June 26, 2013



PL110524

# Ontario Municipal Board Commission des affaires municipales de l'Ontario

Paletta International (1990) Inc. has appealed to the Ontario Municipal Board under subsection 22(7) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, from Council's refusal or neglect to enact a proposed amendment to the Official Plan for the City of Niagara Falls to redesignate land at 4825 Pettit Avenue from Industrial to Residential with a Special Policy Area to permit a future development OMB File No.: PL110524

Paletta International (1990) Inc. has appealed to the Ontario Municipal Board under subsection 34(11) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, from Council's refusal or neglect to enact a proposed amendment to Zoning By-law 79-200 of the City of Niagara Falls to rezone lands respecting 4825 Pettit Avenue from L1 to R3 and R5D to permit a future development OMB File No.: PL110521

# APPEARANCES:

Parties	<u>Counsel</u>
Paletta International (1990) Inc.	S. Snider
City of Niagara Falls	K. L. Beaman

# DECISION DELIVERED BY SUSAN de AVELLAR SCHILLER AND ORDER OF THE BOARD

[1] Paletta International (1990) Inc. ("Paletta) wishes to redevelop a vacant parcel in the City of Niagara Falls ("City"). The subject site was occupied previously by an industrial use. Paletta wishes to develop the site for residential uses.

[2] At the pre-hearing conference in these matters, a large number of interests sought and received participant status. Of these, only Mark Stirtzinger advised the Board that he wished to withdraw as a participant and would not attend the hearing of the merits.

[3] Victor Panczuk is the only participant to file a participant statement in accordance with the requirements of the Procedural Order. Mr. Panczuk attended the entire hearing, listening carefully to the evidence being presented. The Board commends the care and patience Mr. Panczuk took to inform himself on the evidence and reports being

presented to the Board. When Mr. Panczuk addressed the Board he indicated that he wished to amend some of the points made in his participant statement as a result of the evidence that was put before the Board in the hearing.

[4] There is no site plan before the Board. A conceptual site plan was filed to illustrate the way in which the proposed official plan amendment and the proposed zoning by-law amendment might be implemented on the site.

[5] The site is irregular in shape and roughly triangular. It is located at the northwest intersection of Pettit Avenue and Cropp Street. Pettit Avenue is the eastern boundary and Cropp Street is the southern boundary. A CN rail line travels diagonally from the southwest of the site to the northeast and forms the northern boundary.

[6] Dorchester Road is the main north-south arterial just to the west. Morrison Street is the main east-west arterial just to the north of the rail line. Access to Dorchester Road, and then Morrison Street, is from Cropp Street.

[7] The site is adjacent to, but not part of, the Burdette neighbourhood. In form, the neighbourhood is composed primarily of single family detached and semi-detached housing east of Pettit Avenue and south of Cropp Street. For statistical purposes, the City groups single family detached housing, semi-detached housing, duplexes, triplexes and single family houses with secondary suites as "single family". Single family row townhouses are placed in the "apartment" category.

[8] The conceptual site plan calls for singles, semis and street townhouses along Cropp Street and Pettit Avenue. Behind these house forms would be four-storey and six-storey apartments. Access to the site is at the northeast of the site from Pettit Avenue and from Cropp Street to the south. The Cropp Street access point is aligned with University Avenue, which runs north to Cropp Street.

[9] A statement of agreed facts was signed by the expert planners called to testify by Paletta and by the City in these proceedings. That agreed statement of facts was filed as Exhibit 2. Both expert planners indicated that they continued to stand by that statement, which included agreement on the following points, among others:

- 1. A mix of uses on the site that includes apartments, singles, semis and townhouses represents good planning;
- 2. Singles, semis and townhouses along the Cropp Street and Pettit Avenue frontages provides a compatible interface with the existing

community, represents a good transition from the community and is a good buffer for the intensification of the site;

- 3. Apartments are an appropriate use and those of four and six storeys in height are a good transition from the street level frontages toward the rail line at the rear of the site;
- 4. Driveway locations are appropriate;
- 5. Traffic generated from the site is not an issue, nor is the parking that is proposed for the uses on the site.

