



Subject:	Zoning By-law Amendment Application by Urban Environments for 3821 to 3827 Main Street, Jordan CN:3-5-02-03 Application: PLBZA20240027
To:	Committee of the Whole – Planning & Economic Development
From:	Planning and Development Department

Report Number:	PD-10-24
Wards Affected:	Ward 3
Date to Committee:	April 2, 2024
Date to Council:	April 15, 2024

Recommendation:

Committee receive and file for information, Report PD-10-24 regarding Zoning By-law Amendment Application PLZBA2024027 in the name of LPH Limited/Lais Hotel Properties Limited for information; and

Direct staff to prepare a recommendation report once all comments have been received and any identified issues have been addressed.

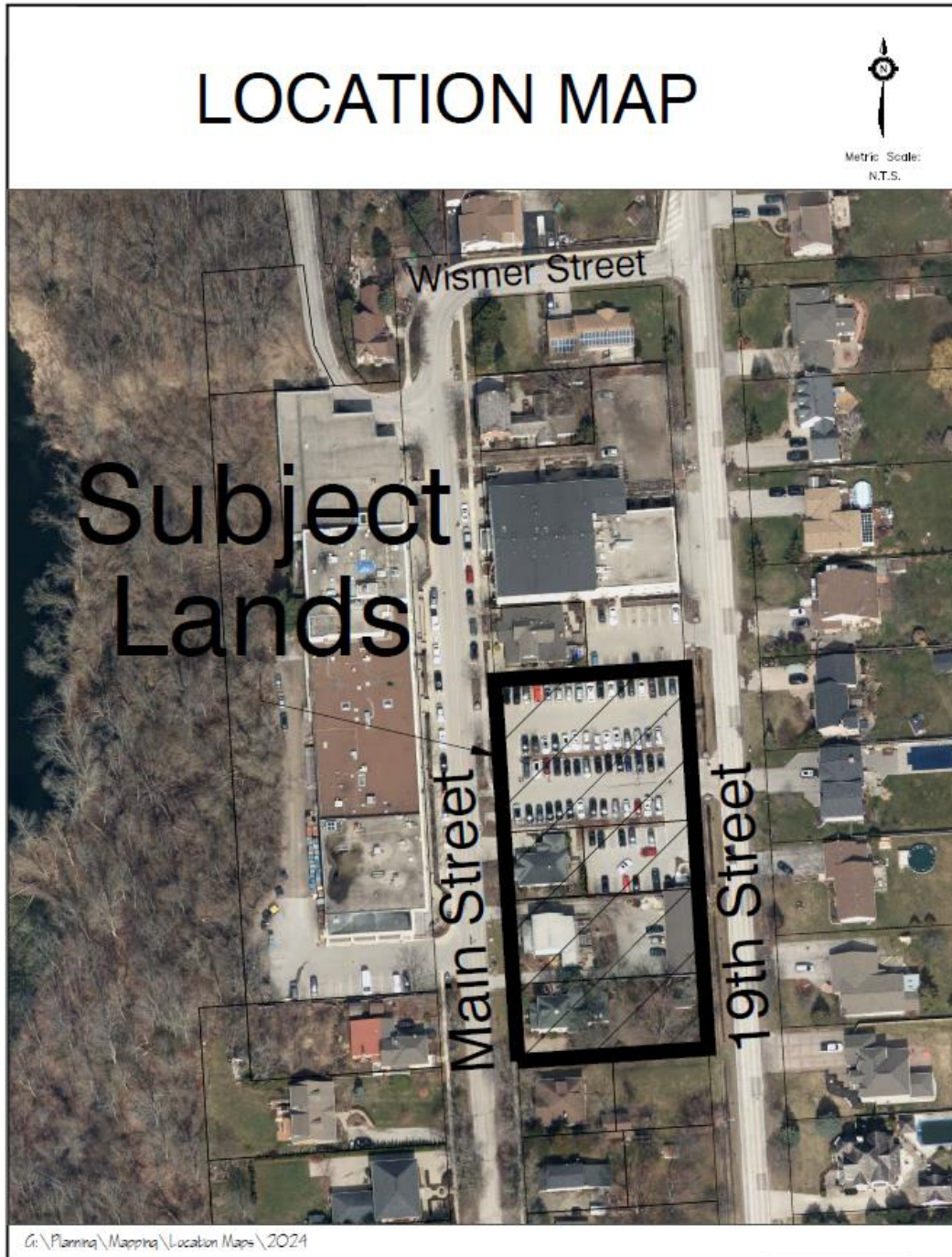
Purpose:

The purpose of this report is to provide background information to the Planning and Development Committee and the general public for the public meeting being held on April 2, 2024 regarding a Zoning By-law Amendment application to permit the construction of a 4 storey, 49 room hotel including 54 underground parking spaces, 70 surface parking spaces (within the adjacent parking lot) and an outdoor pool with site specific provisions for an increased front yard setback to Main Street, reduced southerly side yard setback to accommodate an indoor stairwell and to recognize existing deficient parking stall sizes in the existing adjacent parking lot. No decision will be made at this meeting, rather, committee and staff will receive input which will be addressed in the subsequent recommendation report.

Background:

The subject lands are located on the east side of Main Street, on the west side of Nineteenth Street and approximately 100 metres (328 ft) south of Wismer Street in Jordan. The lands are municipally known as 3821, 3823 & 3827 Main Street and are

composed of Lots 17, 18, 19 and 20 and Block 2 of Township Plan 3. A map illustrating the location of the lands is provided on page 2 of this report.



The subject lands possess a lot area of 0.5 hectares (1.25 acres) in total and currently contains three dwellings, accessory buildings and a parking lot. All existing buildings are proposed to be demolished. 3821 Main Street was on the Town's Heritage Register as a non-designated heritage property pursuant to Part IV of the *Ontario Heritage Act*. Following a Cultural Heritage Impact Assessment and additional investigations affirming

that the building is not worthy of designation, Council approved the demolition of this building on October 23rd, 2023, and the property was removed from the Heritage Register. A demolition permit application was submitted in conjunction with this application.

The total lands have a frontage of 100 metres (328 ft) while the lot depth is 50.3 metres (165.3 ft). Surrounding land uses consist of commercial uses to the north and west and residential uses to the south and east in the form of single detached dwellings.

The parking lot is currently zoned General Commercial in the Central Business District (GC-2)(CBD), 3827 Main Street is currently zoned General Commercial in the Central Business District (GC-14)(CBD) and 3821 & 3823 Main Street are currently zoned Residential 1 (R1) according to the Town's Zoning By-Law No. 2022-50.

The purpose of the proposed Zoning By-law Amendment application is to re-zone the subject lands to permit the construction of a 49 room hotel including 54 underground parking spaces, 70 surface parking spaces and an outdoor pool with site specific provisions for an increased front yard setback to Main Street, reduced southerly side yard setback to accommodate an indoor stairwell and to recognize existing deficient parking stall sizes.

Details of the site-specific provisions are provided further in this report. A concept site plan is also provided as Appendix A to this report.

Report:

It is required that municipal decisions affecting planning matters shall be consistent with the Provincial Policy Statement, Growth Plan, and other provincial legislation. The following policies are particularly relevant to this application.

Provincial Policy Statement (PPS) (2020):

The lands are located within a settlement area as defined by the Provincial Policy Statement ("PPS"). Policy 1.1.1 promotes healthy, livable and safe communities by promoting efficient development and land use patterns which sustain the financial well-being of municipalities over the long-term and meet long-term needs. Such communities are sustained by:

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

Policy 1.1.3.1 states that settlement areas will be the focus of growth and development, and their vitality and regeneration shall be promoted.

Policy 1.1.3.2 states that land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources, are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available and avoid the need for their unjustified and/or uneconomical expansion, are transit supportive where transit exists or is planned. Policy 1.1.3.2 also states that land use patterns within settlement areas shall be based on a range of uses and opportunities for intensification and redevelopment where this can be accommodated considering existing building stock or areas, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

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

Policy 1.1.3.5 states that Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. The Regional Official Plan states that Lincoln Built Up Area is to accommodate 40% of development to the year 2051.

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

Policy 1.6.1 states that infrastructure and public service facilities shall be provided in a coordinated, efficient and cost-effective manner to accommodate projected needs. Planning for infrastructure and public service facilities shall be integrated with planning for growth so that these are available to meet current and projected needs.

Policy 1.6.3 states that the use of existing infrastructure and public service facilities should be optimized, where feasible, before consideration is given to developing new infrastructure and public service facilities.

