



Subject:	Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision Applications for 4129 Hixon Street
To:	Committee of the Whole – Planning & Economic Development
From:	Planning and Development Department

Report Number:	PD-14-24
Wards Affected:	2
Date to Committee:	April 2, 2024
Date to Council:	April 15, 2024

Recommendation:

Committee approve Official Plan Amendment application PLOPA20230111 and Zoning By-law Amendment PLZBA20230112 in the name of Better Neighbourhoods Inc., Elevate Living, Pine Glen Beamsville Inc., and Trustees of Calvary Gospel Church, subject to the following conditions:

1. That a Holding (H) provision be placed on the zoning of the lands subject to the R2-39, R2-40, R2-41, RM1-38, RM1-39, RM1-40, RM1-41, and RM1-42 zoning designations and that the Holding (H) provision not be removed until the following conditions are first completed to the satisfaction of the Director of Planning of the Town of Lincoln:
 - a. The applicant has entered into a Subdivision Agreement and Condominium Agreement and the Agreements are registered on title;
 - b. The applicant has submitted the letter of credit and cash payments required by the agreements;
 - c. Sufficient wastewater services are or will be available to accommodate the proposed development to the satisfaction of the Region of Niagara and the Town of Lincoln; and
 - d. The applicant has completed the primary services within the subdivision.
2. That a Holding (H) provision be placed on the zoning of the lands subject to the RM3-4 zoning designation, and that the Holding (H) provision not be removed until the following conditions are first completed to the satisfaction of the Director of Planning of the Town of Lincoln:

- a. The applicant has entered into a Site Plan Agreement and the Agreement has been registered on title;
- b. The applicant has submitted the letter of credit and cash payments required by the agreements;
- c. Sufficient wastewater services are or will be available to accommodate the proposed development to the satisfaction of the Region of Niagara and the Town of Lincoln; and
- d. The applicant has entered into an Affordable and Attainable Housing Agreement with the Town and the Agreement has been registered on title. This agreement shall require the following:
 - i. That a minimum of 11% of the total units have monthly rents which meet the definition of “affordable” as provided in the Niagara Region Official Plan, and in addition,
 - ii. That a minimum of 32% of the total units have monthly rents which meet the definition of “attainable” as provided in the Niagara Region Official Plan, and
 - iii. That the above housing units shall have a minimum period of affordability that shall not be less than 25 years in length. Council Enact and Pass Official Plan Amendment as attached as Appendix C of Report PD-25-23 to amend the Official Plan policies for the subject lands.

Committee Enact and Pass Zoning By-law Amendment as attached as Appendix D of Report PD-13-14 to amend the zoning regulations for the subject lands.

Committee Deem that Zoning By-law conforms to the Official Plan for the Town of Lincoln; and

Committee Approve Draft Plan of Subdivision Application PLSUB20230113 in the name of Better Neighbourhoods Inc., Elevate Living, Pine Glen Beamsville Inc., and Trustees of Calvary Gospel Church, in accordance with the plan outlined in Appendix A and in accordance with the provisions of the *Planning Act* and the regulations thereunder, subject to the conditions outlined in Appendix F;

That all parties be advised of Committee’s decision on the Draft Plan of Subdivision application in accordance with Provincial Regulations. (Note: Appeal period is twenty (20) days from notice of decision);

The Director of Planning and Development be authorized to endorse the Draft Plan as ‘approved’ twenty (20) days after notice of Committee’s decision has been given, provided that no appeals against the decision have been lodged;

That the applicant be advised that draft approval of this plan will lapse three years from the date of draft approval unless the Town Council grants an extension of the approval

period. If an extension is requested, an updated review and revisions to the conditions of draft approval may be necessary at that time;

Committee Declare that they have considered all of the written and oral submissions and agrees with the planning report analysis and recommendations and finds that, subject to the conditions of approval, this application meets the Planning Act criteria, is consistent with the Provincial Policy Statement and complies with the Growth Plan, the Niagara Region Official Plan and the Town Official Plan.

Purpose:

The report provides a recommendation to Committee, Council and the general public regarding the Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision to permit the construction of 160 dwelling units on the subject lands.

The Official Plan Amendment seeks to apply the Medium Density Residential policy area to the majority of the proposed development and introduce the High Density Residential on a small portion of the subject lands. Site specific amendments to the High Density Residential policy to facilitate the construction of an apartment building and address concerns pertaining to building height.

The Zoning By-law Amendment seeks to introduce the Residential 2 (R2) designation to the subject lands and obtain site specific amendments for accessory structures and to provide for a range of dwelling types and sizes including single and semi-detached dwellings, block and street townhouses, and a four storey apartment building.

Background:

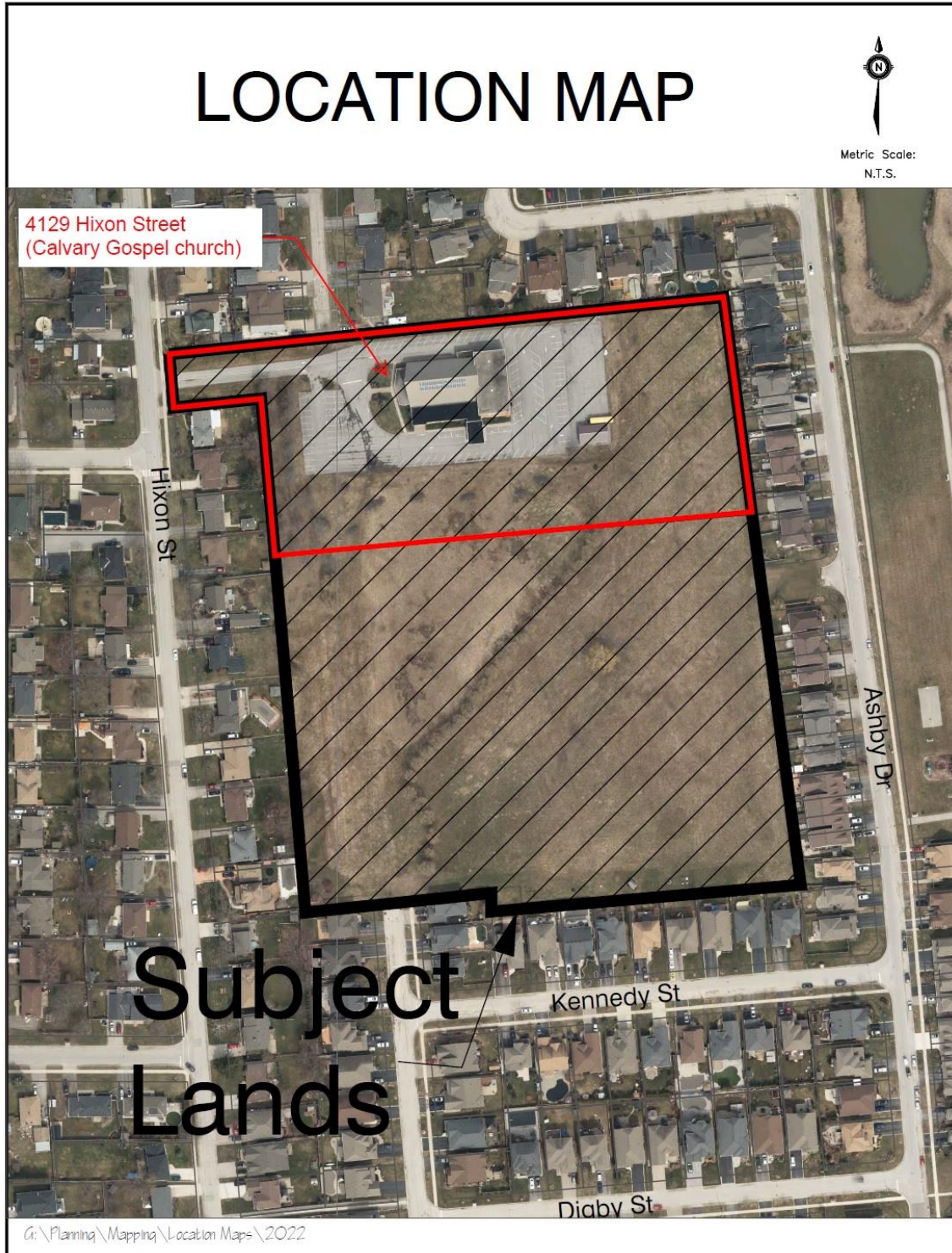
Location:

The subject lands are comprised two properties of two properties: 4129 Hixon, which is presently occupied by the Calvary Gospel church, and a vacant property to the south of the church which has no municipal address. Prior to a consent approved by the Town in November 2022, the vacant property was previously owned by Calvary Gospel Church.

Legally, these lands are described as Parts 1 and 2 of 30R-16055, Part of Lot 16, Concession 4, Clinton.

The lands occupied by the Calvary Gospel Church are approximately 2.1 hectares in size while the vacant lands to the south of the church building are approximately 3.4 hectares. Of these, 4.1 hectares are intended for the proposed development while the remaining 1.4 hectares will be retained by Calvary Gospel Church.

A map illustrating the location and extent of the subject lands is provided below.



Land uses surrounding the subject lands consist of:

To the north, south and west: Single detached dwellings, and

To the east: Townhouses and park space (Ashby Drive Park).

Summary of the Development Application:

The proposed development consists of 160 dwelling units that are intended to provide varying housing stock including single and semi-detached dwellings, townhouse dwellings and apartment dwelling units. The applicants are also proposing open space for passive activities along the north side of Hope Street. The existing church will remain although the property boundary will be revised so that it has frontage along the proposed extension of Edward Street.

The purpose of the Official Plan Amendment is to apply the Medium Density Residential land use policy to the majority of the subject lands and the High Density Residential policy where the apartment building is proposed. The church property's existing Residential policy will remain. Site specific amendments are also requested for the Medium Density and High Density Residential policies. Detailed information on these requests are provided later in this report.

The submitted Zoning By-law Amendment proposes to rezone a portion of the subject lands to Residential 2 (R2), Residential Multiple 3 (RM3) and Open Space (OS). The remainder of the subject lands will remain as Residential Multiple 1 (RM1). With the exception of the OS designation, the applicants are also seeking site specific amendments to address development standards such as lot size, building setbacks, and lot coverage among others. More details on these requests is provided later in this report.

The Draft Plan of Subdivision application intends to establish the general block pattern for the development including laying out which lands are public (such as road layout) and which are private. Conditions for draft plan approval of the subdivision plan have been created and are provided in Appendix F. Work to address these conditions of approval will be undertaken at a future date.

Within the privately owned lands, the Draft Plan of Vacant Land Condominium establishes the lot fabric within each subdivision block. This includes the "units" that will be individually owned along with the private rear laneways and walkways that will be owned by a condo corporation. The applicant will be submitting a draft plan of condo at a later date.

