

Ontario Street Corridor Secondary Plan Study

Terms of Reference



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Ontario Street Corridor Secondary Plan Study

Terms of Reference

1. PURPOSE

The following sets out the Terms of Reference to undertake a comprehensive land use study, and development of a Secondary Plan, for the lands described herein as the 'Ontario Street Corridor Secondary Plan Study Area'. The study area boundary is more specifically defined in Section 3 below and shown on Appendix 1.

The purpose of a Secondary Plan is to establish a clear vision, goals, objectives, land use policies and permissions, and the implementation strategies required to guide the future development of the subject area.

This Terms of Reference sets out the scope and process for the Secondary Plan study, including the context and planning framework, guiding principles and objectives, administration, budget, study participants and stakeholders, public engagement, required tasks, and a work plan and timeline to complete the study.

2. CONTEXT

The primary focus of the study are the lands known municipally as 282 and 285 Ontario Street (Appendix 1). Since 1929, these properties have been owned and used by General Motors or associated subsidiaries for an auto manufacturing operation. The manufacturing plant closed in 2010, and the properties were sold in 2014. Most of the existing buildings and structures on site have since been demolished and the majority of the site is now vacant. The current ownership has stated interest to pursue future development on the lands for residential and mixed use purposes.

The historical use of these lands has helped shape the City's economic, social, cultural, and physical landscape and fabric of the City. The future use of the lands will also help shape the City's landscape for generations to come.

Triggered by the closure of this long-standing industrial use, and what is now a mostly vacant, 20 hectare (50 acre) brownfield site located in the middle of the city, City Council directed staff to evaluate the conversion of the industrial lands to allow for future alternative residential and mixed use development.

The properties have long been designated 'employment' (industrial) in the City's Official Plan. The conversion or re-designation of employment lands for alternative uses requires an Official Plan Amendment.

Provincial land use policy requires that an Official Plan Amendment to convert or re-designate employment lands must first be based on a municipal-wide Land Needs

Assessment (LNA). The LNA evaluates existing development capacities for all uses across the City, future land needs necessary to accommodate forecasted population, housing, and employment job growth, and identifies opportunities to re-align the City's land use structure and land use permissions to best support the growth forecast.

In 2017, the City undertook a LNA which formed the basis for Amendment 26 to the City's Official Plan. Official Plan Amendment 26 (OPA 26) was adopted by City Council on November 30, 2020, and further adopted by the Region of Niagara (upper tier government approval authority) on March 25, 2021. The amendment was subsequently appealed to the Ontario Land Tribunal (OLT) but was dismissed in its entirety by OLT decision on April 7, 2022.

Among other matters, OPA 26 does the following:

- re-designates the lands known municipally as 282 and 285 Ontario Street from 'employment' to 'mixed use' to provide for the development of alternative uses on the site, including residential, commercial, office, institutional, recreation, as well as employment uses;
- requires that the subject lands are to be planned for future development through the creation and approval of a Secondary Plan.

The LNA and adoption of OPA 26 represent the completion of the first two planning components necessary to facilitate Council's direction to evaluate and plan for alternative uses on the subject lands. The next step is to undertake a Secondary Plan study to provide a greater level of detail, and more specifically identify and evaluate land use opportunities, permissions, policies and implementation strategies to guide the future development of the lands.

3. STUDY FOCUS

3.1 Study Area

The primary focus of the study is 282 and 285 Ontario Street. However, given the size and strategic location of these lands within the City, they cannot be looked at in isolation. The study area also includes the lands to the north and south of the properties along the Ontario Street corridor from the QEW Highway in the north to Welland Avenue in the south.

Ontario Street is a Regional arterial road and represents a primary and significant gateway into the City and the downtown core from the QEW Highway.

