**Report Date:** November 19, 2021

**Meeting Date:** November 29, 2021

**Report Number:** LCS-202-2021

**File:** 10.12.1

**Subject:** Council Correspondence

**Strategic Pillar:**

### Recommendation

That Council receive and file the items listed within the report; and

That Council receive and file additional correspondence distributed for the meeting held November 29, 2021, which is available upon request.

### Report

The Office of the City Clerk is submitting, for the approval of Council, correspondence received during the period of November 5, 2021 to November 18, 2021.

### Resolutions

1. Town of LaSalle – re. COVID-19 Testing Requirement at Land Border
2. Township of Lake of Bays – re. Request for Additional COVID-19 Funding

### Correspondence

3. Niagara Peninsula Conservation Authority – Board Meeting Highlights – October 15, 2021
4. Correspondence from Communities in Bloom and the Canadian Garden Council – re. Year of the Garden 2022
5. AMO Watchfile – November 10, 2021
6. AMO Watchfile – November 18, 2021

### Correspondence from Niagara Region

7. Regional Incentives Information and Alternatives. Report PDS 37-2021

### Reports Requested by Council

8. Outstanding Reports List – updated November 19, 2021

**Prepared by**

Evan McGinty  
Council and Committee Coordinator

**Submitted and Approved by**

Bonnie Nistico-Dunk  
City Clerk





## Corporation of the Town of LaSalle

5950 Malden Road, LaSalle, Ontario N9H 1S4  
Phone: 519-969-7770 Fax: 519-969-4029 [www.lasalle.ca](http://www.lasalle.ca)

**November 15, 2021**

The Right Honourable Justin Trudeau  
Prime Minister of Canada  
House of Commons  
Ottawa, Ontario K1A 0A6  
[justin.trudeau@parl.gc.ca](mailto:justin.trudeau@parl.gc.ca)

Dear Prime Minister Trudeau,

### **Re: COVID-19 Testing Requirement at Land Border**

At the November 9, 2021 Regular Meeting of Council, Town of LaSalle Council gave consideration to correspondence received from a resident, dated November 2, 2021, regarding the COVID-19 testing requirement for travelers crossing the land border into Canada.

The following points were considered:

- The vast majority of the population of Essex County, including the Town of LaSalle, is fully vaccinated against COVID-19;
- Essex County, including the Town of LaSalle, has strong economic and social ties to Metropolitan Detroit and southeast Michigan;
- The United States has opened their land border to fully vaccinated Canadians without COVID-19 testing requirements; and
- The City of Windsor has asked the federal government to remove COVID-19 testing as a requirement for fully vaccinated travelers crossing the land border into Canada.

At the Meeting, the following Resolution was passed:

**698/21**

Moved by: Councillor Renaud

Seconded by: Councillor Carrick

That the Corporation of the Town of LaSalle requests that the Federal Government remove the requirement for Canadian Travelers to be tested for COVID-19 when using a land border crossing into the United States and then returning to Canada after the November 8, 2021 re-opening.



Your favourable consideration of this request is respectfully requested.

Yours Truly,



Jennifer Astrologo  
Director of Council Services/Clerk  
Town of LaSalle  
[jastrologo@lasalle.ca](mailto:jastrologo@lasalle.ca)

cc. The Honourable Doug Ford  
Chris Lewis, MP, Essex  
Taras Natyshak, MPP, Essex  
Gary McNamara, Warden, County of Essex  
All Members of Parliament  
All Members of Provincial Parliament  
All Ontario Municipalities





T 705-635-2272  
 TF 1-877-566-0005  
 F 705-635-2132

TOWNSHIP OF LAKE OF BAYS  
 1012 Dwight Beach Rd  
 Dwight, ON P0A 1H0

November 9, 2021

Via email: [Christine.Miller@smdhu.org](mailto:Christine.Miller@smdhu.org)

Simcoe Muskoka District Health Unit  
**Attention: Anita Dubeau, Chair, Board of Health**  
 15 Sperling Drive  
 Barrie, ON L4M 6K9

Dear Ms. Dubeau:

**RE: Correspondence – Request for Additional COVID-19 Funding**

On behalf of the Council of the Corporation of the Township of Lake of Bays, please be advised that the above-noted correspondence was presented at the last regularly scheduled meeting on November 9, 2021, and the following resolution was passed:

**“Resolution #7(c)/11/09/21**

**BE IT RESOLVED THAT the Council of the Corporation of the Township of Lake of Bays hereby receives the correspondence from Anita Dubeau, Chair, Board of Health, for the Simcoe Muskoka District Health Unit and supports their request to Minister Christine Elliott for additional COVID-19 funding, dated October 21, 2021;**

**AND FURTHER THAT this resolution be forwarded to the Minister of Health and Long-Term Care and to all Ontario municipalities.**

**Carried.”**

Sincerely,

Carrie Sykes, Dipl. M.A., CMO, AOMC,  
 Director of Corporate Services/Clerk.

CS/cw

Copy to: Hon. Christine Elliott, Minister of Health and Long-Term Care  
 All Ontario Municipalities



October 21, 2021

Honourable Christine Elliott  
Ministry of Health  
777 Bay Street, 5th Floor  
Toronto, ON M7A 2J3

Dear Minister Elliott:

On behalf of the Board of Health for the Simcoe Muskoka District Health Unit (SMDHU), I commend the strong progress being made in bringing COVID-19 under control through the public health measures and the vaccination campaign directed by the provincial government of Ontario. We continue to work collectively to complete the “final mile” of vaccination of the population while simultaneously continuing all activities of COVID-19 surveillance and case management/contact tracing.

The COVID-19 work has required an unprecedented quantity of resources, particularly human resources. Accordingly, boards of health have had to significantly augment their staffing specifically for the Mass Immunization Clinics. Salaries and related expenses of this greatly enhanced workforce (including transportation, supplies and equipment) have only been partially managed by the funding received from the province on July 22, 2021. SMDHU only received 42% of its COVID-19 funding request and costs to date have far exceeded that funding. To add to 2021 cash flow pressures, SMDHU would require the hiring of nursing and administrative staff to implement the provincially mandated vaccine clinics for 5–11-year-olds in Simcoe County and the District of Muskoka as well as implement the “booster” clinics for specific populations. With no immediate COVID-19 funding, these pressures for the end of 2021 compound finance issues for SMDHU and will potentially impede our ability to finance the human resources required.

The SMDHU Board of Health via management staff have been in active communication with Ministry of Health staff specifically related to the one-time funding COVID-19 requests. Unfortunately, the Board of Health experienced cash flow issues in July due to the lack of COVID-19 funding from the Ministry of Health to the point, that the Board was forced to seek approval from its four obligated municipalities to borrow from a bank up to \$5M to cover salaries and expenses for COVID-19 activities. SMDHU also sought and received from the Ministry of Health an advance in funding for the Ministry portion of the cost-shared budget to ensure that payroll commitments and the payment of vaccination expenses could be met. On October 20, 2021, the Board of Health approved a motion requesting that boards of health immediately receive the *COVID-19 Extraordinary Costs* and COVID-19 Vaccine Extraordinary Costs funding as articulated in SMDHU’s Q2 financial statement and that the Ministry of Health commit in writing to:

- (1) extend COVID-19 funding in 2022;
- (2) establish funding in 2022 for public health recovery activities; and,

**Barrie:**  
15 Sperling Drive  
Barrie, ON  
L4M 6K9  
705-721-7520  
FAX: 705-721-1495

**Collingwood:**  
280 Pretty River Pkwy.  
Collingwood, ON  
L9Y 4J5  
705-445-0804  
FAX: 705-445-6498

**Cookstown:**  
2-25 King Street S.  
Cookstown, ON  
L0L 1L0  
705-458-1103  
FAX: 705-458-0105

**Gravenhurst:**  
2-5 Pineridge Gate  
Gravenhurst, ON  
P1P 1Z3  
705-684-9090  
FAX: 705-684-9887

**Huntsville:**  
34 Chaffey St.  
Huntsville, ON  
P1H 1K1  
705-789-8813  
FAX: 705-789-7245

**Midland:**  
A-925 Hugel Ave.  
Midland, ON  
L4R 1X8  
705-526-9324  
FAX: 705-526-1513

**Orillia:**  
120-169 Front St. S.  
Orillia, ON  
L3V 4S8  
705-325-9565  
FAX: 705-325-2091

- (3) increase provincial funding for public health base budgets proportional to the municipal levy increase needed in 2022 to maintain capacity for public health program delivery.

The financial pressure from not having access to the required amount of COVID-19 funding from the province, with the simultaneous requirement to respond to the pandemic through surveillance, case and contact management, outbreak response, education and enforcement of the changing requirements of the *Reopening Ontario (A Flexible Response to COVID-19) Act*, and the vaccination of the population has placed the Board in a precarious financial situation. If there is not sufficient funding from the province, there is also a sizeable risk that SMDHU will have a large year-end deficit moving into 2022 based on 2021 COVID-19 expenses that may require a large municipal levy increase to eliminate the deficit and to address the response needs in 2022.

For these reasons the SMDHU Board of Health urges the provincial government to approve and immediately flow the amount required by each health unit of one-time *COVID-19 Extraordinary Costs* and *COVID-19 Vaccine Program Extraordinary Costs*.

Thank you for considering this urgent matter.

Sincerely,

**ORIGINAL Signed By:**

Anita Dubeau  
Chair, Board of Health

AD:CG:cm

cc: Ontario Boards of Health  
MPPs of Simcoe Muskoka  
City of Barrie Mayor and Council  
City of Orillia Mayor and Council  
The District Municipality of Muskoka District Chair and Council  
County of Simcoe Warden and Council  
Dr. Kieran Moore, Ontario Chief Medical Officer of Health  
Loretta Ryan, Executive Director, Association of Local Public Health Agencies  
Graydon Smith, President, Association of Municipalities of Ontario



## **Board of Directors Meeting Highlights – October 15<sup>th</sup>, 2021**

On Friday October 15<sup>th</sup>, 2021, the Board of Directors of the Niagara Peninsula Conservation Authority (NPCA) held its regular monthly meeting electronically. Highlights from the meeting included:

### **Discussion Paper from the NPCA's Public Advisory Committee**

Jackie Oblak, Chair of the NPCA's Public Advisory Committee (PAC) presented for the Board's consideration, a series of key issues and opportunities identified by her Committee specific to their representative sectors and relative to natural systems in the watershed and to the NPCA as a whole. The Board directed that staff investigate the points raised by the PAC and report back.

### **Niagara Peninsula Conservation Foundation**

Tom Insinna, Chair of the Niagara Peninsula Conservation Foundation (NCPF) appeared as a delegation to formally present the Foundation's 2020 Annual Report and to highlight the accomplishment and achievements of the NCPF during the past year. The Annual Report is posted at <https://niagaraconservationfoundation.com/> and donations to the Foundation can also be received via this website.

### **Watershed Planner / Open Data Hub**

Brian Lee, NPCA GIS Administrator provided a demonstration of the NPCA's open data portal which is available for public use. The portal can be found at the following link: <https://gis-npca-camaps.opendata.arcgis.com/>.

### **NPCA Water Well Decommissioning Grant Program Outreach Strategies**

The Board of Directors received a report on the NPCA's Water Well Decommissioning Grant Program. The Board was informed of the preliminary strategies in place to increase landowner awareness and involvement in the program. These strategies included: information on the NPCA website, cross-promotions on the City of Hamilton and City of Haldimand websites, outreach through the NPCA's restoration program, and public awareness through septic installers and well drillers. More information on the program is available at <https://npca.ca/well-decommissioning>.

The Board was also informed of additional outreach opportunities planned including cross-promotions with Niagara Region and local municipalities, distribution of information materials through local channels such as libraries, distribution to landowners as appropriate, and circulation through the planned media campaign scheduled for this fall.



## **NPCA Strategic Plan: 2021-2031**

The NPCA achieved a significant milestone at this meeting with Board approval of the Strategic Plan 2021-2023, reaffirming the NPCA's commitment to the mandate and purpose of Conservation Authorities in Ontario. The strategic plan process was led by staff under the direction of the C.A.O. with Board Strategic Planning Committee oversight. Extensive input from watershed residents, stakeholders and environmental non-government organizations was received and incorporated with support from the consulting firm of StrategyCorp. Each of the strategic priorities detailed in the plan had specific, measurable, attainable, realistic, and timely goals as well as comprehensive performance metrics to measure the success of the organization's activities.

The Board was briefed on the next steps for the 2021-2031 Strategic Plan that included the development of an operational plan that sets out specific actions to enable the NPCA to meet its goals in collaboration with its communities and partners from 2021 to 2031. As work progresses, outcomes will be monitored and shared publicly through the NPCA's Annual Reports.

## **Update to NPCA Conservation Authorities Act Section 28 Hearing Procedures**

Following the changes made by Bill 229, Protect, Support and Recover from COVID-19 Act (Budget Measures), 2020, the Board of Directors directed that the NPCA's Conservation Authorities Act Section 28 Hearing Procedures be updated based on the amended Conservation Ontario Model Hearing Guidelines.

NPCA Staff will be bringing forward the updated NPCA CA Act Section 28 Hearing Procedures as part of the Administrative By-law, to be updated by the end of 2021, as per Provincial requirements resulting from the Conservation Authorities Act regulatory changes. NPCA Staff will also be collaborating with Conservation Ontario to develop appropriate training materials for the Board of Directors regarding hearing procedures in the future.

## **Links to Agendas, Minutes and Video:**

<https://npca.ca/administration/board-meetings>



## Invitation to Municipalities

### What is The Year of the Garden 2022?

The **Year of the Garden 2022** is the **Centennial Celebration of Canada's horticulture sector** marked with the 100<sup>th</sup> Anniversary of the Canadian Nursery Landscape Association. From January 1 to December 31, 2022, we will commemorate and celebrate Canada's rich garden heritage, celebrate today's vibrant garden culture, and create legacies for a sustainable future.

Planning is underway for a year of exciting activities, celebrations, special events and promotions that will take place in communities, schools, businesses, public gardens, and backyard gardens in all parts of Canada.

### Join the Celebration and Proclaim 2022 as the Year of the Garden in Your Municipality

Join **Canada's Garden-Family** – thousands of plant growers, product manufacturers, retailers, landscape service providers, public gardens and garden experience providers, garden clubs and societies, and affiliated businesses – which will be sharing their knowledge and offering events to help Canadians **Live the Garden Life**.

The **Year of the Garden 2022** is a unique opportunity for your municipality to highlight and have a positive impact on priorities, such as:

- Post COVID Recovery
- Quality of Life
- Healthy Citizens
- Environmental Climate Action
- Economic Growth
- Enhance Cultural Vibrancy
- Reconciliation and Inclusivity
- Garden Tourism Destination positioning

The **Year of the Garden 2022 campaign** will reach and inspire the public to learn about the connections gardens and gardening have with many important community quality of life benefits including:

**Environmental Benefits**

- Integration of more plants into city life: tree canopy, community gardens, public parks, green roofs, green infrastructure
- More plants and more gardens produce more oxygen, sequester more carbon, mitigate heat island effect in urban areas
- Engaging Canadians in the Federal government's commitment to plant 2 billion trees, and commitment to fight Climate Change
- Contribute to attaining sustainable development goals

**Economic Benefits**

- Gardens and gardening generate economic activity for the garden family sector of your municipality
- Impact of public garden visitation, a demonstrated major tourism draw
- Generate economic development, attracting residents, businesses, and visitors in communities across the country
- Enhancing quality of life favours economic stability for your municipality and its residents

**Health and Wellness Benefits**

- The relation between improved health and gardening is well documented
- Active living for all ages
- Contribute to healthier citizens and reduced health costs
- Engage your with Canada's healthy eating strategy

**Cultural Benefits**

- Better understanding of the role gardens and gardening play in the development of communities and our country
- contribute to the reconciliation with our First Nations who live in harmony with nature and plants
- Contribute to Canada's inclusivity agenda since "in the garden there are no differences", just plants, and people of all ages and cultures who love them and care for them
- support the integration of a garden culture in schools and community gardens

## Our Invitation to All Municipalities:

Communities in Bloom and the Canadian Garden Council **invite municipalities to proclaim 2022 the Year of the Garden** for their citizens to **acknowledge all the benefits that Gardens and Gardening provide.**

By joining Canada's celebration of the **Year of the Garden 2022** you will demonstrate leadership and inspire and engage your citizens using evidence-based information and actions to contribute to the sustainability of your municipality.

### Our Proposal:

- **Proclamation of 2022** as the **Year of the Garden** in your municipality (see attached Proclamation Template)
- **Commitment** to be a **Garden Friendly City**
- **Recognize National Garden Day** in your municipality, Saturday before Fathers Day

Should you have any question, please do not hesitate to contact us. Should you move forward with a proclamation, please send us copy of your proclamation.

Contact: [info@gardencouncil.ca](mailto:info@gardencouncil.ca)

<https://www.communitiesinbloom.ca/>

<https://gardenscanada.ca/year-of-the-garden/>



Presented on Municipal letterhead

## Year of the Garden 2022 PROCLAMATION

- WHEREAS** the *Year of the Garden 2022* celebrates the Centennial of Canada's horticulture sector;
- WHEREAS** gardens and gardening contribute to the quality of life of our municipality, our climate action goals and create safe and healthy places where people can come together in the spirit of inclusivity and reconciliation:
- WHEREAS** the *Year of the Garden 2022* will highlight and celebrate the important contribution of gardeners, our local gardening organizations, horticultural professionals and local horticultural businesses which contribute to garden culture and experience of our municipality;
- WHEREAS** gardens and gardening have helped us face the challenges of the COVID pandemic;
- WHEREAS** Communities in Bloom in collaboration with the Canadian Garden Council, invites all municipalities to celebrate the *Year of the Garden 2022*;

### NOW THEREFORE BE IT RESOLVED

- THAT** (add name of municipality) **HEREBY PROCLAIMS 2022 as the *Year of the Garden*** in celebration of the contribution of gardens and gardening to the development of our country, our municipality and the lives of our citizens in terms of health, quality of life and environmental challenges; and
- THAT** the **Saturday before Father's Day, National Garden Day**, June 18 in 2022, be recognize as **Garden Day in** (add name of municipality) as a legacy of Canada's *Year of the Garden 2022*; and
- THAT** (insert name of Municipality) is committed to be a **Garden Friendly City** supporting the development of its garden culture and is proud to have:

*(name at least two city initiatives that support the garden culture of your city and the spirit of the Year of the Garden 2022); and*

- THAT** all municipalities across Canada BE INVITED to proclaim 2022 to be the *Year of the Garden* in their respective municipalities, and that a copy of this resolution be provided to the FCM, and for that purpose.

DATED AT CITY HALL, (the xx day of (add month), 2021 or 2022

---

(insert Mayor's name), Mayor



November 10, 2021

### In This Issue

- Apply to Ontario's NEW Site Readiness Program today!
- Register for provincial webinars on excess soil regulations.
- Applications open soon for the Community Safety and Policing Grant Program.
- New date added for navigating conflict training.
- A risk management information system for municipalities.
- OHS due diligence challenges for municipalities.
- LAS Blog: Read about AMO's work on climate change.
- FCM funding for road & sidewalk assessments.
- Canoe Public Procurement Summit only one week away!
- Canoe Fall Webinar: CIMCO Refrigeration.
- Electric ice resurfacers coming to an arena near you.
- Culvert prices rising December 1, 2021.
- ONE Investment fall 2021 webinars - Equity and Fixed Income.
- Long-term care governance and leadership training.
- Careers: Ministry of Finance, Halton Region, Toronto and Brant County.

### Provincial Matters

The Ministry of Economic Development, Job Creation and Trade launched a NEW funding program to support **industrial land owners** to complete site preparatory work, making those sites more attractive for investors. Application Deadline: March 1, 2022.

The province is hosting webinars on November 12th, 19th, 24th and 26th on the upcoming changes to excess soil regulations. Click on the dates to register, or email [mecp.landpolicy@ontario.ca](mailto:mecp.landpolicy@ontario.ca).

The province is investing \$267.6 million over three years through the Community Safety and Policing (CSP) Grant program. Eligible police services can apply for funding to support the implementation of public safety and community policing initiatives.

### Eye on Events

AMO's in demand training on skills for elected officials to navigate conflict relations is available for one more session in 2021. Sign up for the December 8 and 9 session here. Limited seats available.



On December 2, join AMO and our latest partner, ClearRisk, to learn more about the latest offering we have competitively procured for members: a risk management information system. With the ClearRisk platform, the data generated can help your municipality track insurance claims while improving your local risk management program. Register today.

On November 23, join AMO's Occupational Health and Safety program partner, 4S Consulting Services Inc., for a webinar on due diligence challenges for directors and officers of municipalities. Register today.

## LAS

With the 2021 United Nations Conference on Climate Change, AMO's Board has identified the priority of addressing the urgency of climate change as a strategic objective this year and last. Read more in our latest blog.

The FCM Municipal Asset Management Program is a perfect fit for the LAS Road/Sidewalk Assessment Service with funds to cover 80-90% of the assessment cost up to \$50,000. Get a quote from LAS and apply for your funding today. Contact Tanner for more information.

The Canoe Public Procurement Summit takes place November 17, 11:00am to 2:30pm EST. Join municipalities from across Canada to learn more about best practices in cooperative purchasing. Learn more or register here.

Gain a powerplay advantage using CIMCO for your arena needs. Join our webinar on November 24 at 11 am to hear how this Canoe contract helps your community keep their stick on the ice. Register today.

Thinking of buying an electric ice resurfacer? Register now to see them in person at the Zamboni Showcase – Nov 17 (The Plex, Saugeen Shores), Nov 18 (Gerry McCrory Countryside Sports Complex, Sudbury), or Nov 14 (Healthy Planet Arena, Peterborough). Learn about batteries, maintenance, and see demonstrations from Zamboni - one of the many approved vendors under the Canoe Procurement Group.

Culvert Price Increase Alert: Armtec has advised LAS that the cost of its products will be increasing due to high steel prices. This increase goes into effect December 1, 2021. Order your material now using the Canoe Procurement Group to beat the increase. Contact Tanner to learn more.

## One Investment

ONE Investment is hosting two live sessions in November, 2021 with our external Portfolio Managers: MFS Investment Management and Guardian Capital. To register and know what will be covered, click on these links: November 23 - Philosophy, Process and Performance of ONE's Fixed Income Portfolios and on November 24 - Philosophy, Process and Performance of ONE's Equity Portfolio.

**Municipal Wire\***

AdvantAge Ontario, the association representing municipal and non-profit long-term care homes, is offering a three-part webinar series designed for long-term care board and committee of management members.

**Careers**

Senior Policy Advisor - Ministry of Finance. Supporting strategic initiatives related to beverage alcohol, gaming and cannabis markets in Ontario. Conducting consultations, completing complex analyses and developing government policy options. Please apply online, quoting Job ID 170302 by November 19, 2021.

Manager, Systems Planning and Evaluation - Halton Region. Reporting to the Director, Children's Services, the Manager, the role is responsible for leading the strategic oversight of the early years and child care (EYCC) system in Halton. This position will provide strategic advice in the development of programs, policies and funding models. Apply Online at: Halton Job Postings by November 19, 2021.

Stakeholder Engagement Lead - City of Toronto. Reporting to the Manager, Stakeholder and Community Outreach, the incumbent will be responsible for providing overall senior level support to Solid Waste Management Services (SWMS). To apply online, submit your resume, quoting Job ID 18214, by Tuesday, November 30, 2021.

Director of Council Services, Clerk - County of Brant. This role requires the individual to lead and oversee team of Council Services Division staff to ensure high quality service delivery in the functions of council/committee services, records management, vital statistics, election, and freedom of information/privacy. Visit www.brant.ca/jobs to apply. Deadline is November 21, 2021.

**About AMO**

AMO is a non-profit organization representing almost all of Ontario's 444 municipal governments. AMO supports strong and effective municipal government in Ontario and promotes the value of municipal government as a vital and essential component of Ontario's and Canada's political system. Follow @AMOPolicy on Twitter!

**AMO Contacts**

AMO Watch File Tel: 416.971.9856

Conferences/Events

Policy and Funding Programs

LAS Local Authority Services

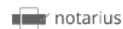
MEPCO Municipal Employer Pension Centre of Ontario

ONE Investment

Media Inquiries Tel: 416.729.5425

Municipal Wire, Career/Employment and Council Resolution Distributions

AMO's Partners



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November 18, 2021

### In This Issue

- Webinar on November 19 for *Conservation Authorities Act* regulations.
- ROMA recommendations on Future of Ontario's Rural Communities at AGM.
- A risk management information system for municipalities.
- OHS due diligence challenges for municipalities.
- OMERS Employer Bulletin regarding calls for independent review.
- Canoe Webinar: CIMCO Refrigeration.
- Canoe Webinar: RothIAMS.
- Electric Zamboni Showcase - Peterborough, ON.
- ONE Investment fall 2021 webinars - Equity and Fixed Income.
- Attend OMSSA's 2021 Policy Conference.
- Opportunities for municipalities to explore innovation with Mitacs.
- Long-term care governance and leadership training.
- Careers: AMO, Orillia, Brampton, Simcoe, Parry Sound and Hamilton.

### AMO Matters

AMO and Conservation Ontario are hosting a lunch and learn on Friday, November 19 at noon to answer technical questions about the new *Conservation Authorities Act* regulations. Here are [details](#) on how to register.

### Eye on Events

The ROMA Board of Directors will release their recovery and growth plan: *Opportunities for Rural Ontario in a Post-Covid World*, at the 2022 Annual Conference. Learn about the findings, recommendations and advocacy that is needed for sustainable rural communities. [Register today](#).

On December 2, join AMO and [our latest partner, ClearRisk](#), to learn more about the latest offering competitively procured for members: a risk management information system. With the ClearRisk platform, the data generated can help your municipality track insurance claims while improving your local risk management program. [Register today](#).

On November 23, join AMO's Occupational Health and Safety program partner, [4S Consulting Services Inc.](#), for a webinar on due diligence challenges for directors and officers of municipalities. [Register today](#).

**Municipal Employer Pension Centre of Ontario (MEPCO)**

OMERS has released [important information](#) in response to letters sent to municipal Councils by CUPE Ontario regarding OMERS investment performance.

**LAS**

CIMCO webinar November 24 @ 11 am, [register here](#). With CIMCO Refrigeration, municipalities gain the advantage on everything from buying equipment and building a new rink, to making general repairs and upgrading refrigeration systems. Part of the [Canoe Procurement Group](#).

RothIAMS webinar December 8 @ 11 am, [register here](#). RothIAMS provides integrated asset management strategies for municipal governments across Ontario. Join us for real-world examples to inform your Asset Management, Capital Renewal, or Maintenance Plans. Part of the [Canoe Procurement Group](#).

Thinking of buying an electric Zamboni? [Register now](#) to see them in person at the Zamboni Showcase - November 24 from 8 am - 12 pm at the Healthy Planet Arena, Peterborough. Learn about batteries, maintenance, and see demonstrations from Zamboni - one of the many approved vendors under the [Canoe Procurement Group](#).

**One Investment**

ONE Investment is hosting two live sessions in November, 2021 with our external Portfolio Managers: MFS Investment Management and Guardian Capital. To register and know what will be covered, click on these links: November 24 - [Philosophy, Process and Performance of ONE's Fixed Income Portfolios](#) and on November 23 - [Philosophy, Process and Performance of ONE's Equity Portfolio](#).

**Municipal Wire\***

Join the Ontario Municipal Social Services Association November 30 to December 2 to focus on issues that will inform human services policy in the future and think about the post-pandemic Ontario we want. [Register today](#).

[Mitacs](#) is a not-for-profit organization, funded by federal and provincial governments to foster innovation in Canada. [Municipalities](#) can now access matching funds to address local priorities through their internship programs.

AdvantAge Ontario, the association representing municipal and non-profit long-term care homes, is offering a [three-part webinar series](#) designed for long-term care board and committee of management members.

**Careers**

[Policy Intern - AMO](#). Assisting senior advisors and the Director of Policy, the successful candidate will support AMO's policy development process. The job will require research, analysis, report writing, project planning and coordination. Please apply in confidence to: [careers@amo.on.ca](mailto:careers@amo.on.ca) by December 17, 2021 at 12 noon.



Membership Services Advisor - AMO. With a key role in the Membership Centre, this position provides advisory and execution support to the Director of the Membership Centre on researching, designing, delivering, and implementing all events and training. Please apply in confidence to: [careers@amo.on.ca](mailto:careers@amo.on.ca) by December 2, 2021.

Director of Business Development - City of Orillia. Reporting to the Chief Administrative Officer (CAO), the Director of Business Development provides leadership, overall direction, management and administration of functions associated with business development, culture and tourism. Apply [online](#) by November 25, 2021.

Director, Design & Construction, Public Works & Infrastructure - City of Brampton. Reporting to the Commissioner, the Director will be responsible for providing strong, innovative leadership to a team of 5 Managers Building, Design and Construction and 1 Business Advisor. Apply online to [arthur@wmc.on.ca](mailto:arthur@wmc.on.ca) by December 10, 2021.

Director of Capital Works, Public Works & Engineering - City of Brampton. Reporting to the Commissioner, the Director will be responsible for providing strong, innovative leadership to the City's Construction, Engineering, and Infrastructure Planning Sections. Apply online to [arthur@wmc.on.ca](mailto:arthur@wmc.on.ca) by December 10, 2021.

Director, Facilities Operations & Maintenance, Public Works & Infrastructure - City of Brampton. Reporting to the Commissioner, Public Works & Engineering, the Director is responsible for leadership of the maintenance and operations of civic buildings and facilities. Apply online to [arthur@wmc.on.ca](mailto:arthur@wmc.on.ca) by December 10, 2021.

Manager, Public Housing - County of Simcoe. Reporting to the Director, Social Housing, this position is responsible for effectively leading the delivery of County owned housing program and centralized waiting list in accordance with the policies of the County and applicable legislation. Apply [online](#) by December 2, 2021.

Principal Planner - Town of Parry Sound. Reporting to the Director of Development & Protective Services, the Principal Planner is responsible for planning and managing the activities and operations of the Town's planning functions. Submit a cover letter and resume to [dthompson@townofparrysound.com](mailto:dthompson@townofparrysound.com) by November 26, 2021.

Director, LRT Project Office - City of Hamilton. Reporting to the General Manager of the Planning and Economic Development Department, this position will lead the City of Hamilton's project team responsible for working collaboratively with Metrolinx to ensure the completion of the Hamilton Light Rail Transit Project. Apply [online](#) by December 2, 2021.

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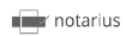
[MEPCO Municipal Employer Pension Centre of Ontario](#)

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[Municipal Wire, Career/Employment and Council Resolution Distributions](#)

## AMO's Partners



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**Administration**

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[www.niagararegion.ca](http://www.niagararegion.ca)

October 25, 2021

**CL 20-2021, October 21, 2021**

**COTW 5-2021, October 7, 2021**

**PDS 37-2021, October 7, 2021**

**LOCAL AREA MUNICIPALITIES**

**SENT ELECTRONICALLY**

Regional Incentives Information and Alternatives

PDS 37-2021

Regional Council, at its meeting held on October 21, 2021, passed the following recommendation from its Committee of the Whole meeting:

That Report PDS 37-2021, dated October 7, 2021, respecting Regional Incentives Information and Alternatives, **BE RECEIVED** for information; and

That Report PDS 37-2021 **BE CIRCULATED** to the local municipalities.

A copy of Report PDS 37-2021 is enclosed for your reference.

Yours truly,

Ann-Marie Norio

Regional Clerk

CLK-C 2021-162

cc: M. Bannerman, Incentives and Grants Program Manager  
M. Sergi, Commissioner, Planning and Development Services  
N. Oakes, Executive Assistant, Planning and Development Services

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**Subject:** Regional Incentives Information and Alternatives

**Report to:** Committee of the Whole

**Report date:** Thursday, October 7, 2021

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## **Recommendations**

1. That this report **BE RECEIVED** for information; and
2. That Report PDS 37-2021 **BE CIRCULATED** to the Local Municipalities.

## **Key Facts**

- This report is in response to Council direction to provide additional information, proposals and clarifications regarding Niagara Region incentives: existing incentives; newly aligned incentives proposed through the Niagara Region Incentives Policy outlined in Report PDS 31-2021; and potential incentive programs as outlined in the proposed amendment to Report PDS 31-2021.
- Report PDS 31-2021 presented the Niagara Region Incentives Policy, which consolidated into a single document Regional incentive programs aligning with the four Priority Areas directed by Regional Council: Affordable Housing, Employment, Brownfield Remediation and Public Realm. The incentives included in the Niagara Region Incentives Policy comprised the majority of existing Regional incentive programs as shown in Slide 5, Appendix 3 of this report. These programs have been updated and repurposed to accomplish the incentive review goals of aligning with Regional priorities and responsibilities, addressing current and future needs, providing meaningful and measurable results, and being sustainable, clear and accountable.
- On August 5, 2021, Committee of the Whole (COTW) considered Report PDS 31-2021, Niagara Region Incentives Policy, amending the report recommendations. Minutes of this COTW meeting were considered at Regional Council on August 26, 2021 where further amendments to the report were considered (Appendix 1). A final vote was not taken on this occasion as meeting time expired.
- At a Special Council meeting held on August 31, 2021, Council approved a motion (Appendix 2) to refer the report to a COTW meeting on October 7, 2021, to be accompanied by a report from staff.

- 
- This report provides the information requested through the August 31 referral motion that includes:
    1. What programs would be cancelled in moving to the 4 Pillar Suite of Incentives;
    2. Articulates which of those programs would attain any of the 4 Pillar objectives;
    3. Identify what programs from the Old Suite or the 4 Pillar Suite incentivize greenfield development;
    4. Provides recommendations for grandfathering and expiration timelines;
    5. Provides recommendations for annual reporting to Council on program costing;
    6. Provides an incentive option for the 4 Pillar model pertaining to “Downtown Core” improvements/developments for Council consideration;
    7. Provides a full costing to maintain both program Suites (Old & 4 Pillar) in accordance with the recommended changes;
    8. Articulates how each scenario (Old Suite, 4 Pillar or dual offering) will impact the upcoming levy budget.

## **Financial Considerations**

Two of the information requests in the referral report have financial implications associated with them and the alternatives put forward to address them. These items (7 and 8) will be included in the Analysis section below in the order of the referral motion.

## **Analysis**

### **A. Terminology**

The following clarifications are very important to ensure shared understanding of what programs are being discussed and proposed.

**Community Improvement Plan (CIP)** – this refers to plans which outline CIP project areas and incentive programs which may be operative in those areas. “CIP” refers to the plan itself, not to the programs within CIPs.

**Smarter Niagara Incentive Program (SNIP)** – an umbrella term for a Regional suite of eleven incentives, which operate differently and have different legislative and funding sources. It will be important to specify what SNIP incentives are being referenced when considering recommendations to continue or transition these programs.



**Table 1 Smarter Niagara Incentive Program (SNIP) grants**

<b>SNIP Simple Grants</b>
These are funded through an annual budget line (more recently, through reserves), and match eligible, locally approved CIP projects within Regional program parameters
Residential Grant
Planning Grant (CIP/Secondary Plan)
Environmental Assessment Study Grant
Building and Façade Improvement Grant
Heritage Restoration and Improvement Grant
<b>SNIP Tax-related Grants</b>
These require different approval processes from simple grants, are longer in duration, and are deducted from assessment growth
Property Rehabilitation and Redevelopment Tax Increment Grant
Brownfield Tax Assistance Program
<b>Other SNIP Grants</b>
These have had no uptake (agriculture grants); were never developed or funded (affordable housing grant); or were replaced (public domain, by the Public Realm Improvement Program).
Agricultural Buildings and Facilities Revitalization Grant (TIG)
Agricultural Feasibility Study Grant
Affordable Housing Grant
Public Domain Incentive Grant

**Tax Increment Grant (TIG)** – A TIG refunds back to the developer/property owner a portion of the incremental increase in taxes on a property related to assessment increase following development. TIG rates vary from 10-100% of the tax increment depending on the municipality's program. They may be at a flat, unchanging percentage rate for the duration of the grant, or on a sliding scale. Typically, TIGs are for more money over a longer period of time (usually 10 years) than other grants. Currently RDC grants represent the largest share of the annual budget for incentives; however, as Slide 11, Appendix 3 demonstrates, the growth in incentives is primarily in TIGs, particularly for brownfields.

The Region currently offers TIGs in both the SNIP and Gateway CIP incentive programs: two SNIP TIGs – the Property Rehabilitation and Redevelopment TIG (which includes brownfield and non-brownfield TIGs) and the Agricultural Buildings and

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Facilities Revitalization Grant – and a Gateway CIP TIG. Regional funding for TIGs is budgeted annually based on forecasting from the local municipalities indicating what projects will be invoiced in the coming year, usually aligned with project completion and collection of the incremental taxes from the property.

All new construction in the Region creates new assessment that must go into the calculation of the tax rates. All properties, including those eligible for a TIG, must be billed their share of taxes at the tax rate for that property class times the assessment for the property. This tax revenue is part of the overall general tax levy collected by the Region. Once taxes are paid by a property owner who has a TIG, the owner is then entitled to a refund of the approved TIG amount of those taxes, and the payment to the property owner is recorded as an operating expense in the general levy budget. Regional TIGs are funded each year in the budget from annual assessment growth revenue, as it generally incorporates the new tax revenue from the development be entitled to the grant.

It is assumed that when item 1(a) of the proposed amendment to Report PDS 31-2021 (Appendix 1) refers to “the current Regional TIG,” what is meant is the SNIP Property Rehabilitation and Redevelopment Tax Increment Grant. This program matches brownfield and non-brownfield TIG projects approved by local municipalities in their CIP areas in alignment with Regional program parameters.

It is assumed that when item 1(b) in the proposed amendment to Report PDS 31-2021 (Appendix 1) refers to “SNIP,” what is meant is one or more programs in the group listed as SNIP simple grants in Table 1.

Clarity and confirmation regarding what incentives are specifically intended in items 1(a) and (b) is required.

## **B. Responses to Referral Motion Information Requests**

This section addresses information requested in items 1-6 of the referral motion.

### **(1) What programs would be cancelled in moving to the 4 Pillar Suite of Incentives**

The majority of existing incentive programs would be repurposed in the new Regional Incentives Policy, as specified in Slides 3 and 4 in Appendix 3 of this report. The majority of these programs are in the Priority Area identified as most important – Affordable Housing – with the remainder falling into the remaining Priority Areas of Employment, Brownfield Remediation, and Public Realm. Most existing programs have been updated or repurposed to realize the goals of the incentive review: aligning Regional incentives with Strategic Priorities of Council, to make sure incentives are

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addressing key current and future needs; stipulating meaningful metrics to measure program performance; targeting programs and budget dollars to ensure sustainability and effectiveness; and improving administration and reporting to provide timely adjustment and accountability.

The following programs would have Regional funding discontinued under the proposed Niagara Region Incentive Policy:

- Waterfront Investment Program
- Niagara Investment in Culture Program
- Heritage Tax Rebate
- SNIP
  - Brownfield Tax Assistance Program
  - Building and Façade Improvement Grant/Loan
  - Heritage Restoration and Improvement Grant/Loan
  - Agricultural Feasibility Study Grant

It is important to note that the only programs which are entirely cancelled are the two Regionally-run programs: Waterfront Investment Program and Niagara Investment in Culture program. The other programs on the list (SNIP programs and Heritage Tax Rebate program) are not cancelled: they are owned or funded by local municipalities or the province and can continue to be run. The Region just would not participate as a funding partner.

Development charge incentives are subject to the approval of the new RDC By-law in 2022 and informed by the work of the RDC Policy Task Force. However, it is recommended that the following RDC discretionary grants be removed from the RDC By-law and not continue:

- Hotel/Motel
- Long-Term Care Homes
- Phase-in Rates
- Parking Structures
- Agriculture
- Place of Worship
- Canopies [i.e., Gas Stations]

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**(2) Articulates which of those programs would attain any of the 4 Pillar objectives**

The only one of the programs above which falls into one of the four Priority Areas is the Brownfield Tax Incentive Program (BTAP), which falls into the Brownfield Remediation Priority.

This program was not recommended to continue with Regional funding due to the fact that eligible costs under most BTAP incentives are also eligible costs under the proposed Brownfield Tax Increment Grants (BTIGs) and the Brownfield Regional Development Charge (RDC) Deferral, which are both included in the proposed Niagara Region Incentive Policy; the smaller grant amounts relative to the administrative and legislative requirements of the program; the fact that the BTAP incentives provided in Niagara rarely leverage eligible matching provincial incentives; and inconsistent and incomplete information on invoicing/payment of these grants from local municipal partners making them challenging to track.

**(3) Identify what programs from the Old Suite or the 4 Pillar Suite incentivize greenfield development**

The term “greenfield” refers more to geography than to characteristics of land. Designated Greenfield Areas (DGAs) were established by the Province in the 2006 Growth Plan, and designated through mapping completed in 2008. DGAs are land inside settlement areas but outside built up areas – that is, land in settlement areas that was not developed as of 2008. Appendix 4 provides a map of DGAs in Niagara Region.

DGAs that did not have development in 2008 may have developed since that time in a variety of ways. DGAs may also have properties with different characteristics and planning uses on them. For instance, it is possible to have residential or employment development in DGAs. It is also possible to have contaminated lands, or brownfields, in DGAs.

Existing incentives do not incentivize development in DGAs because they are greenfields. However, some properties within DGAs have received Regional incentives because they are permitted under current incentive and CIP program parameters. Proposed incentives similarly do not incentivize development in DGAs because they are greenfields. However, they may also provide incentives to projects in greenfield areas that achieve goals within the four Priority Areas, such as affordable housing, employment or brownfield remediation. The key difference is that proposed incentives achieve objectives in Council’s strategic Priority Areas; existing incentives may not.

**(4) Provides recommendations for grandfathering and expiration timelines**

Three options may be considered regarding start and end dates for programs and program transitions.

**Option 1 Original recommendation in Report PDS 31-2021**

Dec 31, 2021	<u>Expire:</u> all current non-RDC incentive programs
Jan 1, 2022	<u>Begin:</u> all NR Incentive Policy programs
Aug 31, 2022	<u>Expire:</u> all discretionary RDC incentives <u>Begin:</u> NR Incentive Policy RDC incentives (subject to new RDC bylaw)

- Transition time to new programs: 3 months
- Transition policies: 0
- Overlapping Programs: 0

**Option 2 Proposed amendment to Report PDS 31-2021**

Dec 31, 2021	<u>Expire:</u> WIP, NIC, Heritage Tax Rebate
Jan 1, 2022	<u>Begin:</u> all NR Incentive Policy programs except RDC programs
Aug 31, 2022	<u>Expire:</u> all discretionary RDC incentives except Smart Growth RDC <u>Begin:</u> NR Incentive Policy RDC programs (subject to new RDC bylaw)
Oct 1, 2024	<u>Expire:</u> SNIP Rehabilitation & Redevelopment TIG, Smart Growth RDC grant -- unless replaced earlier by "residential intensification, employment enhancements and brownfield remediation" programs

- Transition time to new programs: 3 – 35 months
- Transition policies: 0
- Overlapping Programs: 4

**Option 3 Alternative proposal for potential consideration**

Dec 31, 2021	<u>Expire:</u> WIP, NIC, Heritage Tax Rebate, Public Housing Partnership pilot (repurposed as Partnership Housing Program), SNIP -- Affordable Housing, Public Domain, Agriculture Study, Agriculture TIG
Jan 1, 2022	<u>Begin:</u> Partnership Housing Program



Aug 31, 2022	<u>Expire</u> : all discretionary RDC incentives <u>Begin</u> : NR Incentive Policy RDC incentives (subject to new RDC bylaw)
Mar 31, 2023	<u>Expire</u> : SNIP -- Façade Improvement, Heritage, Planning, ESA, BTAP, Rehabilitation and Redevelopment TIG; Secondary Suite program
Apr 1, 2023	<u>Begin</u> : all NR Incentive Policy programs; Downtown Intensification TIG, Façade Improvement grant

- Transition time to new programs: 3 -18 months
- Transition policies: 3
- Overlapping Programs: 0

#### Recommended Transitions:

**Smart Growth RDC grant** - Applicants that have received preliminary assessments that they meet eligible criteria and where building permits are pulled by Aug 31, 2022 will be eligible for the grant provided the project is completed and a formal application is submitted by Aug 31, 2023.

**SNIP Rehabilitation and Redevelopment TIG** - Applicants with projects approved by a local municipality by Mar 31, 2023 will be eligible under the existing program if the municipality submits a complete Regional matching funding application by June 1, 2023.

**Downtown Core Incentives** - Existing overlapping programs (i.e., SNIP Rehabilitation and Redevelopment TIG, SNIP Façade Improvement grant) will expire on the start date of new incentives, with the SNIP Rehabilitation and Redevelopment TIG transitioning as outlined above.

Given the strong and polarized views expressed to date by Council, option 3 was developed to reflect a compromise (middle ground) for potential consideration. It provides reasonable timelines for expiry and transition of existing incentive programs and the beginning of the proposed aligned incentives, while minimizing the potential confusion and cost of overlapping programs.

Any projects currently allocated funding by Niagara Region will continue under the program parameters and agreements in place at the time of their approval regardless of which timelines are adopted.

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**(5) Provides recommendations for annual reporting to Council on program costing**

Reports to Council on incentive programs, including program costs but also other key performance indicators and the achievement of Priority Area objectives, is recommended annually. To accurately report on program costs and effectiveness, the assistance of local area municipalities in providing data for matching programs in a timely and complete manner will be key.

It is further recommended that a comprehensive report to Council be provided within one year of expiration of existing programs (date to be determined). If adopted the Niagara Region Incentive Policy also recommends a comprehensive review of its incentive programs after five years from the date of their start.

To ensure Council receives the most useful reporting on incentives, it is also recommended that existing and proposed programs which overlap not be run simultaneously. To do so may prove expensive; may confuse applicants, stakeholders and funding partners; could skew understanding and reporting on program effectiveness; and might delay accomplishing strategic objectives.

To take TIGs as one example, if the existing SNIP Rehabilitation and Redevelopment TIG were to continue to run simultaneously with the proposed Brownfield TIG program, the Niagara Business Attraction TIG and potentially a Downtown Intensification TIG all of which would overlap with it, it would be difficult to be clear on the various program criteria, to calculate which program would be most advantageous, to know how to budget for the programs, to understand how matching funding would work, which programs may be stackable, what administrative requirements (application, invoicing, forecasting) would be operative, which programs may be achieving which strategic objectives and why, what programs, grant levels or criteria may continue, how costs could be forecast over time, and how data could be accurately provided and usefully analyzed.

**(6) Provides an incentive option for the 4 Pillar model pertaining to “Downtown Core” improvements/developments for Council consideration**

Most proposed incentives in the Niagara Region Incentive Policy are eligible in Downtown Core areas, if they align with the four Priority Areas. It would be possible to receive several different proposed incentives which would improve and intensify Downtowns that also attain strategic objectives identified by Council.

Should Council wish to consider additional incentive options for Downtown Core areas, the following two program suggestions are offered:

	<b>Downtown Intensification Tax Increment Grant</b>	<b>Façade Improvement Grant</b>
<b>Description and Objective</b>	A matching tax increment grant program to encourage intensification, i.e., increase residential and employment options, in downtown core areas	A matching grant program to encourage improvement of facades of commercial or mixed use buildings in downtown core areas
<b>Key Parameters</b>	<ul style="list-style-type: none"> <li>• Matching fixed TIG for 10 years at 45% (65% if affordable housing is included)</li> <li>• Available in Downtown Cores as currently identified in the Official Plans of local area municipalities, with appropriate matching programs</li> <li>• Phasing and sunset clauses as per other Regional TIG programs</li> <li>• Can only stack with eligible RDC incentives</li> </ul>	<ul style="list-style-type: none"> <li>• Matching grant for up to \$10k/property, \$15k/property for heritage building</li> <li>• One grant per property every 5 years</li> <li>• Must be eligible improvement to façade only (includes signage)</li> <li>• Biannual intake up to annual program budget determined by Council</li> <li>• Available in local municipal CIP areas</li> </ul>
<b>Metrics</b>	<ul style="list-style-type: none"> <li>• Number and types of residential units built</li> <li>• Amount of affordable housing generated</li> <li>• Number and types of businesses opening</li> <li>• Number and types (FT, PT) of jobs generated</li> <li>• Increase in assessment value generated</li> </ul>	<ul style="list-style-type: none"> <li>• Number of grants provided</li> <li>• Location of grants provided</li> <li>• Before/after photos for qualitative assessment</li> </ul>

These programs would have some advantages: The Downtown Intensification TIG would promote non-brownfield intensification in downtown core areas; could increase assessment value and thus longer-term tax revenues; could make efficient use of existing infrastructure and transit options; and though not directly aligned with the four Priority Areas, has the potential to generate affordable housing and employment. The Façade Improvement Grant could enhance attractiveness and improve urban design of downtown commercial, mixed use buildings, and could be seen as a support to small businesses.

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There could also be disadvantages: A TIG such as the one proposed would likely divert funding from programs targeting strategic priorities, especially affordable housing, though this may be mitigated if a more advantageous grant level were added to the program similar to that for the proposed Brownfield TIG. The similar existing SNIP Rehabilitation and Redevelopment TIG has not produced significant increases in affordable housing or employment. A more focused façade program may address some issues with the current broad patchwork of programs, but may also fund work that would have happened anyway.

**(7) Provides a full costing to maintain both programs Suites (Old Suite and 4 Pillar) in accordance with the recommended changes**

It is difficult to understand the full cost of maintaining both the existing and proposed suite of incentives as staff do not have a comprehensive listing of all proposed development in the Region. Staff have used historical experience and knowledge of several significant brownfield and other developments which are in the planning stages to make estimates of their eligibility under current and new programs. These estimates are based on the information at the time of this report, but it should be noted other funding requests and construction delays are likely to affect the amounts and timing reflected here.

The bars on the graph in Slide 11, Appendix 3 illustrate the estimated cost of existing and proposed incentives. The solid bars represent the forecast of new incentives broken down by policy priority. The hashed area of the bars represents the incremental cost of supporting existing incentives in addition to the proposed programs. The new incentive programs are projected to increase the current cost from \$12M to \$27M mainly due to brownfield tax increment grants. Existing incentives are estimated to add anywhere from \$3.8M to \$9.8M to the cost depending on the timing of development, but in total an amount in excess of \$47M over the 10 year period. Unaligned incentives have also been included as the cost of these has been committed through existing agreements and funding must be maintained until their expiry.

Staff have included in this estimate the cost of brownfield transition agreements from the 2012 to the 2017 RDC bylaw which preserve developers' right to use the 2012 incentives which were not capped at remediation costs. These agreements are set to expire August 31, 2022; however Council has already been requested to extend one of those agreements, and further requests are likely forthcoming. Therefore, the full estimated amount of these agreements has been included in 2022 and 2023 to ensure a comprehensive assessment of the cost of all incentives in flight.

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**(8) Articulates how each scenario (Old Suite, 4 Pillar or dual offering) will impact the upcoming levy budget.**

The incentives are funded either from base budget levy increases or assessment growth revenue each year. Both have an impact on budgets as they limit the available levy dollars or growth dollars (new levy) to fund base programs and services and growth-related costs in accordance with the Budget Planning By-law as follows:

- Infrastructure gap funding
- Incremental operating costs of growth -- for example, more new roads result in increased cost to maintain them which should be funded from growth dollars
- New capital assets or services -- for example, Canada Summer Games Park, transit consolidation
- Council strategic priorities – for example, GO, hospitals, hospice

The background shading in Slide 11, Appendix 3 identifies the dollars funded from base levy versus assessment growth. Funding required for RDC programs begins to decline in 2022 due to the revised new suite of incentives. However, it is not recommended that the budget be decreased at that time as it would be required to address funding of brownfield transition agreements if extended, and could be repurposed to other priorities such as affordable housing incentives. In the absence of available funding for the brownfield agreements, deficits would result, which have to be funded either from:

- Tax levy increases
- Regional Taxpayer Relief Reserve reserves which limits available funding for other unknowns and tax mitigation
- DC reserve payback to the levy, but this may impact RDCs available for crucial growth capital projects

The growth in the new incentives is primarily in the area of brownfield TIGs, which are funded from assessment growth. Slide 12, Appendix 3 provides a look at the historical assessment growth dollars used to fund TIGs, as well as a projection based on a 2% budget increase applied to growth to demonstrate the proportion of assessment growth that would be incrementally dedicated to incentives based on best estimates. Similar to the information on Slide 11, Appendix 3, these forecasts are subject to change.

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## Alternatives Reviewed

This report provides information and recommendations in response to a Council request. Alternatives as outlined in the report, and the recommended option, are:

- (1) Adopt the recommendations in Report PDS 31-2021;
- (2) Adopt the proposed amendment to Report PDS 31-2021 which would institute the proposed incentives in the Niagara Region Incentive Policy but also continue certain existing incentive programs;
- (3) Adopt the incentive programs and alternative reporting, timelines and transitions associated with them as outlined in Option 3 and elsewhere in this report.

The incentive review and the recommendations stemming from it in the Niagara Region Incentive Policy fulfilled Council direction to align Regional incentives into four Priority Areas and make the programs more consistent, sustainable and accountable. The three year review conducted wide-ranging research, careful data analysis, program comparisons and engagement to produce competitive, data-driven, best-practice recommendations that align with Council strategic priorities. Staff proposals in this report incorporate subsequent Council feedback and direction, and would further optimize this important opportunity to clearly, reasonably and sustainably transition from existing to newly aligned and focused incentives.

## Relationship to Council Strategic Priorities

The recommendations in this report support the following 10 objectives in all four Council strategic priorities:

### Priority 1: Supporting Businesses and Economic Growth

- Objective 1.1: Economic Growth and Development
- Objective 1.2: Support retention and development of skilled labour force
- Objective 1.3: Collaborative Approach to Business Growth and Retention
- Objective 1.4: Strategically Target Industry Sectors

### Priority 2: Healthy and Vibrant Community

- Objective 2.1: Enhance Community Wellbeing
- Objective 2.3: Addressing Affordable Housing Needs

### Priority 3: Responsible Growth and Infrastructure Planning

- Objective 3.2: Environmental sustainability and stewardship (14)



**Priority 4: Sustainable and Engaging Government**

- Objective 4.1: High quality, efficient and coordinated core services
- Objective 4.2: Enhanced Communication
- Objective 4.3: Fiscally Sustainable

**Other Pertinent Reports**

- PDS 42-2017 Overview of 2018 Incentive Review
- PDS-C 19-2018 ICOP Phase 1 Audit Report on Regional Incentive Review
- PDS-C 31-2018 ICOP Phase 2 Audit Report on Regional Incentive Review
- PDS-C 38-2018 Local Municipal Responses to Incentive Review Audit Report
- PDS 22-2019 Regional Incentives Financial Information
- PDS 34-2019 Grants and Incentives Review
- CSD 55-2020 Sustainability Review Final Report
- RDCPTF-C 7-2021 Development Charges Grant Expenditures under 2017 Regional Development Charges By-law
- PDS 31-2021 Niagara Region Incentives Policy

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**Prepared by:**

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Planning and Development Services

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**Recommended by:**

Michelle Sergi, MCIP, RPP  
Commissioner  
Planning and Development Services

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**Submitted by:**

Ron Tripp, P.Eng.  
Chief Administrative Officer

This report was prepared in consultation with the Regional Incentive Review team (Community Services: Donna Woiceshyn, Director, Niagara Housing Services, CEO of Niagara Regional Housing; Corporate Services: Todd Harrison, CPA, CMA, Commissioner of Corporate Services,/Treasurer; Helen Chamberlain, CPA, CA,

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Director, Financial Management and Planning/Deputy Treasurer; Robert Fleming, Senior Tax and Revenue Analyst; Lyndsey Ferrell, Program Financial Specialist; Economic Development: Valerie Kuhns, Associate Director; Ken Scholtens, Manager, Business Development and Expedited Services; Planning and Development Services: Michelle Sergi, MCIP, RPP, Commissioner, Planning and Development Services; Doug Giles, BUS, MEP, Director, Community and Long-Term Planning; Marian Bannerman, Program Manager, Grants and Incentives).

**Appendices**

Appendix 1	Proposed Amendment to Report PDS 31-2021
Appendix 2	Referral Motion August 31, 2021
Appendix 3	PDS 37-2021 Presentation
Appendix 4	Designated Greenfield Areas in Niagara Region

**Appendix 1: Pending Motion to Amend PDS 31-2021**

The following motion to amend PDS 31-2021 was on the floor for consideration at the Special Council meeting on August 31, 2021:

1. That the Niagara Region Incentives Policy (Appendix 1 of Report PDS 31-2021) which promotes Council's four Priority Areas for Niagara Region, namely Affordable Housing, Employment, Brownfield Remediation, and Public Realm, BE APPROVED with the following additions:
  - a) That the current Regional TIG and Smart Growth DC programs be maintained in municipal CIP districts until October 1 2024 or until new programs are approved by Regional Council that further support municipal CIP Districts with criteria that supports residential intensification, employment enhancements and brownfield remediation;
  - b) that the SNIP (Smarter Niagara Incentive Program) be maintained with a maximum dollar figure available for grants that is determined during the annual budget process;
2. That staff PROVIDE sunset clause policies for currently approved programs that include reasonable expiration dates;
3. That staff formally REVIEW and REPORT to Regional Council prior to October 2024 on the effectiveness, challenges and any recommended changes to the Region's Incentive Programs, after consulting with the local area municipalities;
4. That staff BE DIRECTED to explore the inclusion of the Niagara Investment in Culture Program as part of the updated policy; and
5. That Report PDS 31-2021 BE CIRCULATED to the Local Area Municipalities.

**Appendix 2: Referral Motion from August 31, 2021 Special Council Meeting**

The following motion was approved at the Special Council Meeting on August 31, 2021 to refer PDS 31-2021 to a Committee of the Whole meeting on October 7, 2021 and directing staff to provide a report at that time which includes:

1. What programs would be cancelled in moving to the 4 Pillar Suite of Incentives;
2. Articulates which of those programs would attain any of the 4 Pillar objectives;
3. Identify what programs from the Old Suite or the 4 Pillar Suite incentivize greenfield development;
4. Provides recommendations for grandfathering and expiration timelines;
5. Provides recommendations for annual reporting to Council on program costing;
6. Provides an incentive option for the 4 Pillar model pertaining to "Downtown Core" improvements/developments for Council consideration;
7. Provides a full costing to maintain both program Suites (Old & 4 Pillar) in accordance with the recommended changes;
8. Articulates how each scenario (Old Suite, 4 Pillar or dual offering) will impact the upcoming levy budget.

# Niagara Region Incentive Information and Alternatives

Regional Council Committee of the Whole  
October 7, 2021

# Terms

## Smarter Niagara Incentive Program (SNIP)

- Residential Grant
- Planning Grant (CIP/Sec Plan)
- Environmental Assessment Study Grant
- Building and Façade Improvement Grant
- Heritage Restoration and Improvement Grant
- Property Rehabilitation and Redevelopment Tax Increment Grant
- Brownfield Tax Assistance Program

- Agricultural Buildings and Facilities Revitalization Grant
- Agricultural Feasibility Study Grant
- Affordable Housing Grant
- Public Domain Incentives Program

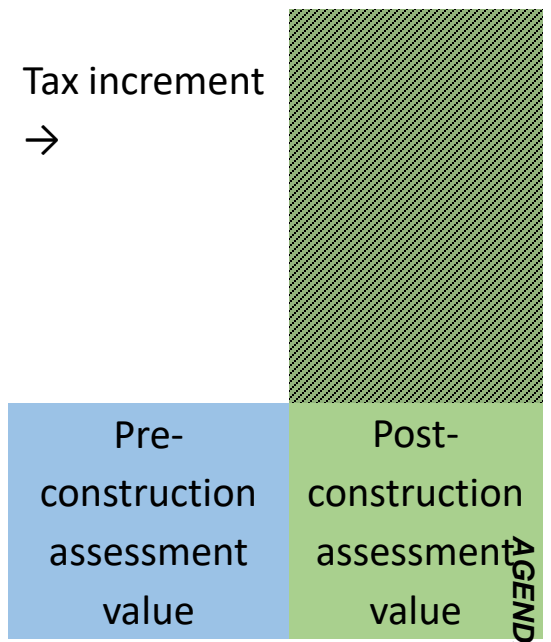
## Tax Increment Grant (TIG)

### Existing:

- Gateway CIP TIG
- SNIP Agricultural Buildings and Facilities
- SNIP Rehabilitation and Redevelopment (incl BTIG)

### Proposed:

- Gateway CIP TIG
- Niagara Business Attraction TIG
- Brownfield TIG (two tiers)





# Repurposed and Continuing Programs

Legal and Clerks Services, Office of the City Clerk Council Corresponden...

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New/ Repurposed Programs	Repurposed from	Existing Program
<b>Affordable Housing</b>		
Public Housing Partnership	→	Partnership Housing Program (pilot) SNIP Affordable Housing Grant Municipal Housing Project Facility RDC Grant
Non-Profit RDC Grant Program	→	Non-Profit RDC Grant Program
Intensification RDC Grant	→	Intensification RDC Grant Granny Flats RDC Grant
Affordable and Supportive Housing RDC Grant	→	Affordable Housing RDC Grant
Residential Rental Grant	→	Niagara Renovates Secondary Suite
Small Building Rental Grant	→	SNIP Residential Grant
Welcome Home Niagara -- Home Ownership Downpayment Assistance	→	Welcome Home Niagara -- Home Ownership Downpayment Assistance
Niagara Renovates for Homeowners	→	Niagara Renovates for Homeowners
Niagara Renovates Multi-residential	→	Niagara Renovates Multi-residential
Non-Profit and Co-op Capital Repair Costs	→	Non-Profit and Co-op Capital Repair Costs
Housing Provider Capital Loan Program	→	Housing Provider Capital Loan Program
<b>Employment</b>		
Gateway CIP Tax Increment Grant	→	Gateway CIP Tax Increment Grant
Gateway CIP Regional DC Reduction Grant	→	Gateway CIP Regional DC Reduction Grant
Niagara Business Attraction Tax Increment Grant	→	SNIP Property Rehabilitation and Redevelopment Tax Increment Grant
Employment RDC Grant	→	Industrial RDC Grant
50% Industrial Expansion RDC Grant	→	50% Industrial Expansion RDC Grant

# Repurposed, Continuing and Unaligned Programs

Legal and Compliance Services, Office of the City Clerk, Council Correspondence  
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New/ Repurposed Programs	Repurposed from	Existing Program
Brownfield Remediation		
Brownfield Tax Increment Grant (Tiers 1 and 2)	→	SNIP Property Rehabilitation and Redevelopment Tax Increment Grant
		SNIP Environmental Assessment Study Grant
Brownfield RDC Deferral	→	Brownfield RDC Grant
Public Realm		
Public Realm Improvement Program	→	SNIP Public Domain Incentives Program
Other		
PDS Departmental Resourcing	→	SNIP CIP/Secondary Plan Planning Grant
Unaligned Grants		
Continuing (mandatory)		
Local Municipality, Board, Region RDC Grant		Board of Education RDC Grant
Not continuing		
SNIP Building and Façade Improvement Grant		Smart Growth RDC Grant
SNIP Heritage Restoration and Improvement Grant		Hotel/Motel RDC Grant
SNIP Agricultural Feasibility Study Grant		Long-Term Care Home RDC Grant
SNIP Agricultural Buildings and Facilities Revitalization Grant		Phase-in Rates RDC Grant
SNIP Brownfield Tax Assistance Program		Parking Structures RDC Grant
Niagara Investment in Culture (NIC) Program		Agriculture RDC Grant
Waterfront Investment Program (WIP)		Place of Worship RDC Grant
Heritage Tax Rebate Program		Canopies (i.e., Gas Station) RDC Grant

AGENDA ITEM #8.5

# Programs and Priority Areas

	Number of Programs	Repurposed/ Continuing	Not Continuing	Discontinued Program In a Priority Area
Smarter Niagara Incentive Program (SNIP)	11	6	5	1 Brownfield Tax Assistance Program
Gateway CIP	2	2	--	--
NRH programs	6	6	--	--
Regional DC Incentives	18	10	8	0
Other Incentives	5	2	3	0
New Incentive	1	1	--	--

- Of 42 programs, 26 continuing, 16 not continuing, 1 new
- Only 1 of 16 discontinued programs is in a Priority Area
- All Incentive Policy programs are in Priority Areas

# Greenfield Incentives

Designated Greenfield Area (DGA) – land in settlement areas undeveloped as of 2008 provincial mapping

- Refers to geography not characteristics (e.g., not opposite of brownfield)
- Can have brownfield, employment or residential in DGAs
- Development has occurred in DGAs since 2008
- Existing /proposed incentives could be permitted in DGAs
- Neither existing/proposed incentives expressly target DGA development

**Key difference: Proposed incentives achieve objectives in Priority Areas; existing incentives may not**

# Potential Downtown Core Incentives

Most proposed incentives are eligible in downtown cores and align with priority areas

	Downtown Intensification TIG	Façade Improvement Grant
<b>Description and Objective</b>	A matching tax increment grant program to encourage intensification, i.e., increase residential and employment options, in downtown core areas	A matching grant program to encourage improvement of facades of commercial or mixed use buildings in downtown core areas
<b>Key Parameters</b>	<ul style="list-style-type: none"><li>• Matching fixed TIG for 10 years at 45% (65% if affordable housing is included)</li><li>• Available in Downtown Cores as currently identified in the Official Plans of local area municipalities, with appropriate matching programs</li><li>• Phasing and sunset clauses as per other Regional TIG programs</li><li>• Can only stack with eligible RDC incentives</li></ul>	<ul style="list-style-type: none"><li>• Matching grant for up to \$10k/property, \$15k/property for heritage building<ul style="list-style-type: none"><li>• One grant per property every 5 years</li></ul></li><li>• Must be eligible improvement to façade only (includes signage)</li><li>• Biannual intake up to annual program budget determined by Council<ul style="list-style-type: none"><li>• Available in local municipal CIP areas</li></ul></li></ul>
<b>Metrics</b>	<ul style="list-style-type: none"><li>• Number and types of residential units built</li><li>• Amount of affordable housing generated</li><li>• Number and types of businesses opening</li><li>• Number and types (FT, PT) of jobs generated</li><li>• Increase in assessment value generated</li></ul>	<ul style="list-style-type: none"><li>• Number of grants provided</li><li>• Location of grants provided</li><li>• Before/after photos for qualitative assessment</li></ul>

# Timeline Options

## Option 1 PDS 31-2021

Dec 31, 2021	<b><u>Expire</u></b> : All current non-RDC incentive programs	Transition time to new programs: 3 months Transition policies: 0 Overlapping Programs: 0
Jan 1, 2022	<b><u>Begin</u></b> : All NR Incentive Policy programs	
Aug 31, 2022	<b><u>Expire</u></b> : all discretionary RDC incentives <b><u>Begin</u></b> : NR Incentive Policy RDC incentives (subject to new RDC bylaw)	

## Option 2 Pending Motion

Dec 31, 2021	<b><u>Expire</u></b> : WIP, NIC, Heritage Tax Rebate	Transition time to new programs: 3 - 35 months Transition policies: 0 Overlapping Programs: 4
Jan 1, 2022	<b><u>Begin</u></b> : All NR Incentive Policy programs; Continue: SNIP simple grants (TBD), SNIP Rehabilitation and Redevelopment TIG	
Aug 31, 2022	<b><u>Expire</u></b> : All discretionary RDC incentives except Smart Growth RDC <b><u>Begin</u></b> : NR Incentive Policy RDC incentives (subject to new RDC bylaw)	
Oct 1, 2024 latest	<b><u>Expire</u></b> : SNIP Rehabilitation and Redevelopment TIG, Smart Growth RDC grant -- unless replaced earlier by "residential intensification, employment enhancements and brownfield remediation" programs	

# Timeline and Transition Option

## Option 3 PDS 37-2021 Alternative

Dec 31, 2021	<b>Expire:</b> WIP, NIC, Heritage Tax Rebate, Public Housing Partnership pilot, SNIP Affordable Housing, SNIP Public Domain, SNIP Agriculture Feasibility Study, SNIP Agriculture TIG	Transition time to new programs: 3 - 18 months Transition policies: 3 Overlapping Programs: 0
Jan 1, 2022	<b>Begin:</b> Partnership Housing Program	
Aug 31, 2022	<b>Expire:</b> All discretionary RDC incentives <b>Begin:</b> NR Incentive Policy RDC incentives (grants subject to new RDC bylaw)	
Mar 31, 2023	<b>Expire:</b> SNIP -- Façade Improvement, Heritage, Planning, ESA, BTAP, Rehabilitation and Redevelopment TIG; Secondary Suite program	
Apr 1, 2023	<b>Begin:</b> all NR Incentive Policy programs	

## Transition Policies

**Smart Growth RDC Grant** -- Applicants that have received preliminary assessments and where building permits are issued by Aug 31, 2022 will be eligible for the grant provided the project is completed and a formal application is submitted by Aug 31, 2023

**SNIP Rehabilitation and Redevelopment TIG** –Applicants with projects approved by local municipalities by Mar 31, 2023 will be eligible under current program if municipality submits complete Regional funding application by June 1, 2023

**Downtown Core Incentives** -- If adopted, existing overlapping programs (e.g., SNIP Rehabilitation and Redevelopment TIG, SNIP Façade Improvement) expire on the start date of new incentives, with SNIP Rehabilitation and Redevelopment TIG transitioning as outlined



# Incentive Reporting

## Operating Regional Incentive Programs: Annual

Including program costs but also other key performance indicators and the achievement of Priority Area objectives

## Existing Incentive Programs: Within a year of expiry (TBD)

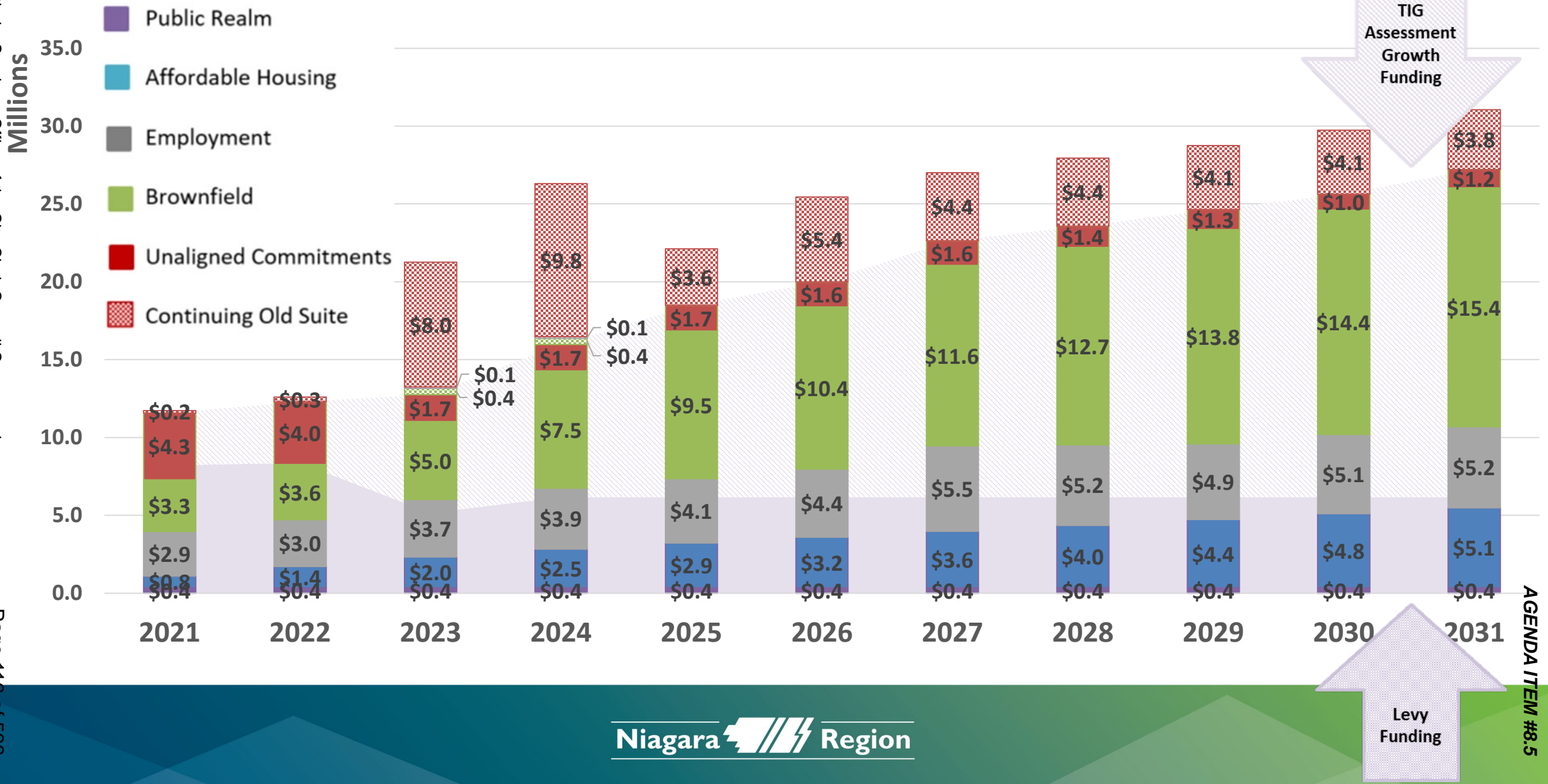
Comprehensive report on existing incentive programs

## Niagara Region Incentive Policy: Five years from start date

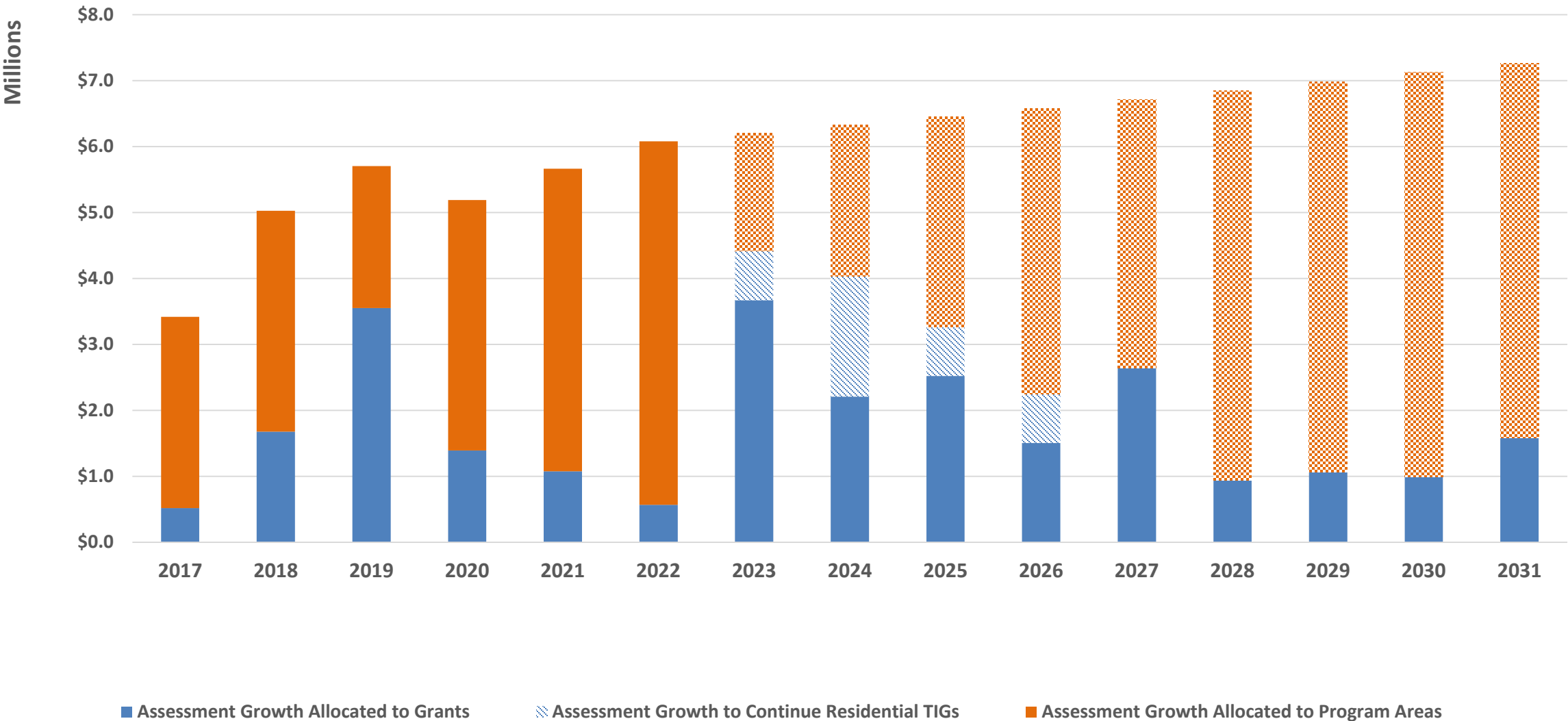
Comprehensive report on newly aligned incentives

# Forecast of Proposed/Existing Incentive Costs and Funding Sources

Local and Clerks Services, Office of the City Clerk Council Corresponden...



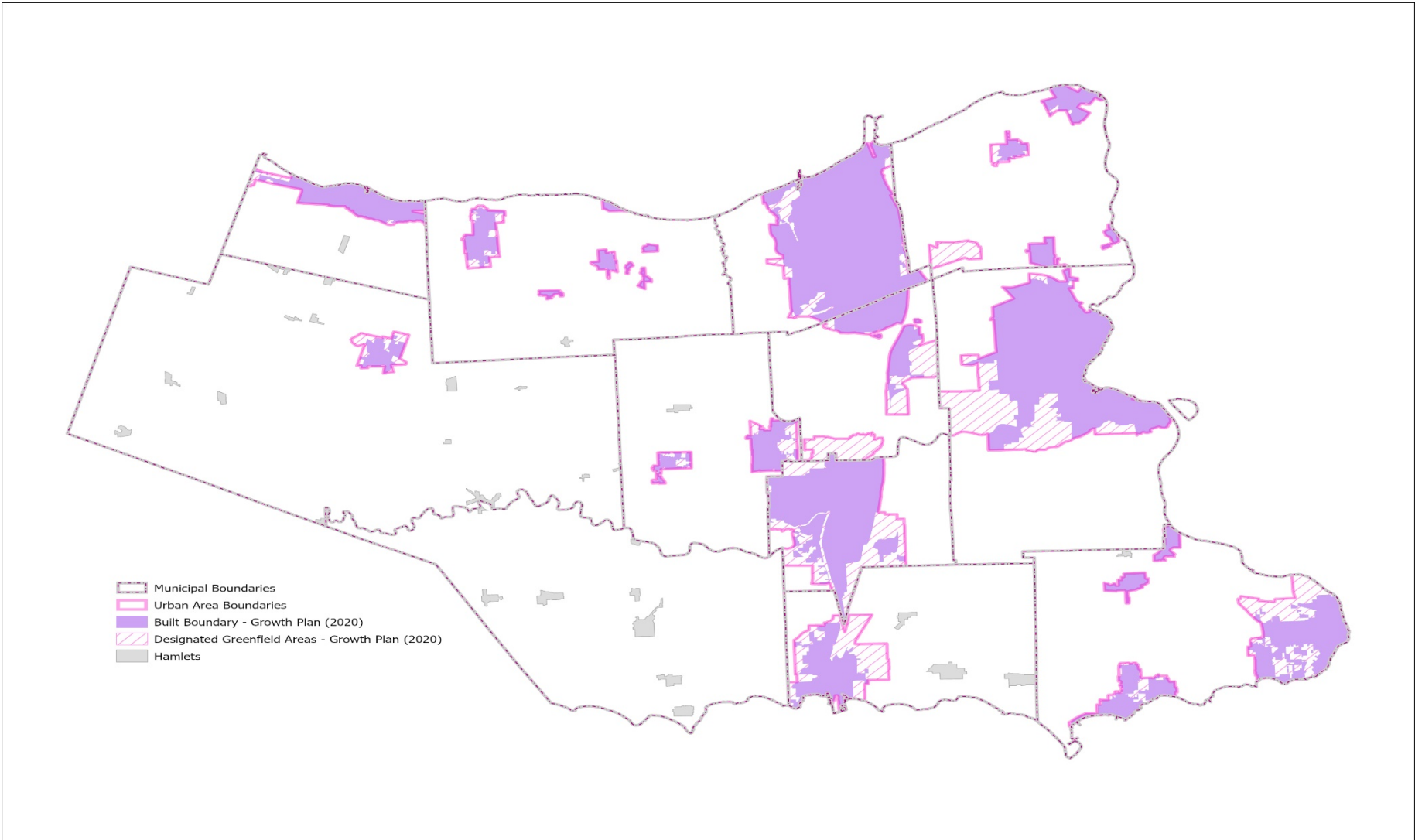
# Assessment Growth Dollars Used for Tax Incremental Grants



# Preferred Alternative

- Provides reasonable timelines for expiry and transition of existing incentive programs to the newly aligned incentives, without the potential confusion and cost of overlapping programs
- Includes input from Council to propose downtown core intensification incentives in a targeted and sustainable way
- Uses wide-ranging research, careful data analysis, program comparisons and engagement to produce data-driven, best-practice recommendations that align with Council Priorities
- Ensures annual program reporting and regular comprehensive reporting on existing and new incentive policies and programs
- Tracks meaningful and measurable results to ensure programs remain successful and accountable

Appendix 4: Designated Greenfield Areas in Niagara Region



# City Council Outstanding Reports List

Sub-Item 8

## Reports by Strategic Pillar

Cultural	1	Economic	7
Environmental	4	Social	18

Reports Related to Strategic Plan 30

Reports Unrelated to Strategic Plan 3

Updated: November 19, 2021

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Economic	2019-22	15-Jul-19	Townsend	Amend sign by-law to permit digital signage on City-owned properties and buildings, including the appropriateness and ability to include third-party advertising as part of digital signage on City-owned properties.	PBS / COMMS	Q1 2022	Appeal Information Report - Application for Sign By-law Variance; 142 St. Paul Street; Owner: 2400795 Ontario Inc. was deferred 8-12-19 until ORL #2019-22 is presented to Council. COVID delayed.
Economic	2021-11	10-May-21	Social Pillar	That the diverse supplier policy proposal from the Anti-Racism Advisory Committee, as amended, be sent to City Council to request a report back by the end of Q4 2021 from City staff on the development of a Diverse Supplier Policy.	FMS	Q2 2022	
Economic	2021-14	10-May-21	Surplus Lands Dev TF	That staff be directed to prepare a report regarding 2 Facer Street, including condition of the facility and the potential to declare the property surplus with consideration to not displacing the existing tenant.	FMS / EFES	Q1 2022	
Economic	2021-15	14-Jun-21	Miller	Report back on the City's current remuneration formula for members of Council, including how and when the formula was developed, as well as the remuneration for Councillors at comparator municipalities.	FMS	Q1 2022	Include information on reimbursement for committee chairs and administrative supports for Councillors at other municipalities
Environmental	2020-18	16-Nov-20	Townsend / Sorrento	That staff be directed to prepare a report on the costs associated with beautifying the Bunting Road corridor between Scott Street and the Garden City Skyway to include tree planting, grassed boulevards, floral, etc.	EFES	Q4 2021	From Nov. 18, 2020 GC meeting (formerly BSC) - That \$50,000 for a visioning or master streetscape plan to recommend improvements to the Bunting Road corridor be included in the Draft 2022 Operating Budget
Environmental	2020-31	22-Dec-20	Siscoe / Porter	Report back on opportunities to improve the stormwater system in the city.	EFES	Q4 2021	Staff will provide a memo to Council.
Environmental	2021-24	18-Oct-21	Porter	Prepare a report with information on the following: •Tree management and protection policy, with a focus on construction •Feasibility of a fee for service agreement with the Region to have city take over tree planting and maintenance on Regional Roads •Mandatory tree planting on boulevards	MW		
Social	2019-29	09-Sep-19	Littleton	Report back on the existing street naming process with ways to include more public engagement, perhaps similar to the park naming process	PBS	Q2 2022	Delayed due to COVID.
Social	2020-14	19-Oct-20	Kushner	The approval of a Cannabis grow-op at the corner of St. Paul Street West and Vansickle Road	PBS	Q4 2021	Include information on roll of Canada Health, zoning and notification of ward councillors. Will be a memo to Council.
Social	2021-02	18-Jan-21	Miller	Repeal / review and update the City's loitering by-laws and report back to Council	MW	Q1 2022	Staff to provide a memo to Council noting issue will be included in Pilot study with Gateway of Niagara
Social	2021-04	18-Jan-21	Social Pillar	Produce a report on amending Facility and Design Standards (FADS) in the following sections: Section 4.2.7 Universal Washrooms and Section 4.5.2 Outdoor Recreational Facilities – Playground	CRCS / EFES	Q4 2021	See Council Minutes of January 18, 2021 for what is to be included in the report
Social	2021-12	10-May-21	Social Pillar	Amend the current by-law for the erection of signs and other advertising devices to state that no person shall display or cause to be displayed a sign that bears a hate message or a logo, crest or graphic that would convey such a message	PBS / LCS	13-Dec-21	
Social	2021-13	10-May-21	Social Pillar	That staff provide a report by Q4 2021 on the options for improving accessibility of the Carousel to make it more inclusive	CRCS / EFES	Q2 2022	
Social	2021-18	9-Aug-21	Social Pillar	Amend By-law 2007-295 (a By-law to address Public Nuisances) under Section 2 "Prohibitions" to add: "No person shall, in a public place, unnecessarily interfere with another person's use and enjoyment of the Public Place by using abusive or insulting language as a personal invective."	LCS	Q1 2022	Staff report to also include information on adding "aggressive behaviour" to the Public Nuisances by-law

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Social	2021-19	30-Aug-21	Phillips	That staff be directed to prepare a report on the possibility of capturing grey water from municipal facilities, such as splash pads and the St. Catharines Kiwanis Aquatics Centre, into cisterns in order to irrigate municipal sports fields and gardens as well as hanging baskets and planters.	EFES / PBS	2022	In the report include information on the timing, locations and costs associated with capturing grey water.
Social	2021-21	27-Sep-21	Garcia	Review issues with bird feeders and seed		2022	Include what other municipalities are doing
Social	2021-23	18-Oct-21	Siscoe	Stop signs for Coronation Boulevard at Vansickle Road North and options for the creation of a safe crosswalk and other appropriate traffic calming measures in the school zone at the intersection of Dufferin and George Street	EFES		
Social	2021-25	18-Oct-21	Miller	Staff report back with a memo to Council on steps that the City of St. Catharines could take to acknowledge the harmful effects of conversion therapy by banning the practice of it.			
Social	2021-22	4-Oct-21	Miller	Prepare a report exploring options for improving accessibility for those with invisible disabilities, including, but not limited to, providing closed captioning on livestreamed videos and identification options for those with invisible disabilities who are working at or otherwise accessing City facilities	CAO		Consult with the Accessibility Advisory Committee in the creation of the report.
Social	2021-26	15-Nov-21	Social Pillar	Prepare a report regarding the Anti-Racism Advisory Committee's recommendations on a Racist / Hate Incident Response Protocol			See Social Sustainability Minutes of November 4, 2021, page 45, for the Anti-Racism Advisory Committee's recommendations on a Racist / Hate Incident Response Protocol.
Social	2021-27	15-Nov-21	Social Pillar	What Council can do to support the initiatives contained in the motion put forward by the Anti-Racism Advisory Committee, and referred by the Social Sustainability Committee, regarding Calls to Action in the Wake of the London Islamophobic Attack.			See Social Sustainability Minutes of November 4, 2021, page 40, for the Anti-Racism Advisory Committee's recommended Calls to Action in the Wake of the London Islamophobic Attack.
None	2021-28	15-Nov-21	Williamson	Respond to the issues raised in the item of correspondence from Marianne Murray regarding Regional Road 87, including the legal questions raised by Ms. Murray			Item of correspondence available as additional correspondence from Council meeting of November 15, 2021
None	2019-47	16-Dec-19	Miller / Mayor Sendzik	That the request for funds to be used to record in-camera meetings be referred to 2020 for a report including the upgrading of screening services for all meetings (open and closed sessions).	LCS		

### Follow Up Reports

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Economic	2020-16	09-Nov-16	Garcia	That staff report back in 2021 on remediation costs for applications that are a minimum of 5% of total past and future project costs.	PBS	Q1 2022	Follow up report to PBS-154-2020. See General Committee minutes of November 9, 2020
Economic	2020-17	09-Nov-16	Mayor Sendzik	That Council bring back the Accessory Dwelling Unit Program in 2022 to come back as part of an update on the overall CIP program annual report.	PBS	Q1 2022	Follow up report to PBS-154-2020. See General Committee minutes of November 9, 2020
Economic	2021-10	10-May-21	Siscoe	That staff report back on removing the owner occupant requirement for rural properties	PBS	Q4 2021	Follow up report to PBS-029-2021. See Council Minutes of May 10, 2021. Will be a memo to Council.
Environmental	2021-16	28-Jun-21	Siscoe	Report back in Q4 2021 on the Ontario Street Secondary Plan launch including scope, preliminary workplan, public engagement strategy, and study partnership options	PBS	Q1 2022	
Social	2020-07	24-Feb-20	Porter	Revised Graffiti Program: Consult with the community, the relevant cultural committees and downtown stakeholder groups to modernize the graffiti program and by-law by 2021.	PBS	Q1 2022	Follow up report. Initial report (PBS-010-2020) approved February 10, 2020. Delayed due to COVID.
Social	2020-10	26-Apr-21	Phillips	Update report on the City's Beach Strategy	CAO	Q1 2022	Follow up report. Initial report (CAO-058-2021) approved April 26, 2021. See minutes of April 26, 2021 Council Meeting for information on what is to be included in the report
None	2021-01	18-Jan-21	Social Pillar / Siscoe	That staff be directed to prepare a report on the current protections in place to deal with harassment directed at Mayor and members of Council, and the resources it would require to provide further support to Mayor and members of Council who are subjected to harassment, intimidation and threats.	LCS	13-Dec-21	Report Request part of motion arising from Integrity Commissioner report from January 18, 2021. See Council Agenda Item 7.1. Report to go to Equity and Inclusion Committee for feedback prior to going to

### Reports Affected by COVID-19

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Social	2019-12	15-Apr-19	Porter	Review of Citizen Appointments to Boards and Committees Policy	LCS	2022	Report was postponed due to COVID-19. See Council Minutes of April 15, 2019, Item 8.2, for original motion.



Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
<b>Social</b>	2019-23	15-Jul-19	Littleton	Opportunities and strategies for the City to support neighbourhood associations and neighbourhood-based community groups, including best practices and information gathered from the forum	CRCS	Q4 2022	Staff report will come forward following the neighbourhood association forum. Forum was scheduled for March 28, 2020 but was postponed to a later date due to the COVID-19 pandemic
<b>Cultural</b>	2020-15	19-Oct-20	Littleton / Siscoe / Harris	Report back on excluding 101 Oakdale Avenue, 25 Duke Street and 160, 168, 174, 176 St. Paul Street from the register of non-designated cultural heritage properties. Report to include update on the request for the property owners of 101 Oakdale Avenue and 25 Duke Street to attend a Heritage Committee meeting about their request to be excluded. Report to include update on correspondence from 160, 168, 174, 176 St. Paul Street requesting exclusion from the register.	PBS	Q1 2022	Follow-up report to PBS-111-2020. See General Committee minutes from October 19, 2020. Due to the effects of the COVID-19 pandemic on downtown businesses, staff will report back to Council once the downtown economic climate strengthens. Staff will report back on 25 Duke Street upon completion of renovations at the property



## Corporate Report City Council

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

**Report Date:** November 15, 2021

**Meeting Date:** November 29, 2021

**Report Number:** PBS-188-2021

**File:** 21 115263 ZA

**Subject:** Planning Act Public Meeting – Recommendation Report Application to Amend Zoning By-law 2013-283 Subject Lands: 36 The Cedars Owner: Shelley Tenbroeck

### Strategic Pillar:

This report aligns with the following St. Catharines Strategic Plan pillars: Economic



## Recommendation

That Council deny an amendment to the City of St. Catharines Zoning By-law 2013-283, for the lands described as described as Lot 27 on Plan 648 in the City of St. Catharines, Region of Niagara, municipally known as 36 The Cedars; 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 upon expiration of the appeal period, staff be directed to forward any appeals to the Ontario Land Tribunal for consideration and final approval; and

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

## Summary

This report considers an application for a Zoning By-law Amendment related to the privately owned lands located at 36 The Cedars (Appendix 1). The applicant is requesting the zoning of the subject lands be changed from Low Density Residential – Suburban Neighbourhood (R1) to Low Density Residential with a special provision (R1-165) to permit an attached garage built without a building permit to remain in place at a reduced setback from the front lot line and projecting beyond the front wall of the dwelling.

Staff recommend denial of the application on the basis that it conflicts with the Region of Niagara's official plan and does not meet the intent and guiding policies of the City of St. Catharines Official Plan.

## Relationship to Strategic Plan

**Economic Sustainability:** The proposed development supports private investment through redevelopment of a residential property.

## Background

In November 2020, Planning and Building Services received a complaint about a garage being constructed without a building permit at 36 The Cedars. On November 16, 2020, a stop work order was issued against the property, requiring a building permit be issued before work could recommence. To obtain a building permit the garage will need to comply with the Zoning By-law, which it does not. An application for a Minor Variance to recognize the zoning deficiencies caused by the garage was received on December 1, 2020. The application was deferred from the January 2021 Committee of Adjustment hearing at staff's request due to additional measurements being required. The application was deferred from the February 2021 Committee of Adjustment hearing at the applicant's request after the staff report recommending denial of the application was published. The Committee of Adjustment considered the application at its May 2021 hearing, where the application was denied. The applicant appealed the denial to the Ontario Land Tribunal, with a hearing scheduled for January 2022.

A Zoning By-law Amendment application was received on July 26, 2021 and was deemed complete on November 4, 2021.

## Report Development

Zoning By-law 2013-183 requires detached dwellings in the R1 zone to be set back a minimum 6 metres from the front lot line and garages to be set back a minimum of 7 metres. Garages must also be either flush with, or recessed behind, the front wall of the dwelling. The averaging provision in the R1 zone establishes that if the average front yard of the neighbouring dwellings is more than 2.0 metres greater than the required front yard, the dwelling and garage must be built at the average. For 36 The Cedars, the average front yard is 9.9 metres, meaning both the dwelling and the garage should be built at least that distance back from the front lot line.

The garage that has been constructed on the subject lands has been built 2.0 metres back from the front lot line. The garage also protrudes 5.67 metres in front of the dwelling.

A Zoning By-law Amendment is requested to permit the garage to remain in its current location. Appendix 2 illustrates the site layout. Appendix 9 contains site photographs.

## Location and Site Description

The lands are located on the west side of The Cedars. A location map is attached as Appendix 1. The property has an area of approximately 511 square metres (0.05 hectares) and approximately 15.24 metres of frontage along The Cedars.

Surrounding land uses include:

- North: Residential dwellings
- East: Residential dwellings
- South: Residential dwellings
- West: Walkers Creek Park

The subject lands contain an existing detached dwelling and an in-ground pool.

## Planning Policy Context

Provincial planning legislation requires Council's decision on a planning application to be consistent with the Provincial Policy Statement (2020), and to conform to Provincial plans, upper-tier Official Plans and lower-tier Official Plans. Accordingly, planning staff have evaluated the application to amend the City's Zoning By-law against the policies of the Provincial Policy Statement, the Provincial Growth Plan for the Greater Golden Horseshoe, the Regional Official Plan, and the Garden City Plan, all of which apply to this application, and the staff recommendation have been formulated accordingly.

For Council's reference, the land use planning framework in Ontario, as it relates to this application, is outlined in Appendix 3.

## Provincial Policy Statement (2020)

The Provincial Policy Statement, 2020 (the PPS), provides direction on matters of Provincial interest related to land use planning and development. Section 3(5) of the Planning Act stipulates that decisions of Council "shall be consistent" with the PPS.

The PPS does not contain policies on urban design, built form or compatibility within low density residential neighbourhoods. Since there are no applicable policies to this application, staff are of the opinion that the proposed Zoning By-law Amendment is not inconsistent with policies of the Provincial Policy Statement.

## Provincial Growth Plan for the Greater Golden Horseshoe (2020)

The Growth Plan provides a policy framework that is intended to be achieved within the context of each individual community, while being sensitive to adjacent areas. The City's Official Plan and Zoning By-law implement this framework for the City of St. Catharines.

The Growth Plan does not contain policies on urban design, built form or compatibility within low density residential neighbourhoods. Since there are no applicable policies to this application, staff are of the opinion that the proposed Zoning By-law Amendment is not inconsistent with the policies of the Growth Plan.

## Regional Official Plan

The Regional Official Plan (ROP) designates the property as within the Urban Area Boundary for the City of St. Catharines, and specifically within the Built Boundary.

The ROP includes policies that encourage development of “attractive, well designed residential development” through development that “de-emphasizes garages, especially in the front yard,” and “creates or enhances an aesthetically pleasing and functional neighbourhood.” While the ROP does not define matters of taste through establishing what “attractive, well designed residential development” looks like, the garage at 36 The Cedars does contradict two policies. The garage commands a prominent position in the front yard, protruding more than 5 metres past the front wall of the dwelling. As the only garage in the neighbourhood that is set back only 2.0 metres from the front lot line, the garage does not contribute to an “aesthetically pleasing” neighbourhood due to domination of the streetscape.

Staff are of the opinion that the proposed Zoning By-law Amendment is not consistent with nor does it conform to the ROP.

## Official Plan (Garden City Plan)

The subject lands are designated as Neighbourhood Residential as per Schedule D1 of the Garden City Plan (GCP) (Appendix 4) and further designated Low Density Residential as per Schedule E2 of the GCP (Appendix 5). The Low Density Residential designation permits a variety of residential dwelling types at a density of 20 to 32 units per hectare of land, including detached dwellings.

Section 4 of the GCP establishes urban design policies for St Catharines. Policy 4.2 (d) calls for “compatibility of new development and redevelopment within established areas” as an urban design principle. Policy 4.3.1 (a) establishes that “building scale, height, gradation of height, and massing” will be used as a basis for evaluating new development and redevelopment with a surrounding area. Staff find that the placement of the garage beyond the front wall of the dwelling, within the front yard of the property, and 2.0 metres back from the front lot line promotes a building massing that is incompatible with the surrounding established neighbourhood and does not achieve the design excellence sought by urban design policies in the GCP.

Staff are of the opinion that the proposed Zoning By-law Amendment is not consistent with nor does it conform to the GCP.

## Zoning By-law

The subject lands are currently zoned Low Density Residential – Suburban Neighbourhood (R1) by Zoning By-law 2013-283 (Appendix 6). The R1 zone permits a variety of residential uses including detached dwellings.

The R1 zone establishes a minimum front yard setback for detached dwellings at 6 metres and attached garages at 7 metres. In addition to these setbacks, the R1 zone also contains a provision that if the average front yard (established by using the front yard

setback of neighbouring dwellings) is 2.0 metres or more greater than the required yard, then the average front yard setback becomes with the required front yard setback, with provision for a 0.75 metre adjustment on either side of the average. An additional provision requires that garages “shall be flush with, or recessed beyond, the corresponding wall of the dwelling unit. This provision seeks to de-emphasize attached garages on the front facades of dwellings and promote a more human-scale transition between the public and private realms by not having the streetscape dominated by garages.

Applying these provisions to the subject lands results in an average front yard setback of 9.9 metres. The front wall of the existing dwelling has a setback of 7.67 metres, making it legal non-complying with the averaging provision. A new attached garage must be built at the average setback plus or minus the 0.75 metre adjustment. Therefore, the garage would need to be situated between 9.15 metres and 10.65 metres from the front lot line. At this distance, the garage would be recessed beyond the front wall of the dwelling.

The garage that was constructed without a building permit is 2.0 metres from the front lot line. Furthermore, the garage projects 5.67 metres beyond the front wall of the dwelling, meaning it is not flush with or recessed beyond the front wall of the dwelling. In summary, the garage does not comply with the front yard setback provisions of the R1 zone.

### Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment seeks to change the zoning for 36 The Cedars to permit the garage that was built without a permit to remain in the location it was constructed. This is proposed to be accomplished by adding a site-specific special provision to the R1 zone. The proposed special provision (R1-165) is outlined below and in Appendices 7 and 8.

Special Provision	Zone	Schedule A	Location	By-law
165	R1	9	36 The Cedars	
An attached garage will be permitted to project beyond the corresponding wall of the dwelling unit towards the front lot line subject to the following site-specific requirements:				
1.	Minimum front yard setback to attached garage		2 m	

Section 7.1 (c) of the GCP states that development and redevelopment within the Urban Area shall be evaluated having regard for building, site, streetscape, and neighbourhood context sensitive design to ensure:

- i) integration of compatible building form, scale, massing, height, setbacks, spacing, siting, orientation, facades and architectural materials with adjacent buildings, properties and the surrounding neighbourhood;

- ii) Adverse impacts on adjacent properties are minimized in regard to grading, drainage, location and design of service utilities and areas, access and circulation, parking, transition in height, privacy, views, vistas, microclimatic conditions, and protection of the natural features, functions and hazards.
- iii) Possible negative impacts such as noise, odour, and emissions are not excessive in relation to the predominant land use character and function of the area;
- iv) Adequate and appropriate lot size, shape and configuration, access, on-site facilities and outdoor amenity areas to accommodate use;
- v) Provision of parking areas that do not dominate the site physically or visually, and maximize opportunities for perimeter and internal landscaping.

The proposed change from R1 to R1-165 has been evaluated below against these priorities and directions from the GCP.

### **Built Form and Integration into Neighbourhood**

The location of the garage on the subject lands is not compatible with neighbouring properties and does not integrate well into the neighbourhood. The garage is built on the south side of the subject lands, adjacent to 38 The Cedars. This neighbouring dwelling has a front yard setback of about 7.7 metres. This results in the entire garage at 36 The Cedars being in front of the dwelling for 38 The Cedars. The south elevation of the garage has a door, but no windows, presenting a long wall void of interest and detail.

With the garage being in the southwest corner of the lot, the building massing at 36 The Cedars is now out of balance for the neighbourhood. As a low-density suburban neighbourhood, dwellings tend to occupy the central area of the lot, making a near uniform line of building massing along the street with similar front and rear yard setbacks. The front yard averaging provision in the R1 zone seeks to maintain this consistent massing through regulation of a building's proximity to the front lot line. The placement of the garage moves the massing closer to the street, overwhelming both the streetscape and the front yard of 38 The Cedars. This also breaks the consistent front yard setback intended in the Zoning By-law.

Of the 37 dwellings that have driveways access from The Cedars, only four dwellings have garages that project beyond the front wall of the dwelling, towards the street. There are another four house that appear to have garages that project beyond the front wall of the dwelling, including the dwelling across the street at 23 The Cedars. However, for these four dwellings, the front doors are inset – there is an additional front wall that matches the setback of the garage. In all cases, the dwellings and attached garages are more than 2.0 metres from their front lot lines. For the case of 23 The Cedars, the driveway and garage are located in the exterior side yard, meaning it is subjected to different regulations in the Zoning By-law.

### **Adverse Impacts on Neighbouring Properties**

As described above, the presence of the garage on the southern side of the subject lands and its projection beyond the front wall of both 36 The Cedars and 38 The Cedars has an adverse impact on 38 The Cedars. Travelling south on The Cedars, the view



towards the front of 38 The Cedars is partially obstructed by the garage. Similarly, the view out of the front of 38 The Cedars could be overpowered by the garage. While 38 The Cedars is not guaranteed sightlines across the front yard of 36 The Cedars, there is a reasonable expectation that the view will not be of the blank side wall of garage since the Zoning By-law does not permit such placement of a garage.

## **Circulation of Applications**

The applications were circulated to all relevant departments and agencies in accordance with the Planning Act. No department or agency has objected to the proposed Zoning By-law Amendment.

## **Public Consultation**

Because of the localized nature of the application, the fact that no change in land-use is being proposed and the previous Committee of Adjustment hearing on the same matter in May 2021, staff waived the requirement for the Public Open House that is typically held for Zoning By-law Amendment application.

## **Public Notice**

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

## **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 external 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 Ontario Land Tribunal, then the planner who has provided the second opinion shall be retained for the purpose of a hearing.

## **Financial Implications**

There are no financial implications associated with this report.

## **Environmental Sustainability Implications**

There are no environmental implications associated with this report.

## **Conclusion**

In summary, staff are recommending denial of the proposed Zoning By-law Amendment to permit the garage built without a building permit to remain in place.

This application for Zoning By-law Amendment conflicts with the Region of Niagara's official plan and does not meet the intent and guiding policies of the City of St. Catharines Official Plan.

## **Notifications**

It is in order to advise Greg Hynde, Greg Hynde – Urban Environments, the owner's agent.