[10] The planners went on to agree that the only issue remaining was the question of the number of units being proposed for the site. Paletta proposes 456 units; the City proposes 210 units.

[11] There is no dispute that the subject site is appropriate for intensification and redevelopment for residential uses. The issue is how much intensification is appropriate.

[12] While there is no site plan before the Board, the site is subject to site plan control. Final details of the deployment of uses on the site are matters for the site plan stage. While conceptual, the site plan filed as Exhibit 2 provides the important basis for the agreement between the expert planners on matters that speak to compatibility between the proposed intensification of the subject site and the neighbourhood to the south and to the east.

[13] The Board finds that there is no issue of compatibility.

[14] The traffic generated is acceptable and can be accommodated by the existing street pattern. Parking on site is appropriate and sufficient. There are no issues of loss of sunlight or sky view or of shadowing. The density proposed by Paletta can be accommodated with street related housing along Cropp Street and Pettit Avenue, providing an appropriate transition in height and form from these street frontages to the apartments that are interior to the site.

[15] The City's objections to the Paletta proposal, and the City's support for lesser intensification of the site, rest on two assertions:

1. The proposed development would alter the character of the neighbourhood; and

2. The proposed development would result in an undue concentration of higher density units.

[16] Both of these objections rest on the interpretation and application of s.1.7 and s. 1.4.3 of the City of Niagara Falls Official Plan ("OP").

[17] Section 1.7 states:

...Single detached housing will continue to dominate the character and identity of residential neighbourhoods, although an increasing demand for various types of multiple residential accommodation is recognized. In providing for these demands, varieties of residential types will not be mixed indiscriminately, but will be arranged in a gradation of building heights and densities...

[18] Section 1.4.3 of the OP states:

... Undue concentration of any particular housing type shall be avoided...

[19] The Board will deal first with s.1.7. The Paletta proposal meets the policy intent of this section in three important ways.

[20] First, on the question of the character of the residential neighbourhood, the subject lands are not within the residential neighbourhood. These lands are derelict industrial lands that sit at the edge of the residential neighbourhood. As such, the Paletta proposal changes the character of these obsolete industrial lands but it does not change the character of the adjacent residential neighbourhood. That character is predominately singles and semi-detached house forms and will remain as such regardless of the development of the subject lands.

[21] When Mr. Panczuk addressed the Board he spoke of character in a slightly different way. Mr. Panczuk emphasized the large number of seniors that live in the neighbourhood, many of whom have been long-term residents who raised their families here and have established long-term friendships. The ability to walk along a neighbourhood street and know one's neighbours is an important defining element of the character of this residential neighbourhood.

[22] While planning cannot guarantee that people will get to know one another and get along, there are steps that can be taken to encourage interaction and friendly discourse. One such step has already been noted and that is ensuring that the outer edges of the subject lands are developed with grade related house forms that complement the existing adjacent neighbourhood. With an aging population in the existing residential neighbourhood, an opportunity to remain close to friends and in

familiar surroundings increases in importance for residents. Paletta indicated that provision might be made for some senior citizen apartments and Mr. Panczuk indicated that such units would be a welcome addition.

[23] The second way the Paletta proposal meets the policy intent of s.1.7 is that, even if the subject lands were within the residential neighbourhood, the proposal does not in any way represent an indiscriminate mix of residential forms. The proposed deployment of residential forms is deliberate and provides for a careful gradation of building heights and densities that respect the adjacent residential neighbourhood while recognizing the desirability of building a new community on obsolete industrial lands.

[24] Finally, the City suggested that the Paletta proposal represents an undue concentration of higher density units and for this reason the City's lower unit count is preferable.

[25] The concern about an undue concentration of higher density units arises from a concern about a change to the character and identity of the existing residential neighbourhood which s. 1.7 of the OP seeks to protect. It also arises from the language of s.1.4.3, noted above.