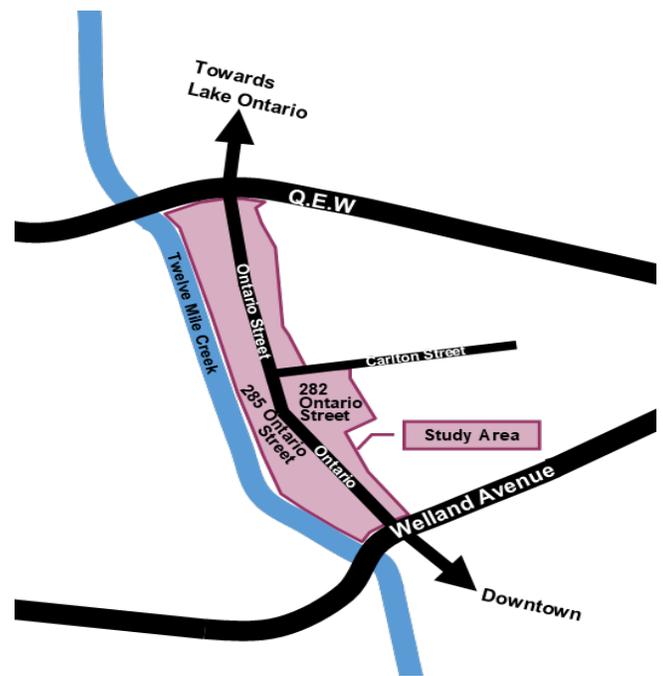
Each of 282 and 285 Ontario Street are approximately 10.0 hectares (25 acres) in size, and are the 2nd and 3rd largest vacant developable properties in the City's urban area. These properties are situated across the street from one another on the east (282) and west (285) side of Ontario Street, and are located approximately halfway (1.2 km) along the Ontario Street corridor between the QEW and downtown St.Catharines. It would be remiss not to evaluate 282/285 Ontario Street in conjunction with the Ontario Street corridor lands to the north and south in a comprehensive, cohesive, integrated and connected manner.

The corridor lands north and south are distinct from each other with respect to parcel fabric, land use and built form, and certainly distinct from 282/285 Ontario Street.

Most of the north corridor lands from Carleton St. to the QEW are primarily designated Arterial Commercial in the Official Plan, with a larger sized parcel fabric, and supporting uses primarily catering to the travelling public, and auto related uses. It is one of only two Arterial Commercial designated areas in the City and provides an important function in serving community needs.

The south corridor lands from Pleasant Avenue to Welland Avenue, and directly leading into the downtown core, are mostly comprised of a small parcel fabric and a mix of smaller scale residential and commercial uses. This area also includes a larger scale employment use located immediately adjacent to 285 Ontario Street, as well as 10 Pleasant Avenue, a 1.2 hectare (3 acre) vacant site located to the east and adjacent to 282 Ontario Street. This site was previously used for parking to serve the adjacent auto manufacturing operation. It is designated for medium density residential use in the Official Plan, and is currently under the same ownership as 282/285 Ontario Street. The south corridor lands also include Alex MacKenzie Park, a major city-wide community park, located immediately adjacent to 10 Pleasant Avenue to the east.

Recognizing the different typology, character and use of the three areas (282/285 Ontario, north and south corridors), the study focus is different for each area. The focus for 282/285 Ontario Street is brownfield redevelopment. For the adjacent north and south corridors of Ontario Street, study emphasis is primarily geared towards context sensitive site and neighbourhood design initiatives (built form, streetscape, complete streets, open space, climate change, etc) rather than any significant changes to land use permissions.



In addition to the above, the study will also evaluate the impact, implications, integration and transition of future development within the study area with that of the lands adjacent to the study boundaries, or area of influence, primarily the 12 Mile Creek valley lands to the west and established residential neighbourhoods to the east of the study area boundaries.

The study area boundaries, including the three sub-areas (282/285 Ontario Street, north and south corridors), and the approximate area of influence, are set out in Appendix 1, and which also includes Official Plan mapping of the study area.

3.2 Scope

The study is to be undertaken consistent with, and in support of, the goals and objectives of City Plans and other initiatives, including but not limited to the following:

- City's Corporate Strategic Plan
- Official Plan (Garden City Plan)
- Transportation Master Plan
- Parks Policy Plan
- Recreation Facility and Programming Master Plan
- Culture Plan
- Asset Management Plan
- Accessibility Plan
- Climate Adaptation Plan

Where applicable, the study will also be informed by the Region of Niagara's Official Plan, Transportation Master Plan, and Master Servicing Plan.

3.3 Guiding Principles/Objectives

In addition to 3.2 above, the study is to be guided by the following primary objectives and determinants. To properly plan for the area, the objectives are very much interrelated.

Land Use

To support the development of a dynamic, connected, efficient, more compact and higher density mixed use neighbourhood centered around 282/285 Ontario Street, providing for a range of primarily medium and higher density housing types, support for attainable housing, and an integrated mix of transit-supportive residential, commercial, cultural, institutional, recreational, open space, parkland and employment uses. The lands are currently designated Mixed Use in the Official Plan which supports a minimum density range of 100 people and jobs per hectare.