Policy 1.6.6.1(a) states that expected growth shall be accommodated in a manner that promotes the efficient use of existing municipal sewage services and municipal water services.

Places to Grow - Growth Plan for the Greater Golden Horseshoe (2020):

The lands are located within the “built-up area” and are identified as a “settlement area”, as defined by the Growth Plan. The main goals of the latest iteration of this plan (2020) are to accommodate forecasted growth in complete communities. These are communities that are well designed to meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public

service facilities, and a full range of housing to accommodate a range of incomes and household sizes. Building compact and complete communities will help reduce greenhouse gas emissions and ensure communities are more resilient to the impacts of climate change.

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

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

Specific to this application, Policy 2.2.1 of the Growth Plan directs municipalities to develop forecasted growth within an established settlement area that has a delineated built boundary, has existing or planned municipal water and wastewater systems and can support the achievement of a complete community.

Section 3.2.1 of the Growth Plan identifies key policies for infrastructure to support growth. This includes:

- Leveraging infrastructure investment to direct growth and development in accordance with the policies and schedules of the Growth Plan, including the achievement of the minimum intensification and density targets;
- Providing sufficient infrastructure capacity in strategic growth areas;
- Identifying the full life cycle costs of infrastructure and developing options to pay for these costs over the long-term;
- Considering the impacts of a changing climate;
- Prioritizing areas with existing or planned higher residential or employment densities to optimize return on investment and the efficiency and viability of existing and planned transit service levels;
- Increasing the capacity of existing transit systems to support strategic growth areas; and
- Expanding transit service to areas that have achieved, or will be planned to achieve, transit-supportive densities and provide a mix of residential, office, institutional, and commercial development, wherever possible.

Greenbelt Plan (2017):

Since the subject lands are located within the Jordan Urban Area, they are not subject to the policies of the Greenbelt Plan.

Though the Plan is not applicable to the subject lands, it is important to note that a significant amount of lands within the Town of Lincoln are protected by Greenbelt policy, with additional lands in the Niagara Escarpment Plan Area, which limits the availability of land to support projected growth targets. This emphasizes the importance for the Town to accommodate growth within the existing built-up areas and to make the most efficient use of land in those areas through compact built form.

Regional Official Plan (2022):

It is required that the municipality ensures that proposed development conforms to the Regional Official Plan. The new Regional Official Plan was approved in June 2022 and subsequently approved by the Province with modifications in November 2022.

As per the Regional Official Plan, the subject lands are located within the Jordan Urban Area.

Section 2.2.1.1 states that development in urban areas will integrate land use planning and infrastructure planning to responsibly manage forecasted growth and to support:

- Compact built form, a vibrant public realm, a mix of land uses, including residential uses, employment uses, recreational uses, and public service facilities, to support the creation of complete communities (2.2.1.1 (b)).
- Opportunities for intensification, including infill development (2.2.1.1 (g)).
- Opportunities for the integration of gentle density, and a mix and range of housing options that considers the character of established residential neighbourhoods (2.2.1.1 (h)).
- Conservation or reuse of cultural heritage resources (2.2.1.1 (j)).
- Promoting built forms, land use patterns, and street configurations that improve community resilience and sustainability, reduce greenhouse gas emissions, and conserve biodiversity (2.2.1.1 (l)(iii)).

Council Policy:

The lands are subject to several municipal planning policies, including policies in the Official Plan. The lands are also subject to Site Plan Control to address matters such as building location, landscaping, buffering, parking, grading, drainage, etc.

Official Plan (2016, as amended):

According to the Town Official Plan, the lands are located within the Urban Area and lie within the Built-Up Area of Jordan. 3821 and 3823 Main Street is further designated Mixed Use, while 3827 Main Street and the parking lot are designated Central Business District. All growth which occurs within the Built-up Area is considered to be intensification. Section 1.6.4 defines intensification as developing urban lands at a higher density than

currently exists through redevelopment, infilling, using vacant or underutilized land or expansion of existing buildings. Section 1.6.4 states that intensification is an appropriate means of accommodating growth since it makes better use of existing serviced land and the increase in housing units created by intensification is also considered a good approach to maintaining and improving vibrancy in a community.