**Prepared by**

Evan Acs, MA, MSc  
Planner I

**Submitted by**

Margaret Josipovic, BES, MPA  
Manager, Planning Services

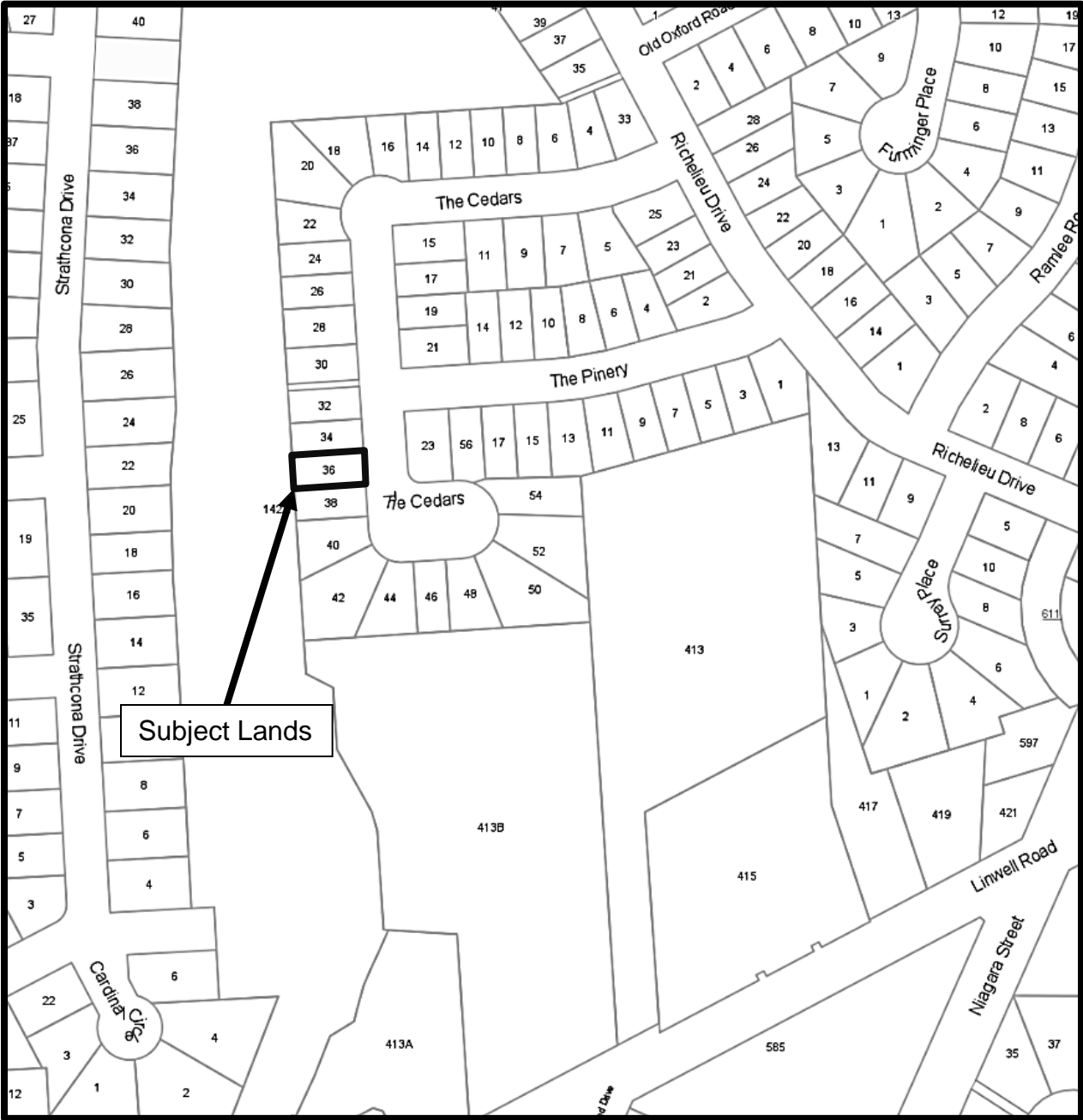
**Approved by**

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

## **Appendices**

- Appendix 1 – Location Map
- Appendix 2 – Conceptual Site Plan
- Appendix 3 – Ontario Planning Framework
- Appendix 4 – Official Plan Schedule D1
- Appendix 5 – Official Plan Schedule E3
- Appendix 6 – Existing Zoning
- Appendix 7 – Proposed Zoning
- Appendix 8 – Zoning Amendment – Special Provision
- Appendix 9 – Site Photographs

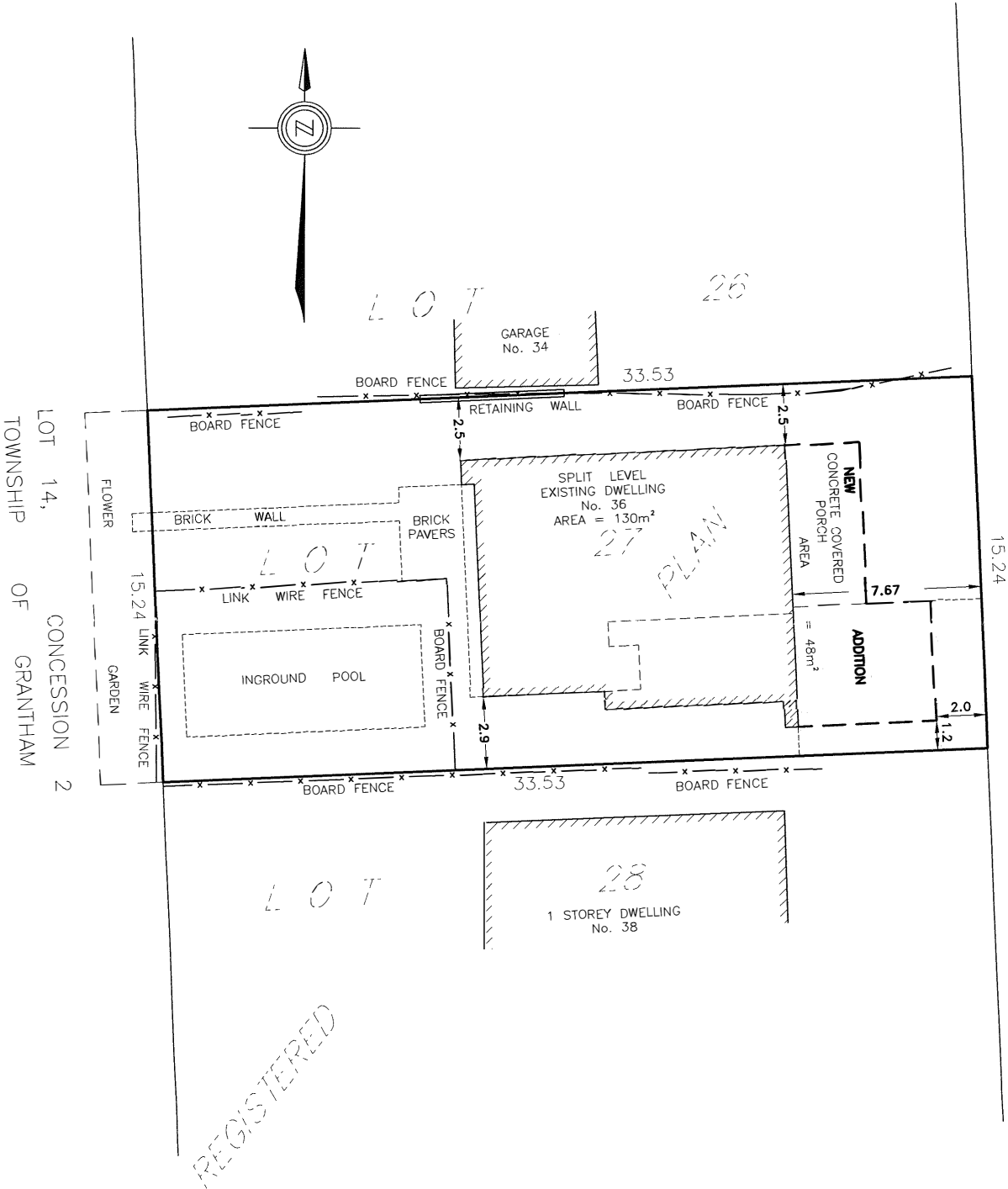
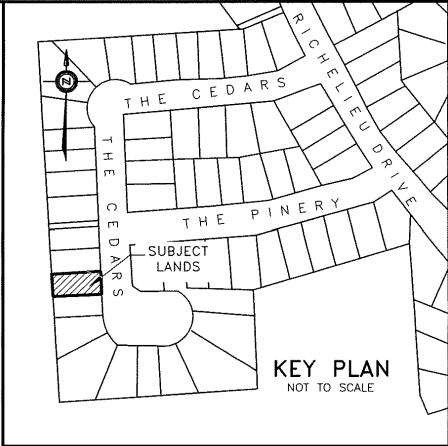
# Location Map



SKETCH TO SHOW  
LOT 27  
REGISTERED PLAN 648  
CITY OF ST. CATHARINES  
REGIONAL MUNICIPALITY OF NIAGARA



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THE CEDARS  
BY BY-LAW No. 82-211 INST No. 449444  
(MUNICIPAL TRAVELLED ROAD - 20.12m WIDE)

OCTOBER 14, 2021  
DATE  
ROY S. KIRKUP  
ONTARIO LAND SURVEYOR

NOTE  
THIS SKETCH IS INTENDED FOR USE OF THE COMMITTEE OF ADJUSTMENT ONLY MEASUREMENTS MAY VARY UPON FIELD SURVEY

METRIC NOTE  
DISTANCES AND COORDINATED SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048

PROPERTY AREA  
PART = 511m²

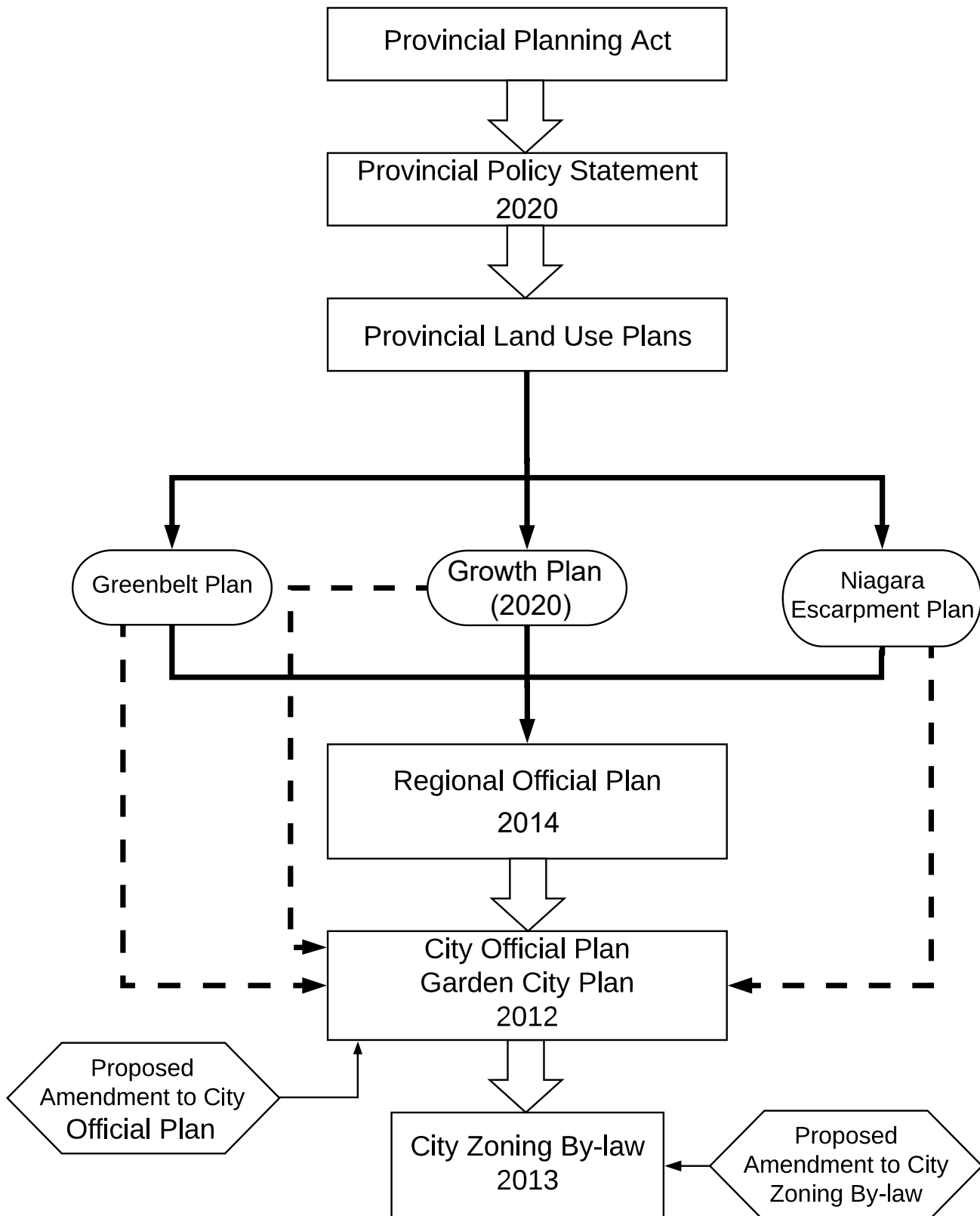


**Kirkup Mascoe Ure Surveying**  
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DRAWN BY: CN	CHECKED BY: RSK	REFERENCE NO.: 21-49-154-00
PLOTTED: SEPTEMBER 17, 2021		DATED: SEPTEMBER 17, 2021

# Ontario Land Use Planning Framework



# General Land Use Designation

(Schedule D1 - Garden City Plan)



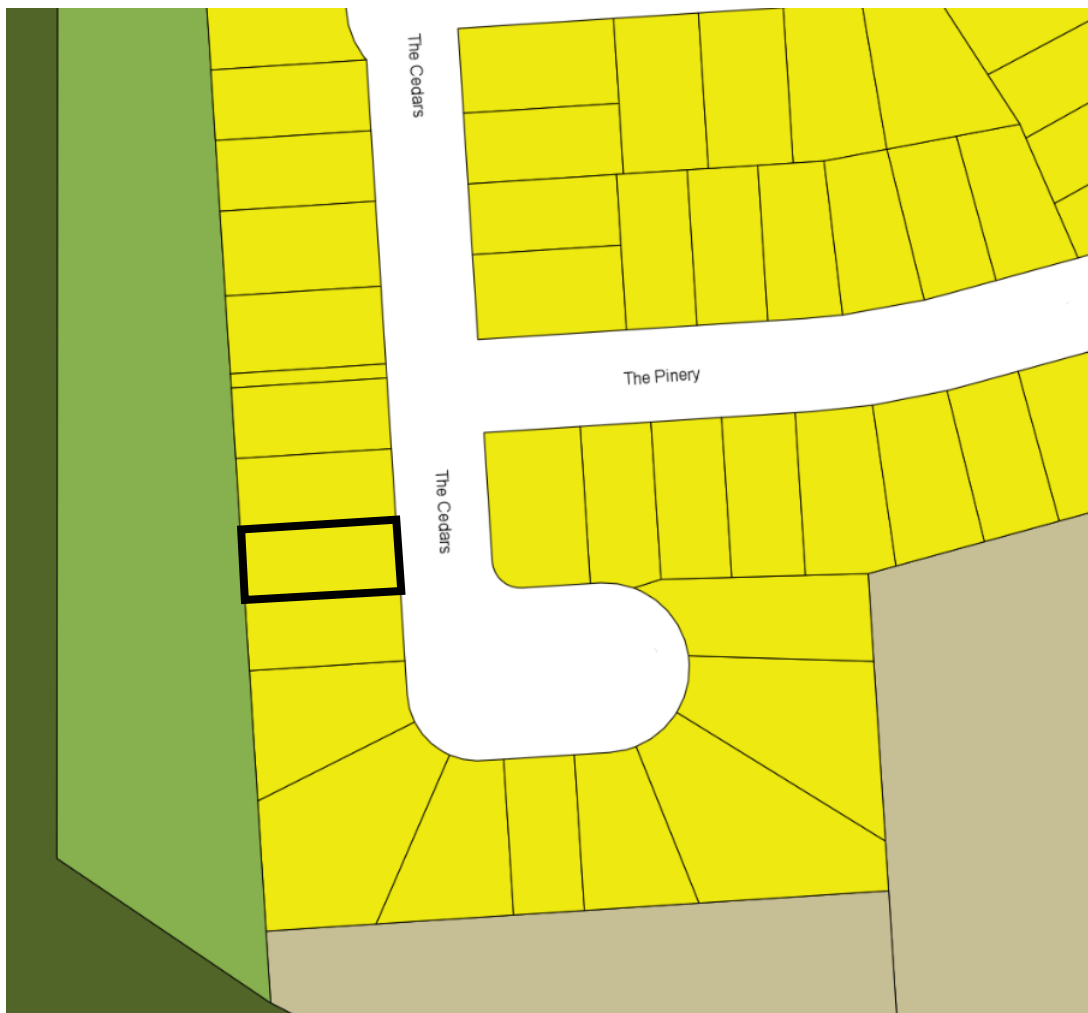
 36 The Cedars

## Land Use Designations

- |   |   |
|---|---|
|  Neighbourhood Residential |  Parkland & Open Space |
|   |  Natural Areas         |

# District Land Use Designation

(Schedule E3 - Garden City Plan)



 36 The Cedars

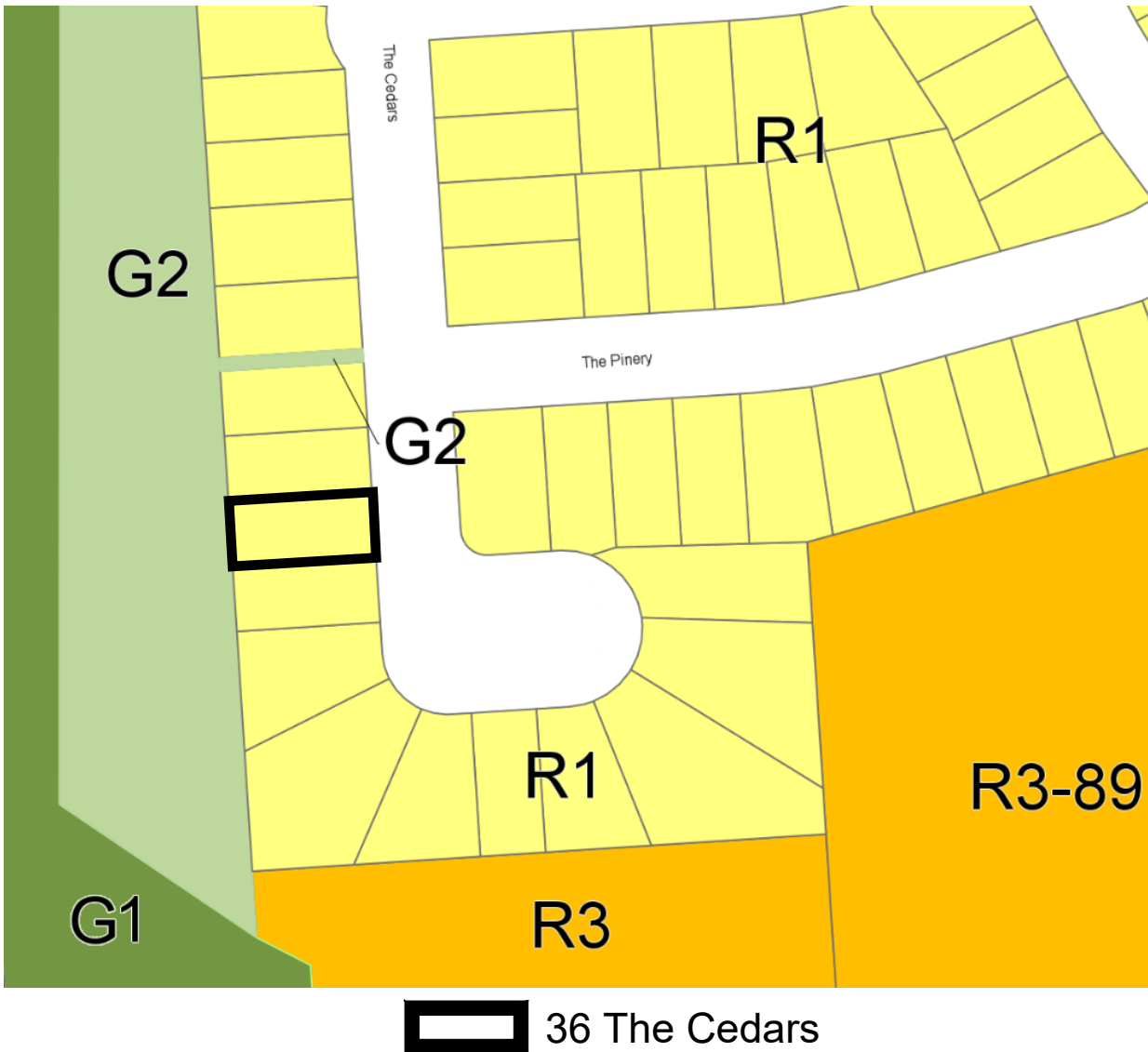
## Land Use Designations

- |  |   |
|--|---|
|  Low Density Residential    |  Parkland & Open Space |
|  Medium Density Residential |  Natural Areas         |



## Existing Zoning

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

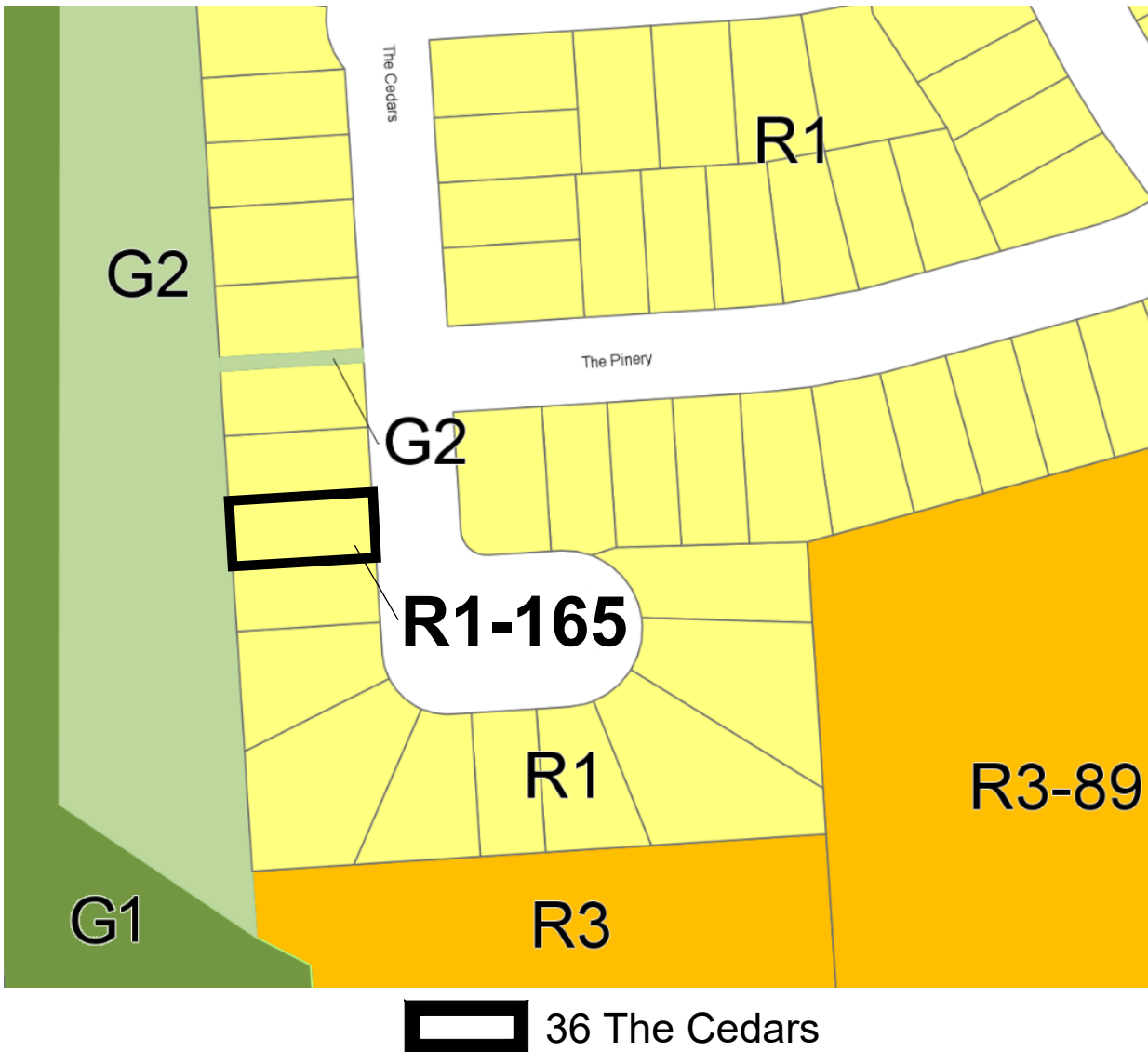


### Zones

- R1** Low Density Residential  
- Suburban Neighbourhood
- R3** Medium Density Residential

- G1** Conservation / Natural Area
- G2** Minor Green Space

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



## Zones

- R1 Low Density Residential  
- Suburban Neighbourhood
- R3 Medium Density Residential

- G1 Conservation / Natural Area
- G2 Minor Green Space

Zoning Amendment – Special Provision

Special Provision	Zone	Schedule A	Location	By-law
165	R1	9	36 The Cedars	
An attached garage will be permitted to project beyond the front wall of the dwelling unit towards the front lot line subject to the following site-specific requirement:				
1.	Minimum front yard setback to attached garage		2 m	

36 The Cedars  
Site Photographs



**36 The Cedars**  
East elevation of dwelling and attached garage  
November 11, 2021



**36 The Cedars**  
Looking north to attached garage across front yard of 38 The Cedars  
November 11, 2021





**36 The Cedars**

East and south sides of attached garage

November 11, 2021



**36 The Cedars**

East and north sides of attached garage

November 11, 2021



## Corporate Report City Council

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

**Report Date:** November 19, 2021

**Meeting Date:** November 29, 2021

**Report Number:** PBS-193-2021

**File:** 21 105143 00 ZA

**Subject:** *Planning Act Public Meeting – Recommendation Report*  
 Application to Amend the City's Zoning By-law 2013-283  
 Subject Lands: 37 Warkdale Drive  
 Owner: Premier Conglomerate Group Inc.

Agent: Upper Canada Consultants

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan pillars: Economic, Environmental



## Recommendation

That Council approve an amendment to the City of St. Catharines Zoning By-law 2013-283, for the lands described as Concession 10 Part Lot 13, Plan 483 Lot 52, RP 30R3745 Part 1 to Part 17, RP 30R15724 Part 1 to Part 3; St. Catharines, municipally known as 37 Warkdale Drive, as follows:

- a) That Section 15.1, Schedule A (A21 & A27), Zoning Maps, be amended by changing the portion of 37 Warkdale zoned Low Density Residential – Suburban Neighbourhood (R1) to Low Density Residential – Suburban Neighbourhood with Special Provision 137 (R1-137) as outlined in Appendix 7; and
- b) That Section 15.1, Schedule A (A21 & A27), Zoning Maps, be amended by rezoning the subject lands from Conservation/Natural Area (G1) to Low Density Residential – Suburban Neighbourhood (R1-137), and from Low Density Residential – Suburban Neighbourhood (R1) to Conservation/Natural Area (G1), as outlined in Appendix 7.
- c) That Section 13.1 'List of Special Provisions', be amended by replacing the existing Special Provision 137 with that outlined in Appendix 8; and
- d) That Section 15.2, Schedule B, Lot Specific Maps for Special Provisions, be amended by replacing an existing lot specific map (Schedule B33) with that outlined in Appendix 9.



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

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

That upon expiration of the appeal period, staff be directed to forward any appeals to the Ontario Land Tribunal for consideration and final approval; and

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

## Summary

Staff are recommending approval of the subject application. The application is consistent with the Provincial Policy Statement, conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe, and conforms to and does not conflict with the Region of Niagara's Official Plan, and the City's Official Plan.

## Relationship to Strategic Plan

**Economic Sustainability:** The proposed development supports private investment through the intensification of a residential property.

**Environmental Sustainability:** The proposed Zoning Amendment to realign the Natural Areas (G1) boundary facilitates the protection and enhancement of an existing Significant Woodland.

## Report

### Background

In 2016, City Council approved a Zoning Amendment for the lands known at the time as 37 Warkdale to revise the zone boundary between the existing Residential and Green Space zones on the property and to apply a special provision to the Residential portion of the lands to facilitate the approval of a 13-unit private road development. A Site Plan and Condominium Plan were subsequently approved in 2020. The Green Space zoned lands were conveyed to the City as part of the site plan approval process.

Since these initial applications were made, the applicant has obtained the adjacent property, formerly known as 14 Rockdale Avenue, and merged the lands on title creating one larger parcel entirely known as 37 Warkdale Drive. The applicant would like to expand the existing approved private road development to add five additional units. They would like to revise the current Special Provision 137 to reflect the updated proposal and extend the provision to apply to the more recently acquired lands.

### Proposed Development

The applicant is requesting that Special Provision 137 be amended to reflect the newly expanded proposal and applied to the entirety of the lands proposed for the private road



development. The amendment would facilitate the addition of five detached dwelling units on the newly acquired lands that would each front onto the previously approved private road. The proposed revised Special Provision 137 has additional provisions for site specific setbacks which are discussed in later sections of this report. Appendix 2 outlines the proposed site layout.

The applicant also requests a portion of the current Conservation/Natural Area (G1) zone lands (located on the newly acquired 14 Rockdale Avenue portion of the property) be rezoned to a site-specific Low Density Residential – Suburban Neighbourhood (R1-137). This request is based on the evidence of a submitted Environmental Impact Study (EIS) submitted by the applicant and confirmed by the Region of Niagara. The amended zone boundary will reflect the confirmed extent of the existing Significant Woodland feature. The Woodland establishes the G1 zone boundary line, and accordingly this application requests a zone boundary adjustment.

## **Location and Site Description**

The application applies to a parcel formerly made up of 2 separate properties which have now merged on title. A location map is attached as Appendix 1. The lands are located at the southwest corner of Warkdale Drive and Rockdale Avenue, with frontage along both streets. The properties together have an area of approximately 1.77 hectares (4.374 acres). The combined properties have approximately 30.5 metres of frontage along Warkdale Drive and 39.3 metres of frontage along Rockdale Avenue.

Surrounding land uses include:

- North: Low density residential (detached dwellings)
- South: Natural Area (Niagara Escarpment)
- East: Low density residential (detached dwellings)
- West: Highway 406

The subject lands are currently vacant, and a thirteen-unit private road development that has been approved by the City on the westerly portion of the lands. The Niagara Escarpment traverses the southernmost portion of the property. The natural area of the site will be dedicated to the City as part of the site plan approval process. The remaining lands total approximately 0.95 ha, which includes a 14.0 m building setback requirement from the Highway 406 lands to the east. No development can occur within the required Ministry of Transportation setback. A sanitary sewer easement in favour of the City traverses the western edge of the property. No building can occur within the City easement.

## **Planning Policy Context**

Provincial planning legislation requires Council's decision on a planning application to be consistent with the Provincial Policy Statement (2020), and to conform to Provincial plans, upper-tier Official Plans and lower-tier Official Plans. Accordingly, planning staff have evaluated the application to amend the City's Zoning By-law against the policies of the Provincial Policy Statement, the Provincial Growth Plan for the Greater Golden Horseshoe, the Regional Official Plan, and the Garden City Plan, all of which apply to this application, and the staff recommendations have been formulated accordingly.

For Council's reference, the land use planning framework in Ontario, as it relates to this application, is outlined in Appendix 3.

## **Provincial Policy Statement (2020)**

The Provincial Policy Statement, 2020 (the PPS), provides direction on matters of Provincial interest related to land use planning and development. Section 3(5) of the Planning Act stipulates that decisions of Council "shall be consistent" with the PPS.

The subject lands are located within a Settlement Area under the PPS. Sections of the PPS, which are particularly relevant to the subject proposal, are summarized below.

### **Settlement Areas**

The PPS requires settlement areas to be the focus of growth and development, with land use patterns based on densities and a mix of land uses that efficiently use land, resources, and infrastructure, and which are transit supportive, among other matters. A range of uses and opportunities for intensification and redevelopment are to be provided, with planning authorities having the ability to identify suitable locations for growth, subject to appropriate development standards. The subject lands are located within a settlement area.

The subject application facilitates the intensification of underutilized residential lands in a manner that is in keeping with appropriate development standards within the context of the neighbourhood. The units contribute to the mix of housing available in the immediate area, and to the number of dwellings available in the city as a whole.

### **Implementation and Interpretation**

The PPS indicates the importance of Official Plans and Zoning By-laws in implementing the policies of the Province. Land use designations and policies of Official Plans, along with development standards of Zoning By-laws, are important tools to protect and advance provincial interests and direct development to suitable areas.

### **PPS Summary Opinion**

Staff are of the opinion that the proposed Zoning By-law Amendment is consistent with the policies of the Provincial Policy Statement in that the policies related to land use compatibility and growth are upheld.

## **Provincial Growth Plan for the Greater Golden Horseshoe (2020)**

The Growth Plan provides a policy framework that is intended to be achieved within the context of each individual community, while being sensitive to adjacent areas. The City's Official Plan and Zoning By-law implement this framework for the City of St. Catharines. Guiding principles within the Growth Plan direct compact and well-designed development to prioritize intensification. The subject lands are located within a Provincially designated Built Up Area. Growth and development should be directed to established built-up areas to avoid expanding existing urban boundaries where possible by encouraging intensification.

The subject application is supported by the vision outlined in the Growth Plan to encourage the development of complete communities, and support intensification. The proposed detached dwellings along a previously approved private road will contribute to an established residential neighbourhood by intensifying currently underutilized lands and will help to serve the housing needs of the City. The proposed zoning amendment facilitates appropriate development within an established area in a manner that is compatible with surrounding uses. The policies of the Growth Plan are upheld.

## **Niagara Escarpment Plan (NEP)**

The subject property is located within the Niagara Escarpment Plan (NEP) Area. The southernmost portion of the property is designated Escarpment Natural Area within the NEP. This area of the property is subject to Niagara Escarpment Development Control. The NEP aims to maintain natural Escarpment features within this designation. There is no development proposed for this area of the property. The northern portion of the property, which is proposed to be developed, is within the Urban Area designation of the NEP. The objective of this designation is to minimize impact and further encroachment of urban growth on the Escarpment environment.

Niagara Escarpment Commission staff have commented that the development proposal for the five additional detached dwellings meets relevant Urban Area policies of the NEP, provided the 5 metre buffer around the dripline of the Significant Woodland remains undeveloped and ungraded. This requirement shall be ensured through Special Provision 137 as amended per the staff recommendation in this report, as well as through the Site Plan approval process.

## **Regional Official Plan**

The Regional Official Plan (ROP) designates the property as within the Urban Area Boundary for the City of St. Catharines, and specifically within the Built Boundary.

The ROP includes policies that support intensification of land uses in urban areas where appropriate servicing and infrastructure exist, provide for a diverse mix and range of compatible land uses, and support the achievement of complete communities. The proposed development is considered as intensification and will count towards the City's annual residential intensification target of 95%, as set by the Regional Official Plan.

## **Official Plan (Garden City Plan)**

The City's Official Plan, The Garden City Plan (GCP), designates the lands as Neighbourhood Residential and Natural Area (Appendix 4), providing for a range of housing opportunities, types, forms and densities. Schedule E9 of the GCP (Appendix 5) provides additional direction for the East Planning District and designates the lands as Low Density Residential and Natural Area, with a Natural Area Extent Line.

The Low Density Residential designation permits a variety of residential uses, including detached, semi-detached, duplex, quadruplex, fourplex and townhouse dwellings generally at a density range between 20 and 32 units per hectare, excluding lands being

dedicated to the City and lands within the required Ministry of Transportation setback. The proposed development has a density of 17.47 units per hectare, slightly below the minimum density of 20 units per hectare. The density meets the required minimum of 17 units per hectare set out in Special Provision 137 previously approved for private road development on the westerly portion of the lands. It is only slightly below the general target density of 20 units per hectare. The addition of units to the approved private road development represents a more efficient use of residential land, and generally complies with the Official Plan density policies.

The Natural Area designation is assigned to lands comprised of a natural feature or hazard that is environmentally significant, such as: rivers, streams, valleylands, wetlands, shoreline, woodlots, forests, floodplains, habitats and corridors. The southern portion of the subject property, containing the Escarpment environment and Significant Woodland, is designated Natural Area. The property also includes a Natural Area Extent Line, which includes natural features mapped by the Province, Region and Niagara Peninsula Conservation Authority (NPCA).

Section 13.2.1 4(iv) of the Official Plan specifically does not require an amendment to the Plan in instances where minor boundary adjustments are made to the Natural Area line, based on more accurate mapping. This application provides more accurate mapping and has been reviewed and approved by Region of Niagara. Staff are satisfied the boundary adjustment falls within the intent of this policy and no Official Plan amendment is required. The proposal complies with the policies of the Official Plan.

### **Summary Official Plan Opinion**

Based on the matters outlined above, staff are satisfied that the proposed Zoning By-law Amendment meets the relevant GCP policies and recommend approval.

### **Zoning By-law**

Zoning By-law 2013-283 zones the portion of the lands containing the approved private road development as Low Density Residential with Special Provision 137 (R1-137). The newly acquired portion of the lands is split-zoned. The northern portion of these lands is zoned Low Density Residential – Suburban Neighbourhood, and the southern portion of the lands is zoned Conservation/Natural Area (G1) Zone (Appendix 6). Uses permitted in the R1 zone include detached, semi-detached, quadruplex and townhouse dwellings, as well as private road development. The G1 zone does not permit development. The applicant has requested an amendment to the Zoning By-law to recognize the currently existing site conditions between the developable area of the property and the natural area of the property. The amendment makes adjustments to the boundary between the R1 and G1 Zones and add special development provisions.

### **G1 Zone**

The current zone boundary between the Conservation/Natural Area (G1) zone and the Low Density Residential (R1) zone on the subject lands generally reflects the Official Plan mapping. The subject Zoning By-law amendment proposes to adjust the Conservation Natural Area (G1) Zone boundary to more accurately follow the boundary

of the existing woodlot. The Amendment brings the Low Density Residential (R1) Zone boundary closer to the natural feature. The Natural Area designation promotes the long-term sustainability of Natural Hazard and Natural Heritage lands. The proposed rezoning of a portion of the subject lands to more accurately define the Natural Area boundary does not compromise the preservation or environmental integrity of the Natural Area lands.

The Region of Niagara has reviewed an Environmental Impact Study to support the amendment, and offer no objection, provided that a 5 metre buffer of naturalized landscaping be required along the edge of the woodlot through the site-specific Zoning to further ensure protection of the feature.

### **Landscape Buffers Adjacent to G1 Zone**

The Region's Environmental Planning staff have reviewed the EIS prepared by LCA Environmental Consultants (dated November 2020), which recommends a 5-metre buffer from the dripline of the woodland feature based on the direction of drainage on the site and the existing conditions of the edge of the woodland and buffer zone. The Regional staff have no objection to the feature delineation and associated 5-metre buffer based on the characterization of the feature and the justification provided in the EIS work. In order to implement this requirement, it is recommended that the Special Provision be revised to contain a provision requiring a minimum landscape buffer of 5 metres along the Significant Woodland portion identified in the EIS. This shall be outlined in the revised Schedule B33 (Appendix 9). Through the Site Plan review, the Region will require the implementation of a Tree Preservation and Protection Plan reviewed and approved by the City and Region, and active restoration of the 5-metre woodland buffer, to the satisfaction of Regional Planning and Development Services.

### **Special Provision 137**

The westerly portion of the lands are currently zoned with Special Provision 137, which exists as outlined below.

Special Provision	Zone	Schedule A	Schedule B	Location	By-law
137	R1	21, 27	33	37 Warkdale Drive	
A private road development is subject to the following additional requirements:					
1.	Density Per Hectare				Min. = 17 units
2.	Maximum Unit Driveway Width				51% of unit width
3.	Minimum Setback from Rear Lot Line* for a Deck or Porch with a Height Above Grade of more than 0.6 m and less than 3.0 m, where such Lot Line does not abut a Residential Zone				3.0 m
4.	Minimum Width of Landscape Buffer adjacent to a Residential Zone				1.6 m as shown on Schedule B33
* For private road development, the minimum setback from a specified lot line, for a platform structure, is taken as the minimum setback in the corresponding yard for the individual dwelling unit.					

The applicants have proposed to revise Special Provision 137, and to extend it to apply to the entirety of the R1 zoned lands. The applicants have proposed to remove provision 4 and add four new provisions outlined below as 4 thru 7. The City and Region have proposed an additional site-specific provision, outlined below as provision 8. Provisions 1 to 3 and the section denoted by an asterisk, at the bottom on the table, are all to remain the same as previously approved. As such, the below table represents the revised Special Provision 137 to be considered by Council, also included as Appendix 8.

Special Provision	Zone	Schedule A	Schedule B	Location	By-law
137	R1	21, 27	33	37 Warkdale Drive	
A private road development is subject to the following additional requirements:					
1.	Density Per Hectare			Min. = 17 units	
2.	Maximum Unit Driveway Width			51% of unit width	
3.	Minimum Setback from Rear Lot Line* for a Deck or Porch with a Height Above Grade of more than 0.6 m and less than 3.0 m, where such Lot Line does not abut a Residential Zone			3.0 m	
<del>4.</del>	<del>Minimum Width of Landscape Buffer adjacent to a Residential Zone</del>			<del>1.6 m as shown on Schedule B33</del>	
4.	Minimum Interior Side Yard from a Rear Wall			6.1 metres	
5.	Minimum Interior Side Yard from an End Wall			3.0 metres	
6.	Minimum Front Yard Setback			5.3 metres	
7.	Minimum Exterior Side Yard Setback			4.8 metres	
8.	Minimum Width of Landscape Buffer adjacent to a Green Space Zone.			5 metres as shown on Schedule B33	
* For private road development, the minimum setback from a specified lot line, for a platform structure, is taken as the minimum setback in the corresponding yard for the individual dwelling unit.					

Section 7.1 (c) of the GCP states that development and redevelopment within the Urban Area shall be evaluated having regard for building, site, streetscape, and neighbourhood context sensitive design to ensure:

- i) integration of compatible building form, scale, massing, height, setbacks, spacing, siting, orientation, facades and architectural materials with adjacent buildings, properties and the surrounding neighbourhood;
- ii) Adverse impacts on adjacent properties are minimized in regard to grading, drainage, location and design of service utilities and areas, access and circulation, parking, transition in height, privacy, views, vistas, microclimatic conditions, and protection of the natural features, functions and hazards.
- iii) Possible negative impacts such as noise, odour, and emissions are not excessive in relation to the predominant land use character and function of the area;

- iv) Adequate and appropriate lot size, shape and configuration, access, on-site facilities and outdoor amenity areas to accommodate use;
- v) Provision of parking areas that do not dominate the site physically or visually, and maximize opportunities for perimeter and internal landscaping.

The proposed site-specific provisions have been evaluated below against these priorities and directions from the GCP:

### **Removing Existing Provision 4 – Landscape Buffer along a Residential Zone**

When Council first approved Special Provision 137, it included provision 4, requiring a reduced Minimum Width of a Landscape Buffer along a private road adjacent to a Residential Zone of 1.6 metres to recognize a pinch point between the approved private road, and the adjacent residential lot known as 14 Rockdale Avenue. Since this was approved, 14 Rockdale Avenue has been acquired by the applicant, and merged with 37 Warkdale. As such, it is no longer a separate parcel and the setback does not apply. The private road is not in proximity to any other residential parcels. The reduced setback is not necessary, and if any extension to the private road were proposed in the future, it is preferred that it meet the full 3 metre setback requirement from any residential lands. Staff are supportive of removing this site-specific reduction in buffering.

### **Building Setbacks**

The proposed site-specific provisions 4, 5 and 6 request reduced setbacks specifically related to the previously approved 13-units along a private road. The location of the units has already been approved through the registered site plan. Since the application for site plan approval was made, the City passed the Residential Infill and Intensification Zoning By-law Amendment that implemented, among other changes, increased setbacks for private road developments in the R1 zone. As such, these proposed site-specific setbacks reflect the previous development standards for this development. The applicant has requested to formally recognize these site-specific setbacks. The approval is not changed for the initial 13 units, and the setbacks are considered acceptable by staff. No objections have been made. Staff are supportive of the building setbacks outlined in the revised Special Provision 137 above and in Appendix 8.

Provision 7 is for a reduced exterior side yard setback from the average of 11.2 metres to 4.83 metres for one of the newly proposed dwelling units that is closest to the street. The originally approved development contains a very similar setback to one of the 13 units of 5.83 metres. Additionally, the property line is setback quite far from the actual street, and it is unlikely that the reduction in setback will significantly impact the streetscape physically or visually. Overall, the setback is considered appropriate in the context. Staff are supportive of the proposed reduction to facilitate the intensification of these lands.

### **Site Plan Control**

There is an existing approved Site Plan Agreement registered on a portion of the lands. There is a concurrent application for Site Plan Amendment under review by City staff.



Should this Zoning Amendment be approved, the site plan amendment approval would be required prior to the applicant obtaining building permits for the additional five proposed units.

Site plan control is the City's primary tool for implementing City standards and urban design guidelines; it regulates the placement of buildings, architectural elevations, access, parking, site servicing, grading, drainage, lighting, landscaping, fencing, storage of waste and other details of site design. Appendix 2 provides the overall site design including the 13 approved units along a private road, and the conceptual site plan for the five newly proposed units.

A public information session relating to the detailed designs of the sites has been hosted by City staff as part of the site plan amendment review process. A site plan amending agreement includes the registration against the title of the lands that will be legally binding upon the existing and future property owners. The Applicant will be required to post securities to ensure the terms of the agreements are carried out.

## **Circulation of Applications**

The application was circulated to all relevant departments and agencies in accordance with the Planning Act. Overall, there were no objections received. Detailed design comments from the City and external agencies will be addressed through the concurrent Site Plan application. Further detail regarding circulation comments related to the application for Zoning Amendment is provided in the Planning Analysis section of this report.

## **Public Consultation**

A digital public open house was held by Planning and Building Services over the Zoom platform on September 9, 2021. The purpose of the open house was to present the applicant's proposed Zoning By-law Amendment and afford an opportunity for attendees to ask questions and provide comments before staff recommendations are presented to Council for consideration. No members of the public registered to attend the Open House. No written correspondence has been received.

## **Public Notice**

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

## **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 external 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 Ontario Land Tribunal, then the planner who has provided the second opinion shall be retained for the purpose of a hearing.

## **Financial Implications**

There are no financial implications associated with this report.

## Environmental Sustainability Implications

The proposed Zoning Amendment to realign the Natural Areas (G1) boundary facilitates the protection and enhancement of an existing Significant Woodland.

## Conclusion

In summary, staff are recommending approval of the proposed Zoning By-law Amendment to revise the G1 zone boundary and permit the construction of five additional detached dwellings along an approved private road, subject to the recommendations set out in this report.

The proposed Zoning By-law Amendment has regard for matters of provincial interest, is consistent with the Provincial Policy Statement, conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe, and conforms to and does not conflict with the Region of Niagara's Official Plan, nor the City's Official Plan, subject to the staff recommendations herein.

## Notifications

It is in order to advise Craig Rohe, Upper Canada Consultants, 261 Martindale Road, St. Catharines ON L2W 1A1, the owner's agent.

### Prepared by

Charlotte McEwan, MCIP, RPP  
Planner I

### Submitted by

Margaret Josipovic, BES, MPA  
Manager, Planning Services

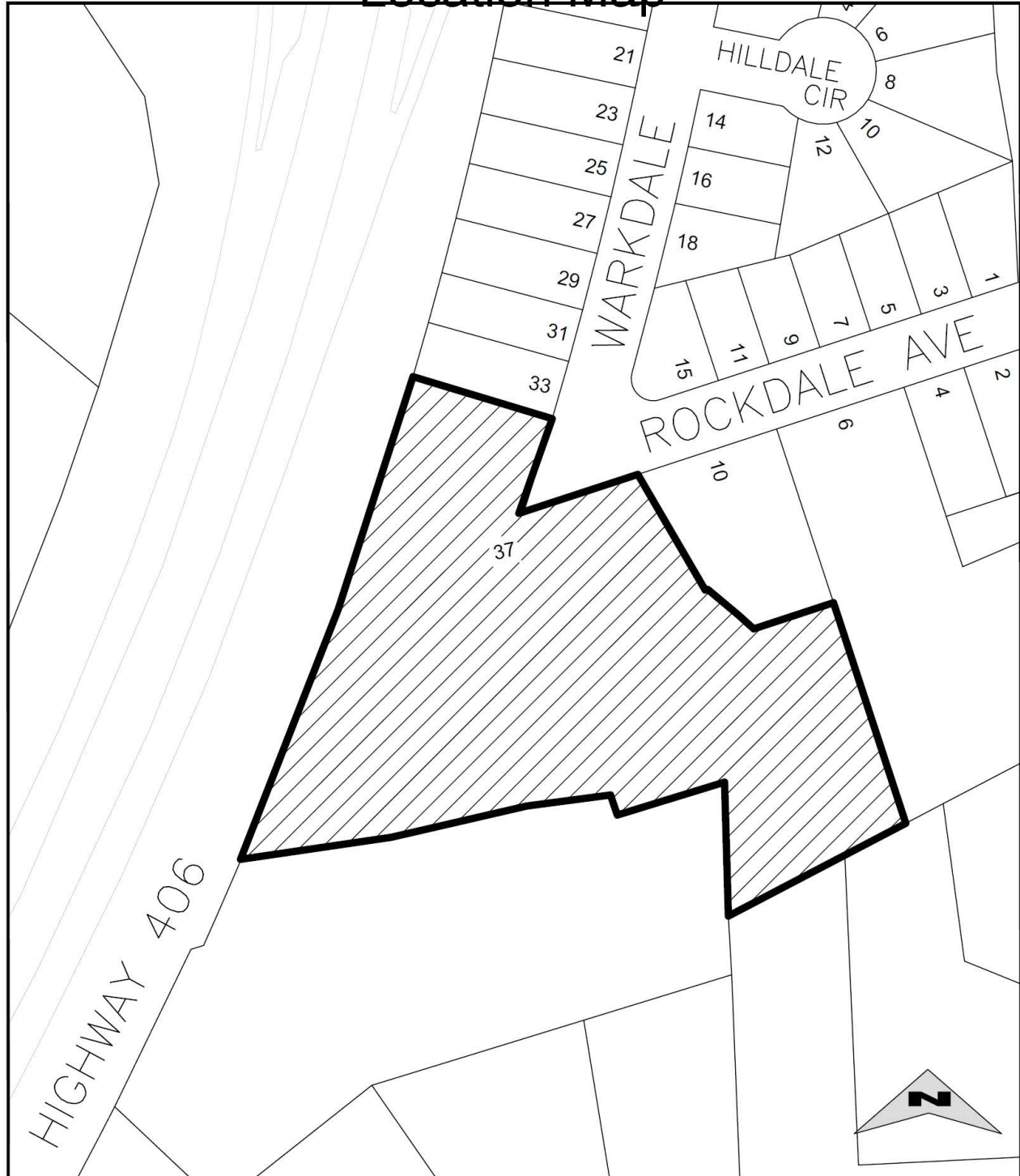
### Approved by

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

## Appendices

- Appendix 1 – Location Map
- Appendix 2 – Conceptual Site Plan
- Appendix 3 – Ontario Planning Framework
- Appendix 4 – Official Plan Schedule D1
- Appendix 5 – Official Plan Schedule E9
- Appendix 6 – Existing Zoning
- Appendix 7 – Proposed Zoning
- Appendix 8 – Revised Special Provision 137
- Appendix 9 – Proposed Lot Specific Schedule B33

# Location Map

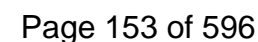


 **Subject Lands**

**37 Warkdale Drive**

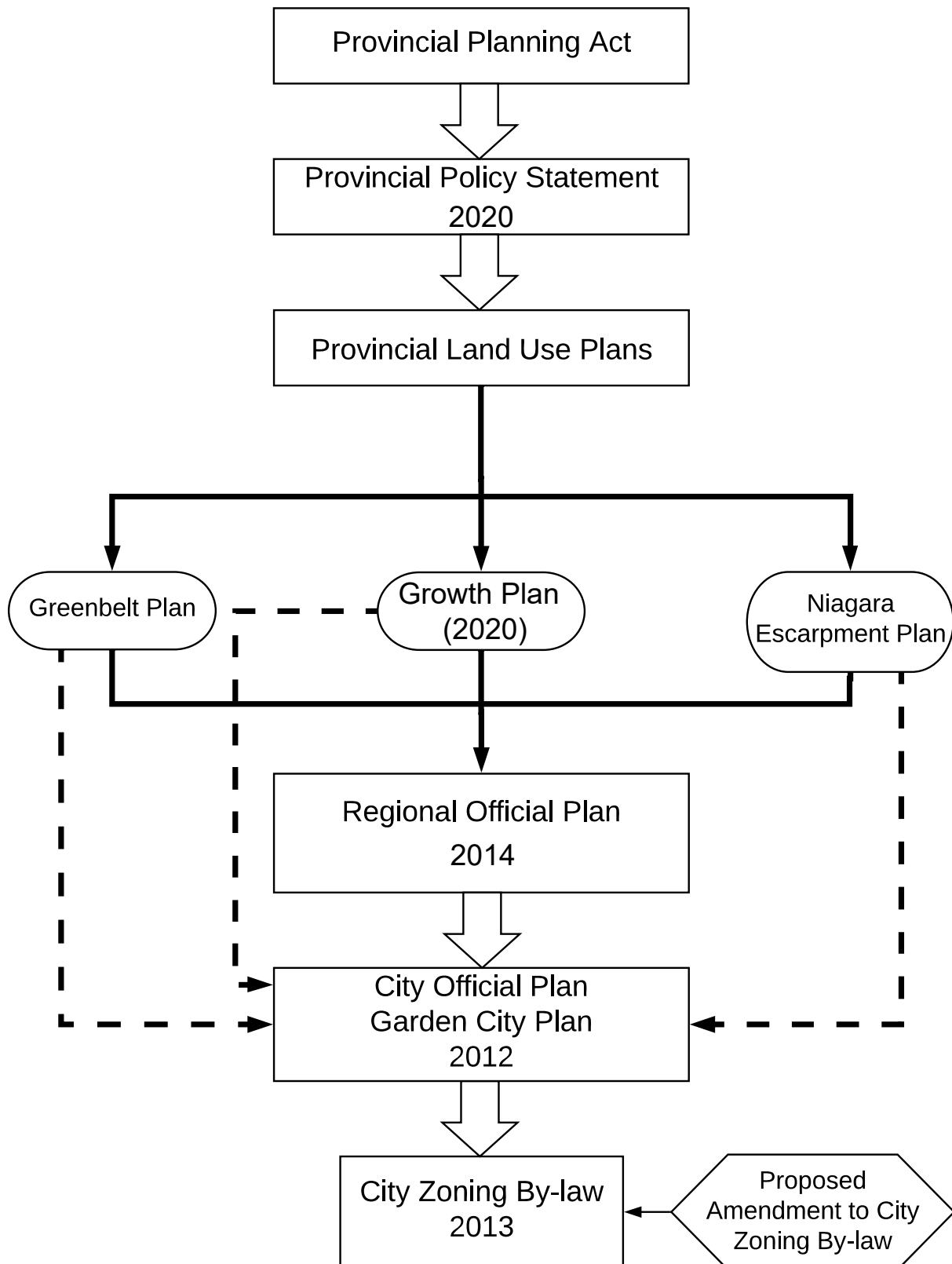
File: 21 105143 ZA







# Ontario Land Use Planning Framework



## Existing Land Use Designation

(The Garden City Plan - General Land Use Plan, Schedule D1)



Subject Lands

ADDRESS: 37 Warkdale Drive

### Land Use Designations

 Neighbourhood Residential

 Commercial

 Natural Areas

File: 20 105143 ZA

## Existing Land Use Designation

(The Garden City Plan - East Planning District, Schedule E9)



Subject Lands  
ADDRESS: 37 Warkdale Drive

### Land Use Designations

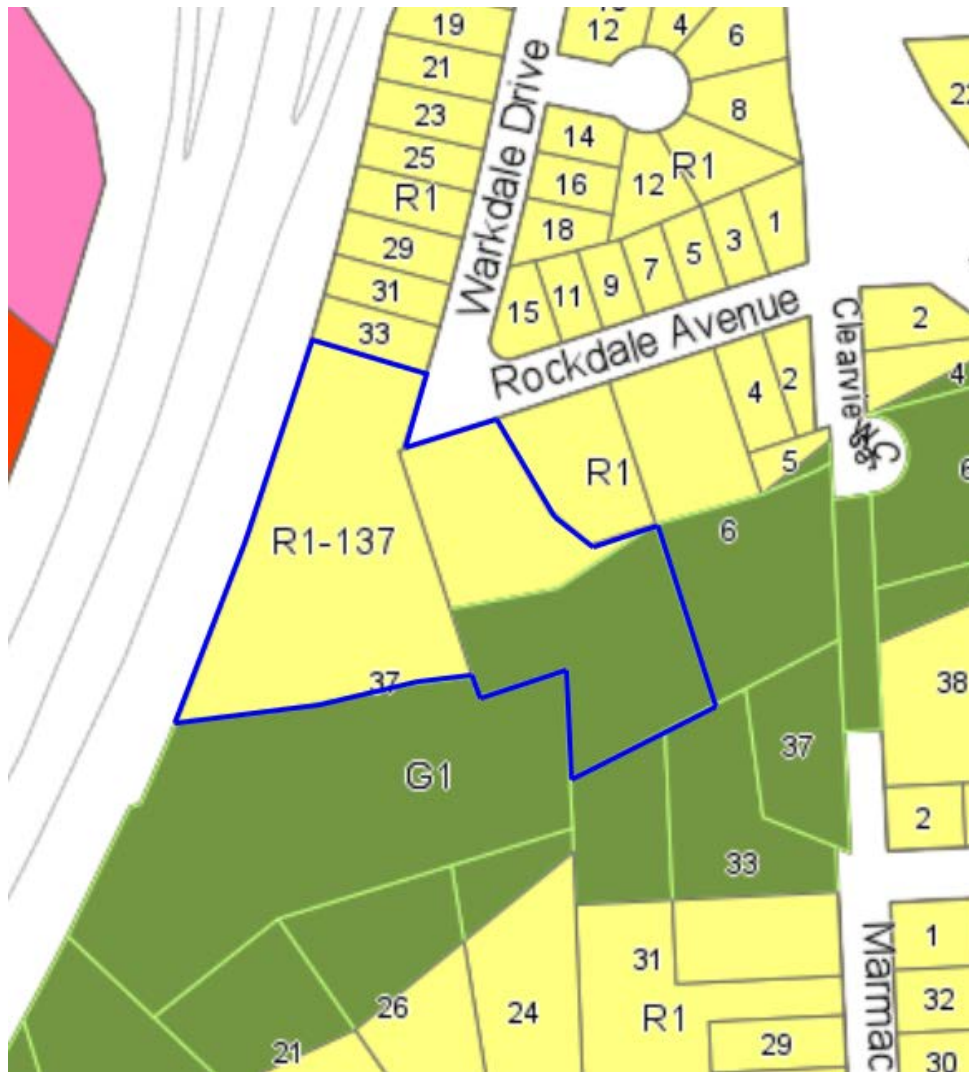
- Low Density Residential
- Community Commercial
- Natural Areas

File: 20 105143 ZA



## Existing Zoning

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



Subject Lands

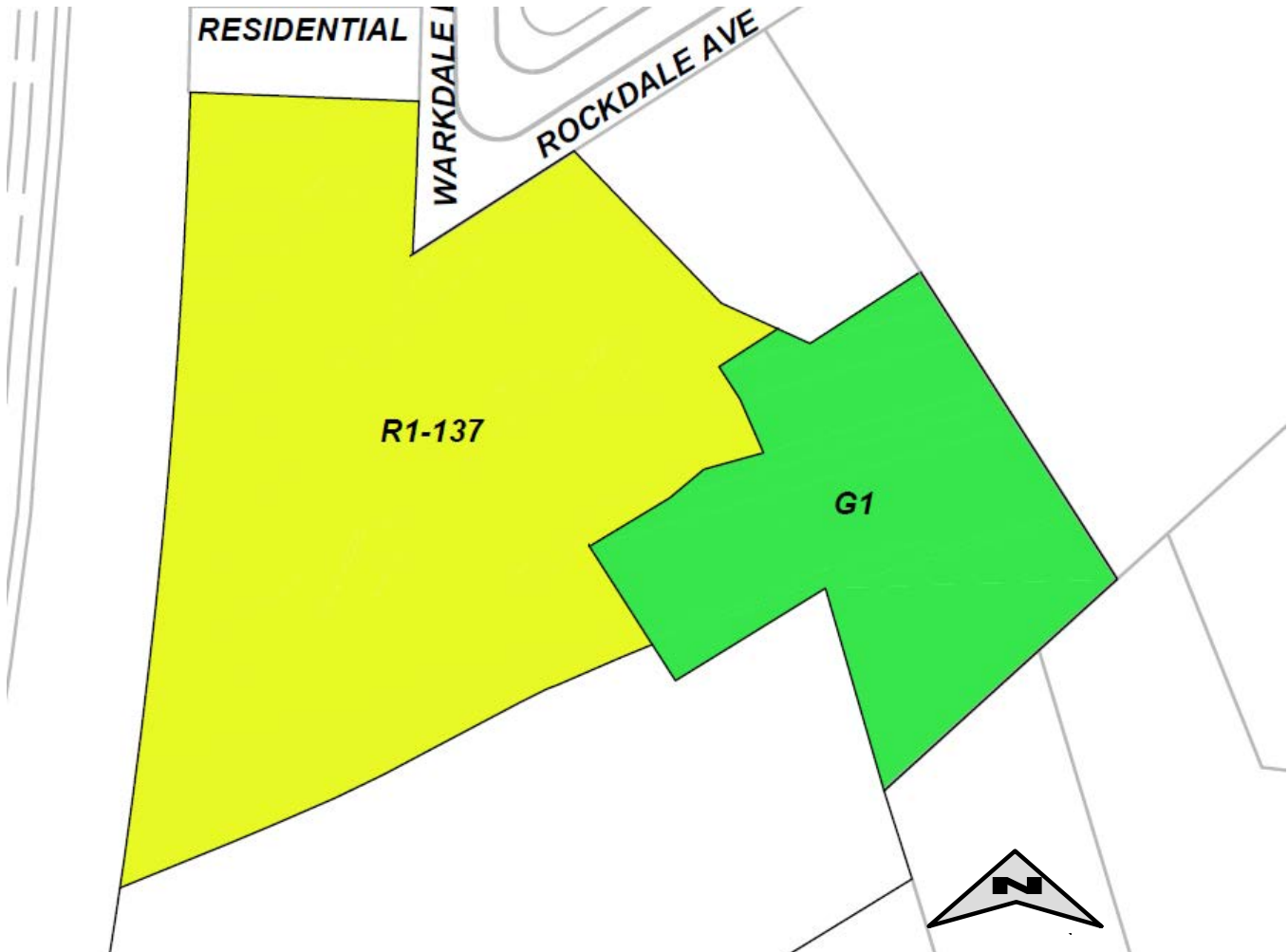
ADDRESS: 37 Warkdale Drive

### Zones

- R Low Density Residential  
- Suburban Neighbourhood
- 4 High Density Residential
- C2 Community Commercial
- G Conservation / Natural Area

File: 21 105143 ZA

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



Subject Lands  
ADDRESS: 37 Warkdale Drive

## Zones



R1

Low Density Residential - Suburban Neighbourhood



G1

Conservation / Natural Areas

File: 21 105143 ZA

**Revised Special Provision 137 for 37 Warkdale Drive**

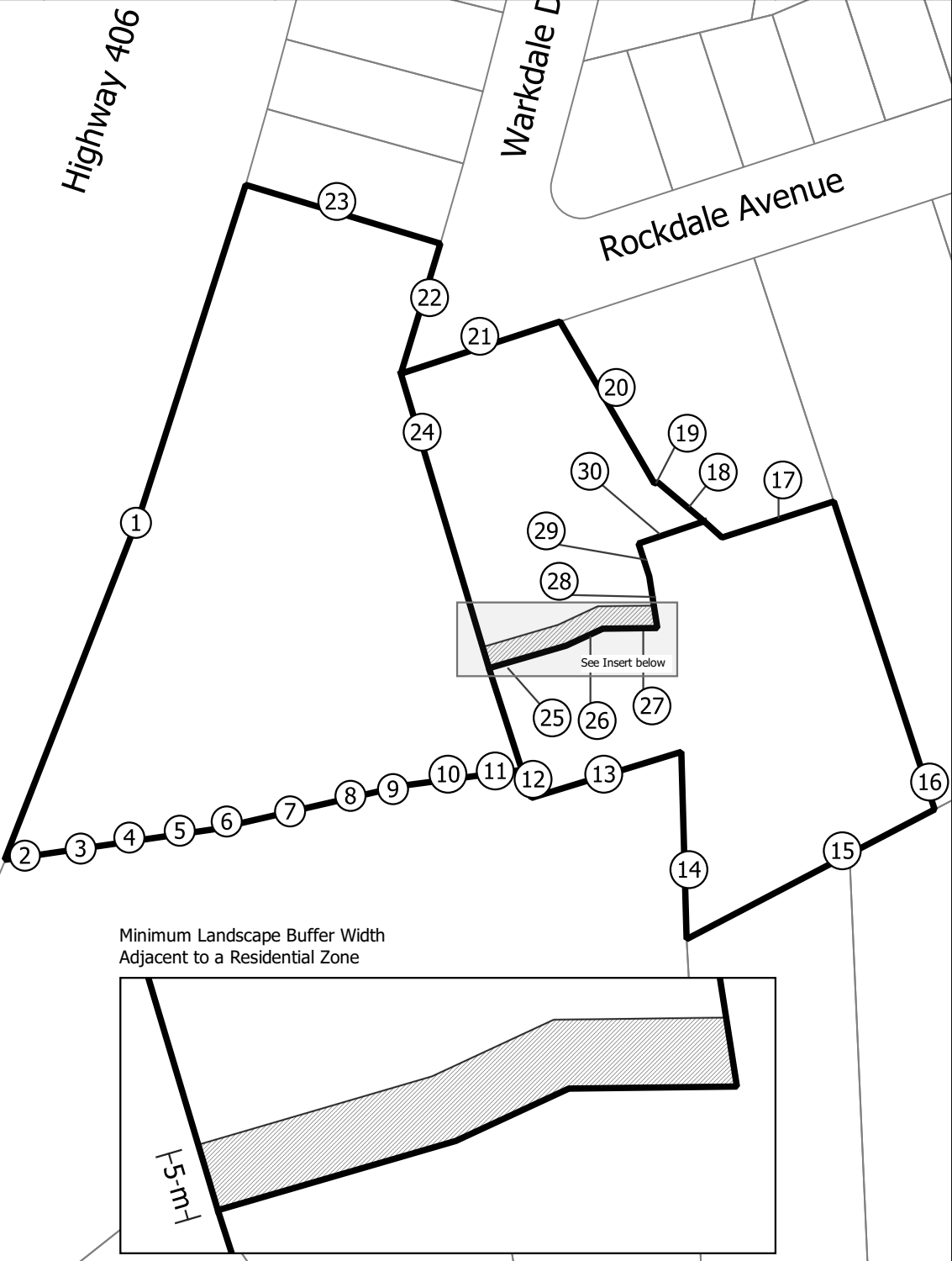
Special Provision	Zone	Schedule A	Schedule B	Location	By-law
137	R1	21, 27	33	37 Warkdale Drive	
A private road development is subject to the following additional requirements:					
1.	Density Per Hectare			Min. = 17 units	
2.	Maximum Unit Driveway Width			51% of unit width	
3.	Minimum Setback from Rear Lot Line* for a Deck or Porch with a Height Above Grade of more than 0.6 m and less than 3.0 m, where such Lot Line does not abut a Residential Zone			3.0 m	
4.	Minimum Interior Side Yard from a Rear Wall			6.1 metres	
5.	Minimum Interior Side Yard from an End Wall			3.0 metres	
6.	Minimum Front Yard Setback			5.3 metres	
7.	Minimum Exterior Side Yard Setback			4.8 metres	
8.	Minimum Width of Landscape Buffer adjacent to a Green Space Zone.			5 metres as shown on Schedule B33	
* For private road development, the minimum setback from a specified lot line, for a platform structure, is taken as the minimum setback in the corresponding yard for the individual dwelling unit.					

SCHEDULE B TO BY-LAW NO. \_\_\_\_\_

PASSED ON THE \_\_\_\_\_ DAY OF \_\_\_\_\_, 2021

SPECIAL PROVISION	SCHEDULE A	SCHEDULE B	LOCATION	BY-LAW
137	21, 27	33	37 Warkdale Avenue	

Ref	Bearings and Distance
1	N19°39'05"E R=1355.53m A=159.59m C=159.59m
2	N82°21'55"E 24.03
3	N81°41'40"E 9.12
4	N81°02'05"E 13.57
5	N78°43'40"E 10.47
6	N76°27'05"E 10.44
7	N76°40'55"E 19.88
8	N77°41'15"E 6.35
9	N84°32'55"E 2.11
10	N81°04'20"E 13.44
11	N82°00'05"E 7.23
12	N18°04'00"W 8.196
13	N72°65'56"E 35.18
14	N1°35'30"W 42.086
15	N62°24'35"E 62.86
16	N18°06'0"W 72.91
17	N71°51'20"E 26.35
18	N49°23'25"W 18.99
19	N74°09'0"E 0.84
20	N30°11'10"W 42.06
21	N71°54'00"E 39.319
22	N16°57'30"E R=1401.25 A=30.517m C=30.516m
23	N73°20'40"W 45.72
24	N18°04'0"W 67.46
25	N73°37'40"E 18.44
26	N64°48'0"E 8.95
27	N89°18'0"E 12.38
28	N08°55'0"W 11.74
29	N18°07'0"W 7.74
30	N71°51'0"E 14.15

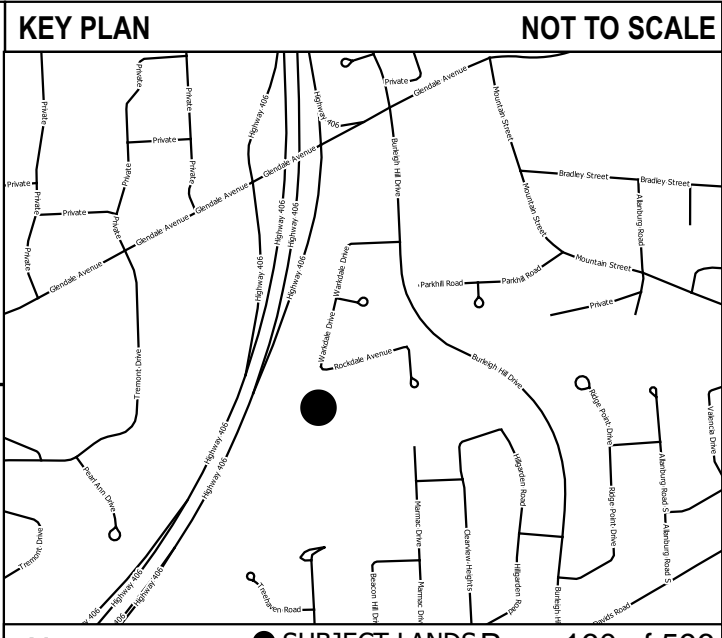


AN ILLUSTRATION SHOWING

REGISTRAR'S COMPILED  
LOT 52 PLAN 483 AND  
PART OF LOT 13, CONCESSION 10

IN THE CITY OF ST.CATHARINES  
REGIONAL MUNICIPALITY OF NIAGARA

DISTANCES SHOWN ARE IN METRES  
NOT TO SCALE





## Corporate Report City Council

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

**Report Date:** November 19, 2021

**Meeting Date:** November 29, 2021

**Report Number:** PBS-194-2021

**File:** 21 115088 ZA

**Subject:** *Planning Act Public Meeting – Recommendation Report*  
 Application to Amend the City's Zoning By-law 2013-283  
 Subject Lands: 2 Thorndale Avenue  
 Owner: 1346775 Ontario Inc.  
 Agent: Stephen Bedford

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan  
 pillar: Economic



## Recommendation

That Council approve an amendment to the City of St. Catharines Zoning By-law 2013-283, for the lands described as Plan 238, Lot 7, municipally known as 2 Thorndale Avenue, as follows:

- a) That Section 15.1, Schedule A (A14), Zoning Maps, be amended by changing the zoning of 2 Thorndale Avenue from Low Density Residential – Suburban Neighbourhood (R1) to Low Density Residential – Suburban Neighbourhood with Special Provision 164 (R1-164) as outlined in Appendix 7; and
- b) That Section 13.1 'List of Special Provisions', be amended by adding Special Provision 164, as outlined in Appendix 8; 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 upon expiration of the appeal period, staff be directed to forward any appeals to the Ontario Land Tribunal for consideration and final approval; and

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

## Summary

Staff are recommending approval of the subject application. The application is consistent with the Provincial Policy Statement, conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe, and conforms to and does not conflict with the Region of Niagara's Official Plan, and the City's Official Plan.

## Relationship to Strategic Plan

**Economic Sustainability:** The proposed development supports private investment through the intensification of a residential property.

## Report

### Proposed Development

Zoning By-Law 2013-28 only allows for one unit of a semi-detached dwelling on any one lot. A Zoning Amendment is requested to permit a semi-detached dwelling with two dwelling units in order to allow the continued use of the existing semi-detached dwelling, as well as to recognize the location of the existing dwelling units which do not comply with current zoning provisions including frontage, and lot area. Appendix 2 illustrates the site layout.

The applicant is requesting the Zoning Amendment after approaching the City about development options for the property. Through discussions with the City, it was determined that the existing second unit has no record of having been constructed legally. The current Zoning By-law does not permit two principal semi-detached dwelling units to sit on the same lot. Therefore, in order to continue operating as a semi-detached dwelling, the applicant must obtain a Zoning Amendment.

### Location and Site Description

The lands are located on the east side of Thorndale Avenue, north of Alice Street. A location map is attached as Appendix 1. The property has an area of approximately 500 square metres (0.05 hectares) and approximately 19 metres of frontage along Thorndale Avenue.

Surrounding land uses include:

- North: Residential dwellings
- East: Residential dwellings
- South: Lake-Carlton Plaza (commercial plaza)
- West: Residential dwellings

The subject lands contain an existing residential building that has two units, only one of which is recognized as being legally permitted at this time. The owners have not been able to demonstrate to the satisfaction of the City that a building permit was issued to legally establish the second dwelling unit.



## Planning Policy Context

Provincial planning legislation requires Council's decision on a planning application to be consistent with the Provincial Policy Statement (2020), and to conform to Provincial plans, upper-tier Official Plans and lower-tier Official Plans. Accordingly, planning staff have evaluated the application to amend the City's Zoning By-law against the policies of the Provincial Policy Statement, the Provincial Growth Plan for the Greater Golden Horseshoe, the Regional Official Plan, and the Garden City Plan, all of which apply to this application, and the staff recommendations have been formulated accordingly.

For Council's reference, the land use planning framework in Ontario, as it relates to this application, is outlined in Appendix 3.

## Provincial Policy Statement (2020)

The Provincial Policy Statement, 2020 (the PPS), provides direction on matters of Provincial interest related to land use planning and development. Section 3(5) of the Planning Act stipulates that decisions of Council "shall be consistent" with the PPS.

The subject lands are located within a Settlement Area under the PPS. Sections of the PPS which are particularly relevant to the subject proposal are summarized below.

## Settlement Areas

The PPS requires settlement areas to be the focus of growth and development, with land use patterns based on densities and a mix of land uses that efficiently use land, resources, and infrastructure, and which are transit supportive, among other matters. A range of uses and opportunities for intensification and redevelopment are to be provided, with planning authorities having the ability to identify suitable locations for growth, subject to appropriate development standards. The subject lands are located within a settlement area.

In this instance, the subject applications facilitate the appropriate intensification and growth of a residential property. The location is suitable for the semi-detached units, and the amendment to the by-law represents an efficient use of land and services within the settlement area. Appropriate development standards are maintained, subject to the staff recommendation.

## Implementation and Interpretation

The PPS indicates the importance of Official Plans and Zoning By-laws in implementing the policies of the Province. Land use designations and policies of Official Plans, along with development standards of Zoning By-laws, are important tools to protect and advance provincial interests and direct development to suitable areas.

## PPS Summary Opinion

Staff are of the opinion that the proposed Zoning By-law Amendment is consistent with the policies of the Provincial Policy Statement in that the policies related to land use compatibility and growth are upheld.

## **Provincial Growth Plan for the Greater Golden Horseshoe (2020)**

The Growth Plan provides a policy framework that is intended to be achieved within the context of each individual community, while being sensitive to adjacent areas. The City's Official Plan and Zoning By-law implement this framework for the City of St. Catharines.

Guiding principles within the Growth Plan direct compact and well-designed development to prioritize intensification. The subject lands are located within a Provincially designated Built Up Area. Growth and development should be directed to established built-up areas to avoid expanding existing urban boundaries where possible by encouraging intensification.

The subject application is supported by the vision outlined in the Growth Plan to achieve complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime. The detached dwelling will contribute to the range of housing offered in the immediate neighbourhood. The proposed policy amendments facilitate appropriate development within an established area in a manner that is compatible with surrounding uses. The policies of the Growth Plan are upheld.

## **Regional Official Plan**

The Regional Official Plan (ROP) designates the property as within the Urban Area Boundary for the City of St. Catharines, and specifically within the Built Boundary.

The ROP includes policies that support intensification of land uses in urban areas where appropriate servicing and infrastructure exist, provide for a diverse mix and range of compatible land uses, and support the achievement of complete communities. Accordingly, staff are satisfied that the proposed amendment aligns with the intent of Regional policies for intensification within the settlement area. The amendment is consistent with and conforms to the ROP.

## **Official Plan (Garden City Plan)**

The subject lands are designated as Neighbourhood Residential as per Schedule D1 of the Garden City Plan (GCP) (Appendix 4) and further designated Low Density Residential as per Schedule E4 of the GCP (Appendix 5). The Low Density Residential designation permits a variety of residential dwelling types at a density of 20 to 32 units per hectare of land, including semi-detached dwellings.

The Official Plan does not specifically direct that semi-detached units be located on separate parcels. The proposal to permit two semi-detached dwellings on one lot does not conflict with the Official Plan. The resulting density of the property is 39 units per hectare, which is slightly higher than, but generally in keeping with, the density targets for the property and surrounding residential area. No Official Plan Amendment is required. Staff are satisfied that the proposed Zoning By-law Amendment conforms with the intent of the GCP for the subject property.

## Zoning By-law

Zoning By-law 2013-283 zones the lands as Low Density Residential – Suburban Neighbourhood (R1) (Appendix 6). The R1 zone permits a variety of residential dwelling types, including semi-detached dwellings, at a density of 20-32 units per hectare of land. The Zoning By-law only allows for one unit of a semi-detached dwelling on any one lot. Additionally, the By-law requires each unit of a semi-detached dwelling to have 12 metres of lot frontage, and 370 square metres of lot area. The subject property has a frontage of 19.4 metres, or 9.2 metres per dwelling unit. The lot area is 502 square metres, or 251 square metres per dwelling unit.

## Proposed Zoning By-law Amendment

The applicant has requested to amend the zoning of 2 Thorndale Avenue to add a site-specific Special Provision to the Low Density Residential – Suburban Neighbourhood (R1) zone, rezoning the property to R1-164 (Appendix 7). The special provision is requested to specifically permit two principal semi-detached dwellings to exist on one lot, and to permit a reduction in the minimum required lot frontage and lot area for semi-detached dwelling units. The proposed site-specific provision is outlined below and in Appendix 8.

Special Provision	Zone	Schedule A	Location	By-law
164	R1	14	2 Thorndale Avenue	
Two principal semi-detached dwelling units are permitted on this parcel, subject to the following site-specific requirements:				
1.	Minimum Lot Frontage		19.4 metres (9.7 metres per unit)	
2.	Minimum Lot Area		500 square metres (250 square metres per dwelling unit)	

Section 7.1 (c) of the GCP states that development and redevelopment within the Urban Area shall be evaluated having regard for building, site, streetscape, and neighbourhood context sensitive design to ensure:

- i) integration of compatible building form, scale, massing, height, setbacks, spacing, siting, orientation, facades and architectural materials with adjacent buildings, properties and the surrounding neighbourhood;
- ii) Adverse impacts on adjacent properties are minimized in regard to grading, drainage, location and design of service utilities and areas, access and circulation, parking, transition in height, privacy, views, vistas, microclimatic conditions, and protection of the natural features, functions and hazards.
- iii) Possible negative impacts such as noise, odour, and emissions are not excessive in relation to the predominant land use character and function of the area;
- iv) Adequate and appropriate lot size, shape and configuration, access, on-site facilities and outdoor amenity areas to accommodate use; and
- v) Provision of parking areas that do not dominate the site physically or visually and maximize opportunities for perimeter and internal landscaping.

The proposed site-specific provisions have been evaluated below against these priorities and directions from the GCP:

### **Two Principal Units on One Lot**

The subject property was developed as a single detached dwelling prior to 1970. According to previous owners of the property, the second attached dwelling unit was constructed at the rear of the original detached dwelling in the mid 1970's. The second dwelling unit has been occupied by tenants since that time. However, sufficient evidence has not been provided to support that this unit was constructed legally. Since this time, a zoning provision has been established that prevents two principle semi-detached units on one parcel of land.

Staff note that the density and impact of the presence of the second unit have been established for some time with no demonstrable negative impacts. No complaints have been received on record. Additionally, no members of the public have provided any comment on, nor opposition to, this application. Sufficient parking is provided on the subject property for both residential units within appropriate and permitted parking area size requirements, as illustrated on the provided site plan (Appendix 2).

The orientation of the units with one in front and one in the back does not allow for an appropriate land division to separate the units onto two adjacent parcels. In this case, having two semi-detached units on one parcel does not compromise the function or livability of the lot, and is considered preferable to the division of the land. Should the application be approved, the owner would then be able to apply for a building permit for the second unit to ensure it is lawfully constructed. Both units will contribute to the number and mix of residential units in the city and represent modest, appropriate intensification of a residential property.

### **Reduced Lot Frontage and Lot Area**

The By-law requires each unit of a semi-detached dwelling to have 12 metres of lot frontage, while the subject property has a frontage of 19.4 metres, or 9.2 metres per dwelling unit. The provision for minimum lot frontage was established with the expectation that semi-detached dwellings would be oriented so that each unit was street-facing. The lot frontage of 12 metres per unit is intended to provide sufficient property width for an access, appropriate building width, and required building setback. The semi-detached building at 2 Thorndale is oriented with only one unit facing the street and the other located in the rear. The 19.4 metre frontage is more than adequate to fit the building width, setbacks and access to sufficient parking, due to the fact that the units are not oriented side-by-side so less width is required.

The By-law also requires each unit of a semi-detached dwelling to have 370 square metres of lot area. The lot area of 2 Thorndale Avenue is 502 square metres, or 251 square metres per dwelling unit. The minimum lot area is intended to ensure that the residential density is appropriate, and to ensure that each unit has enough area to ensure appropriate building setbacks, amenity space, parking area, landscape area and vehicular access onto the property.

The site layout (Appendix 2) demonstrates adequate amenity space, generally located to the rear of the property and likely to be shared by the residents of both units which suits the built form on the property. The access and provided parking area accommodate up to four vehicles parked including tandem parking, which is in keeping with minimum parking requirements for two units. Additionally, the amount landscaped area exceeds minimum requirements and there are no requested reductions to any building setbacks. Overall, the existing lot area of approximately 500 square metres is considered sufficient for the function of two semi-detached units and for the appropriate for the use of the subject property.

The requested site-specific provisions for lot frontage and lot area are considered appropriate for the use of these lands. Neither the reduced lot frontage nor lot area are anticipated to have any adverse impacts on surrounding properties, nor on the functionality of the subject parcel. Staff support the requested Zoning Amendment as outlined in the recommendation.

## **Circulation of Applications**

The applications were circulated to all relevant departments and agencies in accordance with the Planning Act. No department or agency has objected to the proposed Zoning By-law Amendment.

## **Public Consultation**

A digital public open house was held by Planning and Building Services over the Zoom platform on October 28, 2021. The purpose of the open house was to present the applicant's proposed Zoning By-law Amendment and afford an opportunity for attendees to ask questions and provide comments before staff recommendations are presented to Council for consideration. No members of the public registered to attend the Open House. No written correspondence has been received.

## **Public Notice**

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

## **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 external 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 Ontario Land Tribunal, then the planner who has provided the second opinion shall be retained for the purpose of a hearing.

## **Financial Implications**

There are no financial implications associated with this report.

## **Environmental Sustainability Implications**

There are no Environmental Sustainability implications associated with this report.

## Conclusion

In summary, staff are recommending approval of the proposed Zoning By-law Amendment to permit two semi-detached dwellings to exist on the same lot with the proposed site-specific provisions for lot frontage and lot area.

This Application for Zoning By-law Amendment has regard for matters of provincial interest, is consistent with the Provincial Policy Statement, conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe, and conforms to and does not conflict with the Region of Niagara's Official Plan and the City's Official Plan, subject to the staff recommendations herein.

## Notifications

It is in order to advise Stephen Bedford of Landx Developments, the owner's agent.

### Prepared by

Charlotte McEwan, MCIP, RPP  
Planner I

### Submitted by

Margaret Josipovic, BES, MPA  
Manager, Planning Services

### Approved by

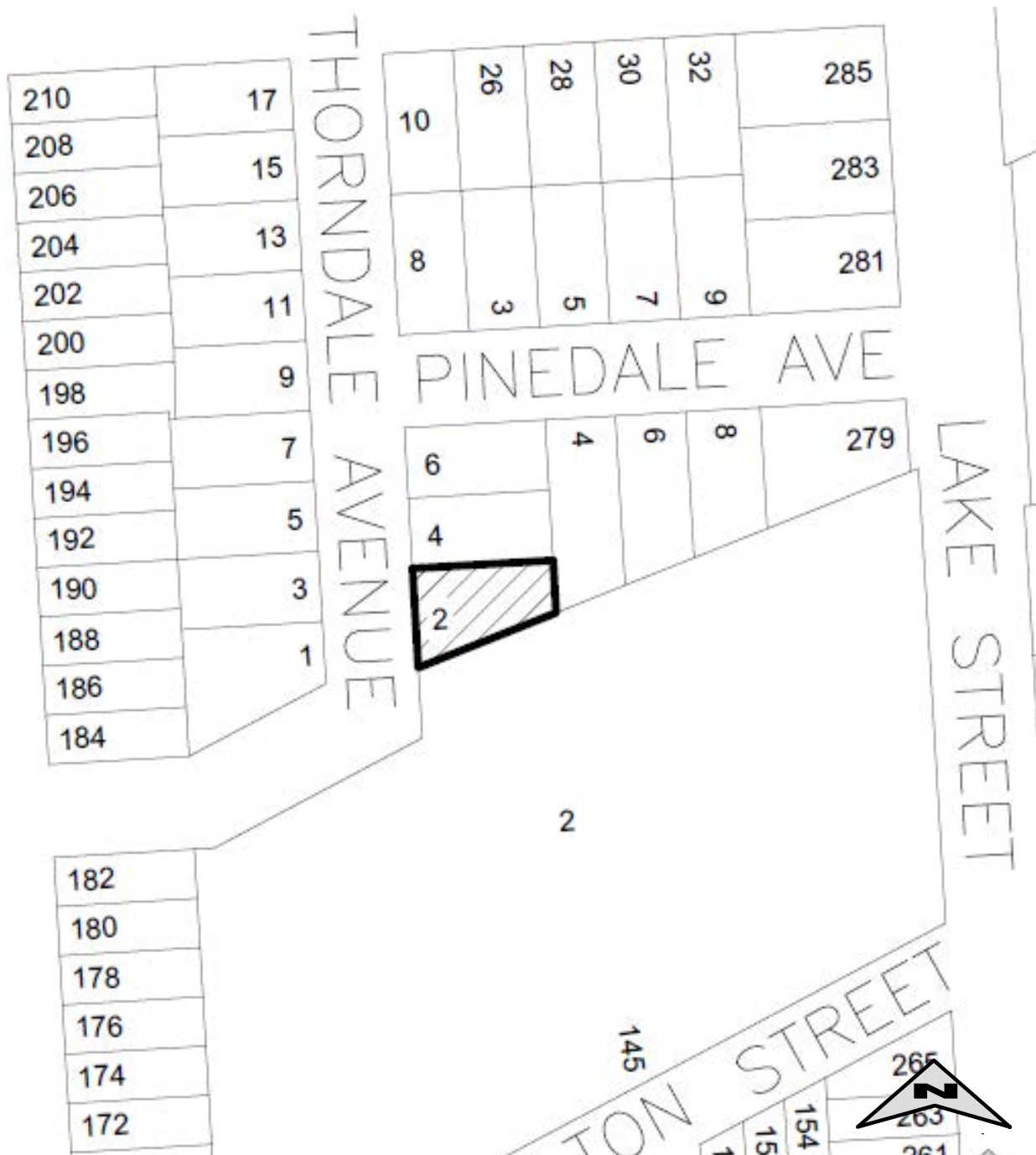
Tami Kitay, MPA, MCIP, RPP  
Director, Planning and Building Services

## Appendices

- Appendix 1 – Location Map
- Appendix 2 – Site Layout
- Appendix 3 – Ontario Planning Framework
- Appendix 4 – Official Plan Schedule D1
- Appendix 5 – Official Plan Schedule E4
- Appendix 6 – Existing Zoning
- Appendix 7 – Proposed Zoning
- Appendix 8 – Zoning Amendment – Special Provision



# Location Map



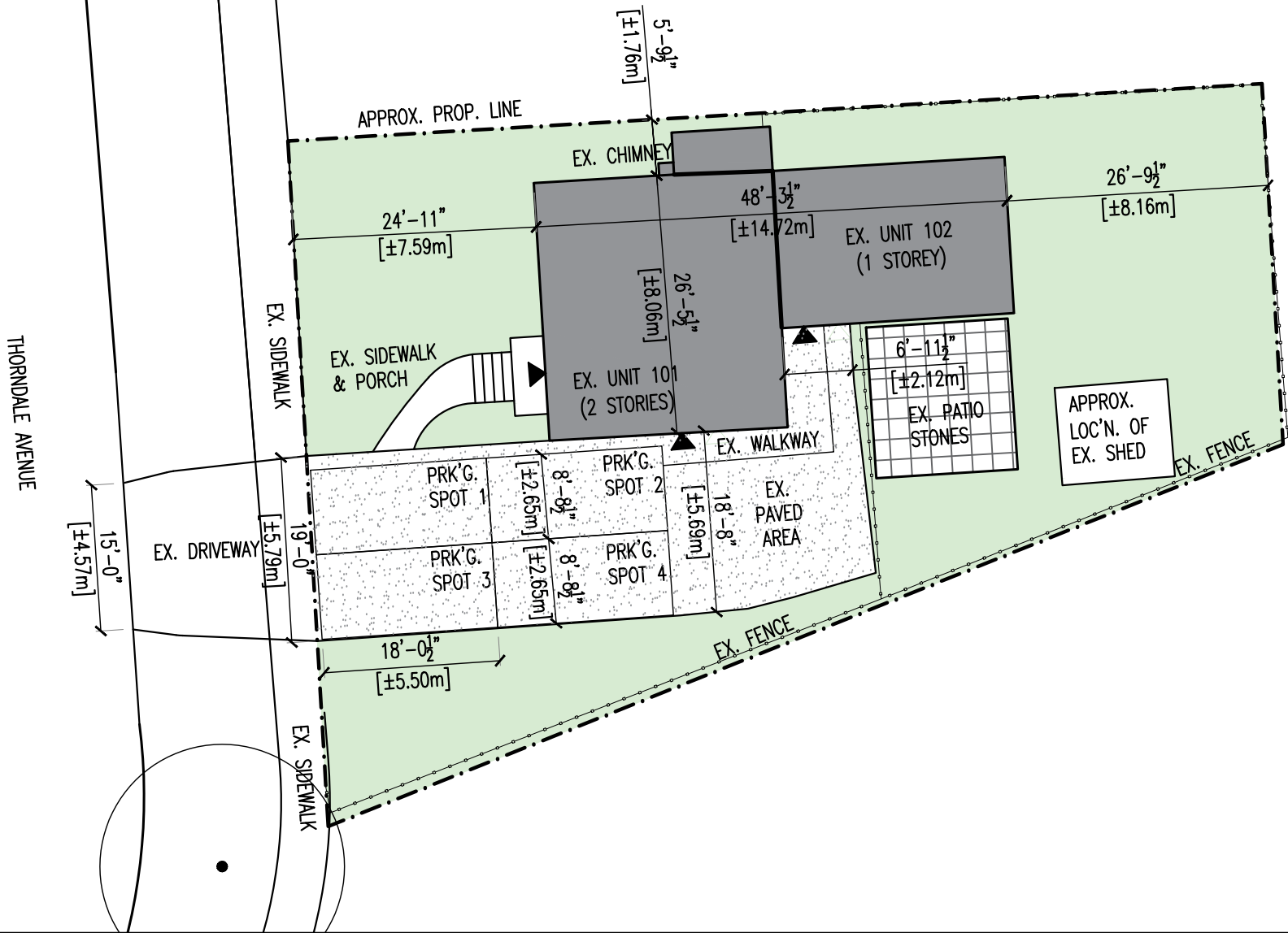
## Subject Lands

ADDRESS: 2 Thorndale Avenue

File: 21 115088 ZA

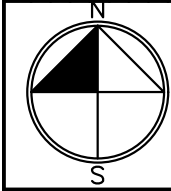
SITE PLAN

SCALE: 1/16"=1'-0"



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CONTRACTOR TO SITE VERIFY ALL DETAILS AND DIMENSIONS AND COMMENCEMENT OF WORK. THE ARCHITECT'S RESPONSIBILITY COMMENCING WITH THAT RELATED PORTION OF THE WORK.  
ONLY SIGNED SEALED AND STAMPED DOCUMENTS ARE TO BE USED FOR CONSTRUCTION PURPOSES.

NO.	BY	DATE	REVISION
01	JCR	2021-03-24	ISSUED FOR PERMIT
02	JCR	2021-06-12	RE-ISSUED W/ CHANGES PER CITY. CHANGES
03	JCR	2021-06-27	ISSUED FOR VARIANCE
04	JCR	2021-06-02	ISSUED FOR VARIANCE



**2M architects inc.**  
115 Lake Street  
St. Catharines, ON  
Canada L2R 5X7  
Tel: 905-687-9777  
Fax: 905-687-9997  
www.2marchitects.ca

ITEM	PERMITTED	ACTUAL
FORM	SEMI-DETACHED	SEMI-DETACHED
MIN. LOT AREA	370 SM	502/2= 251 SM
MAX. LOT AREA	465 SM	502/2= 251 SM
MIN. LOT FRONTAGE	12M	21.5 M/2= 10.75M
MIN. FRONT YARD	6M DWELLING 7M GARAGE	7.19M
MIN. REAR YARD	7.5M	9.0M
INT. SIDE YARD	1.2M	1.68M (NORTH) 7.95M (SOUTH)
MAX HEIGHT	10M	< 10M (EXIST)
MIN. LANDSCAPE	35%	(271.1 SM/496.8 SM)= 54.6%

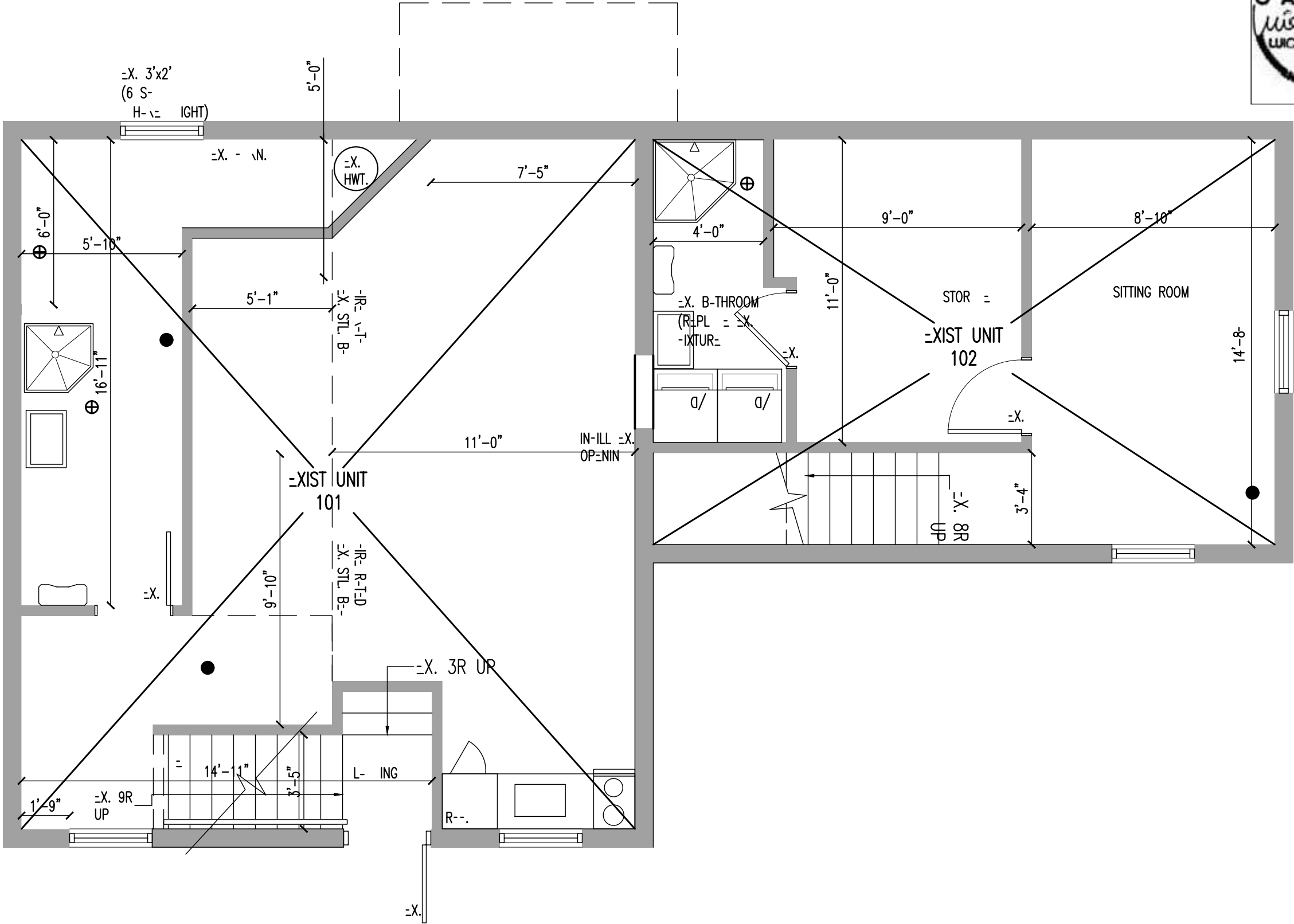
Project Title	INT. ALTERATIONS TO 2 THORNDALE AVE.
Project Number	ST. CATHARINES, ON.
Drawing Title	EXISTING SITE PLAN

Job Number	Revision Number
21-06	
Drawing Number	

A1

EX. LOWER LEVEL

SC = 1/4"=1'-0"



LEGEND	
●	CO/SMOK -
⊕	MIN 75 C

2M architects inc.  
115 Lake Street  
St. Catharines, ON  
Canada L2R 5X7  
Tel: 905-687-9777  
Fax: 905-687-9997  
2Marchitects@cogeco.net  
www.2marchitects.ca

2M architects

202

INT. ALTERATIONS  
TO 2 THORNDAL AV.

ST. CATHARINES

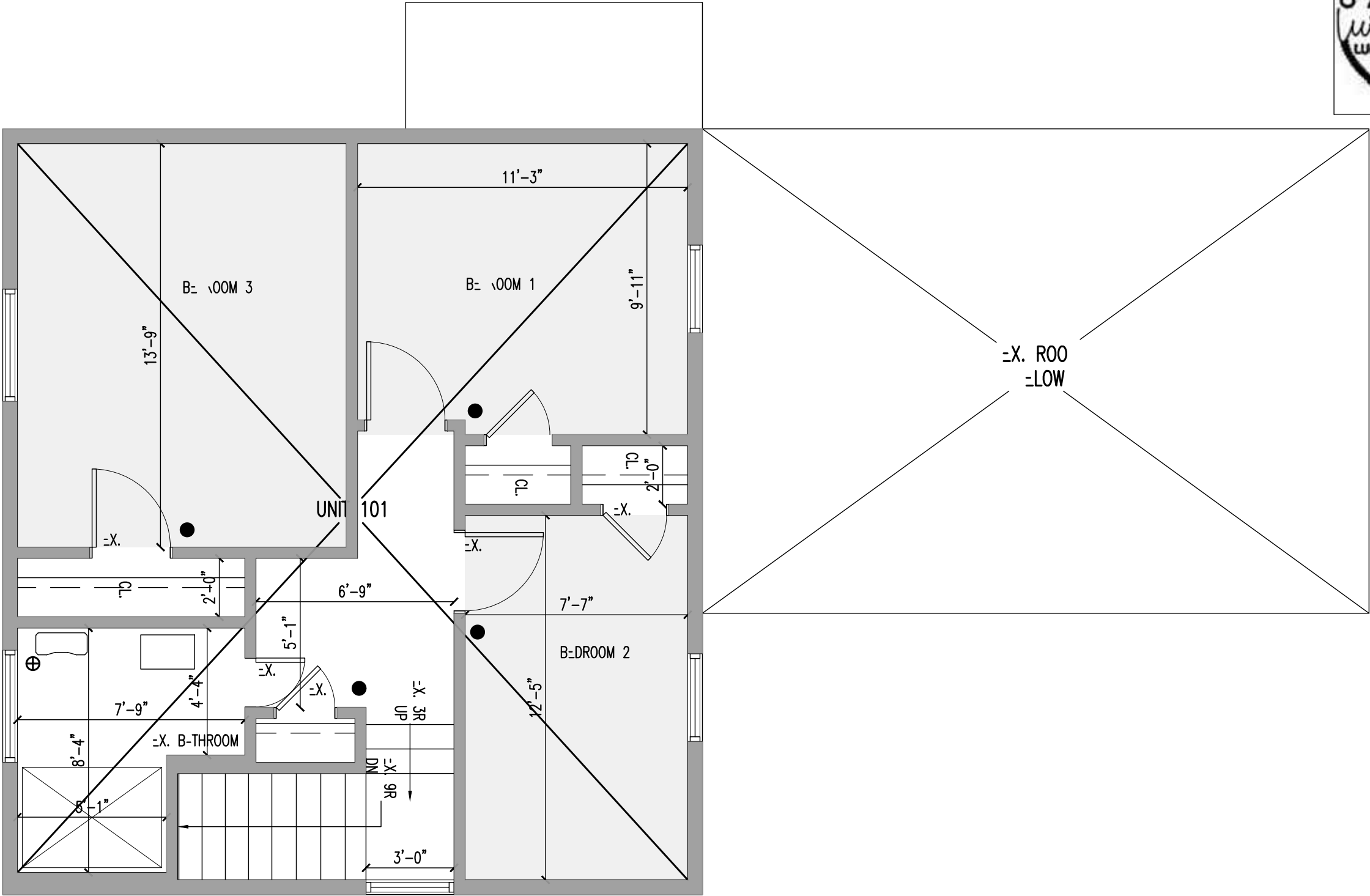
LOW

A2

AGENDA ITEM #9.3



ELECTRICAL LEGEND	
●	CO/SMOKER
⊕	MIN 75 C
I	EXTERIOR



EX. SECOND FLOOR

Scale: 1/4"=1'-0"



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www.2marchitects.ca

2M architects

202

INT. ALTERATIONS  
TO 2 THORNDAL AVENUE

ST. CATHARINES

202

2

A4

AGENDA ITEM #9.3

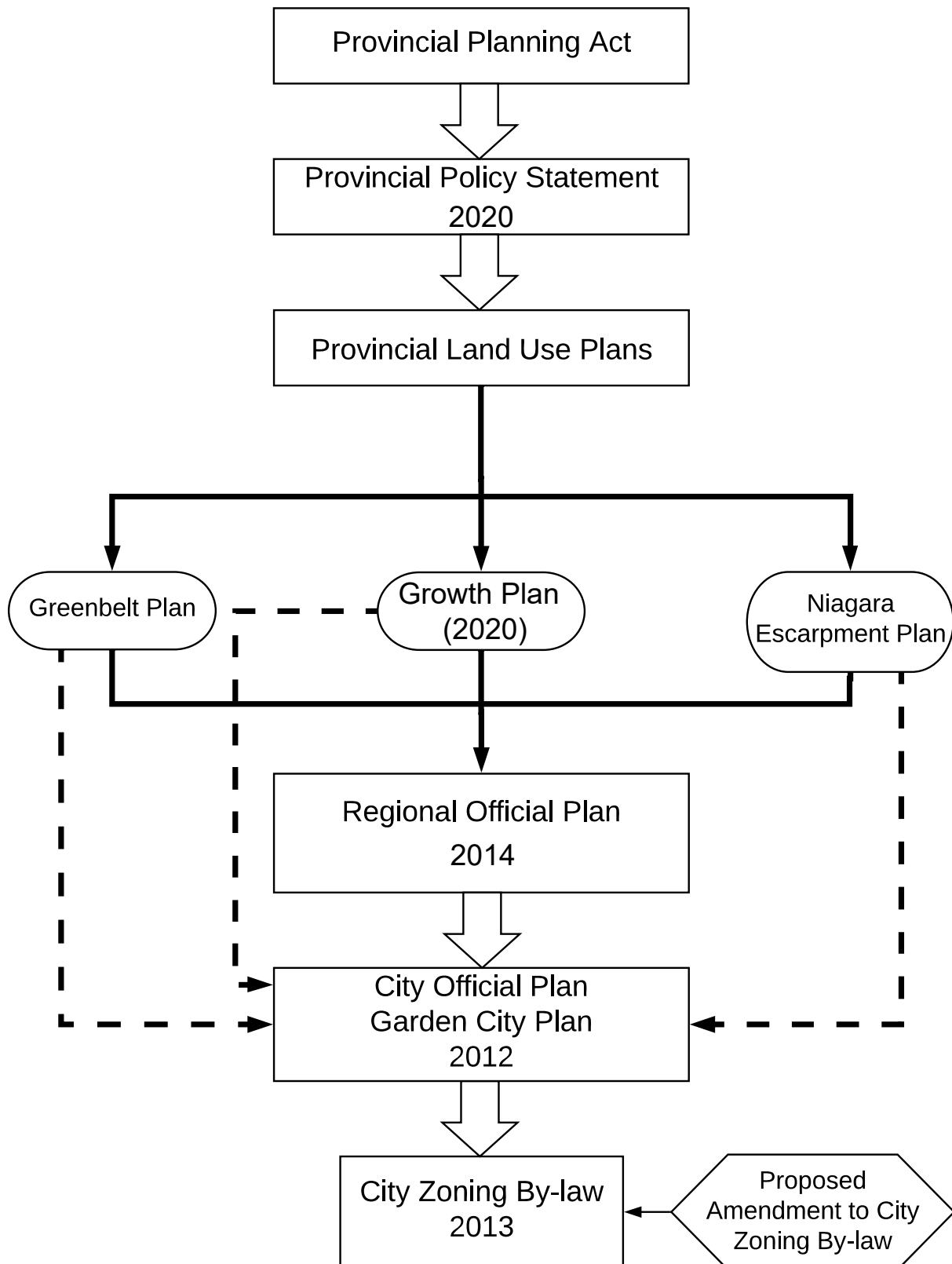
202



### **AGENDA ITEM #9.3**



# Ontario Land Use Planning Framework



## Existing Land Use Designation

(The Garden City Plan - General Land Use Plan, Schedule D1)



Subject Lands

ADDRESS: 2 Thorndale Avenue

### Land Use Designations

Neighbourhood Residential

Commercial

File: 21 115088 ZA

## Existing Land Use Designation

(The Garden City Plan - Central Planning District, Schedule E4)



Subject Lands  
ADDRESS: 2 Thorndale Avenue

### Land Use Designations

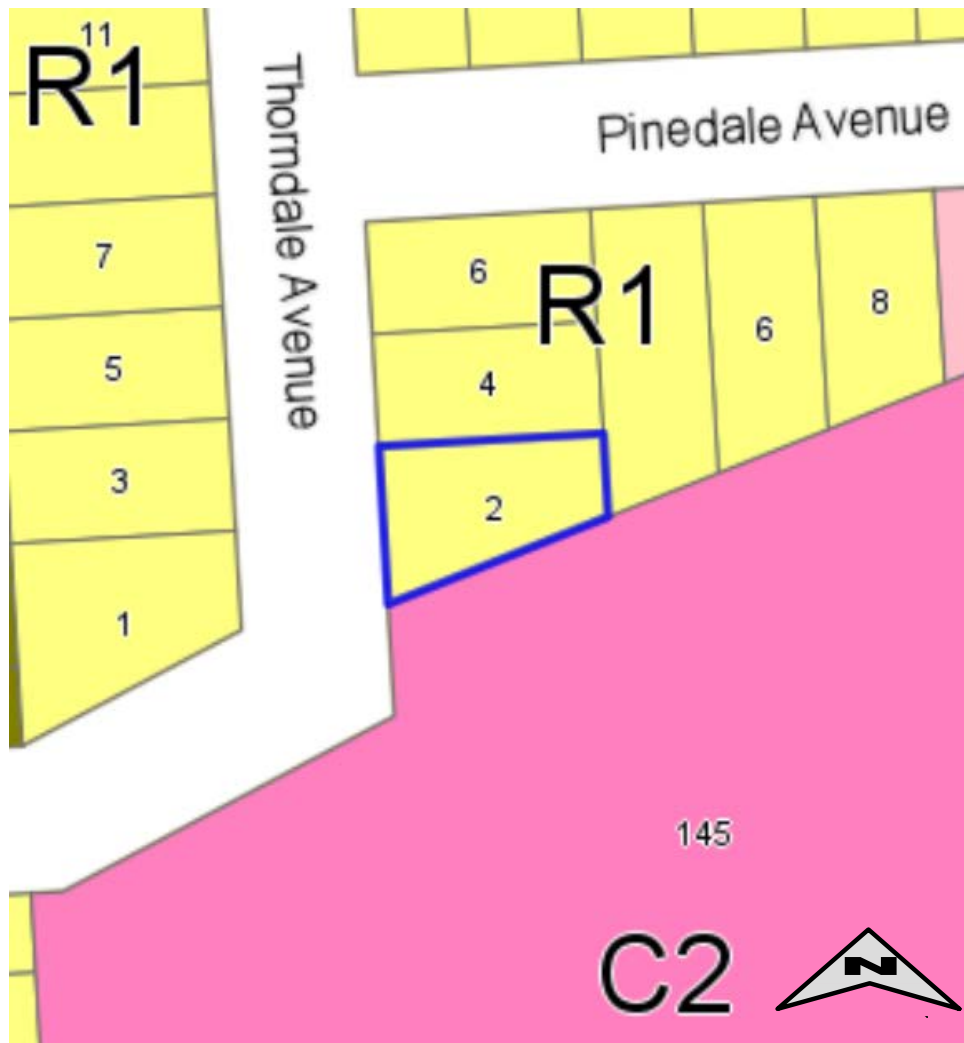
Low Density Residential

Community Commercial

File: 21 115088 ZA

## Existing Zoning

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



Subject Lands  
ADDRESS: 2 Thorndale Avenue

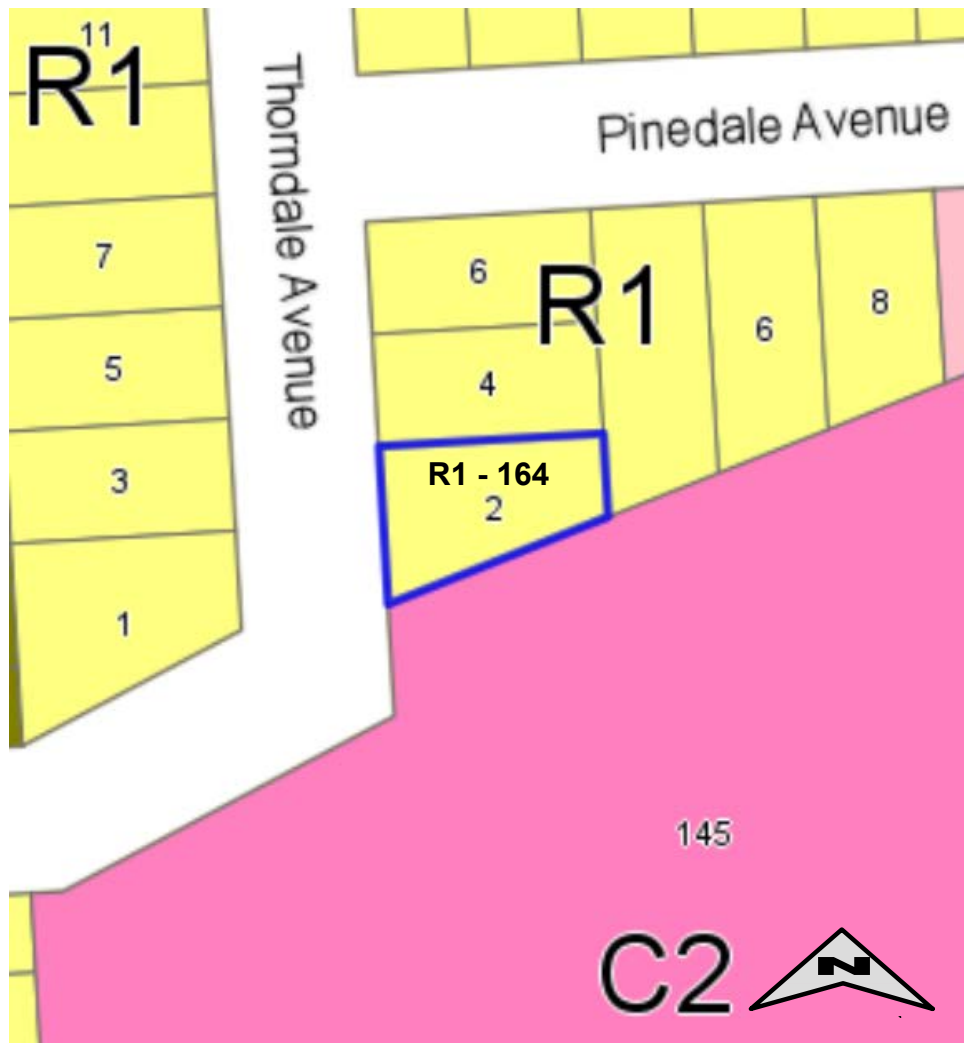
### Zones

- R1 Low Density Residential
  - Suburban Neighbourhood
- 2 Low Density Residential
  - Traditional Neighbourhood
- C1 Local Convenience Commercial
- C2 Community Commercial

File: 21 115088 ZA

## Proposed Zoning

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



Subject Lands  
ADDRESS: 2 Thorndale Avenue

### Zones

- R1 Low Density Residential
  - Suburban Neighbourhood
- 2 Low Density Residential
  - Traditional Neighbourhood
- C1 Local Convenience Commercial
- C2 Community Commercial

File: 21 115088 ZA

**Proposed Special Provision 164 for 2 Thorndale Avenue**

Special Provision	Zone	Schedule A	Location	By-law
164	R1	14	2 Thorndale Avenue	
Two principal semi-detached dwelling units are permitted on this parcel, subject to the following site-specific requirements:				
	Minimum Lot Frontage		19.4 metres (9.7 metres per unit)	
	Minimum Lot Area		500 square metres (250 square metres per dwelling unit)	



## Corporate Report City Council

**Report from:** Financial Management Services, Corporate Asset Management

**Report Date:** November 10, 2021

**Meeting Date:** November 15, 2021

**Report Number:** FMS-198-2021

**File:** 10.57.10

**Subject:** Updated 2022 Capital Budget and Four-Year Forecast and Asset Management Status

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan pillars: economic, social and environmental



### Recommendation

That Report FMS-198-2021, regarding the 2022 Capital Budget, and Four-Year Forecast and Asset Management Status, be referred to City Council for consideration of the Staff Recommendation after the public meeting scheduled for November 29, 2021, for which notice will be duly given.

### Staff Recommendation

That Council approve the 2022 Capital Budget and Four-Year Forecast as detailed in Appendix 1, Tab 2, Schedules A to V; and

That Council approve for the 2022 Capital Budget a 5% capital out of revenue funding contribution (which is consistent with the COVID-19 Financial Recovery Plan) rather than the 10% rate stipulated in the Debt Management Strategy; and

That Council approve the use of debt financing to fund vehicle replacements exceeding \$0.3 million in 2022, 2023 and 2025 based on current purchase plan to maintain a sustainable reserve balance; and

That Council approve the funding switches for the specified prior year Capital Budget projects as shown in Appendix 3 and the subsequent application of available funding towards the 2022 Capital Budget; and



That Council approve for the 2022 Capital Budget a forecast 2022 debt ratio of 10.07%, which is marginally higher than the 10% limit stipulated in the Debt Management Strategy; and

That Council approve an additional full-time employee in the operating budget for a Project Manager to be funded through an overhead charge to related capital projects similar to best practices followed by other Ontario municipalities; and

That Council receive for information, as detailed in Appendix 1, the 2021 Asset Management Status, and Schedules W to AE; and

Further, that the City Solicitor be directed to prepare the necessary borrowing by-laws.

## **Summary**

This report provides information on the amendments made to the 2022 draft capital budget and four-year forecast as discussed by Council at its meeting of November 8, 2021.

## **Relationship to Strategic Plan**

The 2022 Capital Budget, Four-Year forecast and Asset Management Status reflects and implements many of the Strategic Plan's goals and actions. Renewal of existing infrastructure and newly constructed infrastructure is critical to a municipality.

## **Background**

The draft 2022 Capital Budget and 2022 Capital Budget and Four-Year Forecast and Asset Management Status was introduced to Council on October 19, 2021 (Report [FMS-163-2021](#)) and then discussed further at the November 8, 2021 Council meeting. At the November 8, 2021 Council meeting, several amendments were passed which have been incorporated in the updated 2022 Capital Budget and Four-Year Forecast, attached as Appendix 1.

The financial components of these amendments are as follows. Amendment numbers refer to the amendment numbers used at the November 8, 2021 meeting.

### **Amendment #2**

That funds for the next step for the realization of a secondary access to Moffatt Street as identified in and supported by the vast majority of participants of the EA process, be included in the 2022 Draft Capital Budget for consideration.

### **Financial Implications**

This amendment adds \$3,500,000 to schedule B.

### **Amendment #3**

That the Fire Hall # 1 be replaced with Fire Hall # 2 in the Draft 2022 Capital Budget; and

That given the associated site issues and opportunity for redevelopment in Geneva/St. Paul/Queenston area, including Garden City Arena property, that Fire Hall # 1 be deferred and that staff report back to Council regarding timing and development opportunities at the appropriate time; and

That prior year funding reserved for the Fire Training Facility be reallocated in 2022 towards the Fire Hall # 2, which will reduce the debt funding requirement for this project.

### **Financial Implications**

This amendment reduces \$500,000 in costs from Schedule O and the project has been changed to Firehall #2.

### **Amendment #6**

That funds allocated for Region Rd 87 be deferred for one year due to Region's decision to defer project until a later date; and

That \$4.1 Million be included in the Draft 2022 Capital Budget for the reconstruction of Ontario St. between Linwell Rd. and Lakeport Rd. in partnership with the Niagara Region for a completion before the start of the World Rowing Championships in 2024.

### **Financial Implications**

This amendment reduces costs in Schedule K by \$3,496,200.

### **Amendment #8**

That the Burgoyne Woods Parking Lot project be removed from the Draft 2022 Capital Budget.

### **Financial Implications**

This amendment reduces projects listed in Schedule M by \$135,000.

The summary of the financial implications of each of these amendments listed above is captured in Appendix 2.

## **Other amendments from November 8, 2021 Council Meeting**

During the November 8, 2021 meeting there were amendments as well as additional components of the amendments already listed above which require further action by staff. These amendments and related comments are provided below. Amendment numbers refer to the amendment numbers used at the November 8, 2021 meeting.

### **Amendment #1**

The following amendment related to the Masfield stairs was referred back to staff for information on risk mitigation on all points of entry and information on accidents / incidents that have happened at the stairs over the years:

That the Draft 2022 Capital Budget include \$200,000 for Option 1 from the staff memo, being the least expensive alternative provided by staff for a single access point with steel stairs from the top of the slope to the top of the revetment, a

small landing at the top of the revetment and concrete stairs in the shoreline protection to access the water.

City staff have searched claim and incident records for the five staircase locations and did not identify any claims for injuries in these areas. Staff from EFES have performed a very high-level visual review on the condition of the steel staircases that access Lake Ontario in the Port Dalhousie area. The results of this review identified that these staircases range between fair to very good physical condition. A more comprehensive review would be required to determine the remaining useful life and long-term feasibility of retaining these stairs and access points. As part of staff's review, clarification with regards to the ownership of the lands upon which these staircases are located is also being conducted.

Staff have also contacted the City's Insurance Broker to have their Risk Manager review these stairway locations and to provide their risk assessment. They have indicated that they should be able to complete this review in early December 2021. Staff will provide an update to Council once this information is available.

### **Amendment #4**

That bike lanes and traffic calming measures be instituted within the parts of the Vansickle Rd. resurfacing project including the following:

- a) Request for installation of speed display signs and speed capture cameras for tickets by the Region of Niagara;
- b) Installation of bike lanes from St. Paul St. West to Rykert St.; and
- c) Installation of speed reduction humps within certain sections of Vansickle Rd.

City staff will need to investigate, plan and communicate the various options for implementing bike lanes while ensuring that it is done in the most efficient and effective way that is supported by the community and coordinated with other asset / utility needs. Funds to carry out the planning, investigation, consultation, and design of the proposed bike lanes and traffic calming measures on Vansickle Road between St. Paul Street West and Rykert Street will be included in the 2022 Capital Budget as part of the unallocated Active Transportation Funding. This work will inform future capital budget needs for the construction / implementation of the bike lanes in coordination with other potential works.

### **Amendment #5**

Regarding Henley Island Drive: That staff be directed to look at ways of improving the existing road to allow for active transportation and vehicular traffic to coincide on the street which could also result in increased traffic calming measures that will reduce speeds on the road.

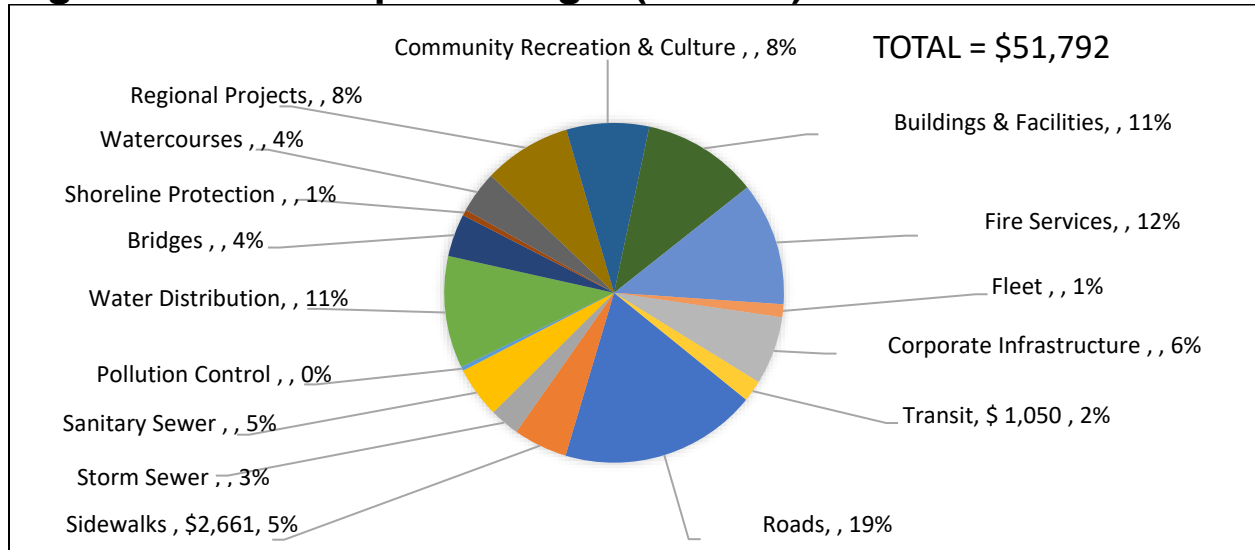
### **Amendment #7**

That prior to the initiating the repairs to the dam at Morningstar Mill, the City engage the Province and the Niagara Peninsula Conservation Authority regarding funding support for the historic dam, and the potential for a new operating model moving forward.

# Report

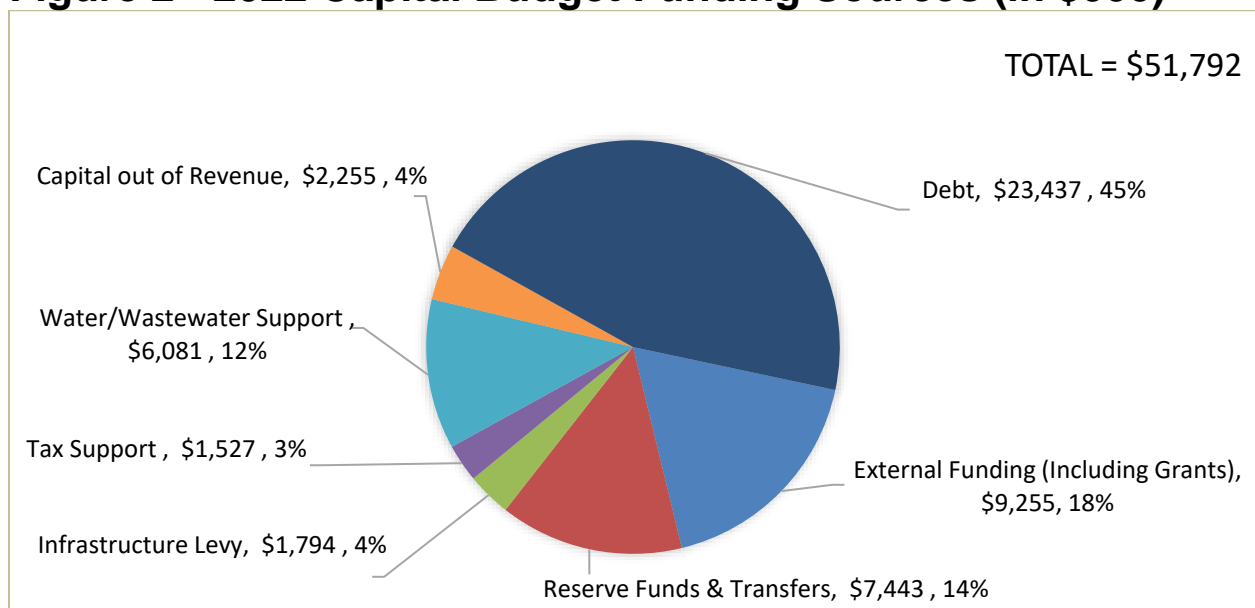
The 2022 Capital Budget provides for a \$51,792,460 investment in the City's infrastructure, spread between the various types of assets shown in Figure 1 below.

**Figure 1 - 2022 Capital Budget (in \$000)**



As shown in Figure 2, the Capital Budget is funded first by available grants, reserves developer contributions, tax support water/wastewater support and finally debt for any remainder. The information provided in Figures 1 and 2 is also available in tabular format in Schedule A of Appendix 1.

**Figure 2 - 2022 Capital Budget Funding Sources (in \$000)**



Debt funding of capital projects is a necessary funding tool for local governments that allows the completion of more projects at one time. The Council approved debt limits set at 10% of own source revenue and the Provincial Annual Repayment Limit (ARL) (Ontario Regulation 403/2) restricts the City's annual debt charges.

While the City has no remaining capacity within its internal debt limit, the City remains well below the ARL limit after including the debenture amount proposed in the 2022 budget and forecast.