The application is further summarized as follows:

Application Details	
Applicant:	Pine Glen Beamsville Inc.
Agent:	Better Neighbourhoods Inc.
Owner:	Trustees of Calvary Gospel Church and Pine Glen Beamsville Inc.
Type of Application:	Official Plan/Zoning By-law Amendment, Draft Plan of Subdivision
Policy Context	
Official Plan Existing:	Residential

	Low Density Residential Medium Density Residential
Official Plan Proposed:	Residential Medium Density Residential High Density Residential
Zoning By-law Existing:	Institutional (I) Residential Multiple 1 (RM1)
Zoning By-law Proposed:	Institutional (I) Residential 2 (R2) Residential Multiple 1 (RM1) Residential Multiple 3 (RM3) Open Space (OS)
Processing Details	
Date of Pre-Consultation Meeting with Town:	March 11, 2021
Date of Pre-Application Community Information Meeting:	July 31, 2023
Date of Receipt of Complete Application:	November 1, 2023
Notice of Public Meeting Circulated On:	November 8, 2023
Date of Recommendation Report COW Meeting:	April 2, 2024
Date of Council Decision	April 15, 2024
Note: Section 34(11) of the Planning Act permits an applicant to file an appeal to the Ontario Land Tribunal if Council refuses or neglects to make a decision on an Official Plan and Zoning By-law Amendment within 120 days of the submission of a complete application.	

Summary of Development Proposal: Refinements Undertaken Throughout the Application Process

The design of the proposed development has been revised in response to the comments provided by residents, Council, and Town Planning staff. Table 1 (following page) outlines the most prominent changes that have occurred which are summarized as follows:

- **Number of Dwelling Units:** The number of dwelling units has been reduced to 160 from the initial proposal of 202. This reduction was achieved by decreasing the number of apartment dwellings within the subject development. As a result, the proposed density for the entire development is 54 dwellings per hectare.
- **Apartment Building Height:** The apartment building's maximum height was initially proposed as 6 storeys and 26.0 metres. The current request is 4 storeys

and 15.0 metres. Of note is that the maximum permitted building height currently allowed on the subject lands is 12.5 metres.

- **Apartment Building Parking:** The number of resident and visitor parking spaces has increased. The initial proposal included 0.7 spaces for each apartment and 0 spaces for visitors. In the most recent proposal, the number of resident parking spaces is now 1.1 per apartment. There are also 6 visitor parking spaces which meets the zoning regulations for visitor parking.
- **Amenity Area:** An amenity space (Block 7 – Draft Plan of Subdivision, Appendix A) will be provided on the north side of Hope Street and directly in front of the proposed dwelling units on lots 35 – 40 in Block 4. This amenity space is approximately 330 square metres in size and will provide opportunities for passive recreational activities. While this amenity space will be owned by the future condominium corporation, it will be accessible to the public. This arrangement, which is known as a Privately Owned Publicly Accessible Space (POPS), is increasingly being used by Ontario municipalities to provide more amenity space for residents. A POPS agreement will be drafted, executed and registered on title of the subject lands in future planning applications.
- **Affordable Rental Units:** The inclusion of affordable rental units has been maintained, although the number has been revised from 13 (17.0%) to 7 units (11.0%). This is a product of the reduction of building height, which in turn, reduced the overall unit count (75 to 63). A detailed discussion on this matter is provided later in the report.

Table 1: Summary of Prominent Changes to Proposed Development

	July 2023 (Initial Proposal)	Dec. 2023 (As Shown at Public Meeting)	March 2024 (Current Plan)
Total Apartment Dwelling Units	105	75	63
Net Residential Density	68 du/hectare	58 du/hectare	54 du/hectare
Apartment Parking	Apts: 75 sp. (0.7 sp./apt) Visitor: 0 spaces	Apts: 75 sp. (1.0 sp./apt) Visitor: 0 spaces	Apts: 69 spaces (1.1 sp./apt) Visitor: 6 spaces (1 sp./10apt)
Apartment Building Height	6 storeys 26 metres	5 storeys 26 metres	4 storeys 15 metres
Amenity Area	0.0m ²	308m ²	330m ²

Summary of Development Proposal: Additional Context

- **Proposed Density:** As noted, the residential density for the proposed development is equal to 54 dwellings per hectare which is within the medium density range outlined in the Town Official Plan. This figure excludes all lands that will be conveyed to the Town at a later date. Table 2 shows how the density within the proposed development varies. When the apartment building is removed from Table 2, the overall density of the development drops to 33 dwellings per hectare.

Table 2: Density of Proposed Development

	Size (Ha)	# DU	Density
Block 1	0.84	24	28
Block 2	0.33	10	30
Block 3	0.44	19	43
Block 4	0.29	10	34
Block 5	0.26	63	242
Block 6	0.81	34	42
Total	2.97	160	54

- **Neighbourhood Compatibility:** The placement of the proposed dwellings is intended to provide a suitable transition to existing land-uses. Appendix G shows that single and semi-detached dwelling units are primarily located along the subject lands west and south lot lines. The minimum rear yard setbacks for these dwellings have been increased by 2 – 3 metres from what is currently allowed in the Town’s Zoning By-laws.

In comparison the townhouse dwellings are located largely within the interior and along the east lot line of the subject lands, where there are existing townhouses. The apartment building is located along the north lot line immediately south of the Calvary Gospel church which is between the building and the existing dwellings to the north and has a height of approximately 10.6 m. This placement was intended to help minimize potential privacy, shadow, and compatibility concerns. Appendix H illustrates these setbacks and a more detailed discussion on this matter is provided later in the report.

- **Road Layout:** As shown in Appendix A, the proposed development proposes a road network that largely mirrors the designs found in the surrounding area. Edward Street will be extended southward to Bush Crescent to form a north-south connection through the proposed development. East-west roadways are provided by extending the unopened road allowance from Ashby Drive to Edward Street. An “L” shaped roadway will connect Hope Street and Edward Street to provide additional opportunities for traversing the proposed development. All of these roads will be assumed by the Town at a later date once all of the Town’s applicable conditions have been addressed.
- **Pedestrian Connectivity:** In addition to sidewalks being placed on each of the proposed roads, two walkways are proposed to provide better connectivity for pedestrians. A new pedestrian path in the north-west corner of the subject lands (Lane D and south of Lot 31) will be constructed to provide direct access to Hixon

Street. A mid-block walkway will also be constructed in Block 6 to help provide more opportunities for pedestrians walking through the proposed development.

- **Laneways:** A unique feature of the proposed development is the use of rear laneways to provide vehicular access to many of the dwelling units as shown in Appendix A. These laneways will be owned and maintained by the future condo corporation.
- **On-Street Parking:** One advantage of using rear laneways to provide vehicular access for dwellings is that it increases the opportunities to provide on-street parking for visitors. This is because no space needs to be allocated along the curb for driveways. As a result, the proposed development is able to provide on-street parking for 58% of the proposed dwelling units. In comparison, newer subdivisions tend to only provide on-street parking for 40% of the dwelling units. In addition, as per the requirements of the Town Zoning By-law, the apartment block includes additional visitor parking.
- **Dwelling Type Sizes:** The proposed development includes a variety of sizes for each of the dwelling types. Table 3 shows that the size of the ground-oriented dwelling units varies from 925 square feet to 2,500 square feet. The size of the apartments units are split into two categories: micro apartments (generally less than 538 square feet) and standard apartments (greater than 600 square feet).

The majority of the apartment units will be bachelor or one-bedroom apartments, typically rented by one or two person households. Tenant car ownership in this scenario is often less than households with two or more bedrooms. The unit breakdown will be confirmed in subsequent design processes, however, the applicant anticipates a scenario similar to their four storey building in Welland which includes approximately 10% of the units as two-bedroom. has 8 two-bedroom units out of 84 apartments (9.5%). If a similar ratio is provided in the proposed development, this would equal six 2-bedroom apartments.

Table 3: Proposed Size of Dwelling Units

	Est. Size (ft ²)	# of units
Single Detached - Cottage	925	2
Single Detached - Standard	1506 - 2500	16
Semi Detached - Cottage	947	6
Semi Detached - Standard	1378 - 2090	28
Townhouse - Cottage	947 - 1098	6
Townhouse - Standard	1270 - 1790	39
Apartment (micro)	<538	TBD
Apartment (standard)	>600	TBD

Affordable and Attainable Housing

In recent years much attention and focus has been placed on increasing the availability of affordable and attainable housing options within Ontario and Canada. The Provincial government has many policy changes to build housing quicker. The applicable definitions of affordable and attainable housing are provided by the Province, Niagara Region, and the Canada Mortgage and Housing Corporation (CMHC) as outlined below.

Ownership Housing

When reviewing planning applications municipalities are to refer to Provincial Policy Statement's (PPS) definition of affordable ownership housing. Within the PPS, affordable ownership housing is defined as the least expensive of the two indicators:

- a. *housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households (those with incomes in the lowest 60% of a regional market area); or*
- b. *housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.*

Presently there is no definition within the Provincial Policy Statement (PPS) or other provincial policy for attainable housing.

The Region has provided definitions of affordable and attainable ownership housing in their Official Plan which. In the case of affordable ownership housing, it is defined as the least expensive of the following:

- a. *housing for which the purchase price results in annual accommodation costs which do not exceed 30 per cent of gross annual household income for low- and moderate-income households (those with incomes in the lowest 40% of the region's income distribution); or*
- b. *housing for which the purchase price is at least 10 per cent below the average purchase price of a resale unit in the regional market area.*

Attainable ownership housing is defined as housing for which the purchase price results in annual accommodation costs which do not exceed 30 per cent of gross annual household income for households within the fifth- and sixth-income decile.

Table 4: Average Resale Price of Ownership Housing in Niagara Region (2022)

Average Resale Price		
100%	90%	
\$667,700	\$601,000	

Table 5: Province of Ontario and Niagara Region Definitions of Affordable, Attainable and Market Rate Housing

Provincial Definition				Niagara Region Definition			
	Income	Purchase Price			Income	Purchase Price	
10th	\$30,000	\$103,400	Affordable Price	10th	\$30,000	\$103,400	Affordable Price
20th	\$45,100	\$155,100		20th	\$45,100	\$155,100	
30th	\$58,300	\$200,700		30th	\$58,300	\$200,700	
40th	\$72,400	\$249,000		40th	\$72,400	\$249,000	
50th	\$87,800	\$302,200		50th	\$87,800	\$302,200	Attainable Price
60th	\$105,000	\$361,100		60th	\$105,000	\$361,100	
70th	\$124,800	\$429,500	Market Price	70th	\$124,800	\$429,500	Market Price
80th	\$152,500	\$524,600		80th	\$152,500	\$524,600	
90th	\$198,900	\$684,200		90th	\$198,900	\$684,200	

Based on the information provided by the applicant, 14 of the proposed 97 ownership units (i.e., excluding the purpose built rental apartment) will have sale prices that are at or below 90% of the average resale price for houses in Niagara Region. However, none of the proposed ownership houses will have sale prices that meet the income component of the Province or Region's definition of affordable or attainable housing. It should be noted that the estimated purchase prices for these units are at least \$100,000 - \$300,000 lower than similar units currently being sold in Lincoln. Please refer to Appendix H for more information and context on these prices.