[26] The mix of residential forms in the existing residential neighbourhood is about 70% singles, semi-detached, triplexes and those with secondary units, and about 30% row townhouses and apartments. The City suggested that the Paletta proposal would result in the existing neighbourhood's mix becoming 40% singles, semi-detached, triplexes and those with secondary units, and about 60% row townhouses and apartments.

[27] The City acknowledged that adding the City's suggested mix to the existing neighbourhood would result in a ratio of approximately 52% singles, semi-detached, triplexes and those with secondary units, and about 48% row townhouses and apartments.

[28] The first weakness in this analysis is that the subject lands are not in the existing residential neighbourhood. Developing the subject lands, then, does not change the concentrations and percentage allocation of residential forms in the existing residential neighbourhood.

[29] The second weakness in this analysis is that, even if one were to conclude that the subject lands are within the existing residential neighbourhood, the Board finds no

persuasive evidence to conclude that 52% to 48% is acceptable but 60% to 40% is undue concentration. This is particularly the case when the Board considers that the concentrations in the existing residential neighbourhood are 70% to 30% (singles, etc., to row townhouses and apartments) and this concentration of singles is not considered to be an undue concentration by the City.

[30] The second basis for the City's concern about an undue concentration of high density units arises in part from the explicit caution in s.1.4.3 and in part from a misinterpretation of a 2007 urban Metrics report that dealt with housing forecasts in the City.

[31] The City interpreted this report as recommending a split of 60% to 40% (singles, etc., to row townhouses and apartments). This report did not recommend such a split. Rather, the report simply forecast that future growth in the City would likely result in this split. In addition, the City acknowledged that there is no recommendation for a particular percentage in the OP.

[32] The Board finds that the proposed OP amendment and the proposed zoning bylaw amendment do not conflict with the policy regime of the OP and do not represent an undue concentration of higher density units.

[33] The Board further finds that the proposed OP amendment and the proposed zoning by-law amendment provide for development on obsolete industrial lands that maintains the character of the adjacent existing residential neighbourhood and is compatible with that neighbourhood.

[34] Section 2 of the *Planning Act*, R.S.O. 1990, c. P.13, sets out several matters of provincial interest to which the Board must have regard when considering matters before it that arise under the Act.

[35] This section of the Act calls for, among other things, the efficient use of land, water, energy and infrastructure; the provision of a full range of housing; the orderly development of safe and healthy communities and the appropriate location of growth and development.

[36] Both the Provincial Policy Statement ("PPS") and the Growth Plan for the Greater Golden Horseshoe ("GGH") emphasize these matters of provincial interest and encourage intensification to support complete communities, to provide a range and

- 6 -

variety of housing, to ensure a more efficient use of land and existing infrastructure, and to provide opportunities for transit supportive development.

[37] Intensification itself does not have primacy over other policies. Both the PPS and the GGH require these documents to be read in their entirety and all relevant policies considered and applied to any particular circumstance. In this case, there is no conflict between the proposed intensification and policies designed to protect the environment, natural heritage or cultural heritage, or those designed to ensure that appropriate servicing is available.

[38] The Board finds that the proposed OP amendment appropriately implements matters of provincial interest as identified in s.2 of the Act, is consistent with the PPS and conforms to the GGH.

[39] The Niagara Region Policy Plan ("RPP") identifies the City as an urban area. For developments within the urban area, the RPP calls for the efficient use of land, resources, services and infrastructure. It also calls for a variety and mix of housing and compatibility between uses with a minimization of conflicts between otherwise incompatible uses.

[40] The Board finds that the proposed OP amendment conforms to the RPP.

[41] Section 2.1 of the Act requires the Board to have regard to the decision of Council in this matter and to any supporting information and material that Council considered in making its decision.

[42] The decision of Council, as recorded in its minutes of April 18, 2011, and filed as Tab 9 of Exhibit 11(a) in these proceedings, is:

...that the application be denied, as the application proposed is an over intensification of a residential area that is not compatible with the surrounding neighbourhood and that the density proposed does not conform with the City's Official Plan...