Under the ARL the City could increase its debt by a further \$128.9 million based on an interest rate of 7% (used by Ministry of Municipal Affairs for illustrative purposes). Using a lower estimated borrowing rate of 5%, the City's additional debt capacity increased to \$144.1 million.

### Figure 3 - Debt Funding Ratios

	2021	2022	2023	2024	2025	2026
<b>Outstanding Debt (external)</b>	\$123.03m	\$127.0m	\$135.4m	\$152.4m	\$170.7m	\$188.5m
<b>Outstanding debt (internal)</b>	3.5m	2.8m	2.2m	1.5m	0.8m	-
<b>Debt Per Household</b>	2,055	2,121	2,261	2,545	2,850	3,148
<b>Total Annual Debt Servicing</b>	20.4m	21.7m	22.4m	24.3m	26.4m	28.6m
<b>Debt Servicing as % of Own Source Revenues</b>	9.69%	10.07%	10.16%	10.82%	11.51%	12.49%

The forecast debt funding ratios shown in Figure 3 are based on conservative assumptions. Any differences in these assumptions will impact actual results, and consequently actual results will vary from the estimates provided above.

### Updates to the Four-Year Forecast

As shown in Appendix 2, portions of some of the amendments approved by Council on November 8, 2021 also impact the four-year forecast.

Development Charges related to Fire Hall #1 and #2 have also been updated which results in a \$865,000 net decrease in required debt funding split between 2022 and 2024. This change results in \$2 million less required debt funding in 2022. In addition, there were funding switches in 2023 which result in a reduction to required debt issuance by \$1,086,000. These changes have also been included in Appendix 2 for reference.

## Financial Implications

The 2022 Capital Budget includes the City's highest capital priorities. Short and longer-term financial implications are outlined within this report. The required water/wastewater and operating budget support includes capital out of revenue, operating transfers and the 1.5% infrastructure levy within the operating budget. This budget includes contributions from the operating and water/wastewater budgets which Council will address today and in Q1 2022, respectively.

As a result of the Council approved amendments to the 2022 Capital Budget, the Capital Out of Revenue contribution from the Operating budget has increased by \$49,000 to \$1,049,000. This will have an estimated annual impact on the median home of \$0.70 or 0.04%.

The four-year forecast includes significant growth in annual spending to meet the need for infrastructure renewal within many areas of the City, including water/wastewater, buildings and facilities (Fire Halls) and corporate IT systems. Consistent with prior year forecasts, debt servicing ratios are projected to move above 10% in 2022. Debt servicing ratios are projected to range between 10.1% to 12.5% for 2022 to 2026, which will require ongoing monitoring and direction. Differences between the actual results and any of the conservative assumptions utilized to create the debt forecasts will impact the actual results.

## Environmental Sustainability Implications

The 2022 Capital Budget and four-year forecast provides for projects that will support environmental sustainability, such as Shoreline Protection and water courses projects, as well as sanitary and storm sewer management projects. These projects are undertaken in a manner that protects the natural environment and aligns with the City's Climate Adaptation Plan.

## Conclusion

The 2022 Capital Budget of \$51.79 million includes the City's highest capital priorities and has been prepared within the context of the current global pandemic, which is challenging the City's financial and operational resources.

The 2022 Capital Budget provided in appendix 1 has been updated to reflect the amendments approved by Council at the November 8, 2021 meeting.

After including the planned debenture issuances to fund the 2022 Capital Budget, the City continues to comply with the Provincially legislated Annual Repayment Limit (ARL). However, in 2022, the debt charges as a percentage of own source revenues are forecast to move marginally above Council's 10% limit. Future years forecast debt ratio continues to stay above 10% as more debt is utilized to fund future capital projects.

Staff will continue to review the actual debt limits as well as debt strategy, particularly within the context of the forthcoming COVID-19 Financial Recovery Plan to ensure the

City's financial sustainability. For the 2022 Capital Budget, Council is being requested to approve the forecast debt limit above the debt limit within the Debt Management Strategy.

Staff will continue to work in conjunction with the external consultant on the Asset Management Plans that are required to promote sustainability and comply with Provincial legislation (O. Reg. 588/17). As the AMPs are completed, staff will investigate financial options for balancing the needs for financial sustainability and infrastructure sustainability so that the City can continue to deliver services as desired by residents.

## **Notifications**

It is in order to notify the following of Council's decision:

- St. Catharines Transit Commission, General Manager and Manager of Finance & Administration
- ASM Global, General Manager and Manager of Finance & Administration
- FirstOntario Performing Arts Centre, Executive Director and Director of Finance and Administration
- Niagara District Airport, Chief Executive Officer

### **Prepared by**

Anne Tourigny, Corporate Asset Manager

### **Submitted by**

Kristine Douglas, Director of Financial Management Services / City Treasurer  
Anthony Martuccio, Director Engineering, Facilities and Environmental Services

### **Approved by**

David Oakes, Chief Administrative Officer

## **Appendices**

1. 2022 Capital Budget, 2023 – 2026 Forecast and Asset Management Status (Version 2)
2. Amendments and impacts to 2022 Capital Budget and Forecast Years
3. Prior Year Funding Switches for the 2022 Capital Budget





# 2022 CAPITAL BUDGET, 2023-2026 FORECAST

and Asset Management Status

The City of St. Catharines

Version 2

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## 2022 Capital Budget and 2023-2026 Forecast

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 Schedule F - Pollution Control  
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 Schedule N - Parking Services  
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 Schedule AC - Reprioritized Prior Four Year Forecasts

#### **5. 2022 Construction Program - Ward Listing**

Schedule AD - 2022 Construction Program by Ward - Linear  
 Schedule AE - 2022 Construction Program by Ward - Facilities

\*Note: No Requirement for Niagara District Airport

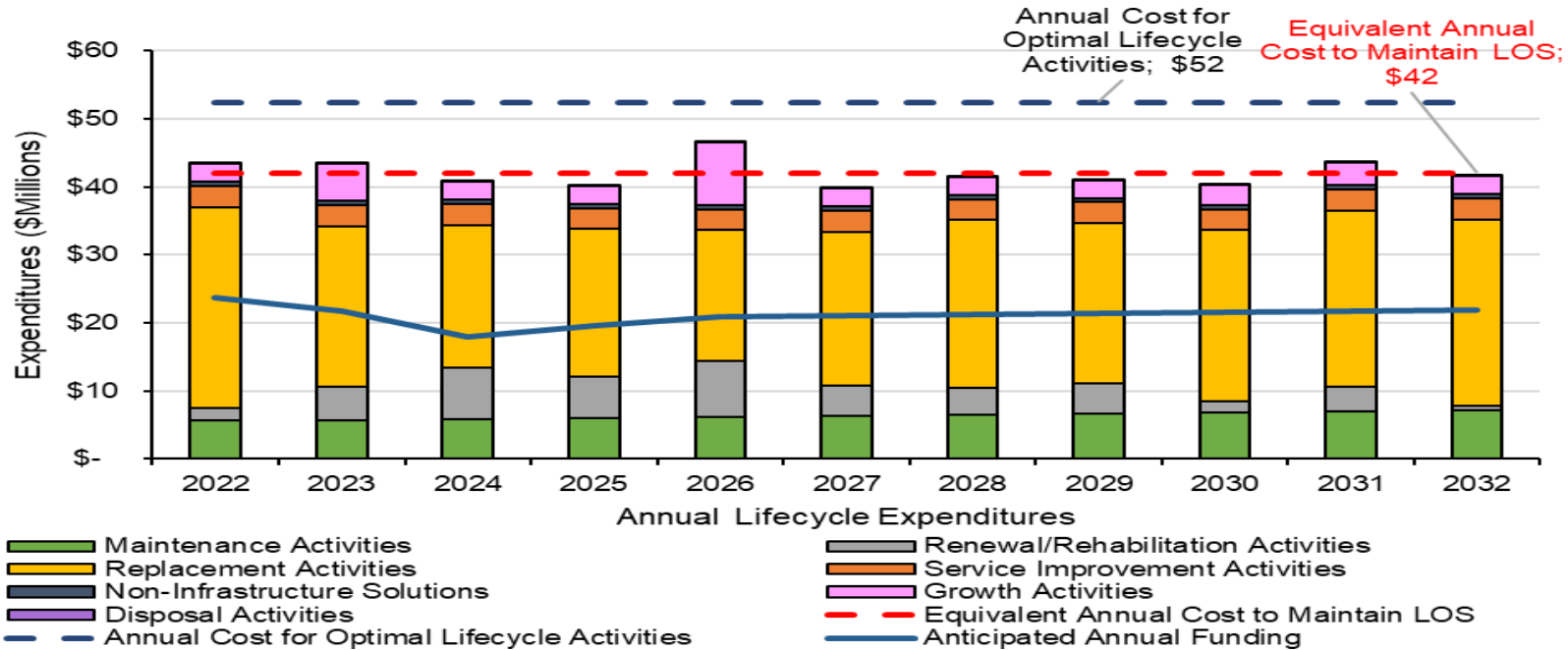
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2022 Asset Management Status

The City is committed to building and growing a diverse and resilient economy through fiscal responsibility, urban regeneration and collaborative partnerships. The 2022 Capital Budget aims to build support strong, inclusive neighbourhoods that provide high quality of life for residents of all ages. Guided by our strategic goals, the 2022 Capital Budget aims to support the provision of quality municipal services that enhance our social fabric, environmental sustainability, cultural vitality; and contribute to the economic prosperity in our community.

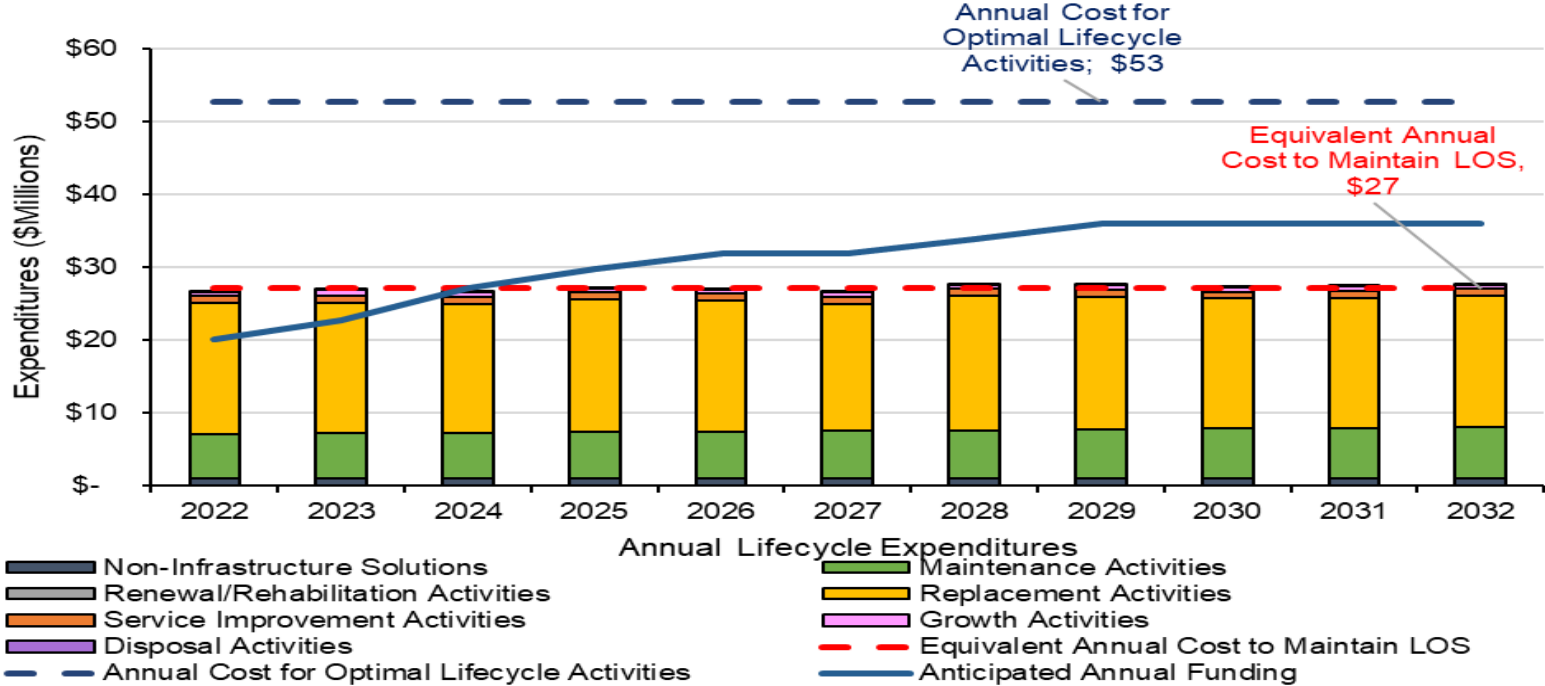
In October 2021 Council endorsed the Asset Management Plan (AMP) for Core assets with an estimated replacement value of over \$5 billion that meets the requirements set out under Ontario Regulation 588/17. The AMP identifies funding levels for our core services ( transportation stormwater management water and wastewater) required to maintain sustainable infrastructure and related services. Based on the known information on age and condition, the City will need to increase funding for asset rehabilitation and replacement of its existing assets, to maintain the existing levels of service to the public. The sustainable funding targets will continue to be refined as data and information on the assets is improved. Figures 1 and 2 below provide the forecast lifecycle requirements for the City’s core services split between tax supported operations and rate supported operations.

Figure 1 - Forecasted Asset Portfolio for Tax Based Expenditures



As shown in Figure 1, the anticipated tax supported annual funding for the City's related core infrastructure which includes transportation, storm water management systems and related facilities, is insufficient to meet the projected needs. As the assets continue to age, increasing the funding towards their replacement will be critical to maintaining existing levels of service or alternatively targeted levels of service will need to be reduced.

Figure 2 - Forecasted Asset Portfolio for Rate Based, Core Infrastructure Expenditures

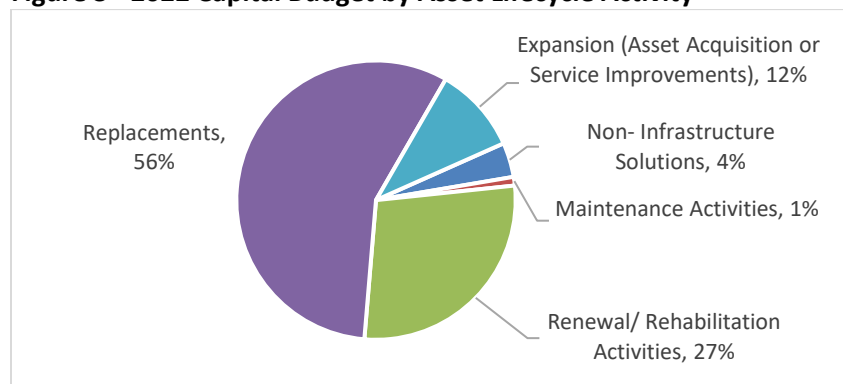


The City's water and wastewater infrastructure accounts for 58% of the City's core infrastructure. In 2019 Council approved the 10-year Financial Plan for Water and Wastewater, which included significant increases in the investment in related infrastructure over a ten-year period to assist in closing the funding gap for the Water/Wastewater assets. Even after including the planned deferrals resulting from COVID-19 related financial pressures the anticipated rate-based investments currently planned are sufficient to maintain the current condition and forecast a slight improvement to service. However, the investment is still below the optimal renewals identified.

As shown in Figure 3, the 2022 budget of \$54.92 million is split between major asset lifecycle activities, which are consistent with the activities within the AMP:

- Renewal/Rehabilitation includes the significant repairs to extend the life of the asset, and can defer the need for asset replacement
- Non infrastructure activities are made to improve programs and services or monitor condition of assets to maintain them in a state of good repair and support service delivery
- Replacement activities which are activities that are expected to occur once an asset has reached its end of its useful life and renewal/rehabilitation is no longer an option
- Expansion activities support increasing demands due to population growth and the expansion of existing services to improve the quality of life for our residents
- Disposal activities are associated with disposing of an asset once it has reached the end of its useful life or is no longer needed
- Maintenance activities include regularly scheduled inspection and maintenance and more significant repairs and activities associated with unexpected events

**Figure 3 - 2022 Capital Budget by Asset Lifecycle Activity**



A risk management framework was developed for each of the asset categories in the AMP to assist with the prioritization of work within the forecasts. Moving forward risk will be considered in prioritizing capital expenditures. The consequence of asset failure (based on financial, social and environment impacts) and the likelihood of that event occurring provide the risk score.

Other considerations related to asset renewal are listed below;

- Alignment with core business and the strategic plan
- Renewal of aging infrastructure
- Health and safety
- Compliance with policy standards and legislative requirements
- Sustainability (economic, environment, and social)
- Accommodating population growth
- Providing service improvements

Also, asset renewal and replacement within the road allowance (roads, sidewalks, sewers and watermains) is often co-ordinated to take advantage of economies of scale and to reduce the impact of construction. This co-ordination may impact the timing of asset renewal for some asset categories. Determination of the final construction program is the result of iterative effort by staff in reviewing all the asset categories.

In prior years, Council was provided with data as shown in Figure 4 that highlighted the cumulative infrastructure deficit and reinvestment rates. In the current table, the backlog of work included in the AMP for core assets has been used. The information provided for the assets that will be included in the upcoming AMP for non-core assets may change significantly as a result of this work. Also, it is expected that the AMP for non-core assets will include assets not currently listed in this table including fleet, corporate infrastructure, and green infrastructure.



**Figure 4 Asset Management Information by Service Area (in \$millions)**

Service Area	Inventory Details	Capital Budget Sch.	Asset Replacement Value	Backlog (1)	Forecast Equiv. Annual Cost (2)	Avg Anticip. Funding 2022-32 (3)	2022 Capital Budget Amounts
Water		G,R	\$ 1,367	\$ 249	\$ 16.2	\$ 21.1	\$ 8.3
Water Distribution	594 km						
Wastewater/Pollution Control		E,F,R	1,556	146	10.9	9.9	2.9
Wastewater Collection	569 km						
Storage Facilities	9 ea						
Transportation		B,C,R	1,156	90	35.3	15.8	13.11
Road Network	574 km						
Active Transp. Incl . Sidewalks	578 km						
Structures		H	66	3	1.8	1.1	2.1
Bridges & Culverts (>=3m)	71 ea						
Bridges & Culverts (<3m)	46 ea						
Stormwater		D, R	877	47	5.0	4.3	2.14
Stormwater Collection	404 km						
Treatment & Control (OGS)	31 ea						
Facilities (incl. parking) (4)		M	602	56	Will be available upon completion of upcoming AMP for Non Core Assets		11.78
Buildings and Facilities	174 ea						
Parks and Recreation (4)		L	70				4.08
Pathways within Parks Amenities	65 km 192 ea						
Shoreline Protection (4)		I	70	8.6			0.29
Protected	3.625 km						
Unprotected	1.275 km						
TOTAL			\$ 5,764	\$ 599	\$ 44.70		
(1) Backlog is work that should have been completed before 2022 given unlimited funds based on known conditon or age							
(2) Forecast Equivalent Annual Cost (capital & operating)-provided in the City's 2021 Asset Management Plan-Core Assets							
(3) Average Anticipated Funding (capital and operating) based on the 2021 Capital Budget and provided in the 2021 AMP for Core Assets							
(4) Information may change significantly upon completion of the City's AMP for non core assets which will be completed in compliance with O. Reg. 588/27							

In 2022, as well as working on the AMP for its non-core assets, the City will continue to update its asset management practices and work towards implementing the recommendations included within the 2021 AMP.

## Climate Change Considerations

St. Catharines strategic plan identifies climate change as an important issue that will affect St. Catharines. In 2019, Council unanimously declared a Climate Emergency demonstrating the need to prepare and adapt to a changing future.

In May 2021, Council approved a Climate Adaptation Plan which prioritized high risk impacts and produced necessary actions to reduce the projected negative effects of climate change. The data indicates that St. Catharines will experience overall increased temperature, increased precipitation in all seasons except for summer and an increase in extreme events.

Considering demands of a changing climate provides an opportunity for the City to replace aging infrastructure and install new infrastructure with climate resilience in mind.

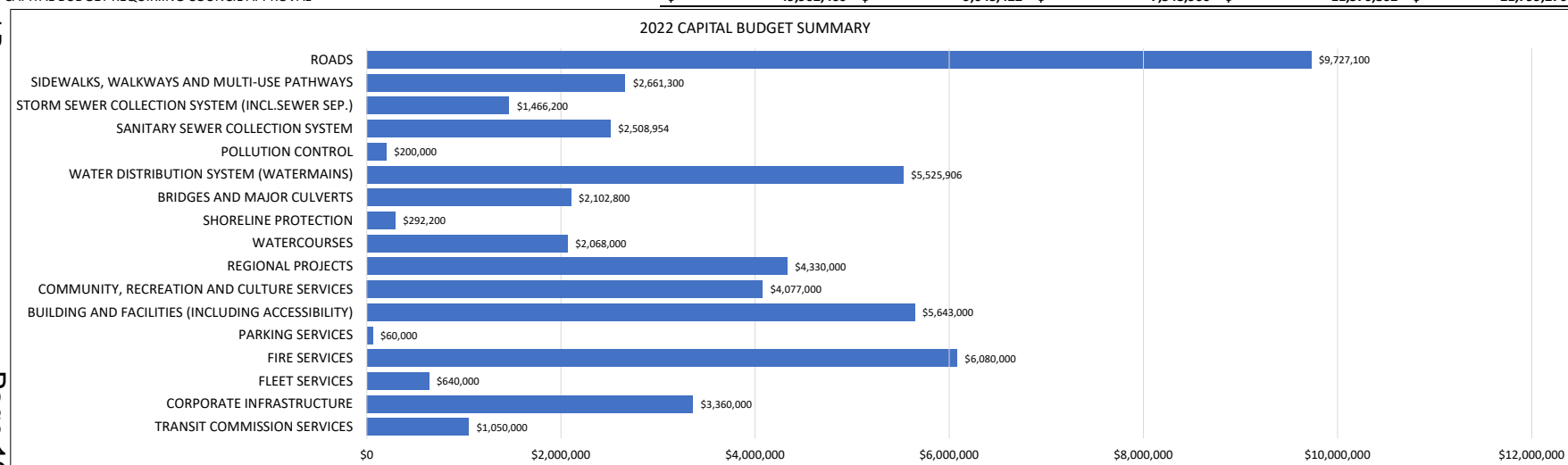
Examples of projects that will help meet the City's climate objectives include:

- Active Transportation – the City continues to prioritize active transportation over increased vehicular traffic which shows a commitment to achieving its climate targets and protecting the health and well-being of residents
- Tree planting / Urban Forest
  - Urban Canopy Target of 30% by 2030
- Shoreline protection
- Watercourse erosion and bank stabilization
- Construction of new storm sewers for combined sewer separation to improve capacity
- City facilities
  - Corporate buildings to reach Net zero by 2050

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# CITY OF ST. CATHARINES 2022 CAPITAL BUDGET SUMMARY (SCHEDULE A)

DESCRIPTION	SCHEDULE	GROSS COST	CANADA COMMUNITY BUILDING FUND	OTHER EXTERNAL/ RESERVES	TAX/RATE PAYER	DEBT
ROADS	SCHEDULE B	9,727,100	3,795,765	78,000	1,592,000	4,261,335
SIDEWALKS, WALKWAYS AND MULTI-USE PATHWAYS	SCHEDULE C	2,661,300	1,169,300	1,057,800	434,200	-
STORM SEWER COLLECTION SYSTEM (INCL. SEWER SEP.)	SCHEDULE D	1,466,200	776,800	76,800	174,700	437,900
SANITARY SEWER COLLECTION SYSTEM	SCHEDULE E	2,508,954	1,000,000	-	1,508,954	-
POLLUTION CONTROL	SCHEDULE F	200,000	-	-	200,000	-
WATER DISTRIBUTION SYSTEM (WATERMAINS)	SCHEDULE G	5,525,906	1,352,000	-	3,323,608	850,298
BRIDGES AND MAJOR CULVERTS	SCHEDULE H	2,102,800	949,557	-	122,400	1,030,843
SHORELINE PROTECTION	SCHEDULE I	292,200	-	-	58,500	233,700
WATERCOURSES	SCHEDULE J	2,068,000	-	-	104,000	1,964,000
REGIONAL PROJECTS	SCHEDULE K	4,330,000	-	37,300	2,224,900	2,067,800
COMMUNITY, RECREATION AND CULTURE SERVICES	SCHEDULE L	4,077,000	-	1,286,000	947,000	1,844,000
BUILDING AND FACILITIES (INCLUDING ACCESSIBILITY)	SCHEDULE M	5,643,000	-	755,000	597,600	4,290,400
PARKING SERVICES	SCHEDULE N	60,000	-	60,000	-	-
FIRE SERVICES	SCHEDULE O	6,080,000	-	4,303,000	26,000	1,751,000
FLEET SERVICES	SCHEDULE P	640,000	-	-	32,000	608,000
CORPORATE INFRASTRUCTURE	SCHEDULE Q	3,360,000	-	-	207,000	3,153,000
TRANSIT COMMISSION SERVICES	SCHEDULE R	1,050,000	-	-	105,000	945,000
		\$ 51,792,460	\$ 9,043,422	\$ 7,653,900	\$ 11,657,862	\$ 23,437,276
LESS: CAPITAL BUDGETS COUNCIL PREAPPROVED IN 2021 OR PRIOR YRS		1,830,000	-	105,000	87,000	1,638,000
CAPITAL BUDGET REQUIRING COUNCIL APPROVAL		\$ 49,962,460	\$ 9,043,422	\$ 7,548,900	\$ 11,570,862	\$ 21,799,276





Transportation (Roads, Sidewalks, Walkways and Multi-use Pathways)  
(Schedules B and C)

The City is committed to providing transportation services that strive to provide a safe, efficient, accessible, and sustainable transportation system for all required uses and modes of transportation in accordance with regulatory requirements and community expectations.

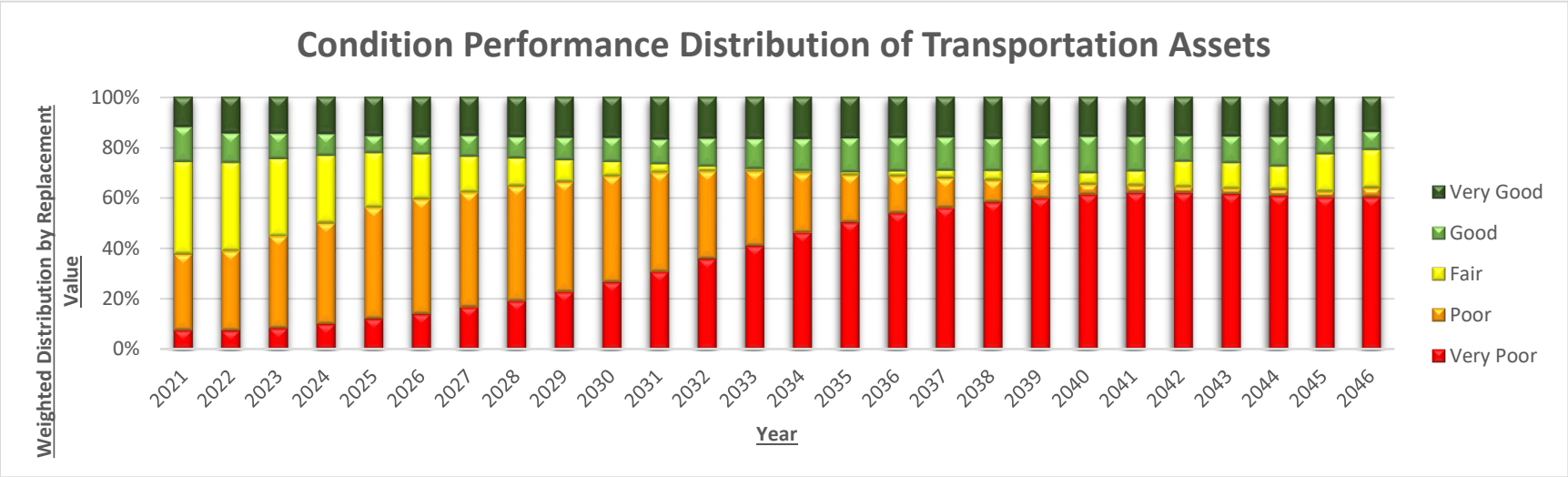
Provided by:

- 574 km of city owned roads or 1168 lane-km
- 62 km of roads with dedicated bike lanes
- 8 km of roads with Signed Cycling Route with Sharrows
- 2 km of roads with Signed Cycling Route without Sharrows
- 578 km of sidewalks and walkways
- 109 km of off-road trails
- 54 Signalized Intersections
- Over 13,000 Streetlights and over 22,000 traffic signs

Value and Condition (As provided in the 2021 Corporate AMP for Core Assets)

Total replacement value: \$1,154 million  
Current backlog of work: \$90 million  
Current average condition: Fair

Projected Condition Distribution Performance with Anticipated Budget



The overall average condition of transportation assets has been deteriorating, indicating the City is not keeping pace in investing in the rehabilitation of its assets. The average Pavement Quality Index (PQI) of City's road network is 47 in 2020 compared to 54 in 2018.

### **Current Strategy**

**Renewal and Replacement:** The City utilizes a pavement management system to guide the road improvement program. The system places the highest priorities for road works on a predicted future road condition using historical experience and the risks of delaying treatments. Generally, this means priority is given to roads with higher traffic volumes and will generally recommend resurfacing rather than more costly reconstruction.

Where appropriate, both the roadway expansion and renewal are co-ordinated with the replacement of other subsurface infrastructure, such as watermain or sanitary and storm sewers. Roads are typically rehabilitated or resurfaced, rather than reconstructed when there is no other subsurface infrastructure that requires replacement. Other considerations, such as the timing of proposed developments, are also incorporated into the decision to replace or rehabilitate a road. The approach for sidewalks and trails is to replace the infrastructure when they are in poor or very poor condition.

**Expansion of Services:** Expansion of the transportation network may be undertaken to support growth and development or to meet user demands. There continues to be increased demand for assets that support active transportation (AT). This is consistent with a recommendation from the City's recently endorsed Transportation Master Plan which recommends additional AT funding of \$18 million over the next 20 years and supports the City's strategic goal to build and support strong, inclusive neighbourhoods that provide high quality of life for residents of all ages. When assets are

renewed, opportunities for the expansion of the AT network are reviewed with the goal to improve accessibility for all users.

**Non-Infrastructure Solutions:** Environmental assessments, geotechnical investigation and design for future road works are undertaken a few years in advance of proposed larger construction projects. Transportation projects can take several months to years and include public consultation and the preparation of finalized designs.

### **2022 Highlights**

- 17% of the 2022 transportation program directly funds improvements to active transportation network
- Resurfacing of approximately 5.8km of roadway and reconstruction of an additional 710m of roadway
- Design and Public Consultation for future works on Parnell Road, James Street and Bunting Road



2022 CAPITAL BUDGET  
ROADS (SCHEDULE B)

Project No.	Project Type	Project Name / Location	From	To	Gross Cost	Details	Notes
<b>Previously Budgeted Projects - Additional Budget Requirements</b>							
P18-062	RP	Lake St. Road and Underground Improvements	Ontario St.	Welland Ave.	\$ 972,700	Road reconstruction and rehabilitation	CP, 4a
P19-066	E	Moffatt St. Secondary Access	Marshall Lane	Abbot St.	\$ 1,000,000	Engineering services for detailed design phase to implement environmental assessment preferred alternative	1a
P21-097	RP	Dunvegan Rd. Traffic Signal Replacement	Approx. 90m east of Hartzel Rd.		151,700	Roadway reconfiguration in conjunction with previously approved traffic signal replacement	1a & 4a
<b>Subtotal</b>					<b>\$ 2,124,400</b>		
<b>New Projects</b>							
P22-061	NI	James St. EA	King St.	Church St.	290,200	EA for reconstruction of James St. and construction of a public multi-use space	CP, 2a
P22-062	RP	Pinecrest Ave. Reconstruction	Glendale Ave.	Bessey St.	304,300	Reconstruction of existing roadway	CP, 1a
P22-063	NI	Parnell Rd. Reconstruction	Niagara St.	Vine St.	237,600	Design for future road reconstruction	CP, 3b
P22-064	RN	Blue Spruce / Huntingwood Blue Spruce Court Huntingwood Gate	Crescentwood Dr. Crescentwood Dr.	Cul-de-sac End	338,700	Replace asphalt road surface in conjunction with watermain replacement	CP, 1a
P22-065	RN	Vansickle Rd. Resurfacing and Intersection Improvements	Pelham Rd.	Mac Turnbull Dr.	2,155,700	Full depth resurfacing with intersection improvements to promote traffic calming	3b
P22-066	NI	Bunting Rd. Visioning	Scott St.	Eastchester Ave.	126,400	Visioning and EA to implement complete street design	4a & 4b
P22-070	NI	Preliminary Design for Future Road Rehabilitation Merritt St.	Townline Rd. E	Glendale Ave.	35,400	Geotechnical investigation and preliminary design for future roadworks	4a

**2022 CAPITAL BUDGET  
ROADS (SCHEDULE B)**

<b>Project No.</b>	<b>Project Type</b>	<b>Project Name / Location</b>	<b>From</b>	<b>To</b>	<b>Gross Cost</b>	<b>Details</b>	<b>Notes</b>
P22-080	RN	2022 Road Resurfacing Program			\$ 3,573,300		1a
		Brittany Court	Vintage Cres.	End		Spot curb repairs and replace asphalt road surface	
		Carousel Circle	Lafayette Dr.	End			
		Chopin Rd.	Sikorski Ave.	Highfield Ave.			
		Chopin Rd.	Highfield Ave.	Myrtle Ave.			
		Gordon Place	Rosemount Ave.	Strathcona Dr.			
		Highfield Ave.	Grantham Ave.	Chopin Rd.			
		Highfield Ave.	Chopin Rd.	End			
		Myrtle Ave.	Grantham Ave.	End			
		Oakridge Ave.	Belton Blvd.	Glenridge Ave.			
		Vanier Court	Lafayette Dr.	End			
		Keswick St.	Hartzel Rd.	End			
		Windward St.	Promenade Blvd.	Bermuda Dr.			
		Promenade Blvd.	Carlton St.	Leaside Dr.			
		Oakridge Ave.	Riverview Blvd.	Belton Blvd.		Mill and resurface existing semi-urban roadway	
		Henley Island Dr.	Main St. (RR87)	East Limit at bridge		Overlay existing asphalt roadway and reinstate traffic calming cushions	
		Almond Lane	Merritt St.	Bessey St.		Resurfacing of existing semi-urban asphalt laneway	
		Linwell Rd. E	End	Read Rd.		Pulverize road and resurface	
		Other locations to be determined				Annual - priority location(s) to be determined	

2022 CAPITAL BUDGET  
ROADS (SCHEDULE B)

Project No.	Project Type	Project Name / Location	From	To	Gross Cost	Details	Notes
P22-097	RP	Traffic Signals (including pedestrian crossings)		Various Locations	\$ 300,000	Annual - priority location(s) to be determined	
P22-098	RP	Street Lights		Various Locations	100,000	Address various identified deficiencies in existing City street light system	
P22-099	E	CCTV Installation Within Road Right of Way		Various locations	45,000	Project to add 12 new cameras at 6 locations in the City to be utilized by the NRPS to enhance safety. Funded by the City, Province and NRPS	
P22-123	RN	Rockwood Ave Culvert (C117M) Replacement & Road Resurfacing	Carriage Rd.	Woodrow St.	96,100	Mill and resurface roadway in conjunction with culvert replacement	CP,3b
<b>Subtotal</b>					<b>\$ 7,602,700</b>		
					<b>\$ 9,727,100</b>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)  
 As per TMP road classes: 1a. Community Street; 2a. Downtown Corridor; 2b. Downtown Community Street;  
 3a. Collector Mixed -Use Corridor; 3b. Collector Residential Corridor; 3c. Collector Industrial Corridor;  
 4a. Main Mixed-Use Corridor; 4b. Main Residential Corridor; 5a. Rural Corridor; 5b. Rural Community Street

2022 CAPITAL BUDGET  
SIDEWALKS, WALKWAYS AND MULTI-USE PATHWAYS (SCHEDULE C)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
<b>Previously Budgeted Sidewalks and Walkways Projects - Additional Budget Requirements</b>							
P18-062		Lake St. Road and Underground Improvements			\$ 180,250		CP, 4a
	E	Lake St.	Ontario St.	Queen St.		Construct new sidewalk for system completion in conjunction with road reconstruction	
	RP	Lake St.	Ontario St.	Welland Ave.		Sidewalk replacement in conjunction with road reconstruction	
<b>Subtotal</b>					<b>\$ 180,250</b>		
<b>New Sidewalks and Walkways Projects</b>							
P22-040	RN	2022 Walkway Improvements			\$ 50,600	Annual walkway capital repair program locations to be determined	
P22-040-1	RP	Concrete Sidewalk Replacement Program			151,950	Replace existing sidewalks with identified deficiencies. Locations to be determined	
P22-041	E	New Sidewalk Installation Program			26,300	Annual - priority location(s) to be determined	
P22-042	E	Dorothy St. New Sidewalk			212,300	New sidewalk to improve network connectivity	1a
			Wolfdale Pl. Approx. 70m east of Joseph	Ernest St. Elma St.			
P22-062	RP	Pinecrest Ave. Reconstruction	Glendale Ave.	Bessey St.	58,100	Sidewalk replacement in conjunction with road reconstruction	CP, 1a
<b>Subtotal</b>					<b>\$ 499,250</b>		

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

2022 CAPITAL BUDGET  
SIDEWALKS, WALKWAYS AND MULTI-USE PATHWAYS (SCHEDULE C)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
<b>New Multi-Use Pathways</b>							
P22-068	RN	City-Wide Trail Improvements			\$ 960,600	Signed routes, paved shoulders, bike lane and multi-use trail, scope to be determined from Active Transportation Master Plan	
		Participation Trail	Twelve Mile Creek	Top of bank, approx.		Address identified deficiency in hill section of trail	
		Welland Canal Trail	North of Carlton St.	Linwell Rd.		Resurface existing trail and widen where possible	
		Other Various Locations					
P22-069	E	Active Transportation Priorities			252,800	Annual - priority location(s) to be determined	
P22-169	E	Pathway - Hydro Corridor (P7)	Rykert St.	Pelham Rd.	768,400	Trail development and the construction of a pedestrian pathway and access points to the neighbourhood	
<b>Subtotal</b>					<b>\$ 1,981,800</b>		
					<b>\$ 2,661,300</b>		
Additional budget for Sidewalks within Regional Projects (Schedule K)					<b>\$ 724,000</b>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)  
 As per TMP road classes: 1a. Community Street; 2a. Downtown Corridor; 2b. Downtown Community Street;  
 3a. Collector Mixed -Use Corridor; 3b. Collector Residential Corridor; 3c. Collector Industrial Corridor;  
 4a. Main Mixed-Use Corridor; 4b. Main Residential Corridor; 5a. Rural Corridor; 5b. Rural Community Street

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**Stormwater (Storm Sewer Collection System including Sewer Separation)**  
(Schedule D)

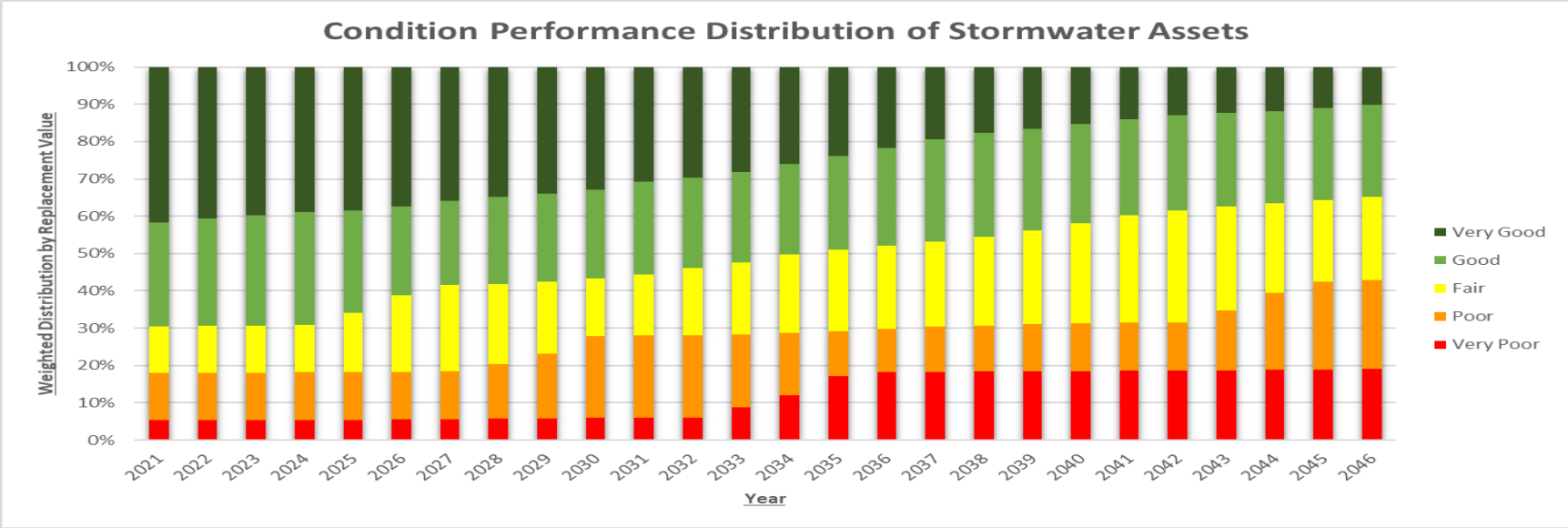
The City of St. Catharines is committed to providing effective, sustainable, and reliable drainage of stormwater to both protect and benefit the community and environment.

Provided by:  
404 km of Storm Sewers  
31 Oil & Grit Separators  
1 constructed wetland and several natural and manmade ponds and open drainage channels

**Value and Condition** (As provided in the 2021 Corporate AMP for Core Assets)

Total replacement value: \$876 million  
Current backlog of work: \$ 46.5 million  
Current average condition: Good

**Projected Condition Distribution Performance with Anticipated Budget**





Unlike sanitary and combined sewers, storm sewers have not been inspected historically and as a result, it has been more difficult to assess their condition. A City-wide zoom camera inspection of all the sewer systems, including storm sewers, started in August 2017 is now complete. Results from the zoom camera inspection have helped develop a baseline of sewer conditions. The zoom camera inspection also has helped in targeting sewer sections for further detailed investigations such as CCTV (Closed Circuit TV) camera inspections. Zoom camera inspections followed by CCTV inspections of sewers guide the decisions to rehabilitate or replace sewers independently or in conjunction with other infrastructure projects.

### **Current Strategy**

**Renewal and Replacement:** Rehabilitation of storm sewers is intended to ensure an adequate level of service and to reduce the likelihood of flooding in areas adjacent to the storm sewers. Deficiencies in the storm sewer system include blockages from damaged pipe sections, silt or debris accumulation and root infiltration. These restrict capacity and may lead to flooding during periods of high flow. Deficiencies also include other physical attributes of the sewers and expected consequences such as a structurally deteriorated sewer section that is still functioning but on the verge of collapsing.

**Non - infrastructure Solutions:** Tools such as zoom camera inspections and CCTV inspections are utilized to gauge the condition of sewers and to implement suitable maintenance, rehabilitation, or replacement strategies at appropriate times. These tools/methods also help in prioritizing needed works to match available budgets. Hydraulic and hydrologic modelling and studies monitor system capacity requirements.

**Expansion of Services:** Expansion of the network may be undertaken to support growth and development or to meet demands of users.

New storm sewers are installed in areas with combined sewers to divert stormwater drainage away from sanitary drainage. This practice is called sewer separation and is recommended in the Pollution Control Plan. Storm water is then conveyed to a storm water outfall for discharge directly into the environment. This reduces the risk of basement flooding by the pre-existing combined sewer, improves environmental outcomes and reduces the volume of flows which are treated at a wastewater treatment plant.

In some cases, additional features such as oil-grit separators or stormwater ponds may be added to storm sewer systems to increase the water quality of stormwater discharges to the environment.

Construction of new assets will have a direct impact on the operation and maintenance budget. The full extent of the impacts will be dependent on the design and level of services provided.

### **Highlights**

- Separation of approx. 1,070m of combined sewers,
- Coordination with Niagara Region for RR87 Main Street / Lock Street / Lakeport Road (see Schedule K)
- Coordination with Thorold for St. David's Road and Townline Road West

2022 CAPITAL BUDGET  
STORM SEWER COLLECTION SYSTEM - INCLUDING SEWER SEPARATION (SCHEDULE D)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
<b>Previously Budgeted Projects - Additional Budget Requirements</b>							
P17-067	RP	St. Davids Rd. / Townline Rd. W	Burleigh Hill Dr.	Merritt St.	\$ 556,100	Additional funds for City share of costs for the construction of a new storm sewer	
P18-062	E	Lake St. Road and Underground Improvements	Ontario St.	Welland Ave.	171,900	Construction of storm sewer in conjunction with underground improvements and road reconstruction	CP
<b>Subtotal</b>					<b>\$ 728,000</b>		
<b>New Projects</b>							
P22-001	E	Mitchell / Morgan / Richmond Mitchell St. Morgan St. Richmond Ave.	Eastchester Ave. Mitchell St. Queenston St.	North End Richmond Ave. 140m North of Morgan St.	\$ 116,300	Engineering services for new storm sewer installation in conjunction with watermain replacement and road works	CP
P22-006	RP	Catch Basins and Storm Service Installations		City-Wide	101,100	Installation of catch basins, catch basin leads and storm laterals to alleviate isolated surface flooding	
P22-014	NI	Storm Sewer CCTV Inspections		City-Wide	101,100	CCTV sewer inspections for condition assessment of existing storm sewers including large diameter pipes	
P22-015	NI	Design for Next Year's Projects		City-Wide	50,600	Engineering services for future storm drainage system projects as required	

2022 CAPITAL BUDGET  
STORM SEWER COLLECTION SYSTEM - INCLUDING SEWER SEPARATION (SCHEDULE D)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
P22-016	RP	Storm Sewer Spot Repairs		City-Wide	\$ 252,800	Spot repairs of storm sewers at various locations as necessary	
P22-020	E	Maplewood Dr.	Niagara St.	Linwell Rd.	116,300	Engineering services for design of a new storm sewer to alleviate surface flooding issues	
<b>Subtotal</b>					<b>\$ 738,200</b>		
					<b>\$ 1,466,200</b>		
Additional budget for Storm Sewers within Regional Projects (Schedule K)					<u>\$ 670,000</u>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
N = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

Wastewater (Sanitary Sewer Collection System and Pollution Control )  
(Schedules E & F)

The City of St. Catharines is committed to providing sustainable and reliable collection and conveyance of wastewater that avoids basement flooding and environmental impacts.

Provided by:  
563 km of wastewater sewers  
9 Wastewater Storage Facilities  
1 Wastewater Pump Station

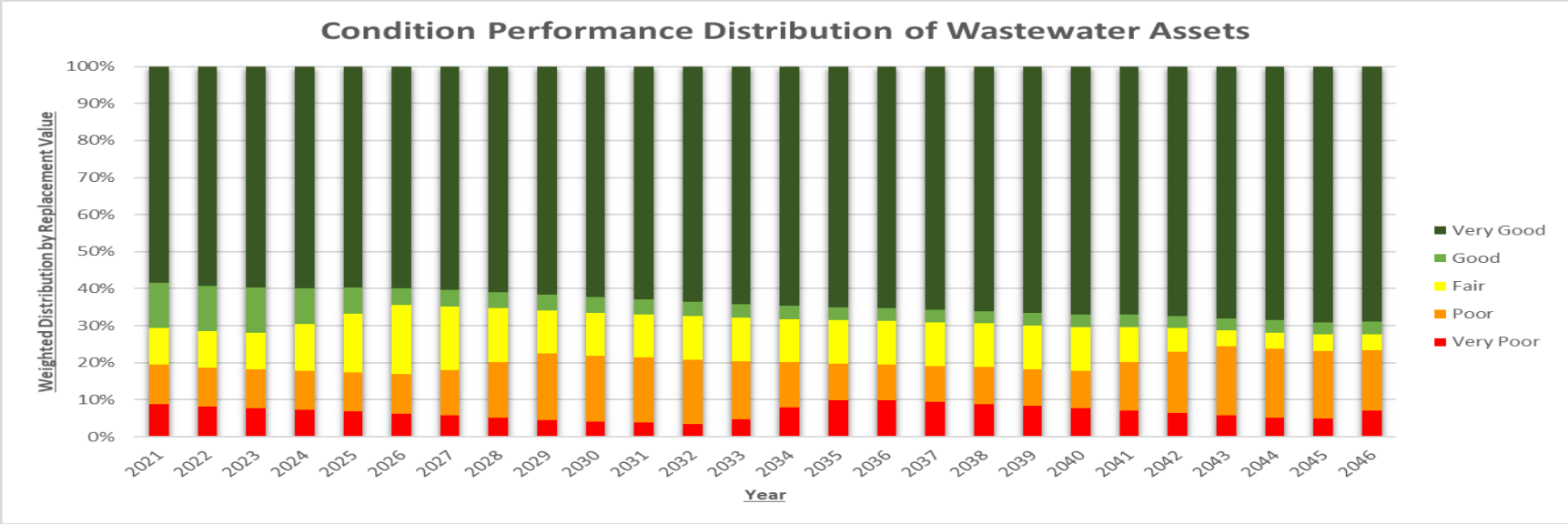
Value and Condition (As provided in the 2021 Corporate AMP for Core Assets)

Total replacement value: \$1.5 billion  
Current backlog of work: \$146 million  
Current average condition: Good

Highlights

- 1,960m of sewer sections budgeted to be replaced.
- Approximately 550m of a sewer along Spring Garden Creek to be re-lined.
- Coordination with Niagara Region for RR87 Main Street / Lock Street / Lakeport Road (see Schedule K).

Projected Condition Distribution Performance with Anticipated Budget



The Wastewater system includes the City's sanitary sewers, combined sewers and partially separated combined sewers and associated sewage storage facilities. Combined sewers convey both sanitary sewage and storm water within one pipe and are a legacy of pre1960's construction.

A City-wide zoom camera inspection of the sewer systems started in August 2017 is now complete. Results from the zoom camera inspection have helped develop a baseline of sewer conditions. The zoom camera inspection also has helped in targeting sewer sections for further detailed investigations such as CCTV (Closed Circuit TV) camera inspections. Zoom camera inspections followed by CCTV inspections of sewers guide the decisions to rehabilitate or replace sewers independently or in conjunction with other infrastructure projects.

#### **Current Strategy**

In 2019, Council approved a 10 - Year Financial Plan for Water and Wastewater (The Water/Wastewater Plan). The Plan includes year over year increases for investment in capital infrastructure, which will reduce the funding gap for this asset class. As a result of the financial and operational challenges facing the City caused by COVID19, the budget and forecast years shown in Table 1 reflect a reallocation of the investment in Sanitary Sewer Collection Systems and Pollution Control. Increases in spending in the years of 2024 through 2026 result in the same net investment in infrastructure, over the next 6 years. A Pollution Control Plan guides the City's efforts to meet provincial guidelines for the discharge of combined sewage to the natural environment.

**Renewal and Replacement:** Deficiencies in the sewer system include blockages from collapsed pipe sections, grease accumulation and severe root infiltration, which restricts capacity

and may lead to backup during periods of high flow. Deficiencies also include apparent physical condition of the sewers and expected consequences such as a structurally deteriorated sewer section that is still functioning but on the verge of collapsing. Rehabilitation of these sewers is intended to ensure an adequate level of service and to reduce the likelihood of basement flooding in adjacent and upstream areas of the sewer system.

Table 1

Year	Plan (\$000)	Proposed (\$000)	Change (\$000)
2021	\$ 5,362	\$ 4,762	\$ (600)
2022	5,959	2,884	(3,075)
2023	6,562	8,737	2,175
2024	7,173	7,473	300
2025	7,797	8,397	600
2026	8,433	9,033	600
Total	\$ 41,286	\$ 41,286	\$ -

**Non-infrastructure Solutions:** Tools such as zoom camera inspections and CCTV inspections are utilized to gauge the condition of sewers and to implement suitable maintenance, rehabilitation or replacement strategies at appropriate times. These tools/methods also help in prioritizing needed works to match available budgets. Hydraulic studies and modelling in house and by third party consultants are completed to evaluate system capacity.

**Expansion of Services:** Expansion of the network may be undertaken to support growth and development or to meet demands of users. Pollution Control (Schedule F) includes \$200,000 for implementation of recommendations of a pending Pollution Control Plan Update.

2022 CAPITAL BUDGET  
SANITARY SEWER COLLECTION SYSTEM (SCHEDULE E)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
<b>New Projects</b>							
P22-001	RP	Mitchell / Morgan / Richmond	Queenston St.	140m North of Morgan St.	\$ 50,000	Engineering services for replacement of sanitary sewer in conjunction with watermain replacement and road works	CP
P22-005	RN	Sanitary Sewer Reaming and Lining Spring Garden Creek Trunk Sewer Various Other Locations	Old Coach Rd.	Duncan Dr.	1,484,954	Sewer lining to address identified deficiencies	
P22-010	NI	Extraneous Flow Elimination		City-Wide	50,000	Study to determine sources of inflow and infiltration into sanitary sewer	
P22-011	M	Sanitary Sewer Spot Repair Program		City-Wide	500,000	Spot repairs for sanitary sewers as required	
P22-012	M	Sanitary Sewer Flushing & Reaming		City-Wide	25,000	Sewer flushing and reaming for physical cleaning of selected sewer sections with operational issues	
P22-014	NI	CCTV Sewer Inspections		City-Wide	300,000	CCTV inspections of existing sewers to identify condition and future works	
P22-015	NI	Design for Next Year's Projects		City-Wide	50,000	Engineering services for future sanitary collection system projects as required	

2022 CAPITAL BUDGET  
SANITARY SEWER COLLECTION SYSTEM (SCHEDULE E)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
P22-019	NI	Sewershed Analysis		City-Wide	\$ 10,000	Engineering services for sewershed capacity analysis as required	
P22-061	NI	James St. EA	King St.	Church St.	39,000	EA for reconstruction of James St. and construction of a public multi-use space	CP
<b>Subtotal</b>					<b><u>\$2,508,954</u></b>		
Additional budget for Sanitary Sewers within Regional Projects (Schedule K)					<u>\$ 175,000</u>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)



2022 CAPITAL BUDGET  
POLLUTION CONTROL (SCHEDULE F)

Corporate Affairs

Project		Project Name	Gross Cost	Details
Project No.	Type			
New Projects				
P22-021	E	Pollution Control Priority Program	\$ 200,000	Implement Pollution Control Plan initiatives to reduce combined sewer overflows
			<u>\$ 200,000</u>	

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### Water Distribution System (Watermains) (Schedule G)

The City of St. Catharines is committed to providing a sustainable and reliable supply of safe, high quality drinking water in accordance with regulatory requirements.

Provided by:

594 km of Watermains

3,559 Hydrants

5,706 Valves

41,816 Water Meters

1 Booster Pumping Station and 1 Bulk Water Station

#### Highlights

- Construction funding for 5 locations
- Design for 3 projects at 5 locations for future watermain replacement
- 5,060m of cast iron watermains budgeted to be replaced.
- Coordination with Niagara Region for RR87 Main Street / Lock Street / Lakeport Road (see Schedule K)

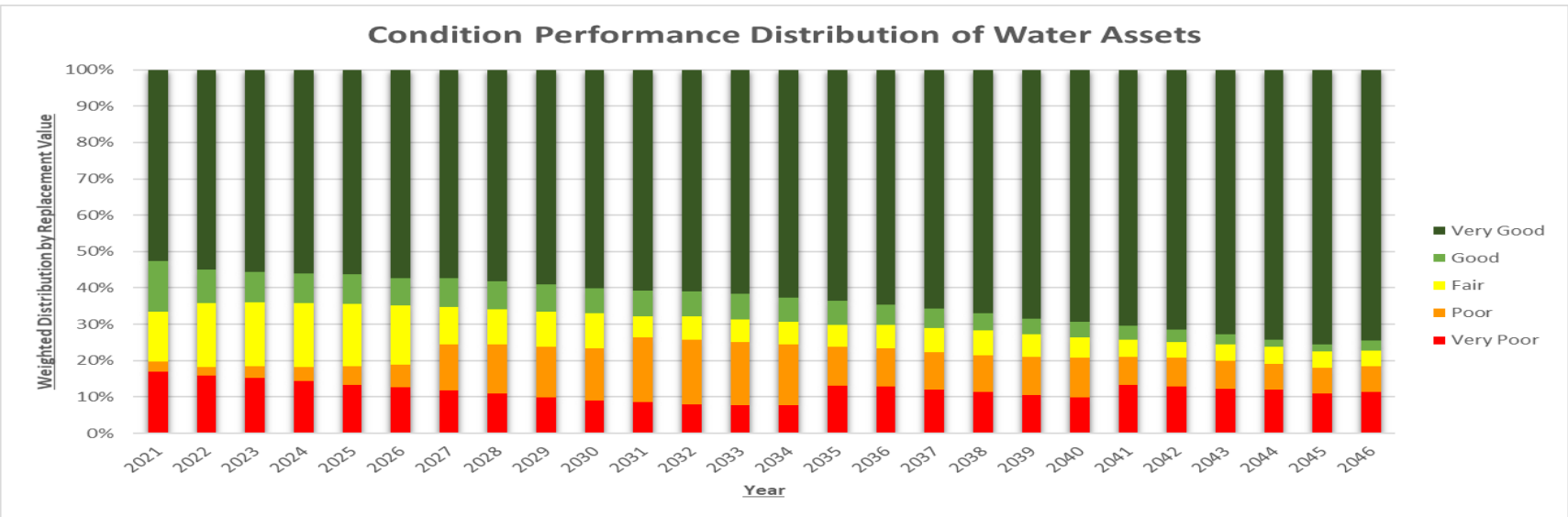
#### Value and Condition (As provided in the 2021 Corporate AMP for Core Assets)

Total replacement value: \$ 1.367 billion

Current backlog of work: \$ 249 million

Current average condition: Good

#### Projected Condition Distribution Performance with Anticipated Budget



### Current Strategy

Staff continues to monitor the number and location of existing watermain breaks. Figures 1 and 2 present records for the past 15 years and reflect the high variability in the number of annual watermain breaks. Despite the variability in annual watermain breaks, a continuous targeting of watermain with relative high break rates for replacements seems to be gradually reducing the long-term average number of annual watermain breaks. The increasing age of existing watermain makes the watermain more prone to possible failures. A proactive approach is necessary to keep the watermain system in a good and reliable condition which also reduces maintenance costs and the risks of contamination of the system. Despite these mitigation strategies, while capital reinvestment remains under the target levels, break rates could increase again in the future.

In 2019, Council approved a 10 - Year Financial Plan for Water and Wastewater (The Water/Wastewater Plan). The Plan includes year over year increases for investment in capital infrastructure, which will reduce the funding gap for this asset class. As a result of the financial and operational challenges facing the City caused by COVID19, the 2022 budget and 2023-2026 forecast reflects a reallocation of the investment in the water distribution system, as shown in the Table 1. Increases in spending in the years of 2024 through 2026 result in the same net investment in infrastructure, over the next 6 years. However, in the short term, the spending deferrals will continue to contribute to the widening infrastructure gap.

### Renewal and Replacement:

Replacements are prioritized based on watermain break histories, coloured water issues, and in conjunction with other projects. Council directed that each year's water budget should include an allocation of at least \$750,000 for the replacement of deteriorated

cast iron watermain in areas experiencing coloured water problems. Approximately 24% of the City's watermain system is comprised of cast iron watermain. Not all cast iron watermain have reached the end of their useful lives.

Table 1

Year	Plan (\$000)	Proposed (\$000)	(Decrease)/Increase (\$000)
2021	\$ 9,329	\$ 8,129	\$ (1,200)
2022	10,516	8,287	(2,229)
2023	11,726	11,755	29
2024	12,961	13,761	800
2025	14,220	15,420	1,200
2026	15,504	16,904	1,400
Total	\$ 74,256	\$ 74,256	\$ -

**Expansion of Services:** Expansion of a watermain network could be undertaken to support growth and development or to meet existing users' demand. A twinning of an existing watermain on Lakeport Road between Old Lakeshore Road and Lock Street in conjunction with Regional roadworks has been identified for 2022 funding to improve reliability of water supply to the Port Dalhousie area.

**Non-Infrastructure Solutions:** Environmental assessments, geotechnical investigation and design for future waterworks are undertaken in advance of proposed larger construction projects. Watermain projects can take several months to years; and include public consultation and the preparation of finalized designs. Hydraulic modelling and studies are undertaken by third party engineering experts, as required, to understand system capacity.

Figure 1

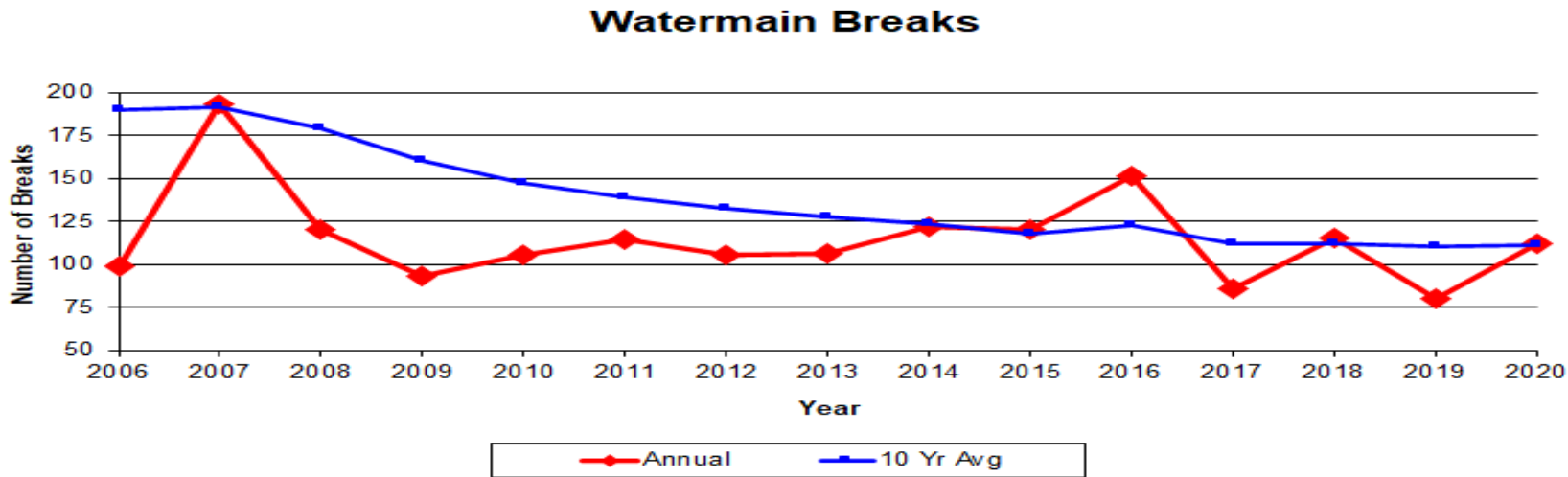
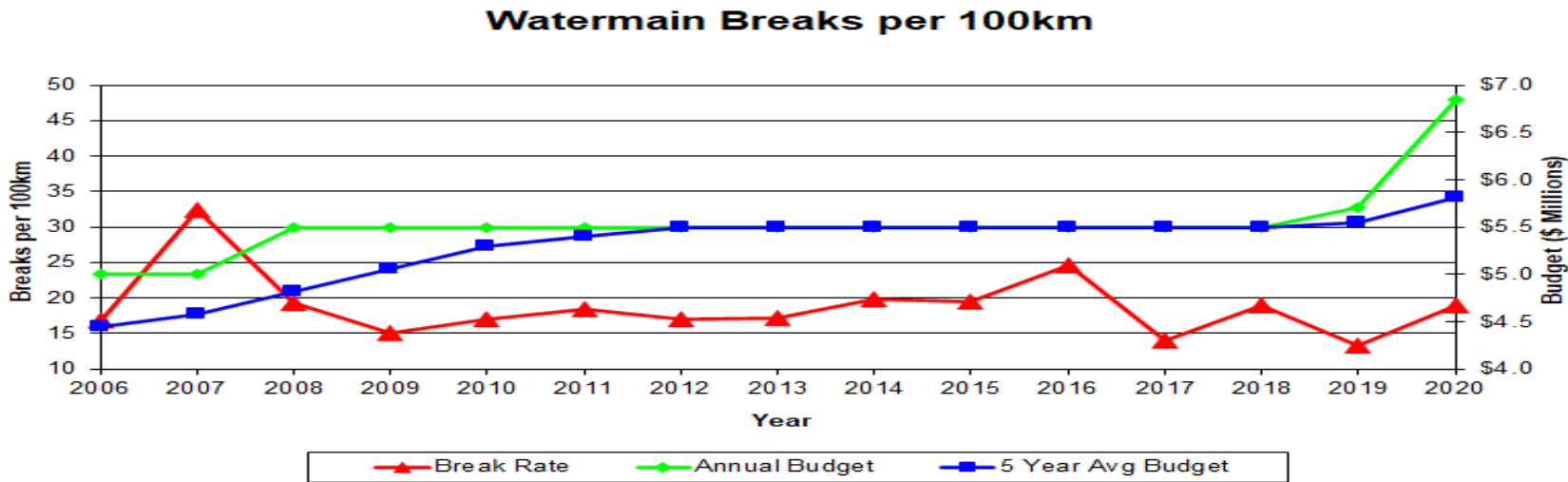


Figure 2



2022 CAPITAL BUDGET  
WATER DISTRIBUTION SYSTEM - WATERMAINS (SCHEDULE G)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
<b>Previously Budgeted Projects - Additional Budget Requirements</b>							
P18-062	RP	Lake St. Road and Underground Improvements	Ontario St.	Welland Ave.	\$ 998,756	Construction funds for replacement of existing Cast Iron (C.I.) watermain in conjunction with road reconstruction	CP
P20-102	RP	Lakeshore Rd. at Welland Canal	Broadway	85m west of Broadway	245,000	Additional funds to replace/upgrade existing watermain across Welland Canal on Seaway Bridge	
P20-116	RN	Stortz Hydrant Port Conversions		City-Wide	450,000	Year 3 of 4-year plan for the highest priority conversion of existing hydrants to Stortz type pumper connections	
P21-003	RP	Ontario St. (RR#42) Underground Improvements	Carlton St.	60m North of Hiscott St.	2,700,000	Replacement of existing C.I. watermains in conjunction with sanitary and storm sewer spot repairs	
<b>Subtotal</b>					<b>\$ 4,393,756</b>		

2022 CAPITAL BUDGET  
WATER DISTRIBUTION SYSTEM - WATERMAINS (SCHEDULE G)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
<b>New Projects</b>							
P22-001	RP	Mitchell / Morgan / Richmond Mitchell St. Morgan St. Richmond Ave.	Eastchester Ave. Queenston St. Queenston St.	End Richmond Ave. 240m north of Queenston St.	\$ 100,650	Design for the replacement of existing C.I. watermain in conjunction with storm sewer installation and road works	CP
P22-061	NI	James St. EA	King St.	Church St.	53,000	EA for reconstruction of James St. and construction of a public multi-use space	CP
P22-063	RP	Parnell Rd. Reconstruction	Richelieu Dr. Cartier Dr.	Cartier Dr. Niagara St.	148,500	Engineering services for abandonment of existing C.I. watermain in conjunction with sanitary and storm sewer works and road reconstruction	CP
P22-064	RP	Blue Spruce / Huntingwood  Blue Spruce Court Huntingwood Gate	Crescentwood Dr. Crescentwood Dr.	Cul-de-sac End	255,000	Replacement of existing C.I. watermain in conjunction with road reconstruction	CP
P22-100	RP	Keistan Dr.	Nancy Dr.	Strathcona Dr.	475,000	Replacement of existing C.I. watermain	



2022 CAPITAL BUDGET  
WATER DISTRIBUTION SYSTEM - WATERMAINS (SCHEDULE G)

Project No.	Project Type	Project Name/Location	From	To	Gross Cost	Details	Notes
P22-118	RP	Valves, Hydrants & Services		City-Wide	\$ 50,000	Replacement of existing valves, hydrants and services in conjunction with other works	
P22-119	NI	Design for Next Year's Projects		City-Wide	50,000	Engineering services for future waterworks projects as required	
<b>Subtotal</b>					<b>\$ 1,132,150</b>		
					<b>\$ 5,525,906</b>		
Additional budget for Water Distribution within Regional Projects (Schedule K)					<u>\$ 2,761,000</u>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

**Bridges and Major Culverts (Structures)**  
(Schedule H)

The City of St. Catharines is committed to providing structures that connect transportation routes to provide a safe, efficient, accessible and sustainable transportation system for all required uses and modes of transportation in accordance with regulatory requirements and expectations of the community.

Provided by:

71 Bridges (including culverts with span > 3m)

46 Culverts

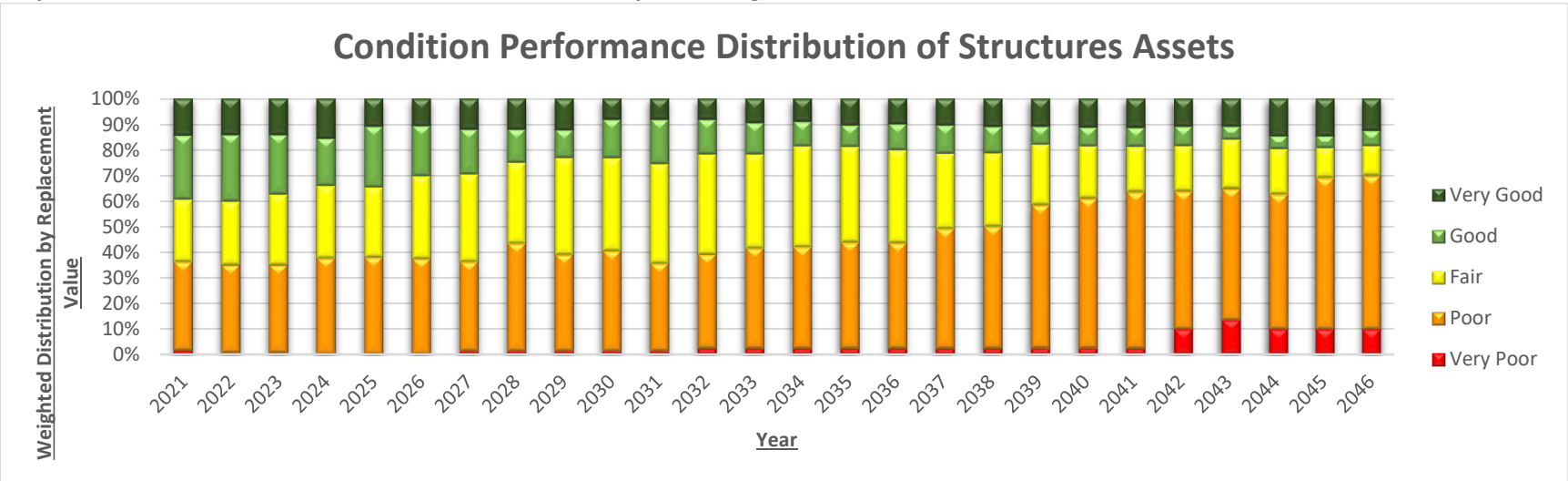
**Value and Condition** (As provided in the 2021 Corporate AMP for Core Assets)

Total replacement value: \$66 million

Current backlog of work: \$ 3 million

Current average condition: Fair

**Projected Condition Distribution Performance with Anticipated Budget**



The City follows the standards and best practices outlined in the Ontario Structure Inspection Manual to determine the condition of the bridges and culverts. Third party consultants, who are experts in the design and assessment of bridges, are engaged to complete these assessments. The inspection of bridges with a span of 3m or greater are legislated to be inspected every two years. All structures were inspected in 2020 and those with a span of 3m or greater will be reinspected in 2022 to meet regulatory requirements.

### **Current Strategy**

**Renewal and Replacement:** Both pedestrian bridges and roadway structures are replaced when they reach the end of their useful life. Rehabilitation is undertaken to prolong the life of the asset. The recommended works are determined through inspections undertaken every two years, or as recommended. Other considerations such as the timing of proposed roadworks and watercourse improvements may advance or delay renewal or replacement of a structure.

**Expansion of Services:** Expansion of the network may be undertaken to support growth and development or to meet demands of users. When bridges are replaced, they are widened where possible to support active transportation or improve accessibility for all users.

**Non- infrastructure Solutions:** Three culverts have been identified as candidates for possible rehabilitation with trenchless solutions. The 2022 budget includes funding for design, which will examine these options compared to open cut replacements.

### **2022 Highlights**

- Replacement of 3 pedestrian bridges that support active transportation
- Replacement of 1 roadway culvert
- Design for the future replacement or rehabilitation of 8 additional structures
- Biannual regulatory City-wide inspection

2022 CAPITAL BUDGET  
BRIDGES AND MAJOR CULVERTS (SCHEDULE H)

Project No.	Project Type	Project Name	Location	Gross Cost	Details	Notes
<b>New Projects</b>						
P22-063	RP	Parnell Rd. Reconstruction		\$ 831,600		CP
		Culvert (C088S)	5m East of Bradman Dr		Design for future culvert replacement in	
		Culvert (C094M)	120m Southwest of Niagara St.		conjunction with road works and underground	
		Culvert (C101M)	Parnell Rd. at Bradmon Dr.		improvements	
		Culvert (C101M)	Parnell Rd. at Bradmon Dr.		Replacement of the structure in conjunction	
					with road works	
P22-121	RP	Niagara St. / Walkers Creek Park Pedestrian Bridges		470,400	Replace existing structure	
		Niagara Street Pedestrian Bridge (P048M)			East side of Niagara St., just North of house No.	
		Walkers Creek Pedestrian Bridge (P073S)			700 Walkers Creek Park access east of Strathcona	
		Walkers Creek Pedestrian Bridge (P091S)			Dr. at Costen Blvnd. Walkers Creek Park access east of Strathcona	
P22-122	NI	Battersea / Bunting / Melody Trail Culvert Rehabilitation		318,500	Review the feasibility to line the structure	
		Battersea Avenue Culvert (C118M)			versus replacement	
		Bunting Road Culvert (C108M)				
		Melody Trail Culvert (C077S)				
P22-123	RP	Rockwood Ave. Culvert (C117M)	95m East of Carriage Rd.	455,000	Replace existing structure in conjunction with	CP
		Replacement & Road Resurfacing			roadworks	
P22-130	RP	Rosedale Creek / Secord Creek	36m East of Bunting Rd.	27,300	Engineering services for structure replacement	CP
		Environmental Assessment & Design			in conjunction with Creek EA and design	
				<b>\$ 2,102,800</b>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

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**Shoreline Protection**  
(Schedule I)

The City of St. Catharines is committed to providing sustainable and reliable Lake Ontario shoreline protection to prevent the erosion of City owned property and reduce impacts to private property.

Provided by:  
3.625 km of Protected Shoreline  
1.275 km of Unprotected City owned Shoreline

**Value and Condition**

Total replacement value:       \$ 70 million  
Current backlog of work:         \$ 8.6 million

**Highlights**

- Maintenance of 635 metres of existing shoreline protection at two locations
- Design and construction of 10 metres of new shoreline protection
- Design of 50 metres of new shoreline protection

The City is working towards improving the stability of the City -owned Lake Ontario shoreline and installing protection at the high priority locations experiencing significant erosion due to fluctuating lake water levels.

**Current Strategy**

**Renewal and Replacement:**

Over time material within shoreline protection can wash away, creating weak points within the protection. Typically, rehabilitation of the material can be undertaken to prolong the life of the protection, however at times, replacement of the protection is required.

**Non- infrastructure Solutions:** City of St. Catharines engages third party consultants, who are experts in the design and assessment of shoreline protection, to complete reviews of the City owned shoreline. These reviews are completed every 3 to 5 years, dependent on the water levels of Lake Ontario, and provide the City with a list of priority locations for installation of new or replacement/renewal of existing protection.

The last review of the City owned protected and unprotected shoreline was completed in 2019 and the report was finalized in late 2020. The next review is currently planned to be completed in 2023 or 2024.

**Expansion of Services:** Expansion of the shoreline protection may be undertaken to support rising lake levels. The City is working to address known areas of erosion requiring new shoreline protection according to priority level. As additional areas of erosion along the shoreline are identified, the City will review these areas and determine the appropriate remediation actions. Construction of new assets will have a direct impact on the operation and maintenance budget. The full extent of the impacts will be dependent on the design and level of services to be provided.

2022 CAPITAL BUDGET  
SHORELINE PROTECTION (SCHEDULE I)

Project No.	Project Type	Project Name / Location	Gross Cost	Details
<b>New Projects</b>				
P22-132		2022 Shoreline Protection	\$ 245,700	
	RN	Belmont Park		Repair of armour stone revetment deficiencies and placement of additional rip rap along existing shoreline protection
	E	Cherie Road Park		Engineering services and construction of shoreline protection to address deficiencies along Lake Ontario
	RN	Lantana Circle		Placement of additional rip rap along existing shoreline protection
P22-150-1	E	Sunset Beach	46,500	Engineering services for shoreline protection to address deficiencies along Lake Ontario in conjunction with parking lot reconstruction
			<b>\$ 292,200</b>	



## **Watercourses**

### **(Schedule J)**

The City of St. Catharines is committed to maintaining sustainable natural watercourses to prevent the erosion of City owned property and reduce impacts to private property

Provided by:

36.5 km of natural watercourse

2 flood control structures

21 former Welland Canal locks and 1 related feature

### **Value and Condition**

Current backlog of work (watercourse only): \$46.1M based on 2015 Flooding and Erosion Control Priority Study Report

The 2015 study (Watercourse Flooding and Erosion Control Priority Study Report) identified 87 watercourse sites within the urban boundary that are eroded and need rehabilitation. Of those sites not yet addressed, 16 were identified as highest priority based on erosion levels with an estimated \$8.9 million cost for remediation. Based on high level estimates, the total citywide watercourse rehabilitation costs within the urban boundary, excluding Twelve Mile Creek, will be approximately \$46.1 million in 2020 dollars.

In 2018, a Dam Safety Review was completed for the Martindale Pond Weir and Heywood Generating Station on Twelve Mile Creek. These two structures control the water level in Martindale Pond. The review concludes that deficiencies exist in the existing weir and to a much lesser extent at the Heywood Generating Station. Additional studies will be carried out with existing funding to suggest alternatives and recommend a preferred option for the Weir.

In 2018, a detailed inspection program was undertaken on the exposed lock walls constructed for the first three Welland Canals. The report highlighted the need for capital work and translates into an average annual funding level of more than \$170,000 over a 10-year period.

**Current Strategy**

**Renewal and Replacement:** Natural watercourses will meander naturally within their valley bottoms. Rehabilitation is undertaken using natural channel design techniques when possible if a watercourse is negatively impacting public or private infrastructure.

Dam structures and structures associated with the former Welland Canals are rehabilitated as identified to maintain watercourse function.

Coordination with other infrastructure improvements such as bridge and culverts may accelerate or delay watercourse rehabilitation.

**Non- infrastructure Solutions:** City of St. Catharines engages third party consultants, who are experts in the design and assessment of

watercourses, to complete reviews of the City owned watercourses and culverts which have less than 3m spans (ie. are not bridges) in the watercourses. These reviews are completed every 5 to 10 years and provide the City with a list of priority locations for erosion rehabilitation and / or flooding.

**Highlights**

- Martindale Pond Weir – additional funding for detailed design
- Spring Garden Creek - construction funding
- Rosedale Creek and Secord Creek - initial funding to initiate a Class Environment Assessment

2022 CAPITAL BUDGET  
WATERCOURSES (SCHEDULE J)

Project No.	Project Type	Project Name	From	To	Gross Cost	Details	Notes
<b>Previously Budgeted Projects - Additional Budget Requirements</b>							
P17-129	RN	Martindale Pond Weir Replacement	Approx. Lakeport Rd.	Weir	\$ 692,900	Rebudget funds reallocated in 2021. For replacement weir to address identified deficiencies in weir controlling water level in Martindale Pond and in conjunction with Heywood Generating Station improvements	
P21-129	RN	Spring Garden Creek Construction	Old Coach Rd.	Lakeshore Rd.	1,324,500	Construction to address priority items identified by EA	
<b>Subtotal</b>					<b>\$2,017,400</b>		
<b>New Projects</b>							
P22-130	RN	Rosedale Creek / Secord Creek Environmental Assessment & Design			\$ 50,600		
		Rosedale Creek	Secord Creek	Victoria Lawn Cemetery		Engineering Services to address previously identified deficiencies and in conjunction with culvert replacement (C109M)	CP
		Secord Creek	Hartzel Rd.	Secord Woods Park		Engineering Services to address previously identified deficiencies	
<b>Subtotal</b>					<b>\$ 50,600</b>		
					<b><u>\$2,068,000</u></b>		

NOTES: CP - Co-ordinated projects involving more than one asset group (see Schedule S)

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

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## Regional Projects (Schedule K)

This schedule includes the City's share of municipal works (such as sewer repairs, watermain replacements, sidewalk replacements and new storm sewer construction) on projects undertaken in cooperation with the Regional Municipality of Niagara. The Region consults with the City, when determining the timing of projects, which are managed by the Region. Coordinating the City's efforts in this way helps to minimize cost and disruption to the affected residents and businesses and provides infrastructure renewal within the City.

For more information on the service areas impacted by these regional projects refer to other sections of this document, Sidewalks, Storm Sewer, Sanitary Sewer and Water Distribution.

For 2022, Niagara Region Transportation Division advised they may proceed with tendering for road reconstruction at one location,

Regional Road 87 consisting of Main Street, Lock Street and Lakeport Road in Port Dalhousie. The 2022 Capital budget includes a City's share of costs for coordinated underground infrastructure and sidewalk improvements.

Also recommended for 2022 is funding of a recently identified additional cast iron watermain replacement which will benefit from being coordinated with the Region's St. Paul Street West bridge replacement project and / or the Region's redevelopment of the St. Catharines train station precinct.

2022 Regional Water and Wastewater Division activities are predominately within Region owned facilities and not anticipated to trigger 2022 coordinated City infrastructure upgrades.

2022 CAPITAL BUDGET  
REGIONAL PROJECTS (SCHEDULE K)

Project No.	Project Type	Project Name	From	To	Gross Cost	Details
<b>Previously Budgeted Projects- Additional Budget Requirements</b>						
<b>Watermains</b>						
RN20-stp	RP	St. Paul Street at CNR Bridge Replacement			\$ 275,000	Additional funds for replacement of existing C.I. watermain in conjunction with Regional bridge replacement project
<b>Subtotal</b>					<b>\$ 275,000</b>	
<b>New Projects</b>						
<b>Sanitary</b>						
RNxx-ONT	RP	Region - Ontario Street (RR42) Reconstruction			\$ 175,000	Capital repairs to existing sewers in conjunction with Region's roadworks
		Ontario St.	Linwell Rd.	Lakeshore Rd.		
<b>Sidewalk</b>						
RNxx-ONT	RP	Region - Ontario Street (RR42) Reconstruction			491,000	Replace deteriorated sidewalks in conjunction with Region's road urbanization
		Ontario St.	Linwell Rd.	Lakeshore Rd.		
RNxx-ONT	E	Region - Ontario Street (RR42) Reconstruction			233,000	Construct new sidewalk for system completion in conjunction with the Region's road reconstruction
		Ontario St.	Linwell Rd.	Lakeshore Rd.		

2022 CAPITAL BUDGET  
REGIONAL PROJECTS (SCHEDULE K)

Project No.	Project Type	Project Name	From	To	Gross Cost	Details
<b>Storm</b>						
RNxx-ONT		Region - Ontario Street (RR42) Reconstruction			\$ 670,000	
	RN	Ontario St.	Linwell Rd.	Lakeshore Rd.		Rehabilitate existing storm sewers in conjunction with Region's road urbanization
	E	Ontario St.	Linwell Rd.	Fairview Creek		City's share of new storm sewers in conjunction with Region's road urbanization
<b>Watermains</b>						
RNxx-ONT	RP	Region - Ontario Street (RR42) Reconstruction			2,486,000	
		Ontario St.	Linwell Rd.	Lakeshore Rd.		Replace C.I. watermain in conjunction with Region's roadworks
				<b>Subtotal</b>	<b>\$4,055,000</b>	
					<b><u>\$4,330,000</u></b>	

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## Community, Recreation and Culture Services (CRCS)

Non-Facilities Assets (Schedule L)

The City of St. Catharines is committed to being The City Where Everybody Can Play.

### CRCS Spotlight – Parks Renewal Plan

#### Provided by:

72 Playgrounds

15 Tennis courts (3 locations convertible to pickleball)

23 Basketball courts

#### Value and Condition

Total replacement value within the next 5 years: \$12.55 million

Total replacement value within the next 10 years: \$15 million

Current average condition: 67% of the Parks Renewal Plan Assets require replacement within the next five years.

Note: the above information is also available for other areas of CRCS.

### Current Strategy

#### Renewal and Replacement

**The Aquatics Facilities Strategy** provides recommendations on the long-term operating sustainability and health of the City's aquatics system. The 2022 Capital Budget includes \$1 M towards the installation of a splashpad, seasonal washroom facility and sun shelter.

The **Environmental Hanging Basket Program** will transition assets to a more environmentally responsible product. The Environmentally Friendly Hanging Baskets Program will replace baskets each year from 2022-2024. This program is aligned with the City's declaration of a Climate State of Emergency.

**The Memorial Bench Program** will replace 50 benches per year from 2020-2025 with the replacements concluding in 2025. The new benches will be made from composite materials that are expected to last 25-30 years. The City currently has an inventory of wooden benches with many of the benches approaching end of useful life.

The City's **Parks Renewal Plan** prioritizes asset renewal based on asset condition, as well as health and safety considerations, with the assets in the poorest condition being prioritized for replacement. Playground equipment and court renewal as well as upgrades are required to maintain service levels and ongoing safe play spaces.

The City's **Tree Planting Program** helps improve air quality and add economic value, beauty, and shade to its neighborhoods. Trees are planted on public boulevards, road allowances fronting residences, and in circles where trees are currently not planted. This capital program assists in increasing the tree canopy percentage on both public and private property. The 2022 budget will allow the City to hold two tree giveaways intended to assist in reaching the City's 30% tree canopy goal by 2030.

**Restoration of William Hamilton Merritt Statue** includes conservation as the bronze components of the monument have received minimal maintenance since its construction and the lacquer is now failing, causing corrosion. In addition, the granite base has also begun to mal-function and it is evident that the base has been shifting. Many of the joints have opened and the sealant failed creating concern for the monument's structural stability.

**The Pic Leeson Park Ball Diamond** will replace ball diamond assets which are at end of useful life and address asset deficiencies to maintain level of service.

#### **Expansion of Services:**

The goal of the **Parks Legacy Fund** is to match alternative sources of funding such as donations, legacy giving and community projects to renew, and upgrade play assets in City parks. The Parks Legacy Fund will help to mitigate the financial implications of the Parks Renewal Plan by leveraging City funds with matching community donations so that twice as much work can be completed.

See Schedule M and the related narrative for information on Sunset Beach.

#### **Highlights**

- The Parks Renewal Plan will replace 2 playgrounds, 4 basketball courts and 2 tennis courts
- One cultural asset restoration
- Over 55 hanging baskets converted to environmentally friendly
- New ball diamond at Pic Leeson Park
- 50 memorial benches replaced
- New splashpad, seasonal washroom facility and sun shelter
- Two free tree giveaways

2022 CAPITAL BUDGET  
COMMUNITY, RECREATION AND CULTURE SERVICES (SCHEDULE L)

Financial Management Services, Corporate Asset Management 2022 Capital B...

Project No.	Project Type	Project Name	Gross Cost	Details	Notes
<b>Previously Budgeted Projects - Additional Budget Requirements</b>					
P21-156	E	Splashpad, Sun Shelter & Washroom	\$ 1,000,000	Installation of a splashpad, seasonal washroom facility and sun shelter as per the Aquatics Facilities Strategy approved by Council in Q3 2021 (CRCS-042-2021)	
PRC21-04	RN	Parks Renewal Plan - Bogart St Park Basketball/Tennis/Pickleball Court & Playground	56,000	Replace basketball/tennis/pickleball assets which are at end of useful life, and maintain level of service	
<b>Subtotal</b>			<b>\$ 1,056,000</b>		
<b>New Projects</b>					
PRC22-01	RP	Memorial Bench Program (Year 3 of 6)	\$ 80,000	Replace assets which are approaching end of useful life and maintain level of service	
PRC22-02	NI	Tree Planting Program	375,000	Address asset deficiencies and move towards achieving Council approved tree canopy goal of 30%	
PRC22-03	RP	Environmentally Friendly Hanging Baskets (Year 1 of 3)	35,000	This project will transition to a more environmentally responsible product, requiring less frequent watering	
PRC22-04	RP	Parks Legacy Fund	250,000	The Parks Legacy Fund will annually leverage and match alternative funding to maintain and enhance parks levels of service. Project(s) still to be determined for 2022 (As approved by Council on October 7, 2019)	

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Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

2022 CAPITAL BUDGET  
COMMUNITY, RECREATION AND CULTURE SERVICES (SCHEDULE L)

Project No.	Project Type	Project Name	Gross Cost	Details	Notes
PRC22-05	RN	Restoration of William Hamilton Merritt Statue	\$ 135,000	Address structural and maintenance issues and reduce health and safety concerns	
PRC22-06	RN	Relocation of Private Watson Statue	100,000	To remove the Private Watson Monument from City Hall and preserve it to ensure public safety (CRCS-127- 2021)	
P22-061	NI	James St. EA	266,000	EA for construction of a public multi-use space in conjunction with reconstruction of James St.	CP
P22-162	RP	Burgoyne Woods Playground - Parks Renewal Plan	450,000	Replace playground, and add accessible pathway to multi-use courts, curb faced sidewalk in parking lot and sun shelter (CRCS-B017-2021)	PA
P22-163	RP	Clifford's Creek Park Basketball Court - Parks Renewal Plan	120,000	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-B017-2021)	PA
P22-164	RP	Elma Street Park Multi-Use Court - Parks Renewal Plan	150,000	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-B017-2021)	PA
P22-165	RP	Valleyview Park Basketball Court, Multi-Use Court & Playground - Parks Renewal Plan	490,000	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-B017-2021)	PA

2022 CAPITAL BUDGET  
COMMUNITY, RECREATION AND CULTURE SERVICES (SCHEDULE L)

Project No.	Project Type	Project Name	Gross Cost	Details	Notes
P22-166	RP	Louis Avenue Park Basketball Court - Parks Renewal Plan	\$ 90,000	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-B017-2021)	PA
P22-167	RP	St. Patrick's Park Multi-Use Court - Parks Renewal Plan	200,000	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-B017-2021)	PA
P22-168	RP	Pic Leeson Park Ball Diamond	280,000	Replace ball diamond assets which are at end of useful life, and address asset deficiencies to maintain level of service (CRCS-B010-2020)	
<b>Subtotal</b>			<b>\$ 3,021,000</b>		
			<b>\$ 4,077,000</b>		
Less:					
	PA	Parks Renewal Plan Projects	\$ 1,500,000	Council approval (CRCS-B017-2021)	
<b>Total budget requiring Council Approval</b>			<b>\$ 2,577,000</b>		

Notes:

PA- Previously approved by Council in 2021

CP - Co-ordinated projects involving more than one asset group (see Schedule S)

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## **Buildings and Facilities (including accessibility)**

### **(Schedules M, N, O)**

The City of St. Catharines is committed to providing safe and accessible Buildings and Facilities for all citizens and staff. The focus is to maintain life safety elements, barrier free accessibility, building envelope and interior conditions for all user groups.

Provided by:

174 Buildings and facilities spread across 73 properties

### **Value and Condition**

Estimated total replacement value of City owned buildings and facilities: \$535 million

Current Backlog of work : \$55.5 million

The Arena Strategy was updated in 2019 and highlighted the need to right size the City's arenas (excluding Meridian Centre), to ensure that current levels of service can be delivered at an optimal cost. The 2017 Fire Master Plan confirmed the need for asset renewal at Firehalls, with priority given to renovations at Fire Hall 1, which would allow for the relocation of one of the Aerial Firetrucks. A 2020 Feasibility Study, to determine future needs and capital cost estimates for Fire Hall asset renewal, identified the need to replace three Fire Halls (1, 2, 3) and upgrade Fire Hall 6. These Fire Halls are nearing their end of life and they do not meet operational needs (including Accessibility).

Recent condition assessments and regulatory requirements were also considered in determining the Facilities Capital Budget. The assets included within this section of the capital budget will be addressed within the AMP for non-core assets scheduled for completion prior to July 1, 2024, in compliance with O. Reg.588/17.

### **Current Strategy**

#### **Renewal and Replacement**

The City maintains many buildings differentiated by factors such as usage, (i.e. arenas, fire halls, operations work centres), or third party designation (i.e. Historical buildings). Various components within buildings also receive attention (i.e. roofs, washrooms) as well as overall standards for buildings (i.e. accessibility).

The City undertakes several ongoing key initiatives and programs to maintain and improve City owned facility assets such as structures, buildings and related land improvements.

There are numerous smaller projects which include the renewal and replacement of structural, architectural, mechanical, and electrical components of various City buildings that have reached the end of their service life. These projects are funded from the related reserve.

**Heritage Assets :** The Old Court House, Montebello Park Pavilion and Band Shell, City Hall, the Morningstar Mill, Dalhousie House, and the Old Robertson School at 85 Church Street are examples of City owned buildings which are classified as Heritage Buildings.

Due to the age of the heritage buildings, many of the architectural, structural, mechanical, and electrical components of these structures have well exceeded their useful service life and require regular maintenance and rehabilitation to preserve the integrity of these buildings. There are some components within these structures that do not meet current codes and safety regulations and require retrofits to remain in operation.

**Accessibility:** The City is striving to meet the provincially mandated accessibility standards by the 2025 target as set out by the Accessibility for Ontarians with Disability Act (AODA). To rectify the estimated \$5.750 million in non-compliant items, the City continues to complete accessibility upgrades, including barrier free washrooms and elevators. The 2022 Capital budget for accessibility of \$250,000 provides for upgrades to the washrooms in Buchanan House. It should be noted that the elevator at Buchanan House, as well as the Church Street elevator at City Hall will also be modernized as part of 2022 capital.

Based on 2023-2026 forecast budget levels (with an annual minimum of \$250,000), the highest priority items will be completed, however some portion of the lower priority items will remain unaddressed, at the target date.

**Non-infrastructure Solutions:** The Master Plan for Sunset Beach was also developed in 2019, and the 2022 Capital budget incorporates repairs to the existing boat ramp. Many elements in the plan have been included in future years, either in the 2023-2026 forecast or included in Schedule V - Other potential Capital Projects – 2027 and Beyond.

### Highlights

- The 2022 budget and future year forecasts include \$27.2 million for Fire Hall renewal and upgrades
- Funds for elevator and accessible washroom upgrades at Buchanan House
- Funding for exterior cladding and insulation at the Bill Burgoyne Memorial Arena
- Parking lot and tennis court resurfacing at Port Weller Community Centre
- Additional funding towards the dam replacement and accessible upgrades at Morningstar Mill



2022 CAPITAL BUDGET  
BUILDINGS AND FACILITIES (SCHEDULE M)

Project No.	Project Type	Project Name	Gross Cost	Details
<b>Previously Budgeted Projects- Additional Budget Requirements</b>				
P18-144	E	Buchanan House - Security Implementation	\$ 50,000	Security upgrades (Phase 2)
P18-177	RP	Morningstar Mill - Dam Replacement	1,000,000	Additonal funds towards dam replacement project
P19-166	RP	Bill Burgoyne Arena - Upgrade Life Safety Systems	50,000	Additional funds towards fire alarm panel and replacement of associated devices
P20-145	RP	Seymour Hannah - LED lighting	138,000	Funds replenishment for lighting project
P21-136	RP	Haig Bowl Arena - Roof Replacement	40,000	Additional funds to cover shortfall of lower roof replacement
<b>Subtotal</b>			<b>\$ 1,278,000</b>	
<b>New Projects</b>				
<b>Administrative and Operational Centres</b>				
P22-133	RP	City Hall - Church St. Elevator Modifications	\$ 200,000	Upgrade and modernize existing elevator
P22-134	RN	City Hall - Improvements	50,000	Upgrade Building Automation System control system (phase 3); replacement of drinking fountains with water bottle filling stations
P22-136	RP	Lake Street Service Centre - Site Paving	250,000	Resurface site paving, driveway and parking stalls along the north side of the facility

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

2022 CAPITAL BUDGET  
BUILDINGS AND FACILITIES (SCHEDULE M)

Project No.	Project Type	Project Name	Gross Cost	Details
P22-137	E	Buchanan House - Accessible Washroom Upgrade	\$ 250,000	Renovate washroom and implement accessibility features
P22-137-1	E	Buchanan House - Elevator Upgrade	500,000	Upgrade/modernize existing elevator to meet current codes and accessibility requirements
P22-138	RP	Old Court House - Phase 1 Window Refurbishment	200,000	Replace windows adjacent to fire escape to meet code and refurbishment of all 1st and 2nd floor windows
P22-171	RP	City Hall - Front Steps Replacements	60,000	Repair and replace damaged concrete steps at front entrance to maintain safe access
<b>Administrative and Operational Centres</b>			<b>\$ 1,510,000</b>	
<b>PRCS - Arenas and Recreation Facilities</b>				
P22-139	RN	Bill Burgoyne Arena - Exterior Cladding	\$ 400,000	Installation of exterior cladding and insulation on perimeter walls to improve energy efficiency and to protect exterior block walls
P22-140	RP	Merritton Arena - Capital Equipment Repairs	50,000	Replace boiler, and compressor motors (x 2) which are at the end of serviceable life
P22-142	RP	Seymour Hannah - Capital Equipment Repairs	65,000	Replace brine pump motors (x 4) which are at end of serviceable life
P22-143	RN	Lester B. Pearson Park - KAC Pool Repairs and Lighting	60,000	Repair and regrout stains in leisure pool; replace exterior parking lot lighting fixtures with LEDs

2022 CAPITAL BUDGET  
BUILDINGS AND FACILITIES (SCHEDULE M)

Project No.	Project Type	Project Name	Gross Cost	Details
P22-145	RN	Port Dalhousie Lions Park - Wading Pool Repairs	\$ 25,000	Sandblast and repaint wading pool to prolong service life
P22-151	RN	Port Weller Community Centre - Site Improvements	690,000	Reconstruct north parking lot, resurface south parking lot, tennis courts, and replace exterior lighting
<b>PRCS - Arenas and Recreation Facilities</b>			<b>\$ 1,290,000</b>	
<b>PRCS - Parks Structures and Facilities</b>				
P22-146	RP	Lakeside Park - Grinder Sump Pumps & Controls	\$ 50,000	Replacement of grinder sump pumps in pit adjacent to washroom building to reduce ongoing maintenance issues
P22-147	E	Lakeside Park - East & West Pier Improvements	345,000	Light bollards and timber boat fenders for the west pier and twelve concrete benches for the east pier
P22-148	RP	Berkley Park - Replace Tennis Court Lighting	90,000	Replace existing tennis courts light fixtures with LEDs to reduce utility and maintenance costs
P22-149	RN	Lancaster Park - Bleacher Waterproofing	100,000	Waterproofing of bleachers above diamond 1 washroom
P22-150	RN	Sunset Beach - Boat Ramp Capital Repairs	100,000	Complete necessary capital repairs to prolong the service life of concrete boat ramp
<b>PRCS - Parks Structures and Facilities</b>			<b>\$ 685,000</b>	

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
NI = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

2022 CAPITAL BUDGET  
BUILDINGS AND FACILITIES (SCHEDULE M)

Project No.	Project Type	Project Name	Gross Cost	Details
<b>Other Special Purpose Facilities</b>				
P22-152	RN	Rear Inner Range Lighthouse - Building Envelope Improvements	\$ 50,000	Replace upper windows, paint sills, heads & gables
P22-153	E	Lakeside Park - Carousel Accessibility	100,000	Implement barrier free access to Carousel
P22-154	RN	Morningstar Mill - Structural Repairs	130,000	Waterproofing and structural repairs to Miller's House; structural masonry repairs to Regional Barn
P22-155	RP	Morningstar Mill - Replace Roofing	120,000	Replacement of cedar shingles on roof of Sawmill and Miller's house buildings
P22-156	RN	Performing Arts Centre - Exterior Wall Cladding	75,000	Capital repairs to wall cladding, horizontal bands and parapet flashing to mitigate water infiltration concerns
P22-157	RP	Meridian Centre - Replace Board Glass	110,000	Replacement of acrylic dasher board glass due to end of service life and to meet OHL standards
P22-158	RP	Meridian Centre - Light Replacements	95,000	Replacement of remaining fluorescent light fixtures with LEDs in corridor and concession areas to reduce utility and maintenance costs
P22-159	RP	Replacement of Security Cameras - Phase 1	100,000	Replacements due to end of serviceable life, and improvements in technology at various locations
P22-170	E	Lockhart Point Old Lock 1 - Event Power	100,000	Provide electrical event power, meter and site lighting for Old Lock 1 event stage
<b>Other Special Purpose Facilities</b>			<b>\$ 880,000</b>	
<b>New Projects Subtotal</b>			<b>\$ 4,365,000</b>	
			<b><u>\$ 5,643,000</u></b>	

Project Type: RP = Replacement, RN = Renewal, E = Expansion, NI  
Non-Infrastructure Solutions, M = Maintenance, D = Disposal

2022 CAPITAL BUDGET  
PARKING SERVICES (SCHEDULE N)

Project No.	Project Type	Project Name	Gross Cost	Details
<b>New Projects</b>				
P22-160	RN	Carlisle St. Parking Garage - Replace Entrance Gate	\$ 10,000	Replacement of one (1) entrance gate from the Garden Park side to facilitate larger vehicles
P22-161	RN	Ontario St. Parking Garage - Ceiling Testing Ports	50,000	Necessary upgrades to the the ceiling testing ports to facilitate biennial strand monitoring
			<b><u>\$ 60,000</u></b>	

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2022 CAPITAL BUDGET  
FIRE SERVICES ( SCHEDULE O)

Project No.	Project Type	Project Name	Gross Cost	Details
<b>Previously Budgeted Projects - Additional Budget Requirements</b>				
P22-173	RP	Firehall #2 - Linwell Rd Rebuild Fire Station	\$6,000,000	Design and construction of a replacement Firehall #2, which is past its expected useful life.
<b>Subtotal</b>			<b>\$ 6,000,000</b>	
<b>New Projects</b>				
PFR22-01	RN	Communication Towers Upgrade	\$ 80,000	Total cost for all five (5) links, ancillary equipment and installation for improved communication with our equipment
<b>Subtotal</b>			<b>\$ 80,000</b>	
			<b><u>\$6,080,000</u></b>	

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2022 CAPITAL BUDGET  
FLEET ( SCHEDULE P)

Project No.	Project Type	Project Name	Gross Cost	Details
<b>New Projects</b>				
PFL22-01	RP	Two (2) Single Axle Dump Trucks (Replacement)	\$ 640,000	Replacement of dump trucks with snow and ice equipment, used for Municipal Works road maintenance (summer) and winter control
			<b><u>\$ 640,000</u></b>	

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2022 CAPITAL BUDGET  
CORPORATE INFRASTRUCTURE (SCHEDULE Q)

Project No.	Project Type	Project Name	Gross Cost	Details	Notes
<b>Previously Budgeted Projects- Additional Budget Requirements</b>					
PCI17-01	RP	Enterprise Resource Planning (ERP) System Implementation	\$ 1,580,000	Partial budget for implementation of an ERP system that will replace the City's existing financial systems and provide enhanced support for accounts receivable, accounts payable, procurement, commitments and project management	
PCI21-01	RP	Property Tax System Implementation	330,000	Additional budget for implementation of property tax software - CentralSquare and related modules for tax certificates, point-of-sale, and citizen engagement portal. Replaces the City's current systems which are past end of life and receiving very limited vendor support (FMS-122-2021)	PA
PCI21-10	RP	Asset Management - Phase 2- Implementation of AM Solutions	1,300,000	Replacement for Work Manager, GIS system and asset management software	
<b>Subtotal</b>			<b>\$ 3,210,000</b>		
<b>New Projects</b>					
PCI22-01	RP	New Switches at City Hall and Meridian Centre	\$ 110,000	Replace current switches which are at end of useful life	
PCI22-02	E	Excess Soil Management Software	40,000	Software licensing fees and set-up of system to track soil movement as required by Ont. Regulation 406/19	
<b>Subtotal</b>			<b>\$ 150,000</b>		
			<b>\$ 3,360,000</b>		
<b>Less:</b>					
PA		Property Tax System Implementation	330,000	Council Approval FMS-122-2021	
<b>Total budget requiring Council approval</b>			<b>\$ 3,030,000</b>		

Notes:

PA- Previously approved by Council in 2021

Project Type: RP = Replacement, RN = Renewal, E = Expansion,  
N = Non-Infrastructure Solutions, M = Maintenance, D = Disposal

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2022 CAPITAL BUDGET  
TRANSIT COMMISSION SERVICES (SCHEDULE R)

Project			Gross Cost	Details	Notes
Project No.	Type	Project Name			
TCP22-001	RP	2022 Transit Funding	\$ 1,050,000	City's portion of Transit Commission 2022 Facility Budget	1
			<u>\$ 1,050,000</u>		

## NOTE:

- 1 Budget established to provide the City's portion of funding for facility renewal. Upper levels of government provide the largest share of the required funding. Budget will be funded by debt serviced by the Transit Commission and a 10% revenue contribution from the Transit Commission.  
Transit's governance is currently under review by Regional Municipalities, and a decision is expected in the first quarter of 2022.

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**Co-ordinated Projects**

Schedule S

For asset categories within the road allowance (roads, sidewalks, sewers, water mains), coordination with other construction activities is taken into consideration to take advantage of economies of scale and reduce the impact of construction on abutting property owners and the travelling public.

Determination of the final construction program for all the assets for a particular year is the result of an iterative effort by staff in reviewing all the asset categories. Schedule S reports on the new and continuing projects included within the 2022 Capital Budget. For each project in the schedule, each of the asset categories previously reported in Schedule B to J is shown.

2022 CAPITAL BUDGET  
COORDINATED PROJECTS (SCHEDULE S)

PROJECT NO	SCH	DESCRIPTION	GROSS COST	COMMENTS
<b>P18-062</b>		<b>Lake St. Road and Underground Improvements</b>		
	B	Roads	972,700	Reconstruction of road, sidewalk and storm sewer; additional funds
	C	Sidewalks	180,250	for replacement of C.I. watermain
	D	Storm Sewer Collection System	171,900	
	G	Water Distribution System	998,756	
			<b>\$ 2,323,606</b>	
<b>P22-001</b>		<b>Mitchell / Morgan / Richmond</b>		
	D	Storm Sewer Collection System	116,300	Engineering services for new storm and sanitary sewer installations in
	E	Sanitary	50,000	conjunction with watermain replacement and road works
	G	Water Distribution System	100,650	
			<b>\$ 266,950</b>	
<b>P22-061</b>		<b>James St. EA</b>		
	B	Roads	290,200	EA for reconstruction of James St. and construction of a public multi-
	E	Sanitary	39,000	use space
	G	Water Distribution System	53,000	
	L	CRCS	266,000	
			<b>\$ 648,200</b>	
<b>P22-062</b>		<b>Pinecrest Ave. Reconstruction</b>		
	B	Roads	304,300	Roadway reconstruction and sidewalk replacement
	C	Sidewalks	58,100	
			<b>\$ 362,400</b>	
<b>P22-063</b>		<b>Parnell Rd. Reconstruction</b>		
	B	Roads	237,600	Design of future road reconstruction and culvert replacement;
	G	Water Distribution System	148,500	engineering services for abandonment of existing C.I. watermain
	H	Bridges and Major Culverts	831,600	
			<b>\$ 1,217,700</b>	



2022 CAPITAL BUDGET  
COORDINATED PROJECTS (SCHEDULE S)

PROJECT NO	SCH	DESCRIPTION	GROSS COST	COMMENTS
<b>P22-064</b>		<b>Blue Spruce / Huntingwood</b>		
	B	Roads	338,700	Road resurfacing and replacement of existing C.I. watermain
	G	Water Distribution System	255,000	
			<b>\$ 593,700</b>	
<b>P22-123</b>		<b>Rockwood Ave Culvert (C117M) Replacement &amp; Road Resurfacing</b>		
	B	Roads	96,100	Mill and resurface roadway in conjunction with culvert replacement
	H	Bridges and Major Culverts	455,000	
			<b>\$ 551,100</b>	
<b>P22-130</b>		<b>Rosedale Creek / Secord Creek Environmental Assessment &amp; Design</b>		
	H	Bridges and Major Culverts	27,300	Engineering services to identify and replace culvert deficiencies
	J	Watercourses	50,600	
			<b>\$ 77,900</b>	
		<b>Total</b>	<b>\$ 6,041,556</b>	

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CITY OF ST.CATHARINES  
2023 CAPITAL FORECAST (SCHEDULE T)

DESCRIPTION	GROSS COSTS	CANADA COMMUNITY BUILDING FUND	OTHER EXTERNAL/ RESERVES	TAX/RATE PAYER	DEBT
<b>ROADS</b>					
First Street Louth Road Improvements	\$ 3,056,000	\$ -	\$ 3,056,000	\$ -	\$ -
Moffatt St. Secondary Access	500,000			27,500	472,500
2023 Roads Priority Program	7,525,000	689,120	4,800	1,913,700	4,917,380
Street Lights	737,000	-	-	135,000	602,000
Traffic Signals Specific Locations	836,000	-	-	282,000	554,000
	12,654,000	689,120	3,060,800	2,358,200	6,545,880
<b>SIDEWALKS, WALKWAYS AND MULTIUSE PATHS</b>					
Active Transportation	1,098,400	210,000	175,700	39,000	673,700
Sidewalks and Walkways	994,000	-	10,700	495,300	488,000
	2,092,400	210,000	186,400	534,300	1,161,700
<b>STORM SEWER - 2023 PRIORITIES</b>	2,275,168	806,000	694,400	42,000	732,768
<b>SANITARY SEWER - 2023 PRIORITIES</b>	5,087,133	1,000,000	-	2,761,703	1,325,430
<b>POLLUTION CONTROL - 2023 PRIORITIES</b>	1,000,000		-	1,000,000	-
<b>WATERMAINS - 2023 PRIORITIES</b>	8,240,225	1,352,000	469,200	4,953,688	1,465,337
<b>BRIDGES AND MAJOR CULVERTS</b>					
Culvert Replacements	1,480,000	348,131	-	63,000	1,068,869
South Service Road Bridge Removal or replacement (B011S)	805,000	-	-	44,000	761,000
Parnell Road Reconstruction	255,000	-	-	14,000	241,000
	2,540,000	348,131	-	121,000	2,070,869
<b>SHORELINE PROTECTION</b>	284,000	-	-	16,000	268,000
<b>WATERCOURSES</b>					
Francis Creek	2,130,000	-	2,130,000	-	-
Martindale Pond Weir Replacement	4,000,000	-	-	220,000	3,780,000
Other Creek Renewal Projects	700,000	-	-	39,000	661,000
	6,830,000	-	2,130,000	259,000	4,441,000
<b>REGIONAL</b>					
Region RR87 Main St., Lock St. & Lakeport Rd.	7,551,200	\$ -	\$ 4,500	\$ 3,718,076	\$ 3,828,624
Region - Glendale Avenue RR89 Improvements	490,000	-	78,400	23,000	388,600
	8,041,200	-	82,900	3,741,076	4,217,224

CITY OF ST.CATHARINES  
2023 CAPITAL FORECAST (SCHEDULE T)

DESCRIPTION	GROSS COSTS	CANADA COMMUNITY BUILDING FUND	OTHER EXTERNAL/ RESERVES	TAX/RATE PAYER	DEBT
<b>COMMUNITY, RECREATION AND CULTURE SERVICES</b>					
James Street Park	\$ 1,620,000	\$ -	\$ -	\$ 89,000	\$ 1,531,000
Parks Legacy Fund	250,000	-	125,000	125,000	-
Parks Renewal Plan	1,500,000	-	105,100	370,000	1,024,900
Tree Planting, Memorial Benches and Hanging Baskets	490,000	-	-	490,000	-
	3,860,000	-	230,100	1,074,000	2,555,900
<b>BUILDINGS AND FACILITIES</b>					
Administrative and Operational Facilities	870,000	-	100,000	42,000	728,000
Arenas and Recreational Facilities	2,850,000	-	375,000	138,000	2,337,000
Parks Structure and Facilities	1,540,000	-	360,000	65,000	1,115,000
Special Purpose Facilities	823,000	-	348,000	26,000	449,000
	6,083,000	-	1,183,000	271,000	4,629,000
<b>FIRE SERVICE</b>	7,600,000	-	900,000	369,000	6,331,000
<b>FLEET</b>	1,260,000	-	-	69,000	1,191,000
<b>PARKING SERVICE</b>	25,000	-	-	1,000	24,000
<b>CORPORATE INFRASTRUCTURE</b>					
Enterprise Resource Planning System Implementation	2,800,000	-	-	154,000	2,646,000
Backup Data Centre	2,000,000	-	-	110,000	1,890,000
Other Corporate Infrastructure	500,000	-	-	28,000	472,000
	5,300,000	-	-	292,000	5,008,000
<b>TRANSIT COMMISSION SERVICES</b>	1,050,000	-	-	105,000	945,000
<b>TOTAL 2023 CAPITAL FORECAST</b>	<b>\$ 74,222,126</b>	<b>\$ 4,405,251</b>	<b>\$ 8,936,800</b>	<b>\$ 17,967,967</b>	<b>\$ 42,912,108</b>

CITY OF ST.CATHARINES  
2022 CAPITAL BUDGET AND FOUR YEAR FORECAST (SCHEDULE U)

Financial Management Services, Corporate Asset Management 2022 Capital Budget

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	2022	2023	2024	2025	2026
<b>CAPITAL EXPENDITURES</b>					
Roads	9,727,100	12,654,000	10,771,951	8,595,001	9,147,000
Sidewalks, Walkways and Multi-Use Pathways	2,661,300	2,092,400	1,808,663	1,701,663	1,701,663
Storm Sewer Collection System (including Sewer Separation)	1,466,200	2,275,168	3,815,100	3,970,000	4,130,000
Sanitary Sewer Collection System	2,508,954	5,087,133	5,805,376	6,245,844	8,032,781
Pollution Control	200,000	1,000,000	1,000,000	1,000,000	1,000,000
Water Distribution System (Watermain)	5,525,906	8,240,225	13,760,749	12,629,964	16,904,363
Bridges and Major Culverts	2,102,800	2,540,000	1,300,000	-	-
Shoreline Protection	292,200	284,000	140,000	1,693,000	1,481,000
Watercourses	2,068,000	6,830,000	1,800,000	664,000	910,000
Regional Projects	4,330,000	8,041,200	1,862,000	7,492,000	-
Community, Recreation and Culture Services	4,077,000	3,860,000	7,270,000	3,255,000	7,125,000
Buildings and Facilities (including Accessibility)	5,643,000	6,083,000	9,745,000	7,930,000	8,080,000
Parking Services	60,000	25,000	1,050,000	-	60,000
Fire Services	6,080,000	7,600,000	8,186,000	8,000,000	1,797,000
Fleet	640,000	1,260,000	-	310,000	-
Corporate Infrastructure	3,360,000	5,300,000	2,920,000	2,000,000	2,000,000
Transit Commission	1,050,000	1,050,000	1,050,000	1,050,000	1,050,000
	<u>\$ 51,792,460</u>	<u>\$ 74,222,126</u>	<u>\$ 72,284,839</u>	<u>\$ 66,536,472</u>	<u>\$ 63,418,807</u>
<b>SOURCES OF FINANCING</b>					
Canada Community - Building Fund	9,043,422	4,405,251	4,405,251	4,405,251	4,405,251
Other External Funding (including Grants)	211,000	675,000	675,000	675,000	675,000
Reserve Funds (including D.C)	7,442,900	8,261,800	3,972,400	3,869,300	1,575,800
<b>TOTAL GRANTS/ 3rd PARTY/ RESERVES</b>	<u>\$ 16,697,322</u>	<u>\$ 13,342,051</u>	<u>\$ 9,052,651</u>	<u>\$ 8,949,551</u>	<u>\$ 6,656,051</u>
Infrastructure Levy	1,794,000	1,569,000	1,569,000	1,569,000	1,569,000
Tax Support	1,527,400	1,800,000	2,200,000	2,472,000	2,472,000
Water/Wastewater	6,081,332	8,584,119	8,205,747	8,728,981	8,739,462
Capital Out of Revenue (1)	2,255,130	6,014,848	7,749,189	8,904,913	10,484,195
<b>TOTAL TAX/ RATE PAYER</b>	<u>\$ 11,657,862</u>	<u>\$ 17,967,967</u>	<u>\$ 19,723,936</u>	<u>\$ 21,674,894</u>	<u>\$ 23,264,657</u>
<b>DEBENTURE (2)</b>	23,437,276	42,912,108	43,508,252	35,912,027	33,498,099
<b>TOTAL</b>	<u>\$ 51,792,460</u>	<u>\$ 74,222,126</u>	<u>\$ 72,284,839</u>	<u>\$ 66,536,472</u>	<u>\$ 63,418,807</u>

CITY OF ST.CATHARINES  
2022 CAPITAL BUDGET AND FOUR YEAR FORECAST (SCHEDULE U)

	2022	2023	2024	2025	2026
Note (1)					
Capital out of Revenue Allocation					
Tax Supported	1,049,000	2,821,450	2,305,999	2,016,000	1,971,000
Water/Wastewater	1,101,130	3,088,398	5,338,190	6,783,913	8,408,195
Transit Commission	105,000	105,000	105,000	105,000	105,000
Total Capital out of Revenue	<u>\$ 2,255,130</u>	<u>\$ 6,014,848</u>	<u>\$ 7,749,189</u>	<u>\$ 8,904,913</u>	<u>\$ 10,484,195</u>
Note(2)					
Debenture Allocation					
Tax Supported	20,855,878	36,364,341	37,225,062	29,015,113	26,115,612
Water/Wastewater	1,636,398	5,602,767	5,338,190	5,951,914	6,437,487
Transit Commission	945,000	945,000	945,000	945,000	945,000
Total Debenture	<u>\$ 23,437,276</u>	<u>\$ 42,912,108</u>	<u>\$ 43,508,252</u>	<u>\$ 35,912,027</u>	<u>\$ 33,498,099</u>

OTHER POTENTIAL CAPITAL PROJECTS - 2027 and BEYOND  
SCHEDULE V

The intent of the list below is to highlight projects that have been raised to Council or discussed by Council. As these projects have not been included in the forecast at this time they would be considered in years six through ten (2027- 2031). However, some of these items represent underfunding of current programs, and so if funding was available the expenditures could be accelerated. The costs provided are based on high level estimates. Costs are expected to change as the scope is refined and project planning proceeds. This list does not include the regular ongoing annual replacement of linear assets, buildings and facilities that are being accommodated in the annual Capital Budget. Also, sidewalks and Roads underfunding has not included on this list, as they are currently under review.