Section 1.3.2 speaks to the Protection of Town Character by:

- Promoting the maintenance and enhancement of Settlement areas as distinct, diverse, livable, safe, accessible and attractive communities;
- Respecting the character of existing development and ensuring that all applications for development are physically compatible with the character of the surrounding neighbourhood;
- Accommodating new and innovative housing types within and in proximity to the Central Business District;
- Improving the economic health of the Central Business District by encouraging redevelopment and a broad mix of compatible uses;
- Enhancing the character and stability of existing and well-established residential neighbourhoods by ensuring that development and redevelopment is compatible with the scale and density of existing development;
- Protecting stable residential neighbourhoods by directing higher density development to the Central Business Districts and intensification areas within the Built-up Area;
- Encouraging the development of neighbourhoods which support active transportation and provide a range and mix of housing types and densities, community facilities, neighbourhood commercial centres and public open spaces; and
- Fostering a sense of civic identity through a high standard of urban design in public and private development.

Section 1.3.4 of the Growth and Settlement Policies directs the majority of new development to the Urban Areas where full municipal water and sewer services are available, encourages diversity in housing, and intensification and redevelopment within the Urban Areas specifically within and in close proximity to the Central Business District.

The Mixed-Use designation permits single detached and semi-detached dwellings, townhouses, live-work units, small scale commercial uses such as offices, retail, service commercial uses, small scale creative cultural industries, bed and breakfast establishments and home occupations.

In addition to the general policies of the Jordan Secondary Plan, Section 3.1.15.3.6 provides specific design guidelines for larger scale building redevelopment and infill projects such as the proposed hotel. The guidelines are not use specific and describe ideal conditions for placing buildings, including design considerations for entrances and facades, site access, parking, servicing, landscaping, signage and utilities.

Lands designated Mixed Use are to be developed in a compact manner and are to be pedestrian oriented. The height of buildings is limited to 3 storeys to ensure compatibility with adjacent residential neighbourhoods. It is important to note that the majority of the proposed building is 3 storeys in height and complies with the height requirement. The mid-section of the building is proposed to be slightly higher including 4th storey windows within the roofline for a more visually appealing facade.

Elevation drawings are provided as Appendix B to this report.

Commercial uses may be permitted in the Mixed Use designation subject to a Zoning By-law Amendment, provided that:

- (a) The use will not cause or create traffic hazards or an unacceptable level of congestion on surrounding roads;
- (b) The use can easily be accessed by pedestrians;
- (c) The use is located on a site that has adequate land area to incorporate required parking, waste management facilities, landscaping and buffering on-site; and
- (d) The scale, massing and sitting of the development is compatible and consistent with development on adjoining lands.

Lands designated Central Business District (“CBD”) is the focal point for commerce and hospitality to foster a vibrant, connected, walkable and bikeable, retail and commercial environment.

Within the CBD, mixed use buildings and a broad range of commercial land uses including retail uses, offices, personal services, restaurants, creative outlet industries, microbreweries, wineries, entertainment, hotels and commercial recreation facilities are permitted. Public and government uses are also encouraged to locate within the Central Business District.

The CBD policy section 3.3.4 states that:

- Central Business Districts are the commercial, social and cultural centers of the Town;
- The design of all new development in the Central Business Districts shall recognize and enhance the existing mixed use, pedestrian scale and historic character of the Central Business Districts while allowing for growth.
- The Town will encourage the renovation and rehabilitation of historic buildings within the Central Business Districts and promotes similar architectural treatment of new buildings.
- The Town shall encourage and support the physical and aesthetic improvement of the Central Business Districts, including co-ordinating streetscape amenities and furniture as well as signage.
- It shall be a policy of this Plan to maintain and promote the Central Business Districts of Beamsville, Vineland and Jordan. No development of a commercial nature within the Town shall jeopardize the commercial viability of these areas.

- New development and particularly redevelopment shall be encouraged within the Central Business District. Proposals for development or redevelopment shall be sensitive to the character and scale of existing development, shall provide adequate off-street parking, and shall not generate traffic that will unduly disrupt adjacent residential neighbourhoods.
- The provision of convenient and adequate, but not excessive off-street parking is recognized as a necessity in the promotion and enhancement of the Central Business Districts. To this end the Town shall encourage the co-ordination of existing facilities which shall include the utilization and linkage of back lots and lanes for parking purposes.
- The implementing Zoning By-law shall establish minimum and maximum building heights.
- Buildings shall be located close to the public street edge with doors and windows opening on the street to create a pedestrian-friendly and active street.
- The majority of the public street frontages shall be occupied by building facades with the majority of the façade composed of windows and doors to create pedestrian-friendly streets.