[43] The planning report recommended approval of the OP amendment, subject to a reduction in the number of units per hectare but endorsing apartment heights of six storeys and single detached, semi-detached and row townhouses along the frontages of Cropp Street and Pettit Avenue.

- 7 -

[44] The Board, through the foregoing analysis in this decision, has had regard to and closely analyzed both the decision of Council and materials from planning staff that were considered by Council and presented as evidence in these proceedings.

[45] Finally, the Board finds that the proposed zoning by-law amendment conforms to the OP, as amended by the proposed OP amendment.

[46] The appeals by Paletta are allowed.

[47] The OP is modified in accordance with Attachment 1 and By-law 79-200 is amended in accordance with Attachment 2.

# ORDER

- [48] The Board orders that the appeals by Paletta are allowed and that:
  - 1. The Official Plan of the City of Niagara Falls is modified in accordance with the proposed Official Plan amendment found at Attachment 1; and
  - 2. The City of Niagara Falls By-law No. 79-200 is amended in accordance with the proposed zoning by-law amendment found at Attachment 2.

"Susan de Avellar Schiller"

SUSAN de AVELLAR SCHILLER VICE CHAIR

# **ATTACHMENT 1**

PL110524

#### ATTACHMENT 1

#### AMENDMENT NUMBER \_\_\_\_\_ TO THE OFFICIAL PLAN OF THE CITY OF NIAGARA FALLS

# PART 1 - THE PREAMBLE

1.1 TITLE

This Amendment when adopted by Council shall be known as Amendment Number to the Official Plan of the City of Niagara Falls.

#### **1.2 COMPONENTS**

The proposed amendment consists of two parts. "Part 1 – The Preamble" does not constitute part of the actual amendment and is supplied to provide background information to the reader. "Part 2 – The Amendment" shall serve as the actual and official text body of the amendment and is accompanied by "Schedule A" mapping that identifies the lands subject of the amendment.

#### 1.3 PURPOSE

The subject lands are currently designated as 'Industrial" in the Official Plan for City of Niagara Falls. The purpose of the Amendment is redesignate the lands to "Residential" to permit a redevelopment mix of street townhouse, semi-detached and/or single detached dwellings along the frontage of Cropp Street and Pettit Avenue with low to mid-rise apartment dwelling on lands behind and adjacent to the CNR lands.

An amendment to the City of Niagara Falls Official Plan is required in order to achieve residential permissions for these lands.

#### **1.4 LOCATION**

The subject lands are described and located at:

Lots 1 to 25 & Part of Block 'H' Registered Plan 108, Township of Stamford, now in the City of Niagara Falls, Regional Municipality of Niagara. The site comprises 4.22 ha. (10.45 ac.) and as known as 4825 Pettit Avenue. The subject lands are illustrated on Schedule 'A' attached hereto.

## **1.5 BASIS OF THE AMENDMENT**

The basis of the Amendment is to permit conversion of idle industrial lands for the redevelopment of the site with increased residential densities through a mix of street

townhouses, semi-detached and/or single detached dwellings on the existing road frontage and low to mid-rise residential apartment dwellings for remaining lands.

The site has not been in operation as a manufacturing/processing facility for a number of years with no existing plans for re-establishing light industrial uses at this location.

It is now a vacant "brownfield" property. The site is also predominantly bounded by a low density residential neighbourhood interface and is considered to be orphaned industrial land in context with the land uses and physical constraints of its immediate surroundings. Conversion of the site to residential will permit the rounding out of the existing residential neighbourhood.

Recently completed Growth Management Strategies of the Region of Niagara and the City of Niagara Falls have identified the projected population and housing requirements for the planning period extending to 2031. As part of its background study work the City of Niagara Falls commissioned a Comprehensive Municipal Review that concluded industrial land conversions for residential use will be required to meet with the population projections of the planning period. Responding to this, identified needs has prompted the application for Official Plan Amendment in meeting with the future Provincial, Regional and Local projections.