Project Type	Asset	Facility/location	Description	Estimated Cost (\$000)	Supporting reports plans/strategy	Estimated Year
E	Road/ Bridge	Chestnut St Extension	new roadway from Hastings St. to Brookdale Ave (scope subject to Class Environmental Assessment process)	694	Included in Transportation Master Plan and 2021 DC Study. EA ongoing	2030
E	Road/ Bridge	Ridley & Vansickle signals	New traffic signal	291	Included in the 2021 DC Study	2030-2036
E	Equipment	Various locations	Waterbottle filling stations	459	Included in the 2021 DC Study	2027-2029
E	Land Improvement	Parkland	Parkland Development near GO Station	306	Included in the 2021 DC Study	2027-2030
E	Land Improvement	Parkland & Amenities	Parkland Development/Amenities near Glendale & Welland Canal	306	Included in the 2021 DC Study	2027-2030
E	Land Improvement	Parkland	Parkland Development at former General Motors Site	510	Included in the 2021 DC Study	2031
R	Watercourses	Lock Wall Rehabilitation	Various lock wall locations identified as medium rating to be completed within 1-5 years	590	2018 Lock Wall Inspections	2027
R	Bridges	Bridges	Replacements -Costs over \$500k annual budget	6,500	2018 Bridge and Culvert Inspection	2027-2031
R	Watercourses	Dick's Creek(EB) and Beverly Hills Creek	Erosion control	990	2011 Inspection/2014 Priority Report	2027
R	Watercourses	Dick's Creek(MB), Beverly Hills Creek, beamer Creek, & City wide priority update	Erosion control	2,800	2011 Inspection/2014 Priority Report	2028-2031
R	Shoreline	Lakefront Park	Shoreline Protection construction costs	600	2020 Shoreline Priority Review	2027
E	Arena	Bill Burgoyne Arena	Twin Arena (option 1)	21,800	PRCS-124-2019 - Arena Strategy	2029
R	Heritage facility	Old Courthouse	Address Accessibility / Deficiencies	5,500	2019 Building Condition Assessment, AODA guidelines	2027
R	Park	Jaycee Park	New indoor equipment storage facility	1,000	Operational Needs	2027-2030
R	Facility	To be determined	Aquatics facilities	20,000	Aquatics Facility Strategy	2027
	Pool	Lincoln Park	Lincoln Park Outdoor Pool	4,000	Aquatics Facility Strategy	2027
SI	Park	Sunset Beach	Park Improvements phase 2 & 3	2,504	PRCS-149-2019	2027-2031
R	Playground Replacements - various locations		57 playground replacements as planned from 2020-29	6,925	PRCS-B002-2018 - Parks Renewal Plan & CRCS-B017-2021 (2021 Update)	2027-2031
R	Tennis Court Replacements - various locations		10 tennis court replacements as planned from 2020-29	180		
R	Basketball Courts	Basketball Courts	18 basketball court replace. as planned from 2020 -29	205		
SI	Park	Skateboard Park (north of the QEW)		500	Recreation Facility & Programming Master Plan Recommendation #28 / Recreation Master Plan Advisory Committee's highest prioritized recommendation	2027-2030
		To be determined				
R	Vehicles	Fire Fleet	Fire Supression Vehicles	6,959	Planned Replacement Schedule	2027-2030
R	Corporate Infrastructure	To be determined	Replacement of servers and equipment at data center	2,000		2027-2030
<b>2027-2031 identified unfunded projects</b>				<b>\$ 85,619</b>		

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2022 CAPITAL BUDGET  
PROJECT FUNDING (SCHEDULE W)

				FUNDING SOURCES								Notes
				GRANTS/DEV.CHRGS/RESERVES			RATE/TAX PAYER SUPPORT					
				Canada Community Building Fund	Other External Funding	Reserves & Dvlpmnt Chrg	Infrastruct. Levy	Tax Support	Water / Wastewater	Capital out of Revenue		
Sch	Project No.	Facility/Project Name	Gross Cost									
B	P18-062	Lake St. Road and Underground Improvements	972,700	876,500	-	-	-	96,200	-	-	-	
B	P19-066	Moffatt St. Secondary Access	1,000,000	-	-	-	-	-	-	50,000	950,000	
B	P21-097	Dunvegan Rd. Traffic Signal Replacement	151,700	106,014	-	-	-	45,686	-	-	-	
B	P22-061	James St. EA	290,200	-	-	-	-	290,200	-	-	-	
B	P22-062	Pinecrest Ave. Reconstruction	304,300	272,651	-	-	-	31,649	-	-	-	
B	P22-063	Parnell Rd. Reconstruction	237,600	214,100	-	-	-	23,500	-	-	-	
B	P22-064	Blue Spruce / Huntingwood	338,700	301,500	-	-	-	37,200	-	-	-	
B	P22-065	Vansickle Rd. Resurfacing and Intersection Improvements	2,155,700	2,025,000	-	-	-	130,700	-	-	-	
B	P22-066	Bunting Rd. Visioning	126,400	-	-	-	-	126,400	-	-	-	
B	P22-070	Preliminary Design for Future Road Rehabilitation	35,400	-	-	-	-	35,400	-	-	-	
B	P22-080	2022 Road Resurfacing Program	3,573,300	-	-	-	-	183,065	-	170,000	3,220,235	
B	P22-097	Traffic Signals (including pedestrian crossings)	300,000	-	-	48,000	252,000	-	-	-	-	6
B	P22-098	Street Lights	100,000	-	-	-	-	100,000	-	-	-	
B	P22-099	CCTV Installation Within Road Right of Way	45,000	-	30,000	-	15,000	-	-	-	-	1, 4
B	P22-123	Rockwood Ave Culvert (C117M) Replacement & Road Resurfacing	96,100	-	-	-	-	-	-	5,000	91,100	
C	P18-062	Lake St. Road and Underground Improvements	180,250	-	-	28,800	9,200	142,250	-	-	-	6
C	P22-040	2022 Walkway Improvements	50,600	-	-	-	42,900	7,700	-	-	-	
C	P22-040-1	Concrete Sidewalk Replacement Program	151,950	-	-	-	-	151,950	-	-	-	
C	P22-041	New Sidewalk Installation Program	26,300	-	-	4,200	22,100	-	-	-	-	6
C	P22-042	Dorothy St. New Sidewalk	212,300	178,300	-	34,000	-	-	-	-	-	6
C	P22-062	Pinecrest Ave. Reconstruction	58,100	-	-	-	-	58,100	-	-	-	
C	P22-068	City-Wide Trail Improvements	960,600	778,600	-	182,000	-	-	-	-	-	6
C	P22-069	Active Transportation Priorities	252,800	212,400	-	40,400	-	-	-	-	-	6
C	P22-169	Pathway-Hydro Corridor (P7) Between Rykert St. to Pelham Rd.	768,400	-	-	768,400	-	-	-	-	-	6
D	P17-067	St. Davids Rd. / Townline Rd. W	556,100	511,600	-	44,500	-	-	-	-	-	6
D	P18-062	Lake St. road and Underground Improvements	171,900	158,200	-	13,700	-	-	-	-	-	6
D	P22-001	Mitchell / Morgan / Richmond	116,300	107,000	-	9,300	-	-	-	-	-	6
D	P22-006	Catch Basins and Storm Service Installations	101,100	-	-	-	-	-	-	5,000	96,100	
D	P22-014	Storm Sewer CCTV Inspections	101,100	-	-	-	101,100	-	-	-	-	
D	P22-015	Design for Next Year's Projects	50,600	-	-	-	50,600	-	-	-	-	
D	P22-016	Storm Sewer Spot Repairs	252,800	-	-	-	-	-	-	13,000	239,800	
D	P22-020	Maplewood Dr.	116,300	-	-	9,300	-	-	-	5,000	102,000	6
E	P22-001	Mitchell / Morgan / Richmond	50,000	-	-	-	-	-	50,000	-	-	
E	P22-005	Sanitary Sewer Reaming and Lining	1,484,954	1,000,000	-	-	-	-	484,954	-	-	

2022 CAPITAL BUDGET  
PROJECT FUNDING (SCHEDULE W)

Financial Management Services, Corporate Asset Management 2022 Capital B...

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				FUNDING SOURCES								
				GRANTS/DEV.CHRGS/RESERVES			RATE/TAX PAYER SUPPORT					
Sch	Project No.	Facility/Project Name	Gross Cost	Canada Community Building Fund	Other External Funding	Reserves & Dvlpmnt Chrg	Infrastruct. Levy	Tax Support	Water / Wastewater	Capital out of Revenue	Debenture	Notes
E	P22-010	Extraneous Flow Elimination	50,000	-	-	-	-	-	50,000	-	-	
E	P22-011	Sanitary Sewer Spot Repair Program	500,000	-	-	-	-	-	500,000	-	-	
E	P22-012	Sanitary Sewer Flushing & Reaming	25,000	-	-	-	-	-	25,000	-	-	
E	P22-014	CCTV Sewer Inspections	300,000	-	-	-	-	-	300,000	-	-	
E	P22-015	Design for Next Year's Projects	50,000	-	-	-	-	-	50,000	-	-	
E	P22-019	Sewershed Analysis	10,000	-	-	-	-	-	10,000	-	-	
E	P22-061	James St. EA	39,000	-	-	-	-	-	39,000	-	-	
F	P22-021	Pollution Control Priority Program	200,000	-	-	-	-	-	200000	-	-	
G	P18-062	Lake St. Road and Underground Improvements	998,756	-	-	-	-	-	998,756	-	-	
G	P20-102	Lakeshore Rd. at Welland Canal	245,000	-	-	-	-	-	245,000	-	-	
G	P20-116	Stortz Hydrant Port Conversions	450,000	-	-	-	-	-	450,000	-	-	
G	P21-003	Ontario St. (RR#42) Underground Improvements	2,700,000	1,352,000	-	-	-	-	39,772	457,930	850,298	
G	P22-001	Mitchell / Morgan / Richmond	100,650	-	-	-	-	-	100,650	-	-	
G	P22-061	James St. EA	53,000	-	-	-	-	-	53,000	-	-	
G	P22-063	Parnell Rd. Reconstruction	148,500	-	-	-	-	-	148,500	-	-	
G	P22-064	Blue Spruce / Huntingwood	255,000	-	-	-	-	-	255,000	-	-	
G	P22-100	Keistan Dr.	475,000	-	-	-	-	-	475,000	-	-	
G	P22-118	Valves, Hydrants & Services	50,000	-	-	-	-	-	50,000	-	-	
G	P22-119	Design for Next Year's Projects	50,000	-	-	-	-	-	50,000	-	-	
H	P22-063	Parnell Rd. Culverts Reconstruction	831,600	519,257	-	-	-	-	-	16,000	296,343	
H	P22-121	Niagara St. / Walkers Creek Park Pedestrian Bridges	470,400	430,300	-	-	-	40,100	-	-	-	
H	P22-122	Battersea / Bunting / Melody Trail Culvert Rehabilitation	318,500	-	-	-	-	-	-	16,000	302,500	
H	P22-123	Rockwood Ave. Culvert (C117M) Replacement & Road Resurfacing	455,000	-	-	-	-	-	-	23,000	432,000	
H	P22-130	Rosedale Creek / Secord Creek Environmental Assessment & Design	27,300	-	-	-	-	27,300	-	-	-	
I	P22-132	2022 Shoreline Protection	245,700	-	-	-	-	-	-	12,000	233,700	
I	P22-150-1	Sunset Beach	46,500	-	-	-	46,500	-	-	-	-	
J	P17-129	Martindale Pond Weir Replacement	692,900	-	-	-	-	-	-	35,000	657,900	
J	P21-129	Spring Garden Creek Construction	1,324,500	-	-	-	-	-	-	66,000	1,258,500	
J	P22-130	Rosedale Creek / Secord Creek Environmental Assessment & Design	50,600	-	-	-	-	-	-	3,000	47,600	
K	RN20-stp	St. Paul Street at CNR Bridge Replacement	275,000	-	-	-	-	-	275,000	-	-	

2022 CAPITAL BUDGET  
PROJECT FUNDING (SCHEDULE W)

				FUNDING SOURCES									
				GRANTS/DEV.CHRGS/RESERVES			RATE/TAX PAYER SUPPORT						
Sch	Project No.	Facility/Project Name	Gross Cost	Canada Community Building Fund	Other External Funding	Reserves & Dvlpmnt Chrg	Infrastruct. Levy	Tax Support	Water / Wastewater	Capital out of Revenue	Debenture	Notes	
Capital Asset Management 2022-23 Budget	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	491,000	-	-	-	-	-	-	27,000	464,000		
	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	233,000	-	-	37,300	-	-	-	11,000	184,700	6	
	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	670,000	-	-	-	-	-	-	37,000	633,000		
	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	175,000	-	-	-	-	-	113,000	27,900	34,100		
	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	2,486,000	-	-	-	-	-	1,118,700	615,300	752,000		
	P21-156	Splashpad, Sun Shelter & Washroom	1,000,000	-	-	1,000,000	-	-	-	-	-	6	
	PRC21-04	Bogart St Park Basketball/Tennis/Pickleball Court & Playground	56,000	-	56,000	-	-	-	-	-	-	8	
	PRC22-01	Memorial Bench Program (Year 3 of 6)	80,000	-	-	-	80,000	-	-	-	-		
	PRC22-02	Tree Planting Program	375,000	-	-	-	375,000	-	-	-	-		
	PRC22-03	Environmentally Friendly Hanging Baskets (Year 1 of 3)	35,000	-	-	-	35,000	-	-	-	-		
	PRC22-04	Parks Legacy Fund	250,000	-	125,000	-	125,000	-	-	-	-	4	
	PRC22-05	Restoration of William Hamilton Merritt Statue	135,000	-	-	-	135,000	-	-	-	-		
	PRC22-06	Relocation of Private Watson Statue	100,000				100,000			-	-		
	P22-061	James St. EA	266,000	-	-	-	-	-	-	13,000	253,000		
	P22-162	Burgoyne Woods Playground - Parks Renewal Plan	450,000	-	-	31,500	-	-	-	21,000	397,500	6, PA	
	P22-163	Clifford's Creek Park Basketball Court - Parks Renewal Plan	120,000	-	-	8,400	-	-	-	6,000	105,600	6, PA	
	P22-164	Elma Street Park Multi-Use Court - Parks Renewal Plan	150,000	-	-	10,500	-	-	-	7,000	132,500	6, PA	
	P22-165	Valleyview Park Basketball Court, Multi-Use Court & Playground - Parks Renewal Plan	490,000	-	-	34,300	-	-	-	23,000	432,700	6, PA	
	P22-166	Louis Avenue Park Basketball Court - Parks Renewal Plan	90,000	-	-	6,300	-	-	-	4,000	79,700	6, PA	
	P22-167	St. Patrick's Park Multi-Use Court - Parks Renewal Plan	200,000	-	-	14,000	-	-	-	9,000	177,000	6, PA	
	P22-168	Pic Leeson Park Ball Diamond	280,000	-	-	-	-	-	-	14,000	266,000		
	M	P18-144	Buchanan House - Security Implementation	50,000	-	-	50,000	-	-	-	-	-	5
	M	P18-177	Morningstar Mill - Dam Replacement	1,000,000	-	-	-	-	-	-	50,000	950,000	
	M	P19-166	Bill Burgoyne Arena - Upgrade Life Safety Systems	50,000	-	-	50,000	-	-	-	-	-	5
	M	P20-145	Seymour Hannah - LED lighting	138,000	-	-	-	-	-	-	7,000	131,000	
M	P21-136	Haig Bowl Arena - Roof Replacement	40,000	-	-	40,000	-	-	-	-	-	5	
M	P22-133	City Hall - Church St. Elevator Modifications	200,000	-	-	-	-	-	-	10,000	190,000		
M	P22-134	City Hall - Improvements	50,000	-	-	50,000	-	-	-	-	-	5, 6	
M	P22-136	Lake Street Service Centre - Site Paving	250,000	-	-	-	-	-	-	13,000	237,000		
M	P22-137	Buchanan House - Accessible Washroom Upgrade	250,000	-	-	-	-	-	-	13,000	237,000		

2022 CAPITAL BUDGET  
PROJECT FUNDING (SCHEDULE W)

Asset Management 2022 Capital B...				FUNDING SOURCES							Notes	
				GRANTS/DEV.CHRGS/RESERVES			RATE/TAX PAYER SUPPORT					
				Canada Community Building Fund	Other External Funding	Reserves & Dvlpmnt Chrg	Infrastruct. Levy	Tax Support	Water / Wastewater	Capital out of Revenue		
Sch	Project No.	Facility/Project Name	Gross Cost									
M	P22-137-1	Buchanan House - Elevator Upgrade	500,000	-	-	-	-	-	-	25,000	475,000	
M	P22-138	Old Court House - Phase 1 Window Refurbishment	200,000	-	-	-	-	-	-	10,000	190,000	
M	P22-139	Bill Burgoyne Arena - Exterior Cladding	400,000	-	-	-	-	-	-	20,000	380,000	
M	P22-140	Merritton Arena - Capital Equipment Repairs	50,000	-	-	50,000	-	-	-	-	-	5
M	P22-142	Seymour Hannah - Capital Equipment Repairs	65,000	-	-	65,000	-	-	-	-	-	5
M	P22-143	Lester B. Pearson Park - KAC Pool Repairs and Lighting	60,000	-	-	60,000	-	-	-	-	-	5,7
M	P22-145	Port Dalhousie Lions Park - Wading Pool Repairs	25,000	-	-	25,000	-	-	-	-	-	5
M	P22-151	Port Weller Community Centre - Site Improvements	690,000	-	-	-	37,600	-	-	38,000	614,400	
M	P22-146	Lakeside Park - Grinder Sump Pumps & Controls	50,000	-	-	50,000	-	-	-	-	-	5
M	P22-147	Lakeside Park - East & West Pier Improvements	345,000	-	-	-	42,000	-	-	15,000	288,000	
M	P22-148	Berkley Park - Replace Tennis Court Lighting	90,000	-	-	35,000	55,000	-	-	-	-	7
M	P22-149	Lancaster Park - Bleacher Waterproofing	100,000	-	-	-	-	-	-	5,000	95,000	5
M	P22-150	Sunset Beach - Boat Ramp Capital Repairs	100,000	-	-	-	100,000	-	-	-	-	
M	P22-152	Rear Inner Range Lighthouse - Building Envelope Improvements	50,000	-	-	50,000	-	-	-	-	-	5
M	P22-153	Lakeside Park - Carousel Accessibility	100,000	-	-	-	-	-	-	5,000	95,000	
M	P22-154	Morningstar Mill - Structural Repairs	130,000	-	-	-	130,000	-	-	-	-	
M	P22-155	Morningstar Mill - Replace Roofing	120,000	-	-	-	-	-	-	6,000	114,000	
M	P22-156	Performing Arts Centre - Exterior Wall Cladding	75,000	-	-	75,000	-	-	-	-	-	5
M	P22-157	Meridian Centre - Replace Board Glass	110,000	-	-	-	-	-	-	6,000	104,000	
M	P22-158	Meridian Centre - Light Replacements	95,000	-	-	95,000	-	-	-	-	-	3, 7
M	P22-159	Replacement of Security Cameras - Phase 1	100,000	-	-	-	-	-	-	5,000	95,000	
M	P22-170	Lockhart Point Old Lock 1 - Event Power	100,000	-	-	-	-	-	-	5,000	95,000	
M	P22-171	City Hall - Front Steps Replacements	60,000	-	-	60,000	-	-	-	-	-	5
N	P22-160	Carlisle St. Parking Garage - Replace Entrance Gate	10,000	-	-	10,000	-	-	-	-	-	5
N	P22-161	Ontario St. Parking Garage - Ceiling Testing Ports	50,000	-	-	50,000	-	-	-	-	-	5
O	P22-173	Firehall #2 - Linwell Rd Rebuild Fire Station	6,000,000	-	-	4,303,000	-	-	-	22,000	1,675,000	9
O	PFR22-01	Communication Towers Upgrade	80,000	-	-	-	-	-	-	4,000	76,000	
P	PFL22-01	Two (2) Single Axle Dump Trucks (Replacement)	640,000	-	-	-	-	-	-	32,000	608,000	

2022 CAPITAL BUDGET  
PROJECT FUNDING (SCHEDULE W)

				FUNDING SOURCES								
				GRANTS/DEV.CHRGS/RESERVES			RATE/TAX PAYER SUPPORT					
Sch	Project No.	Facility/Project Name	Gross Cost	Canada Community Building Fund	Other External Funding	Reserves & Dvlpmnt Chrg	Infrastruct. Levy	Tax Support	Water / Wastewater	Capital out of Revenue	Debenture	Notes
Q	PCI17-01	Enterprise Resource Planning (ERP) System Implementation	1,580,000	-	-	-	-	-	-	79,000	1,501,000	
Q	PCI21-01	Property Tax System Implementation	330,000	-	-	-	-	-	-	17,000	313,000	PA
Q	PCI21-10	Asset Management - Phase 2- Implementation of AM Solutions	1,300,000	-	-	-	-	-	-	65,000	1,235,000	
Q	PCI22-01	New Switches at City Hall and Meridian Centre	110,000	-	-	-	-	-	-	6,000	104,000	
Q	PCI22-02	Excess Soil Management Software	40,000	-	-	-	40,000		-	-	-	
R	TCP22-001	2022 Transit Funding	1,050,000	-	-	-	-	-	-	105,000	945,000	
TOTAL			\$ 51,792,460	\$ 9,043,422	\$ 211,000	\$ 7,442,900	\$ 1,794,000	\$ 1,527,400	\$ 6,081,332	\$ 2,255,130	\$ 23,437,276	
Less Amounts Previously Approved by Council			\$ 1,830,000	\$ -	\$ -	\$ 105,000	\$ -	\$ -	\$ -	\$ 87,000	\$ 1,638,000	
Capital Budget Requiring Council Approval			\$ 49,962,460	\$ 9,043,422	\$ 211,000	\$ 7,337,900	\$ 1,794,000	\$ 1,527,400	\$ 6,081,332	\$ 2,168,130	\$ 21,799,276	

Notes:

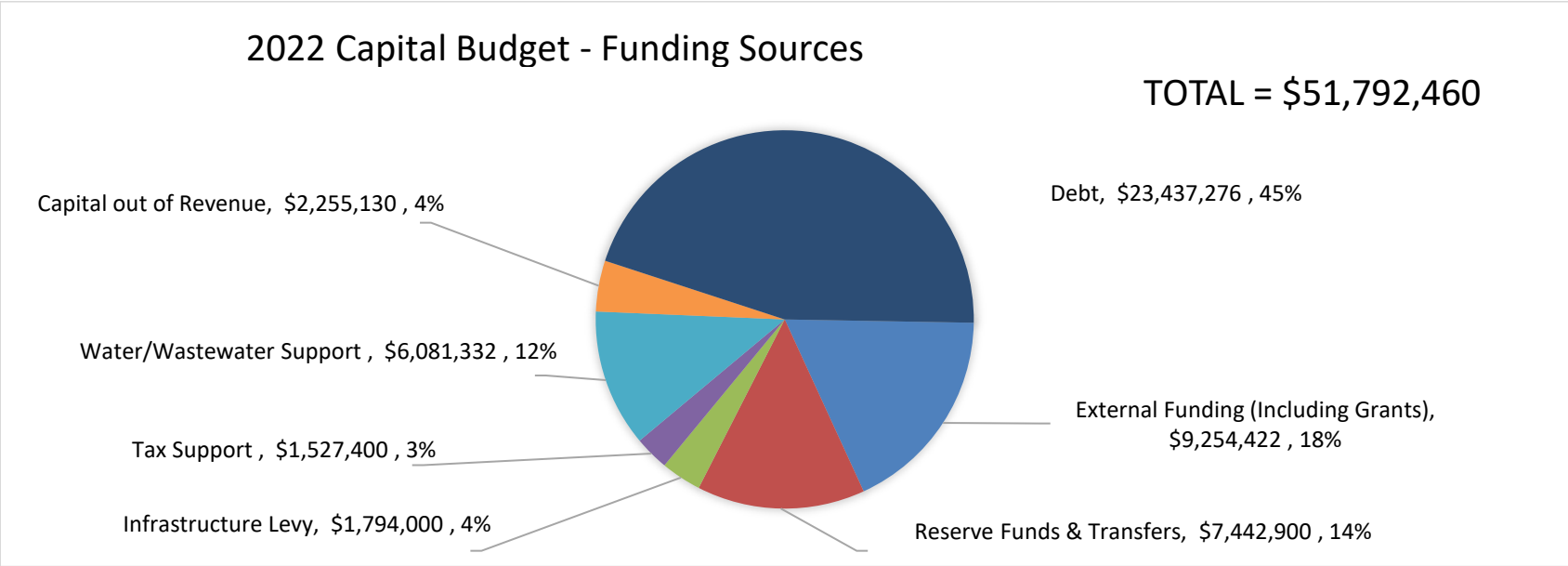
- 1 - Niagara Regional Police Service Funding
- 2 - Provincial Funding
- 3 - Meridian Reserve
- 4 - Donations
- 5 - Building Reserve

- 6 - Development Charges
- 7 - Green Initiatives Reserve
- 8 - Investing in Canada Infrastructure Program (ICIP)
- 9 - Transfer of surplus funding from prior year projects
- PA - Previously Approved by Council

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**Funding Our Capital Assets  
Schedule X**

Seven different sources of funding for the 2022 capital Budget for the City of St. Catharines are shown below:



**External Funding (Including Grants) - \$9,254,422**

Canada Community-Building Fund (CCBF) (formally known as the Federal Gas Tax Program) provides \$9,043,422 which is the largest portion of external funding for capital projects. The City's share of this program includes an additional 2021 one-time payment of \$4,058,439. This is in addition to scheduled annual payment of \$4,221,699 and \$763,284 of surplus funding from projects completed under budget. The CCBF grants fund various linear projects that are discussed in further detail in Schedule Y.

The Parks Legacy Fund projects rely upon donor contributions of \$125,000. Niagara Regional Police Service and the Region are also providing \$30,000 for CCTV cameras within the road right of way. An additional ICIP grant amount of \$56,000 for the Bogart Street Park is also included in this amount.

**Infrastructure Levy - \$1,794,000**

The Infrastructure Levy was established in 2016 to address the infrastructure deficit. The funds are being utilized to fund renewal. Any funds not allocated in the year will be maintained in a reserve

for use in future years for eligible projects. The annual funding has been set at 1.5% of the City’s portion of the prior year tax levy, providing \$1,569,000. For 2022, \$225,000 of available funding resulting from favorable variances in previous projects has been also been utilized. The projects funded by the 2022 infrastructure levy are shown in the graph below.

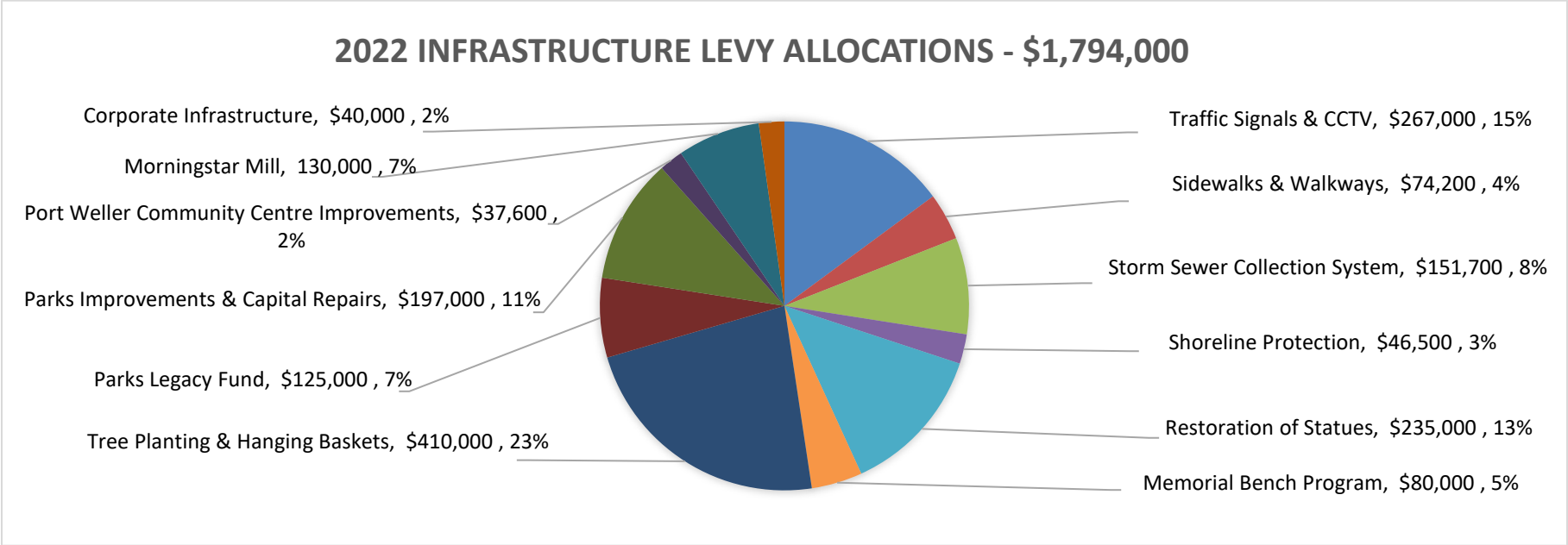
**Reserves and Projects Transfers - \$7,442,900  
(including Development Charges)**

In 2021, the City reintroduced Development Charges to recover growth costs. The 2022 Budget includes \$4,326,700 of funding from this source. The Building Reserve Fund (\$650,000), Green Initiatives Reserve (\$103,200) and the Meridian Centre Capital Reserve (\$60,000) is providing a total of \$813,200 of funding for works

related to building and facilities infrastructure. Also, \$2,303,000 of funds have been transferred from previously approved projects.

**Tax Support - \$1,527,400**

Rehabilitation projects for roads, sidewalks, streetlights, bridges and major culverts, are included in the Capital Budget and funded from the Operating Budget. Recognizing the ongoing financial challenges facing the City as a result of COVID19, the annual funding from the Operating Budget is \$946,000 lower than in 2019 (pre COVID19). This reduction in operating support has been replaced with increased CCBF and debt.





**Water/Wastewater (Rate) Support - \$6,081,332**

In 2019 Council approved the 10-year Financial Plan for Water and Wastewater (Water/Wastewater Plan) that included a significant increase in capital renewal, funded from rates. The Water/Wastewater Plan includes annual increases of no more than 6.5% on a typical residential household bill. The Water/Wastewater Plan was guided by the following principles (FMS-057-2019):

- 1) to reduce existing funding gaps, and
- 2) moving towards a sustainable replacement level of capital spending year over year.

The capital spending and funding amounts from rates, capital out of revenue, and debt that were included in The Water/Wastewater Plan, have been adjusted in the 2022 budget in response to the financial and operational challenges facing the City caused by COVID19. The 2022 budget and 2023-2026 forecast reflect the reallocation of the investment in Water and Wastewater. Decreased spending in years 2021-2023 is offset by increases in spending in the years 2024 - 2026, resulting in the same net investment in infrastructure over the next 6 years. However, in the short term the spending deferrals will continue to contribute to the widening infrastructure gap.

**Capital out of Revenue - \$2,255,130**

Capital out of revenue is the portion of the project cost that is funded from the tax or rate budgets. This Council supported strategy, sets the contribution rate at 10% of the project costs funded from debt. The capital out of revenue contribution approximates one year's worth of debenture costs of the project.

For 2022 the capital out of revenue contribution percentage has been reduced to 5% to provide relief to the operating budget,

significantly impacted by COVID19. These funding reductions have been offset by higher CCBF funding and debentures.

Where the City is issuing debt for water, wastewater or Transit Commission, a separate capital out of revenue payment is required from the respective area. The capital out of revenue contribution rates for Water and Wastewater set out in the Water/Wastewater Plan range from 40% to 60%, so as to manage debt levels while increasing investment in capital. For 2022, the capital out of revenue contribution percentage has been reduced to 35% (Water) and 40%(Wastewater) to provide relief to the 2022 Water/Wastewater budget, to assist with the recovery from the impacts of COVID19. These funding reductions have been offset by higher CCBF and debentures.

**Debt - \$23,437,276**

Debt is the most significant funding source for the annual Capital Budget and is utilized after all other funding has been applied. Debenture financing allows the City to spread the costs of capital over the term of debt, rather than requiring funding in the year of construction. Consistent with council approved debt strategy, debt terms for specific projects have been increased to 30 years. This change results in better alignment between debt repayment terms and expected asset life. Debt Management is necessary to ensure that the City maintains an appropriate debt level. The Council Approved Debt Management Strategy is outlined in schedule AB.

Debenture funding has been utilized to reduce tax and rate supported funding 2022, to respond to the current financial situation. However, at 45%, the debt funding percentage is still comparable to debt funding rates in prior years.

**Funding from Canada Community-Building Fund - \$9,043,422  
Schedule Y**

The Canada Community-Building Fund (CCBF), formally known as the Federal Gas Tax Program (FGT) provides the largest ongoing external funding contribution for capital projects.

Council endorsed a five-year capital investment plan for FGT revenues in 2009 which identified continued funding for combined sewer system upgrades (storm sewer separations) and watermain replacement in conjunction with the combined sewer system upgrade and various road resurfacing projects. Council subsequently shifted focus away from underground infrastructure to include facility energy related initiatives and non-resurfacing roadwork. One of the requirements of the CCBF is that the expenditures are incremental, meaning that the funds cannot be used to displace current capital investment or reduce municipal taxes.

The City's \$9,043,422 of Gas Tax funding includes annual funding of \$4,221,699, an additional 2021 one-time payment of \$4,058,439

and \$763,284 of surplus funding from projects completed under budget. The additional funding has been utilized to reduce the 2022 taxpayer support.

Below is a list of the 2022 capital projects funded by FGT:

B	Road Construction	\$ 3,795,765
C	Multi-Use Pathways	991,000
C	New Sidewalks	178,300
D	Storm Sewer Collection	776,800
E	Sanitary Sewer Collection	1,000,000
G	Water Distribution	1,352,000
H	Bridges and Culverts	949,557
	<b>TOTAL</b>	<b>\$9,043,422</b>

## Debt Management Strategy Schedule Z

The currently established Debt Management Strategy, with Council's ongoing support, has the following criteria:

- 1) **Eligibility:** Not all capital projects are suited for debt financing. The City's strategy is to recommend debt financing only for infrastructure purposes. Large projects that provide assets with well-defined benefits to the community, have long asset lives and the ability to leverage additional financing elsewhere are eligible for debt financing.
- 2) **Sustainable Level of Borrowing:** For debt management purposes, the City shall limit external debt charges to a maximum of 10% of the City's total own source revenues. This guideline ensures that the debt service costs are sustainable within the operating budget. It protects against debt servicing becoming an increasing burden and a larger portion of the City's budget.
- 3) **Capital Out of Revenue Contributions:**  
**Tax Supported Projects** - The City requires a down payment equal to 10% of the tax supported capital costs eligible for debt financing. This down payment reduces the amount to be borrowed and matches the approximate costs of one year's debt service to the year in which project is approved. As a result, Council will raise, through property taxes, an amount which will be equivalent of at least one year's debt charges for each particular tax supported project.

**Water / Wastewater Projects** - The capital from revenue contributions for Water/Wastewater projects include increasing revenue percentages over the next ten (10) years.

Consistent with the Water / Wastewater Financial Plan, targets of at least 40/60 are intended to balance asset renewal and debt levels.

- 4) **Debenture Term considerations and Limitations:** Tax supported debentures may be issued for terms between 5 to 10 years. Debentures funding Water and Wastewater capital assets may be issued for terms up to 30 years. Debentures funding specific large projects, may in consultation with Council be issued for terms up to 30 years. Furthermore, debt terms will be for no more than 75% of the Asset's useful life and the selection of term will consider available interest rates.

The capital out of revenue contributions of 5% for tax supported projects included in the 2022 Capital Budget are outside of the current Debt Management Strategy's guidance. These reduced rates will provide temporary relief to the 2022 Operating Budget. The debt funded projects remain in compliance with criteria 1 listed above.

The debt charges for 2022 are forecast to increase marginally above 10% of the City's own source revenues. In compliance with criteria 2 of the Strategy, the future year forecasts outlined below indicate that the debt charge ratio will move above 10%. These forecasts will be updated and the debt servicing ratios will continue to be monitored and reviewed with Council on a regular basis.

## Debt Management Strategy Schedule Z

The Municipal Act requires that a Municipality have a five-year capital financing forecast. Ontario Regulation 403/02 limits annual debt charges to no more than 25% of the City's own source revenues. Using this guideline, the City could increase its debt (approximately) by a further \$128.9 million based on an interest rate of 7%, which is the rate the Ministry of Municipal Affairs uses for illustrative purposes. (Calculation is provided on Schedule AA).  
Using a lower estimated borrowing rate of 5%, the City's additional debt capacity would be \$144.1 million.

The City Treasurer has updated the Debt Repayment Limit for the City, and the debenture amount proposed in the 2022 Capital Budget will not cause the City to exceed its limit.

In 2020, the City's debt charges were 9.5% of the City's own source revenues. Each year, the Ministry of Municipal Affairs, produces a financial indicator review that states that debt costs between 5% and 10% are considered moderate risk – which is where the City of St Catharines currently resides. Table 1 below reports the estimated impact of increased borrowing activities for the next five years.

Table 1 below shows the total debt charges as a percentage of own source revenues exceeding the 10% upper limit in 2022. There are many assumptions to determine this percentage, including the amount of debt to be issued, timing of the debt issuances and total amount of expenditures. The assumptions made are conservative. The forecasts are also impacted by the reduction in own source revenues in 2020 as a result of COVID-19. This projection assumes that future debt is issued for a 10-year term with an interest rate of 4%, or a 30 year term with an interest rate of 5%. Debt terms are consistent with the Council Approved Capital Financing and Debt Management Strategy. The interest rate on recent debentures issues has been much lower (2021-1.78%, 2020 -1.57%). Any changes made to any of the assumptions – whether that is timing, term or interest rate for debt issuances, or the level of capital spending supported by debt, will have an impact on the debt charges as a percentage of own source revenues, the projected debt balance and future tax levy impacts.

As the City continues to refine its Asset Management Plan and formulate its future debt needs these forecasts will be updated and the debt servicing will continue to be monitored and reviewed on a regular basis, for compliance with Council set limits.

TABLE 1

	2021	2022	2023	2024	2025	2026
<b>Outstanding Debt (external)</b>	\$123.03m	\$127.0m	\$135.4m	\$152.4m	\$170.7m	\$188.5m
<b>Outstanding debt (internal)</b>	3.5m	2.8m	2.2m	1.5m	0.8m	-
<b>Debt Per Household</b>	2,055	2,121	2,261	2,545	2,850	3,148
<b>Total Annual Debt Servicing</b>	20.4m	21.7m	22.4m	24.3m	26.4m	28.6m
<b>Debt Servicing as % of Own Source Revenues</b>	9.69%	10.07%	10.16%	10.82%	11.51%	12.49%

## 2022 CAPITAL BUDGET -MUNICIPAL ACT DEBT LIMITS (SCHEDULE AA)

Calculation of Debt Charges:	(Per 2020 FIR schedule 81 )		
Total Principal		\$	14,456,393
Total Interest			4,266,287
			<u>18,722,680</u>
Payments of Long Term Commitments and Liabilities (SLC42 6010 01)			1,569,866
NET DEBT CHARGES		A	<u><u>\$ 20,292,546</u></u>
Calculation of Annual Repayment Limit:			
Total Revenue Fund Revenue (sch10 9910)		\$	236,865,645
<b>Excluded Revenue Amounts</b>			
Tile Drainage and Shoreline Assistance (SLC 12 1850 04)			-
Ontario Grants - incl. Grants for TCAs (SLC 10 0699 01+SLC 10 0810 01+ SLC10 0815 01)			(10,195,281)
Canada Grants - incl. Grants for TCAs (SLC 10 0820 01+SLC 10 0825 01)			(1,478,023)
Deferred Revenue Earned (Provincial Gas Tax) (SLC 10 830 01)			(246,754)
Deferred Revenue Earned (Canada Gas Tax) (SLC 10 831 01)			(1,717,268)
Other Municipalities including revenue for TCA (SLC 10 1098 01+SLC 101099 01)			(7,538,147)
Gain/Loss on sale of land & capital assets (SLC 10 1811 01)			(11,225)
Deferred revenue earned (Development Charges) (SLC 10 1812 01)			-
Deferred revenue earned (Development Charges) (SLC 10 1812 01)			(1,790)
Deferred revenue earned (Recreation Land(the planning act) (SLC 10 1813 01)			(1,053)
Other Deferred revenue earned (SLC 10 1814 01)			(267,451)
Donated Tangible Capital Assets (SLC 53 0610 01)			(16,106,832)
Increase/Decrease in Gov't Business Enterprise equity (SLC 10 1905 01)			(2,189,138)
			<u>(39,752,962)</u>
NET REVENUE FUND REVENUES		\$	<u><u>197,112,683</u></u>
25% OF NET REVENUE FUND REVENUE		B	<u><u>\$ 49,278,171</u></u>
Adjustments to Annual Repayment Limit			
ANNUAL REPAYMENT LIMIT UNDER REGULATION		C (B - A)	<u><u>\$ 28,985,625</u></u>
Unfinanced prior year capital projects/unissued debt (details in AA-1)			\$ 51,222,190
Capitalized Annual Repayment	Years	Rate	Factor
	10	7.00%	0.1424
ADJUSTED ANNUAL REPAYMENT LIMIT		D	(7,292,887)
		(C - D)	<u><u>\$ 21,692,738</u></u>
Remaining Debt Capacity			
Capitalized Debt Capacity			152,360,714
2022 Capital Budget			(23,437,276)
REMAINING DEBT CAPACITY			<u><u>128,923,438</u></u>

## 2022 CAPITAL BUDGET - SCHEDULE AA-1

## MUNICIPAL ACT DEBT LIMITS

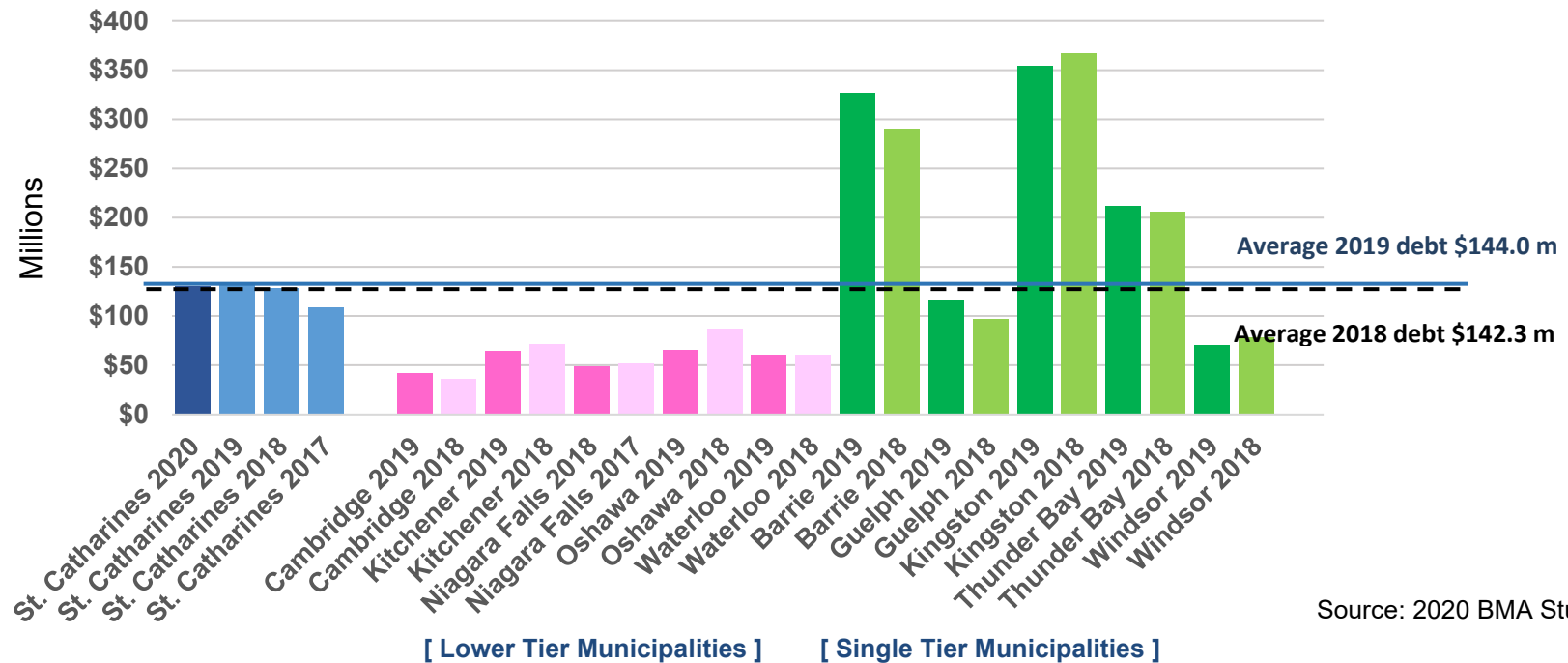
UNFINANCED PRIOR YEAR CAPITAL PROJECTS/UNISSUED DEBT  
(INCLUDES 2021 CAPITAL PROJECTS)

	Debt Amount
Administration & Operational Centres	\$ 1,337,277
Arenas and Recreational Facilities	2,840,260
Bridges and Culverts	1,510,983
Canada Summer Games Commitment	1,164,800
Cemetery	62,000
Corporate Infrastructure	4,041,000
Fire	3,138,000
Other Special Purpose Facilities	3,536,000
Parking Operations	420,972
Parks, Structures and Facilities	2,236,700
Pollution Control Plan	2,255,438
Regional Projects	251,900
Roads	13,237,820
Sanitary Sewer Collection	726,420
Shoreline Protection	67,000
Sidewalks, Walkways & Multi Use Pathways	2,729,400
Sidewalks, Walkways and Multi-Use Pathways	1,333,000
Storm Sewer Collection (incl. Separation)	7,155,200
Water Distribution System	2,483,820
Watercourses	694,200
TOTAL	<u>\$ 51,222,190</u>

**Capital Budget and Debt – Municipal Comparators**  
**Schedule AB**

Unlike Federal and Provincial budgets, municipal budgets are very capital intensive. Borrowing for capital projects provides many economic benefits for the future of the municipality, especially so, as choosing to be debt-free would result in substantially less infrastructure being renewed and available to the public. City Council has identified five single-tier and five lower-tier municipalities with similar characteristics to the City of St. Catharines, which are shown in Graph 1 below.

**Graph 1. Debt levels: Comparator Municipalities**



Source: 2020 BMA Study

Table 2 below shows the City of St. Catharines debt burden for the last four years (including internal debt).

**TABLE 2**

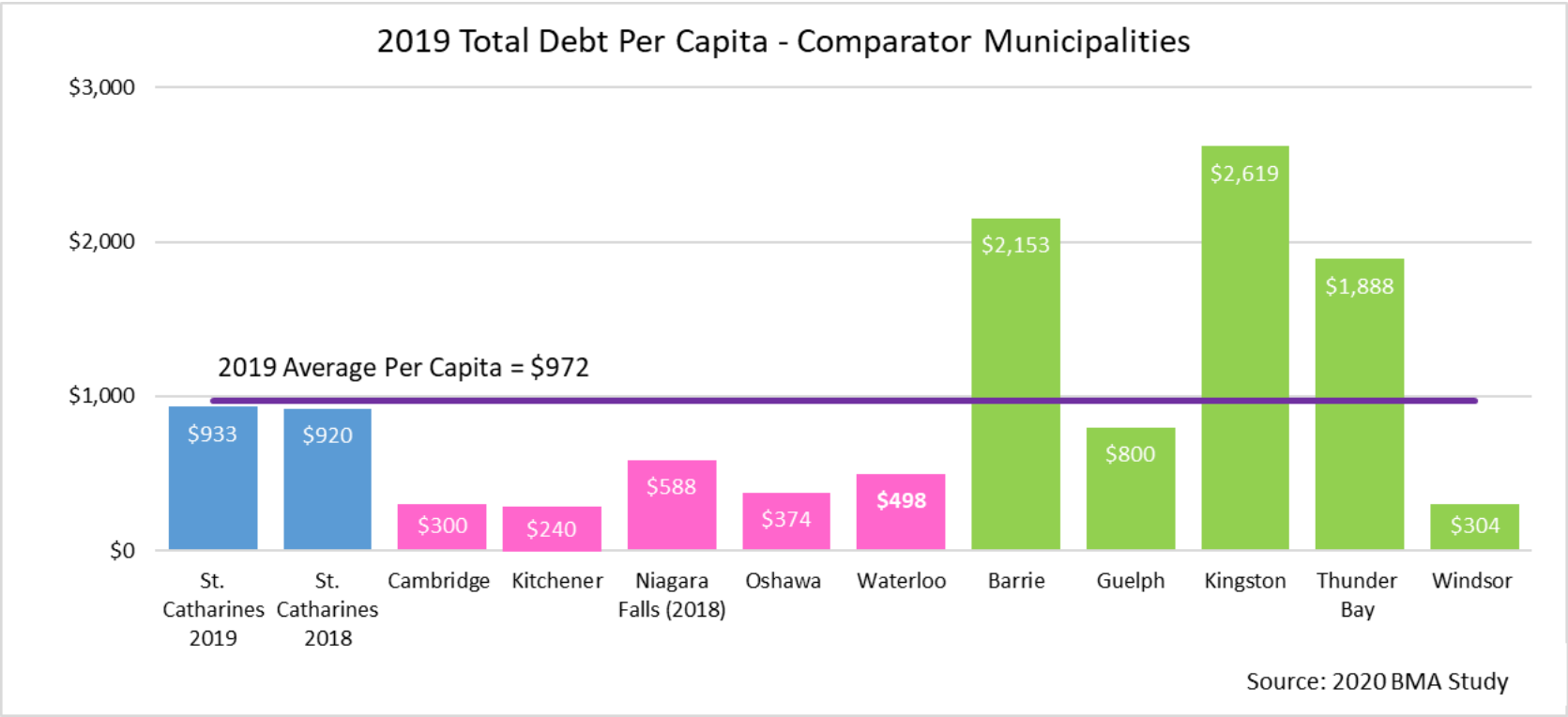
City of St. Catharines Outstanding Debt (\$Millions)	
2017	\$108.9
2018	\$128.5
2019	\$131.1
2020	\$130.1

**Capital Budget and Debt – Municipal Comparators**  
**Schedule AB (continued)**

Debt per capita is another common debt ratio. The latest data available from the 2020 BMA Study based on 2019 FIR data is shown in the Graph 2 below. The City of St. Catharines total debt outstanding per capita for 2019 was \$933, which is above the average for all reporting municipalities in the BMA study. The 2019 average for municipalities in the 2020 BMA Study was \$732. Looking amongst our ten comparators the data is a bit different. The eleven comparator municipalities' average for 2019 was \$972.

St. Catharines outstanding debt per capita of \$933 for 2019 (\$920– 2018) is below the average for the Council approved municipal comparators. While St. Catharines' debt is at the higher end of the comparators, it is still at a reasonable level in comparison to other municipalities, particularly older cities with similar aged infrastructure.

**Graph 2.**





2022 CAPITAL BUDGET  
REPRIORITIZED PRIOR FOUR YEAR FORECASTS (SCHEDULE AC)

This summary of capital expenditures compares the projected four year forecast (2022-2025) included in the 2021 Capital Budget with the 2022 capital budget and forecast for the same forecast time period.

	2022			2023			2024			2025		
	2021 Forecast	2022 Forecast	Variance \$	2021 Forecast	2023 Forecast	Variance \$	2021 Forecast	2024 Forecast	Variance \$	2021 Forecast	2025 Forecast	Variance \$
CAPITAL EXPENDITURES												
Roads	7,941,000	9,727,100	1,786,100	11,581,000	12,654,000	1,073,000	7,601,951	10,771,951	3,170,000	8,470,001	8,595,001	125,000
Sidewalks, Walkways and Multi-Use Pathways	2,274,200	2,661,300	387,100	960,000	2,092,400	1,132,400	960,000	1,808,663	848,663	960,000	1,701,663	741,663
Storm Sewer Collection System (Incl. Sewer Sep.)	4,610,800	1,466,200	(3,144,600)	2,375,168	2,275,168	(100,000)	3,815,100	3,815,100	-	3,970,000	3,970,000	-
Sanitary Sewer Collection System	3,903,954	2,508,954	(1,395,000)	3,694,133	5,087,133	1,393,000	6,473,376	5,805,376	(668,000)	7,346,844	6,245,844	(1,101,000)
Pollution Control	800,000	200,000	(600,000)	1,000,000	1,000,000	-	1,000,000	1,000,000	-	1,000,000	1,000,000	-
Water Distribution System (Watermains)	9,165,906	5,525,906	(3,640,000)	4,031,225	8,240,225	4,209,000	13,760,749	13,760,749	-	14,250,964	12,629,964	(1,621,000)
Bridges and Major Culverts	1,707,500	2,102,800	395,300	-	2,540,000	2,540,000	805,000	1,300,000	495,000	517,500	-	(517,500)
Shoreline Protection	11,000	292,200	281,200	489,000	284,000	(205,000)	3,224,000	140,000	(3,084,000)	41,000	1,693,000	1,652,000
Watercourses	1,430,000	2,068,000	638,000	6,730,000	6,830,000	100,000	1,800,000	1,800,000	-	580,000	664,000	84,000
Regional Projects	3,498,000	4,330,000	832,000	10,466,000	8,041,200	(2,424,800)	-	1,862,000	1,862,000	1,962,000	7,492,000	5,530,000
Community Recreation and Culture Services	2,195,000	4,077,000	1,882,000	1,545,000	3,860,000	2,315,000	1,115,000	7,270,000	6,155,000	965,000	3,255,000	2,290,000
Buildings and Facilities (Including Accessibility)	4,060,000	5,643,000	1,583,000	8,410,000	6,083,000	(2,327,000)	7,075,000	9,745,000	2,670,000	5,116,019	7,930,000	2,813,981
Parking Services	55,000	60,000	5,000	200,000	25,000	(175,000)	850,000	1,050,000	200,000	-	-	-
Fire Services	6,500,000	6,080,000	(420,000)	7,720,000	7,600,000	(120,000)	7,292,727	8,186,000	893,273	9,125,509	8,000,000	(1,125,509)
Fleet	-	640,000	640,000	-	1,260,000	1,260,000	-	-	-	-	310,000	310,000
Corporate Infrastructure	5,300,000	3,360,000	(1,940,000)	4,300,000	5,300,000	1,000,000	-	2,920,000	2,920,000	-	2,000,000	2,000,000
Transit Commission	600,000	1,050,000	450,000	600,000	1,050,000	450,000	600,000	1,050,000	450,000	600,000	1,050,000	450,000
	54,052,360	51,792,460	(2,259,900)	64,101,526	74,222,126	10,120,600	56,372,903	72,284,839	15,911,936	54,904,837	66,536,472	11,631,635

Projects Added/Increased		Projects Added/Increased		Projects Added/Increased		Projects Added/Increased	
Moffatt St. Secondary Access Added	1,000,000	Roads Increased	1,073,000	Moffatt St. Secondary Access Added	2,000,000	Roads Increased	125,000
Roads Increased	786,100	Active Transportation Added	848,400	Added- roads	1,328,000	Active Transportation Added	741,663
Sidewalks Increased	387,100	Sidewalks Prj. Increased	284,000	Active Transportation Added	741,663	Newport ROW Shoreline Added	1,600,000
Sanitary Sewer Projects Increased	42,500	Facer Street Sanitary sewer Added	545,000	Sidewalks Prj. Increased	107,000	Shoreline Protection Increased	52,000
Bridges and Major Culverts Increased	395,300	Forest Hill / Hillcrest San. Sewer Added	892,500	Parnell Road Reconstruction	1,300,000	Watercourses Increased	84,000
Shoreline Protection Increased	281,200	Forest Hill / Hillcrest Water Dist. Added	348,000	Regional-Niagara Street Added	1,862,000	Regional -Louth St. Recon. Increased	170,000
Watercourses Increased	638,000	Merritt Street Water Distribution Added	714,000	Lion Dunc Schooley Outdoor Pool Added	5,000,000	Regional - Burleigh Hill Drive Added	2,125,000
Region - Ontario St. (RR42) Recons. Added	4,055,000	Water Distribution System Increased	3,147,000	Park Renewal Plan Increased	1,120,000	Regional - St Paul St. W Added	2,991,000
Regional-St. Paul Street Added	275,000	South Service Road Bridge Added	805,000	Hanging Baskets Program Added	35,000	Regional - Ontario Street Added	244,000
Park Legacy Fund Increased	125,000	Bridges & Major Culverts Other Increased	1,735,000	Building & Facilities Increased	470,000	Park Renewal Plan Increased	1,290,000
Park Renewal Projects Increased	1,076,000	Watercourses Increased	100,000	Robertson School Projects Added	2,200,000	Port Dalhousie Splash Pad Added	1,000,000
CRCs Other Increased	681,000	Region RR87 Main St., Lock St. & Lakeport Rd. Added	7,551,200	Ontario St. Parking Garage Prj. Added	200,000	Lakeside Park-Site Parking Lot	2,300,000
Morningstar Mill- Dam Prj Added	1,000,000	Region - Glendale Ave. RR89 Improvements Added	490,000	Fire Pumper Replacement Added	1,093,273	Sunset Beach - Phase 2 Project Added	300,000
Buildings and Facilities, Others Increased	583,000	James Street EA Added	1,620,000	Customer Relationship Mgmt. Added	1,500,000	Building & Facilities Increased	213,981
Parking Services Increased	5,000	CRCs others Increased	695,000	ERP Software	420,000	Fleet Added	310,000
Fleet Added	640,000	Fleet Added	1,260,000	Water Wastewater System Added	1,000,000	infrastructure Added	2,000,000
Transit Commission Increased	450,000	Corporate Infrastructure Increased	1,000,000	Transit Commission Increased	450,000	Transit Commission Increased	450,000
	\$ 12,420,200	Transit Commission Increased	\$ 23,558,100		\$ 20,826,936		\$ 15,996,644

Less: Projects Decreased/Deferred		Less: Projects Decreased/Deferred		Less: Projects Decreased/Deferred		Less: Projects Deferred/Decreased	
Facer Street Sanitary Sewer Deferred	545,000	Storm Sewer Prj. Decreased	100,000	Sanitary Sewer Decreased	668,000	Sanitary Sewer Decreased	1,101,000
Forest Hill / Hillcrest Pipe Project Deferred	2,276,300	Sanitary Sewer Prj. Decreased	44,500	Melody Trail Culvert Deferred	805,000	Water Distribution System Decreased	1,621,000
Gale Crescent Storm Sewer Deferred	901,850	Shoreline Protection Decreased	205,000	Lakefront Park Shoreline Deferred	2,807,500	Rockwood Avenue Culvert Deferred	517,500
Other Storm Sewer Prj. Decreased	1,572,950	Region - St Paul St. W Recon. Deferred	2,365,000	Shoreline Protection Decreased	276,500	Fire Fleet Deferred	1,125,509
Pollution Control Decreased	600,000	Region - Main St. Recon. Deferred	4,451,000	Firehall #6 Capital Maint. Deferred	200,000		
Water Distribution Prj. Decreased	2,926,000	Region - Ontario St. (RR42) Recons.	3,650,000	Roads Decreased	158,000		
Regional - Burleigh Hill Dr. Deferred	1,380,000	Buildings and Facilities Decreased	2,327,000				
Regional - Niagara Street Deferred	1,668,000	Parking Services Decreased	175,000				
Regional - Glendale Avenue Deferred	450,000	Fire Services Decreased	120,000				
Fire Services Decreased	420,000						
Corporate Software Deferrals	1,940,000						
	\$ 14,680,100		\$ 13,437,500		\$ 4,915,000		\$ 4,365,009
	\$ (2,259,900)		\$ 10,120,600		\$ 15,911,936		\$ 11,631,635

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2022 CAPITAL BUDGET SORTED BY WARD - LINEAR PROJECTS  
(SCHEDULE AD )

Schedule	Project No.	Project Name / Location	Details	WARD
B	P21-097	Dunvegan Rd. Traffic Signal Replacement	Roadway reconfiguration in conjunction with previously approved traffic signal replacement	1
B	P19-066	Moffatt St. Secondary Access	Engineering services for detailed design phase to implement environmental assessment preferred alternative	1
B	P22-070	Preliminary Design for Future Road Rehabilitation	Geotechnical investigation and design for future roadworks	1
B	P22-123	Rockwood Ave Culvert (C117M) Replacement & Road Resurfacing	Mill and resurface roadway in conjunction with culvert replacement	1
C	P22-062	Pinecrest Ave. Reconstruction	Sidewalk replacement in conjunction with road reconstruction	1
D	P17-067	St. Davids Rd. / Townline Rd. W	Additional funds for City share of costs for the construction of new storm sewer	1
D	P22-001	Mitchell / Morgan / Richmond	Engineering services for new storm sewer installation in conjunction with watermain replacement and road works	1
E	P22-001	Mitchell / Morgan / Richmond	Engineering services for replacement of sanitary sewer in conjunction with watermain replacement and road works	1
G	P22-001	Mitchell / Morgan / Richmond	Design for the replacement of existing C.I. watermain in conjunction with stormsewer installation and road works	1
H	P22-122	Battersea / Bunting / Melody Trail Culvert Rehabilitation	Review the feasibility to line the structure versus replacement	1
H	P22-123	Rockwood Ave. Culvert (C117M) Replacement & Road Resurfacing	Replace existing structure in conjunction with roadworks	1
H	P22-130	Rosedale Creek / Secord Creek Environmental Assessment & Design	Engineering services for structure replacement in conjunction with Creek EA and Design	1
J	P22-130	Rosedale Creek / Secord Creek Environmental Assessment & Design	Engineering Services to address previously identified deficiencies and in conjunction with culvert replacement (C109M)	1
B	P22-065	Vansickle Rd. Resurfacing and Intersection Improvements	Full depth resurfacing with intersection improvements to promote traffic calming	2

2022 CAPITAL BUDGET SORTED BY WARD - LINEAR PROJECTS  
(SCHEDULE AD )

Schedule	Project No.	Project Name / Location	Details	WARD
C	P22-169	Pathway-Hydro Corridor (P7) Between Rykert St. to Pelham Rd.	Trail development and the construction of a pedestrian pathway and access points to the neighbourhood. Located on Hydro Corridor between Rykert Street to Pelham Road	2
K	RN20-stp	St. Paul Street at CNR Bridge Replacement	Additional funds for replacement of existing C.I. watermain in conjunction with Regional bridge replacement project	2
B	P22-066	Bunting Rd. Visioning	Visioning and EA to implement complete street design	3
H	P22-121	Niagara St. / Walkers Creek Park Pedestrian Bridges	Replace existing structure	3
B	P18-062	Lake St. Road and Underground Improvements	Road reconstruction and rehabilitation	4
B	P22-061	James St. EA	EA for reconstruction of James St. and construction of a public multi-use space	4
B	P22-062	Pinecrest Ave. Reconstruction	Reconstruction of existing roadway	4
C	P18-062	Lake St. Road and Underground Improvements	Construct new sidewalk for system completion in conjunction with the road reconstruction	4
D	P18-062	Lake St. road and Underground Improvements	Construction of storm sewer in conjunction with underground improvements and road reconstruction	4
E	P22-061	James St. EA	EA for reconstruction of James St. and construction of a public multi-use space	4
G	P18-062	Lake St. Road and Underground Improvements	Construction funds for replacement of existing Cast Iron (C.I.) watermain in conjunction with road reconstruction	4
G	P21-003	Ontario St. (RR#42) Underground Improvements	Replacement of existing C.I. watermain in conjunction with sanitary and storm sewer spot repairs	4
G	P22-061	James St. EA	EA for reconstruction of James St. and construction of a public multi-use space	4

2022 CAPITAL BUDGET SORTED BY WARD - LINEAR PROJECTS  
(SCHEDULE AD )

Schedule	Project No.	Project Name / Location	Details	WARD
L	P22-061	James St. EA	EA for construction of a public multi-use space in conjunction with reconstruction of James St.	4
B	P22-063	Parnell Rd. Reconstruction	Design for future road reconstruction	5
D	P22-020	Maplewood Dr.	Engineering services for design of a new storm sewer to alleviate surface flooding issues	5
G	P20-102	Lakeshore Rd. at Welland Canal	Additional funds to replace/upgrade existing watermain across Welland Canal on Seaway Bridge	5
G	P22-063	Parnell Rd. Reconstruction	Engineering services for abandonment of existing C.I. watermain in conjunction with sanitary and storm sewer works and road reconstruction	5
G	P22-100	Keistan Dr.	Replacement of existing C.I. watermain	5
H	P22-063	Parnell Rd. Culverts Reconstruction	Design for future culvert replacement	5
J	P21-129	Spring Garden Creek Construction	Construction to address priority items identified by EA	5
B	P22-064	Blue Spruce / Huntingwood	Replace asphalt road surface in conjunction with watermain replacement	6
C	P22-042	Dorothy St. New Sidewalk	New sidewalk to improve network connectivity	6
G	P22-064	Blue Spruce / Huntingwood	Replacement of existing C.I. watermain in conjunction with road reconstruction	6
J	P17-129	Martindale Pond Weir Replacement	Rebudget funds reallocated in 2021. For replacement weir to address identified deficiencies in weir controlling water level in Martindale Pond and in conjunction with Heywood Generating Station improvements	6
K	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	Replace deteriorated sidewalks in conjunction with Region's road urbanization	6
K	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	Construct new sidewalk for system completion in conjunction with the Region's road reconstruction	6

2022 CAPITAL BUDGET SORTED BY WARD - LINEAR PROJECTS  
(SCHEDULE AD )

Schedule	Project No.	Project Name / Location	Details	WARD
K	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	Rehabilitate existing storm sewers in conjunction with Region's road urbanization	6
K	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	City's share of new storm sewers in conjunction with Region's road urbanization	6
K	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	Capital repairs to existing sewers in conjunction with Region's roadworks	6
K	RNxx-ONT	Region - Ontario Street (RR42) Reconstruction	Replace C.I. watermain in conjunction with Region's roadworks	6
B	P22-080	2022 Road Resurfacing Program	Annual - priority location(s) to be determined	City wide
B	P22-097	Traffic Signals (including pedestrian crossings)	Annual - priority location(s) to be determined	City wide
B	P22-098	Street Lights	Address various identified deficiencies in existing City street light system	City wide
B	P22-099	CCTV Installation Within Road Right of Way	Project to add 12 new cameras at 6 locations in the City to be utilized by the NRPS to enhance safety. Funded by the City, Province and NRPS	City wide
C	P22-040	2022 Walkway Improvements	Annual walkway capital repair program locations to be determined	City wide
C	P22-040-1	Concrete Sidewalk Replacement Program	Replace existing sidewalks with identified deficiencies. Locations to be determined	City wide
C	P22-041	New Sidewalk Installation Program	Annual - priority location(s) to be determined	City wide
C	P22-068	City-Wide Trail Improvements	Participark Trail Connection (Switchback), Welland Canal Trail - Widen & Resurface (Final Improvement), +\$150K AT priorities as a result of Covid-19 (CAO-181-2020); Additonal funding for 2021 Active Transportation priorities that became more urgent as a result of Covid-19 (CAO-181-2020) & (EFES-070-2021)	City wide
C	P22-069	Active Transportation Priorities	Annual - priority location(s) to be determined	City wide

2022 CAPITAL BUDGET SORTED BY WARD - LINEAR PROJECTS  
(SCHEDULE AD )

Schedule	Project No.	Project Name / Location	Details	WARD
D	P22-006	Catch Basins and Storm Service Installations	Installation of catch basins, catch basin leads and storm laterals to alleviate isolated surface flooding	City wide
D	P22-014	Storm Sewer CCTV Inspections	CCTV sewer inspections for condition assessment of existing storm sewers including large diameter pipes	City wide
D	P22-015	Design for Next Year's Projects	Engineering services for future storm drainage system projects as required	City wide
D	P22-016	Storm Sewer Spot Repairs	Spot repairs of storm sewers at various locations as necessary	City wide
E	P22-005	Sanitary Sewer Reaming and Lining	Sewer lining to address identified deficiencies	City wide
E	P22-010	Extraneous Flow Elimination	Study to determine sources of inflow and infiltration into sanitary sewer system	City wide
E	P22-011	Sanitary Sewer Spot Repair Program	Spot repairs for sanitary sewers as required	City wide
E	P22-012	Sanitary Sewer Flushing & Reaming	Sewer flushing and reaming for physical cleaning of selected sewer sections with operational issues	City wide
E	P22-014	CCTV Sewer Inspections	CCTV inspections of existing sewers to identify condition and future works	City wide
E	P22-015	Design for Next Year's Projects	Engineering services for future sanitary collection system projects as required	City wide
E	P22-019	Sewershed Analysis	Engineering services for sewershed capacity analysis as required	City wide
G	P20-116	Stortz Hydrant Port Conversions	Year 3 of 4-year plan for the highest priority conversion of existing hydrants to Stortz type pumper connections	City wide
G	P22-118	Valves, Hydrants & Services	Replacement of existing valves, hydrants and services in conjunction with other works	City wide
G	P22-119	Design for Next Year's Projects	Engineering services for future waterworks projects as required	City wide

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2022 CAPITAL BUDGET SORTED BY WARD - FACILITIES PROJECTS  
(SCHEDULE AE )

Schedule	Project No.	Project Name / Location	Details	WARD
L	P22-163	Clifford's Creek Park Basketball Court - Parks Renewal Plan	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-042-2021)	1
L	P22-165	Valleyview Park Basketball Court, Multi-Use Court & Playground - Parks Renewal Plan	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-042-2021)	1
L	P22-168	Pic Leeson Park Ball Diamond	Replace ball diamond assets which are at end of useful life & address asset deficiencies to maintain level of service (CRCS-B010-2020)	1
M	P22-140	Merritton Arena - Capital Equipment Repairs	Replace boiler, and compressor motors (x 2) which are at the end of serviceable life	1
L	P22-162	Burgoyne Woods Playground - Parks Renewal Plan	Replace playground, and add accessible pathway to multi-use courts, curb faced sidewalk in parking lot and sun shelter	2
M	P18-177	Morningstar Mill - Dam Replacement	Additional funds towards Dam replacement project	2
M	P22-142	Seymour Hannah - Capital Equipment Repairs	Replace brine pump motors (x 4) which are at end of serviceable life	2
M	P22-154	Morningstar Mill - Structural Repairs	Waterproofing and structural repairs to Miller's House; structural masonry repairs to Regional Barn	2
M	P22-155	Morningstar Mill - Replace Roofing	Replacement of cedar shingles on roof of Sawmill and Miller's house buildings	2
M	P18-144	Buchanan House - Security Implementation	Security upgrades (Phase 2)	3
M	P22-137	Buchanan House - Accessible Washroom Upgrade	Renovate washroom and implement accessibility features	3
M	P22-137-1	Buchanan House - Elevator Upgrade	Upgrade/modernize existing elevator to meet current codes and accessibility requirements	3

2022 CAPITAL BUDGET SORTED BY WARD - FACILITIES PROJECTS  
(SCHEDULE AE )

Schedule	Project No.	Project Name / Location	Details	WARD
M	P22-143	Lester B. Pearson Park - KAC Pool Repairs and Lighting	Repair and regrout stains in leisure pool; replace exterior parking lot lighting fixtures with LEDs	3
M	P22-148	Berkley Park - Replace Tennis Court Lighting	Replace existing tennis courts light fixtures with LEDs to reduce utility and maintenance costs	3
M	P22-149	Lancaster Park - Bleacher Waterproofing	Waterproofing of bleachers above diamond 1 washroom	3
L	PRC22-05	Restoration of William Hamilton Merritt Statue	Address structural and maintenance issues and reduce health and safety concerns	4
L	PRC22-06	Relocation of Private Watson Statue	To remove the Private Watson Monument from City Hall and preserve it to ensure public safety (CRCS-127-2021)	4
L	P22-167	St. Patrick's Park Multi-Use Court - Parks Renewal Plan	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-042-2021)	4
M	P20-145	Seymour Hannah - LED lighting	Funds replenishment for lighting project	4
M	P21-136	Haig Bowl Arena - Roof Replacement	Additional funds to cover shortfall of lower roof replacement	4
M	P22-133	City Hall - Church St. Elevator Modifications	Upgrade and modernize existing elevator	4
M	P22-134	City Hall - Improvements	Upgrade BAS control system (phase 3); replacement of drinking fountains with water bottle filling stations	4
M	P22-138	Old Court House - Phase 1 Window Refurbishment	Replace windows adjacent to fire escape to meet code. Refurbishment of all 1st and 2nd floor windows	4
M	P22-156	Performing Arts Centre - Exterior Wall Cladding	Capital repairs to wall cladding, horizontal bands and parapet flashing to mitigate water infiltration concerns	4
M	P22-157	Meridian Centre - Replace Board Glass	Replacement of acrylic dasher board glass due to end of service life and to meet OHL standards	4
M	P22-158	Meridian Centre - Light Replacements	Replacement of remaining fluorescent light fixtures with LEDs in corridor and concession areas to reduce utility and maintenance costs	4

2022 CAPITAL BUDGET SORTED BY WARD - FACILITIES PROJECTS  
(SCHEDULE AE )

Schedule	Project No.	Project Name / Location	Details	WARD
M	P22-171	City Hall - Front Steps Replacements	Repair and replace damaged concrete steps at front entrance to maintain safe access	4
N	P22-160	Carlisle St. Parking Garage - Replace Entrance Gate	Replacement of one (1) entrance gate from the Garden Park side to facilitate larger vehicles	4
N	P22-161	Ontario St. Parking Garage - Ceiling Testing Ports	Necessary upgrades to the the ceiling testing ports to facilitate biennial strand monitoring	4
Q	PCI22-01	New Switches at City Hall and Meridian Centre	Replace current switches which are at end of useful life	4
L	P22-166	Louis Avenue Park Basketball Court - Parks Renewal Plan	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-042-2021)	5
M	P22-151	Port Weller Community Centre - Site Improvements	Reconstruct north parking lot, resurface south parking lot, tennis courts, and replace exterior lighting	5
M	P22-150	Sunset Beach - Boat Ramp Capital Repairs	Complete necessary capital repairs to prolong the service life of concrete boat ramp	5
L	PRC21-04	Basketball/Tennis/Pickleball Court & Playground	Replace basketball/tennis/pickleball assets which are at end of useful life, and maintain level of service	6
L	P22-164	Elma Street Park Multi-Use Court - Parks Renewal Plan	Replace court which is at end of useful life, and maintain level of service as per the Parks Renewal Plan (CRCS-042-2021)	6
M	P19-166	Bill Burgoyne Arena - Upgrade Life Safety Systems	Additional funds towards fire alarm panel and replacement of associated devices	6
M	P22-136	Lake Street Service Centre - Site Paving	Resurface site paving, driveway and parking stalls along the north side of the facility	6
M	P22-139	Bill Burgoyne Arena - Exterior Cladding	Installation of exterior cladding and insulation on perimeter walls to improve energy efficiency and to protect exterior block walls	6
M	P22-145	Port Dalhousie Lions Park - Wading Pool Repairs	Sandblast and repaint wading pool to prolong service life	6
M	P22-146	Lakeside Park - Grinder Sump Pumps & Controls	Replacement of grinder sump pumps in pit adjacent to washroom building to reduce ongoing maintenance issues	6

2022 CAPITAL BUDGET SORTED BY WARD - FACILITIES PROJECTS  
(SCHEDULE AE )

Schedule	Project No.	Project Name / Location	Details	WARD
M	P22-147	Lakeside Park - East & West Pier Improvements	Light bollards and timber boat fenders for the west pier and twelve benches for the east pier	6
M	P22-152	Rear Inner Range Lighthouse - Building Envelope Improvements	Replace upper windows, paint sills, heads & gables	6
M	P22-153	Lakeside Park - Carousel Accessibility	Implement barrier free access to Carousel	6
M	P22-170	Lockhart Point Old Lock 1 - Event Power	Provide electrical event power, meter and site lighting for Old Lock 1 event stage	6
O	P22-173	Firehall #2 - Linwell Rd Rebuild Fire Station	Design and construction of a replacement Firehall #2, which is past its expected useful life.	6
M	P22-159	Replacement of Security Cameras - Phase 1	Replacements due to end of serviceable life, and improvements in technology at various locations	City wide
O	PFR22-01	Communication Towers Upgrade	Total cost for all five (5) links, ancillary equipment and installation for improved communication with our equipment	City wide
L	P21-156	Splashpad, Sun Shelter & Washroom	Installation of a splashpad, seasonal washroom facility and sun shelter as per the Aquatics Facilities Strategy approved by Council in Q3 2021 (CRCS-042-2021)	To be determined

**2022 Capital Budget Proposed Amendments Summary**  
**Adjustments to the budget year**

Adjustments to the budget year		2022-2024	2022	2022					
Amend ment #	Description	Capital Budget Sch #	Total all yrs	Gross Cost	External Grants/ Reserves	Rate Support & COOR	Tax Supported COOR	Debt	Total Funding
	2 Moffatt St Secondary Access	SCH B	3,500,000	1,000,000	-	-	50,000	950,000	1,000,000
	3 Defer Fire Hall #1 & advance Firehall #2	SCH O	(500,000)	(500,000)	2,000,000	-	-	(2,500,000)	(500,000)
	6 Regional Projects Reprioritization	SCH K	-	(3,496,200)	32,800	(1,774,176)	6,000	(1,760,824)	(3,496,200)
	8 Remove Burgoyne Woods Parking Lot (P21-143)	SCH M	(135,000)	(135,000)	-	-	(7,000)	(128,000)	(135,000)
		TOTAL	\$ 2,865,000	\$ (3,131,200)	\$ 2,032,800	\$ (1,774,176)	\$ 49,000	\$ (3,438,824)	\$ (3,131,200)
Additional Funding adjustments									
Firehalls #1&# 2 reallocation of D.C. funding					2,000,000			(2,000,000)	
		TOTAL	\$ 2,865,000	\$ (3,131,200)	\$ 4,032,800	\$ (1,774,176)	\$ 49,000	\$ (5,438,824)	\$ (3,131,200)

2022 Capital Budget Proposed Amendments Summary  
Adjustments to the budget year

Adjustments to the budget year		2023		2023					
Amend ment #	Description	Capital Budget Sch #	Gross Cost	External Grants/ Reserves	Tax Support	Rate Support & COOR	Tax supported COOR	Debt	Total Funding
2	Moffatt St Secondary Access	SCH B	\$ 500,000				\$ 27,500	\$ 472,500	\$ 500,000
3	Defer Fire Hall #1 & advance Firehall #2	SCH O							
6	Regional Projects Reprioritization	SCH K	3,496,200	(32,800)		1,774,176	(6,000)	1,760,824	3,496,200
8	Remove Burgoyne Woods Parking Lot (P21-143)	SCH M							
TOTAL			\$ 3,996,200	\$ (32,800)	\$ -	\$ 1,774,176	\$ 21,500	\$ 2,233,324	\$ 3,996,200
Additional Funding adjustments									
Fleet & Equipment Reserve Funding				900,000			(50,000)	(850,000)	
Additional Infrastructure Levy				250,000			(14,000)	236,000	
TOTAL			\$ 3,996,200	\$ 1,117,200	\$ -	\$ 1,774,176	\$ (42,500)	\$ 1,619,324	\$ 3,996,200

2022 Capital Budget Proposed Amendments Summary  
Adjustments to the budget year

Amend ment #	Description	Capital Budget Sch #	2024	External Grants/ Reserves	2024		
			Gross Cost		COOR	Debt	Total Funding
	2 Moffatt St Secondary Access	SCH B	\$ 2,000,000		\$ 120,000	\$ 1,880,000	\$ 2,000,000
	3 Defer Fire Hall #1 & advance Firehall #2	SCH O					
	6 Regional Projects Reprioritization	SCH K					
	8 Remove Burgoyne Woods Parking Lot (P21-143)	SCH M					
		TOTAL	\$ -	\$ -	\$ -	\$ -	\$ -
	Additional Funding adjustments						
	Firehalls #1&# 2 reallocation of D.C. funding			(1,135,000)		1,135,000	
		TOTAL	\$ -	\$ (1,135,000)	\$ -	\$ 1,135,000	\$ -

## Prior Year Funding Switches for the 2022 Capital Budget

2021 Budget Sch	Project Name	2021 Project #	2021 Capital Budget amount	Original Funding replaced			Development Charges Funding Applied
				Capital out of Revenue	Tax suport	infrastructure levy	
Roads	Grantham Rail Trail	P20-068	\$ 340,000	\$ 20,000	\$ -	\$ -	\$ 20,000
Roads	Pelham Rd. (bike lanes)	P21-061	469,000	20,700			20,700
Roads	Traffic Signals (including pedestrian crossings)	P21-097	300,000	-		48,000	48,000
Sidewalks	Hasting St.New Sidewalk	P21-064	126,000	6,600	13,600		20,200
Sidewalks	St. David's/Townline Reconstruction - New North Sidewalk	P17-067	356,000	6,300	50,700		57,000
Sidewalks	Pelham Rd. (bike lanes) Sidewalk	P21-061	104,000	3,800	12,900		16,700
CRCS	Playgrounds	PRC21-02	710,000	-		48,012	48,012
CRCS	Welland Canal Trail Widening	P21-157	700,000	37,288			37,288
CRCS	Design of Additional Splashpad, Sun Shelter and Washroom	P21-156	200,000	12,000			12,000
Buildings & Facilities	Downtown Self Cleaning/Contained Washroom	P21-153	500,000	8,000			8,000
Buildings & Facilities	Sunset Beach Improvements, Expansion of Washroom facility	P20-153	250,800	15,100			15,100
Total Related to Development Charge switches			\$ 4,055,800	\$ 129,788	\$ 77,200	\$ 96,012	\$ 303,000
Funding Transfer from Prior Year Fire Projects							\$ 2,000,000
<b>Total Prior Year Funding Transferred to 2022 Capital Budget</b>							<b>\$ 2,303,000</b>





## Corporate Report City Council

**Report from:** Fire Services

**Report Date:** November 12, 2021

**Meeting Date:** November 29, 2021

**Report Number:** FS-199-2021

**File:** 35.65.108

**Subject:** Update on Next Steps for Fallen Firefighters Memorial

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan pillars: Cultural



### Recommendation

That Report FS-199-2021, regarding Update on Next Steps for Fallen Firefighters Memorial, be received for information.

### Summary

This report outlines the design selection process for the Fallen Firefighters Memorial, proposes phasing of the project to maximize fundraising opportunities and minimize City financial investment, and outlines the fundraising plan. The Fallen Firefighters Memorial Task Force has endorsed the firm recommended by the Evaluation Subcommittee to undertake the design and build of the Fallen Firefighters Memorial; however, they are requesting that the project be separated into three phases and that the City contract the design firm to begin Phase 1 of the project only. The Task Force will report back on the success of its fundraising campaign prior to Phase 2 commencing.

The report is required at this stage, as per the responsibilities of the Task Force, as directed and approved by Council at its meeting of [October 21, 2019](#).

### Relationship to Strategic Plan

This report is related to the development of a memorial for Fallen Firefighters in St. Catharines. The report supports the Cultural Renaissance Goals of the Strategic Plan: Celebrate the City's rich history, diversity, arts and cultural assets through leadership, promotion and investments that support measurable, sustainable creative growth.

## Background

At its meeting of [September 23, 2019](#), Council approved the following motion:

“The staff be directed to prepare a report and terms of reference for a Mayor’s Task Force to be formed, whose objective would be to create a memorial for fallen Firefighters in the City of St. Catharines.”

At its meeting of [October 21, 2019](#), Council approved the formation and the Terms of Reference for a Fallen Firefighters Memorial Task Force.

The Task Force is composed of two citizen members (with preference given to relatives of deceased firefighters), two members of the Professional Firefighters Association, two representatives of the Fire Services Leadership Team, the Mayor, and two members of Council. The Task Force is supported by staff in Fire Services and the Culture division of Community, Recreation and Culture Services.

The Task Force was provided the following direction in its Terms of Reference:

The Fallen Firefighters Memorial Task Force will make recommendations to City Council regarding a memorial for fallen firefighters. The task force will be responsible for:

- Reviewing options for the scope and type of the memorial, including any required research on previous losses.
- Reviewing options for site selection and funding, including consideration of operating / maintenance costs.
- Developing a strategy and team to plan and implement ceremonies.
- Securing funding, design and implementation.

At its [July 27, 2020](#) meeting, City Council approved the use of the City-owned green space, bordered by Race, Carlisle, and McGuire streets as the site of the City’s Fallen Firefighters Memorial.

The Task Force is required to report to Council with a recommendation on the design selection and the fundraising plan. The Task Force has set their fundraising goal for the project at \$400,000.

## Report

### Memorial Design Selection Process

The design selection process began on December 8, 2020 with the release of a Request for Prequalification (RFPQ) to ensure that the candidates had the necessary experience and capacity to take on a project of this scope and scale. At the time of closing on February 2, 2021, the City was in receipt of 12 submissions. Of the 12 submissions, six respondents were prequalified and provided with a Negotiated Request for Proposals (NRFP). On March 19, 2021, the City published the shortlisted notification to respondents.

On April 13, 2021 the City published a Negotiated Request for Proposal (NRFP), for the Fallen Firefighters Memorial. At the time of close on August 29, 2021, the City had received submission from all six prequalified proponents. Design proposals were received from:

- A Day on the Bridge Inc.
- AR Architects Inc.
- Brandon Vickerd
- Windsor Vault Co Ltd. / CFC Supply
- Livingstone Studio
- Summit Studios David Clendining Inc.

## Identification of Recommended Proponent

An Evaluation Subcommittee comprised of members of the Fallen Firefighters Task Force, the Public Art Advisory Committee, Culture staff and a design and construction engineer, reviewed and evaluated the six proposals based on five categories. Windsor Vault Co. Ltd. (o/s CFC Supply) received the highest ranking based on the evaluation criteria, by the evaluation sub-committee and was recommended as the successful proponent with the overall highest ranking for this NRFP.

Evaluators appreciated CFC Supply's holistic approach to the site and, as a family-run business of firefighters, their deep understanding of the memorial's intent and the future use of the space for ceremonial gatherings and to provide a place for quiet reflection. One of CFC Supply's project leads, Curtis Turner is currently the Acting District Chief of Windsor Fire Rescue Service. CFC Supply has a track record for completing similar memorials in Windsor and Welland.

At the Fallen Firefighters Task Force meeting on [September 7, 2021](#), the Evaluation Subcommittee's recommendation and motion to select CFC Supply as the top-evaluated submission was approved. Upon approval of the 2022 Capital budget, staff will move forward with awarding the contract for Phase 1 work.

## Memorial Design

CFC Supply's design renderings are included in Appendix 1. The memorial will be centered around a bronze statue of a kneeling firefighter beside the ceremonial bell will be placed. There will be a granite wall with bronze plaques for the names of fallen firefighters, four flag poles, lit custom metal signage, fire hydrant bollards, landscaping elements and a large concrete pad with a Maltese Cross.

## Fundraising Set to Begin

It is the Task Force's intent to fundraise the full \$400,000 required to successfully complete the project, however, revenues to complete the project are not yet confirmed. The approval of a design concept is essential to the Task Force's fundraising campaign. The design will give potential donors and sponsors insight into the Task Force's commitment to honour and respect the fallen firefighters and allow them to better visualize the final memorial. The design also outlines how donors and significant contributors will be recognized in ever-lasting ways, with a donor wall, memorial benches and trees, and pathway bricks.

## Phasing of the Project Required

The project will be best served if the designer is contracted at this time, allowing the Task Force and staff to work with CFC Supply to further develop the design and costing for the project. However, there are no funds approved within the city's budget with which to contract the designer, and project revenues to date are insufficient to cover these costs.

The Task Force is proposing three phases for the project, with reports back to City Council at key junctures of the project's decision-making. This would allow the project to move forward and minimize the City's financial outlay. The proposed three phases are:

### Phase 1 (10%)

Design review, consultation meetings with Fire Services, initial walkthrough, revisions required, revisions approved, statue details.

- Dates: December 2021 to February 2022
- Cost: \$40,000

### Phase 2 (50%)

Confirming and ordering all elements (bronze sculpture, bronze plaques, granite, flagpoles, hydrants), pouring foundations and concrete pads in preparation for installation.

- Dates: March 2022 – August 2022
- Cost: \$200,000

### Phase 3 (40%)

Installation of granite elements, sculpture, conduits and lighting, landscaping, signage, flags, benches, hydrants, pathway bricks, and all other approved design elements.

- Dates: August 2022 – September 2022
- Cost: \$160,000

Detailed Workplan is included as Appendix 2. Staff are proposing that the Task Force report to Council on its fundraising results at the conclusion of Phase 1. At that time, Council can review the financial viability of initiating Phase 2 and Phase 3, which will be contracted together. This should provide the Task Force with sufficient time to contact donor prospects identified for the project. The Task Force may choose to delay Phase 2 and Phase 3 if more time is required to reach fundraising goals or may decide to scale the project according to fundraising results.

## Financial Implications

The \$400,000 project budget will be entirely raised from private individual and corporate donations.

Costs for the project to date includes \$9,000 for design development honorariums (\$1500 per respondent). The project's expenses to date have been paid for by the Civic Project Fund. Council approved the use of these funds and the \$9,000 will be allocated back into the Civic Project Fund if surplus funds remain following the fundraising efforts of the Fallen Firefighters Memorial Task Force.

The Phase 1 \$40,000 cost will be charged to PRC22-04 Parks Legacy Fund which has an allocation included in the 2022 Capital Budget. This amount will function as an advance for the project, to be repaid from the first \$40,000 raised from fundraising. Advanced funds must be recuperated before starting Phase 2 or Phase 3.

A report on the fundraising campaign will be provided to Council prior to the commencement of Phase 2. Unlike other fundraising projects, at this time there have been no grant funds received from upper levels of government. Therefore, it is important that an adequate level of fundraising dollars be received or committed with agreements prior to the next phases commence for this project. This will help to minimize the financial risk of this project to the City.

## **Environmental Sustainability Implications**

There are no environmental implications associated with this report.

## **Conclusion**

The Task Force is of the opinion that they have selected the most appropriate design for the memorial. The proposed project phases will serve to move the project forward in a cost efficient and proactive fashion. The Task Force will be able to work with the design team to generate support for the project and provide sufficient time for the outreach work required to achieve the fundraising goals identified. Project development funding is critical at this stage in the process to facilitate a successful community sponsorship campaign.

## **Notification**

Members of the Fallen Firefighters Memorial Task Force  
CFC Supply, 4587 County Rd 46, Maidstone, ON N0R 1K0

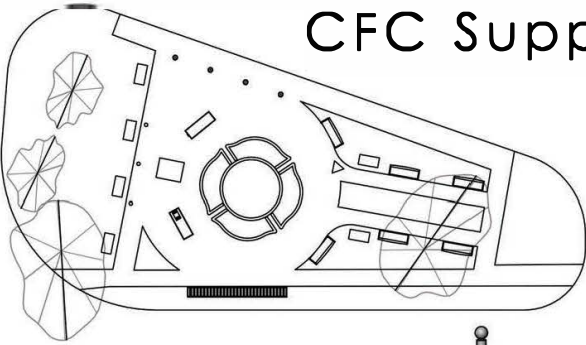
### **Prepared, Submitted and Approved by**

Dave Upper  
Acting Fire Chief

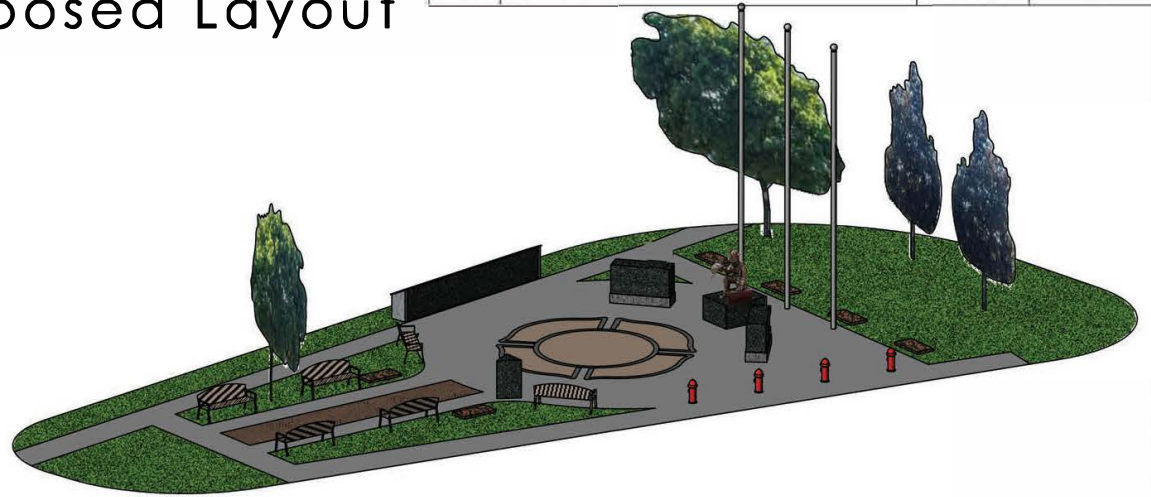
## **Appendices**

- Appendix 1 – Design and Layout (CFC Supply)
- Appendix 2 – Workplan (CFC Supply)

# CFC Supply Proposed Layout



REVISIONS			
REV.	DESCRIPTION	DATE	APPROVED
02	INITIAL RELEASE	07/26/2021	DM



ST. CATHARINES FALLEN FIREFIGHTER MEMORIAL

**PROPRIETARY AND CONFIDENTIAL**  
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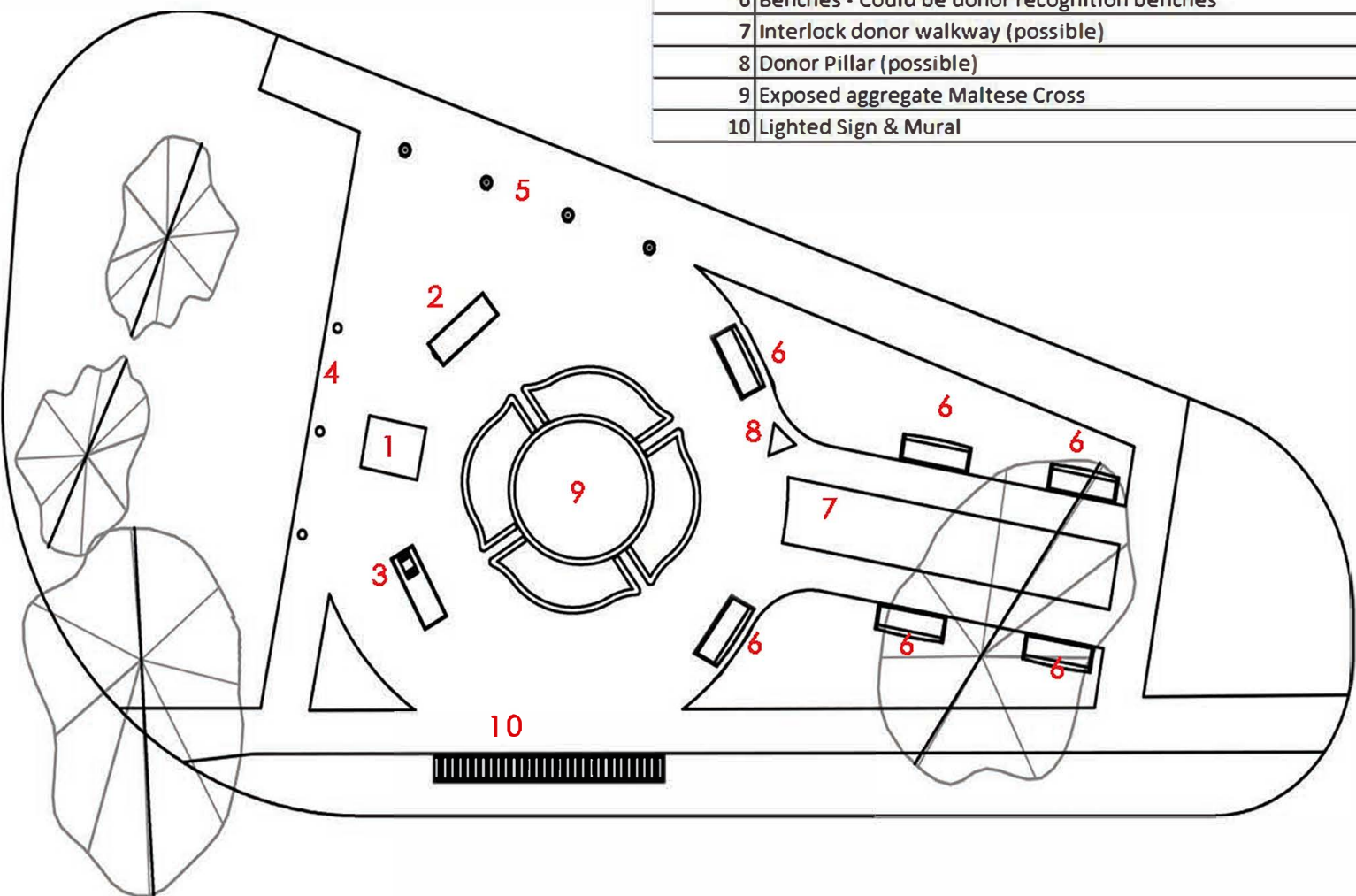
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ANGULAR: MATCH 1" BEND 1/4"  
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THREE PLACE DECIMAL 2.000  
INTERPRET DIM AND TOL PER ASME Y14.5M - 1994  
THIRD ANGLE PROJECTION



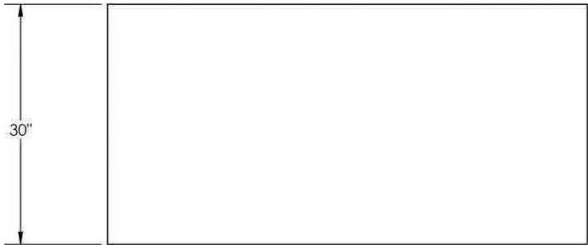
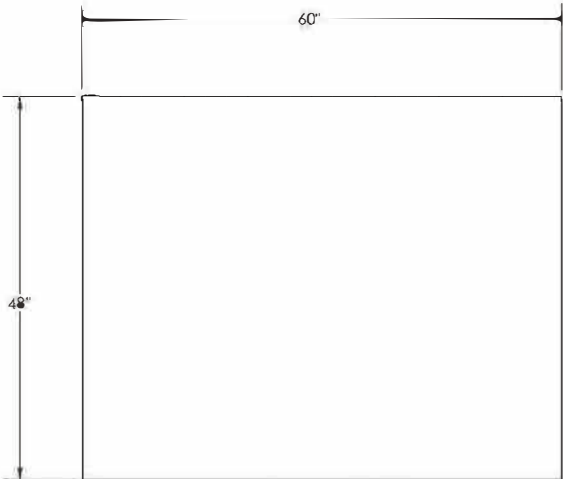
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CHECKED			
ENG APPR.	DM	07/26/2021	WEIGHT: 19448.77 LBS
			SCALE: 1:300
			SHEET 1 OF 1



1	Black Granite Base with Full Size Bronze Statue
2	Black Granite Wall with LODD plaques and place for ceremonial bell
3	Black Granite Wall with Logos and Fire Fighter Prayer
4	Flag Poles
5	Fire Hydrant Bollards
6	Benches - Could be donor recognition benches
7	Interlock donor walkway (possible)
8	Donor Pillar (possible)
9	Exposed aggregate Maltese Cross
10	Lighted Sign & Mural



#1 - Bronze Statue



3D VIEW  
SCALE: NTS

REVISIONS			
REV.	DESCRIPTION	DATE	APPROVED
01	INITIAL RELEASE	07/16/2021	5/26/2020

<b>kyber</b> a nicle company	TITLE: GRANITE BASE	
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DRAWN: GMINX		DATE: 07/16/2021
CHECKED:		
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WEIGHT: LBS		SCALE: 1:16
		SHEET: 1

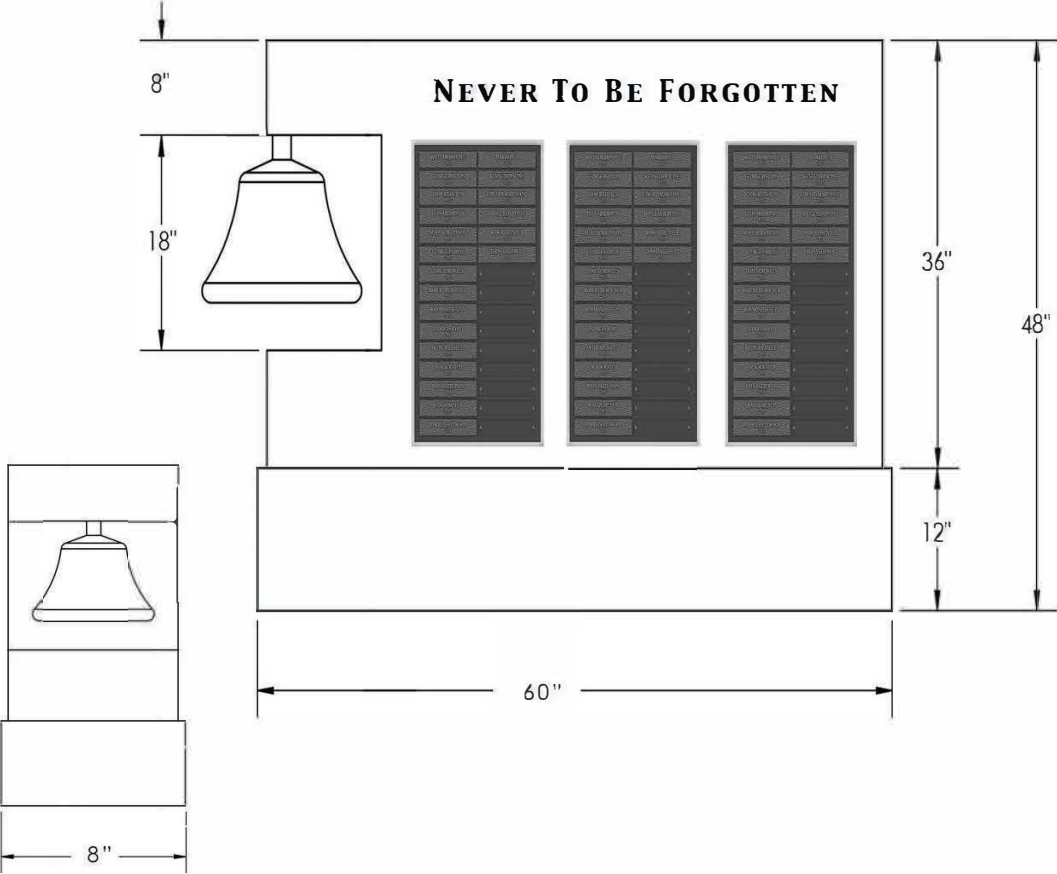
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UNLESS OTHERWISE SPECIFIED:  
DIMENSIONS ARE IN INCHES  
FRACTIONAL: 1/16"  
ANGULAR: MAX 1/2" REND 1/2"  
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HOLE PLACE DECIMAL: ±.010  
INTERPRETATION AND TOOL  
PER ASME Y14.5M - 1994  
THIRD ANGLE PROJECTION

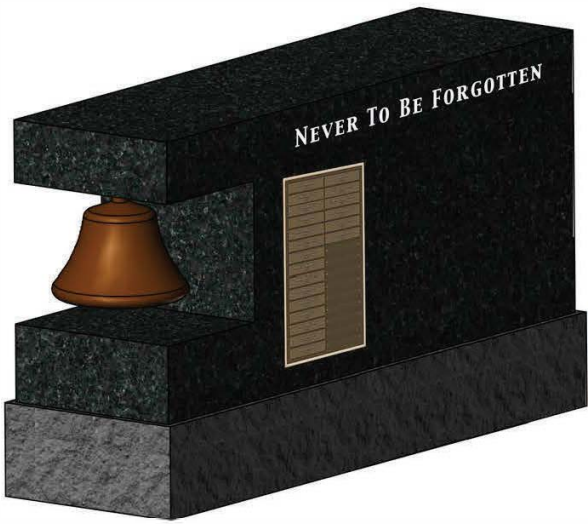




#2- LODD plaques



REVISIONS			
REV.	DESCRIPTION	DATE	APPROVED
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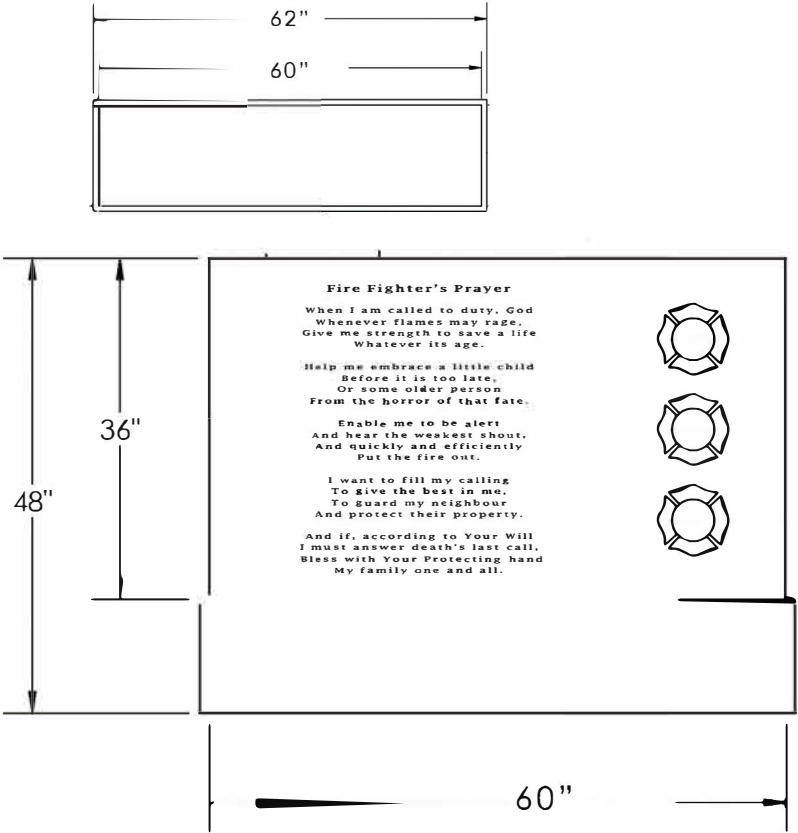
3D VIEW  
SCALE: NTS

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UNLESS OTHERWISE SPECIFIED:  
DIMENSIONS ARE IN INCHES  
FRACTIONALS 1/16  
ANGULAR MATCHES 1/8" 85/10  
TWO PLACE DECIMALS 1/16  
THREE PLACE DECIMALS 1/32  
INTERPRET: QED AND/OR  
PER ASME Y14.5M - 1994  
THIRD ANGLE PROJECTION

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DRAWN	NAME	DATE	SIZE
MINX	MINX	07/16/2021	B
CHECKED	CHECKED		DWG. NO.
ENG APPR	5/26/2020	07/26/2021	BASE-01311
WEIGHT:	LBS	SCALE: 1:18	SHEET 1 OF 1

#3 Left Side



REVISIONS			
REV.	DESCRIPTION	DATE	APPROVED
02	INITIAL RELEASE	07/26/2021	5/26/2020



3D VIEW  
SCALE: NTS

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DIMENSIONS ARE IN INCHES  
FRACTIONAL: 1/64  
ANGULAR: MACH ± 1° BEND ± 1°  
TWO PLACE DECIMAL ± 0.03  
THREE PLACE DECIMAL ± 0.010  
INTERPRET DIM AND TOL  
PER ASME Y14.5M - 1994  
HIDDEN ANGLE PROJECTION

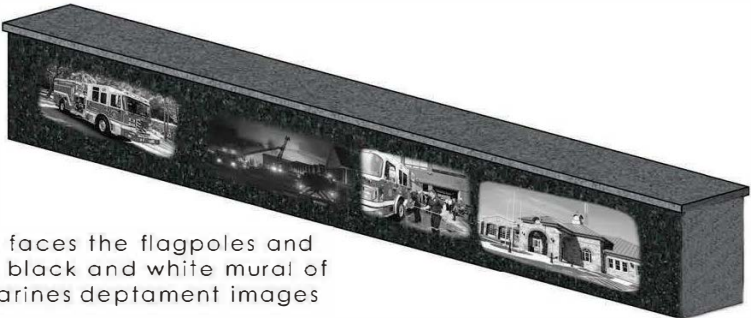
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CHECKED	QMINX	07/16/2021	B	BASE-K-01310	2	1
ENG APPR	5/26/2020	07/26/2021	WEIGHT:	LBS	SCALE: 1:24	SHEET 1

Front facing existing sidewalk. Will be lit

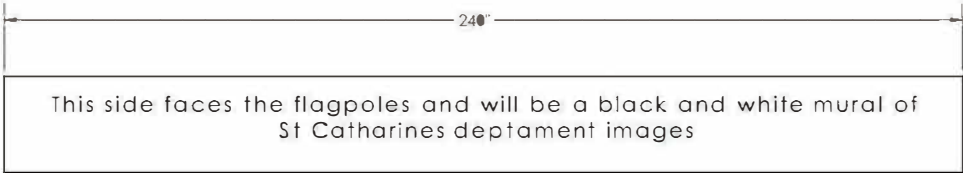


3D VIEW  
SCALE: NTS

This side faces the flagpoles and will be a black and white mural of St Catharines deptament images



3D VIEW  
SCALE: NTS



This side has a black metal back lit sign

REVISIONS			
REV.	DESCRIPTION	DATE	APPROVED
01	INITIAL RELEASE	07/16/2021	DM

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UNLESS OTHERWISE SPECIFIED:  
DIMENSIONS ARE IN INCHES  
FRACTIONS 1/16  
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THREE PLACE DECIMAL 0.000  
UNLESS OTHERWISE SPECIFIED:  
PER ASME Y14.5-2014  
FIRST ANGLE PROJECTION

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ENG APPR	DM		
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SHEET	1		

Phase 3

[illegible]

[illegible]

[illegible]

[illegible]






## Corporate Report City Council

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

**Report Date:** November 26, 2021

**Meeting Date:** November 29, 2021

**Report Number:** PBS-197-2021

**File:** 2019 114423 000 00 DOHA

**Subject:** Demolition Permit for a Designated Heritage Property: 26-30 Ontario Street  
(Welland House)

### Strategic Pillar:

This report aligns with the following St. Catharines Strategic Plan pillars: Cultural



## Recommendation

That Council approve the Heritage Permit application to demolish the remains of the existing fire-damaged, Ontario Heritage Act designated building at 26-30 Ontario Street, also known as the Welland House.

## Summary

Staff are recommending a demolition permit be issued for the remains of the existing fire-damaged, designated heritage building at 26-30 Ontario Street (see Appendix 1 for location map) to allow for the removal of debris from the property and appropriate documentation, salvage and storage of materials for incorporation within a future development and/or interpretation strategy. The subject building succumbed to fire on the morning of July 12, 2021. That evening, St. Catharines City Council voted to designate the property under Part IV of the Ontario Heritage Act. City staff have worked with the owner of the property to determine a path for removing debris from the property and salvaging materials that are relevant to the property's Statement of Cultural Heritage Value or Interest. City staff provided the owner with a Terms of Reference for a Documentation and Salvage Report that was determined to be required for submission in advance of the release of a heritage permit, which is necessary for the removal of debris from the property. The Documentation and Salvage Report (Appendix 2) has been submitted to City staff and the heritage permit has been recommended for approval by the St. Catharines Heritage Permit Advisory Committee at their meeting of November 25, 2021.

## Relationship to Strategic Plan

The recommendation of this report directly supports the Cultural Renaissance Goal in the City's Strategic Plan: 4.1: addressing Heritage Preservation.

## Background

At its meeting of [February 24, 2020](#), St. Catharines City Council recommended that staff issue a Notice of Intention to designate the property at 26-30 Ontario Street (Welland House), under Section 29, Part IV of the Ontario Heritage Act. The notice of intention to designate was appealed by the owner to the Conservation Review Board. After extensive discussion with the owner of the property and their consultant through the Conservation Review Board mediation process, the owner agreed to withdraw its objection to the designation, subject to the statement of significance being scoped to the core heritage structure of the building and adoption of designation by-law, and alignment with the revised statement of significance.

On [July 12, 2021](#), St. Catharines City Council designated the property at 26-30 Ontario Street (also known as the "Welland House") under Part IV of the Ontario Heritage Act using the updated statement of significance. The property was determined to be worthy of full protection under the Ontario Heritage Act for its physical / design value, its historical / associative value and its contextual value.

On the morning of July 12, 2021, prior to that evening's City Council Meeting, a large fire occurred on the property resulting in the loss of the entire building. The Office of the Ontario Fire Marshall determined that the origin of the fire was on the third floor of the building; however, due to the extensive damage, the cause of the fire could not be determined. The resulting debris pile has remained on site as the owner requires a demolition permit to remove the debris. As the property is designated under the Ontario Heritage Act, a condition of the demolition permit is a heritage permit granted by City Council.

With the property remaining designated under the Ontario Heritage Act, staff developed an iterative strategy that would allow for the necessary planning and building approvals to proceed with limited delay. The first part of this process was the development of a terms of reference for a Documentation and Salvage Report to be written by a qualified heritage consultant at the owner's expense. Typically, a Heritage Impact Assessment would be requested as part of a demolition permit, but for two reasons, it was determined by staff that it would be premature to ask for such a document that would outline the future reuse of materials from the site:

1. The quality and quantity of significant heritage materials within the debris pile is currently unknown. It was determined that it would be a challenge to outline a strategy for re-use as part of a Heritage Impact Assessment without an understanding of the surviving materials on site.
2. The owner has advised that a new development proposal has not been designed and there are no imminent planning applications to be submitted. Waiting for such an application to be made to the City could result in the degradation of materials on site due to exposure to the elements. Furthermore, given the

prominent location of the debris pile, waiting for a complete planning application was not considered a means towards having the site cleared of debris as soon as possible, which is contrary to community expectations.