Rental Housing

As noted, the applicant is proposing to construct a purpose-built apartment building that will contain a mixture of units with affordable, attainable and market rents. The Province defines affordable rental housing within the PPS as the least expensive of the following indicators:

- a) a unit for which the rent does not exceed 30 percent of gross annual household income for low- and moderate-income households; or
- b) a unit for which the rent is at or below the average market rent of a unit in the regional market area.

At present there is no definition for attainable rental housing within Provincial policies.

The Region has provided definitions of affordable and attainable housing in their Official Plan. Affordable housing is defined as the least expensive of the following criteria:

- a) a unit for which the rent does not exceed 30 per cent of gross annual household income for low- and moderate-income households (those with incomes in the lowest 40% of the region's income distribution); or
- b) a unit for which the rent is at or below the average market rent of a unit in the regional market area.

Attainable rental housing is defined as housing for which the purchase price results in annual accommodation costs which do not exceed 30 per cent of gross annual household income for households within the fifth- and sixth-income decile.

Table 6: Differences Between Provincial and Region Definition of Affordable Rental Housing – Income Decile (2022)

Provincial Definition				Niagara Region Definition			
	Income	Aff. Rent			Income	Aff. Rent	
10th	\$21,700	\$540	Affordable Price	10th	\$21,700	\$540	Affordable Rent
20th	\$28,300	\$710		20th	\$28,300	\$710	
30th	\$36,700	\$920		30th	\$36,700	\$920	
40th	\$44,600	\$1,120		40th	\$44,600	\$1,120	
50th	\$53,900	\$1,350		50th	\$53,900	\$1,350	Attainable Rent
60th	\$64,500	\$1,610	Market Price	60th	\$64,500	\$1,610	
70th	\$76,800	\$1,920		70th	\$76,800	\$1,920	Market Rates
80th	\$95,000	\$2,380		80th	\$95,000	\$2,380	
90th	\$122,600	\$3,070		90th	\$122,600	\$3,070	

The applicant has indicated that they are intending to qualify for and participate in the Canada Mortgage and Housing Corporation's (CMHC) MLI Select Program. This program is one within an array of options intended to improve the financial feasibility of constructing and operating purpose-built rental housing.. In this program, the CMHC provides mortgage insurance to the builder's lender which offers a 50-year amortization and a lower interest rate. In exchange for these benefits, the applicant must meet the CMHC's Affordability requirements. The requirements for housing affordability include the following:

- **Total Number of Affordable Units**

- Three options available to builders: a minimum of 10%, 15% and 25% of the total number of units.

- **Maximum Monthly Rents**

- The maximum monthly rents are capped at 30% of the median renter income for the area. In this case the incomes are for households in the St. Catharines-Niagara Census Metropolitan Area, equal to \$1,047 per month. It should be noted that the income figures utilized by the CMHC were last updated in March 2021 during the last census by Statistics Canada. It is expected that these household income figures will be updated in the 2026 census.

- **Minimum Length of Affordability**

- The minimum amount of time is 10 years while additional points are provided for projects that keep the units affordable for 20 or more years.

Through discussions with Town Planning staff the applicant has confirmed the following components of the apartment building as they pertain to affordable and attainable rental housing:

- **Total Number of Units**
 - Affordable: 7 units (11%)
 - Attainable: 20 units (32%)
 - Market: 36 units (57%)
 - Total: 63 units
- **Maximum Monthly Rents**
 - Affordable: \$1,047
 - Attainable: \$1,350 - \$1,610
 - Market: \$1,920+

The proposed monthly rents are based on household income from the CMHC and Region rather than the average market rates provided by the Province's Ministry of Municipal Affairs and Housing. The primary reason for using this is it allows for monthly rents to increase at the same rate as household incomes. This is important as monthly rents in Niagara have increased at a much faster rate than household income.

- **Length of Affordability and Attainable Rents**
 - 25 years - This figure is based on the minimum affordability period proposed by the Province for affordable housing. While these policies have not been enacted by the Province, Town staff have used their intent to inform the recommendations for this development.

Table 7 shows that the proposed rents of the affordable units meet the definition of affordable housing as proposed by the Province and found in the Niagara Region Official Plan (ROP). The proposed rents of \$1,350 and \$1,610 meet the Region's definition of attainable rental housing in absence of Provincial definitions currently.

Table 7: Proposed Rents and Conformance with Provincial and Niagara Region Definitions for Affordable and Attainable Housing.

Proposed Rent	Min Income Decile	Max Rents (Income Decile)	Max Rent - 1 Bed (100% AMR)	Provincial Affordable Defn.	Region Affordable Defn.	Region Attainable Defn.
\$1,047	40th	\$1,120	\$1,225	Meets Criteria	Meets Criteria	
\$1,350	50th	\$1,350	\$1,225	Does Not Meet	Does Not Meet	Meets Criteria
\$1,610	50th	\$1,610	\$1,225	Does Not Meet	Does Not Meet	Meets Criteria

Rental Market and Housing Affordability Trends in Lincoln and Niagara Region

According to the Region there were 552 households experiencing Core Housing Need in Lincoln in 2021. Of these, 455 (79.9%) consisted of single persons or couples (less than a tenth of the total) who require bachelor or 1 bedroom units. The remaining 97 households (20.9%) were comprised of lone-parent or couples with children who require units with 2 or more bedrooms. The Region's Affordable Housing waitlist for Lincoln reflects this data (from April 30, 2023) as only a third of households have dependents. It is important to note that the total households experiencing Core Housing Need continues to increase. In the most recent Market Rental Survey for Niagara, the CMHC found that monthly rents increased by an average of 9.8% between October 2022 and 2023.

Despite the rising need for affordable housing very little of it has been built in Lincoln. Between 1995 and 2023 no purpose built affordable housing units were constructed. While 59 apartment units are in the process of being constructed at 3311 Menno Street, only 30% of these apartments have rents that meet the CMHC and province's definition of affordable housing. In addition, the apartments are limited to senior households.

The Town's rental stock has generally not kept pace with its recent population growth. Excluding the 59 units at 3331 Menno Street, the Town has only issued building permits for the construction of 42 apartments. These developments include:

- 6 apartments at 4335 Ontario St., and
- 36 apartments at 5002 King St. (55 years and older only)

In lieu of purpose-built rental buildings, the Town's rental supply has largely been provided by the secondary rental market (e.g. basement apartments, secondary dwelling units, condo apartments etc.). While these units play an important role in the Town's housing supply, they are not a long-term solution. In part this is because there is less security of tenure as tenants can be evicted with just 60 days' notice if the owner wishes to occupy or sell the unit.

Not only will the proposed apartment building provide purpose built rental units, but its proposed rents are generally not readily available in Lincoln. Table I.4 in Appendix H shows that single rooms are now being rented at \$1,000 a month and there are few apartments being rented at levels deemed attainable by the Region. Even the market rents are anticipated to provide some comparatively more affordable or attainable housing. Of the 17 listings shown on Table I.4 of Appendix H the proposed rents of \$1,920 would be less expensive than two-thirds (11) of them.

Report:

Provincial Policy Statement (2020):

It is required that municipal decisions are consistent with the policies of the Provincial Policy Statement ("PPS"). The PPS provides broad policy direction on matters of provincial interest related to land use planning and development.

PPS: Built Form Policies

To help build vibrant and healthy communities, reduce long-term infrastructure costs, and preserve farmland and natural features, the PPS provides policies to focus development into settlement areas. These policies include:

- Settlement areas shall be the focus of growth and development (1.1.3.1),
- Ensuring there is sufficient land to accommodate a range and mix of housing options to meet projected needs for a time horizon of up to 25 years and to provide an housing options that meet the social, health, economic, and well-being requirements of current and future residents and needs arising from demographic changes (1.1.2)(1.4.3(b)), and
- Land use patterns within settlement areas shall also be based on a range of uses and opportunities to facilitate intensification and redevelopment, and a compact urban form (1.1.3.2) (1.1.3.4)

Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions and where future higher order transit is planned (1.1.3.3) (1.1.3.5)

The proposed development conforms to the general intent of the PPS' policies pertaining to the built form and design of settlement areas. As noted, the subject lands are located within the Beamsville urban boundary and the proposed development adds to the housing stock variety of the Town, which mainly consists of single detached dwellings. The proposed density of 54 dwelling units per hectare also efficiently utilizes lands that are currently vacant in a manner that is consistent with the PPS' policies and contemplates transition to surrounding existing residences.

Ensuring that new development efficiently utilizes land is of particular importance in Lincoln, especially considering how growth can be sustained strategically in the Town both in the short and long term. Approximately two-thirds of the Town is designated as specialty crop lands (i.e., Greenbelt protected lands) or subject to the development controls of the Niagara Escarpment Plan. As such, the Town's limited supply of existing urban lands must be the focus of development, including in a more compact built form where feasible. This is consistent with the clear Provincial intent on protection of the majority of the Town's significantly larger component of rural lands.

PPS: Community Resiliency

A key theme within the PPS is ensuring that municipalities remain resilient. Financial sustainability for municipalities and the provincial government is a key theme throughout the PPS. Particular focus is placed on ensuring that new development is able to utilize existing infrastructure and services, reduce greenhouse gas emissions, and avoids causing environment, public health, and/or safety concerns. Policies that speak to these objectives include:

- Promote development patterns that sustain the financial well-being of the Province and municipalities over the long-term (1.1.1a)
- Promote compact form and a structure of nodes and corridors (1.8.1a)
- Promoting land use planning and development patterns that achieve cost effective development patterns that uses the *infrastructure* and *public service facilities* which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion (1.1.1e) (1.1.3.2a) (1.1.3.2b)(1.4.3c);
- Ensure that new development avoids causing environmental or public health and safety concerns and promote energy efficiency (1.1.1c)(1.1.1h)(1.1.1i)(1.1.3.2c-d)(1.1.3.4)(1.4.3f)
- promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation and *green infrastructure* (1.8.1f)

Town planning staff are of the opinion that the proposed development is consistent with and supports the PPS' policies pertaining to community resiliency. This reflects that the proposed development does not require the extension or construction of new infrastructure to presently serviced areas, and the proposed density is more efficient in utilizing existing infrastructure (e.g. roads, water) when compared to lower density housing. Moreover, there are no apparent environmental, public health, or safety concerns as there are no natural hazards identified on the subject lands by external agencies.