## PART 2 - THE AMENDMENT

## 2.1 PREAMBLE

.

All of this part of the document entitled PART 2 – THE AMENDMENT, consisting of the explanatory text and the attached map, designated Schedule 'A', and attached hereto, constitutes Amendment No. \_\_\_\_\_ to the Official Plan of the City of Niagara Falls.

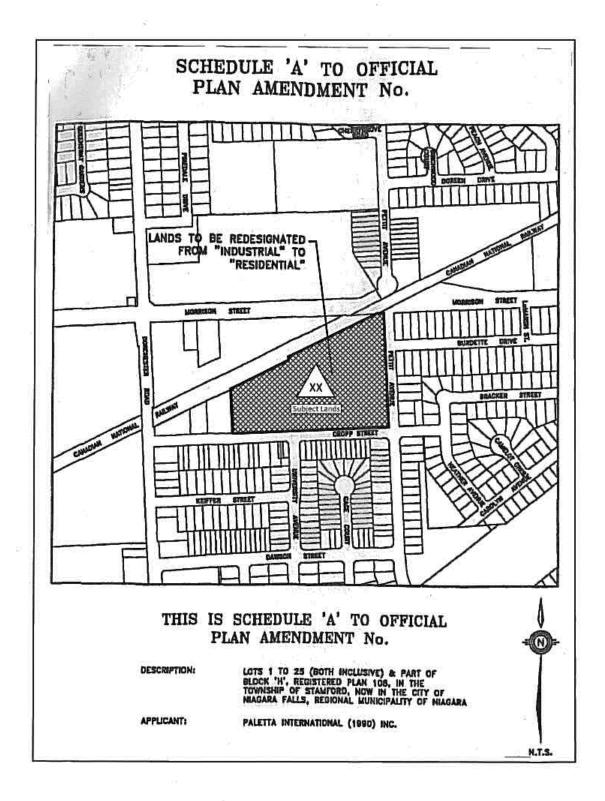
### 2.2 DETAILS OF THE AMENDMENT

The City of Niagara Falls Official Plan is hereby amended as follows:

- Schedule A to the Official Plan Future Land Use, is hereby amended by redesignating the lands identified in Schedule A, attached hereto, and forming part of the amendment, from "Industrial" to "Residential";
- Section 14 Special Policy Areas be amended to include the following text:
- 14.XX Special Policy Area XX applies to 4.22ha (10.45ac) of lands on the northwest corner of Pettit Avenue and Cropp Street. These lands are permitted to redevelop with a mix of residential built form including single detached dwellings, semi-detached dwellings, and/or street townhouse dwellings and low to mid-rise apartment dwellings.
  - 14.XX.1 Notwithstanding the density provisions of Part 2, Section 1, policies 1.7.1 and 1.7.2, single detached, semi-detached, street townhouse dwellings or a combination thereof may be permitted to develop with a net density between 34 to 61 units per hectare. Net density in this instance recognizes the units will access

existing public right of ways that have not been included as part of the density calculation.

- 14.XX.2 Notwithstanding the density provisions of Section 1.7.4, multiple 4 to 6 storey apartment dwellings may establish on the site up to a maximum net density of 128 units per hectare. Net density for this calculation includes lands subject of the CNR 30m building setback and excludes lands fronting Pettit Avenue and Cropp Street that are identified in 14.XX.1.
- 14.XX.3 The implementing By-law shall contain appropriate regulations respecting setback and separation of built form on the same lot.
- 14.XX.4 In order to ensure that the lands can be developed for residential purposes, a Record of Site Condition must be filed with the Ministry of the Environment demonstrating compliance for the intended uses.
- 14.XX.5 The owner, builder or developer shall provide a Record of Site Condition and Noise Attenuation Report to the City's satisfaction at the Site Plan Application stage to ensure compliance with the Ministry of Environment guidelines for residential use of the site.
- 14.XX.6 Reduced parking standards may be considered for the apartment dwellings because the redevelopment is supported by transit facilities along Morrison Street and Dorchester Road and due to the proximity of the site to major commercial shopping facilities. Underground parking will be provided as part of the total requirement.
- 14.XX.7 Consents may be permitted for: .
  - a) technical or legal purposes; or
  - b) where the municipality is satisfied that the consent will not prejudice the ultimate subdivision of the land;