Along the Ontario Street north and south corridors, the primary land use focus is to maintain, and where appropriate to enhance, future use opportunities.

Site Remediation

To support time sensitive, cost-effective, and orderly environmental remediation of 282/285 Ontario Street. Given past use, and based on environmental studies to date, there are known contaminants on 282 and 285 Ontario Street. The location and level of contamination, and the approved process and method of remediation will have a direct influence on the planning for location, range and configuration of future uses, parcel fabric, and open space and built form opportunities in the area.

Given the size of the site, it is anticipated that the evaluation and approved process and methods of remediation will need to progress in an iterative, phased, and systematic approach, and will be a key component of the implementation strategy for future development within the study area.

The environmental evaluation and remediation of the lands is a priority for the City and key objective of this study.

Service Infrastructure and Capacity

To provide for efficient, cost-effective, environmentally friendly, resilient and coordinated infrastructure investment to accommodate new growth and sustain existing development, and in doing so:

- to plan for the appropriate and sufficient provision of hard and soft service infrastructure and capacity necessary to accommodate existing and future development opportunities and needs, including transportation and transit, water, wastewater and stormwater management, parkland, open space, recreation, and emergency, community and utility services.
- to address existing and future infrastructure and capacity needs within the study area of influence, and to address broader existing and future community and city-wide infrastructure and capacity needs, and asset management, where applicable.

Integrate/Connect/Design

To embrace a connected community, and complete streets ethic, and to plan for a safe, accessible, serviceable, connected, multi-modal street network, and supporting urban design, green, open space and public realm opportunities for all ages and abilities, and in doing so:

- to facilitate built form and site design that reduces automobile oriented travel and achieves a high quality public realm and architectural design excellence.

- to plan for an integrated and connected built and open space network, identifying opportunities for the creation of new parks, trails, and public realm improvements and open spaces, and the connection and integration of these spaces within the city's broader parks and trail network.
- to provide a cohesive, connected and compatible built form and site design within each study sub area, and throughout the entire study area, and to ensure appropriate transition of built form, design and scale with that of existing development and uses within the area of influence.
- to support a connected, integrated and contiguous streetscape design throughout the study area, recognizing the different use typologies of the 3 study sub areas, and to ensure an animated public realm, and placemaking to strengthen the role and design of the Ontario Street corridor as a major gateway into the city and the downtown.
- to promote an accessible, walkable, useable and connected open space network throughout the study area, supporting active and passive recreational uses, integration with adjacent neighbourhoods, and to facilitate accessible and active linkages to the 12 Mile Creek valley lands and the city's major open space network.

Natural/Cultural Heritage

To protect for and maintain the 12 Mile Creek and associated valley lands as a significant natural heritage feature and water management resource, and to encourage integration of a passive trail system within the natural heritage corridor to support connecting links between the study area and the city's open space network.

To support protection of heritage resources, and through design initiatives and place-making, to recognize and embrace the influence of the areas traditional use in helping shape the social and cultural fabric of the city.

Climate Change

To support climate change mitigation and adaptation design initiatives, including reduction of greenhouse gas emissions, energy efficiency and alternative energy systems, water conservation, enhanced vegetative cover and urban canopy, green building, site and low impact development design, and compact land efficient development.

4. Study Organization/ Administration/ Management

4.1 Budget

The City's current Capital Budget allocates \$225,000 to undertake the Secondary Plan study. The Region of Niagara, through their Smarter Niagara Incentives Program (SNIP), previously committed a grant of \$100,000 towards the study, of which \$59,040 remains to be utilized. A portion of the original grant amount was previously expended to undertake the LNA which formed the basis for OPA 26. The Capital Budget allocation includes the remaining SNIP grant amount.

There are a number of study components and evaluations that need to be addressed to complete a Secondary Plan study, and a typical budget to undertake a study of this size and nature is normally in the range of \$0.5 million. Given the limited study budget, the ability to retain consultant services to undertake the study is constrained. As such, the study will be directed and managed in-house by Planning and Building Services Department staff as part of the department work plan. The Terms of Reference also sets out components to be undertaken through partnerships with the Region of Niagara and landowners.