The Documentation and Salvage Report is intended to outline a strategy for documenting the debris on site, determining what heritage attributes remain intact and how these elements can be salvaged and restored as part of a future development. It was determined by City staff that this document would adequately provide both the St. Catharines Heritage Permit Advisory Committee and City Council with the confidence necessary to grant a heritage permit for the removal of the debris from the site. The details of the Documentation and Salvage Report are outlined below.

It is anticipated that once crews are on site and debris has been sorted, a list of salvageable materials will be provided to City staff and the St. Catharines Heritage Advisory Committee. Finally, at a later date, a Heritage Impact Assessment will be submitted as part of any future planning applications for the property. The Heritage Impact Assessment will outline the re-use of the materials salvaged as part of a new development or an interpretation strategy.

## Report

A Documentation and Salvage Report (dated November 2021) was developed for the property by MHBC on behalf of the owner. Staff have reviewed the report and have determined that it is consistent with the Terms of Reference. Overall, staff have no concerns about the content of the report and the proposed documentation and salvage strategy outlined below.

As the property is designated under the Ontario Heritage Act, the designation by-law contains a list of attributes that contribute to the cultural heritage value of the property. These attributes will be the focal point of the proposed strategy. The overall intention is to salvage materials that are candidates for future integration into a new building or as part of a commemoration strategy. Largely these will consist of exterior stone and brick. Other materials (such as timbers) may be salvaged if found in good condition. Due to the collapse of the building and resulting size of the existing debris pile, the quantity and quality of salvageable materials is unknown.

The demolition contractor will be responsible for carrying out the salvage strategy. The contractor will be informed of the materials that contributed to the cultural heritage attributes outlined in the designation by-law. The heritage consultant will be available to provide guidance as necessary. City staff will not be part of the salvage process though the heritage consultant will be in communication with staff, as necessary.

According to the report by Ontario Environmental & Safety Network Ltd., the materials on site are contaminated with asbestos, silica and paints containing lead and mercury. As such, the materials will require decontaminating. A strategy has been developed for the cleaning of materials of historical significance that are good candidates for reclamation. The strategy includes:

1. Materials that are good candidates for reclamation will be first separated from the other debris on site, piece by piece.
2. The materials will undergo a hazard assessment to determine if they are contaminated.
3. All materials will be washed and cleaned. Materials that are contaminated will undergo further cleaning to remove contaminants. Any items that are unable to be decontaminated will be deemed not salvageable.
4. After cleaning, all salvageable materials will be set aside and placed on wooden pallets.

Due to the unknown quantity and quality of salvageable materials the exact amount of materials that will be salvaged is unknown. It is the goal of the heritage consultant that at least two pallets each of brick and stone are salvaged. Once the materials have been retrieved and cleaned, the salvaged materials will be documented and photographed and this inventory of items will be provided to the City. City staff have requested that the Heritage Consultant present the findings to the Heritage Advisory Committee when this information is available.

The owner of the property will be responsible for the storage and ownership of the materials. At this time, the owner is intending on storing the materials on site. The materials will be wrapped in plastic or other material to protect the materials from the weather. To protect the items from theft or vandalism, the owner will provide for either the installation of a chain link fence around the materials or the storage of materials in an on-site container. The owner will provide semi-annual confirmation to staff that the salvaged materials are secured and stored appropriately. Given the public location, it is thought that any potential issues will be spotted and can be remedied.

The items will be stored until a commemoration strategy can be developed for the materials; however, the intention is to re-use salvaged materials as part of a new development or as part of a commemoration strategy that reuses materials to help tell the story of the Welland House. The re-use of materials (both brick and stone and any other materials deemed salvageable) will be dependent upon the quality and quantity of materials available and the form of any proposed new development for the site.

Potential scenarios outlined by the Heritage Consultant include:

- Re-use of brick and stone on an interior wall, featured within the building entrance, or other publicly accessible space within a new building. The re-use of materials could be incorporated with an interpretive display of the former Welland House Hotel
- If public outdoor amenity space is proposed as part of a redevelopment, the salvaged brick and stone could be incorporated as part of the seating or other features in the amenity space. Again, an interpretive display could be included.

The commemoration strategy will be incorporated within a Heritage Impact Assessment for any future planning application for the property. Staff will ensure that the proposed strategy is robust and commemorates the building in a manner that is fitting with the building's important stature in downtown St. Catharines.

The strategy outlined above was presented to the St. Catharines Heritage Permit Advisory Committee at its meeting on November 25, 2021. At the meeting, the committee approved the following motion:

“That the St. Catharines Heritage Permit Advisory Committee approves of the proposed Documentation and Salvage Strategy for 26-30 Ontario Street (Welland House) outlined in the Documentation and Salvage Report written by MHBC (dated November 2021); and

That the St. Catharines Heritage Permit Advisory Committee recommends to St. Catharines City Council that Council should approve the heritage permit, which will result in the documentation and salvage of debris on the property and allow for the long-term commemoration of the property as part of a future development.”

## Financial Implications

There are no direct financial implications associated with this report.

## Environmental Sustainability Implications

There are no environmental implications associated with this report.

## Conclusion

The *Ontario Heritage Act* requires that the respective Municipal Heritage Committee be consulted prior to Council making a decision on a demolition of a property designated under Part IV of the *Ontario Heritage Act*. In this regard, the St. Catharines Heritage Permit Advisory Committee has been consulted with respect to the application to demolish the former Welland House Hotel at 26-30 Ontario Street and recommends that demolition be approved. Demolition in this case will allow for the removal of debris from the property and appropriate documentation, salvage and storage of materials for incorporation within a future development or interpretation strategy.

The loss of the Welland House Hotel to fire was an unfortunate end to an important building in the history of St. Catharines. The designation of the building was a recognition of the value that the building provided to the community. It is important that this recognition is upheld even after the building's demise. This Documentation and Salvage Strategy has been developed to ensure that elements of the building can be retrieved for future re-use as a means of ensuring that the building's memory lives on. The strategy outlined above is considered by staff to be a step towards a positive outcome to an otherwise negative situation. There are few recent examples in the province of buildings of this significance succumbing to fire; however, staff are confident that the strategy outlined above will ultimately be regarded as an example for other

municipalities to follow in response to future unplanned impacts to heritage designated buildings due to fire or other disaster, in St. Catharines and elsewhere in the province.

## **Notifications**

It would be prudent to notify the owner of the property, DrugSmart Pharmacy Group (556 Edward Avenue, Unit 74, Richmond Hill, Ontario, L4C 9Y5).

### **Prepared by**

James Neilson  
Heritage Planner

### **Submitted by**

Michael Seaman  
Senior Project Manager

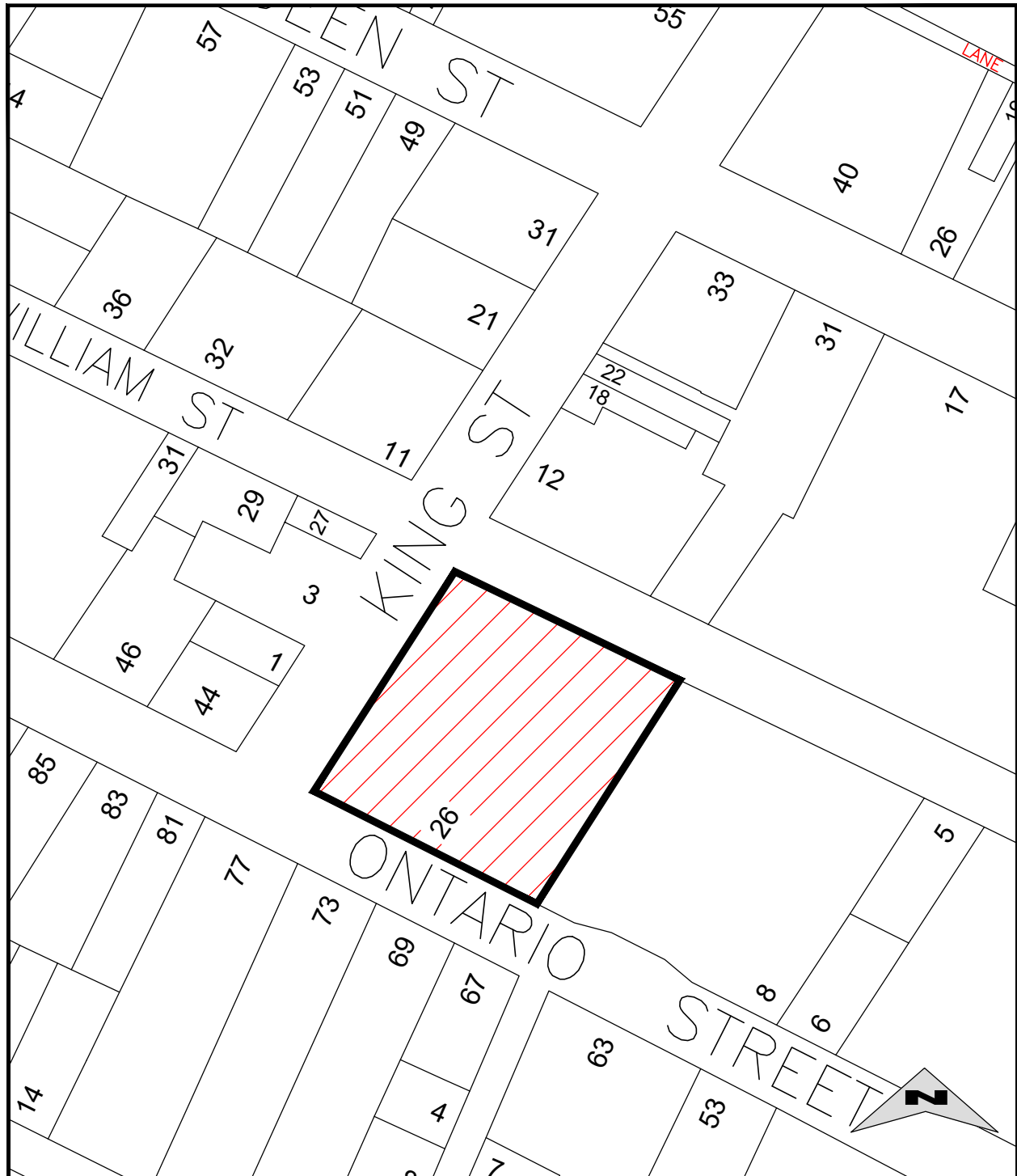
### **Approved by**


Tami Kitay  
Director, Planning and Building Services

## **Appendices**

1. Location Plan for 26-30 Ontario Street
2. Documentation and Salvage Report – MHBC, November 2021

# Location Map



 Subject Lands  
26/30 Ontario Street



# Documentation & Salvage Report

26/30 Ontario Street  
(City of St. Catharines)

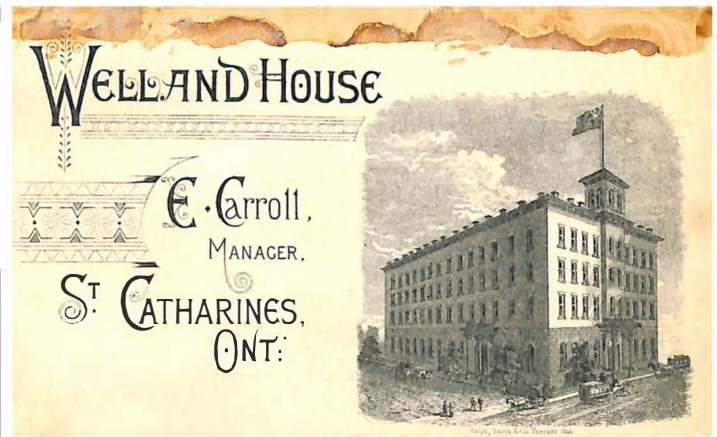
Date:  
**November, 2021**

Prepared for:  
**DrugSmart Pharmacy Group**

Prepared by:  
**MacNaughton Hermesen Britton Clarkson  
Planning Limited (MHBC)**

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'Our file: 20112'



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## Project Personnel

Dan Currie, MA, MCIP, RPP, *Managing Director of Cultural Heritage*      Senior Review  
CAHP

Gillian Smith, MSc      *Planner*      Research, Author

## Ownership

Owner: 2272872 Ontario Incorporated (DrugSmart Pharmacy Group)

## Executive Summary

MHBC Planning, Urban Design and Landscape Architecture ("MHBC") has been retained by DrugSmart Pharmacy Group to prepare a Documentation and Salvage Report for the lands addressed as 26 - 30 Ontario Street in the City of St. Catharines, hereafter referred to as the 'subject lands'.

The purpose of this report is to document the former Welland House Hotel that was located on the subject lands for over 165 years. This report will serve as a supplement to the historic record of the former Welland House Hotel, including the identification of remnants of the former building for potential salvage, as well as recommendations for a future commemoration of the former building.

# 1.0 Property Overview

## 1.1 Introduction

MHBC has been retained to complete a documentation and salvage report for the lands addressed as 26-30 Ontario Street, St. Catharines (the subject lands). The subject lands were the site of the former Welland House Hotel, which was destroyed by a fire in July 2021. The building was in the process of being designated under Part IV of the Ontario Heritage Act (OHA) when the fire occurred. The intent of the designation was to recognize the exterior of the building as a heritage resource and ensure its long term conservation.

This report is in response to the destruction of the building and serves as documentation of the former heritage resource. This report will provide recommendations on items/materials that formed part of the former building that can be reclaimed and incorporated into the future redevelopment, as well as future on site commemoration of the former Welland House Hotel.



**Figure 1:** Welland House Hotel in its most recent state (source: Walter, 2020)



## 1.2 Location

The subject lands are municipally addressed as 26 – 30 Ontario Street, City of St. Catharines. The subject lands occupy the western portion of the block at the corner of Ontario Street and King Street. The lands have an area of 3,449m<sup>2</sup> with approximately 58 metres of frontage on Ontario Street, 60 metres of frontage on King Street (exterior side), and 58 metres of frontage on William Street

The subject lands are located in downtown St. Catharines. The surrounding area is predominantly commercial uses.



**Figure 2:** Site Context, subject lands in red (Source: Google Earth)

## 1.3 Terms of Reference

This Documentation and Salvage Report has been guided by the City of St. Catharines Documentation and Salvage Report Terms of Reference. Given the destruction of the building by fire, the Terms of Reference has been scoped based on the direction of City Staff. This report includes the following elements:

- Property overview, including a site map and an overview of the status of the property under the Ontario Heritage Act
- Historical Research and site analysis, including historical photos and a description of the property
- Photographic and map documentation
- Salvage strategy for the property

The City's full Terms of Reference has been included in Appendix A of this report.

## 2.0 Historical Summary

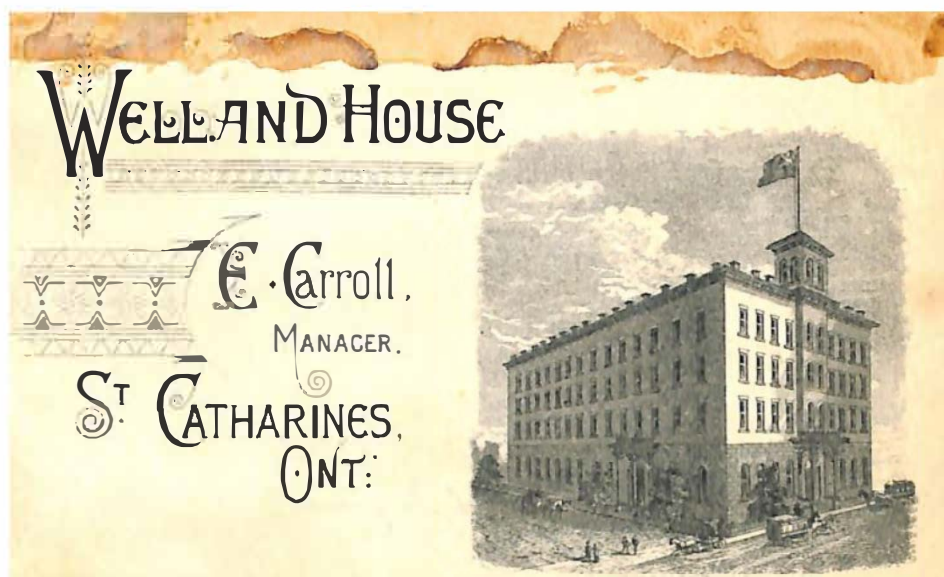
A cultural heritage evaluation report was prepared for the subject lands in February of 2020 by members of the City's Heritage Advisory Committee. This report provides an in-depth historical account of the subject lands and is included as Appendix B to this report. The following section is an overview of the history of the Welland House Hotel and the current context of the subject lands.

### 2.1 Historical Summary

The subject lands were the site of the former Welland House Hotel which was constructed between 1853 and 1856. The Welland House Hotel served as a tourist attraction to out-of-town visitors, primarily because of its salt water pools, which were known for their illness curing properties. Salt water baths were a common practice in the area during this time and the Welland House Hotel was one of three hotels to exploit the salt water properties contained underground and offer spa-like conditions for its patrons. Of the three hotels, the Welland House was the last one to be demolished. The first luxury spa hotel to offer visitors salt baths was the Stephenson Hotel, which was demolished in 1931. The Welland House was built shortly after the construction of the Stephenson, and was succeeded by The Springbank Hotel, which was the last hotel of its kind to be built in St. Catharines and suffered from a fire in 1903. All three hotels offered guests similar services and amenities, including the bathing facilities. Collectively, the hotels generated the reputation of St. Catharines as a popular vacation destination for American tourists to 'take the waters'. By the early 20<sup>th</sup> century, all three hotels had ceased their bathing facilities and began operating as regular hotel accommodations. Both the Stephenson House and the Sprinkbank Hotel were converted to private schools. The Welland House Hotel remained as a hotel, offering permanent residence to local citizens and became a popular spot for locals to visit for daytime or evening outings.

The Welland House Hotel was designed by John Latshaw and built by John Clyde and William Baron, as well as other members of the community. It is maintained that members of the black fugitive slave community contributed to the development of the Hotel, however, there is no primary documentation to support this. The Hotel was originally designed in the Italianate Architectural style. Architectural attributes included stone tooled limestone, stucco-clad brick, flat roof with plain boxed cornice, stone quoins, semi-circular window openings on the ground floor with radiating arched voussoirs, projecting frontispiece with pairs of windows, and stone surrounds and sills with double arched heads, five arched multi-paned classical windows on the ground floor of the south and west elevations, limestone facing on the ground floor including textured finish and plinth wall and cornice at roof level.





**Figure 3:** The original Welland House Hotel was 4 storeys with a frontispiece (Woodruff Family Fonds)

The original building experienced many alterations and additions throughout its years, including a rear addition and the addition of a fifth floor in the 20<sup>th</sup> century.

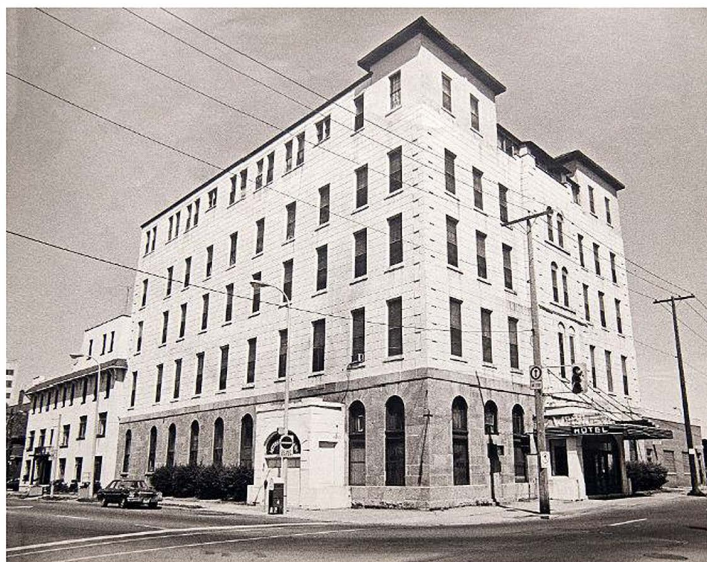


**Figure 4:** Photograph of Welland House Hotel with fifth floor addition (source: Walter, 2020)

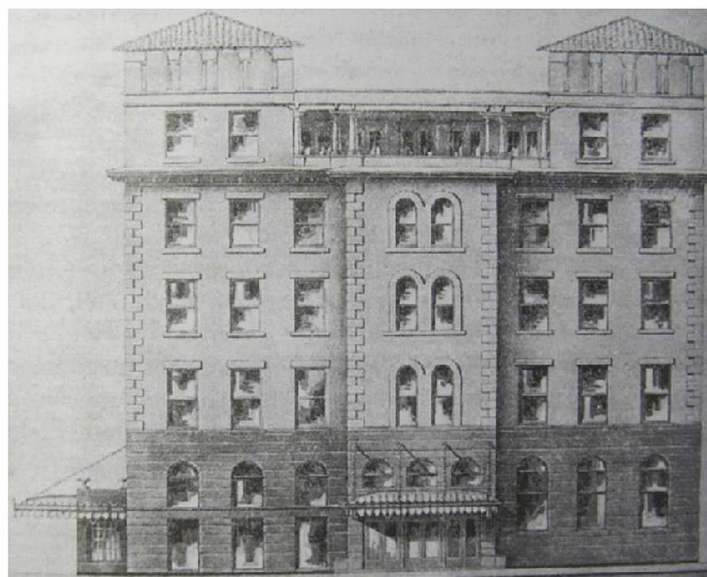
The Hotel was originally four storeys in height and featured a projecting frontispiece. In the early 20<sup>th</sup> century the frontispiece was removed and a fifth storey was added. The fifth storey was partially enclosed with the front portion serving as a terrace (figure 4). Years later in the 1920's, when one of the other bathing hotels closed, the terrace was enclosed to accommodate more visitors (figures 5 and 6). During this time, the building experienced a large make-over, including the



addition of pressed metal roofing, similar to that of the terra cotta style, and the front and side entrances were covered.



**Figure 5:** Rear addition with pressed metal and the fifth floor was enclosed



**Figure 6:** Architectural rendering to enclose fifth-floor c. 1928 (Narhi, Hoerd, Humeniuk, 2020)

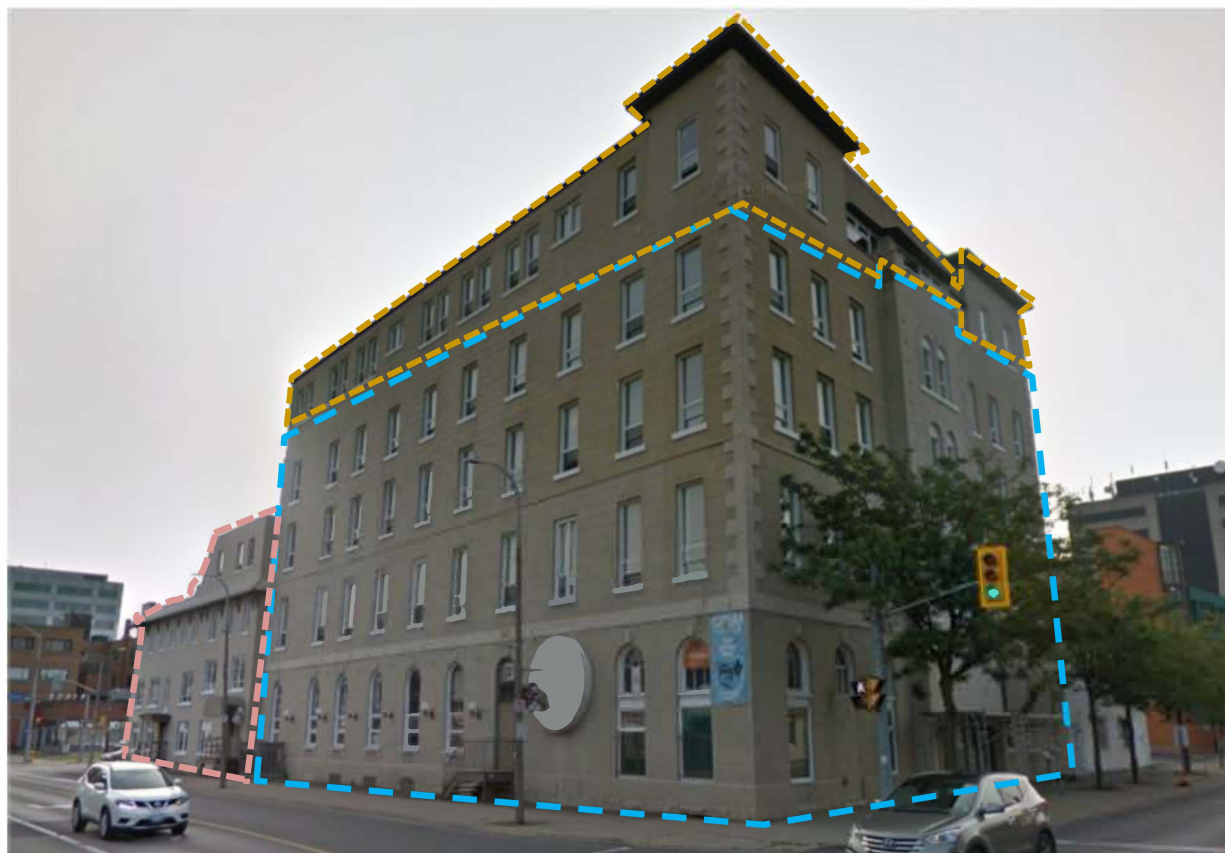


**Figure 7:** Aerial image of the subject lands c. 1921 (Brock University Archives)



**Figure 8:** Aerial image of subect lands c.1965 (Brock University Archives)

The aerial image from 1921 shows the original building without the addition, while the aerial from 1965 shows the building with the rear addition. It is presumed that the later addition was completed sometime in the 1920's, around the same time as the enclosing of the fifth floor.



**Figure 9:** Noting original portion of building in light blue, rear addition in light pink and fifth storey addition in yellow (Source: Google Maps)

In 1993 the Welland House Hotel closed and was sold. From 1994 onwards, the Hotel was used as student apartments to accommodate students from nearby Brock University. The building was abandoned in 2017 and remained vacant until the fire in 2021.

## 2.2 Heritage Status

The Welland House Hotel was listed on the St. Catharines Municipal Heritage Register, referred to as the 'register of non-designated cultural heritage properties'. The purpose of this register is to identify those resources which may be of future interest for designation. In 2019, the St. Catharines Heritage Committee provided a recommendation to City Council that the Welland House Hotel be designated as a heritage resource under Part IV of the Ontario Heritage Act. Following the resolution by Council in February of 2020 to adopt a new heritage designation by-law, the Notice

of Intention to Designation 26/30 Ontario Street under Part IV of the OHA was issued to the property owner. On July 12, 2021 the designation by law was approved (refer to Appendix C).

The designation by-law provides a Statement of Cultural Heritage Value or Interest, which highlights the heritage significance of the building along with its heritage attributes. The statement establishes that the building has cultural heritage value or interest for its physical design values, historical/associative values and its contextual values. The following is a summary of each:

### **Physical/design value**

- The other two spa hotels similar to the Welland House no longer exist and as such the building is a rare example of a former spa/summer resort.
- The building displays a high degree of craftsmanship based on early architectural features comprised of broad verandas, flat roof with plain boxed cornice, stone coins, semi-circular window openings, projecting frontispiece and stone surrounds and sills with double arched heads. There is also a 1930's Art Deco style main entrance and a side entrance with stained glass fanlight – which were removed.

### **Historical/associative Value**

- It is associated with the 'spa resorts' of St. Catharines in the late 1800s which offered 'healing waters' for which the City became internationally known for.
- The property has the potential to yield information specifically related to the development of 'spa resorts' in St Catharines and in the Niagara Region.
- The building demonstrates the work of both the architect John Latshaw, and builder John Clyde.

### **Contextual Value**

- The building is linked to its surroundings through its former use as an exclusive summer resort, hotel and private hospital.
- The building is a landmark within the commercial core of the City.

### **Heritage Attributes**

The heritage attributes are limited to the exterior features of the original building. They include:

- Stone tooled limestone

- Stucco-clad brick;
- Flat roof with plain boxed cornice;
- Stone quoins edging the corners;
- Semi-circular window openings on the ground floor with radiating arched voussoirs;
- Projecting frontispiece with pairs of windows, and stone surrounds and sills with double arched heads;
- Window openings with flatheads, plain surrounds and stone sills including brackets;
- Five arched multi-paned classical windows on the ground floor of the south and west elevations;
- Limestone facing on the ground floor including textured finish and plinth wall; and,
- Cornice at roof level.

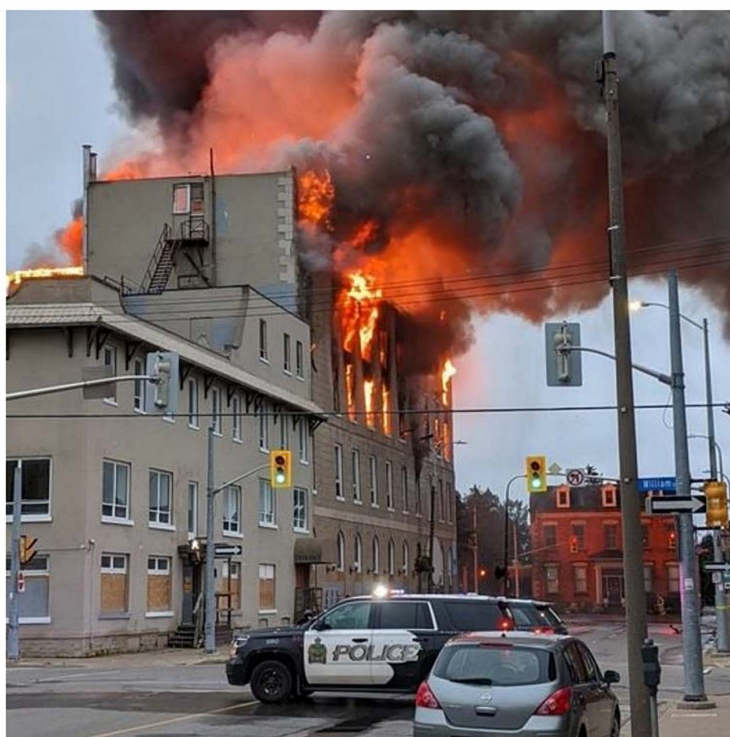
## 2.3 Current Conditions

While in the process of becoming a designated heritage resource, the Welland House Hotel suffered from a fire on the morning of July 12, 2021. The Ontario Fire Marshal conducted an investigation and concluded that the cause of the fire is unknown. The fire caused severe damage to the building, specifically to the upper floors of the hotel. As a result, the Hotel could not be salvaged.





**Figure 10:** Welland House Hotel during fire. Photo of front facade (Redmond, 2021)



**Figure 11:** The Welland House Hotel during the fire. Photo of west facade (iHeart Radio 2021)

Cultural Heritage Documentation and Salvage Report  
 28-30 Ontario Street, St. Catharines (Welland House Hotel)

The Welland House Hotel was completely destroyed by the fire. The subject lands are now occupied by debris and rubble of what used to be the Hotel. The owner has applied for a demolition permit to remove the remaining building materials. The demolition will involve the clearing of debris, building materials or remnants, as well as considering items that are able to be salvaged. Such items may include the original stone or brick that contributed to the Hotel façade. The permit has not been issued at the time of this report.



**Figure 12.** Post-fire cleanup of the site (Piedmont, 2021)



**Figures 13-15:** Subject property as of September 2021 (MHBC, 2021)



## 2.4 Environmental Conditions

Following the fire, Ontario Environmental & Safety Network Ltd., conducted a designated substance survey of the debris to determine if any remaining materials contained hazardous substances or materials. The survey concludes that:

- Materials contain asbestos including black vinyl flooring, plaster on cork, air-o-cell pipe insulation, and cement pipe;
- Paint materials contain lead;
- Paint material contains mercury, and
- Materials contain silica content including brick, concrete, plaster, and tarmac.

Given that hazardous materials remain on the subject lands, procedures have been outlined for the safe removal of debris, including the cleaning of materials of historical significance. These procedures are highlighted in the following section of this report.



**Figure 16:** existing materials and current condition of the subject lands (MHBC, 2021)



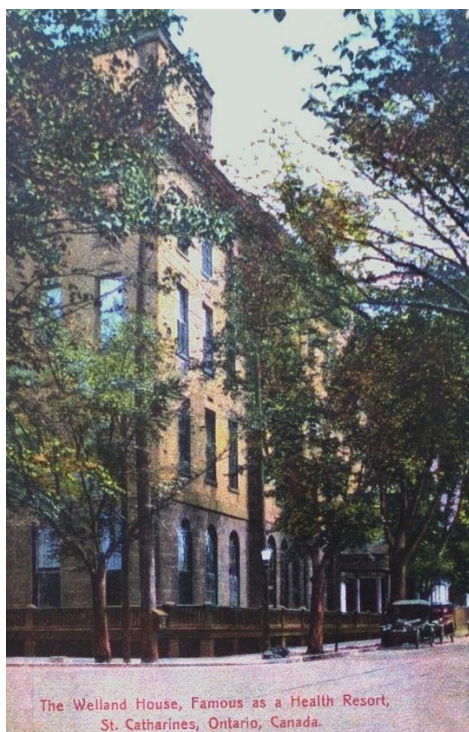
# 3.0 Salvage Strategy

## 3.1 Salvageable Materials

The heritage attributes of the building include the exterior architectural elements. Items that retain their heritage significance and can be successfully reclaimed from the debris include the exterior brick and stone that contributed to the exterior hotel façade.

### Heritage Attributes

The original four storey Hotel had a stone and brick façade. The ground floor was constructed of limestone, and the remaining three storeys were constructed of a yellow brick, as well as brick quoins at the corners and cut stone window sills to enhance the design of the building. The rear addition of the hotel was constructed of a sandstone foundation and red brick covered in stucco. In 1960, while the roof was being replaced, hot tar spilled on the King Street façade. In order to improve the façade, concrete was applied to the exterior of the building and patterned to resemble cut stone. The original brick and stone materials are of heritage value.



**Figure 17 and 18:** (left) original façade (St. Catharines Public Library), (right) concrete covered façade (City of St. Catharines, 2019)

## Heritage Attribute Materials for Salvage



**Figure 19 and 20:** Rubble materials of heritage value (left) stone, (right) brick (MHBC. 2021)

The heritage materials that may be salvaged from the site include the exterior stone and brick. These materials have been left on site for de-contaminating and cleaning. The rear part of the Hotel was the least impacted by the fire and therefore the sandstone foundation and brick are likely materials that can be salvaged. The condition of the materials on site will be determined when crews enter the site to carry out the salvage strategy. The building has completely collapsed and there are very few instances where the original walls of the building remain intact, and therefore the materials will be identified and removed from the site piece by piece.

Other materials that are not considered to be of heritage significance (such as timbers, tiles, or other materials) may be salvaged. These items, while not identified heritage attributes of the building, could be used in the re-development or donated for re-use. The priority will be on salvaging the identified heritage materials, however, other materials that are undamaged and have potential for re-use may be salvaged as well.

## 3.2 Salvage Method

A demolition contractor will be hired and responsible for carrying out the salvage strategy. The crew will be informed of the identified materials to be salvaged as well as the strategy outlined in this report. The heritage consultant will be available to advise and guide the site clean-up and reclamation of materials. Given the contamination of the site and contamination of some materials, salvaged materials will need to be decontaminated, for both hazardous materials identified in the substance survey as well as hazardous substances produced from the fire. A strategy has been developed for the cleaning of materials of historical significance. For identified items that are good candidates for reclamation, they will:

- 1) First be separated from the other debris on the site. The materials will be removed from the other debris one at a time.
- 2) They will then undergo a hazard assessment to determine if they are contaminated.

- 3) All materials will be washed and cleaned. Materials that are contaminated will undergo further cleaning. Items that are unable to be decontaminated will not be salvageable.

After cleaning, the materials will be set aside/stored until the opportunity for their re-use.

### 3.3 Storage of Salvaged Materials

Once cleaned, the salvaged items will be placed on wooden pallets. The salvaged items will be documented and photographed and this inventory will be provided to the City. These materials will be stored safely until they are able to be re-used. It is the intent to salvage, at a minimum, two pallets of each brick and stone. Until the salvage strategy is underway and the demolition contractor begins to clean up the site, the quantity of salvaged materials is unknown.

The owner of the property will be responsible for storing the materials and ensuring their protection. The owner will also provide semi-annual confirmation to the City Heritage Staff that the salvaged materials are secured and stored appropriately. If the materials are stored outdoors, each pallet of material shall be wrapped in plastic or other material to protect from weather. To protect from theft or vandalism, the owner will provide for either the installation of a chain link fence around the materials or the indoor storage of materials with an on-site storage container.

The materials are proposed to be stored on site. If the materials are stored off site, they shall be stored in the manner described above and the location of the off site storage shall be provided to City staff.

# 4.0 Commemoration Strategy

The Welland House Hotel served as a landmark in downtown St. Catharines for the many years that it existed. While the Hotel is no longer standing, it will continue to contribute to the history of St. Catharines. Given its unique history and its planned designation under Part IV of the OHA, some form of commemoration of the former building is recommended.

The purpose of commemoration is to honour and celebrate the former Welland House Hotel, and acknowledge its contribution to the area. While the Hotel is no longer standing, it should be memorialized in the future development of the site. The recommended approach to the commemoration is to utilize the salvaged building materials, which could be re-used in any redevelopment of the site. The re-use of salvaged materials will depend on the form and proposed land use of the redevelopment. Potential scenarios for the re-use of salvaged materials include:

- Re-use of brick and stone on an interior wall, featured within the building entrance, or other publically accessible space within a new building. The re-use of materials could be incorporated with an interpretative display of the former Welland House Hotel; or,
- If public outdoor amenity space is proposed as part of a redevelopment the salvaged brick and stone could be incorporated as part of the seating or other features in the amenity space. Again, an interpretative display could be included.

The salvaged building materials are recommended to be accompanied by an interpretive component that describes the history and importance of the Hotel, similar to the plaque that was destroyed in the fire. The plaque should briefly describe the history of the Welland House Hotel, its purpose and generally acknowledge the significance of the Hotel to the community. A detailed commemoration plan should be prepared and approved as part of the site plan approval process for the redevelopment of the site.

Other building materials that are salvaged, such as timber, may also be re-used in the redevelopment, or donated for re-use. The re-use of non-heritage materials within the redevelopment will depend on the quantity and quality of salvaged heritage materials, as well as the planned commemoration that will be determined during the site plan phase.



**Figure 21:** Welland House Hotel plaque. The plaque was destroyed by the fire (City of St. Catharines 2019)



## 5.0 Summary and conclusions

The purpose of this report has been to provide written documentation of the past and existing conditions of the property and provide recommendations on salvage and commemoration of the former Welland House Hotel. It is recommended that the documentation report be made available to City staff, City and Niagara Region archives so that it is available for future reference purposes.

Several elements of the building which would normally be considered for retention have been damaged beyond repair due to the fire. Notwithstanding, the contractor responsible for the demolition and clean-up of the site will be required to give consideration to such items as exterior brick and exterior stone and follow the reclamation strategy outlined in this report. Other items that are not of heritage value such as timber, are also recommended to be included in the salvage strategy and re-used where possible.

The salvaged items are recommended to be re-used in the new development as a form of commemoration of the former Hotel, which may include:

- Re-use of brick and stone within the new building or other publically accessible space on site; or
- Public outdoor amenity space that forms part of the redevelopment such as seating or other features within an amenity area.

An interpretive display could also accompany the re-use of building materials, which would replace the previous display that was destroyed in the fire.

If any other items are found during the demolition and clean-up of the site that are salvageable and suited to be re-used, they are encouraged to be used in the commemoration or be donated.

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# Appendix A

## Terms of Reference





## Documentation and Salvage Report Terms of Reference (August 2021)

### Introduction

A Documentation and Salvage Report may be required by the City and submitted prior to or at the time of any application submission pursuant to the *Planning Act* where the proposed development, site alteration, or redevelopment of lands, or on adjacent lands has the potential to adversely affect cultural heritage resources through relocation or demolition.

### The Provincial Policy

With regard to cultural heritage and archaeological resources, the **Provincial Policy Statement, 2020** issued under the authority of the *Planning Act* defines “conserved” as “the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment that has been approved, accepted or adopted by the relevant planning authority and/or decision-maker. Mitigative measures and/or alternative development approaches can be included in these plans and assessments.”

### The Official Plan Policy

The City may require a cultural heritage study as part of pre-consultation’s complete application submission requirements (Policy 16.16.8. e) Urban Design/Culture). Consultation with the City is required prior to the submission of an application for an Official Plan amendment, zoning by-law amendment, draft plan of subdivision, draft plan of condominium, consent or site plan control, unless the Director of the Planning and Development Services Department or designate determines that pre-consultation is not necessary based on the scale of the development or the complexity of planning issues associated with the proposed application.

In addition, the owner(s) of a property designated under Part IV or Part V of the Ontario Heritage Act must obtain the consent of City Council to allow any erection, demolition, removal or alteration of any buildings or structures on the property, as set out in the Ontario Heritage Act (Policy 3.3). The City may encourage the conservation and enhancement of cultural heritage resources as a condition of planning approvals.

### What is a Documentation and Salvage Report?

A Documentation and Salvage Report is a cultural heritage study that is prepared by a qualified heritage professional when a cultural heritage resource is to be relocated, altered or demolished. The report should include full historical site research, photographic and map recording and documentation and potential cataloguing of the resource to be displaced or disrupted.

Photographs and a written report will document most resources; however, some resources may need to be documented with measured drawings.

### **What properties may require a Documentation and Salvage Report?**

Documentation and Salvage Reports may be required for the following instances:

- Properties designated under any part of the *Ontario Heritage Act* or properties adjacent to properties designated under the *Ontario Heritage Act*;
- Properties that are included in the City's Register of Property of Cultural Heritage Value or Interest or adjacent to properties included in the City's Register of Property of Cultural Heritage Value or Interest;
- A registered or known archaeological site or areas of archaeological potential;
- Properties that comprise or are contained within Cultural Heritage Landscapes that are included in the Registry of Property of Cultural Heritage Value or Interest;
- Infrastructure improvements and other projects subject to a Municipal Class Environmental Assessment where cultural heritage resources may be impacted by the undertaking.

### **At what time do I require a Documentation and Salvage Report?**

A Documentation and Salvage Report may be required by the City when a built heritage resource is to be relocated, altered or demolished.

### **Who Prepares a Documentation and Salvage Report?**

A Documentation and Salvage Report should be prepared by a qualified heritage professional with membership in the Canadian Association of Heritage Professionals. A qualified heritage professional should have knowledge of accepted standards of historical research, identification, evaluation, and methods of conservation and mitigation. For properties containing archaeological resources or areas of archaeological potential, only licensed professional archaeologists can carry out technical assessments and alter known archaeological sites.

### **What is included in a Documentation and Salvage Report?**

A Documentation and Salvage Report may contain, but is not limited to the following information:

#### **1. Property overview**

1. A location plan specifying the subject property, including a site map and aerial photograph at an appropriate scale that indicates the context in which the property and heritage resource is situated.

2. Indicate the status of the property under the Ontario Heritage Act.

## **2. Historical research and site analysis**

1. A general description of the history of the study area as well as a detailed historical summary of property ownership and building(s) development;
2. Historical photos which may detail heritage attributes;
3. If the resource is a bridge or engineering work, a detailed historical summary of its construction and its relationship to the development of the study area; and
4. A description of the resource and property, both exterior and interior for all buildings on the property, and if a bridge or engineering work, its structural design and materials.

## **3. Photographic and map recording and documentation of the resource to be displaced or disrupted**

1. Representative photographs of the exterior (front, back and side views) of a building or structure;
2. Representative photographs of the elevations and structural details of a bridge or engineering work;
3. Detail photography of character-defining architectural resources or elements on the exterior and interior of a building;
4. Detail photography of structural members and design details of a bridge or engineering work;
5. Photographic key plans of the exterior and interior of the building, not to scale; and
6. Photographic key plan for bridges and other engineering works.

## **4. Measured drawings**

1. A site plan;
2. Overall dimensional measurements of the exterior of a building or structure;
3. Overall dimensional measurements for principal rooms (all floors) in the interior and other character-defining details to aid in the building description;
4. The measurement of structural members and connections to confirm the original engineering drawings, if available, for a bridge or other engineering work;

## **5. Salvage strategy**

1. A detailed salvage strategy that outlines the methods used to remove cultural heritage attributes and materials intended for salvage
2. A detailed strategy for the conservation of materials off-site, including an outline of methods for the safe transporting of materials, the off-site protection against deterioration caused by weather, environment and storage and the off-site protection of materials against theft.
3. A detailed strategy for the reconstruction or assemblage of heritage attributes off-site (if necessary)

4. A detailed strategy for the reuse of materials within a new development or as part of a strategy for reuse throughout the community. The detailed strategy may be put forward as part of a Heritage Impact Assessment submitted to the City as part of a future planning application.

Note: Photo-documentation of the built heritage resource's exterior and interior and bridge or engineering work will be completed with digital photography. All documentary photographs in the report should be a minimum of 3-in. by 5-in. in size with descriptive captions. A database of high-resolution photographs should be uploaded and shared with municipal staff upon submission of the report.

If it is requested that built heritage resources are required to be documented with measured drawings, the report will include the above requirements for photographic documentation as well as provide a full set of floor plans, elevations (exterior) and sections with dimensions, or a combination thereof, as needed. If original drawings for bridges and engineering works are not available, a full set of drawings with plan, elevations and details with dimensions should be prepared, or a combination thereof, as needed. Imperial measurement units, as per the original construction, should be used. All drawings in the report should be of a size as to be clearly legible.

The Documentation and Salvage Report should be filed with:

- The City of St. Catharines, Planning and Building Services;
- The St. Catharines Museum and Welland Canals Centre and
- St. Catharines Public Library Special Collections.

Note: The Terms of Reference outlined above may be 'scoped' based on the specific circumstances and characteristics that apply to a heritage resource. Consultation with heritage staff will be required to determine when a scoped Terms of Reference may be required, as well as requirements for the content.

# **Appendix B**

## Cultural Heritage Evaluation Report

*Cultural Heritage Evaluation Report for the Welland House Hotel,  
26-30 Ontario Street,  
Lot 1129, Corporation Plan 2,  
St. Catharines.*



Researched by: Brian K. Narhi, Mark Hoerdts and Andrew Humeniuk

Researched for: the St. Catharines Heritage Advisory Committee

Date: February 4, 2020.

### ***1.0 Introduction.***

The subject of this cultural heritage evaluation report is the Welland House Hotel, located at 26-30 Ontario Street (corner of King and Ontario Streets) in downtown St. Catharines. The land upon which this structure is built is presently described as Lot 1129 as shown on Corporation Plan 2 (“C.P. 2.”) Prior to 1932, the site was comprised of Lots 20-25 (inclusive) as shown on Registered Plan 23 (the “Shipman Tract” Plan.) Prior to 1846, it comprised part of Lot 18 Concession 6 in the former Township of Grantham. The land registry records for this site were converted to Land Titles Qualified in September 1997; the property was assigned the PIN 46217-0174 (PIN -0344 is now inactive.) Any land use history between 1997 and the present time will require a PIN search.

The Welland House is a structure of tremendous historical and architectural significance in the downtown core. The hotel was constructed between 1853 and 1856 in order to attract visitors to the town, to provide guests with quality accommodations, and to exploit the curative properties of the saline rich mineral waters which were discovered here in first quarter of the nineteenth century.

### ***2.0 Natural Gas, the Early Salt Industry, and Development of the Mineral Springs and Spa Hotels.***

One of the most conspicuous landscape features in the Niagara Region is the Niagara Escarpment, a cuesta formation which runs in an east-west direction across the peninsula. The escarpment is composed of various layers of soft shale and sandstone, topped by a much harder layer of dolostone. These sedimentary formations were deposited during the period between the Upper Ordovician and Silurian eras, which extended roughly from 390- to 500,000,000 years ago. The formation of the escarpment was not due to geological fault lines or upheavals, but has been described as a “simple topographical break” marking the two levels of the peninsula. The rocks contain some of the oldest fossilized examples of the marine organisms which thrived in the shallow tropical sea which covered this area. The area below the escarpment is prime agricultural land known as the Iroquois Plain, and above it is the Haldimand Clay Plain (Chapman & Putnam 1966:173.)

The deeper layers of bedrock beneath the escarpment contain shallow pools of petroleum and natural gas. The presence of gas was known to the early settlers and visitors to the area, and the “Burning Spring” just above Niagara Falls was an early tourist attraction. During the mid- to late nineteenth century, enterprising businessmen in Welland County formed a number of private companies to drill wells in the search for oil and gas. Sulphur gas was sometimes found in the Clinton formation at a depth of about 400-450 feet (120-140 m) as well as brackish salt water, while gas was also found in the deposits of Rochester and Queenston shale formations. The gas and water were mainly considered to be a nuisance during the drilling operations, although “the salt water was taken and boiled down to see if they could make a salt well out of it.” The Welland natural gas fields were the oldest, commercially viable sites in Ontario. Petroleum was discovered at greater depths (Coste 1926; Smith 1926:107-108; Wells 1926; Steele 1926:116 ff.)



The same sandstone and shale rock formations (Rochester, Clinton, and Queenston deposits) which yielded natural gas also contained pools of water rich in salt and various trace minerals. This water found its way to the surface through cracks in the stone; the springs were known by the Indigenous people, who used the waters for curative purposes. The springs were also locations where animals would come to drink, and thus proved to be rich hunting spots. Valuable mineral springs were known to settlers in Pelham (on Sulphur Spring Drive), in Louth, and a small “salt lick” existed on the Ten Mile Creek in Grantham roughly between Parnell and Lakeshore Roads. That spring is believed to have been destroyed when the present Welland Ship Canal was constructed during the 1920s (Parnell 1925:25; Parnell 1949.) Since salt was a scarce and expensive commodity in Upper Canada during the early 19<sup>th</sup> century, the ownership of the Louth site (and the rights to manufacture salt) was contested by various individuals.<sup>1</sup>

In June 1815, William Hamilton Merritt (‘founder’ of the 1<sup>st</sup> Welland Canal) was quarrying some easily available stone “above Ranney’s mill” on the banks of the Twelve Mile Creek in St. Catharines. During this operation, a spring of brackish, coloured water was discovered. Merritt took a pail of this water to his home and boiled it down, and sent a sample to his father-in-law, Dr. Prendergast, for analysis. The preliminary and subsequent results revealed that the water contained chlorides of calcium, soda, lime, magnesium, potassium, ammonium, iodide of magnesium, bromide of magnesium, silicic acid, iron, and clay, and was suitable for the production of good quality salt (Merritt 1875:40.)

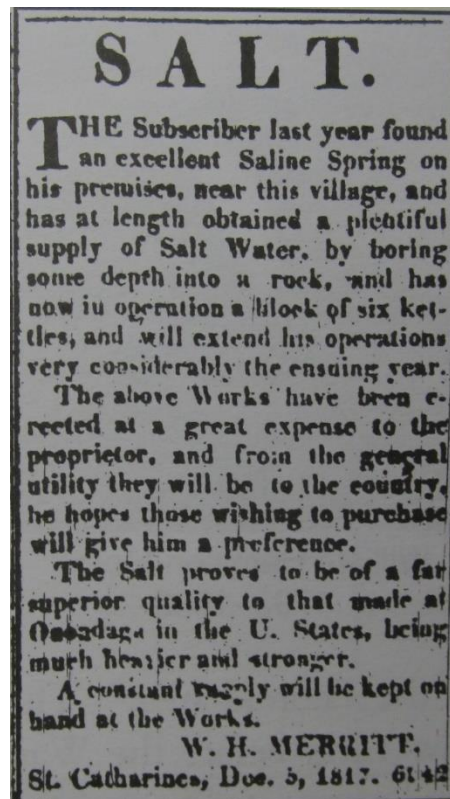


Marcus Smith map (1852) showing the location of the salt works on the canal bank opposite the intersection of Ann (Norris Place) and Chace Streets. Note also that Salina Street was probably named in honour of the salt works.

<sup>1</sup> Mineral springs were also known at several locations in Western New York State: Lockport (“Vita Spring,”) the Devil’s Hole Cave, and at Saratoga Springs. The waters at the latter place were “sparkling” (i.e., naturally carbonated.) The mineral waters in St. Catharines were, by contrast, “still” or non-carbonated. For a survey of some of the western New York springs and bathing establishments, *vide* Boles 2014.

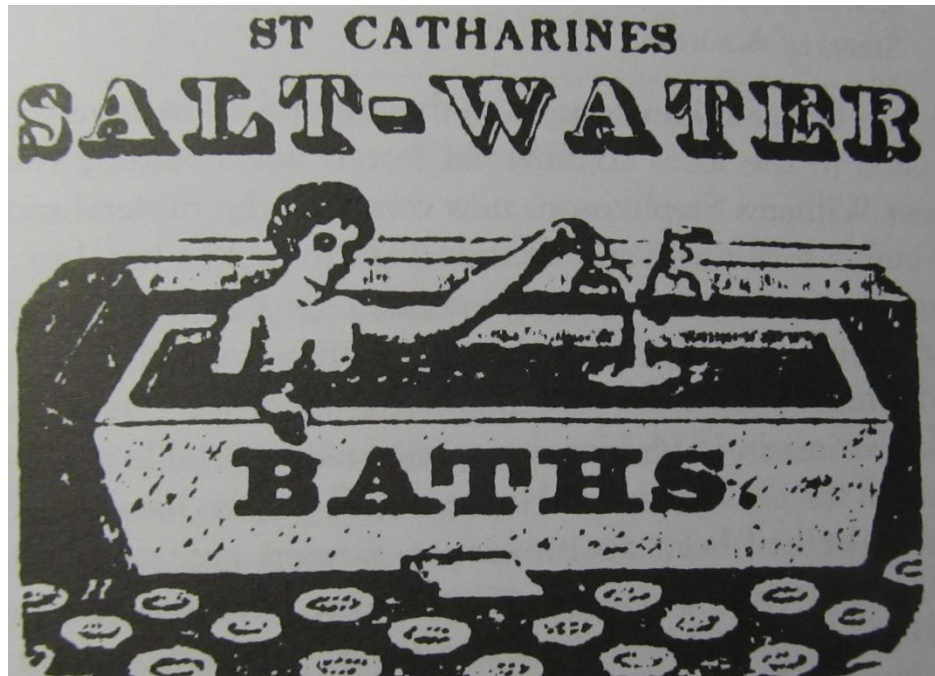


In 1816, Abram Messmore settled in St. Catharines and bored the first well for Merritt. Salt water was struck at 80 feet (25 m) in sufficient quantities to commence a salt works operation in 1817. The initial output was four bushels per week, which sold for about \$1 per bushel. By 1834, the output had increased to fifty barrels per week. This manufactory proved to be economically non-viable, mainly due to the expense of supplying the time-consuming boiling operation with wood, and the depth required to reach the water (600 feet/185 m); moreover, cheaply produced American salt was readily available in greater quantities, and the St. Catharines operation was eventually abandoned in the late 1840s. The business was commemorated when part of the land along Yates Street was subdivided for residential purposes by Merritt, and named the “Salt Works” plot (*Niagara Spectator*, Dec. 11, 1817; Smith 1851:195.)



*Niagara Spectator*, Dec. 11, 1817.

Around 1820, an American named Dr. William Chace settled in St. Catharines where he established a pharmacy. Chace took over management of the salt works from Merritt, and he quickly recognized that the waters also had curative properties. By June 1826, he had opened a “bathing room” where clients could enjoy hot and cold-water showers or baths. In 1840, Charles W. Hellemis had opened “a commodious bathing establishment” at the salt works which featured a “polite and obliging attendant.” Individuals or families could purchase “season tickets” to the baths “at the most liberal terms” (*Farmer’s Journal*, June 7, 1826; *St. Catharines Journal*, July 23, 1840.)

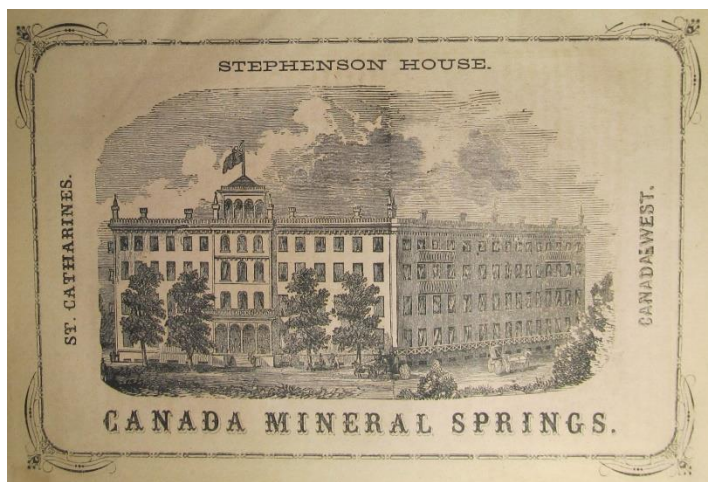


*St. Catharines Journal*, July 1, 1841.

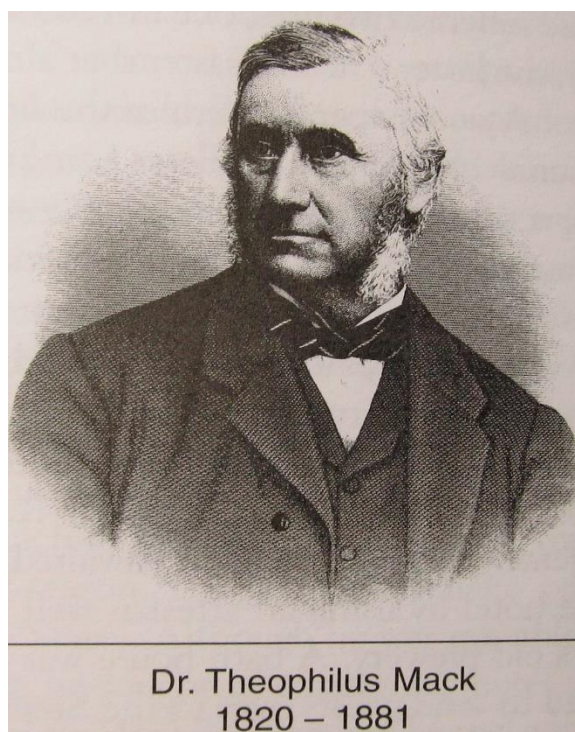
Chace's salt works and bathing establishment were nearly totally destroyed by two fires which broke out in July 1847 and March 1848. The premises were sold by the Niagara District Sheriff to Elias S. Adams, but and then bought from him by James R. Benson and Nehemiah Merritt (*St. Catharines Journal*, July 22, 1847; *Niagara Chronicle*, June 22, 1848.)

There appears to have been no effort on the part of the new owners to reopen the salt works. The site was then bought by "Colonel" Eleazer Williams Stephenson (1798-1867), an American born businessman, who developed the first luxury spa hotel, appropriately named the "Stephenson House," which was designed to cater to guests who wished to "take the waters." His new establishment, constructed between 1853 and 1855, was located at the corner of Yates and Salina Streets, and overlooked the Twelve Mile Creek and Welland Canal. This hotel was later used as a private school, and even as the Puccini Macaroni Factory, until it was demolished in April 1931.





The Stephenson House was soon joined by the Welland House (built 1853-56)<sup>2</sup>, and by Springbank, located at the corner of Yates Street and Norris Place, which was built by Dr. Theophilus Mack in 1864-65. Like the Stephenson House, Springbank was later used as a school (the first home of Ridley College in 1889) until the building was destroyed by fire in 1903.



These three hotels offered guests first class accommodation and service, fine dining, bathing facilities which could provide relief for a variety of ailments, as well as other diversions such as walkways, beautifully landscaped grounds, croquet gardens, tennis courts, billiard rooms, a chapel, etc. For many years the hotels engaged in the lucrative side trade of bottling and selling the famed mineral waters. Period accounts described the water as “not unpleasant,” with a “briny

<sup>2</sup> For a fulsome Land Use History of the property, see Appendix “C.”

taste” and “marine odour,” and faintly reminiscent of the brine used in curing hams. The diluted water was said to have been a wholesome and curative draught for “all diseases of a scrofulous nature, glandular and cutaneous affections, and maladies of the eyes, nose and ears” (*St. Catharines Journal*, July 21, 1859; Wilson 1999:62, 65.)<sup>3</sup>



“Mack Mineral Springs, St. Catharines, Ont.” bottle (ca. 1870s?) and detail.

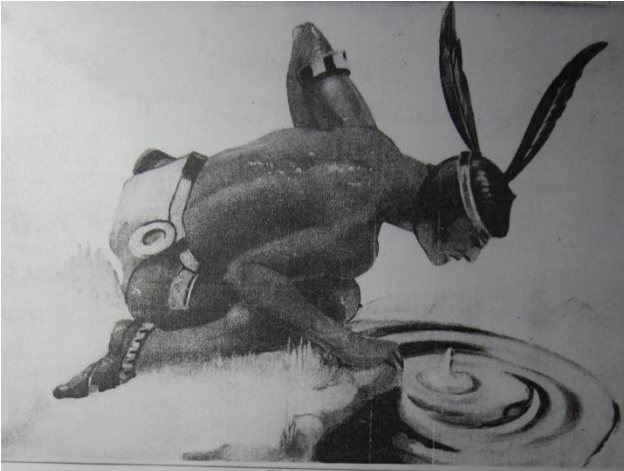


Late 19<sup>th</sup> century advertisement for St. Catharines Mineral Water.

<sup>3</sup> Later advertisements promised relief from “affections of the mucous membrane, chronic indigestion, rheumatism, gout and rheumatic or gouty neuralgia, tumors, chronic enlargements of the viscera, various chronic inflammations of the uterine system, erysipelas, ague, disordered functions of the stomach, liver, or kidneys.”



During the nineteenth century, the hotel owners resorted to various promotional gimmicks in order to increase the fame of the town and its restorative waters. In 1858, for example, the newspaper published a two-part story called “Bishegaindaug; or, the Beautiful Indian Girl,” which was a supposedly “authentic Indian legend” which explained the origin of the spring by the Great Spirit. The substance of this Indigenous origin story was resurrected in 1886 when the anonymous pamphlet *A Sylvan Retreat* was published, and later still by the Malcolmson family, owners of the Welland House, in an advertising campaign during the 1920s. Benjamin Lossing, an author and scholar of great repute during the 19<sup>th</sup> century, also referred to the mineral waters at St. Catharines, and that it was “a place of great resort for invalids and fashionable people” and “a very desirable place for those who love a quiet watering place for a few weeks in summer” (*St. Catharines Journal*, May 13 & 20, 1858; Lossing 1869:623; *Sylvan Retreat*, 1886.)



**TRADITIONAL**

The historical note about St. Catherine's Well, located here on the premises of the Welland House, was handed down through the ages by the Indians. As many of the facts have been verified

by excerpts from files held in the Basilica, Quebec (since destroyed by fire) and archives at London, England, it may be taken as reasonably true.

**HISTORICAL**

In 1679 on the 25th day of November, Father Hennepin, under the guidance of a Seneca Indian chief, in company with De La Salle, De La Rive, Du Tertre, visited the bubbling stream called by the Indians "Healing Waters," and the day of their visit being St. Catherine's Day, Father Hennepin blessed the water and named it St. Catherine's Well.

De La Salle and his party had reached the mouth of the Niagara River on their way to the Upper Lakes and the Mississippi River and took advantage of the opportunity to visit Niagara Falls. The Healing Water is located on a short cut trail which the party followed on their visit to the falls.

The WELLAND HOUSE has been the trying place of Canada's foremost citizens for generations, and still is. Its register reveals names of statesmen, politicians, judges and leaders in commercial life who have played and are playing important parts in the building up of our country.

Sir John and Lady Stansfeld visited this well regularly while residing at Niagara and mentioned it also in the "Healing Waters" in their memoirs. Sir John was much troubled with gout.

Coming down to modern days, these waters have been favourably known to family physicians for generations, who regard their patients to spend days or weeks at the WELLAND HOUSE. Under this hospitable roof were the most complete facilities for mineral bathing and hydrotherapy. The treatment prescribed by your doctor would be closely adhered to by trained male and female graduate nurses.

**ANALYTICAL**

Extract from the 11th edition of Encyclopaedia Britannica under the heading of Mineral Springs:

"The St. Catharines is remarkable for the very large amount of calcium, calcium and magnesium chlorides which it contains. Its total salt and gases in the water being more than three times the quantity contained in the brine baths of Krummich in Prussia. Good for rheumatism, gout, neuralgia, the athlete and neuritis."

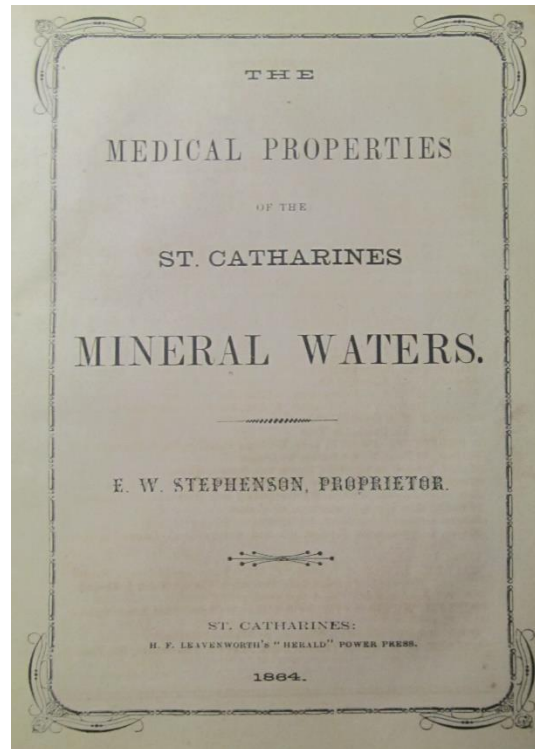
**The Welland House**

IS YOUR HOME WHILE WITH US—ENJOY  
ITS PRIVILEGES TO THE FULL!

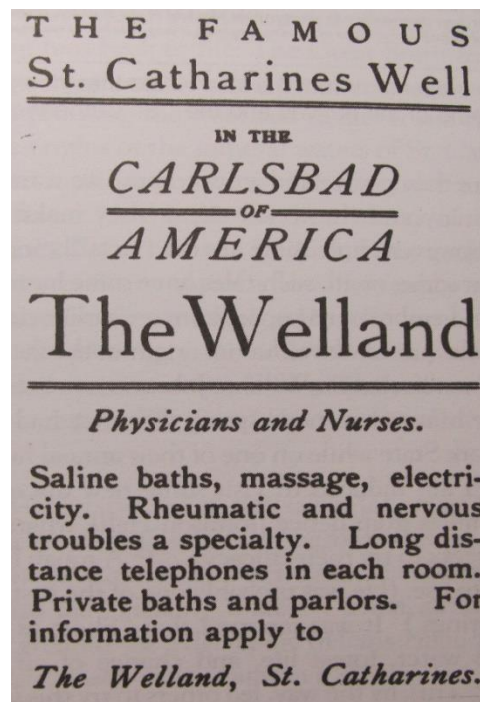
30 ONTARIO STREET 685-7371

Reprint of a ca. 1920s advertising campaign referring to the Indian legend associated with the mineral spring.

In 1864, Colonel Stephenson printed a pseudo-scientific leaflet which explained how the waters brought about a cure through the “transpositions termed endosmosis and exosmosis,” and the removal from the circulatory system of the “decompositions constantly proceeding during life” (Stephenson 1864.)



The reputation of St. Catharines as a popular vacation destination continued to grow during the period between ca. 1855 and the 1880s, and the city was known as the “Saratoga of Canada.” The Welland House in particular was described as the “Carlsbad of America.” In 1905, the Grand Trunk Railway issued a brochure for the Welland House which contained a coloured promotional advertisement for the “St. Catharines Well.”

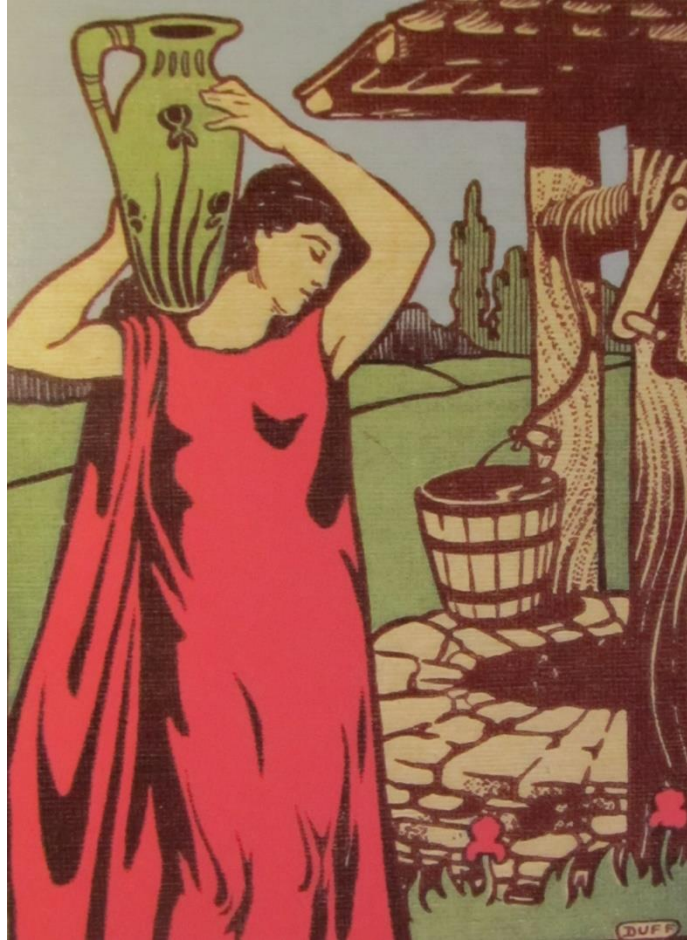




Novelty post cards (1905) extolling the salubrious quality of the water at St. Catharines.

The Welland House suffered from a lack of guests during the period of the Great War (1914-18), and the numbers never recovered during the 1920s. In January 1927 the *Standard* reported that the hotel had been “in financial ruin” since the war, and that it would be auctioned to the highest bidder. No buyers could be found for the property. The owners eventually defaulted on their mortgage payments, and then fell into tax arrears; the hotel was finally closed (“abandoned”) by the owners in the late summer of 1929. In early September of that same year, the *Standard* published a notice that the property was to be sold by tender and once again there was no expression of interest made in the premises (“Welland Inn on the Block,” *St. Catharines Standard*, Jan. 19, 1927; “For Sale by Tender,” *Standard*, Sept. 10, 1929.)





The "St. Catharines Well" (1905.)

Thereafter, until the outbreak of the Great War, the Welland House limped along, periodically attempting to resurrect the popularity of the baths. The City planned to celebrate the centenary of the discovery of the mineral waters in 1926, but any events appear to have been quiet affairs. Tourism was greatly impacted upon by the Great Depression, followed by the outbreak of WWII. During part of that period the baths were still operated by a therapist named *Marjorie Reid*, and guests had the option of electricity, X-ray or ultra-violet treatments, which were often taken in combination with baths and massages.

## THE WELLAND.

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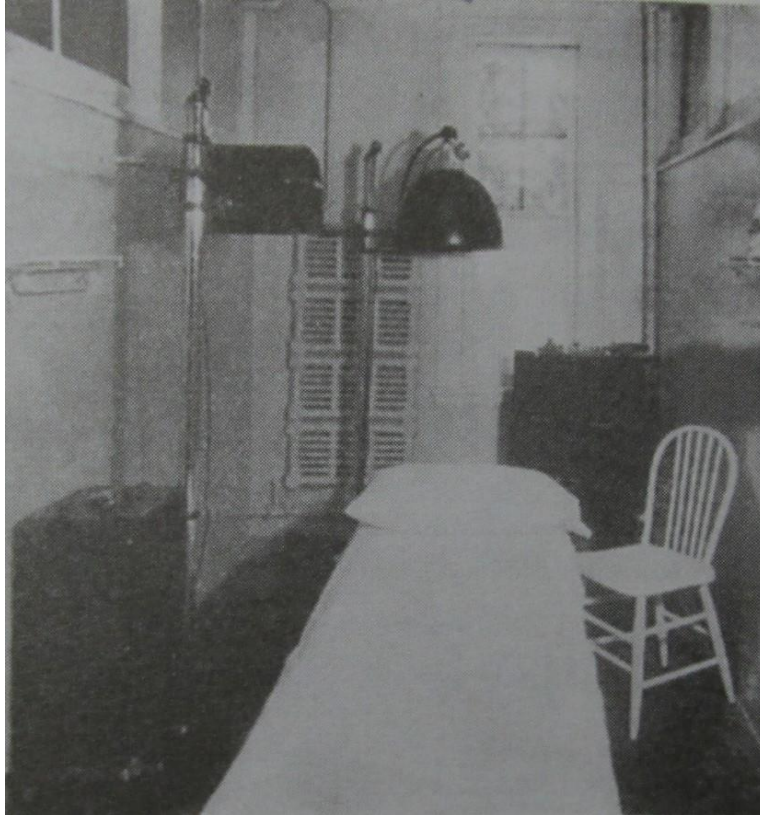
COMPLETELY REFITTED THROUGHOUT.      ELEVATOR AND HOT WATER HEATING.

**Mineral Baths for Rheumatism, Rheumatic Gout, Sciatica and Allied Diseases.**

The Saline Mineral water flowing from an Artesian Well 100 feet deep has been successfully used for years.    **EXPERIENCED PHYSICIANS AND SKILLED ATTENDANTS IN MASSAGE TREATMENT IN DAILY ATTENDANCE.**

CORRESPONDENCE SOLICITED.





Therapy room at the Welland House/Wellandra, ca. 1930.

The decision was made to cap the well in the 1940s and the bath house was demolished shortly thereafter. In the early 1990s, the (then) owner of the hotel, Nick Michelis, hired a crew and rig and commenced drilling in the parking lot adjacent to the hotel on the site of the demolished bath house. His dream was to “revive the mineral spa to its old glory” (*St. Catharines Standard*, Apr. 19, 1926; *Standard*, July 27, 1991.)



*St. Catharines Standard, July 27, 1991.*

Today, the Welland House stands as the sole survivor of the three 19<sup>th</sup> century “grand spa hotels” of the city.

### ***3.0 Construction of the Welland House.***

The Niagara District witnessed a number of improvements during the late 1840s and early 1850s which benefitted the region and brought additional visitors to the area. These included the completion of the construction of the Second Welland Canal, the construction of the first railways, the construction of the first bridges across the Niagara River, and the introduction of the telegraph. Natural gas lighting was installed in the town during that period, and improvements were made to the local water works.

“Another important local event was the opening of the Stephenson House and mineral baths, followed soon after by the Welland House. Great exertions were made to complete those buildings, as, since the railways were finished, a great many travellers stopped at St. Catharines. The mineral waters of this town owe their celebrity to the fact that numerous cures of long-standing diseases have been effected by their use” (Merritt 1876:415).

A public meeting was held in June 1853, when it was decided that a new hotel would be constructed in the town in order to encourage tourists to visit here and take the waters. The new enterprise was planned as a “joint stock” venture. Some of the investors subscribed money, while others (such as D.P. Haynes) donated the land for the hotel in lieu of a cash subscription. The

directors could not decide upon a name for the new hotel. It was variously referred to as the “**Ontario House**” and as the “**Lincoln House**” until at least the summer of 1855. Ultimately, the name “**Welland House**” prevailed (“New Hotel,” *St. Catharines Journal*, June 23, 1853; *St. Catharines Journal*, Aug. 9, 1855.)

The site of the hotel was thought to have been occupied by a foundry and blacksmith shop operated by a **Mr. McCandlish**.

Local historical tradition has maintained that the Welland House was constructed (in part) by members of the black fugitive slave community, who were skilled tradesmen, as an expression of the appreciation which they felt towards the inhabitants of St. Catharines. No primary source documentation has been located which affirms this tradition, although one member of the black community named **David West** was a master carpenter who may have worked on the hotel construction. He noted with pride in his personal narrative that “I am now in Canada doing well at my trade, and I expect to do yet better.” It is known that other blacks were employed at the spa hotels as cooks, waiters, and omnibus drivers. **John Dorsey**, a short Black man<sup>4</sup>, was one of the early bus drivers in the town. It is recorded that he would meet the hotel guests at the train station in his horse drawn coach, and then drove them down St. Paul Crescent past Rodman Hall, crossing the canal, then up the steep slope to the St. Paul and Ontario intersection before arriving at King and Ontario. When the hotel first opened, it employed a “celebrated” black cook named **George Washington**. It is not known how long he was employed at the Welland House, but by 1865 an individual by the same name was an “omnibus driver” who resided nearby on William Street (Drew 1856:88; Mitchell’s 1865 *Directory* p. 67.)<sup>5</sup>

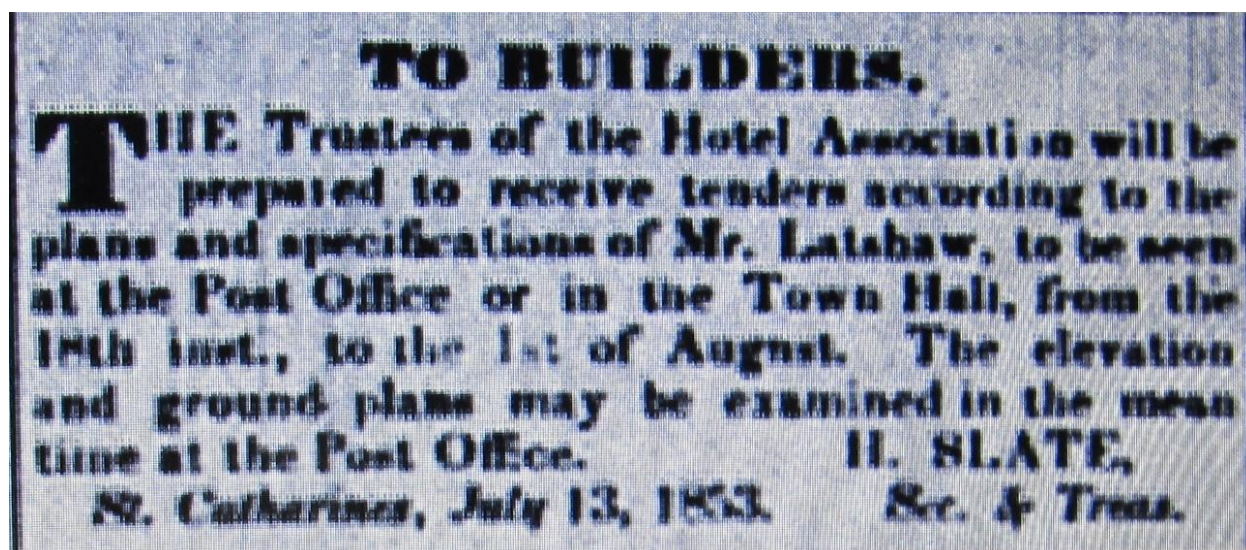
The architect who designed the Welland House was **John Latshaw** (1806-1883) of Drummondville (now part of the City of Niagara Falls, Ontario). Latshaw was an important local architect, noted in the *Biographical Dictionary of Architects in Canada, 1800-1950*,<sup>6</sup> who was active during the second and third quarters of the nineteenth century. A number of private residences which he designed are still extant in the region, such as Willowbank (Queenston) and Ruthven in Haldimand. The Welland House, and the Stephenson House, were undoubtedly among the largest, publicly accessible, structures which he designed. The newspapers advertised for tenders for the construction of the Welland House in mid-July 1853.

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<sup>4</sup> Note the original description of John Dorsey was as a “short Negro”.

<sup>5</sup> The brothers George and Cabbage Forbes owned a livery stable “opposite the Welland House,” with fifty horses and a number of buggies, sulkies, wagons and carriages, as well as four “splendid omnibuses” which “run to and from the cars, to the Stephenson House, the Welland House, the St. Catharines House, and the American Hotel” (Junius, “Walk O,” *St. Catharines Journal*, Aug. 14, 1856).

<sup>6</sup> See Appendix “A” at the end.



*St. Catharines Journal*, July 14, 1853.

The principle carpentry work on the Welland House was completed under the supervision of **John Clyde**. Junius referred to him as a “boss mechanic,” whose work on the hotel “is a credit and ornament to any place” (Junius, “Walk G,” *St. Catharines Journal*, June 19, 1856.)

#### ***4.0 Architectural Style of the Welland House.***

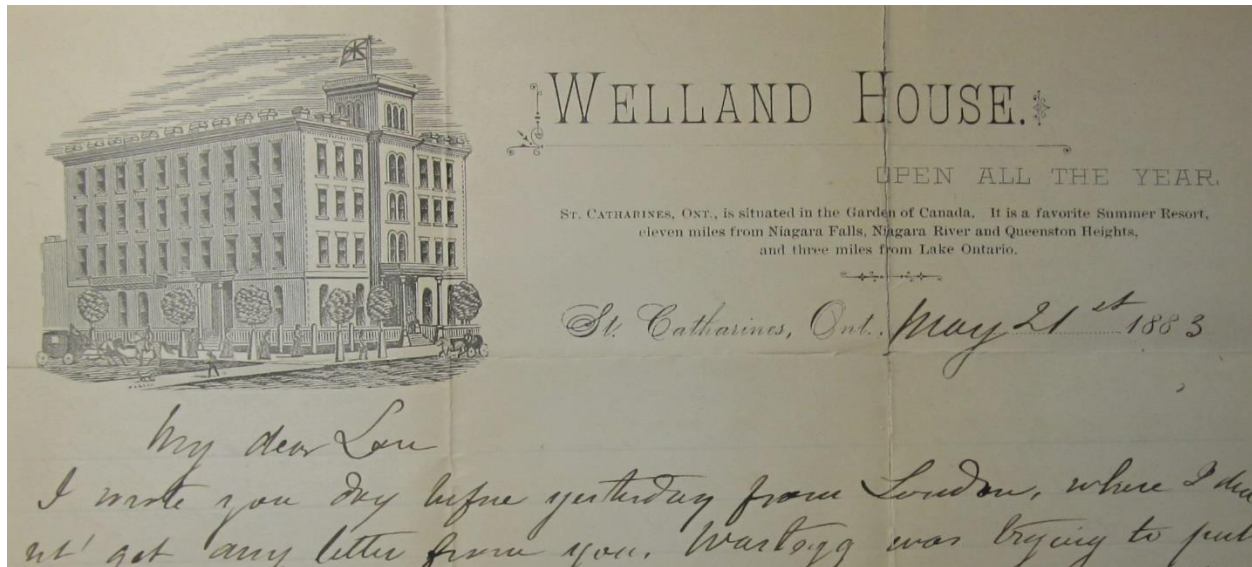
The original core structure of the hotel is an Italianate inspired building which was popular in Canada West (Ontario) during the mid- to the late 19<sup>th</sup> century. This L-shaped structure was seven bays in width fronting along Ontario Street, i.e, three windows on either side of a main entrance, by a depth of ten bays along King Street. Part of the east wall of the hotel (facing St. Paul Street) contained far fewer window openings than the King Street portion of the building. The window placement at the rear of the building, facing St. Paul and William Streets, is asymmetrical unlike the balanced facades facing towards King and Ontario Streets. The reason for this odd rear window distribution is not known.





Unusual, asymmetrical window placement at the rear of the Welland House.

The front façade of the hotel contains a projecting frontispiece, a very characteristic feature of the Italianate style, which was originally topped by a square belvedere or cupola. A period engraving showed that the central row of windows in the frontispiece were originally arched topped pairs. The ground floor, intended to impress guests, was constructed out of ashlar limestone blocks, whereas the three stories above that were clad in a buff or yellow brick. Brick quoins at the corners of the structure provided some visual interest. The large, floor to ceiling multi-paned windows on the ground floor contained arched tops, while the upper stories contained double-hung, 6/6 flat topped windows. The window sills and headers were of cut stone. The main entrance originally contained a covered verandah and wrap-around porches provided an area where guests could promenade and take the air. The King Street elevation contained a side entrance, about one-third of the way along from the Ontario Street corner of the structure, which would have provided access to what was the large dining room. The original roof line contained deep eaves, with heavy, scrolled cornice brackets. Early views of the hotel showed that the perimeter of the roof contained at least thirty square features; some of these may have been chimneys, and others may have functioned as decorative crenellations.



Welland House stationery showing the original appearance of the structure (Narhi collection.)

### 5.0 Some Accounts of the Welland House and Later Changes.

In May 1856, Junius (Oliver Seymour Phelps) wrote: “The Welland House...has recently been erected at considerable expense, on the joint stock principle...This new four-story high Hotel is one story higher than any other house in town, and its rooms are high, airy, and capacious. It has...all the modern *fixins*, improvements, and inventions. We like its arrangements very much, particularly the dining-room, bed-rooms, parlors, pantry and kitchen. We noticed, in this last department, a mammoth cook-stove which cost something over \$200; and which, if we mistake not, will go a great way and bake to perfection the roasts of beef, legs of mutton, joints of veal, haunches of venison, turkeys, chickens, pies, puddings, pastrys, and all the other unmentionable eatables which please the palate, gratify the taste, suit the stomach and satisfy the appetite of both the dainty, the epicure, and the hungry traveller.” Junius noted that Damon had purchased all new furniture, “of the latest and best style,” which he was busy arranging in expectation of a May 24<sup>th</sup> opening (Junius, “Walk B,” *St. Catharines Journal*, May 22, 1856.)


When the building was complete, the *Toronto Globe* described it as “a very handsome house, built with white brick, and occupying a site from which the whole town and surrounding country may be viewed. The apartments are spacious and numerous, including about sixty sleeping rooms, besides suites of parlours, dressing and dining rooms.” There was an “abundant” supply of water to all parts of the building. The new hotel could accommodate approximately 400 guests. It was opened by a ball on June 25, 1856, “which was attended by the *elite* of the Town and its vicinity” (*St. Catharines Journal*, March 13 and June 26, 1856; *St. Catharines Constitutional*, June 18, 1856.)

The Welland House was slightly damaged by a fire which broke out in mid-February 1864. The damage was quickly repaired and the hotel quickly resumed its normal operations in time for the opening of the tourists “bathing season” in April of that year. The newspaper accounts were more concerned with some senseless looting and damage caused to the hotel by some young men during the melee caused by the blaze (*St. Catharines Evening Journal*, Feb. 16 & Apr. 14, 1864.)

The Welland House did not originally possess its own source of mineral water, and an arrangement was made whereby water was pumped from the spring at the Stephenson House and stored in a cistern. In April 1865, the owners of the Welland House drilled their own well which provided them with a limitless supply of water (*St. Catharines Constitutional*, Apr. 13, 1865.)

ST. CATHARINES. 107

# WELLAND HOUSE;



**Corner of King and Ontario Sts.,  
ST. CATHARINES, ONT.**

## CHARLES NORTON, PROPRIETOR.

**THIS NEW, COMMODIOUS, and ELEGANTLY FURNISHED HOTEL** is situated as above, being in the most central part of the Town for business men. The rooms being large, well furnished, and ventilated, afford a pleasant accommodation for the pleasure seeking public, or invalid.

**THE CELEBRATED ARTESIAN WELL,**  
BEING ONLY ABOUT TWO MINUTES WALK FROM THE HOUSE.

Invalids visiting St. Catharines for the purpose of bathing in the waters of the above well, (who are not able to go to the Bath House) will be furnished with such BATHS IN THIS HOTEL.

This House and Furniture is new, and was built expressly for the accommodation of the travelling public. In point of convenience and comfort the proprietor pledges himself that the Welland House shall not be excelled by any House in the Province.

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**AN OMNIBUS** and a trustworthy Porter will be always in attendance at the Cars, both at the **Great Western and Welland Railways.**

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Carriages may be obtained at all times for pleasure driving, the most desirable of which is a drive to **Lake Ontario, distant only about 3 miles; Niagara Falls and Suspension Bridge, 10 miles, and Queenston Heights, (where Brock's Monument may be seen) 12 miles.**

The several roads leading to those places afford a charming drive, inasmuch as the Country surrounding abounds in the most picturesque scenery.

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**N. B.**—Persons visiting the above Hotel in Carriages, will find First Class Stable accommodation for their Horses.

*Tackabury's Canadian Advertising Directory advertisement (1862.)*

The Welland House was depicted in this early engraved view published in *Tackabury's Canadian Advertising Directory* published in 1862. The advertisement described the amenities available at the hotel, and the various attractions in the town and the region, in glowing terms.

In 1865, the Welland House was named as one of the three chief hotels in St. Catharines (the other two being the Stephenson House and the Murray House.) The City Directory noted that these hotels were “all first-class establishments, built with a view to the accommodation of the travelling public, and fitted up in a manner to suit the tastes of the most fastidious” (*Mitchell's 1865 Directory*, p. 2.)



View painted in or shortly after June 1866, looking along King Street from James towards Ontario Street. Wounded militiamen and a couple of Fenian prisoners were being carried into the old court house where a temporary hospital had been set up following the Fenian attack at Ridgeway. The Welland House is clearly seen in the middle distance at the King-Ontario intersection, flying a large red ensign atop its belvedere. The hotel is said to have temporarily billeted volunteers during the Fenian Raid in 1866. Note that an omnibus from the rival Stephenson House Hotel, with a black coachman, has conveyed this group men from the train station. There was no Oille Fountain at this corner in 1866 (Davies & Scott 2016:47.)



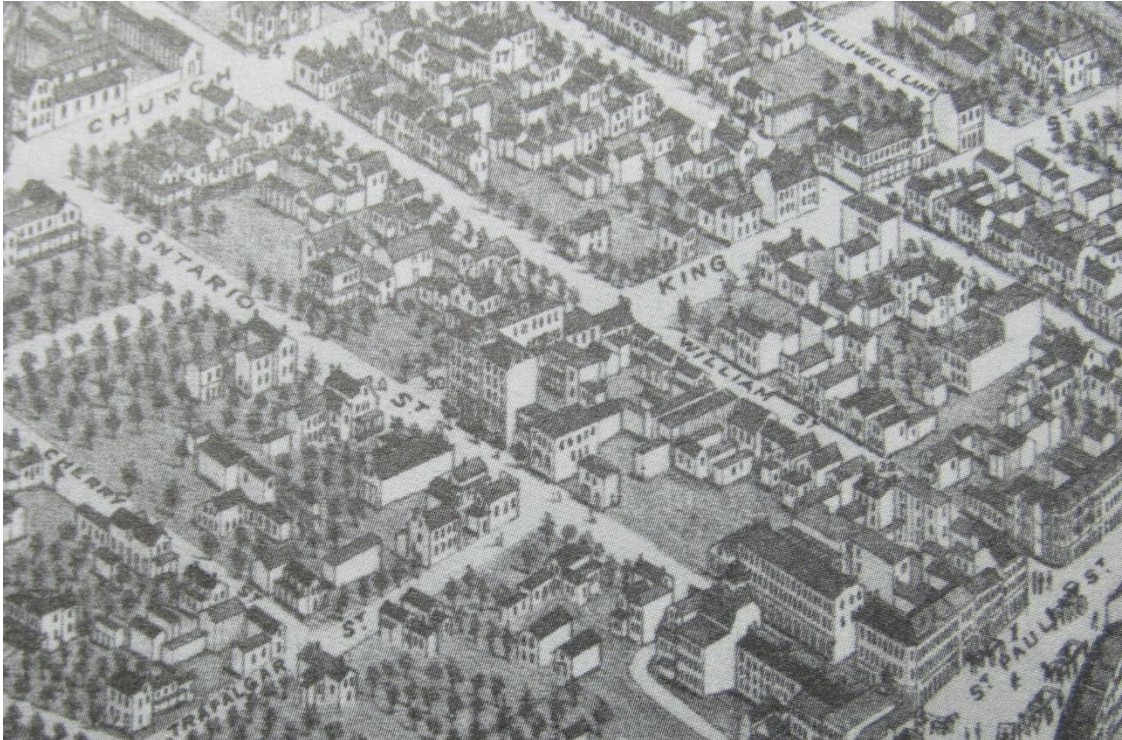


Early photo looking north on Ontario Street. The Welland House and its cupola/belvedere are visible in the distance, immediately to the right of the gas lamp and lamplighter pictured in the foreground.

The hotel was frequently redecorated, and the newspapers noted these upgrades with approval at the beginning of each tourist season. Central heating was added to the Welland House in the autumn of 1872 which was a great improvement for the comfort of its guests. The dining room,

also referred to as the “Crystal Ballroom,” was redecorated by one John Swanson in the early 1870s, and was heralded as “the handsomest dining room in Canada” when it was unveiled to the public (“Reopening of the Welland House,” *St. Catharines Journal*, May 6, 1858; “An Improvement,” *St. Catharines Evening Journal*, Nov. 5, 1872; “A Handsome Room,” *St. Catharines Evening Journal*, Jan. 20, 1873.)

The Welland House was clearly depicted as a landmark building on the Brosius (1875) and Sabiston (ca. 1893) maps, and the building is clearly visible in oblique, low level, aerial photographs of the downtown core which were taken around 1920.



Brosius “bird’s-eye” view (1875)





Sabiston "bird's eye" view.



Welland House visible near the upper right corner of this view (ca. 1920)

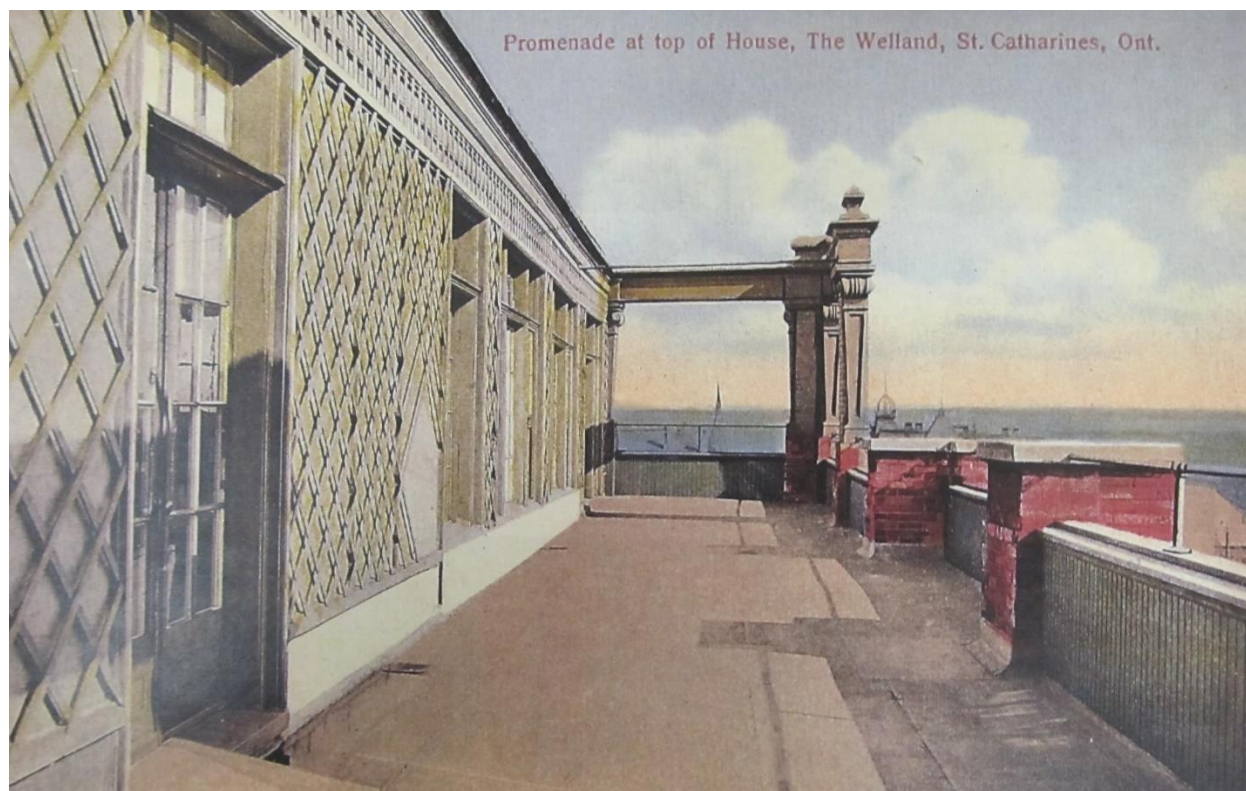
In April 1900, a covered passage was constructed which linked the hotel proper with its mineral water bath house which had been constructed beside it. This passage was depicted on various post card views of the hotel (*St. Catharines Standard*, Apr. 5, 1900.)



This view looks north along Ontario Street. The Welland House bath house is at the extreme right, the colonnaded structure was the covered passage between it and the hotel. The hotel here is partly screened by the trees.

In the early 1900s a fifth floor was added to the hotel by Malcolmson. The central belvedere/cupola, which was “just so 1850s” in appearance was removed from the building at that time in order to allow for the new construction/facelift. The entire front of the hotel on the new fifth floor became a private terrace or “promenade.” This terrace contained support columns on the Ontario Street side, but it was not enclosed by any sort of roof. Presumably, guests could privately enjoy the sunshine and/or the panorama of the downtown provided from that vantage point.





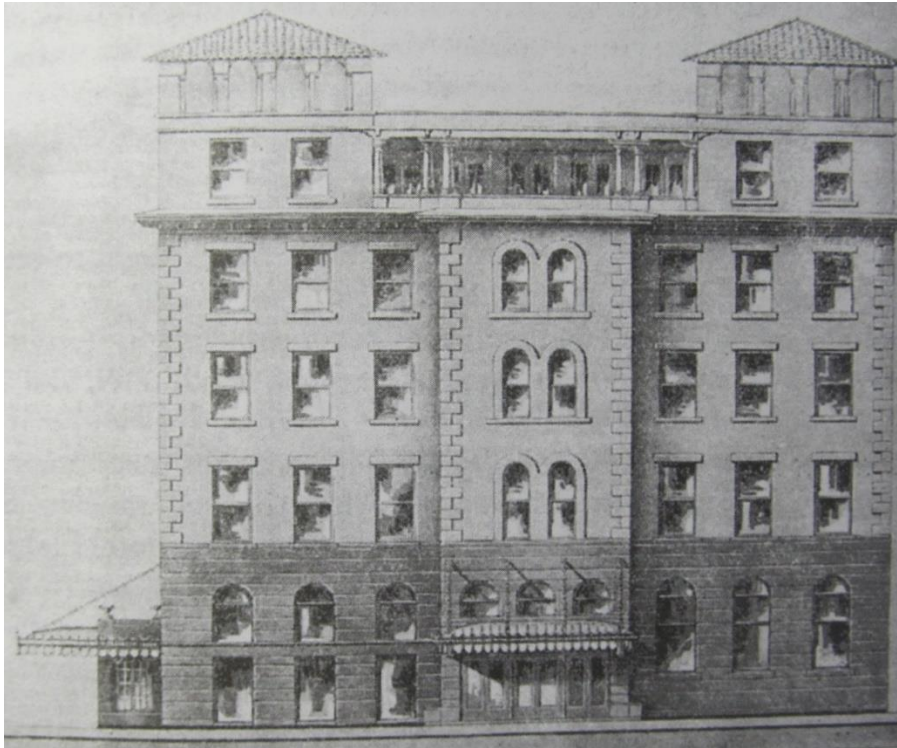
Postcard dated August 1905 showing the hotel and nearby beauty spots.

Between 1903 and 1905, the Welland House was used to temporarily house some of the students from Ridley College. The previous location of the school, at the Springbank Hotel, had

burned. The Stephenson House could not accommodate everyone and so an entire floor was requisitioned at the Welland House. “There was obvious relief all round...when the boys left” (Wilson 1999:51.)

The Welland House reserved a certain number of rooms and apartment suites for long-term tenants. The newspaper reported on the death of William Brownlee, a respected, retired grocer and businessman, who died in his apartment at the hotel in August 1912 (*St. Catharines Standard*, Aug. 28, 1912.)

In the late 1920s, the hotel was again modified during the tenure of owner L.B. Spencer. The fifth-floor terrace was completely enclosed, and the corners were upgraded with the addition of pressed metal roofing which resembled terra cotta tiles. The front and side doors were protected from the elements by enclosed porches. The porch roofs were anchored to the stone walls by means of heavy chains. The anchoring hardware remains visible today just above the main doors on the Ontario Street façade. These covered porches were removed from the building during its refurbishment in the 1990s. A large, illuminated “Welland House” sign was affixed to the front wall, a slightly smaller one was attached to the King-Ontario corner, and an even larger neon sign was installed on the roof.



Architectural plan showing proposed upgrades to the Welland House, 1928.





The Welland House in 1945. The enclosed front and side entrances and protective awnings may clearly be seen in this image.



Colour post card image (ca. 1940s) of the King and Ontario corner.



1920s wall anchors for the front entrance canopy on the Ontario Street façade.



The rear (William Street) portion of the structure was added to the hotel possibly around 1899-1900 when the hotel officially became a hotel-sanitorium. This portion of the building is of red brick construction covered in stucco. It rests upon a sandstone foundation, and has cut stone window and door sills. It was also given an upgrade with a California inspired pressed metal roof (resembling clay tiles) in 1928-29. This is the portion of the building that probably housed the Wellandra Hospital.



Detail of the hotel roofline (King and William Street corner) showing part of the 1928-29 upgrades.



King Street face showing the ca. 1899-1900 rear addition with its 1920s roof line.



King Street side, near William, showing stucco covered red brick fabric of the rear portion of the building. Note the original door casing beside the exposed brick, and wide door sill.



King Street side, near William, showing red sandstone foundation and cut limestone course above.





Interior shots of the Welland House, ca. 1907.



Edwardian era postcard showing the Victorian staircase. Note that the building had been equipped with electric lighting when this view was taken; the bare bulbs are visible in each of the archways.

The interior of the building has been heavily altered during the past 165 years, but it likely retains many of its original 19<sup>th</sup> century features such as wide baseboards, some “Cross and Bible” doors, wide door casings and trim, window trim, and some original floor surfaces. Other Victorian architectural and decorative features may still exist beneath layers of drywall. The hotel dining room was extensively renovated in the late 1920s. The walls were then covered with Florida cypress wood and the space was renamed as the “Cypress Dining Room.”



Dining room with tables set, 1912.





"Cypress Dining Room" (left); 1920s lobby (right.) Note the heavy ceiling lanterns, purchased at the Pellatt (Casa Loma) estate auction.



Two of the new owners of the Welland House Hotel, Douglas Brooks, left, and Paul Parliament stand in former grand ballroom yesterday. staff photo by Denis Cahill

Interior of the dining (ball) room as it appeared in the early 2000's.



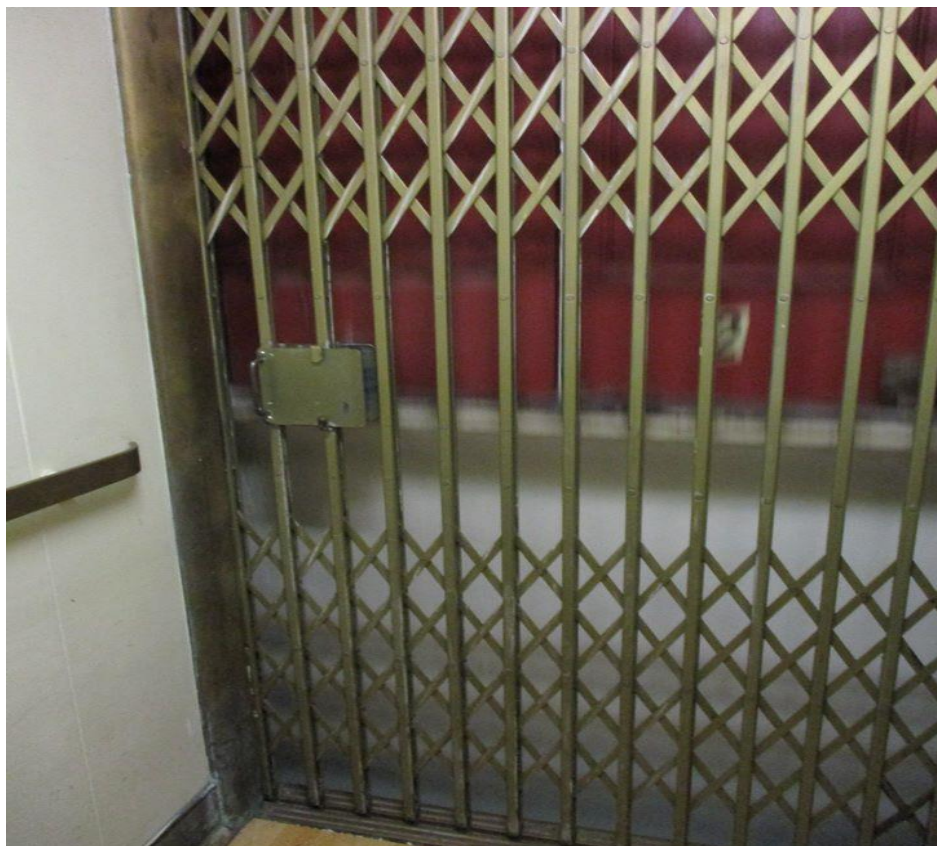
Dining room during renovations, 2016.

The main lobby of the building was also upgraded during the 1920s and, as part of this renovation, some very large, iron “Moorish” style lanterns were installed. The lanterns were purchased in Toronto when the contents of Sir Henry Pellatt’s “Casa Loma” were auctioned. When the St. Catharines Heritage Advisory Committee toured the Welland House in 2015, the Casa Loma lanterns were stored in a corner of the basement. They are significant artifacts and should be restored and reinstalled somewhere within the building. The lobby has been upgraded, and retains moldings, wrought iron stair railings, and a cage type elevator all of which were installed during the 1920s.





Welland House lobby (2016.) The elevator (door open) is immediately to the right of the stairs.



Welland House elevator cage.



Welland House lobby, front desk/reception area (2016)

The basement of the building still contains an indoor plunge pool which was presumably filled with mineral water when the hotel functioned as a spa. The pool was provided with a brick wall which acted as a privacy screen, and permitted male and female patients to safely (and modestly!) enjoy a therapeutic dip. The well which provided the hotel with its mineral water has been capped and the pools are now dry, although pumps are sometimes required to keep the water level from rising too high.



One half of the basement plunge pool.



Pump (with mineral water?)

The exterior of the building was coated with reinforced concrete in October 1960, patterned to resemble cut stone, following a spill of hot roofing tar which covered a significant portion of the King Street face of the hotel (“Old Timer Gets a Face Lift,” *St. Catharines Standard*, Oct. 21, 1960, p. 9.)

The covered side entrances on King Street were removed during the mid-1990s, when the hotel was renovated for use as a student residence. Traces of the outline of the entrance and a few of its support brackets may be discerned along the exterior wall.





Support brackets for the covered side entrance on King Street which provided access to the corner pharmacy.



Traces of the location of the covered side entrance porch may be discerned in the stucco to the left of these windows. The upper sashes in the windows are original to the building, the lower sash is a modern replacement. The keystone above the windows are modern, cosmetic additions applied to the surface of the stucco. Note the size of the large ashlar limestone stone blocks used in the foundation.



Detail of stone window sills and ashlar masonry, Ontario Street (right side of front door.)



Detail of the fine quality workmanship exhibited in the ashlar masonry on the main floor (Ontario Street, left of front door.) Masonry of a similar style was employed on the old St. Catharines Court House, built by William Baron. Was Baron responsible for the stone work on the Welland House? This window also contains its original upper sash. Note the false keystone.





View from King and William, showing the Wellandra with 1920s upgrades



Rear view of the hotel.





Ontario Street façade looking towards King Street.



Main entrance, Ontario Street.





Light fixtures, King Street side



Ventilation grill, King Street side



Niches in the masonry (supported scaffolding? Porch roof?)





Replacement window panels, ca. 1990s. Note the masonry niches on either side and the false keystone.

## 6.0 Cultural Heritage Evaluation.

### Evaluation Criteria

The former Welland House building at 26/30 Ontario Street is evaluated for cultural heritage value or interest according to *Ontario Regulation 9/06* to determine if the property is worthy of designation under the *Ontario Heritage Act* (see Table 1).

**Table 1: Evaluation of the Cultural Heritage Value or Interest of 26/30 Ontario Street using *Ontario Regulation 9/06***

EVALUATION OF PROPERTY		
Criteria	Description	✓
Design or Physical Value	Is a rare, unique, representative or early example of a style, type, expression, material or construction method	✓

	Displays a high degree of craftsmanship or artistic value	✓
	Displays a high degree of technical or scientific achievement	
<b>Historical or Associative Value</b>	Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community	✓
	Yields or has the potential to yield information that contributes to the understanding of a community or culture	✓
	Demonstrates or reflects the work or ideas of an architect, builder, artist, designer or theorist who is significant to a community	✓
<b>Contextual Value</b>	Is important in defining, maintaining or supporting the character of an area	
	Is physically, functionally, visually or historically linked to its surroundings	✓
	Is a landmark	✓

The above table demonstrates the former Welland House building meeting all three criteria of *Ontario Regulation 9/06* and can therefore be considered of cultural heritage value or interest. The property is thus recommended for designation under Part IV of the *Ontario Heritage Act*.

## STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

### Description of Property

The former Welland House building, located at 26/30 Ontario Street, is situated on the north side of the street, between St. Paul Street and King Street, in the City of St. Catharines. The five-storey tooled stone and stucco-clad structure was renovated in the late 1920s and early 1930s to include the installation of an elevator, the modernization of the lobby and the purchase of scientific equipment for the baths. After closing in the early 1990s, the hotel reopened in 1994 as a private student residence.

### Statement of Cultural Heritage Value or Interest

#### *Physical/Design Value*

The former Welland House building possesses design value as a rare example of a former “spa”/summer resort; the two other major hotels in St. Catharines that served this purpose in the late nineteenth century no longer exist. The building was designed by the prominent architect John Latshaw. The construction work was partly carried out by well known carpenter John Clyde, and the masonry may have been executed by William Baron. Some of the work on the building was performed by members of the black community who were also employed at the hotel. Construction on Welland House began in 1853 and originally the structure was four storeys in height (later increased to five storeys). The structure was partly gutted by fire twice in the early 1860s. Early architectural features of the now five-storey tooled stone and stucco-clad structure included broad verandas; a flat roof with a plain boxed cornice; stone coins edging the corners of the building; semi-circular window openings on the ground floor with radiating arched voussoirs; a projecting frontispiece with pairs of windows, and stone surrounds and sills with double arched heads. The remaining window openings have flat heads, plain surrounds and stone sills. A 1930s Art Deco-style main entrance and a side entrance with stained glass fanlight were removed; the main entrance was replaced with modern glass doors.

A new well and a two-level bath house with porcelain baths was added when the building was enlarged by Alex and John Malcolmson circa 1900. Skilled attendants managed these baths for guests. A major renovation occurred in the 1928-30 period with the installation of an elevator, the modernization of the lobby and the purchase of scientific equipment for the baths. The interior of the structure also contained an opulent dining room with Cyprus wood trim that was converted to a bar and grill.

#### *Historical/Associative Value*

The former Welland House building is associated with the “spa resorts” of St. Catharines in the late 1800s. From the 1860s through to the 1890s, three of the major hotels in St. Catharines offered “healing waters”, which St. Catharines became known internationally for. At the western end of the commercial core, the saline underground spring waters were tapped for medicinal, curative and recreational purposes. Welland House was one of the three hotels that catered to wealthy citizens in Canada and the United States. Prominent visitors included individuals such as Jefferson Davis (ex-Confederate president), and Canadian and British prime ministers. During this time other local services expanded, including the library and newspapers, banks, educational and health institutions, and even the first department store in the city, thus Welland House is also associated with the economic and civic growth of St. Catharines and its early commercial core. It was also the location of the first commercial radio broadcasts made by local station CKTB.

“The Wellandra”, an exclusive private hospital, operated out of the structure in 1910 with Dr. Samuel McCoy working as a resident physician post-1893. The resort also employed special chefs and masseurs



catering to the wealthy. The Welland House baths were closed in 1941 and hotel operations continued, yet declined in popularity until its closure in the early 1990s. The building reopened in 1994 as a private student residence.

#### *Contextual Value*

The former Welland House building is historically linked to its surroundings through its former use as an exclusive summer resort, hotel and private hospital. It is a local landmark within the commercial core of St. Catharines.

#### **Cultural Heritage Attributes**

The heritage attributes that contribute to the cultural heritage value or interest of 26 Ontario Street, St. Catharines – former Welland House building include, but are not limited to:

#### *Exterior Attributes*

- Five-storey tooled stone and stucco-clad former spa/summer resort structure (the Welland House);
- Flat roof with plain boxed cornice;
- Stone coins edging the corners of the building;
- Semi-circular window openings on the ground floor with radiating arched voussoirs;
- Projecting frontispiece with pairs of windows, and stone surrounds and sills with double arched heads; and
- Window openings with flat heads, plain surrounds and stone sills.

## Appendix “A.”

**LATSHAW, John** (1806-1883) was one of the first designers to introduce the Greek Revival style to Ontario. Born in Pennsylvania on 6 March 1806 he came to Canada in 1828 or 1829 and settled in Drummondville (now Niagara Falls). He had been trained for the Lutheran ministry but when his mother died and his father remarried, he left home to study architecture. In 1834 he was commissioned by Alex Hamilton to design 'Willowbank', an important Greek Revival landmark which dominates the hillside of Queenston overlooking the Niagara River and the escarpment. His name has also been linked to 'Ruthven Park', a sophisticated and finely proportioned classical residence built for Col. David Thompson at Cayuga, Ont. in 1845-46.

Latshaw acquired large tracts of land in the south Drummondville area and donated part of his holdings to the Methodists of Lundy's Lane. He designed and supervised the construction of their church in 1846. In 1855 he served as Foreman of the Works to **Kivas Tully** on the Welland County Court House & Gaol, and later completed extensive renovations and improvements to this building after he was appointed County Architect for Welland County on 10 June 1870. He can also be credited with several commercial and institutional buildings in St. Catharines and surrounding communities of the Niagara Peninsula, and may have executed work in the United States after opening an office in Niagara Falls, N.Y. in late 1881 (Suspension Bridge Journal [Niagara Falls, N.Y.], 10 Sept. 1881, 3). Latshaw died at Niagara Falls South on 17 August 1883 and was buried in the cemetery beside Lundy's Lane United Church. The Lundy's Lane Historical Museum holds an account book from Latshaw documenting many of his commissions from 1855 to 1878 (death notice in the Welland Tribune, 24 Aug. 1883, 1; biog. in Historical Atlas of Lincoln & Welland, 1876, 86; inf. Dennis Gannon, St. Catharines; Stephen Otto, Toronto)

QUEENSTON, ONT., 'Willowbank', a residence for Alexander Hamilton, 1833-34 (NAC, MG 24-126, vol. 16, letter from Alexander Hamilton to John Latshaw)

LUNDY'S LANE, ONT., Methodist Church, 1845 (Niagara Falls, Canada: A History of the City, 1967, 36)

(attributed) CAYUGA, ONT., 'Ruthven Park', a residence for David Thompson, 1845-46 (C.H.G., xiv, Nov. 1937, 34-5, 51, illus.)

PORT COLBORNE, ONT., Humberstone Township Hall, Main Street, 1852 (City of Port Colborne, Clerk's Office, Minutes of Council for Twp. of Humberstone, meeting of 16 Jan. 1852)

ST. CATHARINES, ONT., Welland House Hotel, Ontario Street at King Street, 1853-55 (St. Catharines Journal, 14 July 1853, 3, t.c.)

ST. CATHARINES, ONT., Stephenson House Hotel, Yates Street at Salina Street, 1855 (Hamilton Gazette, 18 June 1855, 3, descrip.)

ST. CATHARINES, ONT., Odd Fellow's Hall, St. Paul Street at Ontario Street, 1862-63; demol. 1915 (J. Horowitz, St. Catharines General & Business Directory, 1874, 28, descrip.)