All new development within the Mixed Use and CBD designations shall also conform to the urban design policies in Section 8.6. Section 8.6.2 includes the following design principles:

- (a) To encourage a compact, walkable and well-connected community;
- (b) To encourage mixed use and a range of housing;
- (c) To provide a linked public open space system;
- (d) To encourage quality architecture and to ensure that buildings provide an appropriate edge to the street;
- (e) To encourage increased density in appropriate locations;
- (f) To provide a range of transportation options, including walking and cycling;
- (g) To encourage complete streets for all users;
- (h) Appropriate design of streets and public spaces in order to enhance and encourage pedestrian and public activity;
- (i) To encourage a strong sense of place;
- (j) To encourage improvements to the public realm;
- (k) New development is to be compatible with established development;
- (l) Protection of the heritage buildings and structures;
- (m) Protection of the natural environment; and
- (n) The preservation of cultural heritage landscapes and features.

Zoning By-law:

The subject lands contain 4 separate properties with 3 different zoning classifications.

- 3821 and 3823 Main Street are currently zoned Residential 1 (R1);
- 3827 Main Street is currently zoned General Commercial in the Central Business District (GC-14)(CBD); and

- The parking lot is currently zoned General Commercial in the Central Business District (GC-2)(CBD).

The Residential 1 (R1) Zone permits single detached dwellings, bed and breakfasts, and homes for special care.

The General Commercial in the Central Business District (GC)(CBD) Zone permits a variety of commercial uses including the proposed hotel use and parking area. The current site-specific zoning permits the parking area in conjunction with the winery located on the west side of Main Street, as well as the winemaker's cottage with 2 guestrooms at 3827 Main Street.

The purpose of the proposed Zoning By-law Amendment application is to permit the construction of a 49 room hotel including 54 underground parking spaces, 70 surface parking spaces and an outdoor pool with site specific provisions for an increased front yard setback to Main Street, reduced southerly side yard setback to accommodate an indoor stairwell and to recognize existing deficient parking stall sizes.

Details of the requested site-specific zoning provisions are as follows:

- Front yard setback (to Main Street) of 4.6 metres, whereas 3 metres is the maximum front yard setback;
- Southerly side yard setback for a stairwell bump out of 3 metres, whereas 4.5 metres is required; and
- To recognize a 5.4 metre parking space length for the existing parking spaces to remain, whereas 5.8 metres is the minimum parking space length.

Planning and Development Staff:

Staff advises that this report has been prepared to provide general information. A further report will be prepared once all comments have been received and issues have been addressed.

If this application is approved, the lands would be subject to site plan approval. Through the site plan agreement, the Town can further address issues related to urban design, landscaping, buffering, grading, drainage, and financial matters.

This application submission included the following supporting documents, Planning Justification Report, Landscape Plan, Urban Design Brief, Functional Servicing Report, Transportation Study, and Archaeological Assessment.

Financial, Legal, Staff Considerations:

Financial:

N/A

Staffing:

N/A

Legal:

N/A

Public Engagement Matters:

The Zoning By-law Amendment application, notice of open house/public meeting were recently circulated to relevant government agencies and Town Departments as well as property owners within 120 metres of the subject lands. Public notice signs were also posted on the properties. To date, the following agency comments have been received:

- **Enbridge** has advised that they do not object to the proposed development.
- **Town of Lincoln Fire Department** has advised that they do not object to the proposed development.
- **Niagara Peninsula Energy Inc.** has advised that they do not object to the proposed development and provided comments on space required for a pad mount transformer.

Comments received at the open house and public meeting will be provided and addressed in the subsequent recommendation report.

Conclusion:

Staff advises that this report has been prepared to provide general information. A further report will be provided once all comments have been received and issues have been addressed.

Respectfully submitted,

Monika Cocchiara
Manager of Planning & Development
905-563-2799 Ext. 270

Appendices:

Appendix A Concept Site Plan
Appendix B Elevation Drawings

Notification:

Notification was provided as per subsection 34 (13) of the Planning Act O.Reg. 545/06 s. 5 requirements.

Report Approval:

Report has been approved by the Director of Planning and Development. Final approval is by the Chief Administrative Officer.