4.2 Stakeholders / Roles

There are several stakeholders with varying roles to provide evaluation and input into the study, as follows:

City

The City's Planning and Building Services Department will direct and lead the study under the supervision of the Senior Project Manager. A core Project Team will be established and is comprised of the following:

- Senior Project Manager
- Senior Planner (Policy)
- Planner (CIP Coordinator)

The Project Team will be the author of the Secondary Plan, and many components of the study will be undertaken in-house by the Project Team, including:

- study management, administration, coordination;
- prepare, evaluate all background materials, data collection, and policy review;
- prepare and present study reports, updates;
- peer review of terms of reference and findings for all required technical studies prepared by landowner and development proponents;
- coordinate, administer and lead the study public engagement strategy.

The core Project Team will also be supported by additional City staff as outlined in Section 4.3

Retention of outside consultants will be used strategically where deemed necessary to support certain components of study evaluation. It is expected that consultant services will be retained most specifically to support public engagement strategies and provide independent peer review of any study components undertaken by development proponents, landowners and interested parties.

Niagara Region

The Region of Niagara has significant transportation and service infrastructure, investment, and policy interest within the study area, and is the final approval authority for the Secondary Plan.

Regional staff will be a necessary and valued contributor to the study, providing technical expertise and evaluation where necessary, primarily with respect to transportation, service infrastructure and capacity, urban design for the Regional road context, and policy implementation.

Regional staff will have direct representation on the study Technical Working Committee to be established (Section 4.4 below), and participation in the evaluation and review of all study components.

A Memorandum of Understanding will be approved by the City and Region to specifically define respective roles, responsibilities, and contributions to the Secondary Plan study.

Landowners / Development Proponents

The study area is comprised of 171 properties located on approximately 75 hectares (185 acres) of land. All lands within the study area, and area of influence, will be evaluated, and all property owners consulted throughout the study process.

292/285 Ontario Street, 10 Pleasant Avenue

Most impactful to the study are the properties at 282 and 285 Ontario Street and 10 Pleasant Avenue. These are the only significantly sized vacant developable properties in the study area, comprising approximately 30% of study area lands, and will require significant technical study evaluation, including but not limited to traffic, functional servicing, water management, environment, urban design, natural and cultural assessment.

Proponents for development of these properties are responsible to finance and undertake site-specific technical studies to evaluate and justify consideration of development approval on their lands. These studies will help inform the Secondary Plan study and evaluation. Likewise, it is expected that the study principles and objectives in Section 3.3 above, and in-house staff evaluation of the study area, will direct and help inform technical studies required by any development proponents and landowners in the study area.

A coordinated and integrated approach and evaluation of any site-specific studies is necessary to properly plan for and enable the development of a viable, fiscally responsible, and achievable Secondary Plan for the area in support of guiding study principles and objectives.

Transparency and Accountability

A Memorandum of Understanding will be approved between the City and development proponents for 282, 285 Ontario Street and 10 Pleasant Avenue to specifically define roles, responsibilities, and contributions to the study.

Developer proponent studies are intended to provide professional qualified technical information and evaluation, but in no way will pre-determine any specific outcomes of the study. To ensure transparency and accountability, terms of reference, evaluation and results of all technical and site specific studies required by the development proponents will be subject to a robust peer review process by the Study Technical Committee to be established (Section 4.3 below), as well as outside agencies, where required. Outside independent professional qualified consultants will be retained for peer review purposes where warranted.

All technical and independent studies will be made available for stakeholder and public review, and will form part of the public record for the Secondary Plan Study.

Any development applications made on lands within the study area in advance of completion of the Secondary Plan study will be evaluated and guided by current city, upper tier government and agency policies and regulations, guiding study principles and objectives in Section 3.3 above, and Secondary Plan study evaluation to date.

Outside Agencies

There are a number of outside agencies who have land ownership, infrastructure, facilities and/or regulatory authorities and interest within the study area, including the Ontario Power Generation (OPG), Niagara Peninsula Conservation Authority (NPCA), Ministry of the Environment, Conservation and Parks (MOECP), and the Ministry of Transportation (MTO), in addition to local utility service providers including hydroelectric, gas, and telecommunications.

All of these stakeholders will be directly consulted throughout the study process, and further, will provide peer review of terms of reference, evaluation and results of any technical and site studies required by development proponents and landowners where applicable.

Corporate Advisory Committees

The City establishes several Advisory Committees to provide input and advice to City Council on matters related to the cultural, economic, environmental and social sustainability pillars of the City's Corporate Strategic Plan. All of the City's Advisory

Committees will be consulted at the initial stage of study, and to provide input and advice on study findings throughout the process.