PPS: Housing Policies

The PPS provides policies to ensure that a community's housing stock can meet the requirements of current and future residents. These policies include:

- accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons) (1.1.1b; 1.1.3.3; 1.4.1),
- establishing and implementing minimum targets for the provision of housing which is *affordable* to *low- and moderate-income households* and which aligns with applicable housing and homelessness plans (1.4.3a),
- permitting and facilitating all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs* requirements and needs arising from demographic changes and employment opportunities, and all types of *residential intensification*, including additional residential units, and *redevelopment* in accordance with policy 1.1.3.3; 1.4.3b).

- Land use patterns within settlement areas shall also be based on a range of uses and opportunities to facilitate intensification and redevelopment, and a compact urban form (1.1.3.2) (1.1.3.4)

The proposed development conforms to and supports the PPS' housing policies by providing a range of housing types. In 2021, the Census found that more than 70% of Beamsville's housing stock was in the form of single and semi-detached dwellings. The proposed variety of dwelling types and sizes as noted earlier, enables households who may not be able to afford or desire to live in a single detached dwelling. Diversifying the Town's housing stock thus allows Lincoln to become a more inclusive community.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

It is required that municipal decisions affecting planning matters shall be consistent with the principles and policies of the Growth Plan for the Greater Golden Horseshoe (Growth Plan). The Growth Plan provides a land use planning framework to guide where and how growth will occur in the Greater Golden Horseshoe (GGH) to 2051. Generally, the most recent updates to the Growth Plan place greater emphasis on the provision of more housing options in Ontario and avoidance of sprawl. This entails a range of varieties and sizes in more compact forms of development that are often more affordable.

Settlement Area Policies

A key theme within the Growth Plan is directing the majority of new growth into designated settlement areas. There are several reasons for this including preserving farmland and natural features, supporting the creation of complete communities, and reducing short and long-term infrastructure costs. The following policies related to growth within settlement areas are applicable to the proposed development:

- Most of the growth will be directed to settlement areas that i) have a delineated built boundary, ii), have existing municipal water and wastewater systems, and iii) can support the achievement of complete communities (2.2.1.2a, c, d)
- The minimum density for new developments in designated greenfield areas shall be no less than 50 residents and jobs combined per hectare (2.2.7a),
- Prioritize a compact built form to make efficient use of land and infrastructure (1.2.1)

Housing Policies

A major component of complete communities is ensuring there is an affordable and adequate housing supply for communities both now and in the future. The Growth Plan provides the following policies to ensure that municipalities have a sufficient housing supply:

- Provide a range and mix of housing options to diversity the existing housing stock, including additional residential units and *affordable* housing, to serve all sizes, incomes, and ages of households (1.2.1; 2.2.1.4c; 2.6.6.1a; 2.2.6.2c, d),
- Establishing targets for affordable ownership and rental housing (2.2.6.1)
- Encourage municipalities to consider the use of all available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes. (2.2.6.3)

The proposed development conforms with the Growth Plan's settlement area and housing policies in part by being wholly located within the Beamsville settlement area and on subject lands that have access to municipal water and wastewater. In addition, the proposed development exceeds the minimum density requirements by proposing 54 dwelling units per hectare and a greater variety of dwelling types than has historically been built in Lincoln, including affordable, attainable and market types. This is an important characteristic for communities that allow households for a wide socio-economic background to live and age in place.

The proposed development also makes efficient use of the subject lands which is important for long term forecasted growth.

Infrastructure Policies

Section 3.2 of the Growth Plan identifies key policies for infrastructure to support growth. This includes:

- Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure (1.2.1; 2.2.2.3e; 3.2.1.5;),
- Ensure there that there is sufficient servicing capacity to accommodate and promote intensification (2.2.6.4),
- Improve the integration of land use planning with planning and investment in infrastructure and public service facilities by all levels of government (1.2.1, 3.2.6.2b),
- Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate –and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions (1.2.1; 3.2.2.3-3.2.2.4).

Town planning staff are of the opinion that the proposed development conforms to Growth Plan's policies for municipal infrastructure. This is based in part on the ability of the proposed development to utilize and connect to existing municipal infrastructure rather than requiring extensions into un-serviced areas of Lincoln. The proposed development is also in relatively close proximity to the Beamsville CBD which can reduce the need for automobile trips for daily amenities. In addition, CMHC funding for the apartment building

requires green building designs. These designs will need to reduce greenhouse gas emissions and energy consumption between 20 – 40% of the National Building Code.

Supporting materials for these planning applications also note that no infrastructure upgrades are required specific to this development. The subject lands are also able to utilize existing green space with Ashby Park and Hillside Estate Trail. Both of these features are no more than 300 metres from the further dwelling in the proposed development. There are also additional open space areas further away but still within walking distance.

Greenbelt Plan (2017)

It is required that municipal planning decisions conform to the Greenbelt Plan. As noted, the subject lands are located within the Beamsville Urban Area and are not subject to the policies of the Greenbelt Plan.

It is important to note that a significant amount of the Town's land area is protected by Greenbelt policy, with additional lands in the Niagara Escarpment Plan Area, which limits the growth potential of the Town over the longer term, presenting a challenge to adhere to Provincial policies that encourage growth of all housing types, unless opportunities to maximize efficient utilization of available lands are realized. This emphasizes the importance for the Town to accommodate growth within the existing built-up areas and ensure the efficient use of land in those areas through compact built form.

The proposed development is supportive of the Greenbelt Plan by making efficient use of the subject lands within the urban area of Beamsville.

Regional Official Plan (2022):

It is required that municipal decisions affecting planning matters conform to the Regional Official Plan (ROP).

Urban Area Policies

As per the Regional Official Plan, the subject lands are located within the Beamsville Urban Area – Delineated Built-Up Area. Section 2.2 of the ROP states most development within Niagara will occur in urban areas through a balanced mix of built forms. Key policies for guiding future growth includes:

- Local municipalities shall establish intensification targets that meet or exceed a minimum of 60 per cent of all residential units occurring annually within built-up areas (2.2.2.5; 2.2.2.6),
- A Regional minimum of 60 per cent of all residential units occurring annually will be within built-up areas (2.2.2.5),

The provision of an adequate supply of housing is an important determinant of a household and community's health. To create a housing stock that meets the needs of the region's population the ROP provides the following policies:

- Communities will plan for developing a housing stock that has a range and mix of densities, lot and unit sizes, and housing types, including affordable and attainable housing, to meet housing needs at all stages of life (2.2.1.1c; 2.3.1.1; 2.3.1.5),
- Provide a mix of residential built forms that are compatible with established residential areas (2.2.1.1i, 2.2.2.8, 2.2.2.10,)
- The Region will coordinate with Provincial and Federal governments and agencies, including the CMHC, to advocate for sustained Provincial and Federal funding that
 - a) promotes the development of residential intensification, brownfield redevelopment, and affordable and attainable housing options, including community housing and purpose-built rental units, and
 - b) supports energy efficiency and sustainable housing design (2.3.1.6)
- Affordable housing, specialized housing needs, and community housing should be located:
 - a) in areas with existing or planned municipal water and wastewater services/ systems and urban amenities;
 - b) near existing or planned transit, including higher order transit and frequent transit service, and active transportation facilities; and
 - c) near public service facilities, especially community hubs (2.3.2.5),
- To encourage the development of affordable housing, the following minimum targets will be implemented to the horizon of this Plan, unless local targets are higher in which case those apply:
 - a) 20 per cent of all new rental housing is to be affordable; and
 - b) 10 per cent of all new ownership housing is to be affordable (2.3.2.3).

The proposed development supports and is consistent with the applicable policies of the Regional Official Plan. With regard to intensification, all 160 dwelling units are occurring within Beamsville's Delineated Built-Up Area. From a housing perspective, the proposed development is consistent with the ROP's policies of creating a housing stock increases the range and mixture of housing types and tenures. The development is also in relatively close proximity to services and amenities as the Beamsville Towne Square mall is approximately 850 – 900 metres north of the subject lands. Lastly, the proportion of affordable housing units is higher than other recently approved private developments in Beamsville even though the built form has been reduced in scale to address concerns received.

Council Policy

The subject lands are subject to several municipal planning policies, including policies in the Official Plan, land use regulations in Zoning By-law No. 2022-50. The lands are also subject to subsequent Plan of Subdivision and site plan approval applications to address matters such as grading, and servicing, building design, landscaping and buffering, parking layout, and entrances. The following municipal planning policies are particularly relevant:

Town of Lincoln's Official Plan (2016, as amended):

The Town's Official Plan (OP) outlines the goals and objectives for the community and identifies land use policies to help guide and direct growth and development over the next 20 years.

According to the Town's OP, the subject lands are designated as part of the Beamsville Urban Area – Delineated Built-Up Area. More specifically, there are three different land use designations on the subject lands: Residential, Low Density Residential and Medium Density Residential. Appendix B shows the location and extent of these policies on the subject lands. Table 8 summarizes the permissions of each OP policy currently on the subject lands. Of note is that the residential portion is only applicable to the very north-west corner of the subject lands.

Table 8: Permitted Dwelling Types in Applicable Town OP Policies

	Residential	Low Density Residential	Medium Density Residential
Permitted Dwelling Types	Similar to those on adjacent lands	a) Single Detached b) Semi Detached c) Duplexes d) Townhouses	a) Townhouses b) Low Rise Apts c) Multi-Unit Res Units
Density Range	5 - 15 units per ha	10 - 25 units per ha	25 - 60 units per ha
Max Building Height	Similar to those on adjacent lands	2 storeys	3 storeys

Requested Official Plan (OP) Amendments

The Official Plan Amendment is seeking to alter the type and extent of the residential land use policies on the subject lands as well as introduce several site specific official plan policies. Regarding the type and extent of residential land use policies on the subject lands the following requests were made:

- Expand the Medium Density Residential policy to the subject lands excluding only Block 5 (as shown on Appendix C) which is proposed to be designated as High Density Residential, and
- Apply a Parks and Open Space policy where the proposed POPS is located.

Town staff are of the opinion that the proposed changes to the subject lands OP policies are appropriate and represent good planning principles. The proposed POPS will provide residents with opportunities for passive activities as it will feature benches and landscaping. Residents wishing for more active forms of leisure can use the Ashby Drive Road and/or Hillside Estate Trail which are no more than 300 metres from the furthest point in the proposed development.

The application of Medium Density Residential to the majority of the subject lands is consistent with the OP. When the Town adopted its new zoning by-laws in 2022, the

zoning of the subject lands was changed to Residential Multiple 1 (RM1). As will be shown later, the RM1 zoning permits the construction of medium density residential dwellings.

As discussed earlier (Table 2), the density of the proposed development is 54 dwelling units per hectare. For reference, the maximum density in the Medium Density Residential policy is 60 dwelling units per hectare.