ST. CATHARINES, ONT., conversion of the Town Hall into the Lincoln County Court House, with major addition, King Street at James Street, 1863 (St. Catharines Constitutional, 20 Aug. 1863, 2; Evening Journal [St. Catharines], 24 Aug. 1863, 2, descrip.; dwgs. at the St. Catharines Historical Museum)

PORT ROBINSON, ONT., public school, Cross Street at South Street, 1863 (ACORN, The Newsletter of

the Architectural Conservancy of Ontario, xvii, No. 2, Spring 1992, 21-2, illus. & descrip.)  
NIAGARA FALLS, ONT., Clifton Town Hall, Queen Street, 1865-66; shell of building later incorporated into new Town Hall, 1954 (OA, Minutes of Council of Town of Clifton, meeting 6 Feb. 1865)  
WELLAND, ONT., reconstruction of the North Wing of the Gaol at the Welland County Court House, East Main Street, 1870 (Globe [Toronto], 5 Feb. 1870, 4, t.c.; Welland Tribune, 22 Feb. 1872, 3)  
PORT COLBORNE, ONT., Baptist Church, 1873 (Welland Tribune, 26 Feb. 1873, 3)  
NIAGARA FALLS, ONT., Stamford Township Hall, Ferry Street, 1874 (OA, Minutes of the Council of the Twp. of Stamford, 19 Jan. 1874)  
THOROLD, ONT., Town Hall, Front Street, 1876; burned c. 1975 (Thorold Post, 12 Nov. 1875, 1)  
ALLANBURGH, ONT., Methodist Church, 1876 (Thorold Post, 14 April 1876, 4)  
THOROLD, ONT., major addition to East Side Public School, 1876 (Thorold Post, 14 July 1876, 1)  
THOROLD, ONT., Odd Fellow's Hall, 1876 (Thorold Post, 14 July 1876, 1, descrip.)  
THOROLD, ONT., large stables for the Osborne House Hotel, for William Hendershot, 1877 (Thorold Post, 2 Nov. 1877, 4)  
THOROLD, ONT., Fire Engine House, Albert Street, 1878 (Thorold Post, 25 Jan. 1878, 4)  
DRUMMONDVILLE, ONT., mansion for B.F. Corwin, 1878 (Thorold Post, 16 Aug. 1878, 4)  
THOROLD, ONT., major addition and alterations to St. John's Anglican Church, 1878 (Thorold Post, 30 Aug. 1878, 4, descrip.) <http://dictionaryofarchitectsincanada.org/node/627>

## Appendix “B”:

### *Proprietors/Managers of the Welland House.*

Throughout the years there have been several proprietors of the Welland House Hotel.

**1856-57: John B. Damon.** Damon was the former proprietor of the St. Catharines House Hotel, and became the first manager of the Welland House when work on the structure was completed. Under his management the Welland House was described as “one of the largest hotels in Canada, and a decided favourite with the public.”

**1858: D.B. Campbell.** The newspaper reported that Messrs. Baron and Thomas had purchased Campbell’s interest in the hotel (*St. Catharines Journal*, May 6 and June 10, 1858.)

**1859: E.R. Warner.** Warner was a “well-known and experienced” hotel manager who came to Canada from Wheeling, West Virginia. He was the manager of the Stephenson House (1877-1890s) and manager of the Welland House.

**1862-71: Charles Norton.**

**1872: Seymour Stephenson.** Stephenson was the son of Col. Stephenson, late owner of the Stephenson House, who had died a few years earlier.

**1873: Mr. Bromley.**

**1874: James Cairns.** Cairns was the also the proprietor/manager of the Russell Hotel (corner of James and St. Paul Streets, and operated a leather business in the city. He moved to Buffalo in order to take over management of the Hotel Carleton. Cairns died in September 1900 (*Daily Standard*, Sept. 11, 1900.)

**1875: Messrs. Reed & Sherman.**

**1877: E. Carroll.**

**1877-78: David Clinton Burnett.** Prior to his arrival in St. Catharines, Burnett was the proprietor of the St. James’ and Ottawa Hotels in Montreal. He died while employed as manager of the Welland House.

**1879: Borrodaile & Son.** The *Thorold Post* newspaper reported on the marriage of John Borrodaile and Dora S. Case in September 1879.

**1881-82: E.R. Warner.**

**1893: George Charles Voisard.** Voisard (1867-1931) owned the hotel for a few years. His descendants still live in the city.

**1898-1926: Malcolmson Bros.** Until 1926, **A.H. Malcolmson** was the primary manager of the Welland House, in partnership with his brother John (Jack) Malcolmson.

**1929:** Welland House closed for approximately 8 months; new “owner” in 1929 was the Welland lawyer **Lynn B. Spencer**. His wife, Stella, later managed the Welland House.

**1933-34: E.S. Colton**

**1935: Henry Pettit Lancaster** (d. 1943.) He was the son of a lawyer, Edward Arthur Lancaster who was also a Member of Parliament (1900, 1904, 1908, 1911), by his wife Mary Pettit of Grimsby. Lancaster's firm continues today as Lancaster, Mix & Sullivan.

**1936-41: Miss Stella Phillips.** Phillips was employed as a legal secretary for L.B. Spencer in Welland. She married him and Stella Spencer was named in some records as the general manager of the hotel until at least 1946.

**1942: G.A. Havers**

**1943-46: V.J. Lomore.**

**1947-48: Ron P. Peck**

**1949-50: Clarence W. Kohl.** Kohl, who was a resident of Tillsonburg, was the owner of "Kohl Hotels Ltd."

**1951-52: Edward J. Rix**

**1953: L.A. Stead**

**1958-59: V. Smith**

**1962-74: William Michael Lytwyn.** (manager) and **John Shach** (secretary.) Lytwyn (1909-July 7, 1989) was of Ukrainian ancestry had been a businessman in Toronto before he came to St. Catharines. He was active in the local community, as a director of the Ukrainian Non-Profit Homes Corp. of Niagara, a director of the Ukrainian Canadian Social Services Inc., and a member of the Senior Citizens New Horizon Club. Shach died in April 1996. During this period, **Paul Kornylo** and **Nick Dorosh** were also named as managers of the hotel and **Mike Smyzniuk** was one of the directors of the company.

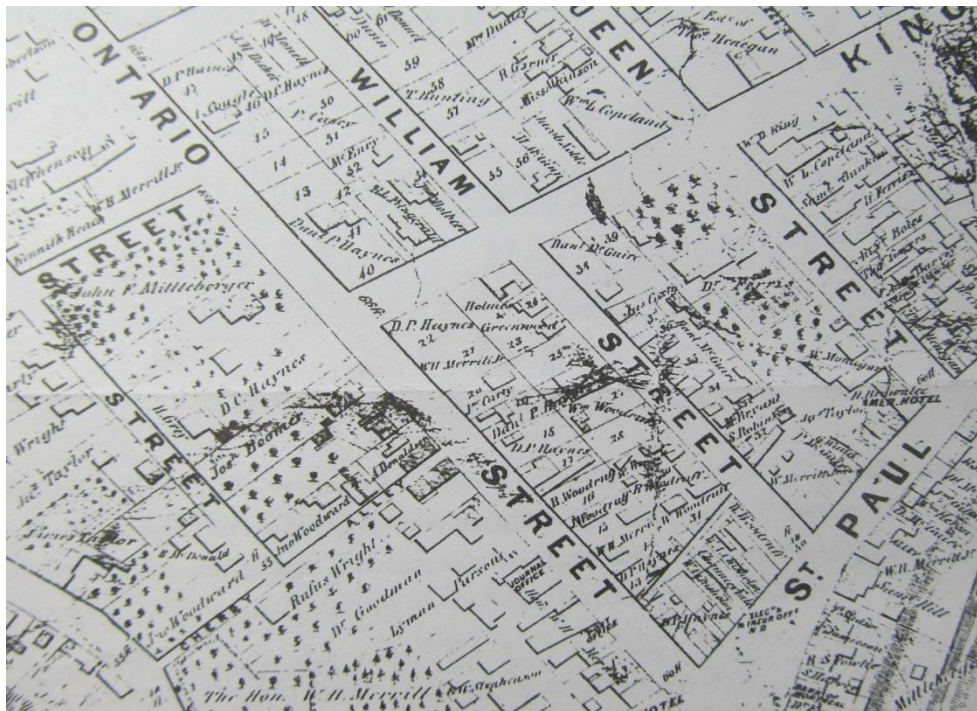


A number of deeds were registered on title between July 1833 and March 1846, whereby the Shipman heirs either sold or quit-claimed their interest in this land to **James Keefer** of Thorold and to **William Hamilton Merritt, Sr.** In January 1839, James Keefer sold his share in the land to **Jacob Keefer**. In February 1843, Merritt deeded a one-quarter interest in this land as a “gift” to his son, **William H. Merritt, Jr.** The prices that the Shipman lands realized ranged in value between £68.15.0 (July 1833), to £225 (Feb. 1835), £500 (Mar. 1837-Jan. 1839) and £625 (Apr. 1841.) In October 1845, Merritt Jr. sold part of his interest in this land to **Daniel P. Haynes** for £1,500. In March 1846, the remaining Shipman interest was sold to Merritt and to **William Woodruff**. In March 1847, Keefer sold his interest in the land to Daniel P. Haynes (Grantham/Town deeds #9660, 10195, 10919, 11430, 11500, 12349, 395, 878, 1246, 2475, 2793, 2887, B2267.)



### *Shipman Tract Plan 23.*

The 12 acres referred to above were surveyed into a plan of subdivision in April 1846. The name of the surveyor is not known although it may have been George Rykert. In order to permit the sale of lots under this registered plan, it was necessary to determine which lots each of the owners held. In June 1847, three partition deeds were registered on title: Woodruff transferred Lots 19, 20 and 22 to Merritt Jr. and Haynes; Haynes transferred Lots 24 and 25 to Merritt and Woodruff; and Woodruff and Haynes transferred Lots 21 and 23 to Merritt Jr. In June 1852, Haynes and Woodruff quit-claimed some interest in the property to Merritt Jr. (*Partition deeds* #A236, A237, A424; *town deed* #4786.)<sup>8</sup>



Marcus Smith map (1852) showing the Welland House site (centre of the image) as the property of D.P. Haynes, W.H. Merritt Jr., and Holmes and Greenwood.

### **Lot 20.**

In March 1854, D.P. Haynes sold this 5,000 square foot lot to a blacksmith named **John Carty**. Ownership fell to his widow, **Bridget**, in 1859 who subsequently quit-claimed her interest in the property in December 1872 to **James Carty** for \$600. Later that same month, Carty sold this lot to **Henry Garden** and **John H. Stull** for \$2,200. In March 1875, Garden and Stull sold the property to **George E. Cobbs** and **James H. Phelps**. In September 1877, Cobbs sold his interest in this land to Phelps (*Town deeds* #3071, 3138, 3145, 4917, 5484; *City deeds* #814.)

In January 1881, this land was sold by the **People's Loan & Deposit Co.** to **John G. Scott** for \$40,000. Scott immediately flipped this land to the renowned local architect, **Sidney Rose Badgley** for the same consideration. In October 1882, Badgley transferred this property "in trust"

<sup>8</sup> Only those lots in the partition deed which related to the Welland House were referenced for this report.

to **William H. Dunspaugh**, who transferred it back to the **People's Loan & Deposit Co.** in December of the same year. In March 1891, People's Loan sold the lot to **George G. Kerr** and **John D. [Breeze?]**<sup>9</sup> The property was subject to a vendor's mortgage, upon which default occurred and in February 1893 this lot was sold to **James Watson** under power of sale (*City deeds* #2183, 2184, 2737, 2778, 5166, 5172, 5620.)

In November 1897, the executors of James Watson transferred this land to the **Watson Manufacturing Co.** In February 1899, Watson Manufacturing sold this lot and other lands to **John** and **Alexander Hugh Malcolmson** for \$2,000. The land was subject to a vendor's mortgage in the amount of \$1,600 (*City deeds* #7227, 7228.)

In June 1899, the ownership was transferred from Malcolmson to the **Welland Hotel and Sanitorium Co. of St. Catharines Ltd.** In November 1905, the paper title for the property was transferred to **The Welland of St. Catharines Ltd.** The property was mortgaged in December 1913 in favour of William G. Tretheway for \$5,000 (*City deeds* #7683, 11501, 14637.)

For a continuation of the land ownership see Lot 1129 C.P. 2 below.

#### **Lot 21.**

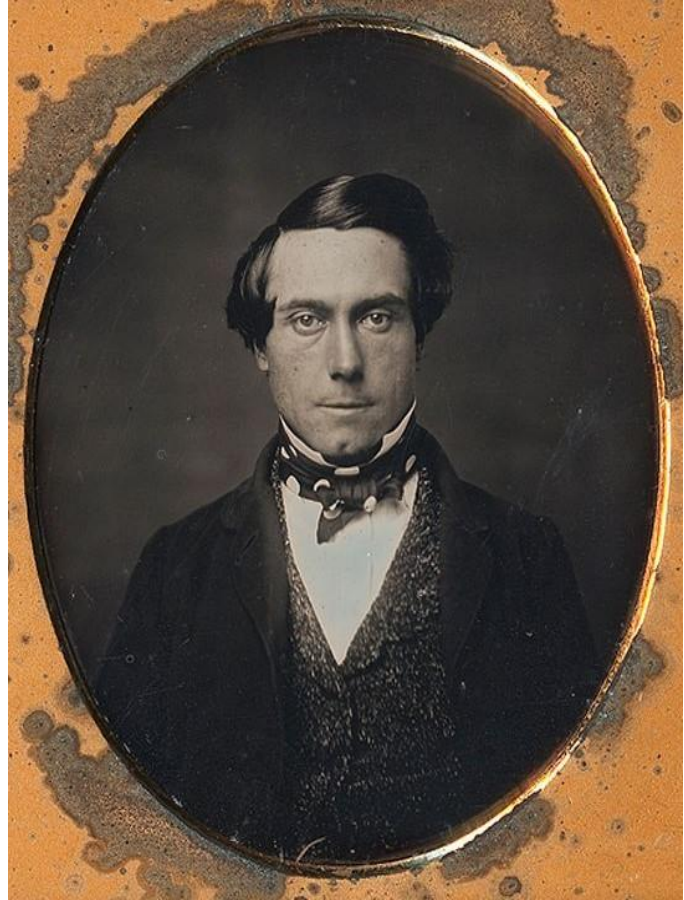
In September 1853, Merritt sold this lot for £3,500 to **John L. Ranney** and others, and the remarks in the abstract index noted this was part of the "hotel company" property. An examination of the actual deed to the property showed that the owners, all from St. Catharines were: **John Latham Ranney**, miller; **Daniel Phelps Haynes**, "Esquire;" **William Hamilton Merritt, Jr.**, "Esquire;" **Joseph Patterson Boomer**, merchant; **Thomas Rodman Merritt**, miller; **James Rea Benson**, "Esquire;" **William Austin Chisholm**, "gentleman;" and **John Smart**, "Esquire," all of whom were described as "**trustees of the St. Catharines Hotel Association**" (*St. Catharines Town Memorial deeds* #5757.)<sup>10</sup>

<sup>9</sup> The name is unclear in the digitized abstract index volume.

<sup>10</sup> Ranney was the owner of the Union Flour Mills; Haynes settled in St. Catharines in 1836 and operated a coach line between Niagara and Hamilton, delivered mail by coach, was a coal and wood merchant, and member of the town council in the early 1850s; Merritt was the son of the canal founder; Boomer was in partnership with his brother in a shop on St. Paul Street which dealt in dry goods, groceries, liquors, hardware, ship chandlery, "room papers" &c; Merritt was son of the canal founder, with business interests that included banking, insurance, railways &c; Benson was a wholesale and retail importer of British and American hardware on St. Paul Street; Chisholm was in partnership, with Mr. Minor, in a planing mill located along the old canal. The "Hotel Association" was a veritable "who's who" of the principal businessmen in the town at the time.



Thomas Rodman Merritt (1824-1906)



Wm. Hamilton Merritt Jr. (1822-1860)

In March 1855, this land was mortgaged by the “hotel company” in favour of **John Smart** for £3,500. In November 1856, Smart quit-claimed his interest in this land to **Thomas R. Merritt**, and in December of that same year the land was transferred to Merritt by the **Welland Hotel Co.** for an estimated \$13,000. In order to remove any clouds from the title, Ranney executed a deed to Merritt in January 1858. In January 1861, a “trust deed” was registered on title from Merritt to **Richard Miller** and **William Eccles** “in trust for the creditors of Ranney.” One year later, in January 1862, a similar trust deed was registered on title from Merritt to **David Davidson** and **George Dyett**. In February 1864, the trustees transferred their interest in this land under a trust deed to **Edward H. King** and the **Bank of Montreal**. In September 1871, the **Bank of Montreal** transferred the hotel property to Merritt for \$6,000. Two months later, he sold the premises to **James Cairns** for \$25,000. Cairns appears to have paid \$5,000 in cash for the property, and Merritt held the balance under a mortgage (*Town deeds* #6279, 7915, 8020, 8765, E11419, 12626, 14391, 2406[?], 2413, 2414.)

In July 1875, Cairns sold Lots 21, 22 and 23 to **William Konkle** for \$31,000. In order to remove any clouds from the title, Cairns and adjoining owners Holmes and Greenwood executed deeds of confirmation to Konkle in March-April 1878 (*Town deeds* #5054, 5756, 4931, 5187, 5188; *City deeds* #1275, 1276.)

For a continuation of the land use history see “Lots 21, 22, 23” below.

**Lot 22.**

In September 1853, D.P. Haynes sold this 5,000 square foot lot to **John L. Ranney**. Hereafter the title follows as per Lot 21 above.

For a continuation of the land use history see “Lots 21, 22, 23” below.

**Lot 23.**

On September 9, 1853, Merritt sold this 6,500 square foot lot to Holmes & Greenwood. On September 13<sup>th</sup>, Holmes & Greenwood sold 1,600 square feet of this property to John L. Ranney. The title follows as per Lots 21 and 22 above.

In March 1875, Cairns leased this property to **Merritt G. Woodworth** for one year at \$3,000. In July 1875, Josiah Holmes executed a deed in favour of James Cairns for the “use of a party wall” on part Lot 23. In July 1875, Cairns sold Lots 21, 22 and 23 to **William Konkle** for \$31,000. In order to remove any clouds from the title, Cairns and adjoining owners Holmes and Greenwood executed deeds of confirmation to Konkle in March-April 1878 (*Town deeds* #5054, 5756, 4931, 5187, 5188; *City deeds* #1275, 1276.)

In September 1901, William Walker Greenwood sold the remainder of Lot 23 to the **St. Catharines Mineral Springs & Sanitorium Co.** for \$6,000. Additional nearby property (part Lots 17-19 and 26)<sup>11</sup> were sold to the SCMS&S Co. for \$6,000 in August 1906. In October 1909, the **Trusts & Guarantee Co. of Canada Ltd.**, as the liquidator of the SCMS&S Co., sold this land to **Alexander Hugh Malcolmson** for \$55,000. The property was mortgaged by Malcolmson in September 1909 for \$32,500 in favour of William G. Tretheway (*City deeds* #8060, 10145, [11345?], [11375?]).

For a continuation of the land use history see “Lots 21, 22, 23” below.

**Lots 21, 22, 23.**

In March 1878, Konkle mortgaged this land for \$16,000 in favour of the **Ontario Savings and Investment Society**. Unfortunately, Konkle defaulted on the payments under this charge and in December 1880 the Society sold the land under “power of sale” to **James Norris** for \$10,000 (*City deeds* #1126, 2453.)

In September 1886, Norris mortgaged the Welland House property for \$57,016 in favour of the Canadian Bank of Commerce. In January 1889, Norris sold this land to **Edward D. Voisard** for \$10,500. In October of the same year, Voisard sold a half-interest in the property to **George C. Voisard** for \$10,000. In January 1893, Edward conveyed his remaining half interest in the property to George for \$7,000. In February 1896, Voisard leased the premises to **David O'Hagan** for a term of seven years (*City deeds* #3782, 4569, 4796, 5602, 6385.)

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<sup>11</sup> Part Lot 19 remained in the possession of Hamilton K. Woodruff until February 1929 when he entered into an agreement to sell the property to the Welland House for \$11,000 on or before August 22, 1929. The sale was not completed, and in August 1937 that part lot was sold by the executors of the Woodruff estate to Wells Garage (*City deeds* #30167, 1588.)



In April 1896, Voisard sold this land to **John and Alexander Hugh Malcolmson** for \$4,500. The Malcolmsons mortgaged this property on not less than seven occasions between August 1896 and December 1899 in favour of the Hamilton Provident & Loan Co. for amounts which ranged between \$400 and \$15,000. In June 1899, the ownership was transferred from Malcolmson to the **Welland Hotel and Sanitorium Co. of St. Catharines Ltd.** (*City deeds* #6453, 6547, 6666, 6825, 7008, 7175, 7230, 7497, 7683.)

In November 1905, the paper title for the property was transferred to **The Welland of St. Catharines Ltd.** The property was mortgaged in December 1913 in favour of William G. Tretheway for \$5,000 (*City deeds* #7683, 11501, 14637; *Deposits* #977, 978, 979.)

For a continuation of the land ownership see Lot 1129 C.P. 2 below.

#### **Lot 24.**

In March 1857, William Woodruff sold this lot at the corner of King Street to **Josiah Holmes** for £125 (*Town deeds* #2850.)

In November 1883, Holmes quit-claimed his interest in this property to **William Walker Greenwood**, and other individuals who held an interest in the Greenwood estate quit-claimed their share in the land to Greenwood between June 1895 and January 1896. In October 1895, W.W. Greenwood sold this lot and other land to **Rupert M. Watson** for \$1,000. In November 1897, Watson quit-claimed his interest in this land to the **Watson Manufacturing Co.** In February 1899, Watson Manufacturing sold this property to **John and Alexander Hugh Malcolmson** (*City deeds* #3090, 6396, 6399, 6413, 6896, 6897, 7227, 7228.)

The Malcolmsons mortgaged this property on several occasions between February and December 1899 in favour of the Hamilton Provident & Loan Co. In June 1899, the ownership was transferred from Malcolmson to the **Welland Hotel and Sanitorium Co. of St. Catharines Ltd.** (*City deeds* #7230, 7497, 7683.)

In November 1905, the paper title for the property was transferred to **The Welland of St. Catharines Ltd.** The property was mortgaged in December 1913 in favour of William G. Tretheway for \$5,000 (*City deeds* #7683, 11501, 14637.)

For a continuation of the land ownership see Lot 1129 C.P. 2 below.

#### **Lot 25.**

In November 1855, Woodruff sold this lot “south side of William Street” to **Holmes & Greenwood** (*Town deeds* #6825.)

In November 1883, Holmes quit-claimed his interest in this property to **William Walker Greenwood**, and other individuals who held an interest in the Greenwood estate quit-claimed their share in the land to Greenwood between June 1895 and January 1896. In October 1895, W.W. Greenwood sold this lot and other land to **Rupert M. Watson** for \$1,000. In November 1897, Watson quit-claimed his interest in this land to the **Watson Manufacturing Co.** In

February 1899, Watson Manufacturing sold this property to **John** and **Alexander Hugh Malcolmson** (*City deeds* #3090, 6396, 6399, 6413, 6896, 6897, 7227, 7228.)

The Malcolmsons mortgaged this property on several occasions between February and December 1899 in favour of the Hamilton Provident & Loan Co. In June 1899, the ownership was transferred from Malcolmson to the **Welland Hotel and Sanitorium Co. of St. Catharines Ltd.** By an Order-in-Council dated July 17, 1901, the name of the corporation was legally changed to **The St. Catharines Mineral Springs and Sanitorium Co. Ltd.** (*City deeds* #7230, 7497, 7683; OC #4329/1901.)

In November 1905, the paper title for the property was transferred to **The Welland of St. Catharines Ltd.** The property was mortgaged in December 1913 in favour of William G. Tretheway for \$5,000 (*City deeds* #7683, 11501, 14637.)

For a continuation of the land ownership see Lot 1129 C.P. 2 below.

### ***Lot 1129 Corporation Plan 2.***

In October 1926, Alexander H. Malcolmson quit-claimed his interest in this property to **Ruth O. Secord**. She held title for approximately half a year, and sold the premises to **Charles N. Vassar** in May 1927 for \$6,800. In order to remove any clouds from the title, the executors of the Tretheway estate executed a quit-claim in favour of Secord at that same time (*City deeds* #27347, 27968, 28555.)

In January 1929, Charles N., Saliste S. and Alfred A. Vassar (Vasser) transferred ownership of this land to **The Welland Hotel Ltd.** The limited company appears to have been headed by a Welland lawyer named **Lynn Bristol Spencer** and his business partner, **L. Clarke Raymond**, who held an interest in the Welland House “since 1930 through stock ownership.” The property was mortgaged at that time for \$100,000 in favour of the **District Finance Ltd.** Ruth Secord held a second mortgage against the property in the amount of \$25,000. The Welland House underwent what appears to have a substantial renovation during the spring and summer of 1929, and six construction liens totally nearly \$9,680 were registered on title between July and December 1929. By March 1930 the liens totalled \$10,609.36 in addition to the mortgage default of \$7,665.35. The lien claimants included: George E. Mitchell (Mitchell Bros.), R. Timms Construction Ltd., Jones Lockhart Ltd., John G. Whelan, H.R.G. Williams (Williams Electric Co.), Charles and Perry Clutterbuck (Clutterbuck Bros.), and William and E.C. Philps (Philps & Co.) Due to the stock market crash and economic downturn of that year, the owners of the Welland House defaulted in the payments of their mortgage. In March 1930, **Union Trust Co. Ltd.** was named as a trustee for the estate in place of the District Finance Ltd. April 1930, Union Trust sold the property under power of sale to the **Welland Hotel Ltd.** for \$110,000. Certificates of Action and orders continued to be registered on title with respect to the construction liens until November 1930 (*City deeds* #30009, 30010, 30011, 30586, 30617, 30672, 30785, 30836, 30844, 30845, 31349, 31373; *Deposits* #1068-1071.)

In November 1946, the **Crown Trust & Guarantee Co.** transferred ownership of this property to the **Welland Hotel Ltd.**, and in September 1948 the property was purchased by **Kohl Hotels Ltd.** (*City deeds* #17948, 17950, 22950; *Deposits* #4422, 4423.)

In July 1950, **Leonard V.** and **Ethel H. Smith** purchased the Welland House, and in January 1951 they leased the premises to **Norman K.** and **J.L. Green** for a five-year term. In June 1961, Smith sold the property to the **Welland House Hotel Ltd.** The land was mortgaged in November of that year for \$74,000. Additional mortgages were registered on title in December 1963 (Bank of Nova Scotia, \$25,000) and in February 1969 (the Trader's Group Ltd., \$49,934.) In January 1974 ownership was transferred to the **Welland House Hotel Inc.**, and in June 1988 the property was bought by **593910 Ontario Ltd.** (*Registry deeds* #28151, 29581, 74118, 74119, 100421, 186210, 289492, 566460.)

The Welland Hotel Inc. referred to above was headed in 1974 by **Stan Raptis**, and his brothers-in-law, **George** and **Steve Lalos**. These men had been involved in the restaurant business in Toronto since the late 1940s. During their tenure of ownership some renovations were done on the dining room in 1978. They also planned to demolish the rear wing of the hotel (the "Wellandra") and construct a multi-story office building on that site. These plans were not brought to fruition.

This land was mortgaged in favour of Banca Commerciale Italiana of Canada on three occasions between June 1988 and October 1989 for a total of \$3,300,000. In the early 1990s there was talk of reopening the mineral baths, and some work was undertaken to locate the source of the mineral waters. In September 1991, a lien was registered on title by Ray and Marshall Field (cob as Field Well Drilling) in the amount of \$7,767 (*Registry deeds* #566461, 581306, 597044, 635746, 638826.)

The hotel was in the possession of **Nick Michelis** during that period (1991-1993), who was also said to have spent approximately \$1M on renovations. This did not include the money spent on drilling for the elusive mineral spring. Michelis eventually went bankrupt.

Payments under the mortgages held by Banca Commerciale fell into default, and the property was sold under power of sale in April 1994 to **Marsadi Layne Properties Inc.** for \$270,000. This was the period when the hotel was owned by **Paul**, **Shawn**, and **Lionell Parliament**, and **Doug Brooks** of Alliston. The remaining documents registered on title between 1994 and 2007 primarily consist of certificates, agreements, declarations, notices, and releases such as contracts for Consumers Gas &c. (*Registry deeds* #623435, 652048, 668823, 670634, 680758, 680759, 681873, 706158.)

Between ca. 2005 and 2010, the hotel was owned and operated by **1307597 Ontario Ltd.**, also known as "**Castles for Students**" (aka, **Buckingham Jubilee of St. Catharines**) headed by president **Michael Oana**. Oana reportedly spent more than \$1M on renovations, and planned to house 111 students in the building. The hotel was then sold to **Highpoint Properties** in 2014. The hotel was renovated and used as a student residence from the 1990s until 2019.



This property was converted to Land Titles Qualified in September 1997, and any land use history between that date and the present time will require a PIN search.

***Changes in Corporate Identity.***

The Welland House Hotel has almost always been referred to by that name since it was opened for business in the 1850s. Its legal, corporate identity has been variously given as “***The Welland of St. Catharines Ltd.***,” the “***Welland Hotel and Sanitorium Co. of St. Catharines Ltd.***,” the “***Welland House Ltd.***,” the “***Welland Hotel Ltd.***,” the “***Welland House Hotel Ltd.***,” and the “***Welland House Hotel Inc.***”

***Changes in the Street Address.***

The address for the Welland House has varied slightly throughout the past ca. 165 years. During the earliest period, it was simply referred to as being located at the intersection of King and Ontario Streets. In 1874, the Directory listed the address for the hotel as 35 Ontario Street, and in 1877 it was listed as 33 Ontario. In 1904-06, this building was listed as 34 Ontario, and in 1910-15 it was referred to as 36-44 Ontario. Between ca. 1920-60, the hotel was listed as 28-30 Ontario, and since ca. 1965 it has been listed as 30 Ontario.

***Businesses located in the Welland House.***

The Welland House, during the course of its long history as a spa hotel, provided space on the ground floor of the building for small businesses which provided various amenities for the comfort and convenience of its guests.

A ***lawn bowling facility*** was added to the premises in the early 1900s when the hotel was owned by A.H. Malcolmson. This venue was located at the rear of the building, off William Street. The Standard reported on the demolition of the “surrounds of the hotel” in order to permit installation of the new green. A tennis court was added in 1907 (*St. Catharines Semi Weekly Standard*, Nov. 21, 1901, p. 3.)



Lawn bowling beside the Welland House. The hotel's bath house and covered connecting wing are clearly visible in the background.

As early as 1893, the hotel employed a resident physician who was on-call in case of sudden emergencies. Between ca. 1893 and 1910, the house physician was **Dr. Samuel H. McCoy** (MRCS.) The staff physician was also undoubtedly in charge of the **Wellandra Hospital**. In 1955, an osteologist named **R.B. Irvin** had an office in the hotel.



Dr. McCoy, house physician at the Welland House.

The **St. Catharines Chamber of Commerce** was located in an office in the Welland House in 1920-25.

In 1925, the **Ontario Motor League** leased office space in the hotel. In 1930, the **Union Bus Terminal** was located at the Welland House.

In October 1930, local radio station **CKTB** (610 CKTB) began to broadcast from a small studio located on the second floor of the Welland House. The station was brought to the city by Edward T. Sandell, owner of the Taylor & Bate Brewery. CKTB was initially a “phantom station” affiliated with CKOC in Hamilton (1120kHz), and broadcasting was limited to a half-hour each day. The first programme transmitted by the station was an address given by W.B. Rollason, vice-president of the company. The station was granted its own broadcasting licence in 1933, and in 1938 CKTB moved to its present location on Yates Street when the work on the new station had been completed. The letters “TB” in the calls stands for “Taylor and Bate,” although other local lore suggests that it stands for “Cool Keg of Taylor & Bate,” or “Canadians Know Their Beer.” The tradition of radio broadcasting from the Welland House continued for more than a decade (until ca. 2017-18) when **CFBU 103.7fm** was located on the ground floor of the building.

Between ca. 1935 and 1950, the hotel housed a drug store known as the **Welland House Pharmacy** or **Morey’s Pharmacy**, operated by **E.F. Morey**.

By 1915, the hotel contained a barber shop, known as the **Welland House Barber Shop**, which was initially operated by **Clarence E. Leach**. The shop had been taken over by **J.A. Perrin** sometime before 1950, and then by **Raymond O’Toole**. The shop remained in business until at least 1970. In 1930, a certain **Miss Lefebvre** was the proprietor of the **Welland Hotel Beauty Shoppe**, and in 1950 this had been re-named as the **Dol-Mor Beauty Studio**.

The hotel contained the **Welland House Coffee Shop** between ca. 1935 and 1945.

The hotel also contained a **smoke shop and news agency** during the 1930s and ‘40s, and older residents who lived nearby in the downtown core remember going to the Welland House to buy newspapers, magazines, tobacco, and confections.

In 1950, the hotel contained an office for the **Compton-Simmonds Theatrical Agency**.

For those who wished to undertake legal proceedings, the rear of the Welland House contained the law office of **Frank Dore** for many years at 21 William Street.

The hotel contained a bar known as the **Albini Room**, which provided a discreet meeting place where members of the local LGBTQ community could socialize. The Albini Room opened in 1968, but it is not known how long it remained in operation.

Between 1990 and 2014, the owners of the Welland House leased space to various bars and grills in an effort to attract customers and to increase business. During that period, the hotel provided space to: **Teasers** (1990), the **Viper Club** (opened Dec. 31, 1994), the **Fratt House Bar & Grill** (1995-2000), **Average Joe’s Sports Grill** (2005), the **Mishun Night Club & Event Studio** (a venue featuring “pop art/kitsch spy theme with elements of sexy Russian espionage,” 2013), the **Pig and the Poacher** (2014), **Barracuda Pretty** (2014), and **Big Buck’s Mountain Lodge** (2000-2014.)

In 2005, there was a business located on the premises which was known as **Sammy’s Gas Bar and Motor Co.**

The Welland House was converted into an off-campus residence for Brock University students in 1994. In 2009, for instance, the *Vernon's City Directory* listed the names of six residents in the hotel (**J. Chivers, N. Best, D. Ryan, G. Boghozian, K. Bean and D. Mongillo.**)

***The Welland House as a Venue for Community Social Events.***

One of the very first social events held at the newly completed Welland House was a dinner hosted by “Col. McDonald and his brigade” on the occasion of the Queen’s birthday on May 24, 1856. In August of the same year, a public dinner was held which went off “with great eclat. Some 100 or more gentlemen sat down to a sumptuous dinner prepared with all the luxuries of the season, and between wit and wine, good feeling and patriotic speeches, all went ‘merry as a marriage belle,’ all were highly delighted with the evenings entertainment and all went home doubly pleased ere the morning’s light.” Later that same month, the dining room of the Welland House was filled to capacity by an audience eager to see a performance by the Boon children, “two lovely girls, and one fine boy,” who were “highly creditable to themselves and delightfully interesting to all present.” The family was “an honorable exception” to the “hordes of travelling trucksters” of questionable talent who performed in communities throughout the province at that time. Also in that same month, spectators watched from the roof of the hotel, “through Mr. Damon’s spy-glass,” as the steam vessel Welland burned to the water’s edge. A public auction of real estate was held at the hotel in early September (Junius, Walk “B,” *St. Catharines Journal*, May 22, 1856; *Journal*, Aug. 14, 21 and 28, 1856; Sept. 4, 1856.)

The Welland House was a popular venue for weddings and wedding receptions from the time of its opening. The local newspapers reported on the hotel nuptials of: John Craig and Eliza Humphrey (*St. Catharines Journal*, Apr. 11, 1861), Eli Johnson and Mary Jane Dougherty (*St. Catharines Evening Journal*, June 28, 1862), and D.J. McCulloch and Emma Margaret Norton (*St. Catharines Evening Journal*, June 22, 1867) to name but a few.

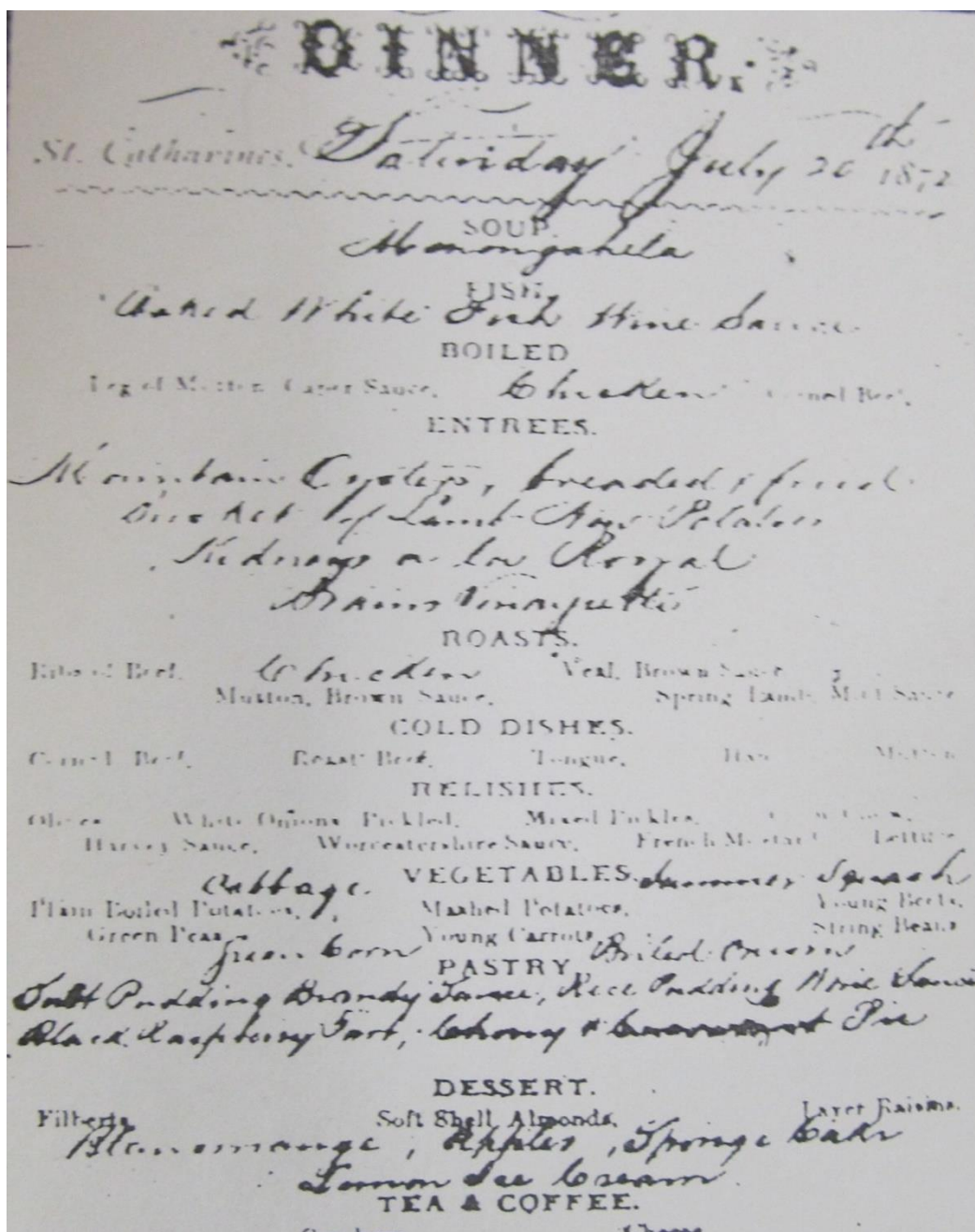
In 1867, the inhabitants of St. Catharines were thrilled to learn that Jefferson Davis, the ex-president of the Confederate States of America, was in St. Catharines. He was a guest at the Welland House, and well-wishers assembled there to greet him after he had attended services at St. George’s Anglican Church (*St. Catharines Constitutional*, Oct. 10, 1867.)

**JERRY DAVIS.**—The Saints were somewhat excited on Sunday last, when it was announced that the illustrious ex-President of the Southern Confederacy was in town. The rumor turned out to be correct, and in the forenoon Mr. Davis attended Divine service at St. George's Church. He was afterwards gazed at by many sight-seers, who called at the Welland House for that special purpose. Though greatly improved in health since his arrival in the free and vigorous atmosphere of Canada, Mr. Davis seems older than he really is, and his countenance betrays a slight tinge of that melancholy which his misfortunes have naturally produced. In the afternoon he proceeded to the residence of Beverly Tucker, at Drummondville, accompanied by General Early.

In February 1871, the local newspapers reported on the “Bachelor’s Ball,” an evening of dancing and dining which was described as a “grand success.” The column described the dresses of the ladies in detail (e.g., “Miss Pettibone, Niagara Falls, wore gracefully a light blue silk, with frost like cloud of tulle over it”) and the various “bachelors” present were identified by their initials (“Mr. D.R.C., though twirling frequently was often to be seen in sly corners and not alone. We fear his bachelor’s quarters will soon be deserted, judging from his attentions to an ‘American Cousin.’” *St. Catharines Constitutional*, Feb. 23, 1871.)

In 1927, the *St. Catharines Standard* reproduced a menu card from a dinner held at the Welland House in July 1872.





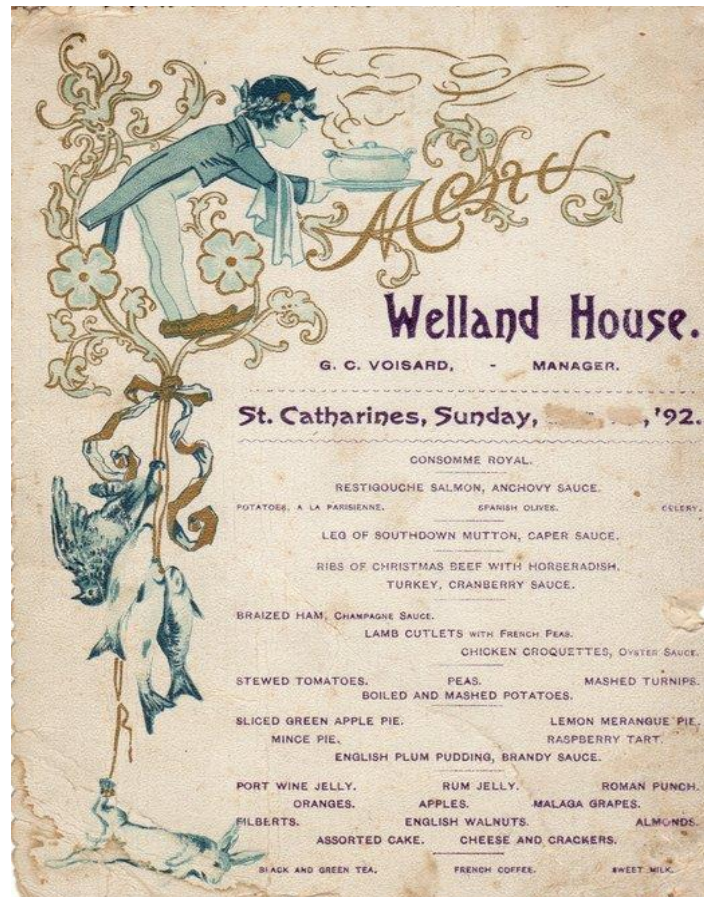
In July 1873, the newspapers reported on another well attended dinner-dance called the “Welland House Hop.” The guests enjoyed dinner, champagne, and dancing on the “well waxed floor” to the “delicious strains of Mr. Poppenberg’s band” (*St. Catharines Evening Journal*, July 22, 1873.)

Another reference to the Welland House as a social venue was found in the book of *Poems* published by **James McIntyre** (the “Cheese poet”) in 1889. McIntyre (who was related to Thomas McIntyre, the St. Catharines cabinet maker and early mortician) composed an ode extolling the virtues of St. Catharines (McIntyre 1889:53.) The poem was “read at the Welland

House...at a banquet given to the members in attendance at the Oddfellows' Grand Lodge." The first two stanzas convey to the reader some idea of McIntyre's literary style:

St. Catharines famed for mineral waters  
And the beauty of her daughters,  
For some do worship at the shrines  
Of the fair St. Catharines.

St. Catharines your greatness you inherit  
From the genius of a Merritt,  
You still would be a village dreary  
But for this canal from Lake Erie.



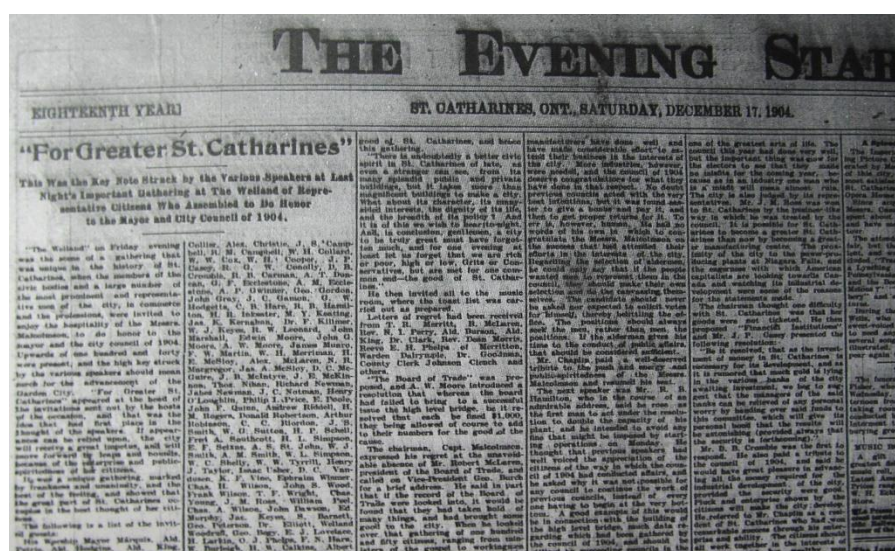
Welland House menu, 1892.

During the 19<sup>th</sup> century, and up until the time of the Great War (1914-18), the Welland House was a popular destination for affluent American tourists who wished to escape the heat and humidity of the deep south, and for those others who wished to enjoy the curative waters in a quieter setting than Saratoga. The Welland House and the Stephenson House are believed to have served as rendezvous points for Confederate spies and sympathisers during the time of the American Civil War. Salesmen and working-class clients could find comfortable, affordable accommodations at one of the other commercial hotels in the downtown core such as: the Grand Central, the Russell House, the International Hotel, or the New Murray Hotel.



One of the guests who stayed at the hotel in the spring of 1883 was Louis Gaston Gottschalk (1845-1912), who was an American opera singer and music teacher. He was a guest at the hotel following a concert performance that he gave in London. While he was in St. Catharines Gottschalk wrote home to his wife, Louise, with news about old friends here in the city and what he had done for relaxation (visiting friends, dining at the hotel, horseback riding, attending church &c.) Gottschalk did not mention "taking the waters" while he was here (Gottschalk 1883.)

In December 1904, the Welland House was the venue for a dinner in honour of the out-going mayor and city council. More than 150 guests sat down to dinner, and speeches were given on a variety of topics. The theme of the addresses was "For [a] Greater St. Catharines." (*St. Catharines Evening Star*, Dec. 17, 1904.)



There has been some unresolved debate among local historians whether or not the Irish poet, W.B. Yeats, stayed at the Welland House when he visited St. Catharines in the early 20<sup>th</sup> century (in 1904 and 1914.) In the absence of newspaper coverage, and missing hotel registers, the debate will continue.

In November 1909, the Welland House was the venue for the first organizational meeting of the Canadian Girl Guides under Mary Helen (McKean) Malcolmson. Malcolmson (Mar. 7, 1864-July 7, 1935) was born in Scotland and was the daughter of David and Annie (Walkinshaw) McKean. She came to Canada with her family in 1872, and settled at Almonte where her father ran a furniture factory. She was married at Hamilton in January 1892 to Alexander Hugh Malcolmson (Mar. 17, 1862-Nov. 16, 1937.) He was the son of Samuel and Jane Malcolmson, and was employed for a number of years as a ship captain. The Malcolmson family moved to St. Catharines in 1893 when he purchased the Welland House. Alexander was a member of the St. Catharines Chamber of Commerce. Mary Malcolmson was actively in the community in other ways: she was president of the St. Catharines Council of Women (established 1918), a member of the Imperial Order of the Daughters of the Empire, member of the Women's Christian Temperance Union, the Women's Institute, the Women's Canadian Club, and a convener for the

National Council of Women. Shortly before her death in 1935, she was honored with a Silver Jubilee Medal for her work with the Girl Guides. She and her husband raised a family of three children: Jean Evelyn, Alexander, and Edward McKean. Alexander became a well-known physician in St. Catharines, who lived for many years on Rodman Hall Crescent. In later years, A.H. and Mary Malcolmson resided nearby on Bellevue Terrace. Malcolmson is depicted on a banner issued by the Downtown Association as a “community leader,” and Malcolmson Eco-Park is named in her honour. She and her husband are interred at Victoria Lawn Cemetery (*Ontario Vital Statistics*, marriage #13154/1892; death registrations #22164/1935 and 23557/1937; 1901 *St. Catharines Census*, St. Andrew’s Ward, division K6, p. 6; 1911 *St. Catharines Census*, district 93, division 9-2, p. 5; 1921 *St. Catharines Census*, St. Andrew’s Ward, district 100, sub-district 32, p. 18; *St. Catharines Standard*, Nov. 17, 1937.)



Mary Malcolmson (1864-1935), wife of A.H. Malcolmson, owner of the Welland House (SCHM 10166-N.)

In June 1920, a crowd of about 2,000 residents of St. Catharines were thrilled to witness an incredible stunt performed by the “Human Fly.” The “Fly” was actually an immensely popular silent film star, Charles Hutchison (born Charles Thompson, 1879-1949), billed as the “King of the action serials,” and who was the leading male serial star at the Pathé Studio between 1918 and 1922. Hutchison had completed the filming of a 15-part serial called “*The Whirlwind*” in which he portrayed the “Human Fly,” and he was on a promotional tour across North America. The series was to be screened at the downtown Griffin Theatre, and fans were invited to watch as Hutchison scaled the exterior wall of the Welland House without the aid of safety harnesses or devices of any sort. He had just reached the roof level of the hotel when his way was blocked by

the wide, over-hanging eaves of the building. Hutchison grabbed at an old rope, which happened to be greasy, and he lost his grip and fell about 40 feet (12 m) and landed on the hotel verandah. He sustained "serious injury" (several broken bones) and was taken to the Wellandra Hospital for immediate treatment. A number of women who witnessed the fall immediately fainted "and had to be given medical attention." Benefit concerts were performed at the Opera House and the proceeds were used to help defray the cost of Hutchison's hospital stay. He wrote, produced, directed and starred in at least 56 films between 1914 and the time of his retirement from the motion picture industry in 1944 (*St. Catharines Standard*, June 24-25, 1920.)



*St. Catharines Standard*, June 24, 1920.





One of the most distinguished guests who visited the Welland House was Sir Alan John Cobham, who was treated there to a civic reception in December 1926.<sup>12</sup> Cobham is believed to have been the first pilot who attempted the delivery of air mail between Europe and New York. He toured various parts of the United States in November 1926, and was received at the White House. Cobham arrived in St. Catharines a few weeks later where he delivered a well-attended lecture on aviation at the St. Catharines Collegiate Institute (*St. Catharines Standard*, Dec. 7, 1926, pp. 1 & 4.)

<sup>12</sup> Cobham (1894-1973) had volunteered for service during the Great War and he trained as a 2<sup>nd</sup> Lieutenant in the Royal Flying Corps. After he was discharged from service, Cobham went on in 1921 to become a test pilot for the de Havilland Aircraft Co. and also established his own small airline. It was estimated that by 1926 he had flown more than 100,000 miles (160,000 km) on return trips between London and India, South Africa, Australia, and nearly every European country. Sir Sifton Brancker of the British Air Ministry said that Cobham "had done more to promote civil aviation than anyone." In November 1926 Cobham unsuccessfully attempted to make the first delivery of air mail between Europe and New York City. He toured parts of the United States and was received at the White House by Herbert Hoover and other military and government officials. Cobham went on to star in a British silent film in 1927, called "The Flight Commander," and footage of his flights were featured in newsreels shot by British Pathe and British Movietone between 1926 and 1932. He was the founder of a novelty act, "Cobham's Flying Circus," which toured in the UK between 1932 and 1935. Cobham wrote several books about his exploits, and was awarded a gold medal by the *Federation Aeronautique Internationale* (New York Times, Oct. 22, 1973; Cruddas 2018.)



*St. Catharines Standard*, Dec. 7, 1926. Sir Alan and Lady Cobham are shown pictured above.



Sir Alan Cobham (1894-1973.)

In October 1930, Col. J.E. Cohoe of Welland “invites those desirous of joining a class to study bridge to meet him in the sunroom of the Welland House” (*St. Catharines Standard*, Oct. 29, 1930.)

In August 1932, local dignitaries, provincial and federal politicians were provided with a civic reception in the garden adjoining the hotel upon the official opening of the Welland Ship Canal. Guests included: Prime Minister R.B. Bennett, and the British Prime Minister, the Right Hon. Ramsay MacDonald.





Reception in the hotel garden (*St. Catharines Standard*, Aug. 6, 1932.)

In November 1937, the Lions Club hosted a “ladies’ night” event at the Welland House. The guest speaker was B.K. Sandwell of Toronto, the managing editor of *Saturday Night* magazine (*St. Catharines Standard*, Nov. 17, 1937.)

In the early 1960s, the hotel was still a popular venue for private parties, conventions, and civic receptions.



Civic reception at the Welland House, 1963.

In 1970, the Welland House promoted its many amenities: “100 modern rooms with bath and shower; banquets, weddings, convention facilities up to 250 people; you will never find a friendlier hotel or better service at prices everyone can afford. Free T.V. and parking.”

In January 1988, in order to increase business, the Welland House began to host exotic dancers and various rock bands performed there as well. One such band, known as “Just Alice” (in imitation of Alice Cooper) brought along a 10 foot (3 m) long Burmese python named “Lucy” which was part of the act. At some point during the performance Lucy slithered away and remained AWOL within the hotel until she was recaptured by Humane Society officials in April of that year.



St. Catharines Standard, Apr. 22, 1988.

### ***Wellandra Hospital.***

The “Wellandra” was a privately-run hospital that appears to have been located at the rear (or William Street) side of the Welland House Hotel. It was established sometime around 1899-1900, as reflected through the hotel’s corporate name change to the ***Welland Hotel and Sanitorium Co. of St. Catharines Ltd.*** The hospital was under the direction of the house physician, ***Dr. McCoy***, who was later succeeded by ***Dr. William J. Macdonald***. Macdonald was elected to serve as the mayor of St. Catharines in 1943-48.

In February 1909, the owners of the Welland House requested city council for a grant to assist with an advertising campaign to promote the hotel and sanitorium. The request was apparently denied (*Star Journal*, Feb. 9, 1909.)

As a small health care facility, it provided more personalized care for any guests who fell ill or were hurt while staying at the hotel, and also for outside patients. In addition, the location was more conveniently situated for access within the downtown core, rather than at the eastern extremity of the city on Queenston Street. The Wellandra also served the community as a maternity hospital. The newspapers often carried birth and death announcements which referred to the Wellandra. A few examples include that of Mr. & Mrs. J.J. Wilson, a son, born Sept. 28, 1914; and William Wilkinson Dodsworth, a landscape gardener, who died there on July 11, 1918



“where he had every medical attention that could be procured, but all in vain” (*St. Catharines Standard*, Sept. 29, 1914; July 15, 1918.)

*Other Vintage Images of the Welland House.*

The Welland House was depicted in photographs, on letterheads, and on many colour postcards during the late Victorian and early Edwardian periods. These images show some of the changes to the structure throughout the years.



(Brock University Special Collections.)



Niagara Falls Public Library (Petrie Collection.)

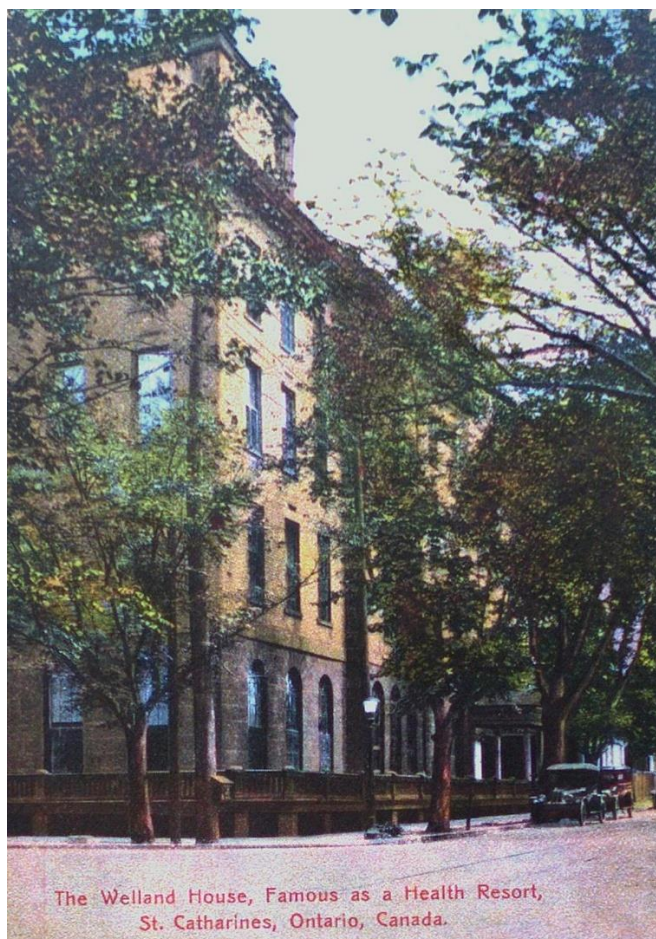


View ca. 1885; note the horse drawn wagons, awnings, and the raised, wrap-around porch.  
(St. Catharines Public Library, Special Collections Department.)



Note the presence of the Wellandra wing at the rear of the hotel, minus its 1920s roofline.  
(St. Catharines Public Library, Special Collections Department.)



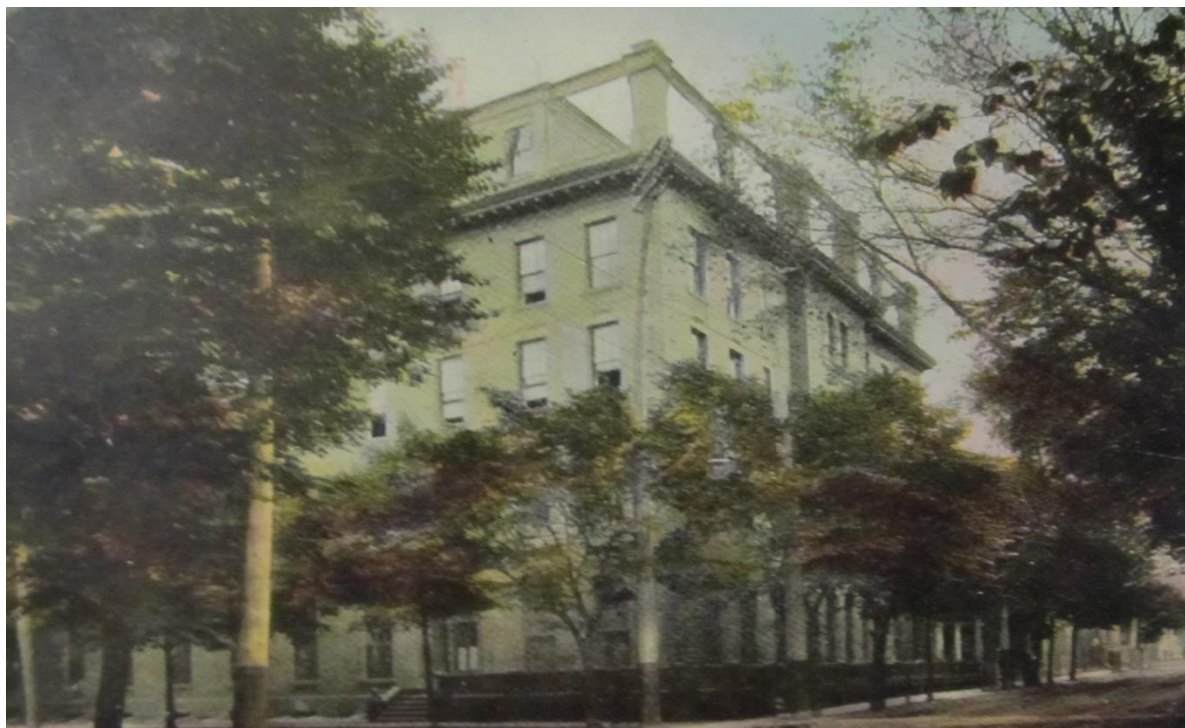


St. Catharines Public Library, Special Collections Department.

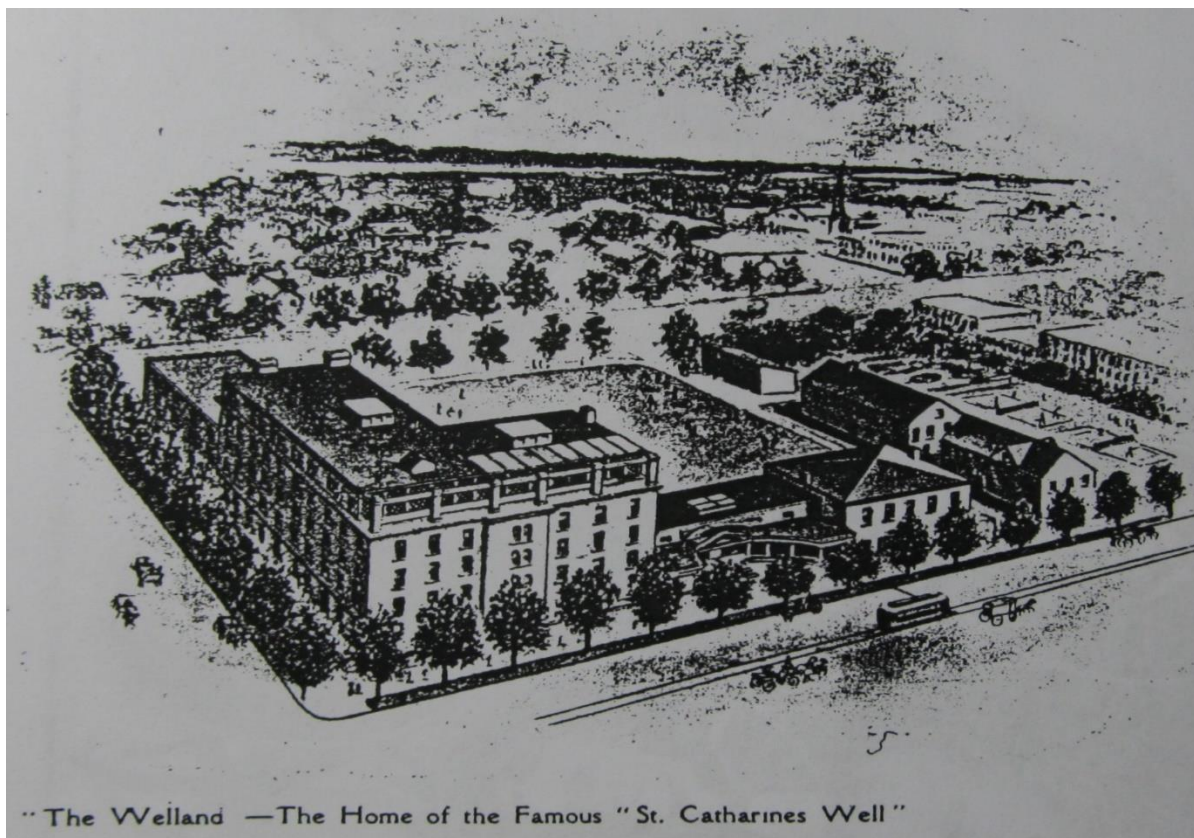


This view is incorrect, the bricks are shown red rather than their actual buff or yellow colour (Toronto Public Library, Special Collections.)





Early 20<sup>th</sup> century view from the corner of King and Ontario.



Bird's-eye view of the hotel and its surroundings, 1907.



The connecting corridor/wing between the Welland House (seen at left) and the mineral spring bath house (to the right, out of camera range.) The photo shows the original brick surface of the hotel, some of the ground floor fenestration, and the original wrap-around porch.



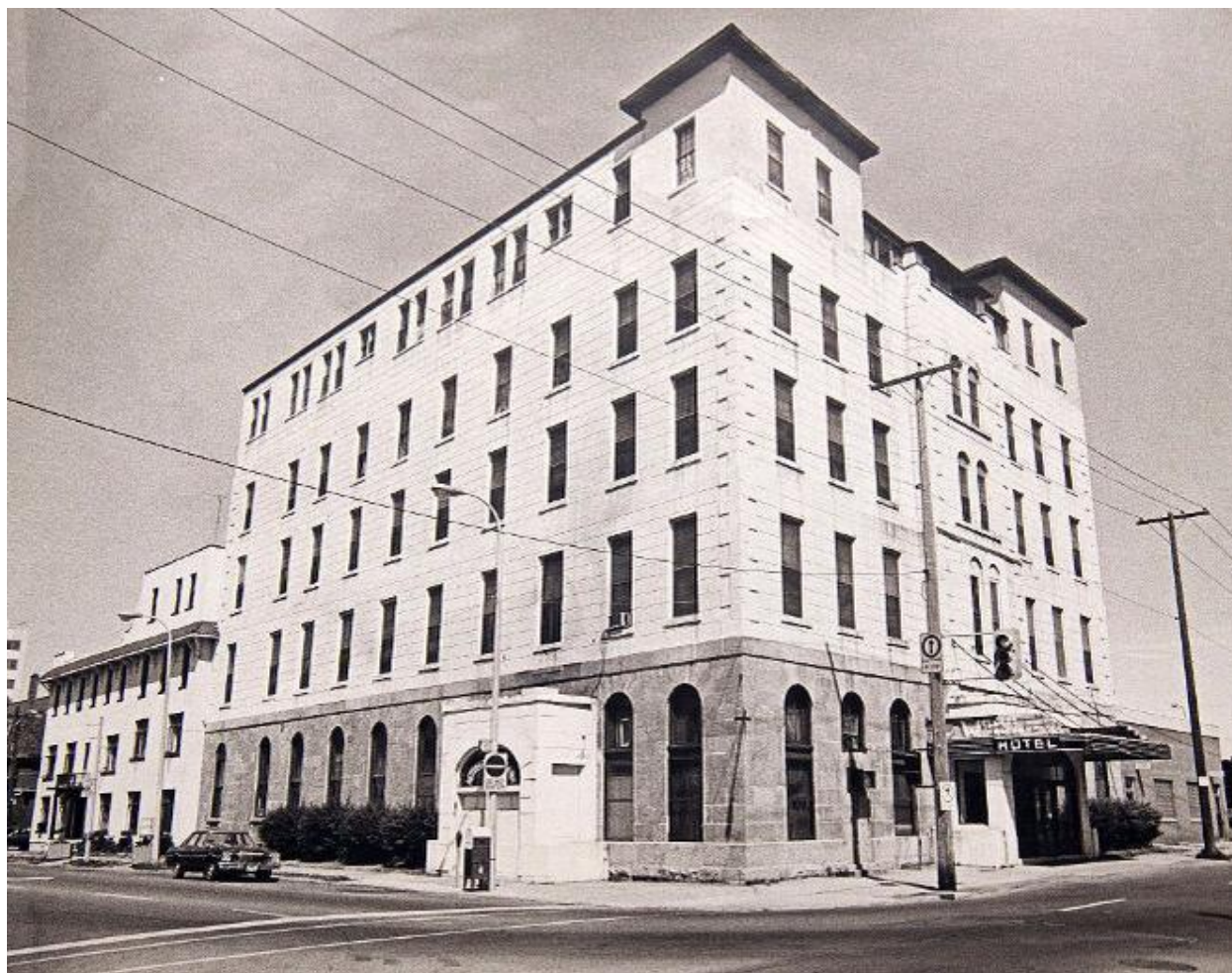


Welland Hotel, St. Catharines, Ontario.—21.

St. Catharines Public Library, Special Collections Department.



Pig crossing Ontario Street near Welland House, ca. 1946.



Welland House, 1970. The covered side entrance remains *in situ*. A stained-glass fan light above the door contained the name of the hotel. The awning has been removed from the side entrance but that over the front door remains in place.



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# Appendix C

## Designating By-law

CITY OF ST. CATHARINESBY-LAW NO 2021-115

A By-law to designate 26/30 Ontario Street, City of St. Catharines (Welland House) under Section 29, Part IV of the Ontario Heritage Act.

WHEREAS Section 29, Part IV of the *Ontario Heritage Act* provides for designation of individual properties by a municipality; and

WHEREAS in order for a municipality to designate a property under Section 29 Part IV of the *Ontario Heritage Act*, it must be demonstrated that a property meets one of the criteria as prescribed under the O.Reg. 9.06; and

WHEREAS 26/30 Ontario Street was evaluated against said criteria, and it was determined that the property has cultural heritage value or interest; and

WHEREAS Notice of the Designating By-law was published in a newspaper having general circulation in the municipality on February 27, 2020; and

WHEREAS a notice of the objection to the proposed designation was served to the Clerk of the City of St. Catharines; and

WHEREAS the owner of the property has communicated with the municipality that the notice of the objection to the proposed designation is to be withdrawn on upon adoption of the Designating By-law.

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

1. To designate under the authority of Section 29 Part IV of the *Ontario Heritage Act*, the following property within the City of St Catharines as being of cultural heritage value and interest:

(a) 26/30 Ontario Street

2. The above-mentioned property is more particularly described in Schedule “A” attached hereto.
3. A copy of the Designating By-law shall be registered against the property affected in the property and registry office. The City Clerk is hereby authorized to cause a copy of this By-law to be served on the owner of the land described in Schedule “A” hereto and on The Ontario Heritage Trust and to cause notice of the passing of this By-law to be published in the in a newspaper have general circulation within the Town.
4. The City reserves the right to install a designated property plaque or interpretive panel.
5. This By-Law shall come into force and take effect on the date of its passing.

Read and passed this 12TH day of JULY 2021.

  
CLERK

  
MAYOR



SCHEDULE “A”

**Description and Statement of Cultural Heritage Value or Interest:**

**26/30 Ontario Street**

Property Identification Number:	PIN 46217-0174 (LT)
Civic Address:	26/30 Ontario Street
Lot/Concession:	Lot 1129 as shown on Corporation Plan 2

**STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST**

**Description of Property**

The former Welland House building, located at 26/30 Ontario Street (Lot 1129 as shown on Corporation Plan 2), is situated on the north side of Ontario Street at the intersection of Ontario Street and King Street. It located on the northwest portion of the block bounded by Ontario Street. King Street, St. Paul Street, and William Street in the City of St. Catharines. The building is a five-storey tooled stone and stucco-clad structure.

**Statement of Cultural Heritage Value or Interest**

26/30 Ontario Street, specifically the former Welland House building, has cultural heritage value or interest for its physical/design values, its historical/associative values, and its contextual values.

The former Welland House building has physical/design value as a rare example of a former “spa”/summer resort; the two other major hotels in St. Catharines that served this purpose in the late nineteenth century no longer exist. Construction on Welland House began in 1853 and originally the structure was four storeys in height (later increased to five storeys). The structure was partly gutted by fire twice in the early 1860s. The property also has physical design values as it displays a high degree of craftsmanship. Early architectural features of the now five-storey tooled stone and stucco-clad structure included broad verandas; a flat roof with a plain boxed cornice; stone coins edging the corners of the building; semi-circular window openings on the ground floor with radiating arched voussoirs; a projecting frontispiece with pairs of windows, and stone surrounds

and sills with double arched heads. The remaining window openings have flat heads, plain surrounds and stone sills. A 1930s Art Deco-style main entrance and a side entrance with stained glass fanlight were removed; the main entrance was replaced with modern glass doors.

The property has historical/associative value it has direct association with themes, persons, organizations and institutions significant to the community. The former Welland House building is associated with the “spa resorts” of St. Catharines in the late 1800s. From the 1860s through to the 1890s, three of the major hotels in St. Catharines offered “healing waters”, for which St. Catharines became known internationally. At the western end of the commercial core, the saline underground spring waters were tapped for medicinal, curative and recreational purposes. Welland House was one of these three hotels that catered to wealthy citizens from Canada and the United States. During this time other local services expanded, including the library and newspapers, banks, educational and health institutions, and even the first department store in the city; thus, Welland House is also associated with the economic and civic growth of St. Catharines and its early commercial core. It was also the location of the first commercial radio broadcasts made by local station CKTB. “The Wellandra”, an exclusive private hospital, operated out of the structure in 1910 with Dr. Samuel McCoy working as a resident physician post-1893. The resort also employed special chefs and masseurs catering to the wealthy. The Welland House baths were closed in 1941 and hotel operations continued yet declined in popularity until its closure in the early 1990s. The property has the potential to yield information specifically related to the development of “spa resorts” in St Catharines and in the Niagara Region. Lastly, the property demonstrates the work of both the architect and builder of the structure. The building was designed by the prominent architect John Latshaw. The construction work was partly carried out by well-known carpenter John Clyde, and the masonry may have been executed by William Baron. Some of the work on the building was performed by members of the black community who were also employed at the hotel.

Lastly, the property has contextual value as the former Welland House building is historically linked to its surroundings through its former use as an exclusive summer

resort, hotel and private hospital. It is a local landmark within the commercial core of St. Catharines.

### **Heritage Attributes**

The heritage attributes that contribute to the cultural heritage value or interest of the five-storey original 1853 L-shaped, core structure of the Welland House building, located at the south-west corner of the property with later roof-top addition are the following exterior attributes:

- Stone tooled limestone;
- Stucco-clad brick;
- Flat roof with plain boxed cornice;
- Stone quoins edging the corners;
- Semi-circular window openings on the ground floor with radiating arched voussoirs;
- Projecting frontispiece with pairs of windows, and stone surrounds and sills with double arched heads;
- Window openings with flatheads, plain surrounds and stone sills including brackets;
- Five arched multi-paned classical windows on the ground floor of the south and west elevations;
- Limestone facing on the ground floor including textured finish and plinth wall; and,
- Cornice at roof level.



## Corporate Report City Council

**Report from:** Community, Recreation and Culture Services, Business Planning and Strategic Services

**Report Date:** September 10, 2021

**Meeting Date:** November 29, 2021

**Report Number:** CRCS-158-2021

**File:** 68.32.1, 68.32.2

**Subject:** Aquatics Facilities Strategy Implementation Plan

**Strategic Pillar:** This report aligns with the following St. Catharines Strategic Plan pillars: economic and social.



## Recommendation

That funding be included in the Draft Capital Budget as outlined in the implementation timeline of the modified balanced strategic direction within the Aquatics Facilities Strategy, attached as Appendix 1.

## Summary

The Aquatics Facilities Strategy (Appendix 1) was developed to make recommendations on the long-term operating sustainability and health of the City's aquatics system. At its meeting on [August 9, 2021](#), Council recommended a modified balanced strategic direction within the Aquatics Facilities Strategy for use as a framework to ensure the long-term operating sustainability and health of the City's aquatics system that replaces, renews and/or retains all three existing outdoor pools and recognizes that splash pads, outdoor pools and indoor pools are all necessary elements of a comprehensive strategy. This report provides an implementation plan which includes a base budget and projected timelines for facility replacement and construction which aligns with the overall corporate strategic priorities.

The Aquatics Facilities Strategy provides strategic direction for St. Catharines to meet current and future needs. The Aquatics Facilities Strategy considers community input, capital and operating information, registrations of local aquatics users, aquatics utilization data, national and provincial trends, and demographic characteristics.

## Relationship to Strategic Plan

The recommendation of this report supports the Economic Prosperity pillar within the Strategic Plan:

- **1.2** Develop a 10-Year Capital Infrastructure Plan that includes all major investments to address City needs, priorities and growth.

The recommendation of this report also supports the Social Well-Being pillar within the Strategic Plan:

- **2.1** Establish area-specific plans for the redevelopment of key sites in the City to promote strong, compatible, connected neighbourhoods that enhance the quality of life.
- **2.3** Refine and implement the Recreation Facilities and Programming Master Plan (2015-2026):
  - Incorporate key deliverables into the Capital Infrastructure Plan and annual budget process
  - Implement the Park Renewal Plan (2017) and invest in prioritized play structures
  - Develop and implement sponsorship policy and pursue partnership opportunities for parks infrastructure

## Background

On [August 9, 2021](#), Council approved the following motion:

“That Council recommend a modified balanced strategic direction within the Aquatics Facilities Strategy for use as a framework to ensure the long-term operating sustainability and health of the City’s aquatics system that replaces, renews and/or retains all three existing outdoor pools and recognizes that splash pads, outdoor pools and indoor pools are all necessary elements of a comprehensive Strategy; and

That staff be directed to seek partnership opportunities for all potential aquatics facilities projects identified in the Aquatics Facilities Strategy; and

That staff be directed to develop an implementation plan which would include a base budget and projected timelines for facility replacement and construction which aligns with the overall corporate strategic priorities; and

That the Recreation Master Plan be advised of staff’s recommendation prior to the report coming back to Council; and

That no aquatic facilities, including outdoor pools, be closed prior to Council's approval of the implementation plan; and

Further, that staff be directed to provide Council with the implementation plan as part of the 2022 Capital Budget presentation. FORTHWITH”

## Report

The Aquatics Facilities Strategy was developed to make recommendations on the long-term operating sustainability and health of the City's aquatics system. This report provides an implementation plan which includes a base budget and projected timelines for facility replacement and construction which aligns with the overall corporate strategic priorities.

### Modified Balanced Strategic Direction Recommended by Council

The modified balanced strategic direction was recommended by Council as a framework to ensure the long-term operating sustainability and health of the City's aquatics system that replaces, renews and/or retains all three existing outdoor pools and recognizes that splash pads, outdoor pools and indoor pools are all necessary elements of a comprehensive strategy.

The modified balanced strategic direction recommends to:

- Construct a new indoor aquatics centre
- Redevelop Lion Dunc Schooley Outdoor Pool
- Redevelop Port Dalhousie Outdoor Pool
- Renew Lincoln Park Outdoor Pool
- Construct a Splash Pad in the Merritton Ward
- Construct a Splash Pad in the Port Dalhousie Ward

### Modified Balanced Required Budget Approval

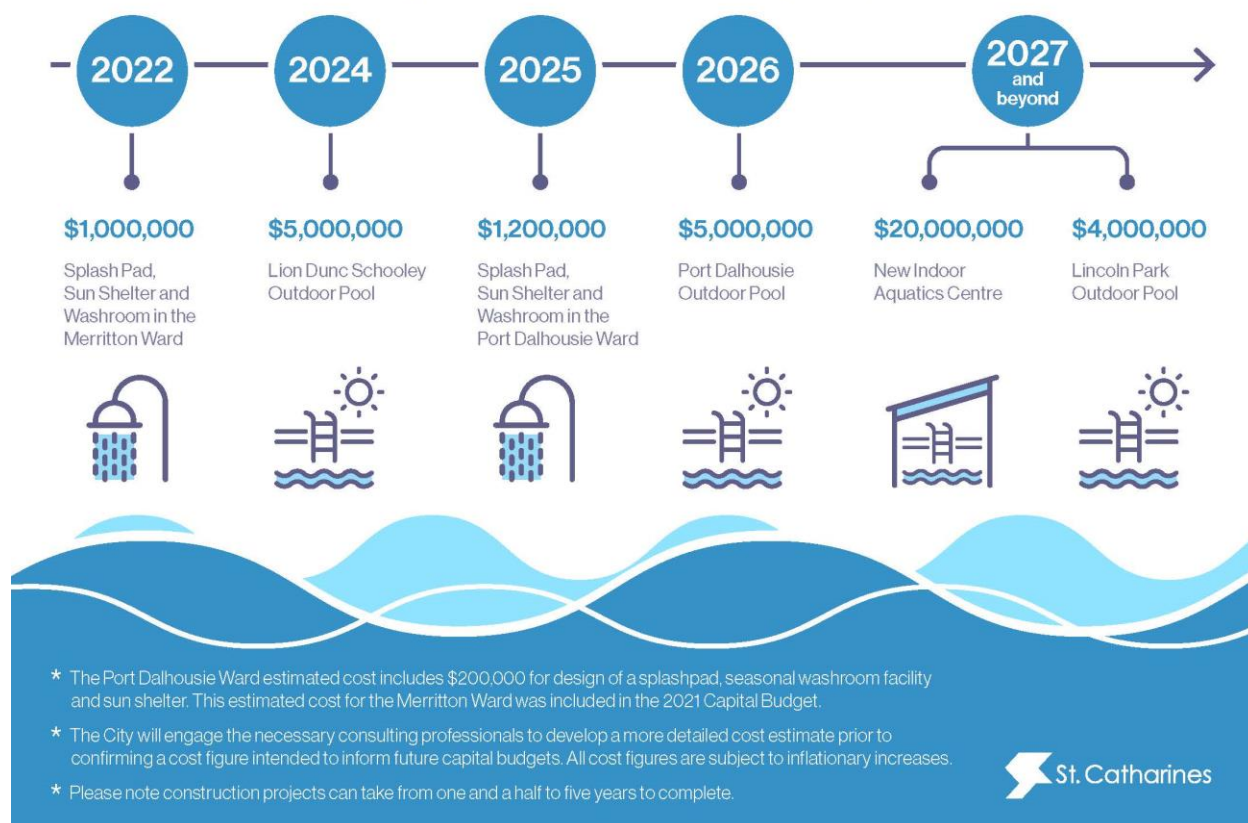
The modified balanced required budget approvals can be found below in Table 1:  
Modified Balanced, Required Budget Approval:

#### Table 1: Modified Balanced, Required Budget Approval

See page 4 for Table 1.

## Aquatics Facilities Strategy

Modified Balanced Strategic Direction, Required Budget Approval



### Budget Approval Year Does Not Reflect Construction Year

It is important to clarify that the year of budget approval does not reflect the year an aquatics asset will be constructed. The construction of aquatics assets can range from a minimum of 18 months (splash pads) to three to five years (new indoor aquatics centre). The 2021 Council approved Capital Budget included \$200,000 for the design of a splashpad, seasonal washroom facility and sun shelter (Project No. P21-156). If the Aquatics Facilities Strategy implementation strategy is endorsed by Council, staff will begin the design process for the splash pad in the Merriton Ward this fall with an anticipated construction start date of 2023.

### Implementation Timeline Reviewed Annually

The Aquatics Facilities Strategy outlines that the outdoor pools are at end of useful life and at risk of failure. A number of age-related deficiencies are documented within the Aquatics Facilities Strategy. Given the current state of the assets, staff will perform annual asset condition assessments on the outdoor pools through a third-party consultant. The annual asset condition assessments will occur at the end of the season so that any variations required to the implementation timeline could be included with the draft capital budget for Council's consideration. The results of the asset condition assessments will direct the eventual renewals/replacements and the implementation



timeline will be realigned if the failure of an asset were to occur. The cost for the third-party consultant to perform the asset condition assessments will be included in the draft operating budgets for Council's consideration.

## **Aquatics Facilities Strategy and Arena Strategy's Strategic Direction and Implementation Timelines Align**

The [2019 Council approved Arena Strategy's](#) strategic direction and implementation timelines align with the Aquatics Facilities Strategy with both strategies relying significantly on forecasted usage and demand. A future community hub for an indoor aquatics centre and arena could meet the needs of both strategies.

The new indoor aquatics centre and arena have been included within the Capital Forecast under Schedule V as capital projects 2027 and beyond. A multi-use community centre model will require additional analysis including population growth, facility usage, estimated cost, and partnership opportunities.

## **Co-Location as Part of a Future Multi-Use Community Centre**

Indoor aquatic centres function best when co-located with other recreation, cultural, library and/or other public services; that is, indoor aquatic centres are optimal in facilities designed as community hubs. In doing so, residents have the opportunity to make use of multiple services in a single visit while benefiting from a holistic wellness experience that may combine aquatics with fitness programs, access to youth and/or older adult space, gymnasium programs, etc. A shared recreational setting may also allow families to participate together or apart, at the same time. As an example, a household visiting the St. Catharines Kiwanis Aquatics Centre has the opportunity for one family member to participate in swimming lessons while another is making use of the library, all in a single trip. A multi-use facility with more components (e.g. an arena or gymnasium) expands on this opportunity. In addition, new facilities must be designed to comply with barrier-free accessibility standards ensuring that it is inclusive hub to all residents.

Financial operating performance of an indoor aquatics centre can be improved through co-location. By providing a well-rounded, one-stop recreational experience, multi-use facilities tend to draw higher levels of foot traffic and participation than single-use facilities. The amenity value of creating a holistic wellness experience (akin to a fitness club containing multiple amenities) can also bolster usage of a pool and other facility components, and thus increasing potential operating revenues. Furthermore, revenues earned from operating units with higher levels of cost recovery (e.g. fitness and certain arena programs) can be used to subsidize the cost of aquatic operations.

## **Partnerships are Key to Future Multi-Use Community Centre**

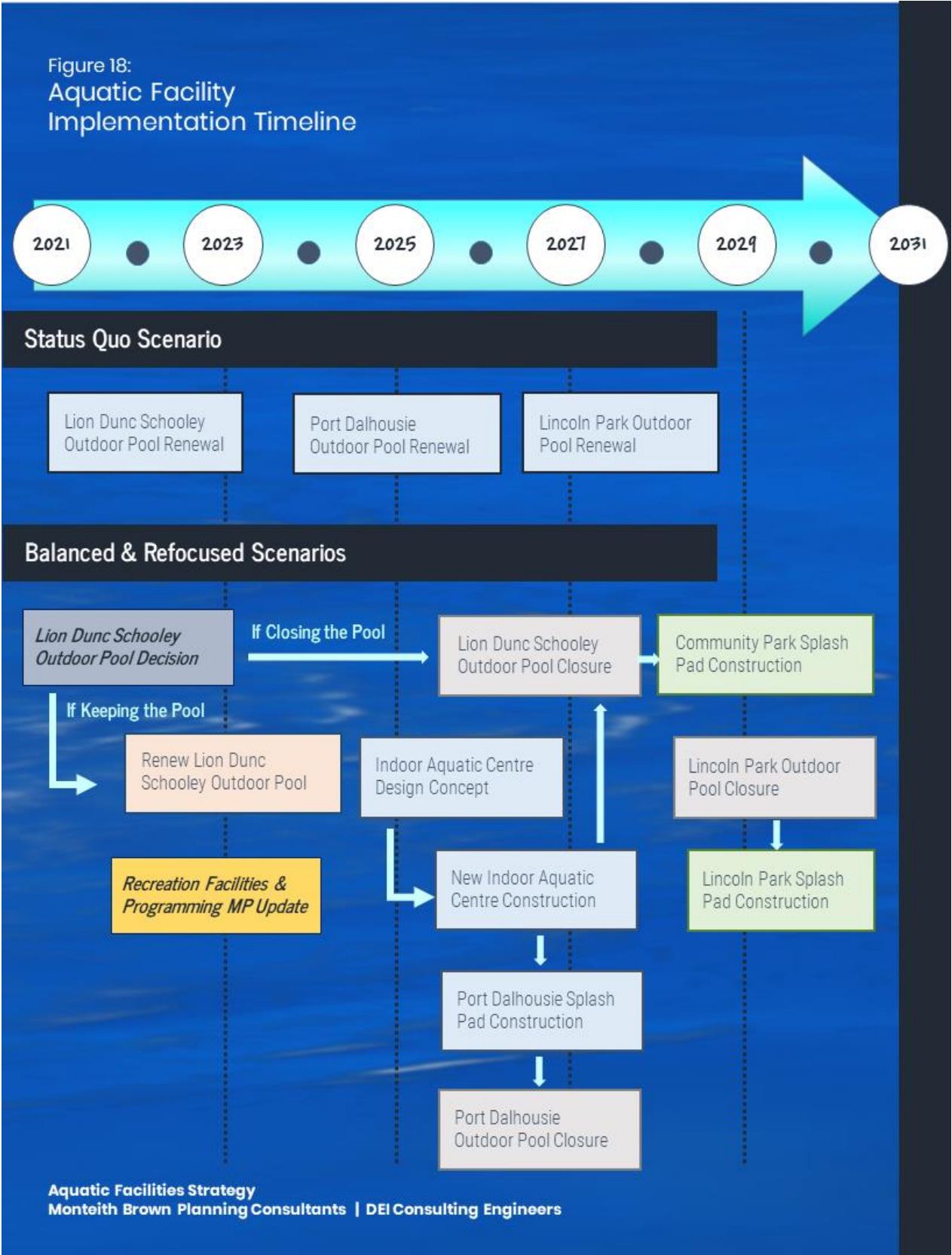
Two important considerations for a future indoor aquatics centre and/or multi-use community centre include the significant capital costs and annual operating costs that will be incurred for decades to come. Depending upon the course of action set out, municipalities typically operate and maintain these facilities on their own, partner with others to operate them, or contract operations and management to third parties. Third party management examples include the Walker Sports and Abilities Centre where

Brock University, the City of St. Catharines, the City of Thorold and the Niagara Region co-own and operate a legacy from the 2022 Canada Summer Games and the St. Catharines Meridian Centre where a third party operates/manages this event facility on the City's behalf. The final capital and operating cost implications to the City of St. Catharines will depend upon the operating model chosen.

## **Modified Balance Implementation Timeline**

The modified balanced strategic direction implementation timeline deviates from the Aquatics Facilities Strategy implementation timeline to better align with the overall corporate strategic priorities. The Corporation continues to navigate the effects of the COVID-19 pandemic and the uncertainty of the impact future waves will have on financial recovery. The corporation will maintain a multi-year approach to ensure fiscal responsibility and recovery. The deviations include the deferral of the redevelopment of Lion Dunc Schooley Outdoor Pool by 1-year from 2023 to 2024 with all other projects following the 1-year deferral. The construction of a Splash Pad in the Merritton ward has been accelerated from 2029 to 2022 as previously requested by Council during the 2021 capital budget deliberations. The Aquatics Facilities Strategy implementation timeline can be found below in Table 2: Aquatic Facility Implementation Timeline (Excerpted from the Aquatics Facilities Strategy). See page 7 for Table 2.

Table 2: Aquatic Facility Implementation Timeline



## **Recreation Master Plan Advisory Committee Endorses Aquatics Facilities Strategy Implementation Plan**

At its October 5, 2021 meeting, the Recreation Master Plan Advisory Committee approved the following motion:

“That the Recreation Master Plan Advisory Committee endorses the Aquatics Facilities Strategy Implementation Timeline.”

## **Grant Opportunities Continue to be Prioritized by Staff**

Staff continue to prioritize grant opportunities as sources of funding and will utilize available and approved capital funding or request approval of Council for reallocation of funds, to support any required matching contributions.

## **Financial Implications**

The modified balanced recommendations and implementations outlined in this report will be evaluated and prioritized with other capital requirements of the City. These items will return with the appropriate operating and capital budget for Council consideration and approval. The \$36 million of projects identified within this report will be included over numerous budget years. Two of these projects are eligible for \$4.4 million from developer charges funding. Staff will continue to explore grant funding opportunities. As these projects proceed it is expected that debt and capital out of revenue will provide the balance of the required funding.

The Aquatics Facilities Strategy Implementation Timeline estimated capital and operating costs are attached as Appendix 2.

## **Environmental Sustainability Implications**

Environmental Sustainability Implications are addressed in [Report CRCS-042-2021](#).

## **Conclusion**

Councils' recommendation of a Modified Balanced strategic direction within the Aquatics Facilities Strategy for use as a framework will ensure the long-term operating sustainability and health of the City's aquatics system. The approval of the implementation timeline for the Aquatics Facilities Strategy will allow residents to be healthy and physically active, form and reinforce their ties to the community, and benefit from economic investments and spending.

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Chief Administrative Officer

**Appendices**

- Appendix 1 – Aquatics Facilities Strategy
- Appendix 2 – Estimated Capital and Operating Costs



# City of St. Catharines Aquatic Facilities Strategy March 2021





City of St. Catharines

## Aquatic Facilities Strategy

### Final Report

March 22, 2021

Prepared by:



*in  
association  
with*





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## Acronyms

FAIR	City of St. Catharines Fee Assistance in Recreation program
GGH	Greater Golden Horseshoe
OAS	Outdoor Aquatics Facilities Strategy (2016)
RPMP	Recreation Facilities & Programming Master Plan (2015)
SKAC	St. Catharines Kiwanis Aquatics Centre









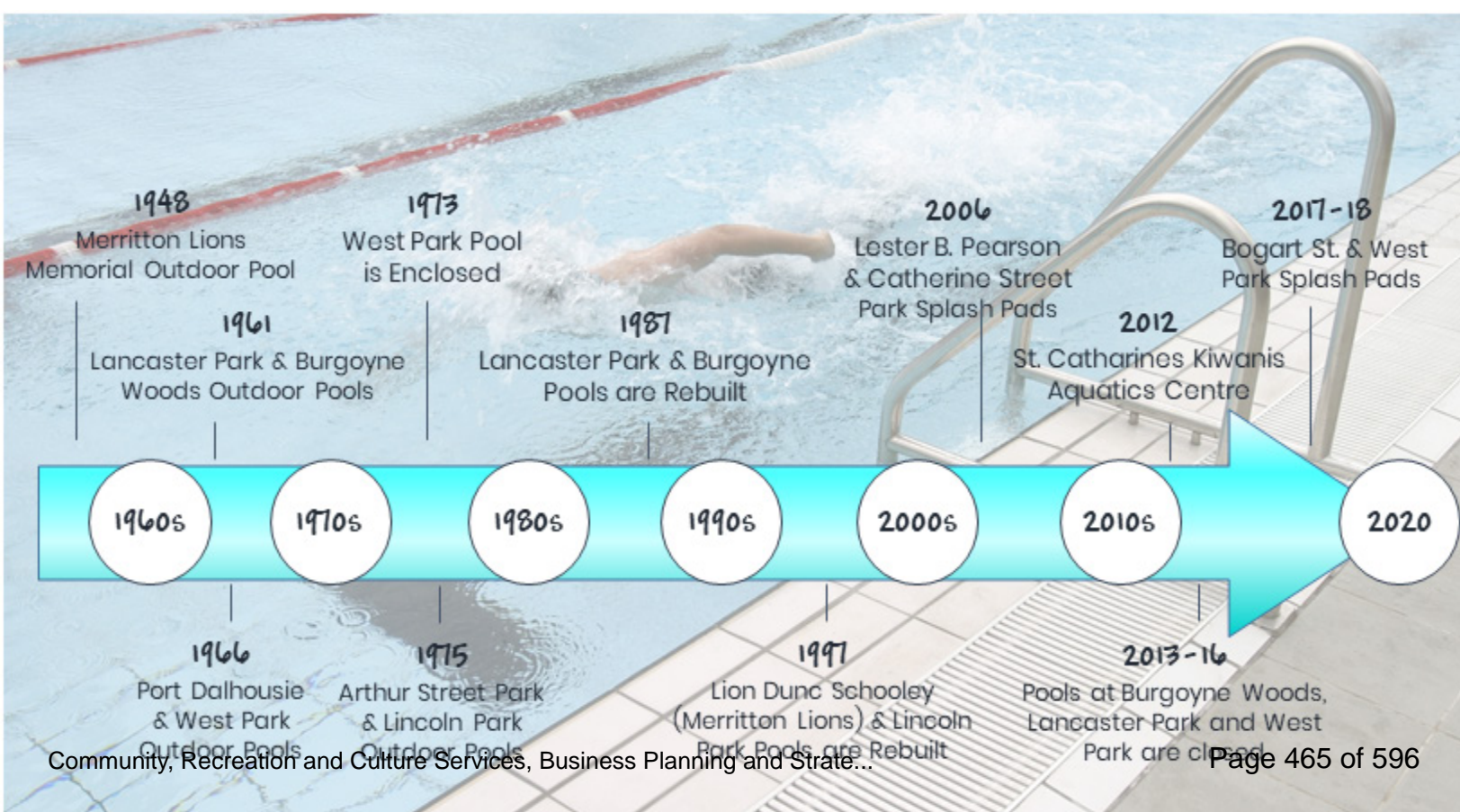
## Section 1:

# Aquatics in St. Catharines

### 1.1 A History of Aquatic Facility Development in St. Catharines

Many St. Catharines residents have fond memories of learning to swim and spending time at City pools. Starting with outdoor pools built more than 40 years ago to more recent investments in the St. Catharines Kiwanis Aquatics Centre and the four splash pads, new memories are being created as a result of the City's commitment to providing a progressive aquatics system for its residents and visitors.

The City originally enabled seasonal access to swimming pools by way of seven outdoor pools located across St. Catharines. Efforts of the Merritton Lions Club led to the opening of St. Catharines' first public pool in 1948 at the Community Park, becoming what is now known as Lion Dunc Schooley Outdoor Pool. Subsequent outdoor pools were built in 1966 at Port Dalhousie Lions Park and West Park, with other large outdoor pools constructed at Lancaster Park, Burgoyne Woods, and renovations to the Lions pool in Merritton in the years that followed. Two small pools were also built at Arthur Street Park and Lincoln Park to service their surrounding neighbourhoods. The City's outdoor pools were closely intertwined with the community fabric, as was the case in many Canadian cities between the 1960s and 1990s, serving as a gathering place for residents and their families to spend time outdoors. In 1973, the City enclosed the West Park Pool by attaching it to a high school and operating it through a cost-sharing agreement with the District School Board of Niagara.



With the typical lifecycle of an outdoor pool in southwestern Ontario between 30 and 40 years, and slightly longer for indoor pools, St. Catharines' pools were faced with growing age-related concerns by the mid-2000s even after substantial refurbishment projects. The emergence of splash pads across the Greater Golden Horseshoe introduced interactive waterplay opportunities that were cost-effective for municipalities and embraced by families due to their fun factor and ability to include children that did not know how to swim. The City was among the first GGH municipalities that responded to this trend by building splash pads at Lester B. Pearson Park and Catherine Street Park in 2006.

In 2012, the City took its aquatics system to the next level with the opening of the St. Catharines Kiwanis Aquatics Centre (SKAC). Since its opening, more than 275,000 drop-in leisure swims and over 15,000 learn-to-swim registrations have filled the pool, keeping St. Catharines residents healthy, engaged in their community and providing important water-safety training for a lakefront community. The SKAC was a planned replacement for the West Park indoor pool which was subsequently closed since its financial requirements had become untenable due to age and functional limitations.

The success of the SKAC coincided with a downturn in usage of the outdoor pools as a number of residents preferred the indoor pool's climate-controlled environment, consistency in scheduled programs (no weather-related cancellations), heated water, barrier-free accessible design, and the high quality changerooms, washrooms and family/universal changerooms. Fewer swimmers at the outdoor pools meant less revenue was being generated, challenging the City's ability to offset day-to-day operating costs as well as the growing costs of maintaining aging structural and mechanical components. Although some residents continue to prefer swimming at the City's outdoor pools for nostalgic reasons or a preference to be outside, decreased outdoor pool usage was also attributed to backyard pools becoming more affordable.

Following the adoption of the Recreation Facilities and Programming Master Plan in 2015 and an Outdoor Aquatic Facilities Strategy in 2016, the City constructed a splash pad at West Park while decommissioning outdoor pools at Lancaster Park and Arthur Street Park. In an attempt to retain the Burgoyne Woods outdoor pool, the City sought expressions of interest from the private sector and community to operate the pool but none were received and thus the decision was made to close it as well. The move allowed the City to redirect users and financial resources to its other pools in order to improve the sustainability of the aquatics system as a whole. In 2020/21, the COVID-19 pandemic forced the City to temporarily close its pools to maintain physical distancing practices and public health measures (the Port Dalhousie and Lincoln Park outdoor pools were opened for half of summer 2020 due to a heatwave, and the SKAC resumed operations in August 2020).

The City has embraced new trends, preferences and technologies to keep its aquatics infrastructure up-to-date. In aligning with best practices found across Canada, St. Catharines has re-adjusted its aquatics focus to provide year-round swimming and aquatic fitness programs for residents of all ages while delivering waterplay experiences to families and children. Doing so has required some difficult choices along the way but ultimately the City of St. Catharines has strived to deliver sustainable aquatic services for the enjoyment of current and future generations.



## **1.2 The Benefits of Aquatics**

As part of the parks and recreation system, municipalities provide access to water-based recreational services through an assortment of facilities that can include indoor aquatic centres, outdoor pools, splash pads, and beaches. Each type of facility has its own set of operational benefits and challenges such as the cost to build and operate them, the type of experience that they offer, and their programming potential. Municipalities balance such considerations in a manner that allows residents to obtain the many benefits of participating in water-based recreation.

Public aquatic facilities have always been an important part of the community fabric. They are destinations that can drive social interaction, stimulate economic development, showcase unique architectural and urban design elements that contribute to place-making, and promote healthy lifestyles. The St. Catharines Kiwanis Aquatics Centre has been transformational on a City-wide scale, particularly when grouped with other investments such as the FirstOntario Performing Arts Centre and the Meridian Centre that have collectively enhanced the civic identity. At a more localized scale, the City's splash pads have played a part in bringing neighbourhoods together.

## **1.3 The Rationale for Providing Aquatic Services**

It is common knowledge in the recreation sector that pools are among the most expensive recreation facilities to build, maintain and operate. The SKAC typically recovers 35% of its operating costs through user generated revenues with the remainder of the operating costs funded through municipal taxes (experience in other parts of Ontario suggests cost recovery rates usually between 30% and 60%) while the Port Dalhousie and Lion Dunc Schooley Outdoor Pools typically recover between 10% and 15% (there is no cost recovery at Lincoln Park Outdoor Pool since no admission is charged and there are no paid programs provided there). Cost implications aside, recreation professionals recognize that the value of providing pools cannot simply be measured in dollars and cents, and that the intrinsic benefits of pools and splash pads can offset a portion of expenditures incurred.

Municipalities subsidize many of their recreational services; the incentive to do so for aquatics services stems from the very nature of the aquatics system to reach individuals and entire communities. The highest levels of subsidization tend to be assigned for those municipal services that benefit the highest number of people in a community, as well as services that maximize what is referred to as the "public good." Municipal aquatic facilities are able to deliver multiple services that in turn engage a very large base of residents while also having the potential to be tailored toward specialized or individual interests. This provides strong rationale for investment/subsidization and the City's commitment to doing so is reinforced through Aquatic Facilities Strategy consultations that reveal St. Catharines residents value the fun and affordable opportunities available through aquatic services.

# Benefits of Aquatics Services

## **Water Safety / Drowning Prevention**

Teaching essential life skills of water-safety and learning how to swim, which is especially important in St. Catharines due to the presence of Lake Ontario, Twelve Mile Creek, the Welland Canal, beaches, marinas, piers and other waterways.

## **Leadership & Employment Skills**

Empowering future leaders through aquatic leadership training and employment opportunities for lifeguards, instructors, and other aquatic staff.

## **Health, Fitness & Rehabilitation**

Encouraging people to be physically active and maintain their health, as well as aiding in the recovery from injuries and management of disabilities / chronic pain.

## **Connecting Individuals with Communities**

Providing a venue for people to be connected with each other as well as combating social isolation faced by certain populations including newcomers, seniors, and others.

## **Time with Family**

Providing opportunities for families to spend time together participating in a collective activities, and helping to strengthen family bonds.

## **Connection to the Outdoors**

Outdoor pools and splash pads are located in settings that encourage people to get outside, and for some create nostalgic feelings of swimming outdoors as was more commonly done among previous generations of residents.

## **Aquatic Sport**

Promoting principles of sport for life, long-term athlete development, and sport development by way of swimming, diving and other aquatic sports.

## **Events & Tourism**

Hosting community special events, swim meets, and other organized gatherings intended to stimulate civic pride and attract tourism/sport tourism.

## 1.4 Purpose of the Aquatics Facilities Strategy

The Aquatics Facilities Strategy (the “Strategy”) guides the City of St. Catharines indoor and outdoor aquatics system to the year 2031. The Strategy builds upon the Recreation Facilities and Programming Master Plan (RFPMP) and the Outdoor Aquatic Facilities Strategy (OAS) by analyzing the need for new aquatics facilities as well as defining a future course of action for the following:

- St. Catharines Kiwanis Aquatics Centre – 25 metre 8-lane indoor pool plus leisure tank
- Lincoln Park Outdoor Pool – small, shallow depth pool
- Lion Dunc Schooley Outdoor Pool – 25 metre 6-lane pool plus small shallow depth pool
- Port Dalhousie Outdoor Pool – 25 metre 6-lane pool plus small shallow depth pool
- Splash Pads at Bogart Street Park, Catherine Street Park, Lester B. Pearson Park and West Park

The Strategy is prepared in accordance with a Terms of Reference that was developed and overseen by the City of St. Catharines. It considers community input, capital and operating information, program and participation data at municipal pools, national and provincial trends, and demographic characteristics of St. Catharines.

The scope of the Strategy is relegated to determining capital infrastructure needs and accordingly is not intended to make recommendations regarding service delivery topics such as policies, procedures, allocation and scheduling practices, staffing, or rates and fees. Similarly, the Strategy is solely focused upon the need for built indoor and outdoor aquatic facilities in St. Catharines and thus does not delve into other recreational space assessments (although opportunities to integrate/accommodate other identified recreational needs could be considered during the Strategy’s implementation). The 2015 RFPMP and other city documents should be referenced for service delivery matters and non-aquatic activities.





Figure 1:  
City of St. Catharines Aquatic Facilities

-  Indoor Pools
-  Outdoor Pools
-  Splash Pads



Data provided by the City of St. Catharines

## 1.5 Alignment with City of St. Catharines Guiding Documents

### St. Catharines Strategic Plan

Decision-making for the City of St. Catharines is guided by the corporate Strategic Plan, which spans the years 2019 to 2028. The Strategic Plan sets out the following vision for the City.

**“Our Vision for the future is for St. Catharines to be the most dynamic, innovative, sustainable, and livable city in North America.”<sup>1</sup>**

Aquatic facility developments and progressive aquatic program offerings are in keeping with the City’s pursuit of innovation, livability, and creating a vibrant and dynamic community.

The Strategic Plan identifies four core pillars:

- Economic Prosperity
- Social Well-Being
- Environmental Stewardship
- Cultural Renaissance

The Strategic Plan’s following objectives are relevant to consider as part of the Aquatics Facilities Strategy:

#### **Economic Prosperity Pillar:**

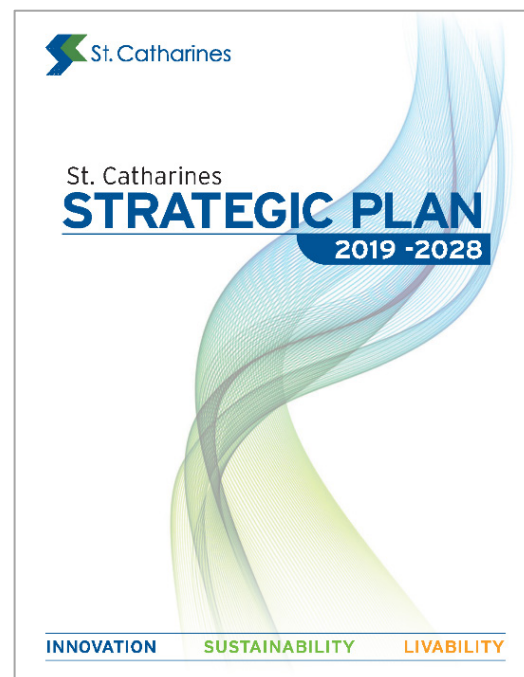
“Support the City’s commitment to building and growing a diverse and resilient economy through fiscal responsibility, urban regeneration and collaborative partnerships.”

- **Objective 1.2:** “Develop a 10-Year Capital Infrastructure Plan that includes all major investments to address City needs, priorities and investments.”

#### **Social Well-Being Pillar:**

“Build and support strong, inclusive neighbourhoods that provide high quality of life for residents of all ages.”

- **Objective 2.3:** “Refine and implement the Recreation Facilities and Programming Master Plan (2015-2026).”



<sup>1</sup> City of St. Catharines. Strategic Plan 2019-2028.

## Recreation Facilities and Programming Master Plan

Since 1996, St. Catharines has prepared Master Plans to guide its recreation facilities and programs. Each of the last three Master Plans have reviewed aquatic facility needs along with other recreational infrastructure. The 2008 Master Plan recommended the construction of a new indoor aquatics centre to replace the West Park Pool, along with additions to the splash pad supply. The City implemented these recommendations with the SKAC though splash pad construction was deferred until after the 2015 Recreation Facilities and Programming Master Plan (RFPMP) was adopted.



Through the RFPMP process, consultations with aquatic stakeholders yielded concerns that the City may not be providing sufficient indoor pools based on population compared to other municipalities, which in turn was affecting their ability to swim in prime times. The RFPMP also re-emphasized the need to expand upon the splash pad supply and recommended that the City closely examine each outdoor pool's operating performance in relation to its lifecycle and ability to meet programming expectations of residents.

The following are aquatics-specific recommendations arising out of the 2015 RFPMP:

- Identify and engage potential partners that currently provide, or have an interest in providing indoor aquatics opportunities to determine how the City's residents and user groups may gain improved access to meet demands that cannot be met with the City's existing facility. *(Recommendation #4)*
- In tandem with the Master Plan's outdoor pool implementation strategy, splash pads should be distributed in a manner that ensures each of the six municipal wards have reasonable geographic access to a splash pad or continue to have access to an outdoor pool. The preferred location of future splash pads is within District or large Neighbourhood level parks. *(Recommendation #19)*
- Undertake usage and monitoring program at the two existing splash pads to collect information that can be used to rationalize the level of future investment relative to the costs associated with construction and operation of these facilities. *(Recommendation #20)*
- Develop criteria to be used to establish the feasibility of operating outdoor pools in certain locations by factoring remediation costs related to building code and accessibility standards, heating and projected operating costs. *(Recommendation #21)*



- In tandem with the recommended capital and operating budget exercises and the results of the performance analysis, initiate a business plan associated with the rejuvenation of outdoor rectangular pools selected for retention on the basis that they are to provide a more inclusive leisure and destination-themed experience. (*Recommendation #22*)
- Subject to the results of the recommended capital and operating budget exercises and the results of the performance analysis, leverage current outdoor pool sites and identify locations for splash pads to replace aging and non-compliant assets. (*Recommendation #23*)

## Outdoor Aquatic Facilities Strategy

In the months following the adoption of the RFPMP, the City initiated an internal review of its outdoor aquatics infrastructure by way of an Outdoor Aquatic Facilities Strategy (OAS). The OAS built upon the RFPMP's assessments to provide an implementation plan for the renewal and management of outdoor aquatics infrastructure between the years 2015 and 2020.

The timing of the OAS also coincided with:

- an approved federal and provincial infrastructure grant to redevelop West Park, which included a new splash pad;
- closure of the at Lancaster Park rectangular pool and the small pool at Arthur Street Park; and
- the release for an Expression of Interest for third party management and operations of the Burgoyne Woods outdoor pool through which no proposals were received, and the pool was subsequently demolished in 2016.



**City of St. Catharines  
Outdoor Aquatic  
Facilities Strategy  
2015 - 2020**

The Recreation Facilities and Programming Master Plan Implementation Advisory Committee was engaged during the OAS planning process. The OAS made a number of recommendations after a review of the RFPMP, pool condition assessments, utilization data, and capital renewal requirements. The report stated that public feedback would be a critical next step to discuss potential locations, designs, programming needs, and opportunities for community involvement and partnerships.

### **Outdoor Aquatic Facilities Strategy Recommendations**

- 1.** Follow the recommendations identified in the RFPMP
  - a. Replace current pools with up to 4 additional splash pads located throughout the city
  - b. Replace or upgrade current pools with up to 2 outdoor accessible pools with modern features and amenities such as heated water, parking, accessible change rooms, shaded areas, play features and accessible entrances
- 2.** City adapt a service level standard of 1 pool per 70,000 population
- 3.** City adapt a service level standard of 1 splash pad per 3,000 children under the age of 9
- 4.** Monitor splash pad usage
- 5.** Complete Canada 150 CIP project including a new splash pad at West Park; close and decommission Lincoln Park pool
- 6.** Host community engagement sessions to gauge public interest in pursuing additional outdoor aquatic facilities and possible locations, features, etc.
- 7.** Engage [a] consultant and determine the feasibility of constructing a new outdoor aquatic facility at Burgoyne Woods or similar location
- 8.** Decommission Port Dalhousie Pools and replace with splash pad (at same or nearby location) if new pools are feasible
- 9.** Future splash pad to be located at a priority need area
- 10.** Explore funding opportunities

*Source: Outdoor Aquatic Facilities Strategy, 2016*











## Section 2:

# Aquatic Facilities in St. Catharines & Surrounding Areas

### 2.1 City of St. Catharines Aquatic Facilities

#### City-Owned Pools

The City of St. Catharines operates one indoor pool and three outdoor pools.

Pool	Year Opened	Design Features / Amenities
St. Catharines Kiwanis Aquatics Centre	2012	25 metre eight lane rectangular pool plus a separate leisure pool
Lincoln Park Outdoor Pool	1975, Rebuilt 1997	Small pool (15 x 12 metres)
Lion Dunc Schooley Outdoor Pool	1948, Rebuilt 1997	25 metre six lane rectangular pool, separate small pool (15 x 14 metres), bathhouse
Port Dalhousie Outdoor Pool	1966	25 metre six lane rectangular pool, separate small pool (15 x 12 metres), bathhouse



St. Catharines Kiwanis Aquatics Centre



Lincoln Park Outdoor Pool



Lion Dunc Schooley Outdoor Pool



Port Dalhousie Outdoor Pool

## City-Owned Splash Pads

The City of St. Catharines operates four splash pads.

Splash Pad	Year of Construction	Design Features / Amenities
Bogart Street Splash Pad	2018	Nautical theme with spray loop, fountain spray, geysers, and washroom building
Catherine Street Splash Pad	2006	Jets, fountain spray, spray loop, and buckets
Lester B. Pearson Park Splash Pad	2006	'Old West' theme with jets, fountain spray and geysers
West Park Splash Pad	2017	Jets, fountain spray, spray loop, buckets and washroom building



Bogart Street Splash Pad



Catherine Street Splash Pad



Lester B. Pearson Park Splash Pad



West Park Splash Pad



## City-Owned Beaches

The City operates three beaches in addition to its pools and splash pads. As beaches are natural amenities and are not lifeguarded, they are not considered to be part of the City's built facility inventory and are thus outside of the scope of the Aquatics Facilities Strategy. Beaches complement built facilities by providing residents with a different type of aquatic experience, allowing swimming and cooling along with enjoyment of the outdoors. City-owned beaches consist of:

1. **Lakeside Park Beach** – offers picturesque views of the Port Dalhousie harbour, lighthouse and the north shore of Lake Ontario. It shares a number of amenities with the park including washrooms, concessions, sand volleyball courts and a picnic area.
2. **Sunset Beach** – located in a protected bay, offers a picturesque view to Lake Ontario and small lighthouse beacon.
3. **Jones Beach** – 365 metres of sandy beach located along the Waterfront Trail and in proximity to the Welland Canal Parkway Trail.

Beaches contribute to the overall aquatics experience in St. Catharines but should not be treated as providing the same opportunity as would a pool or splash pad. Swimming in the lake requires a relatively strong skillset, the City does not offer any open-water aquatic programs, and water quality/water levels can be inconsistent (Niagara Public Health reported safe swimming conditions 67% of the time at City of St. Catharines beaches, on average, between 2015 and 2020).



## Aquatic Facility Lifecycle Considerations

Outdoor pools in southwestern Ontario typically have a lifespan up to 40 years while the lifecycle of for indoor pools is slightly longer given the ability to shield certain pool components from the weather. DEI Consulting Engineers undertook a review of the City's existing aquatic systems at each municipal pool and splash pad as part of the Aquatic Facilities Strategy. The report – contained under separate cover – provides a high-level overview of the aquatic systems, outlining the general condition of the existing pools and splash pads. Observations were based on pre-existing information available through the City as well as visits to each site. General findings from the DEI Report include the following.

### **SKAC**

The overall facility and pool tanks appear to be in excellent condition, with all mechanical equipment appearing to be in good working condition and regular maintenance being undertaken by the City. The SKAC appears to be in compliance with Ontario Building Code and Public Health regulations, and is designed to comply with facility accessible design standards.

### **Outdoor Pools**

A number of age-related deficiencies were documented. Pool tanks and surrounding decks of each of the three locations demonstrated different degrees of aging and deterioration, with observations indicating that they are nearing the end of their useful life. DEI estimates that the remaining life expectancy of major components at all three outdoor between the next 1 to 5 years (e.g. pool tanks, decks and certain mechanical equipment).

Unfortunately, some mechanical components are no longer available through the original manufacturer, thus presenting potential challenges in terms of availability and/or cost. In particular, the mechanical systems at Lion Dunc Schooley and Lincoln Park Outdoor Pools do not meet building code and health for turnover rate for water. Further, upgrading equipment at any or all three of the outdoor pools to meet current code regulations or improving operational efficiencies could result in other upgrades having to be undertaken to comply with provincial codes. Certain public and occupational health and safety improvements were documented for immediate attention. Due to the era of bathhouse and mechanical room construction, upgrading mechanical systems could be challenged by existing floor space or configuration thereby requiring additions or new structures to be built.