Neighbourhood Advisory Committee

The lands within and around the study area will be directly impacted by study recommendations. A Neighbourhood Advisory Committee will be established to help guide, review and provide input into study components. The composition of the Committee will be localized to the study area, and area of influence, and will be comprised of the following:

- 1 to 2 landowner representatives from the Ontario Street north corridor sub-study area
- 1 to 2 landowner representatives from the Ontario Street south corridor sub-study area
- 2 to 3 residents from the area bounded by Geneva Street, the 406 Highway, the QEW and Twelve Mile Creek
- 2 St. Patrick Ward Councillors

The role of the Committee is to speak and provide input on behalf of landowner and resident interests in the study area, and area of influence, and engage in the review and evaluation of study components. It is expected that the Neighbourhood Advisory Committee will meet with the Project Team on a quarterly, or as needed basis. This is in addition to public consultation outlined in Section 4.4.

4.3 Study Technical Advisory Committee

A Technical Advisory Committee will be established to identify, direct, guide, evaluate and recommend study components, and will be led by the study Project Team identified in Section 4.2 above.

The Committee will be comprised of the study Project Team and will also include two other members from the Planning and Building Services Department (Manager of Planning, Senior Planner (Urban Design)), and representatives from other City departments, the Region of Niagara, and the Niagara Peninsula Conservation Authority (NPCA).

The Technical Advisory Committee will be composed of the following:

- City departments:
 - Planning and Building Services (PBS) – five (5) members
 - Engineering, Facilities and Environmental Services (EFES) –two (2) members
 - Community, Recreation and Culture Services (CRCS) – one (1) member
 - Economic Development and Tourism Services (EDTS) – one (1) member
 - Financial Management Services (FMS) – one (1) member

- Region of Niagara, Planning and Development Services – one (1) member
- NPCA – one (1) member

Additional representation on the Committee from City departments and the Region of Niagara may be required on an as needed basis.

4.4 Public Engagement

The historical use of the study lands has helped shape the fabric of the city and the future use of the lands will do so for generations to come. The study cannot just be looked at in isolation of the immediate area and must also be evaluated on community and city-wide perspectives.

Neighbourhood and community wide public engagement, consultation and input is also a critical partner in the success of the Secondary Plan study. The public is a critical stakeholder in the study, any and all public review and input into the study exercise and development of a recommended Secondary Plan is welcomed and encouraged.

Public engagement and facilitation will primarily be orchestrated and conducted by the study Project Team. It is anticipated that outside consultant services will be retained to support certain components of the public engagement strategy.

The study will undertake a robust, accessible, systematic, informative, interactive and accountable public engagement process, and will include:

- an EngageSTC page on the City's website, devoted to providing current information and updates on the study, meeting notifications, and input opportunities.
- multi-media publication of study status, meeting notifications, and input opportunities (city webpage, web-based portals, print media, radio/tv, etc.)
- on-site information centre and opportunities for community engagement and participation
- pop-up information/input kiosks
- in-person and/or virtual accessible design charettes, visioning exercises
- attend neighbourhood meetings, consult with any interested individuals/ interest groups city-wide.
- host community wide public forums to provide study analysis, findings, status, and to solicit input and feedback
- systematic study updates to City Council

5. STUDY COMPONENTS /DELIVERABLES /TIMELINE

The study is organized into 6 main phases. The precise range, scope and timing of tasks is intertwined, iterative and may overlap.

5.1 Study Components / Deliverables

1. Project Start-up

- Enter into Memorandum of Understandings with Region of Niagara, active development proponents;
- Formally establish the Technical Advisory Committee and Neighbourhood Advisory Committee, and introductory start-up meetings;
- Provide direct notification to all study area residents, business and landowners if the study area, including those in the identified area of influence;
- Establish a study contact list for stakeholders and interested parties to provide study bulletins, update and information.
- Develop and implement the public engagement strategy (website, web based portals, media, meetings, etc.);
- Host a community wide public forum, and initial introductory meetings with corporate advisory committees, to present and seek input on the study process, evaluation components and deliverables.
- **Deliverable:** Establish study start-up and management protocols. Host a **Public Open House (Q4, 2022).**

2. Information Gathering/ Background Analysis

- Review and analysis of existing land use, typologies, inventories, character, parcel fabric, development capacities, physical conditions/attributes, assessment of natural and cultural heritage, parkland, roads and service infrastructure and capacity;
- Review of existing local, upper tier and agency policy framework and regulations, best practice review;
- Identify current and future local and upper tier Capital works projects and other planning initiatives for the subject area and surrounding community;

- Identify opportunities and constraints for current and future planning initiatives, and required technical study inputs and terms of reference.
- **Deliverable:** prepare a **Background Analysis Report** for review and input by the public, Council, corporate advisory committees, neighbourhood advisory committee (**Q2, 2023**).