The introduction of the High Density Residential policy to Block 5 in the proposed development also conforms to the general intent and goals of the applicable planning policies for the subject lands. To provide adequate transitions and address concerns from the existing neighbourhoods, Block 5 has been located almost in the center of the subject lands. As a result, the proposed apartment building will be at least +/- 67 metres from the nearest existing dwelling. As noted above, the development as a whole is well within the medium density range templated for the lands overall with the apartment building included. Lastly, the applicants have demonstrated that the municipal infrastructure servicing this development can accommodate the requested densities.

In addition, the applicants are requesting the following site specific amendments to the subject land's OP designation. These site specific amendments are as follows:

- Permit single and semi-detached dwellings within the Medium Density Residential policy area. Table 8 notes that these lower density dwelling types are not presently allowed in the Medium Density Residential policy,
- Reduce the maximum building height in the High Density Residential policy area from 6 storeys to 4 storeys,
- Permit a maximum net density of 350 dwelling units per hectare in the High Density Residential policy whereas 120 dwelling units per hectare is the present maximum density to provide a more appropriate range for an apartment building,
- Permit urban design codes in addition to detailed site plans and elevations to guide the design of new residential developments,
- Permit local roads that are municipally owned to have right of way widths of less than 20 metres (inclusive of boulevards, trees, sidewalks and on-street parking) subject to meeting the technical requirements of the Town,
- Amend the wording for private roads created through the condominium process to have a "minimum right of way width of 6.0 metres" whereas the present policy requires private roads to have a minimum width of 6.0 metres. In this case, the private roads refer to the rear lanes that will provide vehicular access to many of the dwellings on the subject lands.

Town staff believe that the request to introduce single and semi-detached dwellings to the Medium Density Residential supports the intent and goals of the Town's OP. This is because their placement around the edge of the subject lands will help provide a suitable transition by matching the form of immediately adjacent land-uses, more compact areas

of the proposed development situated away from exterior lot lines. In addition, the proposed density does not fall below the minimum requirements of the Medium Density Residential policy even with these transition efforts.

Planning staff are supportive of the requests for limiting maximum building height of the apartment building to four storeys and the proposed density range. The implementing zoning by-law will also limit the building to 15.0 metres in height which is only 2.5 metres higher than the 12.5 metre maximum building height currently permitted on the subject lands. Lastly, the apartment building has been sited in a way to provide maximum setbacks to the existing neighbourhoods. As shown in Appendix G, the apartment building will have the following setbacks to lot lines:

- West: +/- 51.0 metres
- North: +/- 109.0 metres
- East: +/- 102.0 metres
- South: +/- 132.0 metres

In addition to these large setbacks, the surrounding proposed dwellings (which have a maximum permitted height of 12.5 metres) will provide a visual barrier for many of the existing dwellings to the west, east and south of the apartment building. While there are no proposed dwellings to the north of the apartment building, the existing Calvary Gospel church is located directly north of the proposed structure and will provide a visual barrier as its height is approximately 10.6 metres. Appendix G provides a cross-section to help visualize transition.

The proposed density of the apartment building block is 288 dwelling units per hectare. However, to provide flexibility in potential future design processes, a density range will be implemented as noted above. With this said, planning staff note that the actual number of apartment dwelling units is limited by the number of parking spaces that can be provided on the property and minimum lot area per unit.

Staff are comfortable with the request to use urban design codes in addition to detailed site plans and elevations to inform the design of the proposed development. As will be shown later in this report, the design of the proposed development supports many of the OP's urban design policies for residential developments. Any refinements to this design code will be undertaken during the subsequent design processes.

Planning staff are supportive of the request to reduce the minimum width of public roads and private roads created through the condominium process. The width of these roadways is largely determined by the Town's Development Engineering and Public Works Departments to ensure that there is sufficient room for travel lanes, on-street parking, snow clearing, sidewalks etc. As a result of several discussions with the applicants and the submission of conceptual right of way drawings both departments are comfortable with the proposed widths. The exact width and orientation of the various items within the respective roadways will be determined through the Draft Plan of Subdivision and Condominium processes.

Lincoln OP Policies – New Development/Compatibility with Existing Neighbourhoods

Section 3.1.2 and 3.1.4 provides policies that outline the key priorities for the Town when considering new residential development. Policies that are of particular relevance to the proposed development are as follows:

- Encourage high design quality that protects, maintains and enhances the character of existing residential areas (3.1.2b & f, 3.1.4c-d, 3.1.4i)
- Promote opportunities for intensification in appropriate locations (3.1.2d)
- Promote residential areas which are accessible to all and accommodate the needs of pedestrians as well as other modes of transportation including walking, cycling, automobile and transit (3.1.2e, 6.1.2h),
- Provide and maintain an adequate supply of off-street parking (3.1.4d(i)),
- Schools, parks and other neighbourhood facilities should be adequate to serve the increased residential population resulting from the proposal (3.1.4g).
- Water, sanitary and storm services shall be adequate to accommodate increased residential densities (3.1.4e, h, 7.1.2b, d, 7.1.3, 7.1.4d, 7.1.5a-b)

Lincoln OP Policies – Urban Design

Section 8.6.1. and Section 8.6.3.4 provide policies that outline the objectives and design standards which new residential developments shall conform to. In general, new residential developments are to meet the following objectives:

- To encourage a compact, walkable and well-connected community,
- To encourage quality architecture and to ensure that buildings provide an appropriate edge to the street,
- To encourage a strong sense of place,
- Be compatible with established areas and neighbourhoods, and
- To provide a range of transportation options, including walking and cycling.

Of particular importance is the relationship between new developments and existing areas and the creation of an attractive streetscape. To this end the OP provides the following design guidelines:

- The visibility of vehicles parking in the front yard shall be minimized,
- Fencing around front yards shall not block the view of the sidewalk from the house and should be primarily open structures, not solid walls,
- Porches, stairs, canopies and other entrance features are desirable and may encroach into the front yard setback,

- The garage door shall not dominate the streetscape and shall generally not protrude in front of the main building face,
- New *development* adjacent to public open space or streets shall have principal facades facing the public open space or street,
- Rear yards shall not be located adjacent to public roads and open space, and
- New housing shall have building heights, forms and proportions, orientation, and setbacks that are compatible with existing land uses.

Lincoln OP Policies – Affordable Housing

Section 3.1 of the Town's OP provides guidance on the development of residential areas. With respect to affordable housing the following policies are of particular relevance to the proposed development:

- Provide a mix of housing types, densities, design and tenure, including *affordable* housing to meet projected demographic and market requirements of future and current residents. (3.1.2a)
- The Town will endeavour to increase the supply of housing, including *affordable* housing through better use of existing resources, buildings and serviced sites to accommodate its housing needs (3.1.4m).

Lincoln OP - Summary

Planning staff are of the opinion that the proposed development conforms to and supports the general intent of the Town's Official Plan.

The proposed development meets the OP's policies pertaining to new residential developments and compatibility with existing neighbourhoods. The development will be governed by an urban design code that seeks to create neighbourhoods that are walkable, pedestrian scaled, provide a wide range of dwelling designs to eliminate monotonous built forms and hiding parking areas and garages from the street. Appendix G shows that the proposed development also provides a good transition from existing neighbourhoods. This transition is accomplished by placing the majority of single and semi-detached dwelling units on the perimeter of the subject lands and placing medium and higher density forms of housing in the center of the proposed development.

The incorporation of rear lanes – which will be owned by the future condominium corporation – provide access to a large number of the proposed dwellings instead of the more common use of driveways from a public road. As a result of this design, the number of on-street parking spaces provided in the development exceeds the typical requirement for new subdivisions. Whereas the standard requirement is on-street parking for 40% of all total dwelling units (excluding the apartment building which has its own visitor parking), the proposed development is providing a parking space for 58% of the proposed dwellings, excluding the apartment building which has visitor parking of its own. This equals 58 parking spaces.

To determine if municipal and other forms of infrastructure (e.g. schools) could accommodate the proposed development, the applicants were required several supporting studies regarding traffic, stormwater management, water and sewer needs etc. A list of these supporting studies is provided earlier in the report. These studies were reviewed by the applicable departments within the Town, commenting agencies (e.g. Region of Niagara, public and catholic school boards etc.) and third party consultants to examine and verify their findings. The findings from these studies, which are provided later in this report, show that no infrastructure needs to be upgraded to accommodate the proposed development.

With respect to affordable housing the proposed development is much more supportive of the OP's affordable housing policies that most residential developments have been in the past. As noted earlier, the proposed development features a wide range of dwelling types and sizes to provide housing for different household types and incomes.

The inclusion of a purpose-built rental building provides a much needed increase to the primary rental market in Lincoln as few units have been built over the past twenty years. Furthermore, the applicant will enter into an agreement with the Town to keep 11% and 32% of the proposed unit's rents at affordable and attainable levels for a period of at least 25 years.

Lincoln's Affordable Housing Targets

In December 2020, Town Planning staff prepared a report (PD-36-20) that outlined the anticipated Core Housing Need (as determined by Niagara Region) in Lincoln between then and 2041. To meet the growing Core Housing Need, Council adopted a target to construct 140 units of affordable rental housing by 2041. These targets included the following breakdown by size:

- 126 bachelor and 1-bedroom dwelling units,
- 7 two-bedroom dwelling units, and
- 7 three+ bedroom dwelling units.

The proposed development will help meet the Town's affordable rental housing targets by securing at least 7 bachelor/1-bedroom apartments via an affordable housing agreement. Beyond these targets, the proposed apartment building provides a new source of purpose-built rental housing in Lincoln of which little supply has been built over the past 20 years. When purpose-built rental has been built, the majority is catered to households who are 55 years or older.

Town of Lincoln's Comprehensive Zoning By-law No. 2022-50:

According to Schedule A-3 of the Town's Zoning By-law (Appendix B), there are two zoning designations on the subject lands:

- Institutional (I) on the north third of the property where Calvary Gospel Church is presently located, and
- Residential Multiple 1 (RM1) on the remainder of the subject lands.

As shown on Appendix D and E, the applicants are requesting to rezone a portion of the subject lands to R2 and RM3 and make site specific zoning amendments to the RM1 zone presently on the property. A detailed summary of the proposed zoning amendments is provided on Appendix E and staff's analysis is outlined below.

Residential 2 (R2-39) Zoning Amendments

The Residential 2 (R2-39) zoning designation is designed to provide a site specific zoning designation for single and semi-detached dwellings on Blocks 1 and 2. The intent of these zoning amendments is to provide an appropriate transition from existing neighbourhoods to the proposed development, ensure that residents have adequate private amenity space, and provide a streetscape that is framed and engaged by the proposed dwellings.