## **30 to 40 Years**

Typical lifecycle of an outdoor pool, and slightly longer for indoor pools

## **1 to 5 Years**

Estimated life expectancy remaining for many major components at the City's three outdoor pools

## **None**

Number of the City's outdoor pools meet current barrier-free accessibility standards or provide heated water

From a functional standpoint, none of the outdoor pools are considered to meet barrier-free, facility accessible design standards in the absence of lifts and/or accessible ramps along with barriers such as steps (in the pool and bathhouses). Additionally, none of the pools are heated which can reduce their appeal for certain aquatic programs and participants.

### **Splash Pads**

The Bogart Street Park and West Park splash pads' concrete surfacing, water play equipment, and mechanical systems appear in good to excellent condition. For the Lester B. Pearson Park and Catherine Street Park splash pads, concrete surfacing and equipment appear in fair condition (with some signs of aging) while manifolds and control systems are in good shape.

## **2.2 Non-Municipal Aquatic Facilities**

### **Brock University**

The Eleanor Misener Aquatic Centre at Brock University contains a 50 metre indoor pool with a hydraulic floor in the shallow end that elevates to 4 feet at its maximum depth. The aquatic centre contains diving facilities (1-metre and 3-metre springboards plus a 5-metre platform) along with a Tarzan rope in the deep end. Water temperature is maintained at 28° C (82° F) with an on-deck hot tub providing a warmer alternative. Family changerooms, men's and women's showers, saunas, and lockers are all contained in the facility.

Due to the COVID-19 pandemic, Brock University has limited pool access to only its students and is presently not available to the general public. In pre-pandemic times, Brock University offered a wide variety of swim programs and certification courses throughout the year. In addition to varsity, student and faculty users, the aquatic centre was open to the community for:

- Open/drop-in swim times;
- Learn-to-swim programs for all age groups are delivered in accordance with the Lifesaving Society curriculum;
- Lifeguarding and first-aid certification programs;
- Aquatic fitness classes;
- Competitive swim programs; and
- Summer camp programs.

The pool is available for community rentals in full, half (25 metre) and smaller increments, or individual lanes. Aquatic memberships are available for purchase by the community at \$36 per month which enables access to the facility itself; program registration costs are over and above that amount. A 10-punch pass is also available for



\$40. As an example of program costs, Swimmer 1 at Brock University costs \$8 per class while the City's comparable Swim Kids 1 costs \$7.25 per class (the City also offers a 20% discount for each additional child registered).<sup>2</sup>

### Walker Family YMCA

The Walker Family YMCA has serviced a share of the local and regional aquatics market for decades. In March 2021, during the finalization stages of the Aquatic Facilities Strategy, the YMCA of Niagara listed the 27-year old Walker Family YMCA building and its associated property for sale. This follows the closure of the YMCA's location in Niagara Falls and is due in part to the economic challenges that have exacerbated through the COVID-19 pandemic.

The Walker Family YMCA building contains an indoor aquatic centre with a 25 metre, 6 lane rectangular pool that is equipped with a lift to facilitate access for persons with disabilities, as well as gendered and family changerooms. An exterior splash pad was also available to members and was used for some YMCA programming. The building also contains a fitness centre, gymnasium and program rooms.

### Ridley College

The indoor pool located on the Ridley College campus has historically provided a degree of community access by way of rentals. It is understood that Ridley College has plans to decommission the pool and thus it would no longer be available upon doing so.

### Other Pools in St. Catharines

Other pools that provide some access to residents and visitors to St. Catharines include:

- *hotel pools* such as at the Holiday Inn and the Best Western, the latter of which offers weekly aquatic fitness programs;
- *pools in retirement residences* including the Ina Grafton Gage Village and Royal Henley Retirement that offer open swims and aquatic fitness classes; and
- the *Niagara Children's Centre's* fully accessible, heated, salt-water pool that supports its rehabilitative programs but also offers open swim programs to children and their families who may be unable to participate in community-based pool programs due to their condition.

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<sup>2</sup> References to membership and program costs as of March 2020, excluding HST

## 2.3 Pools Operated by Area Municipalities

Indoor pools are considered to be “drive-to” facilities that can be accessed within 30 minutes. For the City of St. Catharines, this is assumed to encompass a service radius of 30 kilometres noting that travel time will vary based upon accessibility via municipal roads, expressways (e.g. QEW, Highway 420, and Regional Roads), availability of transit, and driving conditions that may vary depending on the weather. Outdoor pools and splash pads tend to have a more localized catchment area, depending upon their size and function.

Figure 2 and the paragraphs that follow contain a summary public and quasi-public aquatic facilities within a 30 minute drive of most areas of St. Catharines.

### **City of Niagara Falls**

Like St. Catharines, the City of Niagara Falls historically relied upon seasonal outdoor pools to meet the needs of its residents. In total, the City operates five outdoor pools of which four are 25 metre, six lane rectangular configurations while the fifth is approximately 15 metres length. The City programs these pools for public swims, lessons and summer camp programs; the outdoor pools are typically operated between the last week of June through to the Labour Day long weekend.

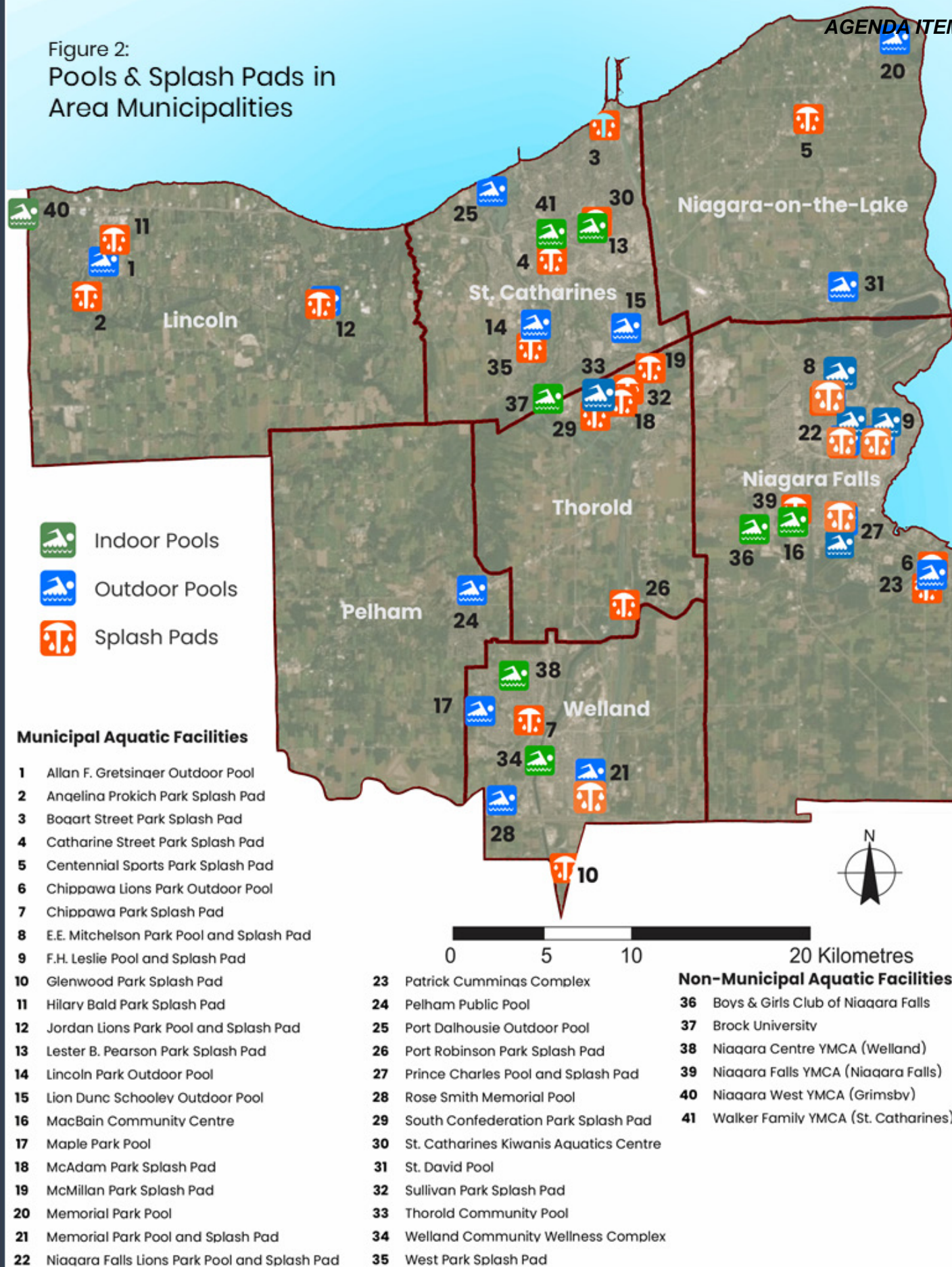
The City of Niagara Falls has contributed capital towards two indoor aquatic centres over the past 15 years through partnerships with the YMCA of Niagara and the Boys & Girls Club of Niagara (see paragraphs that follow). Unlike St. Catharines, Niagara Falls does not directly operate or program these two indoor pools; in January 2021, the YMCA permanently ceased operations at the MacBain Community Centre and the City of Niagara Falls is exploring options for the future of the aquatic centre.

The City co-locates splash pads onsite with all of its outdoor pools (outside of the fenced pool area) and the McBain Community Centre, as well as another at a sports field complex for a total supply of seven splash pads.

### **City of Thorold**

The Thorold Community Pool is a destination-style outdoor pool containing a rectangular tank, leisure tank with beach entry and waterplay features (including a waterslide), along with on-deck spray elements and shaded seating areas. Constructed in 2011, the City operates the pool between the last week of June through to the Labour Day long weekend during which public swims, aquatic fitness programs and lessons are delivered. In addition to its community pool, Thorold provides six splash pads.

Figure 2:  
Pools & Splash Pads in  
Area Municipalities





### **City of Welland**

The City of Welland operates an indoor pool that was originally constructed as part of a multi-use seniors centre that has since been opened to the public at large; as such, the pool is substantially undersized by modern standards since its focus was originally therapeutic programs for a very specific segment of the population, and thus this pool cannot be programmed as would a typical rectangular lane pool.

The City relies upon its three outdoor pools to deliver lessons and lane swims. Its outdoor pools are operated between eight and ten weeks in the summer, depending on the weather. In addition, Welland operates a total of three splash pads.

### **Town of Lincoln**

There are two municipally operated outdoor pools in Lincoln, both of which are 25 metre, five lane rectangular configurations. The pools are located in Beamsville and Jordan, the latter of which is well advanced into its lifecycle. The Town delivers public swimming, lessons and aquatic fitness at its outdoor pools.

The Town operates three splash pads but does not provide indoor aquatics.

### **Town of Niagara-on-the-Lake**

The Town of Niagara-on-the-Lake operates two outdoor 25 metre rectangular pools, one of which has five swimming lanes and the other has six lanes. These pools are open between the last week of June and Labour Day, offering public swimming, lessons and rentals. There is also one splash pad along with a wading pool in the Town, but no indoor pools.

### **Town of Pelham**

There is a municipal 25 metre, six lane outdoor pool located in Fonthill that is available for public swimming, lessons, and is also used by the local swim club. The Town does not have indoor aquatic facilities or splash pads at present time.

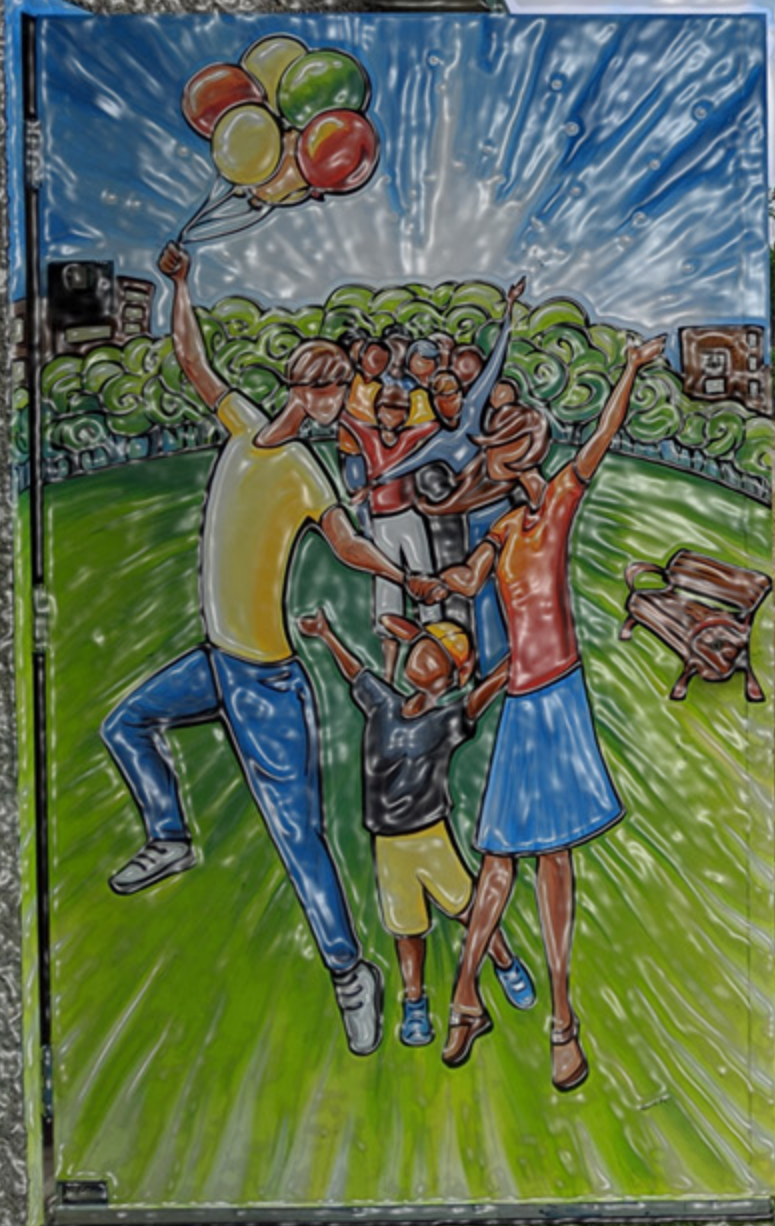
### **YMCA of Niagara**

Certain St. Catharines residents that are YMCA members may be making use of YMCA pools found in Grimsby, Welland and Port Colborne; these pools are generally within a 30 minute drive of most parts of St. Catharines.

### **Boys & Girls Club of Niagara**

The Boys & Girls Club of Niagara operates a 25 metre, six lane indoor pool at its community centre in the south end of Niagara Falls, located an approximately 20 to 25 minute drive of St. Catharines.







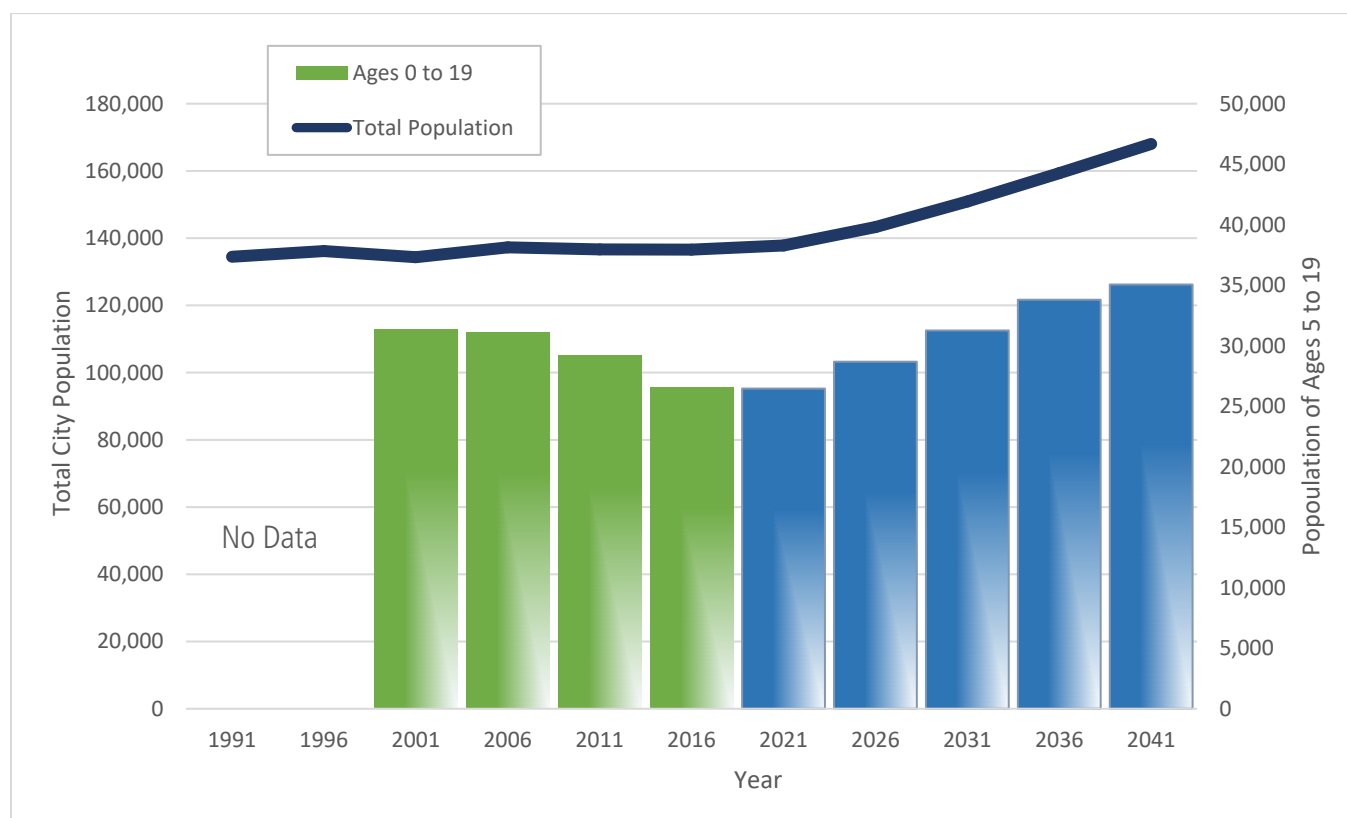
## Section 3:

# Market Context for Local Aquatics

### 3.1 Population

St. Catharines population is presently estimated to be approximately 137,000 persons. After two decades of relatively stagnant growth, the Region of Niagara's draft population forecasts<sup>3</sup> project St. Catharines' population to increase by more than 30,000 persons by the year 2041, exceeding 168,000 persons in total by that time. Growth in the total population has the potential to place pressures on existing aquatic facilities and possibly create needs for additional aquatic services.

**Figure 3: St. Catharines Historical & Forecasted Population by Census Year, 1991 to 2041**



Notes: figures include net census undercount. Population forecasts are Draft and have been prepared as part of the Region of Niagara's conformity exercise for the provincial 2041 Growth Plan.

Source: Statistics Canada Census, 1991-2016 (adjusted to reflect a 4% undercoverage rate); Region of Niagara draft forecasts, 2019

<sup>3</sup> Regional Municipality of Niagara. Draft Population Forecasts, provided via spreadsheet in 2019. These forecasts have not been approved by Regional Council at time of writing.

### 3.2 Age Structure

St. Catharines has historically experienced declining numbers of children and an aging of the population over the past 20 years. Children and teens tend to be the largest market for aquatic services due to lessons and leadership programs, as well as families seeking waterplay experiences. Over the past decade, greater numbers of older adults have been using pools with more awareness about the importance of active and healthy aging, along with growing participation in therapeutic and rehabilitative programs in aquatic settings.

The City's historical declines in the number of youth is forecasted to reverse after the year 2021 (see Figure 3). The Region's forecasts project to the 0-19 age group to increase by over 2,000 persons in the next five years, and add 8,500 more persons by the year 2041 at which time the total number of children and youth is projected to reach 35,000 persons in total.<sup>4</sup>

In most municipalities, children between the ages of 2 and 16 account for the majority of learn-to-swim registrations, generate the strongest demands for weekday evening prime times, and are the primary source of revenue (lessons account for 56% of St. Catharines aquatics revenues). Figure 4 and Figure 5 show St. Catharines' distribution of aquatic facilities in relation to youth populations across the city. Projected short-term and long-term growth among children and teens has the potential to increase demands for such aquatic programs. Conversely, should the child and teen market – or the City's population as a whole – not grow to the degree forecasted by the Region of Niagara, then demands for aquatic services have the potential to decrease compared to present day levels. Statistic Canada's upcoming 2021 Census will provide insights with respect to whether the Region's forecasts are applicable to the timeframe presently forecasted.

St. Catharines median age of the population increased by more than one year between 2011 and 2016 Census periods. The City's median age of 44.7 years is older than Niagara Region and Provincial medians (44.4 and 41.3 years, respectively). There were 4,300 more persons in the 55+ age group in 2016 compared to 2011 and the Region projects that there will be nearly 64,000 older adults in total by the year 2041. Although not all older adults participate in aquatic programs, greater awareness of the benefits of remaining active could generate demands for daytime pool times, aquafit classes, therapeutic programs and other warm-water activities.

**Projected growth** in the number of children and youth living in St. Catharines has the potential to increase demands for aquatic programs, particularly in prime time periods.

However, should **historical trends** prevail where this age group's population declines, related demands for child and youth aquatic programs may decrease.

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<sup>4</sup> Ibid. Regional Municipality of Niagara, Draft Population Forecasts.

Figure 4:  
Aquatic Facilities in Relation to Youth Populations

Population of Residents Age 0-19

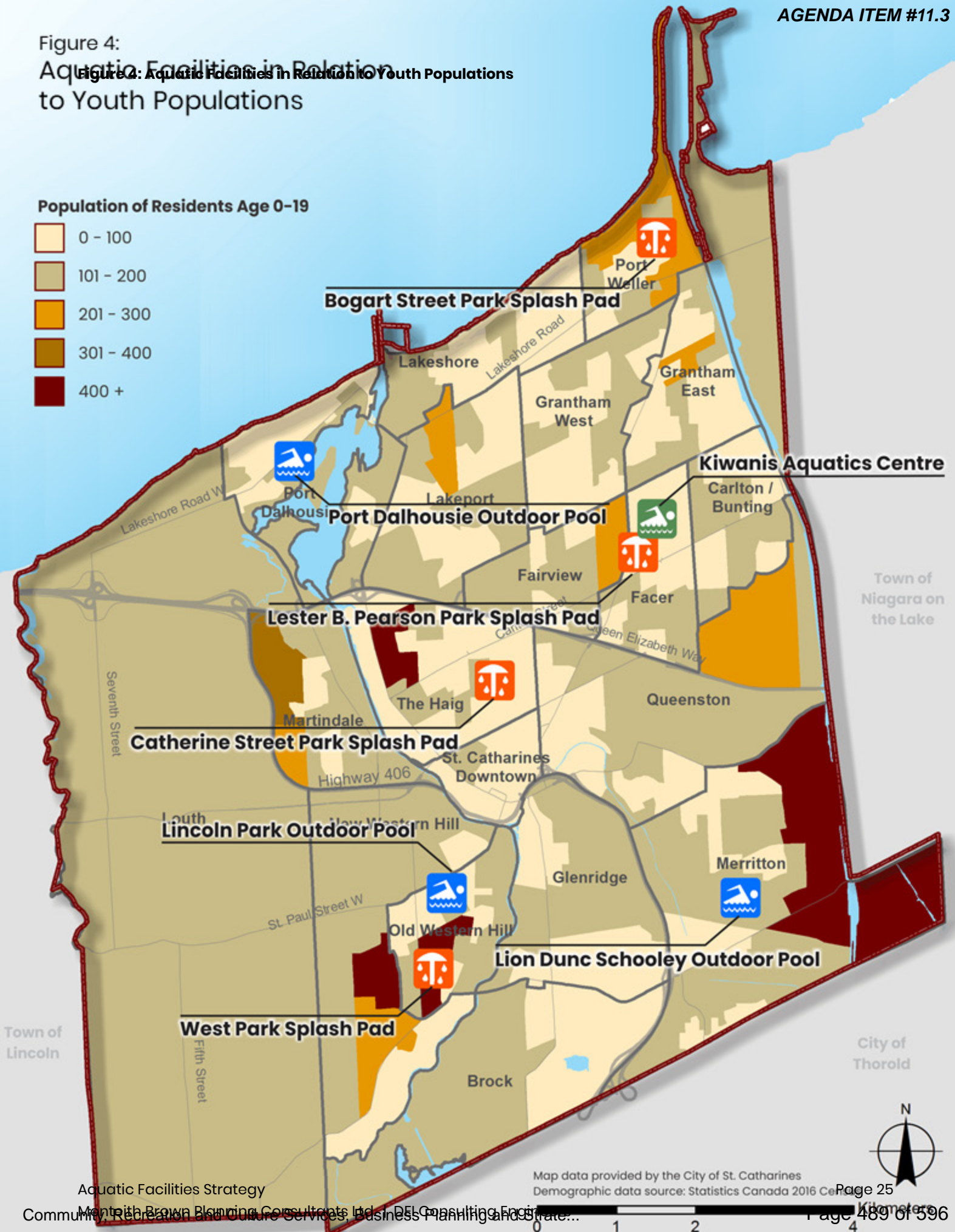
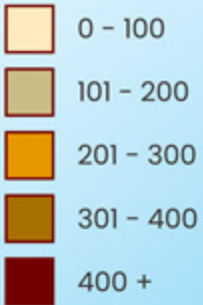
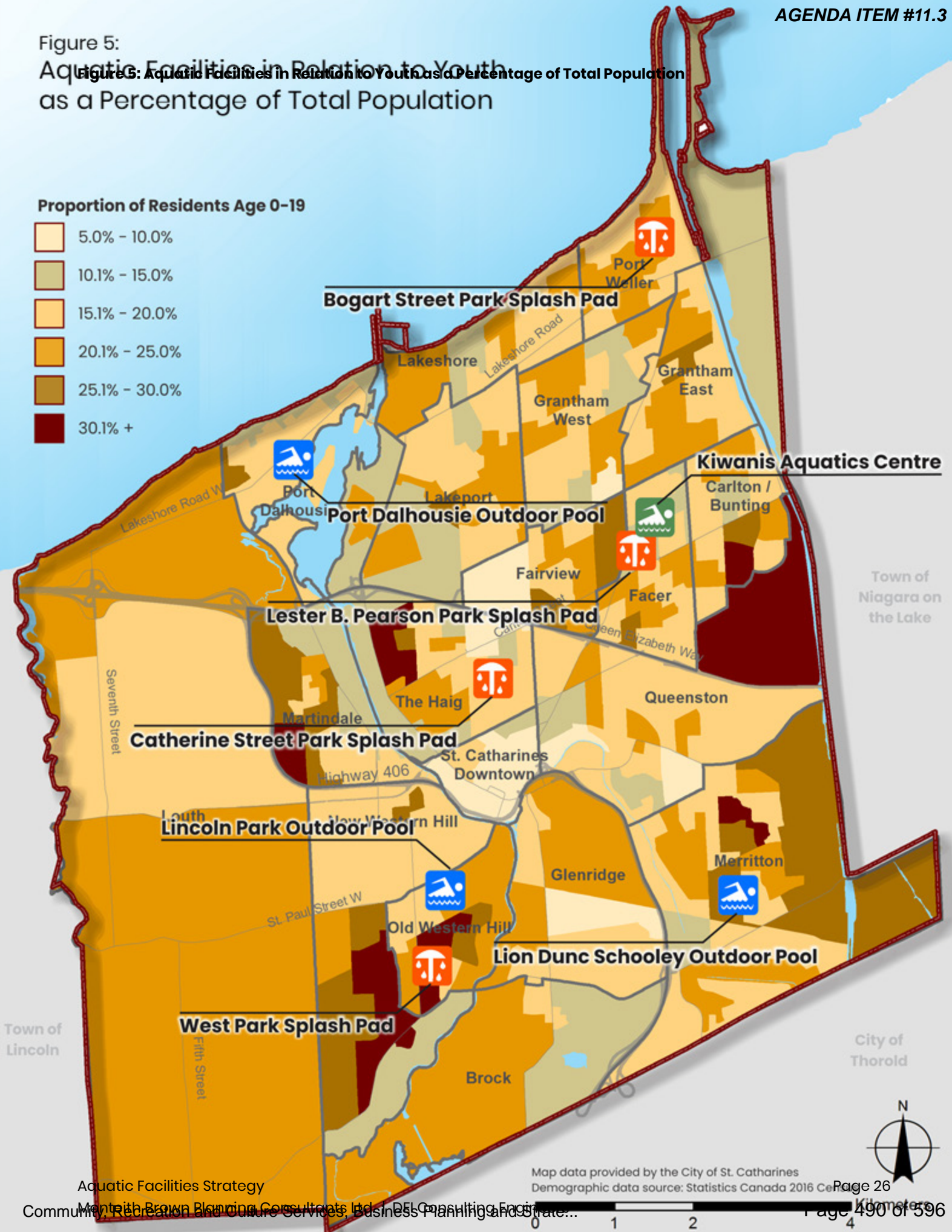




Figure 5:

# Aquatic Facilities in Relation to Youth as a Percentage of Total Population as a Percentage of Total Population

## Proportion of Residents Age 0-19





### 3.3 Income & Affordability

The City strives to make its aquatics services affordable to the general population, subsidizing programs like many of its other recreational offerings in recognition of the vast number of residents that these programs reach. The degree to which St. Catharines residents participate in aquatics services can be influenced by their income available to spend on programs. A 2018 survey conducted by Ipsos found that the average Canadian family spends \$1,160 per year on extra-curricular activities for children, and noted that swimming is the most popular activity with over two out of every five parents planning on signing their kids up for swimming lessons; Ipsos notes that while swimming is an essential skill, part of the appeal could be its affordability.<sup>5</sup>

One local indicator of the growing need for affordable recreation is a 39% increase in the number of aquatic participants making use of St. Catharines' FAIR program (Fee Assistance In Recreation) between 2017 and 2019; the greatest increases in FAIR allocations are associated with an eightfold increase in older adult swim passes, more than double the number of fitness passes, and a 15% increase in assistance provided to aquatic program registrants. Local income statistics suggest that the cost of participating in certain aquatic programs could affect a greater percentage of households in St. Catharines relative to the Region and Province. St. Catharines' median household income is approximately 15% lower than that of Niagara Region and 25% lower than that of Ontario as a whole. St. Catharines also has a greater percentage of residents living in low income households (17.5% measured by the LIM-AT and 10.1% under LICO) compared to regional and provincial rates, along with an above average percentage of children living in low income households.<sup>6</sup> Since participation in aquatic recreation activities can positively influence physical activity and social interaction, affordability continues to be an important consideration for the City through its delivery aquatic-related programming and waterplay.

**39%**  
Increase in aquatic participants making use of the City's FAIR program between 2017 and 2019.

Work undertaken through the Niagara Prosperity Initiative finds the greatest vulnerability in a number of marginalization measures (low income, employment, poverty, etc.) in the following St. Catharines' neighbourhoods, the majority of which are located south of Scott Street:

- Downtown St. Catharines
- Fairview
- Old Western Hill
- The Haig
- Merritton
- Queenston<sup>7</sup>
- Facer

<sup>5</sup> Simpson, Sean. September 4, 2018. One in Three (32%) Families Going into Debt to Fund their Children's Extra-Curricular Activities, Up 5 Points from Last Year. *Ipsos*, Retrieved from <https://www.ipsos.com>

<sup>6</sup> Statistics Canada Census, 2016

<sup>7</sup> Niagara Prosperity Initiative, Story Map. Retrieved from <https://niagararegion.maps.arcgis.com>

With the exception of the Port Dalhousie Outdoor Pool and Bogart Street Park splash pad in north St. Catharines, the City's aquatics facilities are located in or near the majority of the marginalized areas identified through Niagara Prosperity Initiative measures.

To exemplify low-income vulnerability, Figure 6 and Figure 7 illustrate facility locations in relation to Statistics Canada's LIM-AT as a percentage of total neighbourhood populations as well as youth. This income data at the City-wide and neighbourhood level supports the City's subsidization of its aquatic services, including the historical practice of providing free programming at Lincoln Park Outdoor Pool and the West Park splash pad where more than one in four residents live below the LICO. The City of St. Catharines recognizes that affordability is of prime importance for low-income and otherwise marginalized residents to attain the benefits of aquatic services to a similar degree as persons not facing such barriers.

To maintain fairness and equity in the system is not without challenge, particularly with growing financial implications of maintaining aging pools and growing aquatics infrastructure. The City, however, recognizes the importance of minimizing cost-related barriers faced by households and investing in facilities/services that are important for the physical and social health of all residents. The availability of financial assistance through the City's Fee Assistance In Recreation (FAIR) and Region of Niagara programs, along with support from private sector and community-based providers (e.g. Jumpstart, Tim Hortons sponsored swims, fundraising and volunteer contributions from service clubs, etc.) help reduce costs for vulnerable segments of the population.

### **3.4 Urban Structure / Land Use**

The type of future residential development in St. Catharines is likely to be markedly different than the past. The supply of developable land is limited due to provincial legislation such as the Ontario Greenbelt and policies within the Growth Plan for the Greater Golden Horseshoe that encourage higher densities along with development and redevelopment within existing built boundaries. Areas in the City are also subject to land use regulations associated with the Niagara Escarpment.

As a result, securing vacant lands for new civic/institutional developments will be more challenging and potentially costlier than in the past. Indoor aquatic facilities, recreation centres and certain outdoor pools/bathhouse facilities require large parcels of land, thus the implications of intensification-related policies will need to be considered and population levels will need to be monitored.

Figure 6:

# Aquatic Facilities in Relation to the Low Income Measure to the Low Income Measure

## Low-Income Measure, After Tax

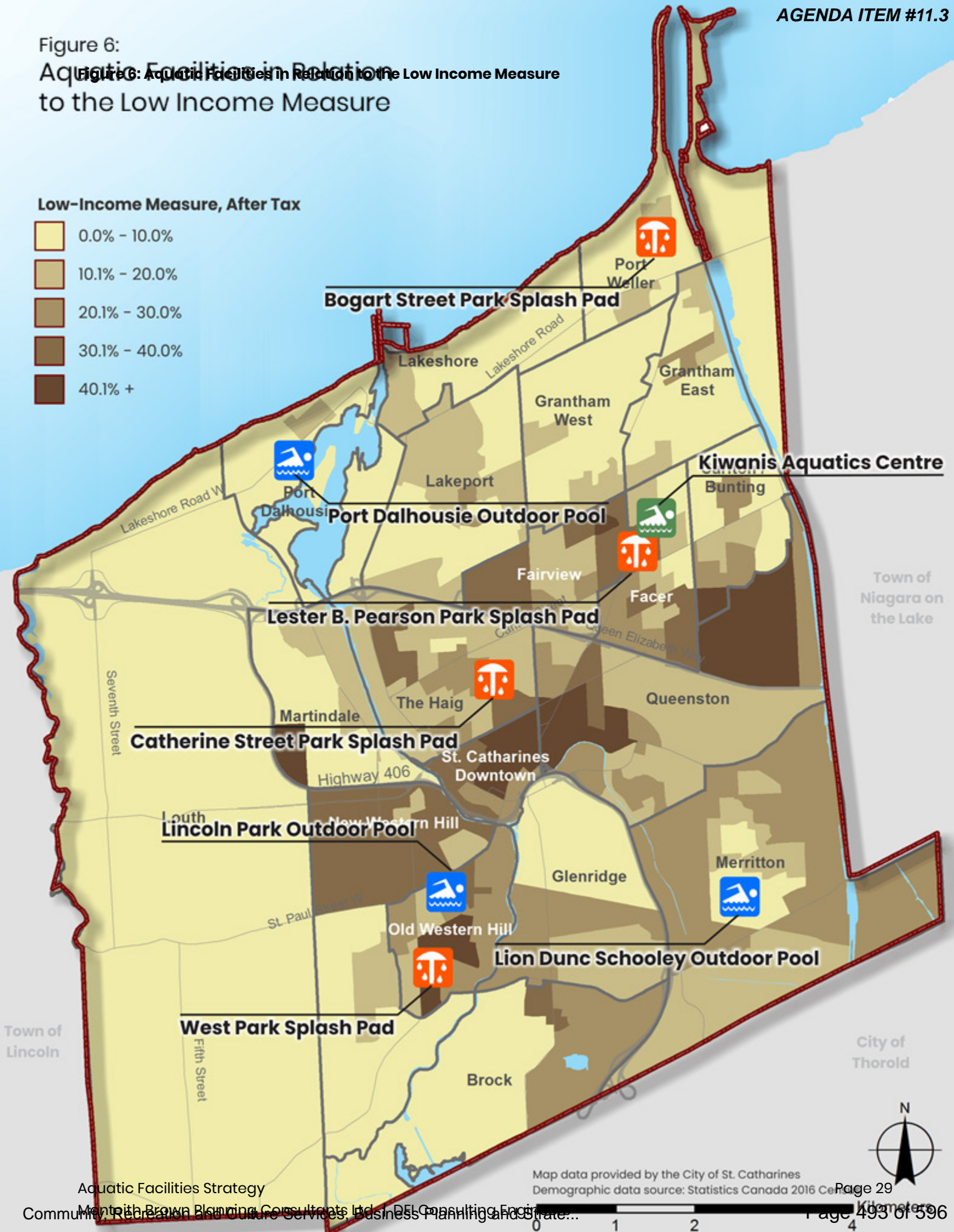
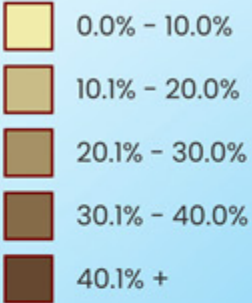
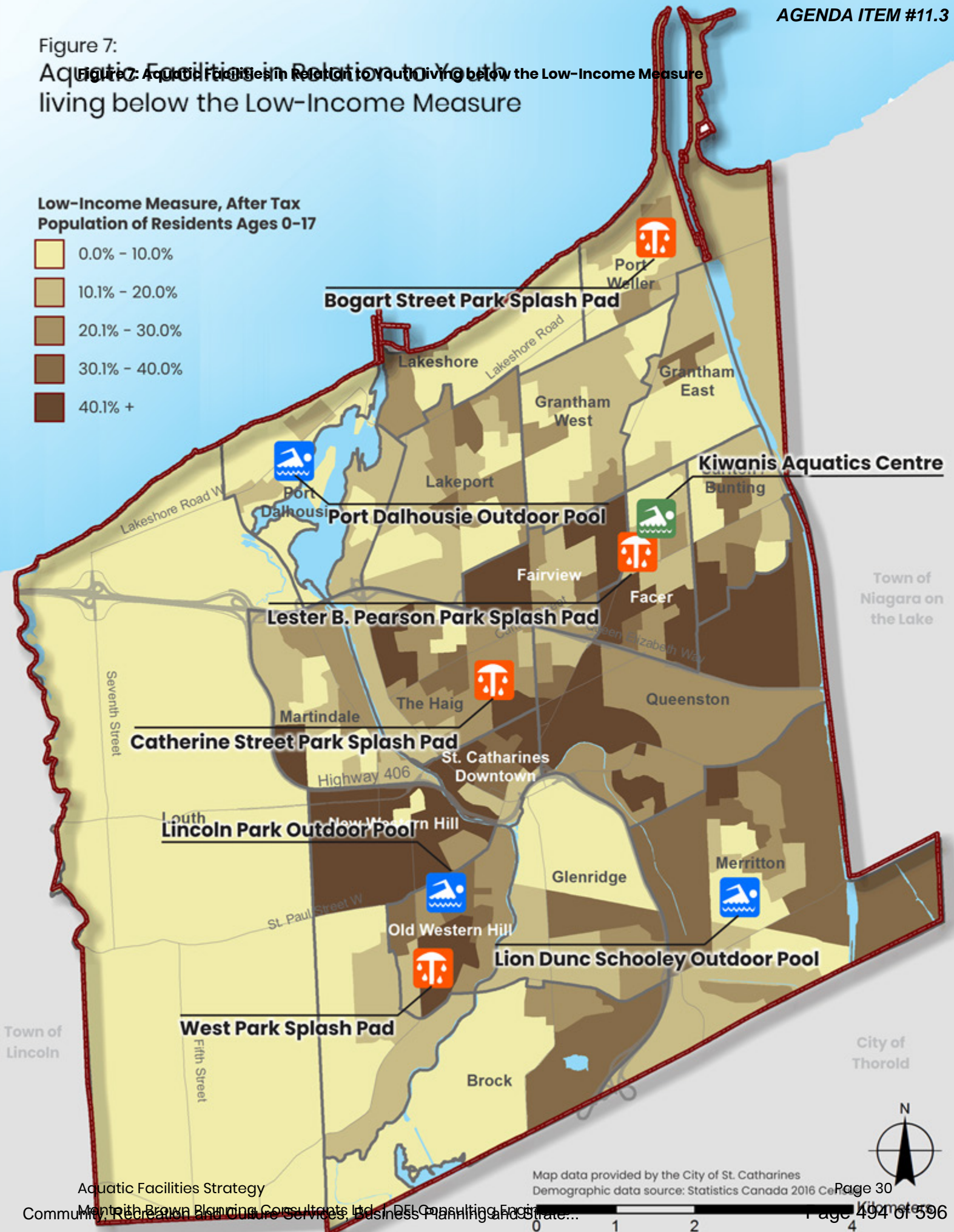
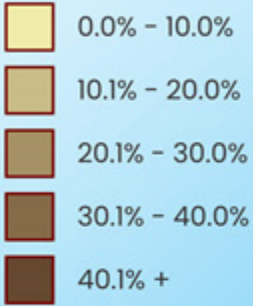




Figure 7:

# Aquatic Facilities in Relation to Youth living below the Low-Income Measure

Low-Income Measure, After Tax  
Population of Residents Ages 0-17













## Section 4:

# St. Catharines Aquatic Services Provision Model

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### 4.1 Aquatic Facility Classification System

The City of St. Catharines aquatic facility provision model is classified according to two primary factors, namely the type of aquatic use enabled by a facility along with its geographic catchment area. The size, scale and configuration of each aquatics facility is generally dictated by these two factors.

#### Type of Use

The term “Form follows Function” is often used by planners, architects, and designers of recreation facilities. In the case of aquatic services, this statement underscores the importance of understanding reasons why people wish to use pools in order to design – and program – aquatic facilities to address needs of the community.

People use aquatic facilities for vastly different reasons. By their very nature, aquatic facilities offer a highly diverse range of experiences across multiple age groups, ability or disability levels, and personal interests. Some of the most common reasons people make use of aquatic facilities include:

- Skill development and water safety
- Health and wellness
- Socialization and fun
- Therapy and rehabilitation
- Training, competition and sport

The form of aquatic facilities must consider the intended uses which are then translated into design, configuration and ultimately into operations and programming. For example, layout of the pool tank, water temperature, and program/rental scheduling should be considered to enable the type of uses that are to be addressed in response to community needs.

#### Catchment Area

The City’s pools and splash pads are designed to different scales and specifications, in part due to their intended function as described in the preceding paragraphs. However, the geographic reach for each facility ranges from a City-wide scale.

Table 1 illustrates the City’s aquatic facility classification system considering types of use and geographic catchment.

# Reasons for Using Aquatic Facilities

## Skill Development & Water Safety

Learn essential life sustaining and lifesaving skills through lessons, leadership programs, and education.

*Common Design Features:* shallow and deep water tanks for lessons and leadership, leisure/teaching tanks for beginners, meeting/program rooms for dry-land learning

## Health & Wellness

Many benefits are associated with exercise – swimming and aquatic fitness programs are an excellent way to improve physical health and conditioning.

*Common Design Features:* rectangular tanks for lane swimmers, medium depth and heated water for aquatic fitness programs, sufficient storage space for equipment

## Socialization & Fun

Aquatic facilities are a place for communities to gather and for individuals to interact with others, whether in the water or on the deck. Facility designs have evolved to be fun and interactive in order to enable leisure-based experiences.

*Common Design Features:* leisure/freeform pool configurations, waterplay features and splash pads, seating areas (on and off-deck), shade (for outdoor pools and splash pads)

## Therapy & Rehabilitation

The low impact/low resistance properties of water on the human body, combined with exercise and the therapeutic benefits of heat, are ideal for treating injuries. Hospitals and health providers are delivering aquatic programs for persons recovering from heart conditions, strokes, and other medical issues.

*Common Design Features:* heated water, shallow depth, accessible entry, in-pool seating, accessible changerooms, saunas/hot tubs

## Training, Competition & Sport

St. Catharines and Niagara Region have a long history of sport and athletic success. Aquatic facilities are an integral part of the sport infrastructure with multiple aquatics sports played at the international, national, provincial and regional levels.

*Common Design Features:* short and long-course rectangular lane tanks, starting blocks, diving platforms, sufficient depth, cooler water, equipment storage, spectator seating

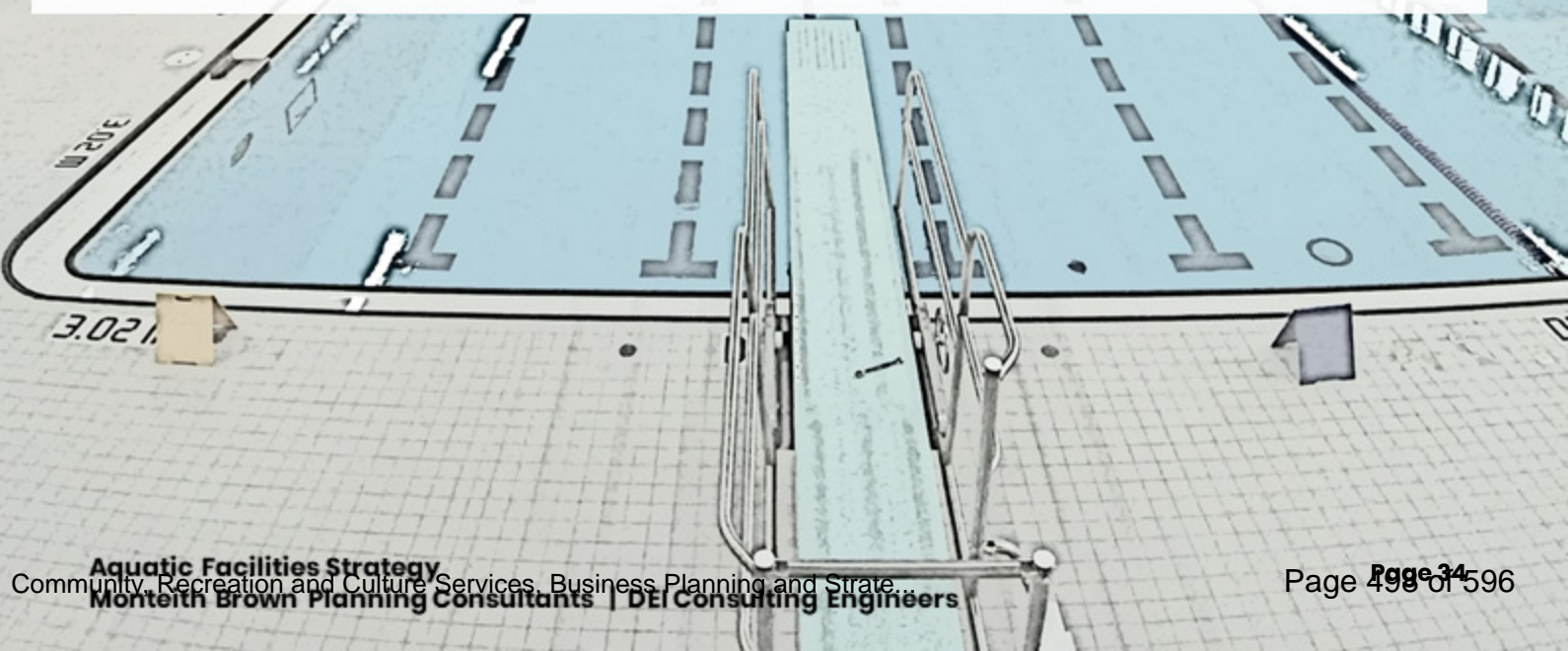
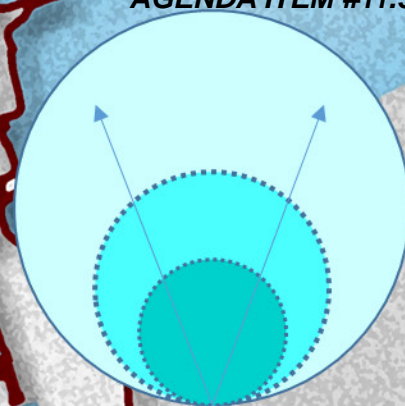




Table 1:  
Table 1: Aquatic Facility Classification System

The City's pools and splash pads are designed to different scales and specifications, in part due to their intended function as described in the preceding paragraphs. However, the geographic reach for each facility ranges from a City-wide scale.



Classification	Characteristics
<b>City-Wide</b>  St. Catharines Kiwanis Aquatics Centre	<p>Large aquatic centres capable of a full range of needs from skill development, health and wellness, therapy and rehabilitation, sport and special events, etc.</p> <p>Splash pads would be considered 'destination' facilities located in a prominent location such as a civic-focused area in the downtown, a City-wide park, or beach.</p> <p>These facilities are typically accessible within 30 minutes by car or public transit, or longer for persons training competitively and when attending special events. These facilities tend to be located along major arterial corridors and transit routes.</p>
<b>Community</b>  Lion Dunc Schooley Outdoor Pool  Port Dalhousie Outdoor Pool  Splash pads at Lester B. Pearson Park, Bogart St. Park, Catherine St. Park and West Park	<p>Pools and splash pads employing a design that services residents within a group of neighbourhoods. Pools would address needs for skill development, health and wellness, therapy and rehabilitation, and socialization and fun.</p> <p>Splash pad designs would be comprehensive, typically at a minimum of 2,000 square feet in area and featuring multiple waterplay elements.</p> <p>These pools serve a group of neighbourhoods, typically within a 15 minute drive from place of residence. They are located along or near arterial/collector roads and transit routes.</p>
<b>Neighbourhood</b>  Lincoln Park Outdoor Pool	<p>Basic pools and splash pads whose size and program capacity is scaled to accommodate usage from residents living in the surrounding neighbourhood. Pool programs would be tailored to skill development and health and wellness.</p> <p>These facilities are typically accessible within a 5 minute drive or a 20 minute walk of the facility. They tend to be embedded within a neighbourhood, commonly along collector roads depending upon where parks are located.</p>

The Aquatic Facilities Strategy's stakeholder consultations and community survey reinforced the geographic-based catchment as the basis for the facility design model. Approximately half of survey respondents that did not use a specific outdoor pool stated that it was because it was too far or difficult to reach. Fewer people reported distance as a barrier for the SKAC, thereby suggesting that the willingness to travel is influenced in part by the type of amenities and programs that are available at a given pool. The community survey also lends support that the SKAC is a drive-to destination with 91% of reported visitors arriving by car. By comparison, 75% of outdoor pool and splash pads are accessed by car; the outdoor aquatic facilities had a much greater share of people walking to them compared to the SKAC, suggesting that their catchment area is more localized.

## **4.2 Organizational Structure for Aquatic Services**

The City's Aquatics Division is responsible for programming and supervision of the pools, operating under the Community, Recreation & Culture Services Department. Maintenance and operations of the pools and splash pads lies with the Engineering, Facilities & Environmental Services Department where selected staff are Certified Pool Operators.

The organizational structure currently in place reflects the ability of the City to plan, program and deliver aquatic services to the community while fulfilling day-to-day and long-range operations and maintenance to keep aquatic facilities in a good state of repair. St. Catharines' Aquatics team is well regarded among their peers for their progressive approach to exploring new and emerging trends in the sector while executing a core mandate of drowning prevention in line with national best practices.

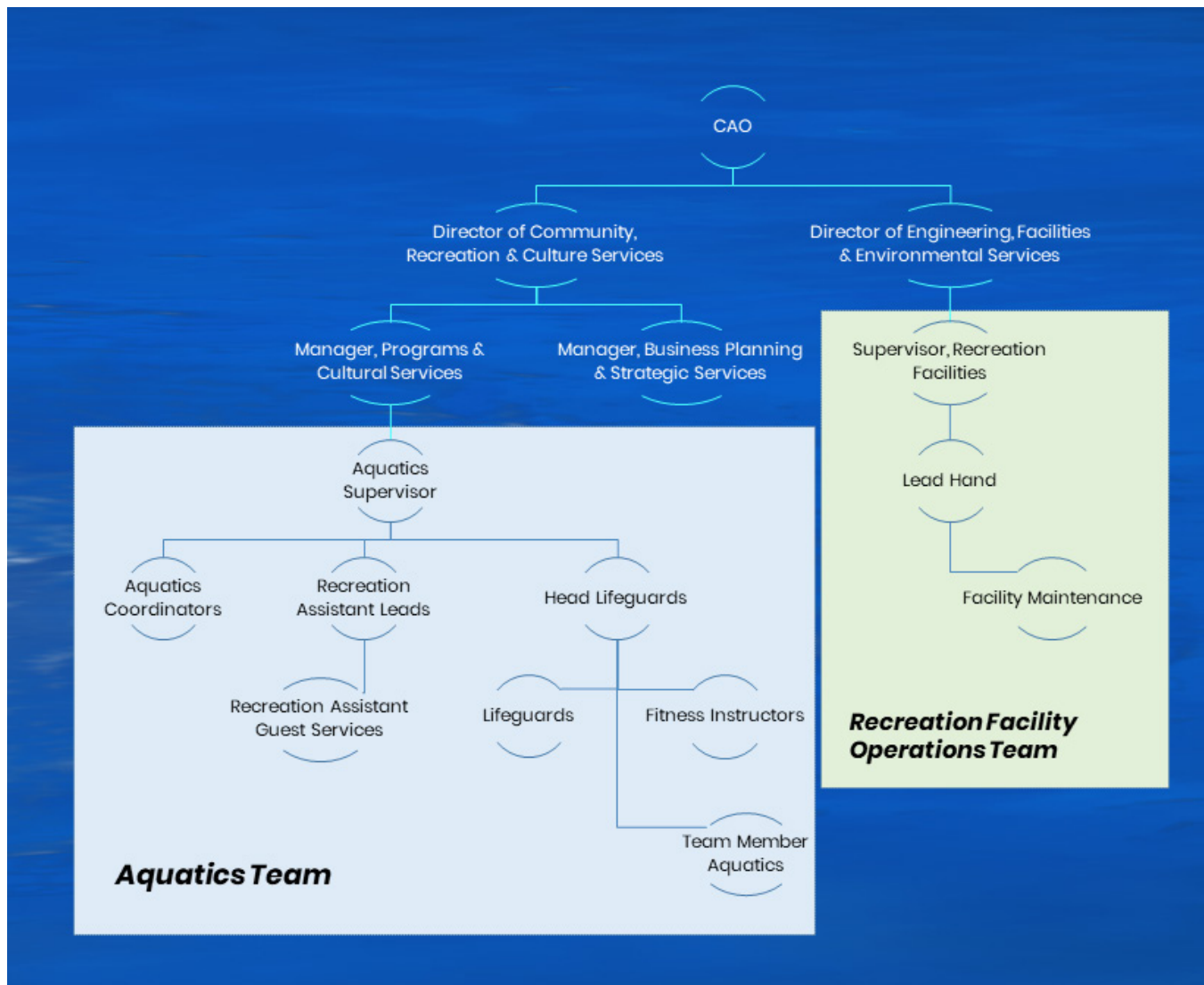
The Aquatics team has an enthusiastic base of young staff that are highly motivated in areas such as lifeguard recruitment, focused on providing strong customer service, developing relationships with community members, and delivering active living programs through aquatics. Front-line staff report being supported and encouraged by experienced individuals at the supervisory and management level. Staff at all levels are empowered to bring forward ideas for continuous improvement which contributes to positive customer feedback received from aquatic facility users/program participants.

The organizational structure allows Aquatics staff to monitor and ensure compliance with local health and safety regulations. Staff receive training in their respective areas along with opportunities for ongoing professional development through organizations such as the Lifesaving Society, Canadian Red Cross, Parks & Recreation Ontario (PRO) and Ontario Recreation Facilities Association (ORFA).

With an organizational structure consistent with a number of leading aquatics divisions across the province, St. Catharines appears to have an organizational structure that will allow aquatics services to grow with the City's population and respond to evolving trends and interests. That is not to say that the current number of staff should stay the same as staffing complement may need to be adjusted if or when new aquatic facilities are constructed, existing facilities are redeveloped, or as new trends or regulations in the sector emerge.



**Figure 8: Aquatics Organizational Structure**









## Section 5:

# Aquatic Facilities Strategy Consultations

The Aquatic Facilities Strategy employed a comprehensive engagement programme. A number of consultation initiatives were scheduled and ready to be implemented, however, the COVID-19 pandemic and resulting provincial state of emergency occurred shortly thereafter. As a result, in-person initiatives such as workshops and roundtables were rescheduled and administered in online formats.

### 5.1 Engage STC

An interactive project portal for the Aquatic Facilities Strategy was hosted on “Engage STC”. The site received approximately 1,100 visits over the course of the planning process. The Aquatic Facilities Strategy was advertised using the City’s social media feeds, contacting local media outlets, print and digital advertisements, and promoted by word of mouth.

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## Make a splash: weigh in on aquatics facilities strategy

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**AQUATICS FACILITIES STRATEGY: HAVE YOUR SAY**

The City Where Everybody Can Play! help us build a roadmap for the future of pools and splash pads in St. Catharines [engageSTC.ca/AquaticsStrategy](http://engageSTC.ca/AquaticsStrategy)

The Aquatics Facilities Strategy Community Survey is now closed. Thank you to all those who took the time to provide us with their insight.

St. Catharines is a city where everybody can play, and that extends to our pools and splash pads.

We're looking to the future, developing an Aquatics Facilities Strategy, to ensure that for years to come residents can enjoy current and future aquatic facilities. The strategy will provide a snapshot of where aquatic facilities and programming stand; what works and what doesn't; and provide a roadmap for future improvements and investments into facilities and programming.

The City is looking to the community as we prepare to create this blueprint for the future of aquatics in St. Catharines. As the City moves forward working with the Outdoor Aquatics Facilities Task Force and Recreation Master Plan Committee, we are engaging staff, stakeholders, users and the public to help us plan for a future where everyone can swim, splash and play in whatever way best suits them.

Community consultations will play an important role, and, with that in mind, we reached out for insight via an online community survey.

Now that the survey is completed, staff will review the findings and City Council will be presented with the draft aquatic facilities strategy for approval and will consider the recommendations before moving ahead with any of the proposed options. The development of the aquatic facilities strategy supports several actions in Council's strategic plan, including the development of a 10-Year Capital Infrastructure Plan that includes all major investments to address City needs, priorities and growth; establishing area-specific plans for the redevelopment of key sites in the City to promote strong, compatible, connected neighbourhoods that enhance the quality of life; refining and implementing the 2015-2026 Recreation Facilities and Programming Master Plan by incorporating key deliverables into the Capital Infrastructure Plan and annual budget process.

**City Aquatics Facilities**

- St Catharines Kiwanis Aquatics Centre
- Lincoln Park Outdoor Pool
- Lion Dunc Schooley Outdoor Pool
- Port Dalhousie Outdoor Pool
- Bogart Street Park Splash Pad
- Catherine Street Park Splash Pad
- Lester B. Pearson Park Splash Pad
- West Park Splash Pad

**Who's listening**

**Eric Lamothe**  
Manager of Business Planning & Strategic Services

**Document Library**

[Gift Card Official Contest Rules and Regulations \(406 KB\) \(pdf\)](#)

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## 5.2 Community Survey

A Community Survey for the Aquatic Facilities Strategy was administered through Engage STC between March 18 and May 4, 2020 during which 251 responses were received. The survey explored a number of aquatic topics including facility usage, frequency of use, access, preferences for types of aquatic facilities and potential improvements to be considered. As the survey was available for any resident wishing to complete it, results should not be interpreted as being statistically representative of the population. The following pages summarize selected findings although survey results are also referenced elsewhere in this report. The complete set of tabulated survey responses is contained in Appendix A.

The community survey yielded a number of interesting findings, most notably the strong level of reported use of the SKAC and more limited use of outdoor pools, though this appeared to be heavily influenced by willingness and ability to travel. Respondents were more likely to report outdoor pools and splash pads as being too far away as a reason not to use them, reinforcing the geographic scale that outdoor aquatic facilities are intended under the City's aquatic facility provision model (see Section 4.1).

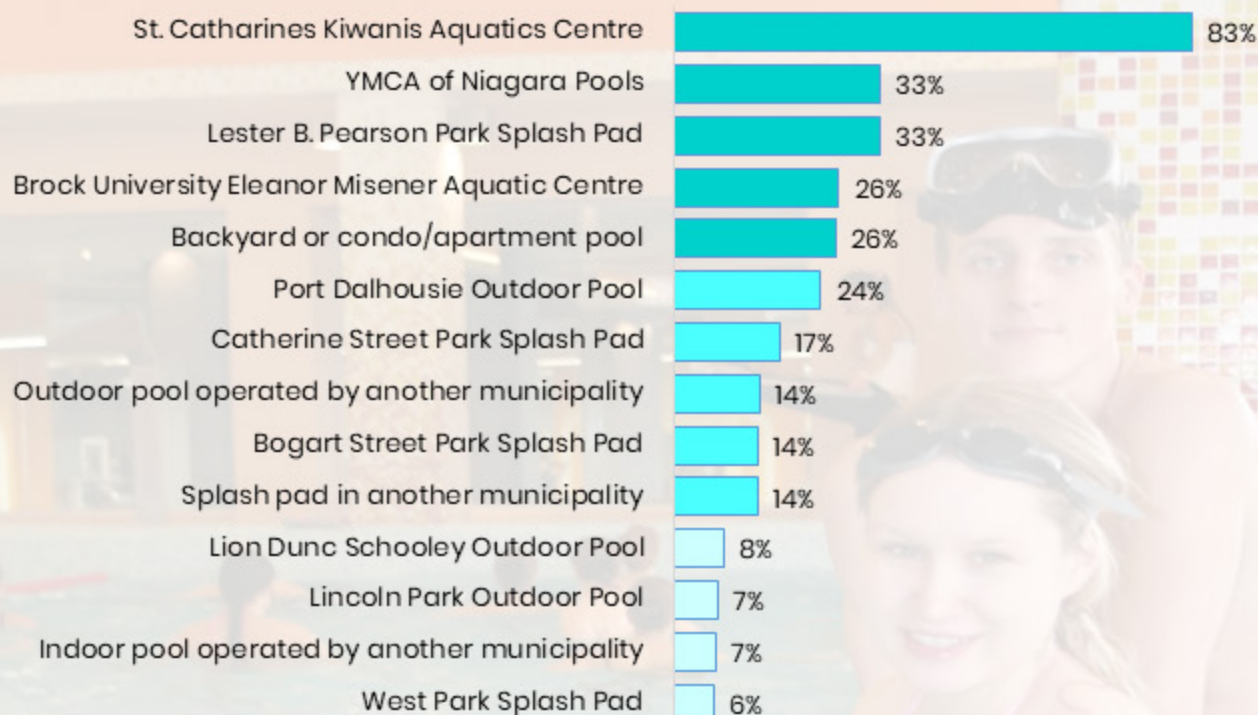
Pools operated by the YMCA and Brock University were used by 33% and 26%, respectively. Just 7% of respondents used an indoor pool operated by another municipality, likely a result of having availability of indoor aquatics at the SKAC, YMCA (at the time of the survey) and Brock University within the City's borders. Private pools in backyards and condominium/apartment complexes, which may include a combination of indoor and outdoor facilities, were used by 26% of respondents.

Survey respondents were most likely to use the City's aquatic facilities because they are fun, relaxing or affordable. Splash pads were more likely to be used as a reason to cool down on hot days than were pools (especially the indoor pool). For respondents that are not using some or all of the City's aquatic facilities, common reasons included: that they had memberships at non-municipal pools such as the YMCA or private fitness clubs; that the facilities were not easy for them to reach; or that they prefer to swim elsewhere such as in backyard pools or beaches.

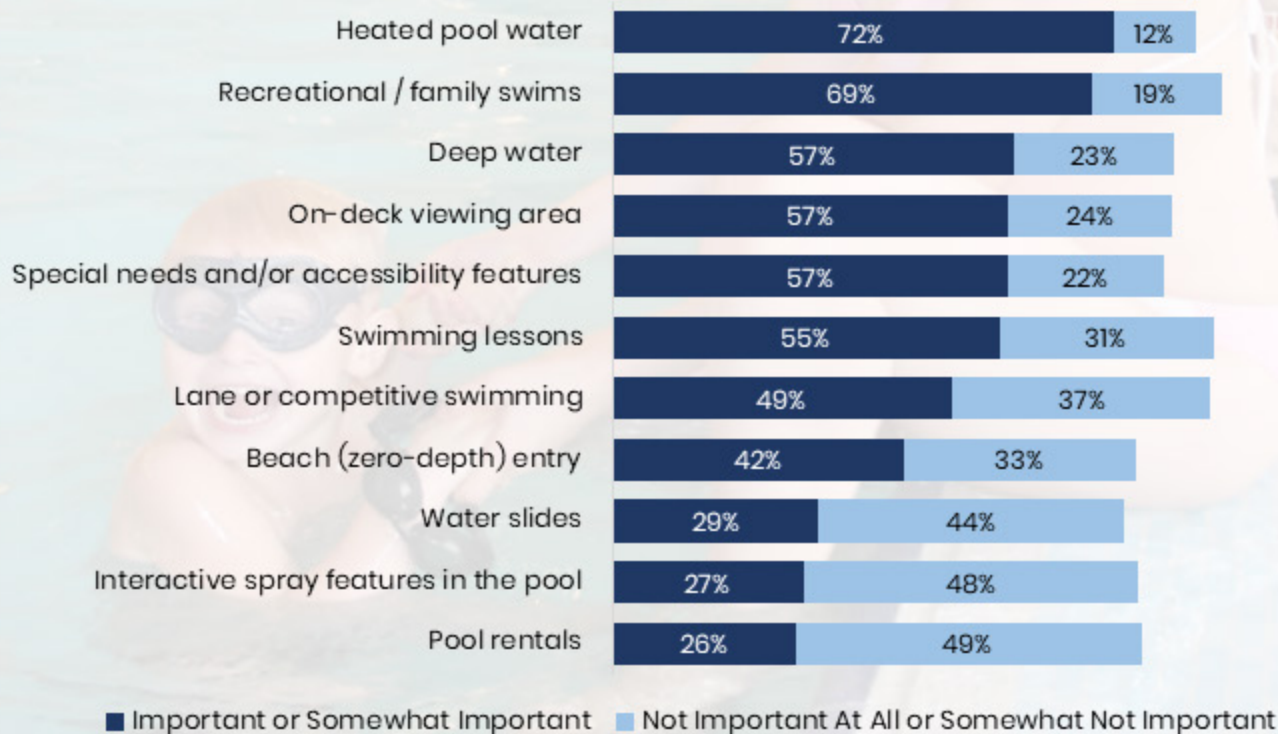
If the City were to construct a new or substantially redevelop an existing outdoor pool, heated water was the most important feature for respondents. Other important considerations included recreational and family swim opportunities (69%), deep water (57%), on-deck viewing areas (57%), and special needs and/or accessibility features (57%).

If the City were to build a new splash pad/water play features or substantially redevelop an existing one, nearly half (48%) of respondents felt that the inclusion of a water canopy (umbrella) is the most important design component that should be considered. Other important features that were identified included in-ground jets/spray (47%), sprinkler columns (47%), spray tunnel (43%), and a vibrant public fountain (43%).

## Aquatic Facilities Used in the Past 2 Years



## Desired Features in an Outdoor Pool





### 5.3 Advisory Committee & Task Force Input

A workshop with members of the Recreation Master Plan Advisory Committee (RMPAC) and Outdoor Aquatic Facilities Task Force (OAFTF) was originally scheduled for March 31, 2020. However, a provincial state of emergency was declared in the days leading up to the workshop due to the onset of the COVID-19 global pandemic. Therefore, the RMPAC and OAFTF were asked to provide written submissions to inform the Aquatic Facilities Strategy. A summary of the input is as follows, noting that not all feedback has been reproduced but rather is considered in the needs assessments for this Strategy.

- Pools are used by residents of all ages and are no longer used exclusively for recreation and learn-to-swim as more people seem to be using them for exercise, rehabilitation and general health. Opportunities to continue to diversify aquatic program offerings would be appreciated and seen as a way to get as many people as possible into the aquatic facilities.
- Noted **challenges** in general included the fact that outdoor pools are getting older, upkeep has become expensive, not all are accessible for persons with disabilities, and it is difficult to find qualified lifeguards. There is a strong demand for swimming lessons in St. Catharines though it can be difficult to secure a spot since they fill up quickly. COVID-19 may discourage some residents from using pools and splash pads until a vaccine is developed though over the long-term usage levels will likely rebound, especially during heatwaves or as a result of climate change.
- Pools and splash pads should promote **inclusion** and encourage participation among all St. Catharines residents. Aquatic facilities serving low-income or otherwise marginalized communities are seen as important while integrating access for persons with disabilities needs to be considered in any future development or upgrade. Shade and seating are important considerations around pools and splash pads, not only for the users but for caregivers as well.
- **SKAC** is a beautiful facility that is centrally located, easy to access and is part of a true multi-use community hub. Its ability to provide a broad range of aquatic programs year-round is one of its primary strengths since most residents – including persons with disabilities – can participate in an aquatic activity of their choice. Some RMPAC and OAFTF members are of the opinion that a second indoor aquatic centre will be needed in St. Catharines, possibly in the west end.

Advisory Committee and Task Force members emphasized a number of points pertaining to providing a **high quality aquatics experience** to residents if the pools and splash pads are to be successful.

- **Lion Dunc Schooley Outdoor Pool** and **Port Dalhousie Outdoor Pool** provide a desirable aquatics experience with their multiple pool tanks and other amenities found onsite; in the case of Lion Dunc Schooley pool, it is an important part of the broader community hub that serves Merritton. There are elements that could benefit from updating (e.g. changerooms) and there may be potential to expand the aquatics and overall recreation experience given the amount of space onsite (e.g. splash pad, additional pool components/features).
- Despite **Lincoln Park Pool's** aging/outdated state and a number of functional limitations (design, depth, lack of parking), it is viewed as being important since it serves a marginalized community whose residents can access it by walking, cycling or a short distance from transit. There is a preference to retain this pool but it is recognized this may not be feasible due to cost or site dimensions, thus a splash pad is something that should be considered for the community in the event the pool is removed.
- There was no clear consensus between a desire for the City to provide fewer but larger outdoor pools with enhanced features compare to a greater number of smaller pools that are oriented to their surrounding neighbourhoods.
- The City's **splash pads** are well-received in terms of their design, ability to serve many children living in the neighbourhoods that surround them, and the sense of community that they help to create by way of their co-location with other park amenities. Washrooms / changerooms would be great to have at all of them but the cost to do so is recognized as a challenge.
- In general, participants touched on a number of points oriented to the **experience** provided by pools and splash pads. A few participants believe that the success of the pools will be driven by the quality of experience and thus strategic investments need to be made for facilities and programming.

A second engagement opportunity was held on November 25, 2020. with the Recreation Master Plan Advisory Committee and Outdoor Aquatic Facilities Task Force. A virtual presentation and workshop was used to present the Draft Aquatic Facilities Strategy to the two advisory groups as well as a number of City Council members that attended the meeting.

The draft aquatic facility development strategy was well received with general agreement that investment in a new indoor aquatic facility and one renewed outdoor pool, combined with at least one splash pad provided in each political ward, would represent a better use of public funds than continue to reinvest in all three outdoor pools; a number of participants spoke in favour of the Balanced or Refocused Implementation Scenarios as presented in Section 9 of this report, while no specific mentions of support were articulated for the Status Quo Scenario.

## 5.4 Aquatics Stakeholder Input

A workshop with local and regional stakeholders of the aquatics system was originally scheduled for March 31, 2020; however, the workshop was cancelled due to COVID-19 and instead stakeholders were asked to provide written submissions. Requests for submissions were emailed to more than a dozen stakeholders and other groups with a potential interest in the local aquatic system. Organizations that contributed input included the following:

- Boys and Girls Club of Niagara
- Brock Niagara Aquatics
- Dan's Dive Shop (*scuba instruction*)
- EDGE Triathlon
- Harbour Fellowship Church
- Laura Secord Secondary School
- Tryforce (*triathlon*)

A summary of the input is as follows, noting that not all feedback has been reproduced but rather is considered in the needs assessments for this Strategy.

- The SKAC and Port Dalhousie Outdoor Pool were used by the majority of responding stakeholders to access the City's programs or rent the pools for their own programs, camps or athletic training. The Boys and Girls Club was the only responding organization to report use of a municipal splash pad (at Lester B. Pearson Park).
- Responding sport organizations (competitive swimming and triathlon) benefit from the SKAC's 25 metre, 8-lane pool since there are few other sport-friendly pools in Niagara Region. Although Brock University provides a sport-friendly pool, some users reported that facility as having limited availability to accommodate additional rentals.
- Groups are observing a number of trends and pressures in aquatics including growing costs (for both pool operators and pool users), participation from a wide range of age groups, greater demands for personalized or individual classes/training, and difficulties in accessing 'prime times' such as evenings.
- All stakeholders reported that the design of St. Catharines' aquatic facilities are conducive to their needs. Suggested improvements included providing washrooms and changerooms, features to improve a person's ability to enter and exit a pool (including for persons with disabilities), setting 'comfortable' water temperatures, and therapeutic amenities such as hot tubs and saunas.
- A few stakeholders believe that an additional indoor aquatic facility will be needed in the future in order to accommodate growing registrations, and to provide additional capacity for lane swims and rentals. Others suggested pools and splash pads be provided in areas where residents are underserved or face barriers related to income and transportation.
- The majority of responding stakeholders indicated a willingness to work with the City of St. Catharines to find ways to increase the availability of pool time and improve the aquatic facility/program experience.



## **5.5 City Staff Roundtables**

Two virtual roundtables were held with City of St. Catharines staff on June 19, 2020. Separate discussions were organized with members of the City's Management Team along with a subsequent session with the Aquatics Division. The intent of both roundtables was to explore how the City's aquatics system is currently addressing resident needs along with opportunities required to address future priorities. The discussions encompassed a broad range of topic areas specific to indoor aquatics, outdoor pools, and splash pads ranging from facility designs to programming that is offered. The following summary consolidates the primary points of discussion of the two roundtables.

### **Contributions to Community Health, Safety & Wellbeing**

The City provides aquatics services in recognition of the health and social benefits provided to residents. Swimming was noted as a life skill and contributes to the overall health of the community through programs such as lessons, lane swimming, and aquatic fitness. The ability of the aquatics system to serve babies to elderly residents is a core strength.

### **Aquatic Facilities as Community Hubs**

Staff emphasized that local aquatics infrastructure serves as points for residents to gather and interact with others. Pools and splash pads are important parts of St. Catharines' social fabric that bring a diverse range of residents together and create connections. The SKAC is considered to be a city-wide hub, outdoor pools in Port Dalhousie and Merritton are important summer-time destinations for their respective communities, and the splash pads are mostly embedded in neighbourhoods to create localized points of social interaction.

### **Strength of the Aquatics Team**

City staff indicated that they have a motivated staff that manage, program and operate the pools in a manner that residents appreciate and are highly respected among their colleagues in the municipal aquatics sector. The aquatics team takes pride in keeping apprised of best practices and trends, and take the time to build relationships with pool users. They strive to meet resident expectations by offering fun and innovative programs while providing well-maintained facilities. Staff emphasized that providing a strong customer experience is a paramount consideration as they approach their day-to-day activities, noting that the ability to attract residents to aquatics facilities and have them consistently return is directly related to the enjoyment of their visit.

## Prime Time Programs are at Capacity

The SKAC is in high demand for programs due to its design, flexibility to program multiple tanks, and its centralized location. In particular, learn-to-swim programs at the SKAC are running at or near their full capacity (staff believe that other indoor pool providers in the community are also at or close to their lesson capacity). The City is not able to add substantial lesson capacity and other registered programs at its outdoor pools since many residents find the water too cold due to the unheated water.

Aquatics staff have noticed a significant increase in demand for private swim lessons that could be a result of a broader societal shift since these are more expensive than group lessons; a possible reason could be that residents with the financial means to afford private lessons see benefits in individualized attention as well as a participant spending more time swimming rather than observing others in the class. Compounding this challenge is that the City has not been able to offer the same number of private swim lessons due to regional shortages in qualified aquatic instructors/guards.

There are many competing priorities for prime time rentals and program offerings at the SKAC. The City does its best to balance its own learn-to-swim and aquatic fitness classes between the leisure pool and lap pool, while rental demand from aquatic sport groups further challenges the ability to accommodate everybody in prime times. Unlike arenas, there is no allocation policy to guide City staff.

## Growth in Older Adult Participation

Staff report that drop-in and registered program attendance among older adults has been steadily increasing. They believe growth is being driven by a number of factors such as greater awareness about the benefits of healthy and active aging, the sense of connection that older adults feel in these community hubs, cross-marketing with the seniors centre and enhanced communications efforts, and the comfort afforded by the SKAC's community room and lobby area to socialize. Staff have also heard that physicians and physiotherapists are touting the benefits of aquatic therapy to their patients.

## Areas for Improvement

A number of opportunities for improvement were identified including:

- Continuing to improve maintenance and cleanliness levels at facilities, though recognizing this could require additional resourcing;
- Strengthening asset management and lifecycle renewal practices so that aquatic facilities remain in good condition and are supported by sustainable funding sources, albeit with the recognition that reinvestment may be cost-prohibitive or not feasible for certain facilities;
- Building on program offerings and range of choice for pool patrons, and continuing to find ways to prioritize access for St. Catharines residents;
- Increasing barrier-free accessibility and providing universal changeroom facilities so that outdoor pools in particular are more inclusive to all residents; and
- Increasing seating and shade around outdoor pools and splash pads to encourage longer stays at these facilities, including the ability to picnic and “make a day of it.”

## 5.6 Virtual Public Open House

A narrated presentation was posted on Engage STC along with the Draft Aquatic Facilities Strategy in February 2021. Public questions and comments were monitored by City Staff and the Consulting Team for a period of three weeks for consideration during the Strategy's final stages. A total of 523 impressions were generated during the commenting period and a total of 76 comments and questions were received, summarized into common themes as follows:

- There was support for a new indoor aquatic centre among roughly half of the 42 people posting comments (but not including those asking questions); 12 people favouring the Balanced Scenario, 3 people favouring the Refocused Scenario and another 5 people supporting an indoor pool but not specifying the scenario. By comparison, there were 7 people in total that supported the Status Quo or retaining an outdoor pool without specifying a scenario, while the remaining 15 comments did not speak directly to an implementation scenario.
- 5 comments or questions were received regarding interest in a 50 metre pool that these respondents indicated could provide added aquatic program capacity and support sport development and tourism.
- A number of comments indicated that they value the opportunity to swim locally as well as use the City's splash pads. A number of people indicated that aquatic activities are fun, allow them to be physically active, and connect with others in the city.
- A few responses supported co-locating a new indoor pool with other recreational components.
- A handful of comments questioned whether the City's financial resources might best spent on non-aquatics and non-recreational services.

In addition to Engage STC feedback, a conversation was held with members of Heart of Niagara Hotels. These members of St. Catharines' hotel and hospitality industry expressed support for investment in a second indoor aquatic centre. In addition to a new pool being able to provide a community recreational benefit, Heart of Niagara members expressed a desire for the City to consider how a new aquatic centre could generate additional economic benefits and spin-offs for the city. Heart of Niagara Hotels suggested this could be achieved by building a facility suitable for sport tourism such as swim meets and other aquatic sporting events, and were strongly supportive of a 50 metre competition pool. These individuals indicated that they would be raising the possibility of pursuing such a facility as a regional sport tourism initiative with area municipalities and educational institutions.

While the Aquatic Facilities Strategy has largely made its recommendations on serving recreational needs of St. Catharines needs, this does not preclude the City of St. Catharines from exploring how it may advance other corporate objectives once detailed design and business planning for a new pool is initiated in the future.







## Section 6:

# Indoor Pool Analysis

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### 6.1 St. Catharines Kiwanis Aquatics Centre

The St. Catharines Kiwanis Aquatics Centre (SKAC) has been the City's primary point of aquatics programming since its opening in 2012.

**Pool Characteristics** The SKAC contains a 25 metre, 8-lane rectangular pool plus a separate leisure pool. Gendered and universal changerooms are available. The aquatics centre is co-located with the Dr. Huq Family Library Branch, a multi-purpose program room, administrative offices for City staff, and shares a site with Lester B. Pearson Park.

**Community Survey Results** Approximately four out of five survey respondents reported that their households have used the SKAC in the past two years, which was by far the most commonly used aquatic facility. 47% of respondents using the SKAC visited more than 30 times in a given year, possibly due in part to the quality and desirability of the facility but also a result of its programming (e.g. there are multiple lessons or classes in a session).

52% of respondents that use the SKAC do so because it provides activities that are fun and relaxing, and approximately one out of three SKAC users take advantage of programs and drop-in swims offered there. While over half of respondents (55%) state that the SKAC offers affordable recreation activities, it bears noting that 21% stated that this facility can be overly expensive which prevents them from using it as much as they would like.

For the few persons that did not use the SKAC, the most common reasons were that they have a membership to a club that also offers a pool (e.g. YMCA or fitness chain), they simply prefer to swim elsewhere, or that the SKAC is located too far from them. If the City were to undertake selected enhancements to the SKAC, 75% of survey respondents indicated that they were likely to use the pool more often than they do at present.

**Stakeholder  
Feedback**

Stakeholders responding to requests for input emphasized the importance of the SKAC, not only in terms of its ability to accommodate their programs but also the facility's role as a hub that brings residents together. Many stakeholders noted that the SKAC is available for use to a greater degree than YMCA and Brock University pools which makes the SKAC a critical piece of infrastructure in serving St. Catharines residents.

Stakeholders noted that it is often difficult to access the rental times that they need, particularly if they are to grow their programs, due in part to the high demand of the pool for community lessons and other municipal aquatic programs. There is a belief among some stakeholders that a city the size of St. Catharines should have two indoor aquatic centres.

**Programming &  
Utilization**

The SKAC is very well used based on program registrations and recreational swims taking place. Between 2014 and 2019, the SKAC has consistently averaged 60,000 recreational drop-in swims, 27,000 fitness/wellness swims, and 5,000 registrations in instructional programs. These averages have been influenced by a three-month shutdown in 2017 for emergency repair while the COVID-19 pandemic has resulted in an anomaly for 2020 and 2021 due to pool closures and operating restrictions.

The SKAC is faced with strong demand for programming and rentals, many of which are for prime times. Lesson waiting lists have been cut in half since 2016 as a result of proactive efforts by the Aquatics supervisory team to contact individuals who have placed themselves on several waiting lists and optimize program schedules; some residents may also be looking elsewhere as the number of classes has also been reduced as the City has increased other programs such as fitness and wellness programs in response to community needs. The aquatic program and drop-in figures support staff and stakeholder observations that the SKAC is running near full capacity during the peak fall/winter seasons and peak times (weekday evenings and weekends).



## Capital & Operating Information

The SKAC is young in terms of its lifecycle, having been in service for 9 years. The City undertakes regular maintenance in accordance with an asset management plan to keep the facility in a good state of repair.

Aquatic programs, rentals and admissions generated revenues in excess of \$800,000 in 2019, approximately half of which are attributable to instructional programs and a quarter share through recreational swims. Pool-related expenditures are difficult to break-out due to the multi-use nature of the SKAC where a portion of overhead is shared with the program rooms and other City Departments. However, the majority of recreation activities are attributable to the pool thus the SKAC's operating expenditures of \$2.35 million are generally indicative of the aquatics services.

Total operating expenditures at the SKAC increased by 8% over the three-year period between 2016 and 2019; expenditures have outpaced revenues which have grown by 3%. In total, the SKAC was operated at a net cost of \$1.5 million to the City of St. Catharines in 2019 and achieved a 36% cost recovery rate.

**\$1.5 Million**

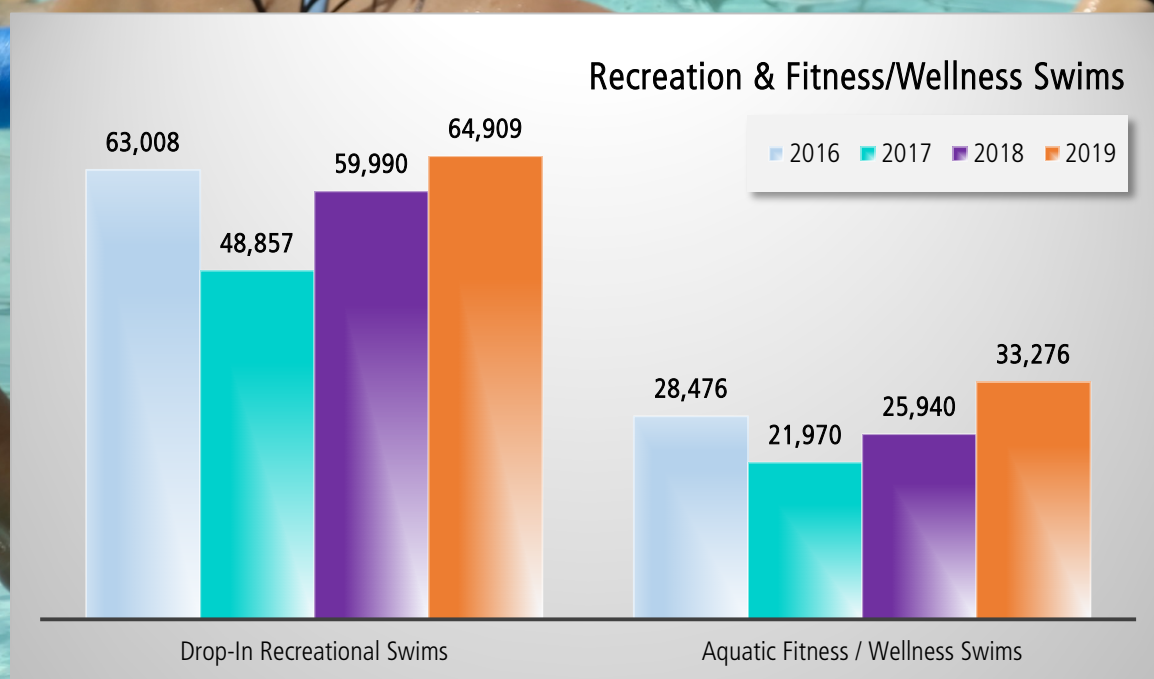
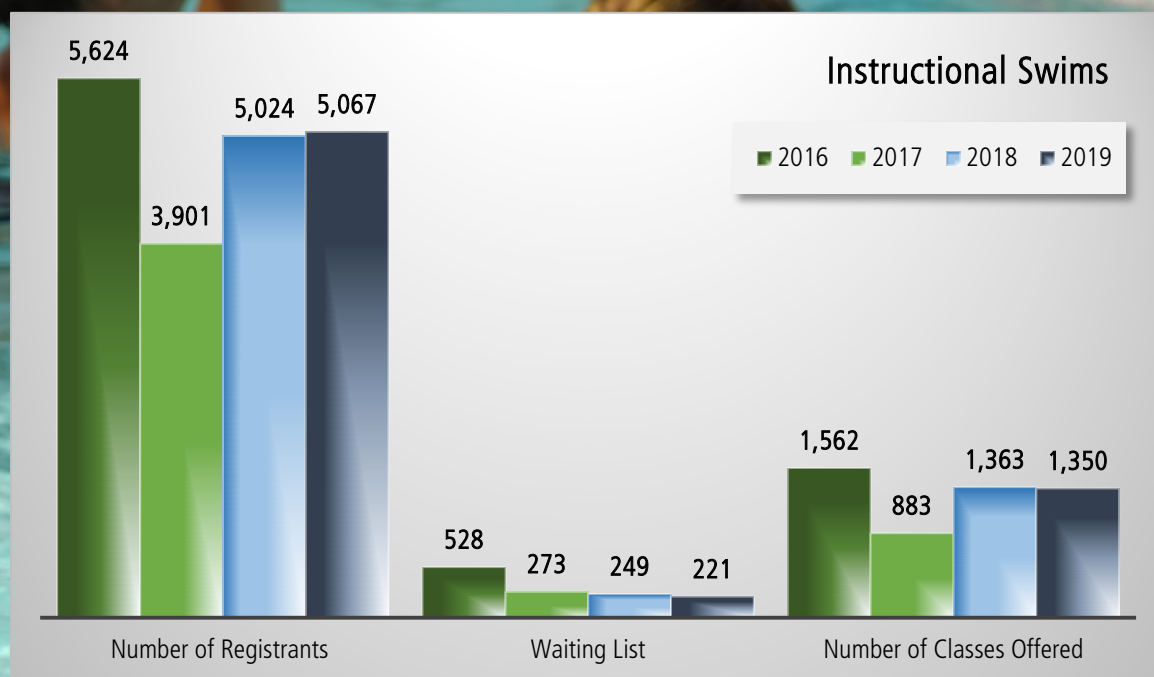
Annual net operating cost of the SKAC in 2019 (including non-aquatic cost centres).

The facility recovers 36% of its costs through revenue.





Figure 9:  
Instructional, Recreational & Wellness  
Swim Participation, 2016–2019



Notes: 2017 figures affected by a 3-month facility shutdown

Source: City of St. Catharines Aquatic Program Tracking spreadsheet, 2016–2019

## 6.2 Indoor Pool Benchmarking Analysis

Within Niagara Region, only St. Catharines and Welland directly operate their own indoor aquatic centres, with the latter being a very small pool offering a limited number of programs. There are a number of quasi-public facilities available through post-secondary institutions, the YMCA of Niagara (including shared facilities such as the Vale Health & Wellness Centre in Port Colborne), and the Boys & Girls Club of Niagara that are not reflected in the table below.

St. Catharines provision level is the lowest among similar Greater Golden Horseshoe benchmarks, however, a number of these municipalities compensate for having fewer or no quasi-public pools compared to St. Catharines.

**Table 2: Indoor Aquatic Centres in Niagara Region & Selected Mid-Size Ontario Municipalities**

Region of Niagara Lower Tier Municipality	Estimated Population	No. of Indoor Aquatic Centres	Population Per Indoor Aquatic Centre
Fort Erie	31,000	0	--
Grimsby	27,500	0	--
Lincoln	24,500	0	--
Niagara Falls	88,000	0	--
Niagara on the Lake	17,500	0	--
Pelham	17,000	0	--
Port Colborne	18,000	0	--
Thorold	20,000	0	--
Wainfleet	6,500	0	--
Welland	56,000	1	56,000
West Lincoln	14,500	0	--
<b>St. Catharines</b>	<b>137,000</b>	<b>1</b>	<b>137,700</b>
<b>Regional Average</b>	<b>37,792</b>	<b>0.2</b>	<b>96,800</b>
<b>Regional Median</b>	<b>22,200</b>	<b>0</b>	<b>0</b>

Selected Provincial Municipality	Estimated Population	No. of Indoor Aquatic Centres	Population Per Indoor Aquatic Centre
Ajax	129,500	3	43,100
Barrie	147,500	3	49,200
Burlington	192,500	4	48,100
Hamilton	570,600	19	30,000
Milton	115,000	3	38,300
Oshawa	159,500	4	39,900
Pickering	96,000	2	48,000
Whitby	128,500	2	64,200
<b>St. Catharines</b>	<b>137,000</b>	<b>1</b>	<b>137,000</b>
<b>Comparator Average</b>	<b>186,233</b>	<b>5</b>	<b>55,311</b>
<b>Comparator Median</b>	<b>137,000</b>	<b>3</b>	<b>48,000</b>

Notes for Tables: Supply only reflects aquatics infrastructure owned and operated by municipalities; quasi-public (e.g. YMCA) and private sector pools are not shown. Estimated populations have been rounded to the nearest 500 persons while service levels have been rounded to nearest 100 persons.

### **6.3 Future Indoor Pool Needs**

The City of St. Catharines has historically been able to support a lower level of indoor aquatic facility provision due to the presence of the YMCA and Brock University. As noted in Section 2.2, the Walker Family YMCA is currently for sale and there is no indication at present time that the YMCA of Niagara will re-open a similar facility in St. Catharines. There are indications that the Brock University pool was very busy prior to the pandemic and thus had limited ability to meet broader needs due to the University's own programming requirements. The participation and attendance data presented earlier in this Section demonstrates the degree of pressure that the SKAC is facing, including waiting lists and unmet rental demand.

Recommendation #4 of the City's RFPMP recommended engaging non-municipal pool operators to seek greater public access in their pools. Since the RFPMP was approved, these providers appear to have little capacity beyond their own needs. The permanent closure of the YMCA will result in a significant number of people in St. Catharines that will no longer have access to the YMCA aquatics programs. With strong pressures already being placed upon the SKAC, the City does not have the capacity to accommodate all of the people displaced from the YMCA's local aquatics programs. Combined with Brock University's pool being unable to meet additional demands, there is cause to revisit RFPMP Recommendation #4.

If the City were to construct a second indoor pool, the level of service would be 1 per 75,000 population by the year 2031; if continuing to rely exclusively upon the SKAC, the service level would be 1 per 150,000 persons which is low even considering the non-municipal providers. Adding a second indoor aquatic centre would bring St. Catharines' service level closer to the benchmark averages but not in a way that would overbuild the supply so as to duplicate the non-municipal pools.

A future indoor aquatic centre would not need to be constructed to the same scale as the SKAC; for example, a new pool could have fewer than 8 lanes since the SKAC would continue to be the primary location for swim meets and aquatic sport training. Depending upon the demographic composition, a leisure tank could also be different particularly if the community age composition skews to the older age cohorts, thereby potentially reducing the need for waterplay space in favour of a smaller warm water tank. At this point in time, one could reasonably expect that a 25 metre, 6-lane pool plus separate tank is a plausible point of departure given this template is representative of the vast majority of recent municipal indoor aquatic centre projects.

Construction is proposed within the next 5 years. Statistics Canada's 2021 Census and subsequent data releases in 2022-2023 will identify the demographic composition of the community. More importantly, the Census will allow the City and Region of Niagara to assess whether the trajectory of current growth forecasts are being met; since population

growth and socio-economic characteristics will dictate the anticipated usage profile of a new pool, it is best to wait until such information is in hand and then confirm timing of construction. Furthermore, the RFPMP is due for a 5-year update and a comprehensive analysis of all recreation facility needs (e.g. arenas, gymnasiums, fitness space, etc.) will be helpful since a new indoor aquatic centre would ideally form part of a multi-use facility.

The cost implications of the future pool will be dictated by its design but could be in the range of \$15 to \$20 million based on recent experience in other parts of the province. Operating costs could be in excess of \$500,000 annually but that may be a best-case figure if recalling that the SKAC incurs a net annual operating cost in the range of \$1.5 million (when including the pool and non-aquatic components). Confirmation of capital and operating costs should occur after the pool and other community centre components are defined in greater detail.

In order for the City's aquatics system to be financially responsible and operationally sustainable, the Aquatic Facilities Strategy recommends that the construction of a new indoor pool should, in effect, replace the Port Dalhousie Outdoor Pool (though not necessarily in that area of the City). The substantial year-round capacity added by a new indoor aquatic centre is likely to result in further underutilization occurring at the Port Dalhousie Outdoor Pool, particularly if north-end residents gain greater access to freed-up times at the SKAC.

In order for the municipal aquatics system to have the financial means to fund the indoor pool supply and eliminate programmatic inefficiencies that would otherwise occur, the City should make the construction of its second indoor pool contingent upon:

- 1) **attaining population growth**, particularly among children and teen cohorts, as forecasted by the Region of Niagara;
- 2) **continued evidence of latent demand** as demonstrated by strong program fill rates, inability to reduce waiting lists, and/or constraints to public access at semi-public pools;
- 3) **decommissioning** Port Dalhousie Outdoor Pool and Lincoln Park Outdoor Pool (under the Balanced and Refocused Scenarios presented in Section 9.0 of this report); and

St. Catharines' **second indoor aquatics centre** is contingent upon:

- 1) Attaining population growth forecasts established by the Region of Niagara;
- 2) Closure of Port Dalhousie and Lincoln Park Outdoor Pools;
- 3) Continued evidence of unmet demand for aquatic services; and
- 4) Co-location as part of a multi-use community hub facility.



- 4) confirmation through an update to the RFPMP or other assessment of recreation, culture, and/or library facility needs in order to co-locate a new pool as **part of a multi-use hub**.

In light of the COVID-19 global pandemic, municipalities across Ontario have adjusted the delivery of their recreation programs. For the aquatics sector, this could mean carrying forward things such as reduced participant numbers in programs, greater “down time” between programs to minimize physical interactions between people and carry out cleaning (in the pool, on the deck and in the changerooms), participant restrictions for drop-in activities (e.g. fewer lane swimmers) and more.

Given that the pandemic is presently in its “second wave”, it is unknown how long such restrictions will be in place and whether permanent changes to aquatic program delivery will result. In the event that program delivery practices are changed for the medium to longer term or become permanent, this has the potential to intensify the demand for additional aquatic facilities in response to fewer people per hour being able to be accommodated. In turn, municipalities could be pressed for new indoor aquatic centres to a greater extent than they are now, and would have to rationalize the costs of building and operating these facilities within such a context. The months to come will yield further insights into the implications of COVID-19 on the aquatics sector.

## **6.4 Indoor Pools – Potential Opportunities & Directions**

- #1 Plan for a new indoor aquatic centre to open by the year 2026, subject to confirmation of local and Regional growth forecasts pending release of 2021 Census data as well implementing the Aquatic Facilities Strategy recommendations to decommission the Port Dalhousie Outdoor Pool and the Lincoln Park Outdoor Pools. The City should confirm this recommendation while also undertaking assessments of other recreation and community facilities that could be co-located with the new pool, through a scheduled update to the Recreation Facility and Programming Master Plan, so that the feasibility of a multi-use community hub is evaluated.











## Section 7:

# Outdoor Pool Analysis

### 7.1 Overview of Outdoor Pools

The City of St. Catharines' three outdoor pools accommodated 14,000 swims in 2019. Although this is just one-third of the swims that took place at the City's outdoor pools in 2010, the City's proactive and well-received investments to modernize its aquatics infrastructure since that time through the SKAC and splash pads have contributed to a transition from historical pool use patterns. The City responded to the strong declines in outdoor pool attendance between 2010 and 2014 (-60%), escalating lifecycle-related challenges, and various other issues by optimizing its outdoor pool supply through the closure of pools at Lancaster Park, Burgoyne Woods and Arthur Street Park. Following these actions, the Port Dalhousie and Lion Dunc Schooley Outdoor Pool attendance rebounded after 2015.

As shown in Figure 10 and Figure 11, Lion Dunc Schooley Outdoor Pool generated the most outdoor public swims over the past three years, accounting for over half of total outdoor pool attendance. Consultations carried out for the RFPMP and this Aquatics Facilities Strategy indicate that while most residents strongly support the high quality investments at the SKAC and local splash pads, there are still a number of people that wish to swim in outdoor pools. Part of this is attributable to sentimental reasons since many residents of certain generations grew up swimming at the City's outdoor pools; there are also residents that believe learn-to-swim opportunities are essential and cannot always be accommodated at the SKAC or Brock University indoor pools. There are also those that simply prefer to be outside during the summer months – 49% of the Aquatics Facilities Strategy's community survey sample stated such a preference compared to 30% that prefer to swim indoors in the summer (the remaining 21% had no preference either way).

The Port Dalhousie and Lion Dunc Schooley Outdoor Pools designs can support usage capacities associated with populations living within a 15 to 20 minute drive of their respective locations; this coverage generally results in the north and south ends of St. Catharines being served. On the other hand, Lincoln Park Pool was originally designed as a walk-to destination for residents in the surrounding neighbourhood. If the community survey is any indication, all three outdoor pools service a highly localized catchment area unlike the SKAC which draws residents from across St. Catharines.

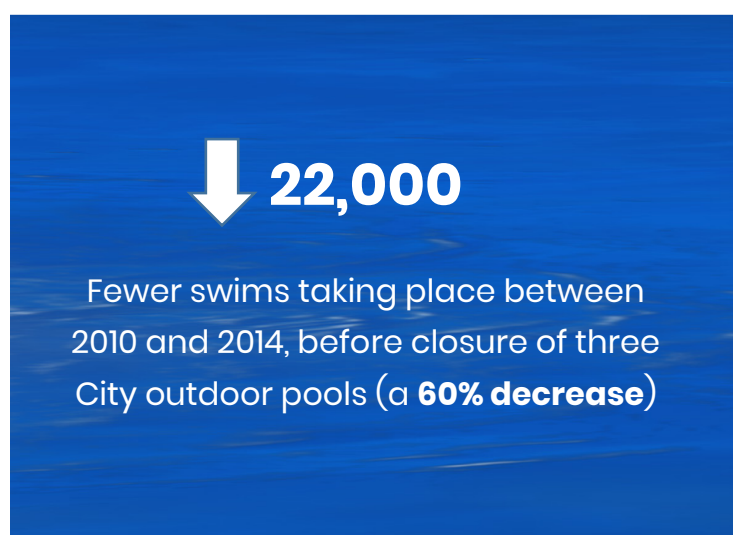


Figure 10:  
Annual Attendance by Outdoor Pool, 2017-2019

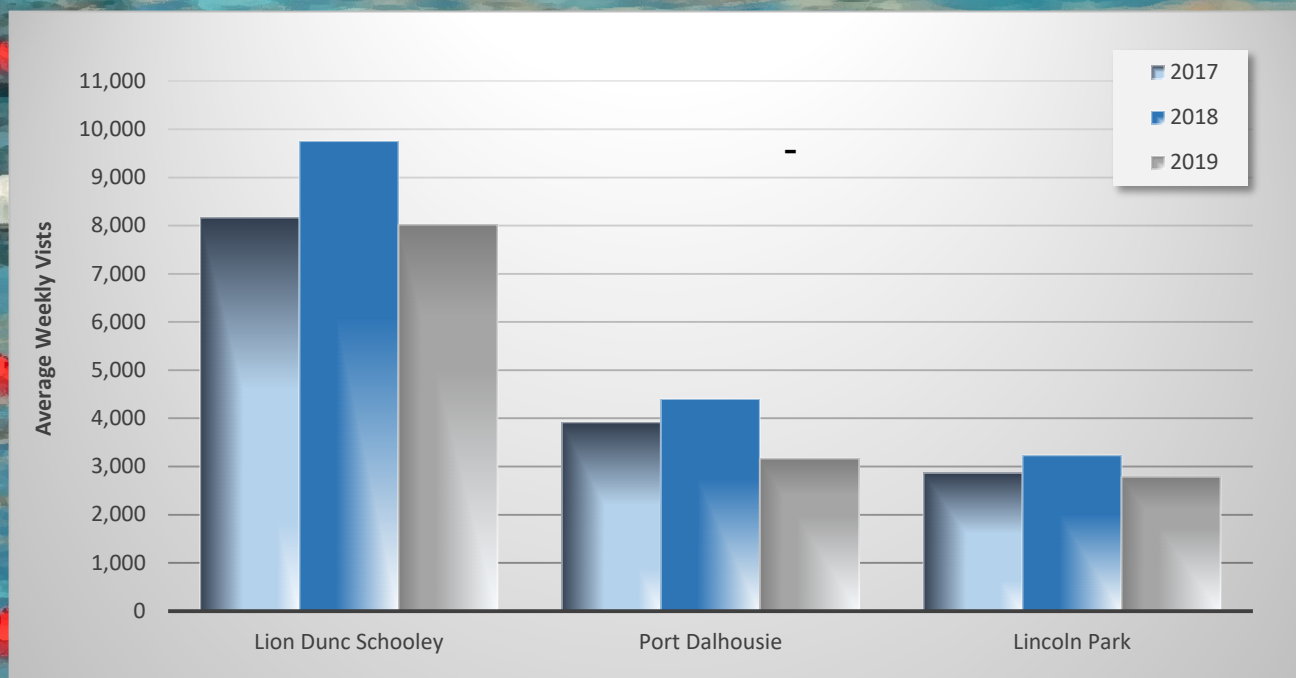
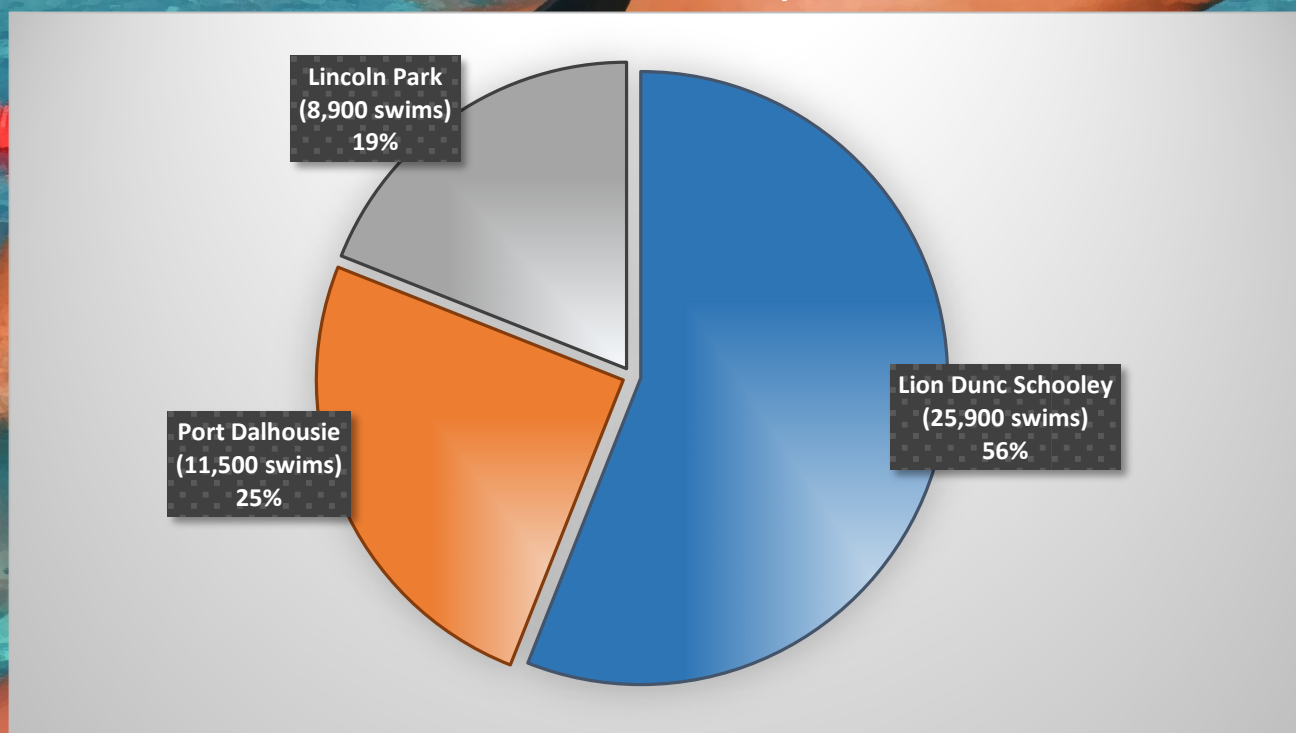


Figure 11:  
Share of Total 3-Year Attendance by Outdoor Pool, 2017-2019





Consultations reinforce residents' desires for quality facilities to be provided at different geographic scales. When asked their preference of pool size and geographic distribution, more than half (51%) of community survey respondents reported a preference for smaller, but more, outdoor pools. 35% of respondents support larger, but fewer, outdoor pools, while 14% were unsure. From a user group perspective, past consultations suggest preference for larger pools with multiple amenities from a sport and training perspective. Ultimately, consultations reinforce that different types of pools (and splash pads) are desired in accordance with the City's Aquatic Facility Classification System described in Section 2 (Table 1).

Therefore, it becomes incumbent upon the City to plan its future aquatics infrastructure in a way that balances the various needs while doing so in a fiscally-appropriate, sustainable manner. The age of each of its outdoor pools is such that they face growing challenges with respect to physical condition along with functional constraints related to programming and operations, comfort, and barrier-free accessibility.

The Community, Recreation & Culture Services Department's budget for outdoor pools and beaches is in the range of \$450,000 per year.<sup>8</sup> Estimates presented to City Council in 2020 showed that Port Dalhousie and Lion Dunc Schooley Outdoor Pools incur direct annual operating costs in the range of \$165,000 per pool per year (excludes revenues which are typically 10% to 15% of costs) along with an annual operating subsidy of \$75,000 per year for Lincoln Park Outdoor Pool where no user fees are charged.

As documented throughout the Strategy, the most pressing limitations for each outdoor pool are associated with their age and era of original construction. None of the pools meet barrier-free accessibility standards which negates or limits their use by certain members of the public. Many structural and mechanical systems are highly advanced in their lifecycle, a number of which will require attention within the next five years if pool operations are to continue and/or comply with building and health codes.

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<sup>8</sup> Shows 2020 budgeted amount for outdoor pools and beaches (pre-COVID-19). Municipal budget tracking processes presently do not isolate actual operating costs realized for each outdoor pool.

## 8 Weeks

Length of a typical operating season for the City's outdoor pools.

## \$400,000

Estimated cost of operating the three outdoor pools each year.

## 10% – 15%

Estimated percentage of costs recovered through user fees at the Port Dalhousie and Lion Dunc Schooley Outdoor Pools (*no admission fees or user-pay programs are offered at Lincoln Park Outdoor Pool*).

For the future, any outdoor pools operated by the City of St. Catharines (if proceeding with a Balanced or Status Quo Implementation Scenario identified in Section 9.0) should be classified as a Community or City-wide Aquatic Facility under the classification system described in Section 4.1 of the Aquatics Facilities Strategy. Provision of Neighbourhood Pools are discouraged given the small population base that they would serve.

The outdoor pool assessments focus upon renewal of existing infrastructure but do not envision a net addition to the supply of outdoor pools. The City has worked diligently to consolidate outdoor aquatic operations to be fiscally-responsible and ensure sustainability within the aquatics portfolio as a whole. The historical trend of declining outdoor pool usage has been well-documented through the City's previous master plans and studies, and the COVID-19 pandemic has created additional uncertainty regarding use of public spaces; as one example, a recent newspaper article points to a surge in backyard pool sales among a number of St. Catharines-based pool builders that could affect short-term and longer-term use of municipal outdoor pools.<sup>9</sup> The financial impact of the pandemic and the length of physical distancing is also likely to alter operational performance, particularly on the revenue side, as the City accommodates less people per hour in the pools and increases its cleaning/sanitizing efforts. In addition, the City's current supply of outdoor pools and splash pads (analyzed in Section 8) attains RFPMP Recommendation #19 that states at least one such facility should be provided in each political Ward of the City as shown in Figure 12.<sup>10</sup>

The pages that follow summarize results of benchmarking, the present-day operating characteristics of each of the three outdoor pools, and an analysis and action plan for outdoor pools in St. Catharines.

All outdoor pools operated by the City should fall under the Community or City-wide Aquatic Facility Classification as established in Section 4.1 of this Report.

Neighbourhood Pool classifications are discouraged.

<sup>9</sup> Howard, Gord. June 1, 2020. Swimming pool sales hit high-water mark during pandemic. *St. Catharines Standard*, Retrieved from <https://www.stcatharinesstandard.ca>

<sup>10</sup> City of St. Catharines. 2015. Recreation Facility and Programming Master Plan. p.70.



Figure 12:

# Outdoor Pools & Splash Pad Supply by Ward



## Outdoor Pool Benchmarking Analysis

Within Niagara Region only the City of Niagara Falls provides more outdoor pools than the City of St. Catharines, noting that Niagara Falls presently does not operate or program any indoor pools of its own. While St. Catharines service level is below-average compared to the Niagara municipalities that operate pools, the majority of municipalities have much smaller populations and thus their need to provide at least one pool is the reason that the regional average is lower. It also bears noting that three Niagara Region municipalities do not operate an outdoor pool. In relation to the GGH benchmarks, St. Catharines provides the highest level of service while noting that three of these municipalities no longer operate any outdoor pools.

**Table 3: Outdoor Pool Supplies in Niagara Region & Selected Mid-Size Ontario Municipalities**

Region of Niagara Lower Tier Municipality	Estimated Population	No. of Outdoor Pool Tanks*	No. of Outdoor Pool Locations	Population Per Outdoor Pool
Fort Erie	31,000	0	0	--
Grimsby	27,500	1.0	1	27,500
Lincoln	24,500	2.0	2	12,300
Niagara Falls	88,000	4.5	5	17,600
Niagara on the Lake	17,500	2.25	3	7,800
Pelham	17,000	1.0	1	17,000
Port Colborne	18,000	0	0	--
Thorold	20,000	1.5	1	20,000
Wainfleet	6,500	0	0	--
Welland	56,000	3.0	3	18,700
West Lincoln	14,500	0	0	--
<b>St. Catharines</b>	<b>137,000</b>	<b>4.0</b>	<b>4</b>	<b>39,100</b>
<b>Regional Average</b>	<b>38,000</b>	<b>1.6</b>	<b>1.7</b>	<b>19,200</b>
<b>Regional Median</b>	<b>22,200</b>	<b>1.25</b>	<b>1</b>	<b>17,300</b>

Selected Provincial Municipality	Estimated Population	No. of Outdoor Pools *	No. of Outdoor Pool Locations	Population Per Outdoor Pool
Ajax	129,500	1	1	129,500
Barrie	147,500	0	0	--
Burlington	192,500	3	3	64,200
Hamilton	570,600	10	10	57,100
Milton	115,000	1	1	115,000
Oshawa	159,500	2	2	79,700
Pickering	96,000	0	0	--
Whitby	128,500	0	0	--
<b>St. Catharines</b>	<b>137,000</b>	<b>4.0</b>	<b>4</b>	<b>39,100</b>
<b>Comparator Average</b>	<b>186,233</b>	<b>2</b>	<b>2</b>	<b>80,800</b>
<b>Comparator Median</b>	<b>137,000</b>	<b>1</b>	<b>1</b>	<b>71,900</b>

\* Undersized pools less than 200 square metres in area – such as tanks at Port Dalhousie and Lincoln Park in St. Catharines – are counted as the equivalent of half (0.5) of a standard 25 metre pool while stand-alone wading pools are counted as a quarter (0.25) of a standard pool. Thorold's multi-tank destination pool counted as 1.5 equivalents.

Notes for Tables: Supply only reflects aquatics infrastructure owned by municipalities. Estimated populations have been rounded to the nearest 500 persons while service levels have been rounded to nearest 100 persons.



## 7.2 Port Dalhousie Outdoor Pool

### Pool

#### Characteristics

Port Dalhousie Outdoor Pool is comprised of two pool tanks and a bathhouse, originally opened in 1966. The large rectangular pool is a 25 metre six lane configuration with depth ranging from 1.2 metres to 3.2 metres in the deep end. A separate small pool measures 15 x 12 metres with depth of 0.35 to 0.89 metres.

Entrance is gained via the bathhouse, located on the north side of the pool deck. Inside is a control booth, male and female changerooms, and a lifeguard office. Changerooms open onto the pool deck at the shallow end (best practice), while two filtration rooms dedicated to each pool are co-located on either side of the bathhouse.

The pool tanks and bathhouse do not meet modern accessible facility design standards. The pool water is not heated.



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



## Community Survey Results

Port Dalhousie Outdoor Pool was used by one out of four respondents, making it three times more popular than the City's two other outdoor pools. As outdoor pool usage in St. Catharines is heavily influenced by geography, the degree to which Port Dalhousie pool was used may be related to a strong survey response from residents living in the City's north end.

Three quarters of people visiting the Port Dalhousie Outdoor Pool did so 10 times or less which amounts to less than once per week over the pool's summertime operating season. This finding was consistent with the City's other pools. Approximately 60% of people making use of this pool did so because it is an affordable, fun and relaxing activity, or as a member of an aquatics club. If the City were to enhance the user experience through facility upgrades, 51% of those surveyed reported that they would be more likely to use the Port Dalhousie pool more often than they do right now.