3. **Community Visioning / Alternative Land Use Concepts**

- To engage in-person and/or virtual opportunities for residents, business, property owners, and other interested stakeholders to actively participate in developing an overall vision and guiding principles for the study area;
- In conjunction with the Background Analysis Report in Phase 1, this visioning exercise will establish three (3) alternative development scenarios for the study area, and form the basis and foundation for further detailed planning analysis;
- **Deliverable:** prepare and present a **Community Vision and Alternative Concepts Report** for review and input by the public, Council, corporate advisory committees, neighbourhood advisory committee (**Q3, 2023**).

4. **Detailed Planning Analysis / Preferred Land Use Concept**

- A defined, systematic and transparent evaluation criteria system will be established to assess each of the three (3) alternative concept scenarios established in Phase 3 above, and each of the scenarios will be subject to detailed planning analysis, including but not limited to:
 - land use typology, capacities, built form and site design opportunities, compatibility and impacts
 - functional water and wastewater service infrastructure, capacity needs, opportunities and constraints
 - transportation, traffic and transit capacities, efficiencies, needs, impacts, opportunities
 - stormwater management requirements and impacts
 - environmental sustainability, remediation needs, implications and impacts
 - road, streetscape and open space network connections, accessibility, multi-modal mobility, and public realm opportunities
 - parkland requirements and opportunities
 - natural and cultural heritage protection and integration
 - climate change mitigation, adaptation and resiliency
 - emergency, utility service and community facilities provision, and asset management

- municipal and landowner financial implications and impact
- Based on the above analysis, a preferred Land Use Concept Plan for the study area will be prepared and recommended for endorsement, and will include a preliminary land use policy framework setting out key objectives, development and design standards, and strategies for implementation of the Concept Plan.
- **Deliverable**; prepare and present a **Detailed Analysis / Preferred Land Use Concept Plan Report** for review, input and endorsement by the public, Council, corporate advisory committees, neighbourhood advisory committee **(Q1, 2024)**.

5. **Draft Secondary Plan**

- Based on the evaluation in all subsequent study phases, a detailed land use planning framework, land use policies, standards, implementation strategies and map schedules will be prepared and together will form the draft 'Ontario Street Corridor Secondary Plan'.
- **Deliverable**; prepare and present a **Draft Ontario Street Corridor Secondary Plan and Report** for review and input by the public, Council, corporate advisory committees, neighbourhood advisory committee **(Q3, 2024)**.

6. **Final Draft Secondary Plan for approval**

- Based on the review and input received in Phase 5, a final report and draft Ontario Street Corridor Secondary Plan will be prepared with any necessary refinements and modifications, and presented to Council for formal adoption.
- **Deliverable**: prepare and present the **Final Draft Ontario Street Corridor Secondary Plan** at a legislated public meeting for consideration of formal City Council approval **(Q4, 2024)**.