Planning staff are comfortable with the proposed amendments for the single and semi-detached dwellings in the R2-39 zone based on the following rationale:

- **Lot Size/Frontage:** There is no concern with the proposed reduction in lot frontage or area as they are relatively minor in nature and consistent with lots size ranges that have previously been approved in the Town.
- **Minimum Front Yard Setback - Dwelling:** The requested reduction does not impact the ability of each property to provide the minimum number of parking spaces as the garage needs a front yard setback of at least 7.0 metres. The reduction in front yard landscaped area is offset by the increased rear yard setback (10.0m whereas 7.5m is required). The front yard can either be used for landscaped features or passive amenity space (e.g. porch).
- **Lot Coverage/Minimum Landscaped Open Space:** As shown in Appendix E, the applicants have requested a minor increase in the permitted lot coverage and are requesting a minimum landscaped open space provision to ensure that there is adequate consideration in this regard since some units will have detached garages. It is important to note that when a single or semi-detached dwelling has an attached garage, the minimum landscaped area provided on a typical lot is equal to 44.5% (147m²) and 39.1% (90m²) respectively. When the lot has a detached garage, the minimum landscaped area that could be provided is equal to 30.3% or 100 square metres for a single detached dwelling and 30.0% or 69 square metres for a semi-detached dwelling. The proposal is consistent with this.
- **Accessory Building – Maximum Building Height:** The request for increasing maximum building height is provide for potential flexibility to incorporate a secondary residential unit in the future., subject to associated parking provisions. The increase in height is typically required to allow for sufficient room height on the second floor of a building and to establish a sloped roof.

Residential 2 (R2-40) & Residential 2 (R2-41) Zoning Amendments

The Residential 2 (R2-40) zoning designation is designed to provide a site specific zoning designation for the semi-detached dwellings on lots 29-34. In addition to the reasons listed above, the intent of these amendments is to permit the use of a rear lane (Lane D) for vehicular access to these units. Many of the requested zoning amendments are similar to those in the R2-39 zone.

The Residential 2 (R2-41) zoning designation will only apply to the dwelling located on Lot 40 (Block 4) on the development concept plan. As Lot 40 sits at a prominent corner of the proposed development, the intent of the R2-41 zoning amendment is to allow for the creation of a visually interesting dwelling that helps frame the street and creates a landmark.

Planning staff have no concerns with the requested zoning amendments. This is because the proposed changes are relatively minor in nature, consistent with previously approved zoning amendments, and meet the intent of the applicable R2 zoning regulations.

Residential Multiple 1 (RM1-38) Zoning Amendments

The proposed RM1-38 zoning designation will apply to the semi-detached units on lots 77-84 and the street townhouses on lots 64-67, 73-76, 85-88, and 94-97. In addition to reasons listed above, the intent of these zoning amendments is to allow for semi-detached dwellings to be constructed in the RM1 zone and to enable vehicular access from rear lanes. These private lanes will be owned and maintained by the future condominium corporation.

There are no concerns from Planning pertaining to requested zoning amendments. Generally speaking, the amendments produce a built form that is supportive of the OP's design policies, introduce a greater variety of housing types than what has historically been built in Lincoln, provide adequate landscaped/private amenity area, and are consistent with previously approved zoning by-law amendments.

Residential Multiple 1 (RM1-39) Zoning Amendments

The Residential Multiple 1 (RM1-39) zoning designation will apply to the single detached, semi-detached, and block townhouses found in the middle of Block 3 and Block 6.

The primary rationale for the RM1-39 is to allow for the construction of owner housing that is comparatively more affordable than what is presently being built or sold in the resale market in Lincoln. The ability to provide more affordable purchase prices is based on the smaller than average house and lot sizes. Planning staff are comfortable with the proposed amendments for the following rationale:

- **Landscaped Area:** To ensure that proposed dwellings create a functional private amenity space the zoning will require that 50% of the lot area is dedicated to landscaped open space. On top of this, the proposed setbacks have been written to create a larger continuous amenity area on the lot rather than splitting the landscaped area into smaller and less usable areas on the rear, side and front yards of the proposed dwellings.
- **Parking Reduction:** The applicants have requested a reduction in the number of required parking spaces for the four "cottage" townhouse units on Lots 68 – 70 and 91 – 93. This request seeks to reduce the requirement of 2.0 parking spaces per block townhouse unit to 1.5 spaces per unit (12 spaces to 9 spaces). Planning staff are comfortable with this reduction as these will be the least expensive ownership units offered on the proposed development, households purchasing these units will tend more often than not to only have one car, and the request is limited in scope when compared to the rest of the

proposed development. In general, this amendment is consistent with the Town policies that promote a greater variety of housing types and prices within Lincoln.

Residential Multiple 1 (RM1-40) and Residential Multiple 1 (RM1-42) Zoning Amendments

The RM1-40 zoning designation will apply to lots 45-47 and 52-56 which contain semi-detached dwellings and street townhouses. The rationale for the requested zoning amendments are similar to those discussed for the RM1-38 zoning such as introducing semi-detached dwellings to the RM1 zone and facilitating rear lane access to the dwellings.

The RM1-42 zone applies to lots 57 – 63 to facilitate the construction of block townhouses. These lots will be on a separate lot from the rest of the semi-detached and street townhouses north of it as illustrated on the draft plan of subdivision (Appendix A). Easements for access between Lane E and the block townhouses will be established in the Draft Plan of Subdivision and Condominium applications.

Planning staff have no concerns about the proposed zoning amendments as they provide a greater variety of housing types than what has historically been built in Lincoln, provide adequate landscaped/private amenity area, and are consistent with previous approvals.

Residential Multiple 1 (RM1-41) Zoning Amendments

The RM1-41 zoning amendment will apply to the block townhouses on lots 35 – 39 and the street townhouses on lots 41 – 44 of Block 4.

One key difference in the zoning for these townhouse dwellings compared to the others in the proposed development is how private amenity space is provided (pages 19 - 21 of Appendix E). Whereas the other dwelling types provide amenity space through the provision of landscaped open space, these townhouse dwellings will provide it primarily through the use of raised decks. These decks will sit above the parking spaces for the townhouse and will most likely be connected to the townhouse itself. The zoning provisions being requested provide an amount of amenity area that is comparable to previously approved zoning amendments.

As a result of these factors and those listed above, Planning staff have no objections to the requested zoning amendments for the RM1-41 zone.

Residential Multiple 3 (RM3-4) Zoning Amendments

The RM3-4 site specific zoning designation applies to proposed apartment block. While some of the requested zoning amendments are intended to maximize compatibility, others are intended to help increase the relative and actual affordability of the building. The amendments required to facilitate the latter goal are as follows:

- **Lot and Amenity Area:** The request to reduce the minimum lot area per dwelling unit from 250m² to 46m² and the minimum required amenity area to 250 m² was required in order to provide a density that could make the building work from a financial perspective while providing units with a range of affordable, attainable and market rents. Both are appropriate in part because the applicant will be providing indoor and outdoor amenity areas on the property

for renters and the close proximity of passive (e.g. POPS) and active park space (Ashby Dr. park) to the apartment building. The minimum lot area provision is also intended to provide a suitable setback to existing properties. As is noted in this report, the apartment building is located more than 50.0 metres from the closest lot line.

- **Max. Building Height:** The applicants are requesting a maximum building height of 15.0 metres (which is far less than the typical 26 m maximum for other properties zoned RM3). The existing zoning provisions on the lands identify a maximum building height on of 12.5 metres. As such, the proposed height would result in a difference of 2.5 metres. As noted in this previously report, the apartment is located in the middle of the subject lands and has considerable setbacks from existing residential properties with other lower density units proposed in transition areas.
- **Parking:** Whereas 1.25 parking spaces are required for each apartment dwelling unit, the applicant is providing 1.1 parking spaces per apartment. Planning staff are comfortable with this request in part because the majority of the proposed apartments will be bachelor or 1-bedroom units. In general, smaller unit types like those proposed tend to have lower car ownership than larger units with 2 or more bedrooms. In addition, the applicants noted that vehicle ownership rates for all apartment unit rentals in Lincoln is 0.97 cars per unit. Also, the visitor parking requirement of 1 space per 10 units included in the Town's Zoning By-law is being met.

Based on these reasons, Planning staff support the requested zoning amendment for the RM3-4 zone.

Supporting Materials:

The applicant has submitted the following materials in support of the subject application(s):

- Draft Official Plan Amendment
- Draft Zoning By-law Amendment
- Planning Justification Report
- Neighbourhood Design Code
- Functional Servicing Report
- Stormwater Management Report
- Transportation Brief & Parking Study
- Stage 1 & 2 Archaeological Assessment

Stage 1 and 2 Archaeological Assessment: A stage 1 and 2 archaeological assessment was undertaken on the subject lands and determined that no further assessment is required. Final confirmation on these findings from the Ministry of Citizenship and Multiculturalism will be completed in the subdivision and plan of condominium approvals process.

Functional Servicing Report: A Functional Servicing Report (FSR) was prepared by Better Neighbourhoods Inc. to examine the servicing requirements for the proposed development. The FSR demonstrated that the existing water distribution system has sufficient capacity and pressure for the proposed development.

Regarding stormwater management, the FSR shows that the Town's existing stormwater facilities can accommodate the anticipated volume of runoff from the proposed development. This will be accomplished in part by directing runoff into two separate stormwater retention ponds (Ashby Drive and Cherry Heights), storing runoff in buried tanks and oversized storm sewer pipes, and by limiting runoff volume from the site. It should be noted that these items will be located on the lands that will be owned and maintained by the future condo corporation. Collectively, this design and approach enables storm runoff volumes to be limited to pre-development levels during 5 and 100 year storm events. Detailed designs and drawings will be undertaken during the draft plan of subdivision and condominium planning approvals processes.

Lastly, the FSR showed that the development did not require any upgrades to the Town's sanitary sewer system. This was also confirmed by a third party consultant hired by the Town to review the FSR.

Traffic Impact Study: A traffic impact study (TIS) was prepared by R.J. Burnside & Associates in June 2023 to understand the proposed development's impact on local roadways and intersections. The TIS examined traffic volumes within the proposed development, along Edward Street and five intersections. Those intersections include King Street/Mountain Street, King Street/Hixon Street, Hillside Drive/Ashby Drive, Mountain Street/Hillside Drive and the proposed intersection at Hope Street/Ashby Drive.

Traffic counts of these intersections were gathered and traffic engineering principles were employed to analyze how well the intersections are working today and how well they are expected to work when the development is complete. A normal practice and requirement used in preparation of Traffic Impact Studies is that other developments in the area shall also be considered so that a fulsome traffic impact can be analyzed.

Traffic engineers employ a concept called Level of Service (LOS) to define the operational acceptance levels as well as the delay that is experienced or expected at the intersection. The intersection analyses are completed for the morning and afternoon peak hours. This means that the analysis looks at the scenario during the busiest hour in the morning and the busiest hour in the afternoon.