## Stakeholder Feedback

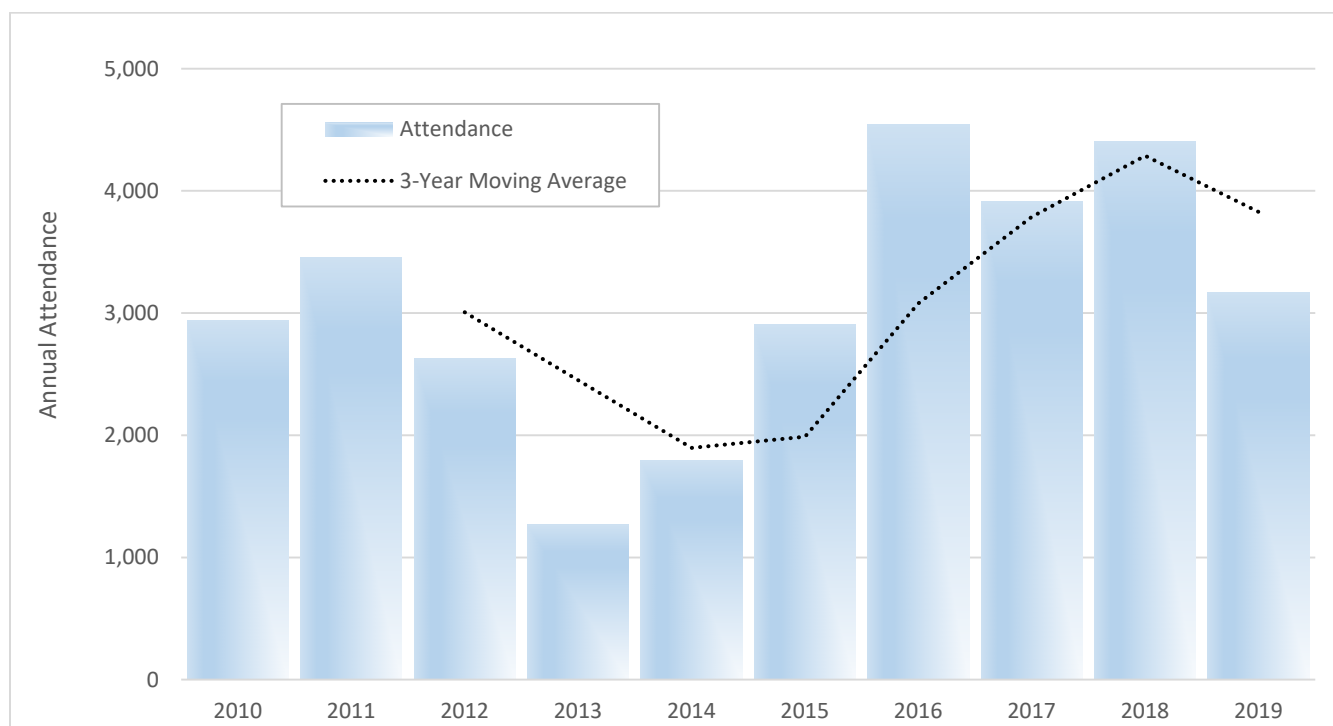
Port Dalhousie Outdoor Pool was used by a number of stakeholders responding to requests for input. The two pools provide them with flexible programming opportunities though expressed desires for a modern aquatics experience through pool and bathhouse improvements. Heated water was also a common request, echoing comments received through the community survey and discussions with City staff.

## Programming & Utilization

Port Dalhousie Outdoor Pool is typically in service eight weeks each year, generally opening in the last week of June and running until the end of August. The large pool is programmed for length swims, registered lessons, and leisure swims while the small pool is used exclusively for leisure swims due to its shallow depth and size/configuration. YMCA and other camp programs also take place throughout the week.

Annual attendance has been trending upwards since reaching a low in 2013, driven by the introduction of camp programs and rentals by the Garden City Aquatic Club in 2015. A drop-off in 2019 attendance could be explained by the YMCA ceasing to run its lessons and camps while peaks in 2016 and 2018 could be partially attributed to multiple heat alerts issued by the Region.

**Figure 13: Port Dalhousie Outdoor Pool 10-Year Historical Attendance, 2010–2019**



Note: 2020 excluded due to a shortened operating season resulting from the COVID-19 pandemic

Source: City of St. Catharines, 2020



**Capital &  
Operating  
Information**

Site observations reveal that the pool tanks and deck are in poor condition; removal and replacement is a short-term priority, potentially within the next year or two if the City intends to continue operating this location. The bathhouse also appears to be in an advanced lifecycle state and does not meet barrier-free accessibility standards in a number of areas.

In July 2020, City Council requested staff to estimate the operating cost of the pool to inform a decision whether to re-open during the COVID-19 pandemic. Staff have estimated direct costs attributable to pool operations at approximately \$165,000 for the 8-week period.

**Analysis &  
Future Actions**

Port Dalhousie Outdoor Pool has serviced the north end of St. Catharines for more than 50 years. With the SKAC and Bogart Street Splash Pad having been constructed in the past 8 years, historical pressures at Port Dalhousie's outdoor pool have been considerably reduced with the introduction of more choices for north-end residents (along with the City's three beaches spread along the Lake Ontario shoreline).

As an indication of its usage capacity, Port Dalhousie Outdoor Pool attracts less than 40% of the number of visits than the Lion Dunc Schooley Outdoor Pool which has a similarly-sized, two-tank configuration. It can be reasonably stated that the Port Dalhousie Outdoor Pool is underutilized and in recent years has lost external programs, camps and other rentals.

Aerial imagery illustrates strong competition from many backyard pools within its catchment area as well as from the SKAC and splash pads at Lester B. Pearson Park and Bogart Street Park. Mapping based on Census and Region of Niagara indicators point to a greater degree of affluence in Port Dalhousie and other areas north of the QEW, suggesting these residents have greater mobility to access aquatic services within their immediate communities and beyond. On this basis alone, Port Dalhousie Outdoor Pool is not considered to provide the same degree of access or attain inclusionary-related benefits for marginalized residents as would the Lincoln Park and Lion Dunc Schooley Outdoor Pools.

It can be reasonably stated that Port Dalhousie Outdoor Pool is underutilized. The Port Dalhousie Outdoor Pool attracts less than 40% of the number of visits as the similarly sized Lion Dunc Schooley Outdoor Pool, and has lost external programs and other rentals in recent years.

**Analysis &  
Future Actions  
(continued...)**

Three options are presented for the City's consideration in conjunction with the ongoing costs of replacement and operation.

**Option 1: Replace the pool tanks and pool deck in their current configuration,** albeit with barrier-free accessibility improvements added and certain comfort improvements such as pool heating.

**Option 2: Construct a new leisure/lap hybrid pool design.** This option would be a re-imagination of the pool and property that may integrate traditional swimming uses with water play elements.

**Option 3: Permanently decommission the pool and bathhouse, and replace them with a splash pad.**

For Options 1 and 2, redevelopment or a complete redevelopment of the bathhouse would be required to accommodate barrier-free requirements as well as potentially expand the mechanical rooms. A rebuild and relocation of the bathhouse would be optimal to offer greater shade and reduce glare off the water, though there may be site constraints due to available space and setbacks from adjacent residences to the south. There will also be a cost to replace mechanical equipment as major redevelopment could trigger building code and health regulations to be addressed (i.e. grandfathering existing equipment may not be possible).

As such, Options 1 and 2 could involve a costly approach, particularly if triggering a complete redevelopment of the site in addition to the pool and bathhouse. Depending upon the size and scale of the design associated with Option 2, an alternative site in Port Dalhousie may need to be considered particularly if parking lot needs to be expanded thereby bringing land acquisition costs into the equation as well as development restrictions associated with the Heritage Conservation District designation applied through by-law to the area.

Based on recent pool builds in other municipalities, total capital costs of Option 1 and 2 could range anywhere from \$1 million to \$5 million for replacement and reconstruction activities (the number will depend on site specific factors along with the chosen design). For Option 1, it would be safe to assume that the current operating cost would be similar to the \$165,000 annually incurred through tax-funded support. There may be certain revenue gains if attendance or rentals increase, along with the potential to reduce energy/water costs with more efficient mechanical systems. The operating cost associated with Option 2 are more difficult to assess until size, configuration and design components are more fully defined.

The City could realize net annual cost savings with Option 3 that could be sizeable over the lifecycle associated with an outdoor pool.

That said, there is a sentimental value that is not easily measured in dollars and cents

If proceeding with Option 3, the City would continue to comply with RFPMP Recommendation #19 so long as the splash pad that replaces the pool is constructed in the Port Dalhousie Ward boundary. The cost of splash pads tends to range from \$300,000 to \$600,000 depending on their size and design, and operating costs would be substantially lower than an outdoor pool if continuing to use a flow-through water supply system.

Ceasing pool operations would allow the City to reinvest proceeds from capital replacement and operating cost savings in other areas of the local aquatics system. For example, the City's fiscal ability to support an enhanced splash pad design in Port Dalhousie, potentially employing a more environmentally progressive recirculating system (also described in Section 8.6), would be made easier if redirecting capital and operating costs from a pool considered to be underutilized.

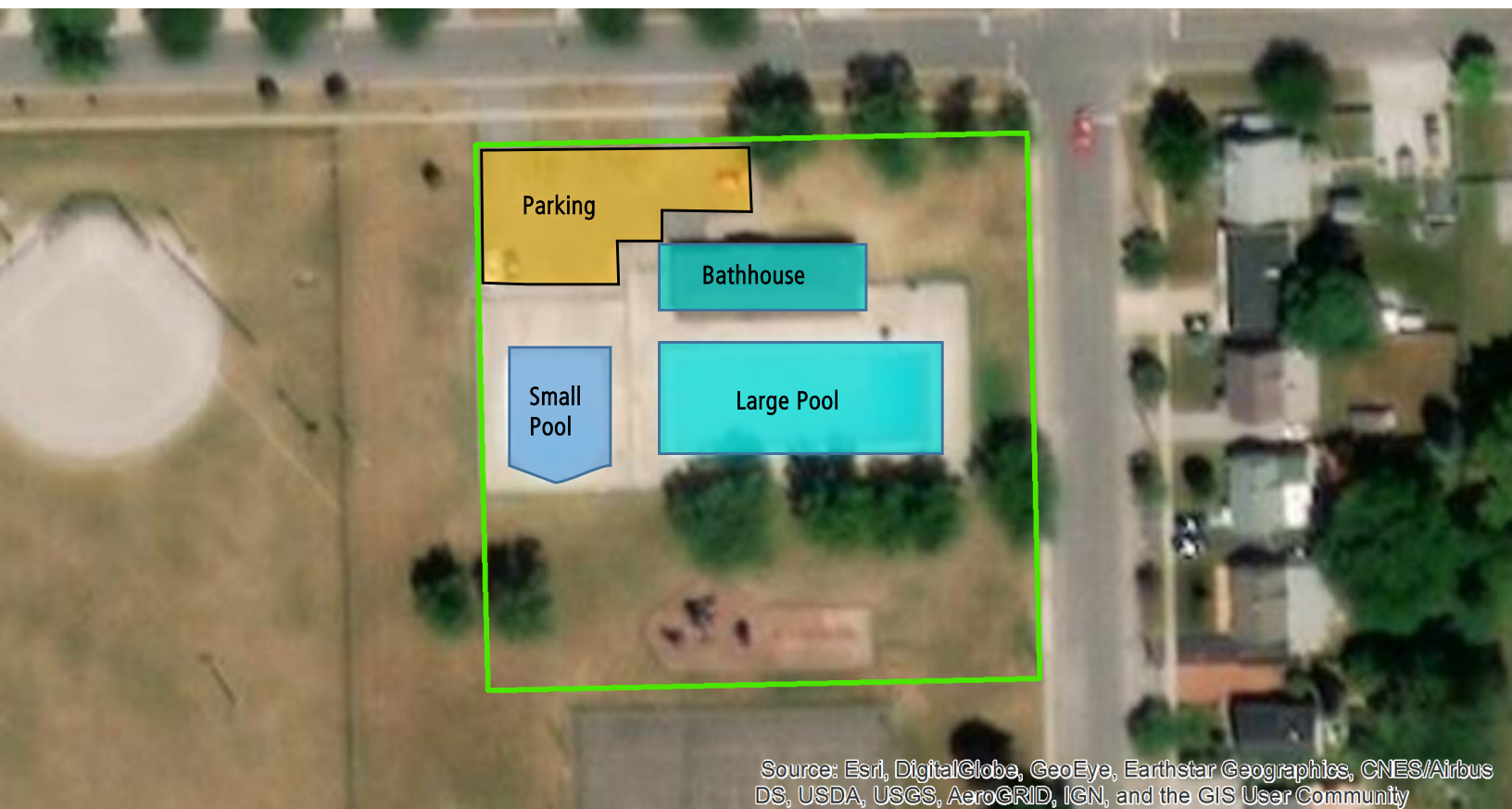
In addition, the City could realize net annual cost savings on the capital and operating side by transitioning service from a large pool to splash pad; savings would amount to hundreds of thousands of dollars (if not more) over the 40-year lifecycle typically associated with an outdoor pool. That said, there is a dedicated base of swimmers that make use of the Port Dalhousie Outdoor Pool that cannot go unrecognized. With generations of residents having learned to swim or formed community bonds at this pool, there is a sentimental value that is not easily measured in dollars and cents.

With the need for a new indoor pool looming on the horizon (see Section 6.3), financial sustainability of the local aquatics system is of paramount importance and development of such would further increase the redundancy and inefficiency of the Port Dalhousie Outdoor Pool. As such, it is the recommendation of this Aquatic Facilities Strategy that Option 3 be chosen and implemented through the Balanced and Refocused Scenarios presented in Section 9.0 of this report.

### 7.3 Lion Dunc Schooley Outdoor Pool

**Pool Characteristics** Lion Dunc Schooley Outdoor Pool is comprised of two pool tanks and a bathhouse. The large rectangular pool is a 25 metre six lane configuration with depth ranging from 0.87 metres to 2.29 metres in the deep end. A separate small pool measures 15 x 14 metres with its beach entry gradually sloping towards a maximum depth of 1 metre.

Entrance is gained via the bathhouse, located on the north side of the pool deck. Inside is a small cash counter, male and female changerooms, one small universal change room, and a lifeguard office. Changerooms open onto the pool deck, roughly in the middle of the large pool, while the filtration room is co-located with the bathhouse. The pool water is not heated.



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



## Community Survey Results

8% of the sample reported use of the Lion Dunc Schooley Outdoor Pool, noting that 13% of the survey sample live in south-east St. Catharines which is where this pool is located. One out of four Lion Dunc Schooley Outdoor Pool users stated that it provides an affordable, fun and relaxing activity or is a place where they cool down on hot days.

It is noteworthy that even if the City were to undertake improvements to enhance the Lion Dunc Schooley Outdoor Pool, 59% of respondents reported that they would still not make use of the facility; this could be related to willingness to travel based upon the aforementioned point regarding geographic distribution of survey responses.

## Stakeholder Feedback

The appeal of Lion Dunc Schooley Outdoor Pool is aligned with its role as part of the Merritton Community Park campus. The co-location of the pool onsite with the Merritton Arena, ball diamonds, tennis courts and playground make it a true hub of community activity. Certain people noted the park's large size is conducive to providing an expanded/redeveloped pool and creates an opportunity to improve the aquatics experience.



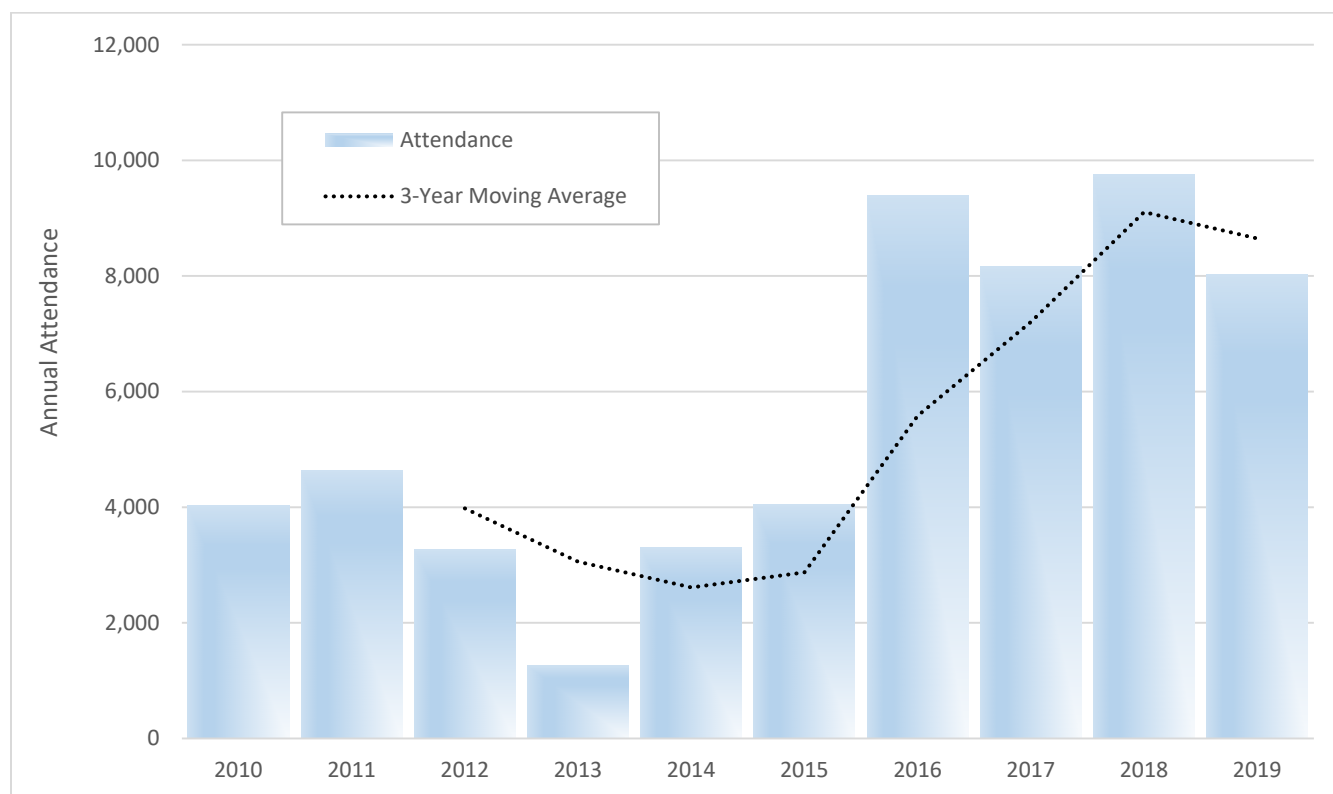


## Programming & Utilization

Lion Dunc Schooley Outdoor Pool is typically in service 9 weeks each year, opening in the last week of June and running until the Labour Day weekend. The large pool is programmed for length swims, drop-in and registered lessons, and leisure swims. The small pool is used exclusively for leisure swims due to its shallow depth and size/configuration. City camps also make use of both pools.

Annual attendance has been trending upwards since reaching a low in 2013, driven by the introduction of camp programs in 2015 which now account for approximately 40% of visitors. The closure of three municipal pools in 2015 also had an effect while the number of heat alerts issued in 2016 and 2018 can partially be attributed to above average attendance. With attendance of over 8,000 swims in 2019, Lion Dunc was the busiest outdoor pool in terms of attendance and accommodating 57% of all visits to municipal outdoor pools. In 2019, an above average number of swims in the large pool offset loss of certain YMCA camp programs.

**Figure 14: Lion Dunc Schooley Outdoor Pool 10-Year Historical Attendance, 2010-2019**



Note: 2020 excluded as the pool was closed due to the COVID-19 pandemic

Source: City of St. Catharines, 2020

**Condition &  
Operating  
Information**

Site observations and review of municipal documentation suggest that the pool tanks and associated mechanical systems are reaching end of useful life while the deck is showing signs of aging. Condition improvements would be prudent in the next 1 to 2 years.

While City Staff have not compiled an estimate for this pool given it is closed in 2020 due to COVID-19, its similar scale of design to the Port Dalhousie Outdoor Pool could reasonably infer an annual operating in the range of \$165,000 (see Section 7.2).

**Analysis &  
Future Actions**

As the busiest outdoor pool by attendance that contributes to the multi-seasonal experience at Merritton Community Park and has historical value as the first pool in the City, there is strong rationale in continuing to operate Lion Dunc Schooley Outdoor Pool. Just as importantly, the pool services a number of south-end communities including areas that exhibit a number of quantifiable 'vulnerability' measures (see Section 2); such residents may not be otherwise able to access swimming opportunities due to their distance – particularly transit users – from the SKAC, Port Dalhousie Outdoor Pool and City beaches.

With the outdoor pool tanks nearing the end of their life expectancy and mechanical systems not meeting a number of current health and building codes, replacement of Lion Dunc Schooley Outdoor Pool can be supported should the City proceed with the Balanced Scenario discussed in Section 9.4 of this report's Implementation Strategy. Given the historical importance and strong use at the site, a fulsome re-imagination of the outdoor pool would be recommended under the Balanced Scenario with consideration given to a hybrid tank design that combines leisure swimming areas with more traditional lap/deeper water elements. Any redesign should also consider re-orientation of the bathhouse to the south side of the pool (to provide shade on-deck and reduce glare for lifeguarding) along with interactive spray features and other water play elements such as a slide.

## 7.4 Lincoln Park Outdoor Pool

**Pool Characteristics** The Lincoln Park Outdoor Pool is a small pool measuring 15 x 12 metres with depth ranging from 0.35 to 0.89 metres. The pool was constructed in the mid-1970s and last underwent a major renewal in 1997.

Entrance to the pool is through a perimeter gate with the small changeroom and mechanical building accessed only from the deck. There are no showers while the pool and changerooms do not meet accessible facility design standards (there is a narrow step running the width of the pool). The pool water is not heated.

**Community Survey Results** The outdoor pool at Lincoln Park received use from 7% of survey respondents, over half of whom do so because it offers fun, relaxing and affordable activities as well as to spend time with family and friends.

Even if the City were to undertake improvements to enhance the Lincoln Park pool, 60% of respondents reported that they would still not make use of the facility.

**Stakeholder Feedback** Little feedback was received regarding Lincoln Park Outdoor Pool apart from its relative importance in serving an area of the City that some characterize as exhibiting a greater degree of marginalization. No stakeholders submitting a feedback form reported use of this pool.



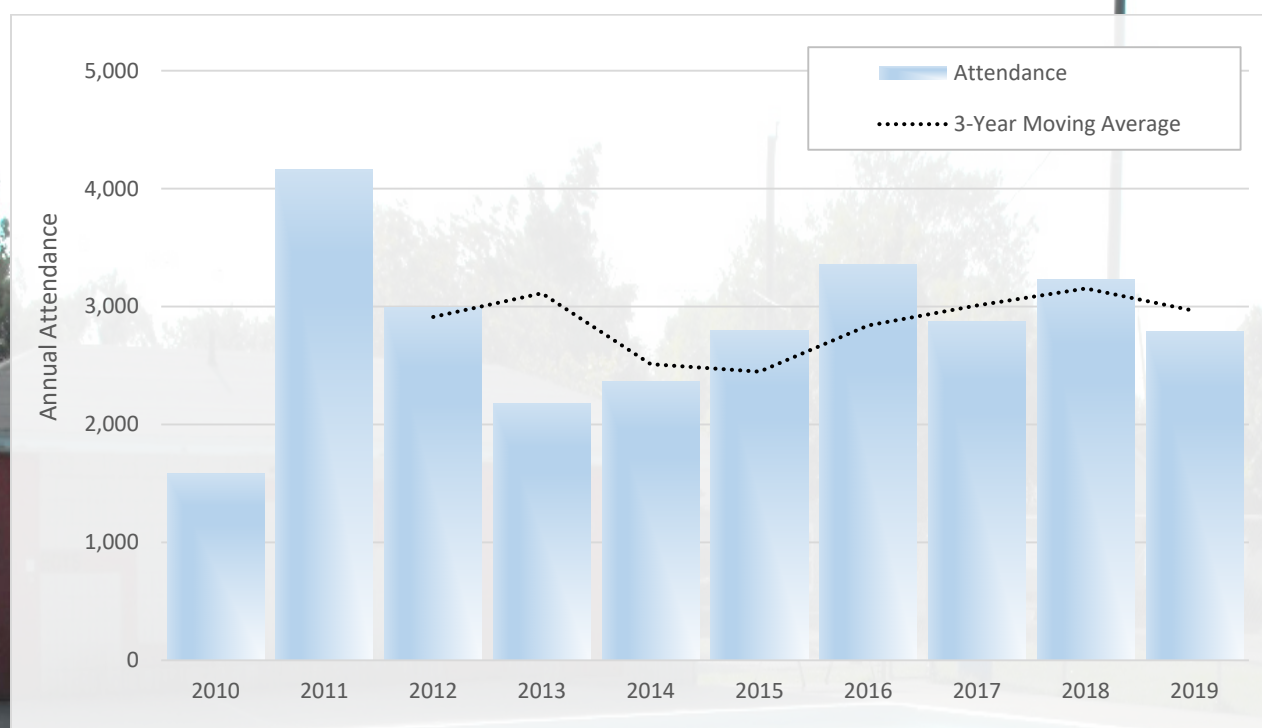


## Programming & Utilization

Lincoln Park Outdoor Pool is typically open for the 8 weeks between the last week of June and the end of August. It is used exclusively for leisure swims as its design is not conducive to lessons or other registered programs. The City does not charge an admission fee as the pool's function is relegated to cool down activities similar to a wading pool or splash pad (which tend to be free of charge). The vast majority of pool users are children under the age of 10.

Lincoln Park pool receives the fewest visitors as its design encourages a highly localized level of use in the absence of programming, deep water and vehicular parking. As such, its catchment largely encompasses neighbourhoods immediately surrounding the park. There were 2,800 visits to the pool in 2019 similar to its 10-year average though attendance has been trending slightly upwards in the past five years part of which could be attributable to the above-average number of heat alert days issued by the Region in 2016 and 2018.

**Figure 15: Lincoln Park Outdoor Pool 10-Year Historical Attendance, 2010–2019**



Note: 2020 excluded as the pool was closed due to the COVID-19 pandemic

Source: City of St. Catharines, 2020

## **Capital & Operating Information**

Site observations reveal that the pool and deck are in poor condition, while filtration does not meet regulations. In conjunction with issues identified by City staff and in past condition assessments, this pool would benefit from a complete replacement if the City intends to retain a pool at this location.

In July 2020, City Council requested staff to estimate the operating cost of the pool to inform a decision whether to re-open during the COVID-19 pandemic. Staff have estimated direct costs attributable to the pool's operations at approximately \$75,000 for the 8 week period.

## **Analysis & Future Actions**

Of the three outdoor pools, Lincoln Park has the greatest functional and operational limitations. Its mechanical system does not meet the requirements of a Class A pool and upgrades would be challenging based on current site configuration. It would appear that a complete redevelopment of the pool is the most feasible way to address the lifecycle, barrier-free and compliance-related challenges.

However, the small size of the Lincoln Park and close setbacks to adjacent properties challenges redevelopment and/or expansion potential. Improved barrier-free accessibility usually requires larger building footprints, while the ability to improve amenities and on-site parking for the pool would consume a greater area. Even if rebuilding the pool with a similar design specification as is currently in place, the City would face similar challenges in not being able to program the pool for much apart from drop-in wading-type swims. A smaller pool, even if rebuilt, would still potentially receive a lower level of use relative to the other outdoor pools as it would continue to primarily service a highly localized catchment area (primarily residents in walking distance). This begs the question as to whether the City can reasonably expect to generate value from the financial investment that would be required.

The greatest benefit of Lincoln Park Outdoor Pool lies in its ability to service an area of St. Catharines that is categorized as 'vulnerable' based upon a number of quantifiable measures. However, the outdoor pool's value as a community service is diminished by its inability to offer learn-to-swim classes or other programs, and thus the pool is essentially a cool-down facility akin to the nearby West Park splash pad. West Park splash pad is a 15 to 20 minute walk from Lincoln Park, and thus the outdoor pool in its current state is arguably redundant given it services a similar geographic area.

Lincoln Park Outdoor Pool's greatest benefit lies in its ability to service an area of St. Catharines that can be categorized as vulnerable.

Unfortunately, it has the most functional and operational limitations in the local aquatics system. The pool's 'value' to the community is also diminished since its design cannot accommodate learn-to-swim classes, nor is it accessible to persons with disabilities.



Therefore, replacement of Lincoln Park Outdoor Pool with a new pool that has the same functional and programmatic limitations as the current facility is not recommended. Therefore, closing the pool is supported through the Balanced and Refocused Scenarios presented in Section 9.0 of this report so long as a splash pad is constructed to replace it. Providing a splash pad at Lincoln Park would result in servicing populations living beyond a 20 minute walk of West Park, retaining a degree of equity in the neighbourhood and particularly to those residents that do not have access to their own vehicle.

## **7.5 Outdoor Pools – Potential Opportunities & Directions**

- #2 Decommission the Port Dalhousie Outdoor Pool and redirect financial resources that would have otherwise been spent on redevelopment, renewal and ongoing operating towards the splash pad recommended in the Port Dalhousie Ward and the new indoor aquatic centre that are being recommended through this Aquatic Facilities Strategy.
- #3 If proceeding with the Balanced Implementation Scenario identified in Section 9.4 of this Aquatic Facilities Strategy, the Lion Dunc Schooley Outdoor Pool and bathhouse should be replaced and redeveloped, preferably employing a single tank design that employs leisure and lap/deeper water swimming areas, along with water play features.
- #4 If proceeding with the Balanced Implementation Scenario (Section 9.4) or Refocused Implementation Scenario (Section 9.5) identified in this Aquatic Facilities Strategy, the City should decommission the Lincoln Park Outdoor Pool and replace it with a splash pad.









## Section 8:

# Splash Pad Analysis

### 8.1 Overview of Splash Pads

The City of St. Catharines was an early adopter of splash pads, recognizing in the early 2000s that residents were seeking a different aquatics experience. That long-range view proved to be progressive and in line with best practices, even to this day, as more municipalities embrace the water play opportunities within their parks' systems. Over the past 15 years, the City has built up its supply of splash pads so that four such facilities are located across St. Catharines.

Although the drop-in and non-programmed nature of splash pads makes it difficult to accurately record total attendance levels, the Community, Recreation & Culture Services Department is once again taking a progressive stance to monitoring how its splash pads are being used by conducting spot checks throughout the season. This information will inform future decisions such as when the City should reinvest in existing and new splash pads, and what scale of design is required; many other municipalities are only starting to contemplate similar practices while St. Catharines has been doing this for a number of years. Since 2017, Department Staff have recorded over 25,000 visits to local splash pads noting that this number is likely much higher due to the nature of spot-check observations and the addition of two new splash pads in 2018 will likely drive greater attendance numbers for the future.

# 25,000

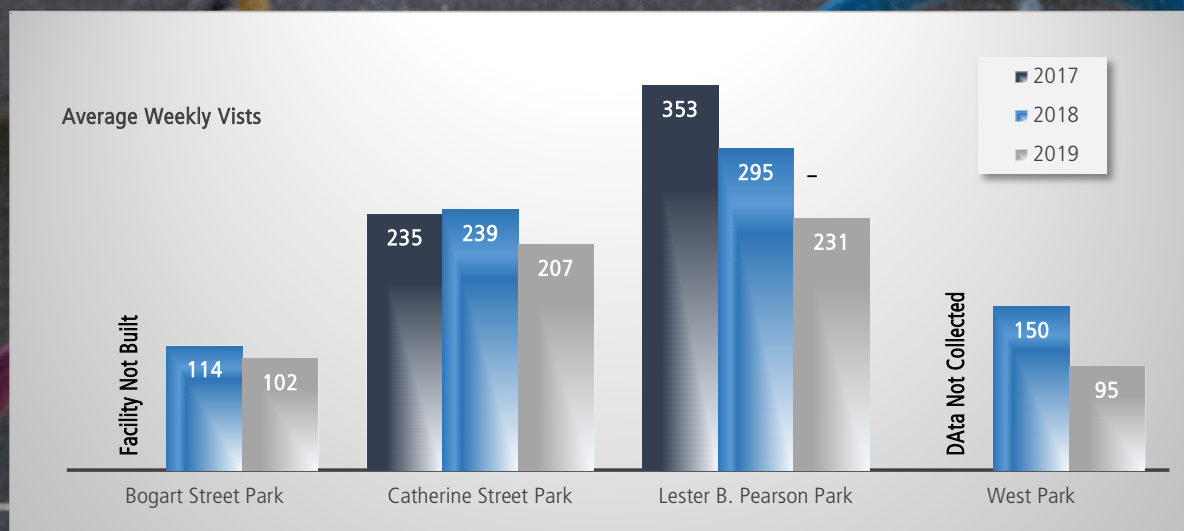
Visits recorded through spot checks carried out by City Staff at local splash pads since 2017.

Consultations suggest that the public values splash pads and that these are popular facilities. 40% of households responding to the Aquatic Facilities Strategy community survey visited a City of St. Catharines splash pad in the past two years, largely doing so to cool down on hot days, and because splash pads enable fun, relaxing and affordable experiences. In a typical summer, between 30% and 50% of people using a splash pad reported using them once a week or more (depending on the location) while between 48% and 68% reported usage of once a month or less. In addition, 14% of survey respondents have used a splash pad in another municipality.

The City's spot-checks support public and stakeholder feedback pointing to the Lester B. Pearson Park splash pad as the most popular in the municipal supply (Figure 16). That being said, strong levels of use in the peak of summer are also observed at Catherine Street Park and attendance can be expected to increase at West Park and Bogart Street Park as more residents become aware of the existence of these new splash pads.



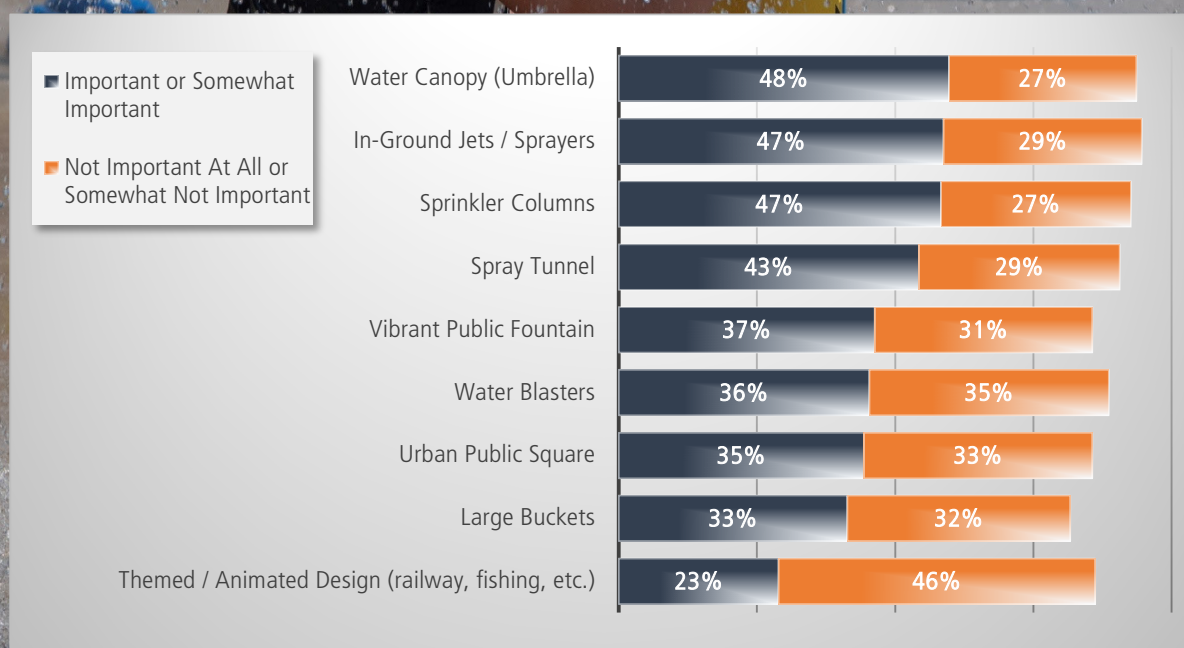
Figure 16:  
Average Weekly Peak Season Visits by Splash Pad, 2017–2019



Notes: Peak season spans the last week of June through to the last week of August. Statistics reflect the number of users present at times at which City staff were present to record data, and thus should not be construed as being based on total attendance. Visits to splash pads in a given year are influenced by weather related factors including heat alerts and rain days.

Source: City of St. Catharines splash pad monitoring activities, 2017–2019

Figure 17:  
Requested Splash Pad Amenity Features



Source: Aquatics Facilities Strategy Community Survey



Each of the City's splash pads serve the Community-level catchment area established in the Aquatic Facility Classification in Section 2 of this report. Each park provides a number of water-play features ranging from jets, sprayers and misters while their respective parks have vehicular parking, benches and shade (the latter through shelters and/or tree plantings). Dedicated washroom buildings are available at two splash pads while the other two splash pads provide washroom access via their adjacent community centre buildings. All of the splash pads are considered to be accessible to persons with disabilities with their concrete surfacing and internal pathways providing access from park entrances and parking lots to the splash pads.

The City of St. Catharines has doubled its splash pad supply in the past three years, bringing it closer to recommended service levels adopted by a number of municipalities across the Greater Golden Horseshoe (Table 4). When looking at service level by population, there is one splash pad per 3,100 St. Catharines children up to the age of 9.

Since the splash pad supply is oriented to servicing Community-level catchments, geographic distribution must be factored in tandem with population-based service levels. The size of the four splash pads range from 2,600 square feet to 4,000 square feet which reflects the geographic scale of their catchment, particularly when considering the number of water play features within them (the City's newer splash pads actually fit more water play elements per square foot than the older ones).

## Splash Pad Benchmarking Analysis

While St. Catharines provides more splash pads on average than Niagara Region municipalities, service levels by population are lower due to smaller population counts in those comparators. In relation to GGH benchmarks, St. Catharines provides a lower level of provision measured against total population; however, the City is arguably providing an efficient level of service based on the primary users of splash pads who are typically under 10 years of age. It also bears noting that certain GGH municipalities provide basic waterplay elements that serve a small catchment (e.g. the surrounding neighbourhood) which inflates their supply relative to municipalities focusing on larger-scale, costlier facilities that serve a larger geographic area.

**Table 4: Splash Pad Supplies in Niagara Region & Selected Mid-Size Ontario Municipalities**

Region of Niagara Lower Tier Municipality	Estimated Population	No. of Splash Pads	Population Per Splash Pad (all ages)	Population Per Splash Pad (ages 0 to 9)
Fort Erie	31,000	4	7,700	700
Grimsby	27,500	1	27,500	3,100
Lincoln	24,500	3	8,200	900
Niagara Falls	88,000	7	12,600	600
Niagara on the Lake	17,500	1	17,500	1,300
Pelham	17,000	0	--	--
Port Colborne	18,000	1	18,000	1,600
Thorold	20,000	6	3,300	300
Wainfleet	6,500	0	--	--
Welland	56,000	3	18,700	1,700
West Lincoln	14,500	1	14,500	1,900
<b>St. Catharines</b>	<b>137,000</b>	<b>4</b>	<b>34,200</b>	<b>3,100</b>
<b>Regional Average</b>	<b>38,125</b>	<b>3</b>	<b>16,200</b>	<b>1,500</b>
<b>Regional Median</b>	<b>22,250</b>	<b>2</b>	<b>16,000</b>	<b>1,400</b>

Selected Provincial Municipality	Estimated Population	No. of Splash Pads	Population Per Splash Pad (all ages)	Population Per Splash Pad (ages 0 to 9)
Ajax	129,500	6	21,600	2,600
Barrie	147,500	2	76,600	8,500
Burlington	192,500	7	27,500	2,800
Hamilton	570,600	68	8,400	800
Milton	115,000	14	8,200	1,100
Oshawa	159,500	6	26,600	3,000
Pickering	96,000	2	48,000	4,700
Whitby	128,500	15	8,600	1,100
<b>St. Catharines</b>	<b>137,000</b>	<b>4</b>	<b>34,200</b>	<b>3,100</b>
<b>Comparator Average</b>	<b>186,233</b>	<b>14</b>	<b>28,900</b>	<b>3,100</b>
<b>Comparator Median</b>	<b>137,000</b>	<b>6</b>	<b>26,600</b>	<b>2,800</b>

Notes for Tables: Supply only reflects aquatics infrastructure owned by municipalities, and includes multi-use water features (e.g. fountains that allow waterplay). There are variations in the size and scale of splash pads listed depending upon their catchment area (i.e. municipally-wide, community, or neighbourhood), thus splash pads do not accommodate the same usage capacities. Estimated populations have been rounded to the nearest 500 persons while service levels have been rounded to nearest 100 persons. Service levels for ages 0 to 9 are based upon 2016 Census figures for each respective municipality.

## 8.2 Bogart Street Park

<b>Splash Pad Characteristics</b>	<p>Bogart Street Park splash pad opened in 2018, employing a nautical theme featuring a mix of sprayers, geysers and a loop on a concrete pad. Comfort amenities include bench seating, shade shelter and a recent renovation to the adjacent Port Weller Community Centre included a universal washroom that provides exterior access to splash pad users.</p> <p>The splash pad occupies a total surface area of approximately 3,100 square feet (290 square metres). It is in excellent condition as a relatively new splash pad, and thus should have ample service life remaining.</p>
<b>Community Survey Results</b>	<p>The Bogart Park splash pad had reported usage of 14%. Approximately half of those reporting use visited the splash pad at least once per week.</p>
<b>Stakeholder Feedback</b>	<p>No feedback specific to Bogart Street Park splash pad was received from stakeholders.</p>
<b>Usage</b>	<p>Based on spot checks carried out at specific times, City staff observed an average of 102 users per week during the 2019 peak season (late June through August).</p>





## 8.3 Catherine Street Park

### **Splash Pad Characteristics**

The splash pad at Catherine Street Park has been in operation since 2006 and sits adjacent to Russell Avenue Community Centre. In-ground and above-ground features such as jets, tipping buckets, water blasters, and a spray loop are housed on a concrete pad. Park benches are installed on the periphery while washrooms can be accessed by way of the community centre during regular hours of operation.

The splash pad occupies a total surface area of approximately 2,600 square feet (240 square metres).

### **Community Survey Results**

The Catherine Street Park splash pads had reported usage of 17% with approximately two out of three community survey users typically visiting the splash pad once a month or less in a summer.

### **Stakeholder Feedback**

No feedback specific to Bogart Street Park splash pad was received from stakeholders. City staff indicated some challenges due to water run-off from the splash pad and certain water play components having age-related issues.

### **Usage**

Spot checks by City staff recorded an average of 205 users per week during the 2019 peak season (late June through August).





## 8.4 Lester B. Pearson Park

### **Splash Pad Characteristics**

Opened in 2006 with an 'Old West' theme, the splash pad at Lester B. Pearson Park has a concrete surface featuring a combination of five above-ground water play elements plus in-ground geysers. Comfort amenities include a dedicated male-female washroom building, park benches, along with shade from mature trees and a shelter shared with other park users. Lester B. Pearson Park is co-located with the SKAC.

The splash pad occupies a total surface area of approximately 4,000 square feet (370 square metres).

### **Community Survey Results**

The splash pad at Lester B. Pearson Park was the most popular splash pad among the survey sample, used by one out of every three respondents that typically visit once a week or more in a summer. This splash pad, combined with the very high reported level of use of the SKAC, reinforces the view that the entire site is a prominent year-round destination for aquatic activity in St. Catharines.

### **Stakeholder Feedback**

Stakeholder feedback was limited though the co-location with the SKAC and other park amenities were noted benefits. City staff indicate that there are some areas of the surface that are more prone to slipping when wet.

### **Usage**

City staff observed an average of 230 users per week during late June through August 2019. This supports staff observations and community survey results that point to Lester B. Pearson Park as the most visited splash pad in St. Catharines.





## 8.5 West Park

### **Splash Pad Characteristics**

The West Park splash pad features a total of seven above-ground water play elements along with in-ground geysers.

The splash pad occupies a total surface area of approximately 2,800 square feet (260 square metres). As a relatively new splash pad constructed in 2017, it is in excellent condition.

### **Community Survey Results**

The West Park splash pad was used by just 6% of the sample, possibly because it is a relatively new facility that some residents may not be aware of. This was the only splash pad whose surveyed users stated its affordability as the primary reason for use, though its fun and cooling factor were also top reasons. Approximately half of reported users visit this splash pad at least once a week in a typical summer.

### **Stakeholder Feedback**

No feedback specific to West Park splash pad was received from stakeholders.

### **Usage**

Spot checks by City staff observed an average of 95 users per week during late June through August 2019.



## 8.6 Future Splash Pad Needs

### Port Dalhousie Ward

With the development of the Bogart Street Splash Pad, every political Ward in St. Catharines now has either an outdoor pool or splash pad, fulfilling RFPMP Recommendation #19.<sup>11</sup> While the RFPMP geographic standard has been addressed, St. Catharines' population of children under 10 years is projected to increase by 3,000 persons by the year 2031.<sup>12</sup> In addition to the RFPMP's Ward-based standard, the need for one additional splash pad is forecasted over the next 10 years in order to maintain the City's present service level of 1 splash pad per 3,000 children and keep it in line with generally accepted standards in many municipalities. In light of aquatic trends, usage preferences and community input gathered through the Aquatic Facilities Strategy, RFPMP Recommendation #19 should be slightly adjusted whereby one splash pad is provided within each political Ward of the City.

With Potential Opportunity & Direction #2 of the Aquatic Facilities Strategy recommending decommissioning of the Port Dalhousie Outdoor Pool, the new splash pad should be built in the Port Dalhousie Ward. Doing so will ensure that the RFPMP Recommendation continues to be retained while maintaining the above noted population-based service level. The significant costs associated with renewal or complete redevelopment of the outdoor pool (the other options identified in that assessment) could be redirected to the splash pad and would likely result in net cost savings to the City that could also be allocated to other aquatic infrastructure deficits.

A splash pad will also provide a safe alternative for children and caregivers to cool down and experience water, particularly among those that may not have the comfort, skill or ability to swim in Lake Ontario. It is recommended that the splash pad be designed to reflect the higher usage capacity that can be expected if located in proximity to a high foot-traffic area and thus would likely be well positioned as a City-wide aquatic facility per the classification system articulated in Section 2 of this report.

An appropriate location within the Port Dalhousie Ward will need to be selected after careful consideration of the suitability of existing parks (e.g. available space, infrastructure servicing requirements, parking, etc.) and, if necessary, other civic properties or new lands that need to be assembled. A splash pad in Port Dalhousie can be contemplated using the City's traditional template (e.g. buckets, sprayers, colourful fixtures, etc.) or alternatively using a public art/public fountain approach that could complement the character of the Port Dalhousie Heritage District or the historical arts and cultural roots of the area. There are a number of municipalities that have designed water play and cooling amenities using urban design principles rather than park design

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<sup>11</sup> City of St. Catharines. 2015. Recreation Facility and Programming Master Plan. p.70.

<sup>12</sup> Ibid. Regional Municipality of Niagara, Draft Population Forecasts.



standards, oftentimes integrating them into public plazas or other civic spaces (e.g. Celebration Square in Mississauga, Riverwalk Commons in Newmarket, Ivey Park in London, etc.).

### **Examples of Water Play & Cool Down Features using Urban Design Principles**



Celebration Square, Mississauga



Ivey Park, London



Newmarket Riverwalk Commons

### **Lincoln Park Splash Pad**

As discussed in Section 7.4, replacement of the Lincoln Pool Outdoor Pool with a splash pad is recommended so that residents in areas surrounding Lincoln Park continue to have access to a cool-down opportunities and benefit from an enhanced waterplay experience. The splash pad design could form part of a broader park redevelopment project given that the east side of the park is largely undeveloped greenspace, thereby used as a potential catalyst for other neighbourhood revitalization efforts.

### **Merritton Community Park Splash Pad**

As discussed in preceding pages, a splash pad should be provided in each political Ward of St. Catharines. The Merritton is one of two such Wards without a splash pad (the other is Port Dalhousie) though outdoor aquatic needs are currently met by its outdoor pool. The preferred location for a new splash pad in Merritton would be at Community Park, regardless of whether the Lion Dunc Schooley Outdoor Pool is retained under the Balanced or Refocused Implementation Scenarios identified in Section 9.0. In doing, so, the City would provide a free, outdoor aquatics experience to area residents consistent with splash pads found in other parts of St. Catharines.

### **Lester B. Pearson Park & Catherine Street Park Splash Pads**

These two splash pads have been in service for nearly 15 years and thus their waterplay components and certain mechanical systems can be expected to approach the end of their useful life over the next 10 years. Accordingly, the City should proceed with renewal and replacement activities in accordance with its asset management plans/practices; depending upon the nature of the renewals required, a decision would be made at that

time whether individual components are to be replaced or whether a more substantial redevelopment of the entire splash pad(s) represents better value.

### **Flow-Through and Recirculating Systems**

There are two types of mechanical systems commonly used to supply water to splash pads. A 'flow-through' or 'once-through' system draws from a domestic water source and discharges it into a storm drain. Alternatively, a 'recirculating' system is akin to a swimming pool filtration system whereby water is housed in an underground holding tank where it is circulated and treated with chemicals, ultraviolet light and filters.

All of the City's splash pads employ a flow-through system. Compared to recirculating systems, flow-through systems typically incur greater costs of water consumption but do not carry costs associated with onsite water treatment and testing. Flow-through systems can be viewed as the less environmentally-friendly options due to the amount of water discharged into the storm sewer though there are arguments that there are also environmental impacts of recirculating systems resulting from chemical treatment (e.g. chlorine) or greater electricity consumption with their more complex filtration systems.

While not in place in St. Catharines, certain flow-through systems will capture the 'grey water' into a holding tank or cistern that can be used to serve irrigation or other park needs, though may carry some water treatment and testing costs depending on the end use. For example, grey-water cannot be discharged through spray irrigation such as sprinkler heads/misters without being treated first, though gray water can be used for watering cans or drip irrigation.

The City should undertake a cost-benefit assessment of its current flow-through system in comparison to recirculating systems and inform a decision of which system to employ moving forward through new splash pad designs and at the time when existing systems are due for replacement. This assessment should include a review of its water consumption at local splash pads and factor in account both environmental and financial costs. Reviews of recirculating systems should consider costs associated with the purchase and storage of chemicals; installation, maintenance, and lifecycle replacement of equipment; and staffing resources required for testing and treatment. Above noted considerations for flow-through and recirculating systems should be the minimum as there may be other site-specific or best practice/legislated factors that need to be taken into account.

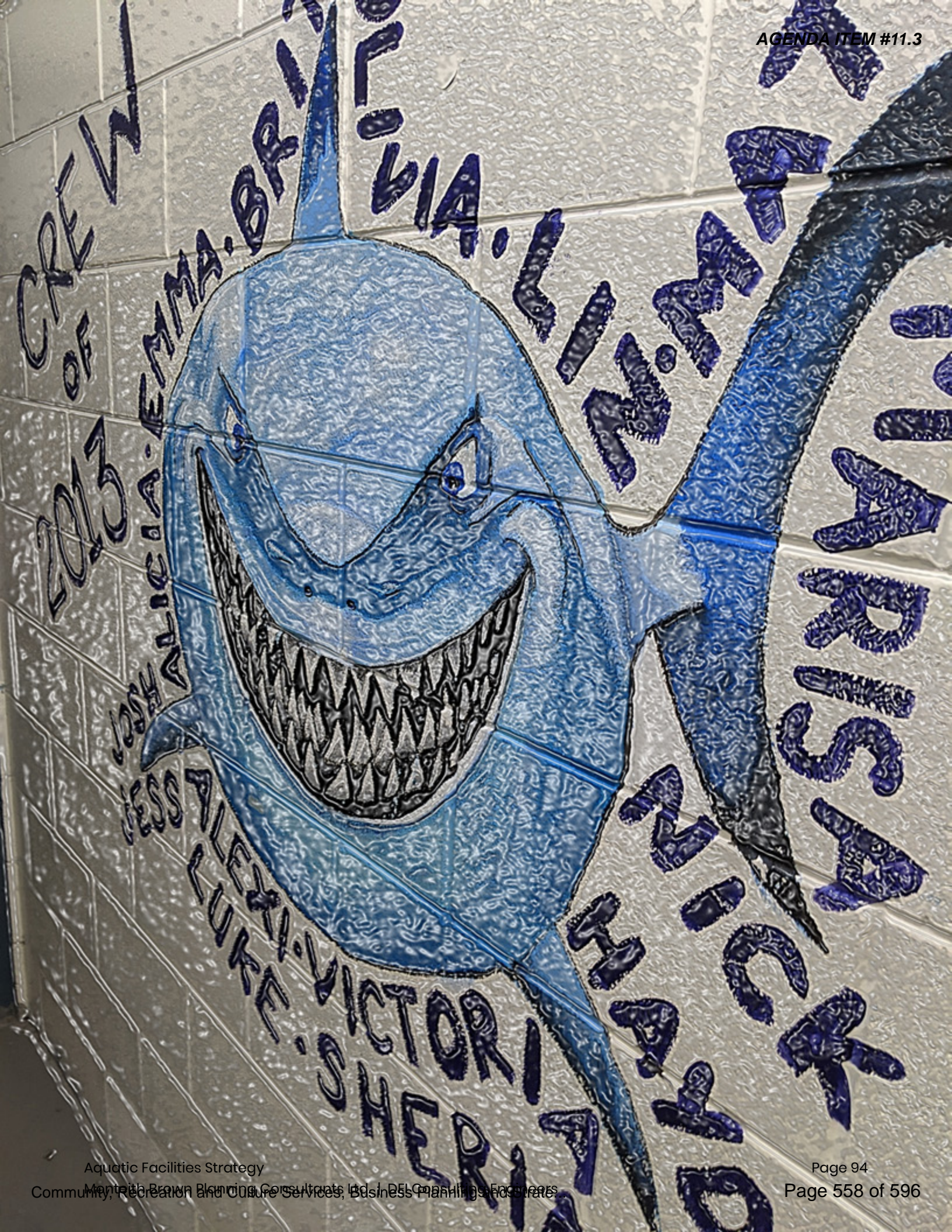
## 8.7 Splash Pads – Potential Opportunities & Directions

- #5 Each political ward in the City of St. Catharines should be served by a minimum of one splash pad, preferably designed as Community-level facilities as identified in the classification system established in the Aquatic Facilities Strategy. The exception to this action would be if the City were to proceed with the Status Quo Implementation Scenario (Section 9.6) identified in this Aquatic Facilities Strategy.
- #6 If proceeding with the Balanced Implementation Scenario (Section 9.4) or Refocused Implementation Scenario (Section 9.5) identified in this Aquatic Facilities Strategy, construct new splash pads at Lincoln Park and a site to be chosen in the Port Dalhousie Ward to replace the outdoor pools identified in #2 and #4. A third splash pad should be considered at Community Park in Merritton to achieve the Aquatic Facilities Strategy's Potential Opportunity & Direction #5 so that all Wards in the City have such a facility.
- #7 Carry out replacement/refurbishment of splash pads at Lester B. Pearson Park and Catherine Street Park in accordance with their current asset management plans.
- #8 Undertake a cost-benefit analysis of continuing to employ flow-through systems versus moving to recirculating systems for splash pads. The analysis should factor quantitative and qualitative elements including (but not limited to) financial and environmental implications.











## Section 9:

# Aquatic Facilities Implementation Strategy

### 9.1 Ensuring the Long-Term Sustainability of the Aquatics System

Through strategic investments made over the past 60 years, the City of St. Catharines has positioned itself as a progressive leader in aquatic services within Niagara Region and in relation to its provincial peers. The City's aquatic system provides well rounded facilities and program choices throughout the year, serving neighbourhoods and entire communities.

As the number of people living in St. Catharines grows over time, residents will continue to seek high quality aquatic experiences to keep them physically healthy, socially connected, and active in aquatic sports. The City's current model of providing opportunities to swim indoors and outdoors is commendable, however, the aging state of the outdoor pools will especially challenge municipal finances if they are to provide the aquatic experiences that residents are looking for.

The Aquatic Facilities Strategy reconciles continued provision of quality aquatic services to St. Catharines residents with the fiscal reality of doing so, while keeping pace with forecasted population growth and changing expectations. The Strategy recognizes that construction, operations and maintenance practices are markedly different than when many of the original facilities were first built. The local aquatics system is but one of many infrastructure and service priorities for the City of St. Catharines; therefore, having a sustainable implementation strategy in place for aquatic facilities is critical so that resources are directed in a manner that brings benefits to residents and results in a quality aquatic system.

#### **St. Catharines' Service Levels are Below Average for Indoor Pools, Above Average for Outdoor Pools, and On-Average for Splash Pads**

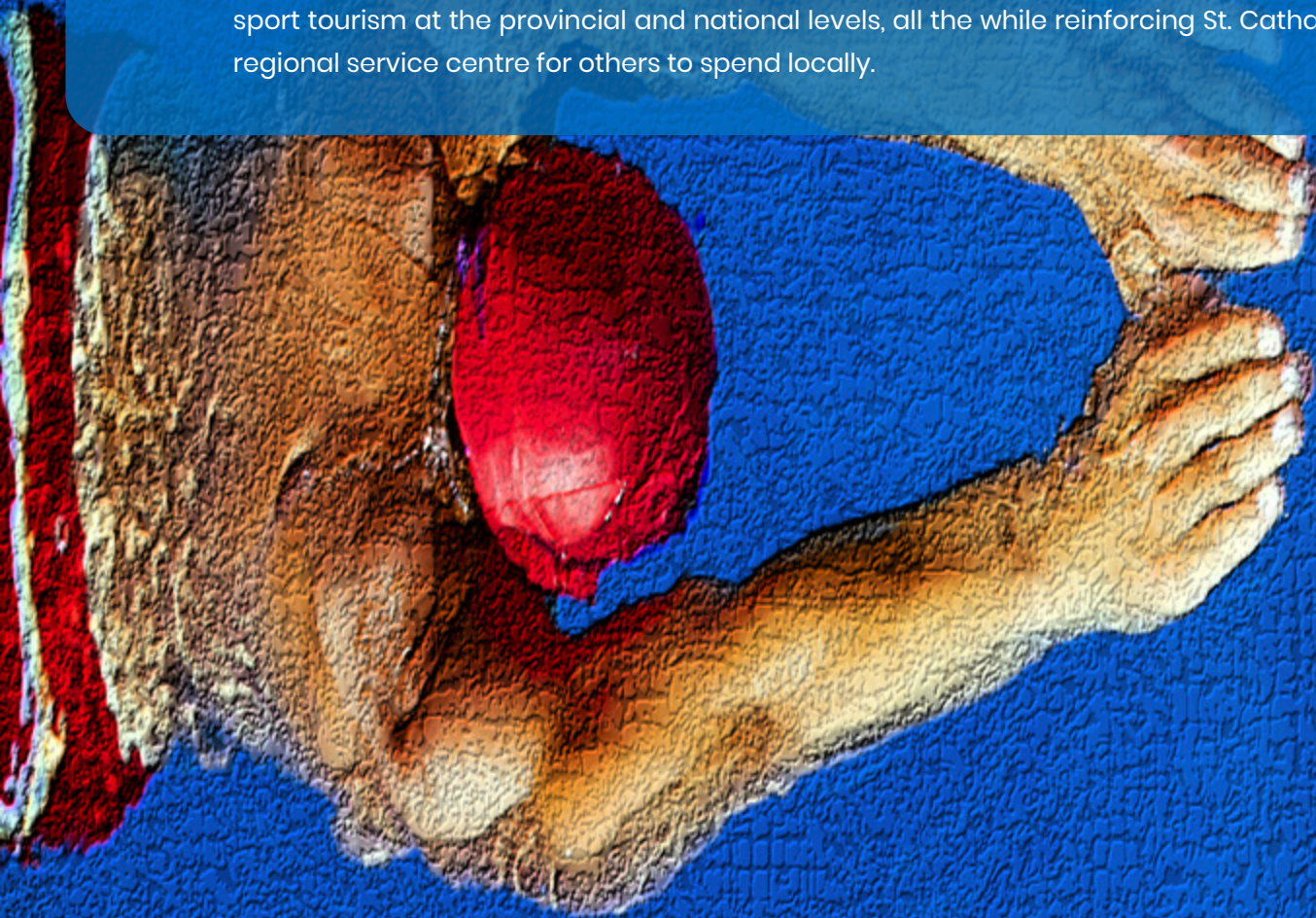
Benchmarking across selected Greater Golden Horseshoe municipalities finds that St. Catharines provides a service level that is:

- **2.5 times lower** than the average for indoor pools
- **2 times higher** than the average for outdoor pools
- **The same** as the average for splash pads



The implementation strategy seeks to maximize the benefits of aquatic services, as stated early in this report through Section 1.3., while aligning to City Council's Strategic Plan and the Recreation Facility and Programming Master Plan. The implementation strategy strives to provide the highest quality of life for residents through continued access to:

- **Physical Activities** – places for residents to be active for life, engage in quality sport and recreation programs at both the grassroots and competitive levels, and developing the capacity of the local aquatic sport system as a whole.
- **Social Connections** – places for established and new residents alike to congregate in engaging spaces where they can share common interests and form community ties.
- **Economic Opportunities** – recreation facilities that encourage residents to remain in St. Catharines and create an incentive for new residents to relocate here, along with attracting sport tourism at the provincial and national levels, all the while reinforcing St. Catharines as a regional service centre for others to spend locally.





## 9.2 Summary of Potential Opportunities & Directions

The Potential Opportunities & Directions contained in the Aquatic Facilities Strategy are as follows.

- #1:** Plan for a new indoor aquatic centre to open by the year 2026, subject to confirmation of local and Regional growth forecasts pending release of 2021 Census data as well implementing the Aquatic Facilities Strategy recommendations to decommission the Port Dalhousie Outdoor Pool and the Lincoln Park Outdoor Pools. The City should confirm this recommendation while also undertaking assessments of other recreation and community facilities that could be co located with the new pool, through a scheduled update to the Recreation Facility and Programming Master Plan, so that the feasibility of a multi use community hub is evaluated.
- #2:** Decommission the Port Dalhousie Outdoor Pool and redirect financial resources that would have otherwise been spent on redevelopment, renewal and ongoing operating towards the splash pad recommended in the Port Dalhousie Ward and the new indoor aquatic centre that are being recommended through this Aquatic Facilities Strategy.
- #3:** If proceeding with the Balanced Implementation Scenario identified in Section 9.4 of this Aquatic Facilities Strategy, the Lion Dunc Schooley Outdoor Pool and bathhouse should be replaced and redeveloped, preferably employing a single tank design that employs leisure and lap/deeper water swimming areas, along with water play features.
- #4:** If proceeding with the Balanced Implementation Scenario (Section 9.4) or Refocused Implementation Scenario (Section 9.5) identified in this Aquatic Facilities Strategy, the City should decommission the Lincoln Park Outdoor Pool and replace it with a splash pad.
- #5:** Each political ward in the City of St. Catharines should be served by a minimum of one splash pad, preferably designed as Community level facilities as identified in the classification system established in the Aquatic Facilities Strategy.
- #6:** If proceeding with the Balanced Implementation Scenario (Section 9.4) or Refocused Implementation Scenario (Section 9.5) identified in this Aquatic Facilities Strategy, construct new splash pads at Lincoln Park and a site to be chosen in the Port Dalhousie Ward to replace the outdoor pools identified in #2 and #4. A third splash pad should be considered at Community Park in Merriton to achieve the Aquatic Facilities Strategy's Potential Opportunity & Direction #5 so that all Wards in the City have such a facility.
- #7:** Carry out replacement/refurbishment of splash pads at Lester B. Pearson Park and Catherine Street Park in accordance with their current asset management plans.
- #8:** Undertake a cost benefit analysis of continuing to employ flow through systems versus moving to recirculating systems for splash pads. The analysis should factor quantitative and qualitative elements including (but not limited to) financial and environmental implications.



### 9.3 A Refined Model for Municipal Aquatics Services

Under the City's current model, its pools are used to provide community programs but also to function as a cool down centres throughout St. Catharines in the summer months. Splash pads inherently are used for cooling down though their design largely precludes any formalized programs to be delivered through them, apart from summer camps.

With a view of striving to attain the greatest number of benefits in the aquatics system and balancing finite resources of the City, the Aquatic Facilities Strategy advances a slightly refined aquatic services model whereby:

- 1) the primary means for the community to access aquatic programming and sport will occur in the City's pools; and
- 2) cool down experiences in the summer months will be directed to splash pads.

To this end, the Aquatic Facilities Strategy advances three implementation scenarios for the City of St. Catharines to consider as it positions its aquatic system for the next 20 years. Implementation Options listed below are not listed or numbered in any order of priority.

<b>Implementation Option #1:</b>	<b>Balanced Scenario</b>
<b>Implementation Option #2:</b>	<b>Refocused Scenario</b>
<b>Implementation Option #3:</b>	<b>Status Quo Scenario</b>

Benefits of having a sustainable aquatic system will allow residents to be healthy and physically active, form and reinforce their ties to the community, and benefit from economic investments and spending.



The *Balanced Scenario* retains the SKAC and the Lion Dunc Schooley Outdoor Pool while adding a second indoor aquatics centre. The *Refocused Scenario* redirects all financial resources from existing outdoor pools to assist in funding the construction and operation of a second indoor aquatic centre, thereby relying upon splash pads to provide outdoor cooling experiences to residents. The primary difference between these two scenarios is how the City would treat Lion Dunc Schooley Outdoor Pool (i.e. redevelop versus decommission), essentially amounting to a decision whether to retain at least one opportunity for outdoor swimming in St. Catharines through a controlled environment.

The Balanced and Refocused Scenarios are fiscally-centred strategies that allow the City of St. Catharines to add a second indoor aquatics centre to its recreation facility supply. As the Aquatic Facilities Strategy's most capitably and operationally intensive recommendation, it is acknowledged that the financial ability of the City to pay for and operate a multi-million dollar indoor aquatic facility in the next five years will undoubtedly be influenced by other major capital priorities in its recreation portfolio. Other studies have rationalized investments in the Canada Summer Games Sport & Ability Centre, a potential arena in the north end, and a number of park development and improvement projects.

By comparison, the *Status Quo Scenario* maintains all existing aquatic facilities by continuing to reinvest in ongoing activities that results in a similar aquatic experience as provided today; the most notable difference between the status quo and the other two scenarios is that the Status Quo Scenario forgoes investment in a new indoor aquatic centre in light of finite fiscal resources that can be devoted towards municipal aquatics services. All three Scenarios retain the City's existing splash pads within their respective parks, and maintained in accordance with their asset management plans.

A risk inherent to investing in a second indoor aquatics centre as included in the Balanced and Refocused Scenarios is that future aquatic needs are projected using the Region of Niagara's population growth forecasts (see Figure 3 and Section 3.2). Recognizing the long-term planning horizon for this Aquatic Facilities Strategy, unanticipated changes in aquatic participation trends and population factors (i.e., the Region's draft forecasts are not realized, continued aging of the population and reductions in the number of youth) run the risk that the local aquatics market remains at, or falls below its current size. If any of these negative factors are realized, the 20-year projection of aquatic system needs could be overstated.

## 9.4 Implementation Option #1: Balanced Scenario

The Balanced Scenario embodies the refined aquatics service model by directing aquatic programming to pools and utilizing splash pads as the primary venues for cool down activities. There are continued opportunities for swimming to occur within indoor and outdoor settings in St. Catharines. In doing so, the Balanced Scenario involves constructing a new indoor aquatics centre along with redevelopment of the Lion Dunc Schooley Outdoor Pool, potentially employing a single tank design that allows lap and leisure swimming opportunities. Splash pads at Lincoln Park and an appropriate location within the Port Dalhousie Ward would be constructed to replace the two outdoor pools in those respective areas.

To increase the financial viability of funding the construction and ongoing operation of a new indoor aquatics centre, the Balanced Scenario refocuses investments away from maintaining and operating two aging outdoor pools (with the exception of Lion Dunc Schooley Outdoor Pool), and continuing to provide splash pads in their place. The Aquatic Facilities Strategy Potential Opportunities & Direction #1 to build a new indoor pool is thus tied to the decommissioning of Port Dalhousie Outdoor Pool and Lincoln Park Outdoor Pool, thereby allowing the City to redirect financial resources – estimated between \$7 million and \$10 million in capital plus nearly \$5 million in annual operations over a 20 year period – towards a new indoor aquatic centre and improved outdoor aquatic experiences at selected locations.

### Balanced Scenario:

- Construct a New Indoor Aquatics Centre
- Redevelop Lion Dunc Schooley Outdoor Pool
- Construct a Splash Pad at Lincoln Park to replace Lincoln Park Outdoor Pool
- Construct a Splash Pad in the Port Dalhousie Ward to replace Port Dalhousie Outdoor Pool
- Construct a Splash Pad at Merritton Community Park to complement the outdoor pool

### Estimated Costs:

Construction: \$25 million to \$31 million

Operations: \$1.3 million per year





As noted in preceding pages, the City would choose the Balanced Scenario should it wish to retain the opportunity for outdoor swimming in St. Catharines (whereas the Refocused Scenario shifts all pool programming to indoor settings). The financial implications of the Balanced Scenario are estimated in the range of \$25 million to \$31 million in upfront construction costs along with \$1.3 million annually in operating costs.<sup>13</sup> This would place the Balanced Scenario as the costliest approach among the three implementation options presented in this report but would result in two new pools. It bears noting that the redevelopment of Lion Dunc Schooley Outdoor Pool may not fully meet growth-related eligibility criteria of the Development Charges Act and thus its reinvestment could be relying upon tax-based funding to a great extent which increases its share of cost borne by existing taxpayers.

### Choosing the Balanced Scenario

The *Balanced Scenario* should be selected if the City of St. Catharines wishes to continue providing opportunities for swimming within indoor and outdoor settings, including through a second indoor aquatics centre.

It allows approximately \$15 million to be diverted from outdoor pools to fund year-round programs in a new indoor aquatics centre over the next 20 years.

<sup>13</sup> Capital and operating costs will depend upon design and programming ultimately provided, and thus should be determined after detailed design, engineering and operating analyses are completed. Operating estimates are based on assumed \$800K per year for a new indoor pool, \$225K per year for Lion Dunc Schooley Outdoor Pool, and \$100K per year per splash pad. Costs of the SKAC are excluded to allow for comparison across the three Implementation Scenarios. All costs stated in 2021 dollars and are unadjusted for inflation or other escalations.

## 9.5 Implementation Option #2: Refocused Scenario

The Refocused Scenario also reflects the refined aquatic service model by directing all aquatic programming to indoor aquatic centres and relying upon splash pads for cool down experiences in each Ward. The Refocused Scenario involves constructing a new indoor aquatic centre along with splash pads at Lincoln Park, Merritton Community Park, and a location to be determined in the Port Dalhousie Ward to replace the three existing outdoor pools in those areas.

The Refocused Scenario recognizes that St. Catharines residents have been gravitating away from outdoor pools over the past decade. Between 2010 and 2014 – prior to the closure of any outdoor pools – outdoor swimming attendance declined by 60% amounting to 22,000 fewer swims; this concerning trend along with multi-million dollar capital renewal obligations factored into City Council's decision to decommission the Burgoyne Woods, Arthur Street and Lancaster pools. Additionally, St. Catharines residents have consistently faced waiting lists when trying to register for selected indoor aquatic programs at the SKAC since the facility's opening.

The City of St. Catharines is facing similar challenges with its remaining supply of outdoor pools. While attendance at the outdoor pools has stabilized since 2015, it is a fraction of the historical averages from 10 to 20 years ago. As illustrated through Implementation Option #3, the City could reasonably expect to incur capital renewal costs and ongoing operating expenditures in the range of \$24 million for its three existing outdoor pools over the next 20 years.

For this reason, along with realigning the aquatic service model, a second indoor aquatic would be more financially viable by freeing up significant resources that would otherwise be consumed by outdoor pools that are capable of operating only 8 to 10 weeks of the year. The roughly 14,000 outdoor swims that take place at St. Catharines' three outdoor pools could easily be accommodated in a new indoor pool while retaining ample capacity for new year-round aquatic activities (e.g. learn-to-swim, aquafit, and sport training) and addressing program waiting lists at the SKAC.

### Refocused Scenario:

- Construct a New Indoor Aquatics Centre
- Construct a Splash Pad at Community Park to replace Lion Dunc Schooley Outdoor Pool
- Construct a Splash Pad at Lincoln Park to replace Lincoln Park Outdoor Pool
- Construct a Splash Pad in the Port Dalhousie Ward to replace Port Dalhousie Outdoor Pool

### Estimated Costs:

Construction: \$19 million to \$22 million  
Operations: \$1.1 million per year





The financial implications of the Refocused Scenario are estimated in the range of \$19 million to \$22 million in upfront construction costs along with \$1.1 million annually in operating costs.<sup>14</sup> Under the Refocused Scenario, Merritton Community Park would be a prime candidate for a new indoor aquatic centre. In essence, the Lion Dunc Schooley pool could become an indoor aquatic centre allowing a year-round swimming and presents a strong opportunity to create a new community centre in Merritton, particularly with the City's Arena Strategy identifying a need to redevelop the 50-year old Merritton Arena. Section 9.9 explores this idea in greater detail.

### Choosing the Refocused Scenario

The *Refocused Scenario* recognizes that St. Catharines residents have been gravitating away from outdoor pools and accordingly directs these resources to improve the financial viability of providing a new indoor aquatics centre for access to a substantially higher number of year-round aquatics programs.

<sup>14</sup> Capital and operating costs will depend upon design and programming ultimately provided, and thus should be determined after detailed design, engineering and operating analyses are completed. Operating estimates are based on assumed \$800K per year for a new indoor aquatic centre and \$100K per year per splash pad. Costs of the SKAC are excluded to allow for comparison across the three Implementation Scenarios. All costs stated in 2021 dollars and are unadjusted for inflation or other future escalations.

## 9.6 Implementation Option #3: Status Quo Scenario

The Status Quo Scenario retains the City's current aquatic service model whereby outdoor pools are used for both programming and cooling purposes. In doing so, the Status Quo Scenario relies exclusively on the SKAC to provide year-round community aquatic programs for the foreseeable future while renewing each of the three outdoor pools in a manner that replicates their existing configurations and programming capabilities; however, alterations to the outdoor pools will still be required to ensure compliance with the Accessibility for Ontarians with Disabilities Act as well as meet updated building codes and health and safety regulations.

Given the antiquated state of the three outdoor pools, the term Status Quo may not reflect the scale of reinvestment required since the City would be still expending substantial resources if pursuing this scenario. Renewal of the outdoor pools and their associated bathhouses could be expected to cost between \$11 million and of \$16 million depending upon the scale of redevelopment activities required to bring them up to modern standards. Compounded over the next 20 years at the current operating subsidy of \$400,000 annually, the City could expect a capital and operating expenditure of \$24 million if retaining its three outdoor pools to provide an outdoor aquatic experience that is fairly similar as found today.<sup>15</sup>

There is also an important funding consideration in that the redevelopment of the existing outdoor pools may not be eligible as growth-related projects and thus would not be eligible for Development Charges funding, thereby placing the burden of reinvestment on tax-funded sources and user fees. By comparison, a new indoor aquatics centre advanced in the Balanced and Refocused Scenarios would likely constitute a growth-related project thereby transferring funding obligations from the existing tax base to new developments.

### **Status Quo Scenario:**

- Renew Lincoln Park Outdoor Pool
- Renew Lion Dunc Schooley Outdoor Pool
- Renew Port Dalhousie Outdoor Pool
- Rely on St. Catharines Kiwanis Aquatic Centre as the City's only venue for indoor swimming (i.e. no new indoor pool or splash pads would be built)

### **Estimated Costs:**

Renewal/Replacement: \$11 million to \$16 million

Operations: \$400,000 per year

<sup>15</sup> Capital and operating costs will depend upon design and programming ultimately provided, and thus should be determined after detailed design, engineering and operating analyses are completed. Operating estimates are based on the current outdoor pool operating budget of \$409K per year. Costs of the SKAC are excluded to allow for comparison across the three Implementation Scenarios. All costs stated in 2021 dollars and are unadjusted for inflation or other future escalations.





The timing of required pool renewal projects under the Status Quo is such that it would also be difficult to allocate funding all at once without taking on debt or creating a noticeable tax impact. Therefore, the Status Quo Scenario carries a risk that if any given pool experiences a catastrophic failure or cannot meet operating/legislative codes before its planned renewal, there will be a financial impact to the City (unless funds can be redirected from other capital priorities).

Conversely, should the City decide to proceed with the *Balanced* or *Refocused Scenarios* then it must exercise diligence until a new indoor aquatic centre is built and avoid reinvesting in an outdoor pool that is planned to be decommissioned; this may result in an outdoor pool being closed ahead of schedule.

### Choosing the Status Quo Scenario

The *Status Quo Scenario* heavily relies upon the existing tax-base and user fees to pay for improvements since facility renewal is not eligible for development charge funding.

This is in contrast to the *Balanced* and *Refocused Scenarios* through which a new indoor aquatics centre, potentially funded using Development Charges, is used to meet future aquatic needs.

Given the antiquated state of the three outdoor pools, the term Status Quo largely pertains to the service delivery model; in reality, the City would still expend substantial resources if pursuing this scenario.

## 9.7 Capital Implications of Implementation Scenarios

To provide a high level indication of the capital implications associated with various implementation options, estimated project costs are identified as a point of departure.

### Estimated Project Costs

High level capital and operating estimates were developed with City of St. Catharines staff and are presented in Table 5 for each facility development option articulated through the Balanced, Refocused and Status Quo implementation scenarios. As noted below, all cost information should be confirmed prior to reliance upon them for budgetary or other purposes.

### *Disclosures & Limitations*

*Capital costs are subject to a number of factors including (but not limited to) the outcomes of detailed design – such as building size, specifications, materials, etc. – as well the timing of construction, and site conditions, none of which have been confirmed at this initial stage in the planning process. Project costs provided in the Aquatic Facilities Strategy represent the best estimate of the Consulting Team based upon information available from the City of St. Catharines and selected projects undertaken in the province. **The City should engage the necessary consulting professionals to develop a more detailed cost estimate prior to confirming a cost figure intended to inform future capital budgets.***

*The total project costs stated herein should not be interpreted as a formal capital budget. They are provided simply as a general indication of what the City of St. Catharines might expect to consider based upon the experience of other municipal aquatic projects. The estimates assume optimal site development conditions (i.e. no encumbrances, geotechnical or environmental concerns).*

*The disclosure of any capital costs identified herein is the sole responsibility of the City of St. Catharines. Any use which a third party makes of the Aquatic Facilities Strategy, or any reliance on or decisions to be made based on it, is the responsibility of such third parties. Monteith Brown Planning Consultants Ltd. and DEI Consulting Engineers accept no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.*

**Table 5: Estimated Project Costs of Implementation Scenarios**

Action	Estimated Project Costs (2021 dollars)	Notes / Assumptions
<b>New Indoor Aquatic Centre Construction</b>  (Balanced & Refocused Scenarios)	<b>Capital Construction:</b> \$17 million to \$20 million  <b>Operating Impact:</b> \$800,000 per year	2 basins (25 metre, 6-lane pool plus leisure pool), gendered and universal changerooms, mechanical areas, storage space and pool administration areas; cost estimate assumes aquatic centre will form part of a multi-use community centre (a stand-alone aquatic facility may result in a higher project cost).  Operating cost based on discussions with selected municipalities operating an indoor aquatic centre with a 25 metre, 6-lane pool.
<b>New Splash Pad Construction</b>  (Balanced & Refocused Scenarios)	<b>Capital Construction:</b> \$600,000 per splash pad  <b>Operating Impact:</b> \$100,000 per year per splash pad  <i>Note: excludes costs associated with a washroom or changeroom structure</i>	Assumes splash pad designed to similar size and design specification as Bogart Street Splash Pad including flow-through water supply and discharge system. Cost excludes construction of a washroom / changeroom structure.  Operating costs are based on the average cost for three splash pads (Catherine St. Park, West Park and LB Pearson Park) developed by the City of St. Catharines in 2020; assumes that operational responsibilities can be carried out by the City's existing staffing complement (to be verified)
<b>Redesigned Lion Dunc Schooley Outdoor Pool</b>  (Balanced Scenario)	<b>Capital Construction:</b> \$6 million to \$9 million  <b>Operating Impact:</b> \$225,000 per year	1 basin including lap and leisure swimming areas along with a \$1 million allowance for a new bathhouse/mechanical building.  Operating cost is assumed to be higher than incurred at present time on the basis that a larger pool footprint may result out of detailed design work.
<b>Rebuilt Lion Dunc Schooley Outdoor Pool</b>  (Status Quo Scenario)	<b>Capital Construction:</b> \$4 million to \$6 million  <b>Operating Impact:</b> \$168,000 per year	Rebuilt to the same design specifications within existing physical footprints, with basic accommodations for AODA. Areas have been derived using Google Maps due to lack of available site records and therefore must be verified through site surveys.  Cost estimate assumes that existing bathhouses are retained, and excludes costs of demolition.  Operating cost assumes same operating cost as incurred at present.
<b>Rebuilt Port Dalhousie Outdoor Pool</b>  (Status Quo Scenario)	<b>Capital Construction:</b> \$4 million to \$6 million  <b>Operating Impact:</b> \$168,000 per year	
<b>Rebuilt Lincoln Park Outdoor Pool</b>  (Status Quo Scenario)	<b>Capital Construction:</b> \$3 million to \$4 million  <b>Operating Impact:</b> \$73,000 per year	

Exclusions: land acquisition, site servicing works, environmental remediation, landscaping, professional fees, contingencies, FFE, and escalation.

Note: costs presented above are considered to be preliminary estimates and must be confirmed through architectural, engineering and/or other design studies undertaken subsequent to this Strategy. Costs are stated in 2021 dollars and assume optimal site development conditions



## 9.8 Comparison of Implementation Options

A comparison of the facilities, features and estimated costs of capital and operations is presented below for each of the three Implementation Options. While the Balanced Scenario carries the highest cost, it also provides greatest degree of new programming capacity and ability to address resident expectations for modern services and amenities. The Status Quo Scenario carries the lowest cost but would be tax-funded projects rather than drawing from growth-related sources; in addition, it would not allow the City to expand its aquatic services to meet current and future needs.

**Table 6: Comparison of Facilities, Features & Costs between Implementation Options**

	Balanced Scenario	Refocused Scenario	Status Quo Scenario
<b>Core Facility Elements</b>	New indoor aquatic centre, redeveloped Lion Dunc Schooley Outdoor Pool, and 3 splash pads	New indoor aquatic centre, 3 splash pads and close all outdoor pools	Retain and renew existing pools (i.e. no new indoor aquatic centres or splash pads, and no new outdoor pool amenities)
<b>Capital Construction Costs (estimate)</b>	\$25 million to \$31 million (partially funded through Development Charges)	\$19 million to \$22 million (funded through Development Charges)	\$11 million to \$16 million (tax-funded projects)
<b>Net Operating Costs to be added over a 20 year period (estimate)</b>	\$26 million	\$22 million	\$8.2 million
<b>Programming Capacity Added</b>	Substantially Greater (throughout the year)	Greater than Present (eliminated for outdoor swims)	No Change (waiting lists likely to continue)
<b>Accessibility for Persons with Disabilities / Special Needs</b>	New facilities would be designed in accordance with AODA	New facilities would be designed in accordance with AODA	Accessibility / barrier-free requirements may result in loss of pool or deck space (e.g. lanes converted to ramps) due to current site constraints
<b>Comfort / Amenities / Enhanced Designs</b>	New facilities would reflect best practices in design	New facilities would reflect best practices in design	Design enhancements may result in loss of pool or deck space due to current site constraints

Note: facility features and costs identified in the table should be considered preliminary as detailed design and business planning activities are required in order to confirm actual site capabilities and costs to be borne

## 9.9 Reinforcing the Case for a Future Indoor Aquatic Centre

Section 6.3 of this Aquatic Facilities Strategy establishes the need for a second indoor aquatic facility in St. Catharines contingent upon:

- Attaining population growth forecasts established by Niagara Region;
- Closure of Port Dalhousie Outdoor Pool;
- Continued evidence of unmet demand for aquatic services; and
- Co-location as part of a multi-use community hub facility.

In addition to the assessment of indoor aquatic needs contained earlier in this Strategy, the following factors demonstrate how a new indoor aquatic centre can result in operational and environmental efficiencies, advancing municipal objectives of fiscal responsibility and climate change resiliency.

### Co-Location as Part of a Future Multi-Use Community Centre

Indoor aquatic centres function best when co-located with other recreation, cultural, library and/or other public services; that is, indoor aquatic centres are optimal in facilities designed as community hubs. In doing so, residents have the opportunity to make use of multiple services in a single visit while benefiting from a holistic wellness experience that may combine aquatics with fitness programs, access to youth and/or older adult space, gymnasium programs, etc. A shared recreational setting may also allow families to participate together or apart, at the same time; as an example, household visiting the SKAC has the opportunity for one family member to participate in swimming lessons while another is making use of the library, all in a single trip. A multi-use facility with more components (e.g. an arena or gymnasium) expands on this opportunity. In addition, new facilities must be designed to comply with barrier-free accessibility standards thereby ensuring that it is inclusive to all residents, and making it a true hub for all residents.

### Social & Operational Efficiencies of the Community Hub

Co-location of aquatics with other services results in operational and environmental efficiencies, advancing municipal objectives of encouraging healthy lifestyles, community vibrancy and social connections, potential for partnerships, fiscal responsibility and resiliency to climate change.

Financial performance of an indoor aquatic centre can be improved through co-location. By providing a well-rounded, one-stop recreational experience, multi-use facilities tend to draw higher levels of foot-traffic and participation than single-use facilities. The amenity value of creating a holistic wellness experience (akin to a fitness club containing multiple amenities) can also bolster usage of a pool and other facility components, and thus increasing potential operating revenues. Furthermore, revenues earned from operating units with higher levels of

cost recovery (e.g. fitness and certain arena programs) can be used to subsidize the cost of aquatic operations.

Implementation Scenarios #1 and #2 both present opportunities to co-locate an indoor aquatics centre as part of a future multi-use recreation hub. As stated in #1 of the Aquatic Facilities Strategy, a comprehensive analysis of all recreation facility needs (e.g. arenas, gymnasiums, fitness space, etc. through an Update to the Recreation Facilities & Programming Master Plan) is needed to rationalize which components to align with the new indoor pool.

### Improved Energy Efficiency

Modern buildings have the advantage of employing leading edge technologies that were not in place when existing, older facilities were first built. By transitioning away from structural and mechanical systems in older facilities to newer systems designed with energy efficiency in mind, municipalities have the ability to lower their ongoing operating expenditures. In addition to standard lighting, insulating, and water conservation measures, energy efficiency and financial performance can be enhanced through the following measures:

- Dehumidification systems can be leveraged whereby rejected heat from warm air can be injected into the pool system with an internal heat exchanger. Depending on location of this unit a circulation pump may be required to ensure proper / constant flow to the unit as the pool system typically isn't designed to ensure a contact steady flow to peripheral equipment.
- Use of Variable Frequency Drive (VFD) units that maintain a set speed of the pump, analogous to cruise control in a car; as filter systems become dirty, the VFD speeds up to maintain the designated flow of the system.
- Auxiliary heat exchangers can be added to the pool discharge line (required to for water turnover) to capture already heated water. Prior to discharging this water into the drain, heat is recovered and added back in to the domestic incoming water supply to pre-heat the domestic source. This services to reduce the amount of energy expended to heat the cold incoming water.
- If pools are co-located with arenas, as could potentially be the case if combining an aquatics centre with an arena in Merritton, they have the potential to capture rejected heat from the ice plant compressors that in turn can be injected into the pool (similar to the dehumidification system noted above), thereby saving energy and reducing pool heating costs.
- Ability to use geothermal and solar heating technologies, though the latter can be challenging due to the large area that is required (though community centre roofing can accommodate solar panels).
- As energy efficient technologies are rapidly changing, future technologies related to improved energy efficiencies should continue to be explored.

## Balancing Geographic Distribution of Swimming Opportunities

Selecting where a future indoor aquatic centre / multi-use community centre should be located involves maximizing the geographic distribution of swimming opportunities while situating the facility where populations exist to support it. The SKAC is fairly centrally located in St. Catharines although residents living north of the QEW would have a shorter travel time than most residents living south of the highway. Residents living north of the QEW also have the opportunity to swim at any of the three beaches should they wish.

Under the Balanced Scenario, residents living in the south end of St. Catharines would have strong access to swimming opportunities for 10 weeks of the year, weather permitting, by way of Lion Dunc Schooley Outdoor Pool. The Refocused Scenario, however, would result in a gap to residents living in south St. Catharines unless a new indoor aquatics centre was built south of the QEW.

## Ability to Create a Community Focal Point

As the City has demonstrated with facility investments such as the SKAC and First Ontario Performing Arts Centre, civic facilities have the potential to become architectural focal points and catalysts for community revitalization. Multi-use community centres are inherently hubs of activity, particularly when combined with investments that rejuvenate their exterior grounds as well. A future aquatic centre should consider opportunities to inspire and instill pride among residents through its strategic location.

## Other Considerations

Selection of a site will also need to consider other factors including (but not limited to) compatibility with adjacent/nearby land uses, land availability and/or cost to assemble land if required for the building and other onsite amenities, conformity with local zoning provisions, optimal site conditions being in place to facilitate construction and infrastructure serving, access to regional markets, and proximity to current and/or future populations that the facility is intended to serve.

That being said, this Strategy ties the justification and timing for a new indoor aquatics centre to confirmation of the local growth forecast upon release of 2021 Census data and facility components identified through an update to the RFPMP.

Through the design and site selection process, the City will also consider emerging technologies that may maximize cost and land savings, and advance other corporate goals such as inclusion and climate change resiliency. For example, there are a few examples in Ontario that combine indoor and outdoor swimming onsite through building designs (e.g. roll-up doors, moveable roofing systems), facilities that seek to operate on a carbon neutral basis, and more; the benefits and costs associated with technological advancements would be evaluated through the facility design process.

## **A Potential for a New Community Centre at Merritton Community Park**

Based upon the preceding pages, the Refocused Scenario presents an especially interesting possibility to consider moving forward. Under this scenario, the City has the opportunity to leverage the historical role and current public use of Community Park in Merritton as a multi-use, multi-seasonal hub. With the ample space that exists on site and an identified need to redevelop the Merritton Arena in the next 10 years, a multi-use community centre containing an arena and indoor aquatic centre makes strong sense, particularly if combined with other recreation facility needs identified in future assessments. Providing an indoor aquatic centre here would serve a dual purpose of not having to expend monies to renew the aging Lion Dunc Schooley Outdoor Pool while still retaining aquatic programming on the same site, with the added benefit of providing access to high quality, 12-month aquatic services.

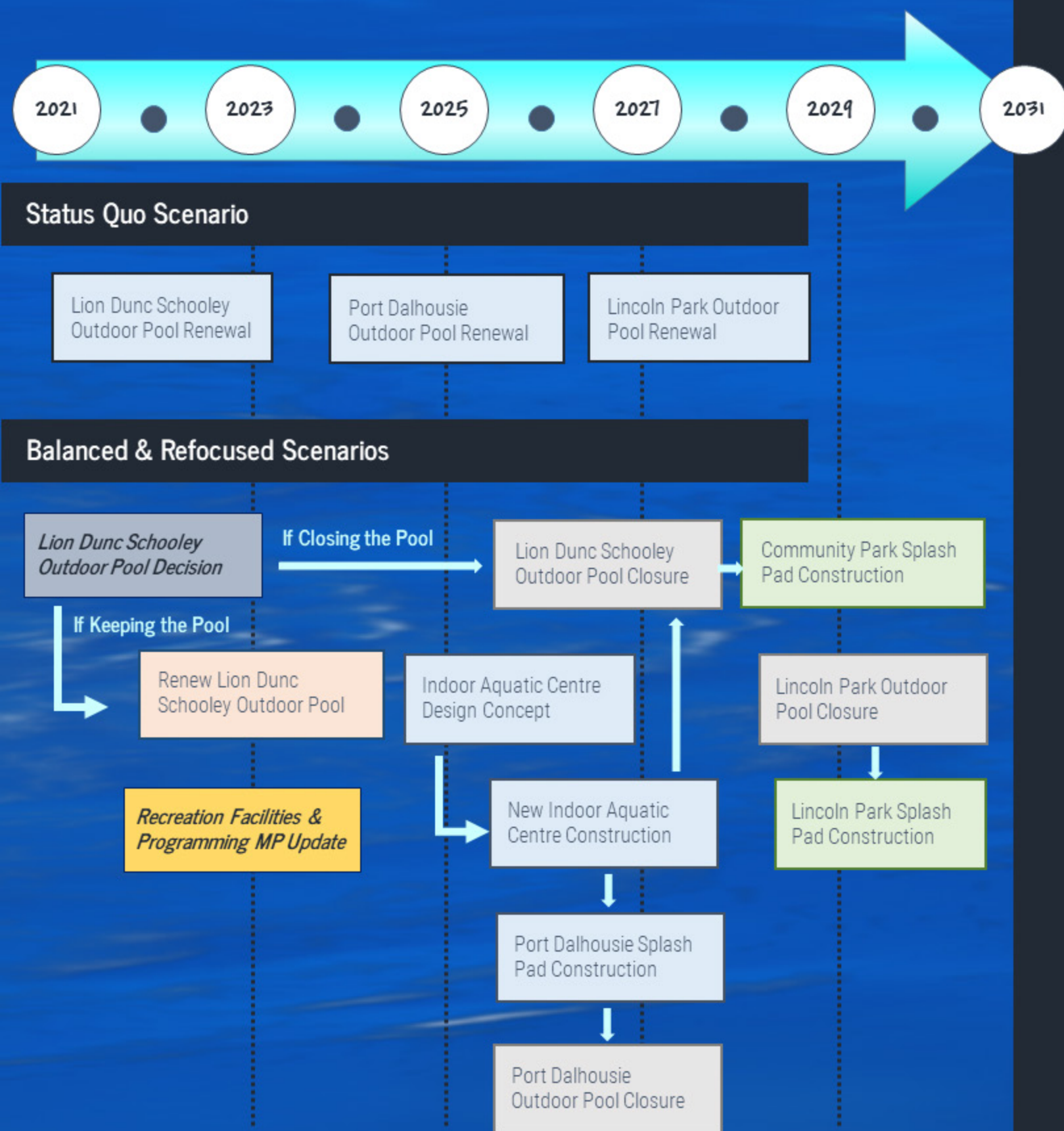
The creation of a new community centre at Community Park can provide the City with a number of efficiencies, including cross-programming opportunities, exchange of heat between the arena and pool, creating a community focal point in St. Catharines' south end, and making use of a parcel that has few development constraints and is already owned by the City (thereby negating land purchase costs). Community Park is also located within 5 minutes of the nearest interchange with Highway 406 that opens a multi-use community centre to regional markets (and potentially drive higher operating revenues).

### **9.10 Proposed Implementation Timeline**

A proposed schedule of implementation-oriented activities is provided through Figure 18. Timing is not intended to be definitive nor inflexible as circumstances may arise that result in projects being accelerated or pushed back; such factors may include the ability to access funding from senior levels of government, unforeseen or catastrophic failures to aging structural or mechanical components, deviations from population forecasts or socio-demographic conditions contained in this report, or changes to the regional supply or non-municipal supply of aquatic facilities (e.g. YMCA, private sector, or area municipalities).



Figure 18:  
Aquatic Facility  
Implementation Timeline









## Appendix A: Community Survey Results

**Q1** Please indicate any of the following publically-operated pools and splash pads that you and/or a member of household have used in the past two years.

	#	%
St. Catharines Kiwanis Aquatics Centre	209	83%
YMCA of Niagara Pools	83	33%
Lester B. Pearson Park Splash Pad	83	33%
Brock University Eleanor Misener Aquatic Centre	66	26%
Backyard or condo/apartment pool	65	26%
Port Dalhousie Outdoor Pool	59	24%
Catherine Street Park Splash Pad	43	17%
Outdoor pool operated by another municipality	35	14%
Bogart Street Park Splash Pad	34	14%
Splash pad in another municipality	34	14%
Lion Dunc Schooley Outdoor Pool	20	8%
Lincoln Park Outdoor Pool	18	7%
Indoor pool operated by another municipality	17	7%
West Park Splash Pad	16	6%
Other (please specify)	13	5%
Total Respondents	251	100%

**Q2** Tell us why you and/or members of your household use the...

Kiwanis Aquatics Centre	#	%
It is an affordable activity	115	55%
It is a fun / relaxing activity	108	52%
For a learn-to-swim program	75	36%
For drop-in lane swims	72	34%
For an aquatic fitness program	57	27%
To hang out with friends and family	46	22%
As a swim team / club member	38	18%
To cool down on hot days	31	15%
For a camp program	8	4%
Other (please specify)	28	13%
Total Respondents	209	100%

Tell us why you and/or members of your household use the...

<b>Lincoln Park Outdoor Pool</b>	<b>#</b>	<b>%</b>
It is a fun / relaxing activity	14	82%
To cool down on hot days	13	76%
It is an affordable activity	11	65%
To hang out with friends and family	9	53%
For a learn-to-swim program	0	0%
For an aquatic fitness program	0	0%
For drop-in lane swims	0	0%
For a camp program	0	0%
As a swim team / club member	0	0%
Other (please specify)	2	12%
Total Respondents	17	100%

<b>Lion Dunc Schooley Outdoor Pool</b>	<b>#</b>	<b>%</b>
It is a fun / relaxing activity	11	24%
It is an affordable activity	11	24%
To cool down on hot days	11	24%
To hang out with friends and family	6	13%
For drop-in lane swims	3	7%
For a learn-to-swim program	2	4%
As a swim team / club member	1	2%
For an aquatic fitness program	0	0%
For a camp program	0	0%
Other (please specify)	0	0%
Total	45	100%

<b>Port Dalhousie Outdoor Pool</b>	<b>#</b>	<b>%</b>
It is an affordable activity	35	59%
It is a fun / relaxing activity	34	58%
As a swim team / club member	34	58%
To cool down on hot days	22	37%
For an aquatic fitness program	12	20%
For a learn-to-swim program	11	19%
For a camp program	9	15%
To hang out with friends and family	6	10%
For drop-in lane swims	2	3%
Other (please specify)	0	0%
Total	59	100%

**Q3** Please share any reasons that typically prevent you from using the...

<b>Kiwanis Aquatics Centre</b>	<b>#</b>	<b>%</b>
I am a member of a fitness club that offers a pool (e.g. YMCA)	10	30%
I prefer to swim elsewhere (other cities, beaches, backyard pools etc.)	10	30%
The pool is located too far from home and/or it is hard to get to	9	27%
It is too expensive	7	21%
The maintenance / cleanliness of the pool does not meet my expectations	5	15%
There are members in my household that do not know how to swim	3	9%
Health issues / disability	3	9%
I prefer to visit splash pads	2	6%
The pool's design does not meet my expectations	2	6%
Members of my household are not interested in swimming	1	3%
We are too busy	1	3%
The pool is not accessible for persons with disabilities	0	0%
Other (please specify)	9	27%
Total	33	100%
Nothing prevents me from using this pool	8	
<b>Lincoln Park Outdoor Pool</b>	<b>#</b>	<b>%</b>
The pool is located too far from home and/or it is hard to get to	68	43%
I prefer to swim elsewhere (other cities, beaches, backyard pools etc.)	45	28%
I am a member of a fitness club that offers a pool (e.g. YMCA)	25	16%
I prefer to visit splash pads	11	7%
The maintenance / cleanliness of the pool does not meet my expectations	8	5%
Health issues / disability	7	4%
There are members in my household that do not know how to swim	6	4%
The pool is not accessible for persons with disabilities	6	4%
The pool's design does not meet my expectations	6	4%
Members of my household are not interested in swimming	4	3%
We are too busy	2	1%
It is too expensive	1	1%
Other (please specify)	27	17%
Total	160	100%
Nothing prevents me from using this pool	68	



Please share any reasons that typically prevent you from using the...

<b>Lion Dunc Schooley Outdoor Pool</b>	#	%
The pool is located too far from home and/or it is hard to get to	72	53%
I prefer to swim elsewhere (other cities, beaches, backyard pools etc.)	37	27%
I am a member of a fitness club that offers a pool (e.g. YMCA)	24	18%
I prefer to visit splash pads	11	8%
The maintenance / cleanliness of the pool does not meet my expectations	5	4%
Health issues / disability	5	4%
Members of my household are not interested in swimming	4	3%
The pool is not accessible for persons with disabilities	4	3%
There are members in my household that do not know how to swim	2	1%
The pool's design does not meet my expectations	2	1%
We are too busy	1	1%
It is too expensive	1	1%
Other (please specify)	30	22%
Total	136	100%
Nothing prevents me from using this pool	89	

<b>Port Dalhousie Outdoor Pool</b>	#	%
The pool is located too far from home and/or it is hard to get to	51	48%
I prefer to swim elsewhere (other cities, beaches, backyard pools etc.)	33	31%
I am a member of a fitness club that offers a pool (e.g. YMCA)	19	18%
I prefer to visit splash pads	12	11%
The maintenance / cleanliness of the pool does not meet my expectations	6	6%
The pool is not accessible for persons with disabilities	5	5%
Members of my household are not interested in swimming	4	4%
Health issues / disability	4	4%
We are too busy	2	2%
There are members in my household that do not know how to swim	2	2%
The pool's design does not meet my expectations	2	2%
It is too expensive	2	2%
Other (please specify)	19	18%
Total	107	100%
Nothing prevents me from using this pool	80	

**Q4** Tell us why you and/or members of your household use the following City of St. Catharines splash pads.

<b>Bogart Street Park</b>	#	%
To cool down on hot days	31	91%
It is a fun / relaxing activity	27	79%
It is an affordable activity	23	68%
To meet / hang out with friends and family	20	59%
Other (please specify)	8	24%
Total	34	100%

<b>Catherine Street Park</b>	#	%
To cool down on hot days	34	83%
It is a fun / relaxing activity	32	78%
It is an affordable activity	30	73%
To meet / hang out with friends and family	23	56%
Other (please specify)	4	10%
Total	41	100%

<b>Lester B. Pearson Park</b>	#	%
To cool down on hot days	78	96%
It is an affordable activity	67	83%
It is a fun / relaxing activity	64	79%
To meet / hang out with friends and family	40	49%
Other (please specify)	6	7%
Total	81	100%

<b>West Park</b>	#	%
It is an affordable activity	16	100%
It is a fun / relaxing activity	15	94%
To cool down on hot days	15	94%
To meet / hang out with friends and family	12	75%
Other (please specify)	6	38%
Total	16	100%

**Q5** Please share any reasons that prevent you from using the...

<b>Bogart Street Park Splash Pad</b>	<b>#</b>	<b>%</b>
My household does not have young children	63	47%
The park is located too far from my home and/or is difficult to get to	41	30%
Members of my household are not interested in using splash pads	33	24%
We prefer to swim	29	21%
We prefer other splash pads (private water parks, other cities, etc.)	11	8%
The maintenance / cleanliness of the park or splash pad does not meet my expectations	4	3%
The park / splash pad is too busy	1	1%
The park lacks sufficient parking	1	1%
We are too busy	0	0%
The design of the splash pad is not up to my expectations	0	0%
Other (please specify)	12	9%
Total	135	100%
Nothing prevents me from using this splash pad	76	
<b>Catherine Street Park Splash Pad</b>	<b>#</b>	<b>%</b>
My household does not have young children	71	53%
The park is located too far from my home and/or is difficult to get to	31	23%
Members of my household are not interested in using splash pads	30	23%
We prefer to swim	29	22%
We prefer other splash pads (private water parks, other cities, etc.)	12	9%
The maintenance / cleanliness of the park or splash pad does not meet my expectations	8	6%
The park / splash pad is too busy	7	5%
The park lacks sufficient parking	4	3%
We are too busy	1	1%
The design of the splash pad is not up to my expectations	1	1%
Other (please specify)	13	10%
Total	133	100%
Nothing prevents me from using this splash pad	70	53%

Please share any reasons that prevent you from using the...

<b>Lester B. Pearson Park Splash Pad</b>	<b>#</b>	<b>%</b>
My household does not have young children	69	62%
Members of my household are not interested in using splash pads	30	27%
We prefer to swim	22	20%
The park is located too far from my home and/or is difficult to get to	13	12%
We prefer other splash pads (private water parks, other cities, etc.)	8	7%
The park / splash pad is too busy	7	6%
The maintenance / cleanliness of the park or splash pad does not meet my expectations	4	4%
The park lacks sufficient parking	3	3%
We are too busy	0	0%
The design of the splash pad is not up to my expectations	0	0%
Other (please specify)	11	10%
Total	111	100%
Nothing prevents me from using this splash pad	52	
<b>West Park Splash Pad</b>	<b>#</b>	<b>%</b>
My household does not have young children	73	46%
The park is located too far from my home and/or is difficult to get to	60	38%
Members of my household are not interested in using splash pads	35	22%
We prefer to swim	29	18%
We prefer other splash pads (private water parks, other cities, etc.)	15	9%
The maintenance / cleanliness of the park or splash pad does not meet my expectations	4	3%
We are too busy	1	1%
The park / splash pad is too busy	1	1%
The park lacks sufficient parking	0	0%
The design of the splash pad is not up to my expectations	0	0%
Other (please specify)	13	8%
Total	159	100%
Nothing prevents me from using this splash pad	68	

**Q6** In a typical year, how frequently do you and members of your household visit the following City pools?

	Kiwanis Aquatics Centre		Lincoln Park Outdoor Pool		Lion Dunc Schooley Outdoor Pool		Port Dalhousie Outdoor Pool	
	#	%	#	%	#	%	#	%
1 to 5 times	31	15%	8	36%	18	67%	33	46%
6 to 10 times	24	11%	4	18%	4	15%	20	28%
11 to 20 times	30	14%	6	27%	4	15%	7	10%
21 to 30 times	25	12%	2	9%	1	4%	4	6%
More than 30 times	99	47%	2	9%	0	0%	7	10%
Total	209	100%	22	100%	27	100%	71	100%
We do not typically use this pool	42		229		224		180	

**Q7** In a typical summer, how frequently do you and members of your household visit the City's splash pads?

	Bogart Street Park		Catherine Street Park		Lester B. Pearson Park		West Park	
	#	%	#	%	#	%	#	%
Less than once a month	11	22%	14	29%	25	25%	5	22%
Once a month	14	29%	17	35%	44	44%	6	26%
Once a week	20	41%	10	20%	22	22%	6	26%
Multiple times a week	4	8%	8	16%	10	10%	6	26%
Total	49	100%	49	100%	101	100%	23	100%
We do not typically use this splash pad	202		202		150		228	



**Q8**

Please identify the mode of transportation you typically use to access the St. Catharines Kiwanis Aquatics Centre, City outdoor pools and splash pads

	Kiwanis Aquatic Centre		Outdoor Pool		Splash Pad	
	#	%	#	%	#	%
Personal automobile	201	91%	94	77%	95	77%
Walk or cycle	11	5%	20	16%	25	20%
Public transit	8	4%	8	7%	4	3%
Total	220	100%	122	100%	124	100%
We do not typically use this facility	31		129		127	

**Q9**

In a typical summer, what is your level of preference to swim in an indoor pool versus an outdoor pool?

	#	%
Strongly prefer an indoor pool	52	21%
Slightly prefer an indoor pool	25	10%
No preference	51	20%
Slightly prefer an outdoor pool	45	18%
Strongly prefer an outdoor pool	77	31%
We do not swim	1	0%
Total	251	100%

**Q10** If the City of St. Catharines was to build a new outdoor pool or substantially redevelop an existing outdoor pool, how important would the following features be to you and/or your household?

	Not important at all		Somewhat not important		Neutral		Somewhat important		Very important		Total	
	#	%	#	%	#	%	#	%	#	%		
Heated pool water	19	8%	11	4%	41	16%	90	36%	90	36%	251	100%
Recreational / family swims	38	15%	9	4%	32	13%	55	22%	117	47%	251	100%
Deep water	47	19%	11	4%	49	20%	68	27%	76	30%	251	100%
On-deck viewing area	53	21%	6	2%	50	20%	73	29%	69	27%	251	100%
Special needs and/or accessibility features	49	20%	7	3%	53	21%	49	20%	93	37%	251	100%
Swimming lessons	62	25%	15	6%	35	14%	58	23%	81	32%	251	100%
Lane or competitive swimming	68	27%	25	10%	36	14%	44	18%	78	31%	251	100%
Beach (zero-depth) entry	63	25%	20	8%	63	25%	58	23%	47	19%	251	100%
Water slides	99	39%	11	4%	67	27%	47	19%	27	11%	251	100%
Interactive spray features in the pool	92	37%	28	11%	62	25%	52	21%	17	7%	251	100%
Pool rentals	100	40%	24	10%	61	24%	42	17%	24	10%	251	100%
Other	103	41%	4	2%	116	46%	6	2%	22	9%	251	100%

**Q11** If each of the existing pools were enhanced to contain most of the features you felt were important (as identified in the previous question), how likely would you and/or your household be to use each pool more often than you do right now?

	Kiwaniis Aquatics Centre		Lincoln Park Outdoor Pool		Lion Dunc Schooley Outdoor Pool		Port Dalhousie Outdoor Pool	
	#	%	#	%	#	%	#	%
We would not use this pool	21	8%	122	49%	117	47%	76	30%
Not at all likely	21	8%	28	11%	31	12%	17	7%
Somewhat likely	54	22%	39	16%	37	15%	62	25%
Very likely	134	53%	29	12%	31	12%	67	27%
Unsure	21	8%	33	13%	35	14%	29	12%
Total	251	100%	251	100%	251	100%	251	100%

Q12

The City is trying to balance the financial realities of investing in its outdoor pools. With a certain amount of money available for outdoor pools, the City is looking at whether it is more advantageous to construct a large pool with a number of features / amenities that attract residents from across St. Catharines compared to spreading the investment across multiple pools that contain fewer features.

To best meet the needs of you and your household, would you prefer to visit a larger pool with more amenities, recognizing that you may have to travel further, or would you prefer a number of smaller pools with less amenities that may be closer to you?

	#	%
Larger, but fewer, outdoor pools	88	35%
Smaller, but more, outdoor pools	128	51%
Unsure	35	14%
Total	251	100%

Q13

If the City of St. Catharines was to build a new splash pad / water play feature or substantially redevelop an existing one, how important would the following features and amenities be to your household?

	Not important at all		Somewhat not important		Neutral		Somewhat important		Very important		Total	
	#	%	#	%	#	%	#	%	#	%		
Water canopy (umbrella)	61	24%	7	3%	63	25%	76	30%	44	18%	251	100%
In-ground jets / spray	65	26%	7	3%	61	24%	76	30%	42	17%	251	100%
Sprinkler columns	64	25%	5	2%	65	26%	79	31%	38	15%	251	100%
Spray tunnel	65	26%	8	3%	69	27%	76	30%	33	13%	251	100%
Vibrant public fountain	69	27%	10	4%	79	31%	66	26%	27	11%	251	100%
Water blasters	73	29%	14	6%	73	29%	64	25%	27	11%	251	100%
Urban public square	70	28%	13	5%	79	31%	59	24%	30	12%	251	100%
Large buckets	74	29%	7	3%	87	35%	61	24%	22	9%	251	100%
Themed / animated design (railway, fishing, etc.)	98	39%	17	7%	78	31%	51	20%	7	3%	251	100%
Other	97	39%	1	0%	128	51%	10	4%	15	6%	251	100%

**Q14** Please indicate the number of people, including yourself, that live in your household

	# of Respondents	Sample Size
1 Person	25	25
2 People	80	160
3 People	44	132
4 People	66	264
5 People	22	110
Total	237	691
Persons Per Household		2.9

**Q15** How many people in your household are...

	#	# of Persons	%	2016 Census %
Under 10 Years	158	149	19%	9%
10-19 Years	61	98	13%	10%
20-34 Years	81	117	15%	20%
35-54 Years	131	209	27%	25%
55-69 Years	91	145	19%	21%
70+ Years	34	48	6%	15%
Total		766	100%	

**Q16** Please state your year of birth

Age	#	%
25 years or younger	4	2%
26-35 years	49	20%
36-45 years	55	23%
46-55 years	46	19%
56-65 years	43	18%
66-75 years	30	12%
76 years or older	14	6%
Total	241	
Average Age	50	
Median Age	48	

**Q17** Are you a resident of St. Catharines

	#	%
Yes	225	90%
No	24	10%
Total	249	100%

**Q18** What are the first three digits of your postal code?

	#	%	Canada Post %
L2N	60	25%	21%
L2M	50	21%	24%
L2R	44	18%	20%
L2S	28	12%	13%
L2P	16	7%	11%
L2T	14	6%	9%
L0S	6	3%	2%
L2W	3	1%	1%
I don't know	3	1%	
Other	14	6%	
Total	238	100%	





## **Aquatics Facilities Strategy Implementation Timeline - Estimated Capital and Operating Costs**

### **Estimated Capital and Operating Costs**

High level capital and operating estimates were developed and are presented in Table 5 for each facility development option. As noted below, all cost information should be confirmed prior to reliance upon them for budgetary or other purposes.

### **Disclosures and Limitations of Estimates**

Capital costs are subject to a number of factors including (but not limited to) the outcomes of detailed design – such as building size, specifications, materials, etc. – as well as the timing of construction and site conditions, none of which have been confirmed at this initial stage in the planning process. Project costs provided in the Aquatic Facilities Strategy represent the best estimate of the Consulting Team based upon information available from the City of St. Catharines and selected projects undertaken in the province. Staff recommend that the necessary consulting professionals develop a more detailed cost estimate prior to confirming a cost figure intended to inform future capital budgets.

The total project costs stated herein should not be interpreted as a formal capital budget. They are provided simply as a general indication of what the City might expect to consider based upon the experience of other municipal aquatic projects. The estimates assume optimal site development conditions (i.e. no encumbrances, geotechnical or environmental concerns).

**Table 5 - Estimated Project Costs**

<b>Action</b>	<b>Estimated Project Costs (2021 dollars)</b>	<b>Notes / Assumptions</b>
<b>New Indoor Aquatic Centre Construction</b>	<b>Capital Construction:</b> \$17 million to \$20 million  <b>Operating Impact:</b> \$800,000 per year	2 basins (25 metre, 6-lane pool plus leisure pool), gendered and universal changerooms, mechanical areas, storage space and pool administration areas; cost estimate assumes aquatic centre will form part of a multi-use community centre (a stand-alone aquatic facility may result in a higher project cost).  Operating cost based on discussions with selected municipalities operating an indoor aquatic centre with a 25 metre, 6-lane pool.
<b>New Splash Pad Construction</b>	<b>Capital Construction:</b> \$600,000 per splash pad  <b>Operating Impact:</b> \$100,000 per year per splash pad  Note: excludes costs associated with a washroom or changeroom structure	Assumes splash pad designed to similar size and design specification as Bogart Street Splash Pad including flow-through water supply and discharge system. Cost excludes construction of a washroom / changeroom structure.  Operating costs are based on the average cost for three splash pads (Catherine St. Park, West Park and LB Pearson Park) developed by the City of St. Catharines in 2020; assumes that operational responsibilities can be carried out by the City's existing staffing complement (to be verified)

Action	Estimated Project Costs (2021 dollars)	Notes / Assumptions
<b>Redevelop Lion Dunc Schooley Outdoor Pool</b>	<b>Capital Construction:</b> \$4 million to \$6 million  <b>Operating Impact:</b> \$168,000 per year	Rebuilt to the same design specifications within existing physical footprints, with basic accommodations for AODA. Areas have been derived using Google Maps due to lack of available site records and therefore must be verified through site surveys.
<b>Redevelop Port Dalhousie Outdoor Pool</b>	<b>Capital Construction:</b> \$4 million to \$6 million  <b>Operating Impact:</b> \$168,000 per year	Cost estimate assumes that existing bathhouses are retained, and excludes costs of demolition.  Operating cost assumes same operating cost as incurred at present.
<b>Renew Lincoln Park Outdoor Pool</b>	<b>Capital Construction:</b> \$3 million to \$4 million  <b>Operating Impact:</b> \$73,000 per year	



## By-laws to be considered Monday, November 29, 2021

- (a) A By-law to amend By-law No. 2014-169 entitled "A By-law to appoint a Chief Building Official and Inspectors under the Ontario Building Code Act, 1992." (One reading – with respect to change in personnel. Delegation of Powers and Duties By-law No. 2020-156.)
- (b) A By-law to amend By-law No. 2020-156 entitled "Delegation of Powers and Duties By-law." (One reading - with respect to appointment of Screening and Hearing Officers for the purposes of the Parking and Non-Parking Administrative Monetary Penalty System (AMPS). To be considered by Council, November 29, 2021.)
- (c) A By-law to amend By-law No. 2014-157 entitled "A by-law to establish the positions of Screening Officer and Hearing Officer and to appoint persons as Screening Officers and Hearing Officers." (One reading - with respect to appointment of staff for the purposes of the Parking and Non-Parking Administrative Monetary Penalty System (AMPS). To be considered by Council, November 29, 2021.)
- (d) 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 37 Warkdale Drive. To be considered by Council, November 29, 2021.)
- (e) 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 2 Thorndale Avenue. To be considered by Council, November 29, 2021.)
- (f) 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 36 The Cedars. To be considered by Council, November 29, 2021.)
- (g) A By-law to Adopt the Capital Budget for the City of St. Catharines for the Year 2022. (One reading - with respect to 2022 Capital Budget. To be considered by Council, November 29, 2021.)
- (h) A By-law to confirm the proceedings of council at its meeting held on the 29th day of November 2021. (One reading - with respect to confirming the proceedings of the meeting held on November 29, 2021.)