5.2 **Study Timeline**

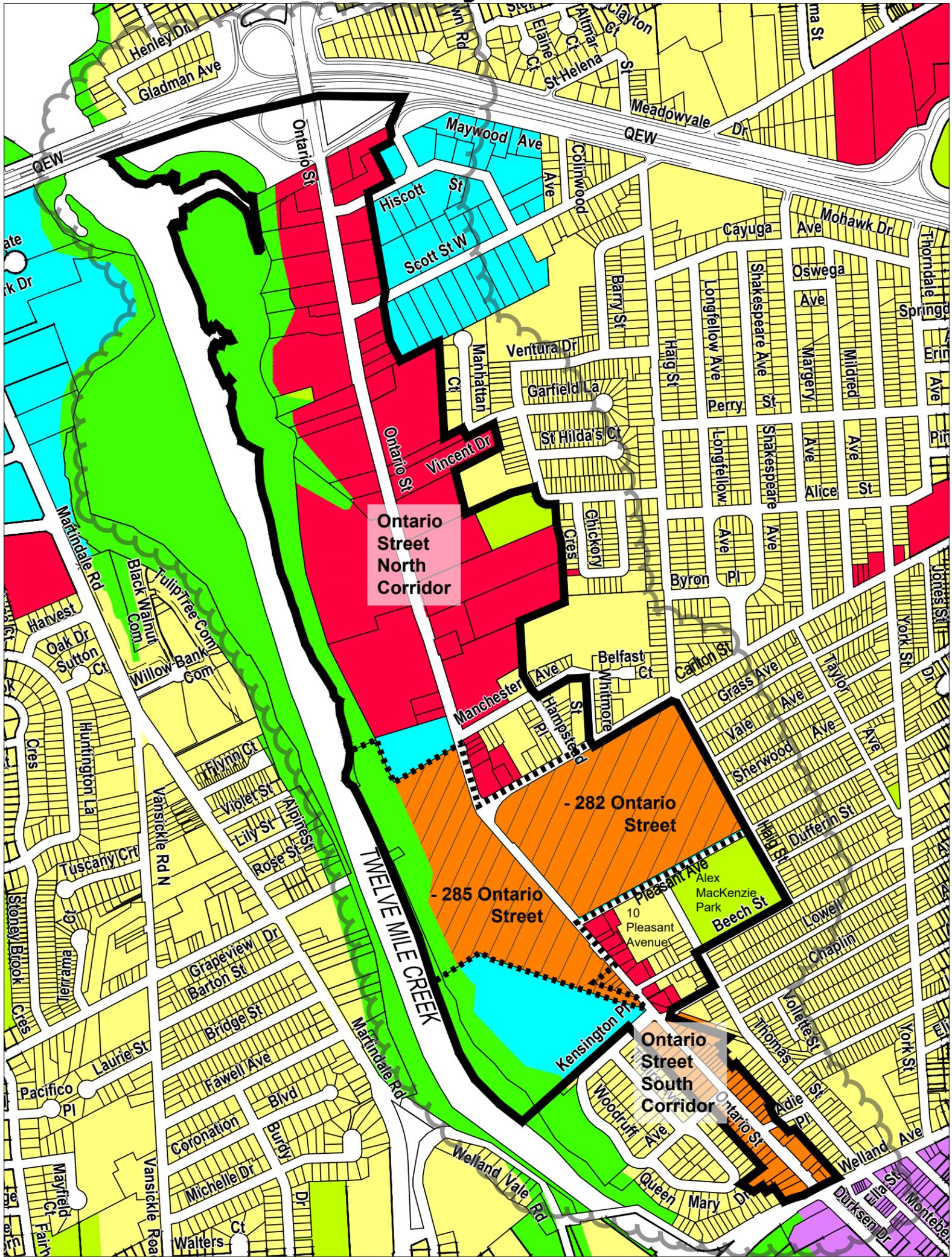
The study start-up will proceed immediately following City Council endorsement of this Terms of Reference. Many of the study components, and timing of tasks, are intertwined, iterative and overlap. The following provides the phasing sequence and estimated timeline for study components and deliverables.

Study Components / Deliverables	2022			2023				2024				2025			
	May 30	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Council endorse Study Terms of Reference	■														
Study start-up		■	■												
Introductory Public Meeting			■												
Background Analysis		■	■	■	■	■									
Background Analysis Report					■										
Community Visioning					■	■									
Community Visioning/ Alternative Concepts Report & Public Meeting						■									
Detailed Planning Analysis				■	■	■	■	■	■						
Detailed Analysis / Preferred Land Use Concept Report & Public Meeting								■							
Prepare Draft Secondary Plan								■	■	■	■				
Draft Secondary Plan, Report & Public Meeting											■				
Prepare Final Draft Secondary Plan, Report											■	■			
Consideration to adopt Secondary Plan at Legislated Public Meeting												■			



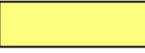
Public Meetings / Deliverables

Ontario Street Corridor Secondary Plan Study Area



-  Boundary for Ontario Street Corridor Secondary Plan Study Area
-  Boundary of Study Sub Areas
(282/285 Ontario Street, North Corridor, South Corridor)
-  Area of Influence

Official Plan Land Use Designations

- | | |
|---|---|
|  Neighbourhood Residential |  Mixed Use |
|  Commercial |  Downtown |
|  Parkland & Open Space |  Natural Areas |
|  Employment | |