The TIS found that no improvements or upgrades to the roads in the study area were required as a result of the proposed development. Due to the cumulative growth occurring in Beamsville the TIS recommended that the Region adjust the timing of the traffic signal at the Mountain Street/King Street intersection. All other intersections in the study area were found to operate within their designed capacity.

Financial, Legal, Staff Considerations:

Financial:

If approved, Town and Regional Development Charges are required to be paid for each of the proposed dwelling units.

Staffing:

N/A

Legal:

In the event that Council's decision regarding the application is appealed to the Ontario Land Tribunal, legal costs could be incurred by the Town. Legal costs may also be incurred when the Affordable and Attainable Housing Agreement for the apartment building is prepared and executed.

Public Engagement Matters:

The notice of the Statutory Public Meeting were circulated to all property owners within 120 metres of the subject lands. In addition, public notices were mailed to residents living in areas south of the 120 metre notification buffer up to Hillside Drive between Hixon Street and Ashby Drive. Public notices for the meeting to consider this report were also provided for all residents on the original mailing list in addition to those who requested to be notified.

Public notice signs were also posted on the property. Supporting materials were posted on the Town's Speak Up Lincoln website.

Staff have received inquiries related to the development which are addressed in this staff report; however, staff have not received any formal requests that their correspondence be included in the Recommendation Report. Previously submitted correspondence can be found in [Appendix H](#) of [Report PD-43-23](#).

Comments received by Town staff through the planning approvals process are summarized below.

Provision of Parkland and Open Space

Planning staff received comments expressing concern that there was insufficient park and open space in the proposed development and in this area of Beamsville. Also, that existing municipal parks are over capacity.

In response to this concern the applicant has proposed constructing a landscaped area that is approximately +/- 330 square meters in size located next to the apartment building. This green space will be designed to provide passive recreational activities for existing and future residents by providing benches and landscaped features and will be a Privately Owned Publicly Accessible Space (POPS). Detailed drawings for this feature will be provided and reviewed by Planning staff in subsequent subdivision and condominium planning approvals processes.

As noted earlier, the proposed development is well served by existing municipal park space. Ashby Park Drive, a 2.5 acre park 200 metres east of the subject lands, received several upgrades in 2023 including a new playground, the provision of age-friendly amenities, permanent shade structures among other features. Cherry Heights Park and Angela Prokich Park are also relatively close to the subject lands being approximately 500 and 850 metres away from the proposed development.

Generally speaking, the Beamsville area has approximately 3.47 ha of parks and open space per 1,000 people. Section 5.1.3. of the Town's Parks, Recreation and Culture Master Plan notes that most comparable urban and rural municipalities strive to provide 2.2 to 3.0 hectares per 1,000 residents. In addition, Schedule A2 of the Town's Official Plan identifies future open space on the lands north-east of Ashby Drive Park when they are developed in the future.

Supply of Parking Spaces

Comments received expressed concern with respect to parking both within the apartment block and the proposed subdivision as a whole, including comments that generally, there is insufficient parking in newer subdivisions.

Regarding the apartment building, it now provides 1.1 parking spaces per apartment dwelling and meets the Town's requirement for 1 visitor parking space per 10 apartment dwellings. As noted, the majority of the proposed apartment units will be in the form of bachelor or 1-bedroom apartments largely consistent of 1 or 2 person households who tend to own one vehicle. In addition, the applicant is proposing a car and scooter share to further help reduce the demand for parking at the apartment building.

The only parking reduction for the single household housing are for the "cottage" style townhouses shown on lots 68 – 70 and 91 – 93. As noted, whereas 12 parking spaces would be required for these townhouses (2 parking spaces each), only 9 are provided (1.3 parking spaces each). In general, these are the most affordable form of ownership housing within the proposed development (other than the proposed apartment building) due to their modest floor area and lot size. As such, the households purchasing this type of housing tend to have fewer vehicles than those purchasing more expensive and larger forms of housing. To help inform future purchasers of this parking situation, a warning clause will be registered on title to identify how many parking spaces are allocated for each of these units. This will be undertaken in the future Draft Plan of Condominium planning applications.

It should be noted that all of the other single, semi-detached and townhouse dwellings will conform to the Town's ZBL by providing two parking spaces. Some of the lots on Blocks 1 and 2 are also configured to allow properties to have more than two parking spaces. This can occur if the garage is detached and placed at the rear of the property in question.

Town Planning staff note the unique design of the proposed development allows for more on-street parking to be provided than more traditionally designed subdivisions. For example, the use of rear lanes to access many of the units within the proposed development allows 58% of the proposed dwellings (excluding apartments) to have an on-street parking space. The ratio in some of the newer subdivisions is closer to 40% of dwellings having an on-street parking space.

Vehicular Entrance to Hixon Street

Staff have received inquiries regarding the potential for a vehicular entrance to Hixon Street. More specifically, residents were concerned that Edward Street would not be able to support the anticipated volume of traffic if no direct connections to Hixon Street were provided and there could be traffic bottlenecks that result. Prior to the Statutory Public Meeting, the applicants proposed a linear parkette with a woonerf to provide vehicular access, with which Town staff identified operational, safety and maintenance concerns. However, presently the only direct connection from the proposed development to Hixon Street is a pedestrian path in the general area where Lane D is located in Block 2.

The only opportunity for a new road to link Edward Street directly to Hixon Street is where Lots 31 – 34 (Block 2) are proposed. Staff from the Town's Public Works and Planning Departments worked together to identify whether a new intersection could be established in this area. One of the main issues identified with the previously proposed woonerf and a more traditional public road is its proximity to the existing Hixon Street/George Street intersection. Based on drawings provided by the applicant and from the Town the farthest a new intersection could be from George Street is +/- 25.0 metres. This would create a potential safety concern as the Transportation Association of Canada's (TAC) guidelines state that these types of intersections should be at least 40.0 metres from each other.

The submitted Traffic Impact Study (TIS) includes site generated traffic movements as well as total traffic movements from surrounding locations out to the year 2030. For the site, total trips coming and going in all directions are 112 in weekday AM peak hour and 136 in PM peak hour. The highest contributor is the apartment building at 55 and 66 trips respectively but the unit count has been significantly reduced from 105 at the time of the study down to 63. This will significantly decrease these volumes. Generally speaking, these are not considered high numbers considering that typically, TIS' are only required in support of new development applications when the proposal is expected to generate more than 100 peak hour trips.

Further, there are three ways of egress from the proposed development lands as noted below, to which I've added approximate total peak AM and PM peak hour volumes of vehicles leaving the site to show general distribution:

- Northbound on Edward St. to Cherrywood – 45 to 55 vehicles (of which the proposed development is responsible for 17 to 19 vehicles)
- Southbound on Edward St. continuing onto Bush Cres. – 21 to 49 vehicles (of which the proposed development is responsible for 12 to 19 vehicles)
- Eastbound on the proposed Hope Street out to Ashby – 27 to 42 vehicles (which is essentially generated by the proposed development)

All this is based on peak hours which represent the busiest hours of the day with the vast majority of the day as well as weekends far less busy. Considering the above, there have not been any concerns identified with respect to local traffic patterns with the proposed configuration to date.

The result of the assessment is that existing intersections are expected to operate with minimal delays. As noted previously, the TIS found no improvements to local roads were required as a result of the proposed development. On account of the cumulative population growth in Beamsville between now and 2030, the TIS recommended that the Region adjust the timing of the traffic signal at the Mountain Street/King Street intersection. All other intersections in the study area were found to operate within their designed capacity.

It is important that Edward Street will be upgraded to an urban standard by the applicant as part of the future subdivision approvals process. At present, it does not meet the Town's Public Works standard for an urban road as it lacks sidewalks, curbs, and several other features.

Location of the Apartment Building

One concern raised by residents was that the subject lands are not suitable for an apartment building. These comments generally centered on the following concerns: 1) the apartment building is too far from amenities, 2) the proposed height and built form is out of character for the existing neighbourhood, and 3) the proposed height will have privacy impacts on existing residents.

The CMHC employs location criteria in assessing affordable housing opportunities. Specifically, whether a development is in close proximity to amenities using 10 indicators. Town Planning staff reviewed the proposed apartment building's location against these indicators. The findings, which are listed in Table 9 (following page), shows that the proposed development is in a good location as determined by the CMHC as 9 of 10 indicators are met.

Town Planning staff also liaised with Niagara Region Housing (NRH) as they are the designated Service Manager and have previously awarded capital funding grants for new affordable housing. Based on their own criteria, NRH staff noted that the site met the Region's location criteria for an affordable housing development.

As a result of this analysis and feedback, Town Planning staff are of the opinion that the location of the proposed apartment building is suitable for its future residents.

The second and third concern focus primarily on compatibility of the apartment building with the existing neighbourhood. Town Planning staff have had considerable discourse with the applicant on this matter since the initial pre-consultation meeting in 2021. As a result of these discussions the apartment building was sited to the middle of the subject lands. This configuration allows for the apartment building to have very large setbacks to the existing residential properties surrounding the subject lands. Appendix G shows these setbacks will be no less than +/- 50.0 metres from the nearest lot line of an existing house.

In addition to these setbacks the apartment building's maximum height has been limited to four storeys and 15.0 metres. Of note is that the maximum height presently allowed on the property is 12.5 metres or 2.5 metres less than the applicant's request. As noted, the

proposed ground oriented housing will block the view of the apartment building from existing houses. The Calvary Gospel church building will also help block the view from properties to the north as its maximum height is 10.6 metres.

Town Planning staff note that a comparable example can be found at 3998 Victoria Avenue in Vineland. As shown in Figures 1 – 3 (following pages), the existing four storey building has a limited impact on the surrounding neighbourhood.

Table 9: CMHC Location Criteria Applied to the Proposed Apartment Building

Locational Criteria	Yes/No	Notes
Is the project within 1 kilometer of a public transit station or bus stop?	Yes	Niagara Region Housing staff note that NRT can be used
Is the project within 1 kilometer of a grocery store?	Yes	The No Frills at Beamsville Towne Centre is approximately 850 - 900 metres from the proposed apartment building
Is the project within 1 kilometer of a neighborhood park?	Yes	Ashby Dr. park is 200 metres to the east. Angela Prokich park is 930 - 950 metres to the west
Is the project within 1 kilometer of a pharmacy?	Yes	Pharmasave pharmacy at is +/- 850 metres to the north at 4279 Hixon St.
Is the project within 1 kilometer of a community centre?	No	Nearest community center is 1.5km to the northwest
Is the project within 1.5 kilometers of a publically funded elementary school?	Yes	St. Mark's school is +/- 650 metres to the west. Jacob Beam school is +/- 1.2km to the north-west
Is the project within 1.5 kilometers of a public library?	Yes	Fleming Center Library is 1.5km to the northwest
Is the project within 1.5 kilometers of a child care centre?	Yes	Beamsville Early Learning and Child Care Centre is +/- 1.2km to the north
Is the project within 3 kilometers of health care services or a hospital?	Yes	Beamsville Medical Center is +/- 850 metres to the north at 4279 Hixon St.
Is the project within 10 kilometers of an area with job opportunities (e.g. business district, commercial strip, industrial site)?	Yes	Beamsville Central Business District is 900 metres to the north-west. Main industrial area of Beamsville is 3.0km to the north

Figure 1: View of 4 Storey Building Looking west from Victoria Ave



Figure 2: View of 4 Storey Building looking west from Victoria Ave



Figure 3: View of 4 Storey Building looking west from Victoria Ave at a distance of approximately 75 m



Low Number of Affordable Units in the Apartment Building

Some residents have indicated that the apartment building should include a higher number of affordable rental units. At present, 11% or 7 of the proposed apartment units will have affordable rents and 20 units (32%) will have monthly rents that meet the Region's definition of attainable rental housing.

Planning staff note that the Town (and municipalities in general) has few policy mechanisms to force applicants to provide affordable or attainable housing in new developments. One of the recent changes to the Planning Act now caps the number of affordable units obtained through Inclusionary Zoning policies to 5% of the total units. However, Inclusionary Zoning can only be applied to areas that are designated as Protected Major Station Areas and where a Development Permit System is implemented. Neither of these criteria are applicable here.

Another consideration is the general trend of new affordable housing developments to have a greater variety of rent levels. From the 1950s to the late 1980s many social and affordable housing developments built in Ontario and Canada consisted only of units with subsidized or deeply affordable rents. This strategy, while well meaning, created some negative impacts, and created financial difficulties for housing providers.

While the federal government has increased funding for new purpose-built rental housing in recent years, the majority of this funding is for providing low-interest construction and mortgage financing. While helpful, there is little in the way of capital funding for new affordable housing developments. As a result, a greater number of apartments are required in a project to increase the number of affordable units provided. A report

commissioned by the CMHC in 2022 (Appendix I) showed that most purpose-built rental buildings struggle with financial viability even when all of the development's apartments have rents equal to or greater than market levels.

One thing to note is that the proposed apartments will be a purpose-built rental building for households of all ages. As noted earlier, very few purpose-built apartment units have been built in Lincoln and even fewer for those under the age of 55. Purpose-built rentals are necessary for a community to provide a wide range of housing options for households of different sizes and incomes as they provide more stability than units in the secondary market.

Surface and Subsurface Runoff Impacts

Town staff received some questions about whether or not the proposed development would have on surface and subsurface runoff patterns. More specifically, the comments focused on three components: 1) if there is sufficient capacity in the Town's stormwater management system, 2) will the proposed development send storm runoff onto adjacent properties, and 3) would the proposed development exacerbate the high volume of groundwater some of the existing dwellings experience.

Regarding the first point, the applicants prepared a Functional Servicing Report (FSR) that identified how stormwater from the proposed development and existing church would be addressed. The FSR shows stormwater will be conveyed to two separate areas within Beamsville. Storm runoff from lands south of the church property will be carried below the existing and proposed roads and private laneways in storm sewers to the storm water management pond on Ashby Drive. Storm runoff from the church's property and the areas directly west of it will be sent to the existing storm sewers that run beneath Hixon Street. The Hixon Street storm sewers run to the stormwater management pond that was constructed by the Cherry Heights subdivision.

The FSR is required to conform to the Town's stormwater management policies which restrict post-development storm runoff volumes to the pre-development volumes during 5-and-100-year storm events. To accomplish this and ensure that downstream infrastructure can accommodate the anticipated flows, the development will employ methods to slow the release of that runoff over time. Specifically, it will utilize buried tanks and/or oversized storm sewers to collect storm runoff. Orifice plates at the end of these items limit how much of this runoff can leave the storage areas and enter the Town's storm sewer system. While detailed drawings showing the location and size of these items will be undertaken during future planning approvals, all of the storage infrastructure will be located under public or private lanes in the proposed development. Of note is that the use of oversized pipes and orifice plates to slow the release of storm runoff is used and accepted in many other municipalities throughout Ontario. This type of approach is often recommended by the Ministry of Environment, Conservation and Parks (MECP) as is illustrated by its inclusion in their Stormwater Management Planning and Design Manual.

To address the second concern, the proposed development must direct all storm runoff from the subject lands into a legal outlet (e.g. catch basin) that is also located on the subject lands. As a result, the detailed grading and servicing drawings required in future planning applications will need to demonstrate how runoff will meet this policy.

To address the third concern, the applicant has undertaken a geotechnical study of the subject lands. The study noted that the subject lands and the surrounding area is located on the Beamsville Bench physiographic region. This region is characterized by “Halton clay till” that sits atop the underlying bedrock (Queenston Shale). Within the subject lands, the bedrock was encountered between 3.1 and 6.1 metres below the surface. The Halton clay till is characterized by low water infiltration rates meaning that it does not transit large quantities of water.

The existing groundwater conditions in the areas surrounding the subject lands are not expected to be impacted by the proposed development. The properties to the south are unlikely to see an increase in groundwater as subsurface water flows north from the escarpment to Lake Ontario. A grading plan submitted for these planning applications demonstrates this trend as the south lot line of the subject lands is 6 – 7 metres higher than the north lot line.

There are no anticipated impacts to the neighbourhoods east, west, and north of the subject lands. The water table is not expected to be elevated as the introduction of impervious areas from the current condition of the subject lands will reduce the amount of groundwater that is able to infiltrate into the ground.

Agency and Staff Development Coordinating Committee Comments

The Official Plan and Zoning By-law Amendment, Draft Plan of Subdivision and Draft Plan of Vacant Land Condominium applications were circulated in November 2023 to relevant government agencies and Town departments. The following comments have been received as of the preparation of this report:

- **Enbridge Gas Inc.** does not object to the proposed application.
- **District School Board of Niagara** offered no objections to the submitted applications and noted that future students would be accommodated at Jacob Beam Public School (Junior Kindergarten – Grade 8) while secondary students would attend West Niagara Secondary School.
- **Niagara Peninsula Conservation Authority:** NPCA staff commented that there are no water courses on the subject lands. As a result, NPCA staff offered no comments on the submitted planning applications.
- **Niagara Region:** Regional staff have reviewed the Official Plan and Zoning By-law Amendment applications and provided comments to Town staff for inclusion within this report. In general, the Region is of the opinion that the proposed development conforms to Provincial and Regional policies for residential

development within the urban and greenfield areas by increasing the mix and range of dwelling types in Lincoln and achieving minimum density requirements. Other comments provided by Regional staff were technical in nature pertaining to obtaining final approvals for the submitted archeological studies from the Province, the design of the sanitary sewers, and waste collection. Conditions for draft plan approval of subdivision for the the latter two items were provided and will be addressed in future planning applications.

- **Town of Lincoln Development Engineering:** Town staff have reviewed the submitted materials and offer no objection to the requested planning approvals at this stage. A review of the Functional Servicing Report and the findings of a third party consultant show that there is sufficient capacity to accommodate the development's water, sanitary sewer and stormwater management requirements. Technical comments on the proposed design of this infrastructure will be provided in subsequent Subdivision, Plan of Condominium and Site Plan Approvals applications.

Staff are also comfortable with the reduced right of way widths for the proposed municipal roads. This was confirmed as the applicants were able to demonstrate that adequate on-street parking, sidewalks, land widths and other features required by the Town could be accommodated in the reduced widths. In addition, Development Engineering staff spoke with Public Works staff from Niagara-On-The-Lake about their experience with a similarly designed neighbourhood (The Village – Niagara-On-The-Lake) in that community. Details on the exact orientation and design of the municipal right of way will occur in the subsequent planning applications mentioned above.

- **Town of Lincoln Fire Department:** Staff from the Town's Fire Department have commented that they have no concerns presently. Detailed comments regarding Fire Routes will be provided in future planning applications.
- **Town of Lincoln Public Works – Transportation:** Transportation engineering staff have no concerns with the proposed development at this time. Technical comments regarding the design of public roads will be provided in the draft plan of subdivision and condominium approvals processes.
- **Town of Lincoln Community Services:** Aside from providing technical comments regarding the proposed development's landscaping, staff from the Town's Community Services department offered no objections to the requested applications.

Conclusion:

As outlined in this report, staff are of the opinion that the Official Plan and Zoning By-law Amendment applications are consistent with Provincial Policy, conforms to the Regional Official Plan, and implements the Town's Official Plan. This opinion is based on several

factors. The overall density of the proposed density is 54 dwelling units per hectare which is below the maximum of 60 dwelling units per hectare in the Town's Medium Density Residential policy. Furthermore, the subject lands are within Beamsville's urban area and concluded to not have any natural heritage features. The proposed development also features a range of dwelling sizes, types and tenure that can accommodate a wide range of housing need and market conditions than has previously been provided in Lincoln. In particular, the proposed apartment building will provide purpose-built rental housing for households of all ages with 11% of units having affordable rents and 32% having attainable rents. These units would contribute to the Town meeting its affordable rental housing targets. Of note is that these will be secured with an Affordable and Attainable Housing Agreement between the Town and applicant for a minimum period of 25 years. There has been much discussion about the proposed development's compatibility with the surrounding neighbourhood. As noted, the outer areas of the proposed development are characterized by dwelling types that are found within the existing neighbourhood. The location of the apartment building was purposely placed in the center of the subject lands to provide maximum setbacks to existing residential properties. Many of these setbacks are in excess of 50.0 metres to the nearest lot line as shown in Appendix G. Of note is that in response to comments provided by Council, residents and planning staff, the height and scale of the apartment building has also been reduced as highlighted previously in this report. The supporting materials for the submitted planning applications show that the existing municipal infrastructure can accommodate the proposed development. Detailed designs outlining how the proposed development will be serviced and not impact adjacent properties will be reviewed during the plan of subdivision and condominium approvals processes. All Town policies and conditions must be satisfactorily addressed and met prior to these approvals being provided. Based on these factors, and the significant negotiations between staff and the developer for the above noted concessions, staff recommend approval of the Official Plan Amendment, Zoning By-law Amendment and Draft Plan Approval of Subdivision applications.

Respectfully submitted,

Joshua Warkentin
Senior Planner
905-563-2799 Ext. 503

Appendices:

- Appendix A Drawings of Proposed Development
- Appendix B Existing Town Official Plan Policies and Zoning By-law Regulations
- Appendix C Draft Official Plan Amendment
- Appendix D Draft Zoning By-law Amendment
- Appendix E Detailed Information and History of Proposed Zoning Changes
- Appendix F Draft Plan Conditions of Subdivision Approval
- Appendix G Demonstration of Proposed Development's Compatibility With Existing Neighbourhood

Appendix H Housing Need and Supply in Lincoln

Appendix I Report on Economic Challenges of Constructing Rental Housing in Canada

Report Approval:

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