# ATTACHMENT 2

PL110524

#### ATTACHMENT 2

#### CITY OF NIAGARA FALLS By-law No. 2013-\_\_\_\_

A by-law to amend By-law No. 79-200, to regulate street townhouses, semi-detached and single detached dwellings with frontage on Cropp Street and Pettit Avenue and multiple apartment dwellings with frontage and access from same, subject to specific regulations as set out herein.

# THE COUNCIL OF THE CORPORATION OF THE CITY OF NIAGARA FALLS ENACTS AS FOLLOWS:

- The lands that are the subject of, and affected by, the provisions of this by-law are described in Schedule 1 of this by-law and shall be referred to in this by-law as the "Lands". Schedule 1 is a part of this by-law.
- 2. The lands shall be identified as two parcels, known as Parcels R3 XX and R5D XX.
- 3. The purpose of this by-law is to amend the provisions of By-law No. 79-200 to permit the use of the Lands in a manner that would otherwise be prohibited by that by-law. In the case of any conflict between a specific provision of this by-law and any existing provision of By-law No. 79-200, the provisions of this by-law are to prevail.
- Notwithstanding any provision of By-law No. 79-200 to the contrary, the following uses and regulations shall be the permitted uses and regulations governing the permitted uses on and of the Lands.
- 5. The permitted uses shall be:
  - a) For Parcel R3 XX, the uses permitted in the R3 zone
  - b) For Parcel R5D XX, the uses permitted in the R5D zone, and a "retirement home".
- 6. The regulations governing permitted uses on Parcel R3 XX shall be:

A. Residential Mixed zone (R3 Zone) for Street Townhouses

a) Minimum lot area	150m <sup>2</sup> per dwelling unit
b) Minimum lot frontage	5.48m per dwelling unit
c) Minimum front yard depth	6.0m to garage
	4.5m to a main wall
d) Minimum rear yard depth	7.5m
e) Minimum interior side yard width	1.2m to any lot or block line
	2.50m separation between any two end

## walls

f) Minimum exterior side yard width 4.5m to any lot or block line 3.0m to any private road (back of curb) g) Maximum lot coverage 55% h) Maximum height of building or 10m structure i) Maximum number of dwelling units per 9 block 2 tandem spaces per dwelling unit j) Minimum Parking k) Maximum driveway width 55% of frontage I) Accessory buildings and accessory In accordance with Sections 4.13 and 4.14 structures

# B. Residential R3 Zone for Semi-Detached

a) Minimum lot area

b) Minimum lot frontage

c) Minimum front yard depth

d) Minimum rear yard depth

e) Minimum interior side yard width

f) Minimum exterior side yard width

g) Maximum lot coverage

h) Maximum height of building or structure

Minimum Parking per dwelling (1 unit)

J) Accessory buildings and accessory structures 450m<sup>2</sup> per semi dwelling lot (2 units) 16.5m per semi dwelling lot (2 units) 6.0m to garage 4.5 m to main wall 7.5m

1.2m to any lot or block line

0.0m for any units sharing a vertical common wall

4.5m to any lot or block line

3.0m to any private road (back of curb) 55%

10m

2 spaces inclusive of attached garage

In accordance with Sections 4.13 and 4.14

593 11

# C. Residential R3 Zone for Single Detached

	a) Minimum lot area	270m <sup>2</sup>
	b) Minimum lot frontage	Interior Lot 10.0m
		Corner Lot 13.0m
	c) Minimum front yard depth	6.0m to garage
		4.5 m to main wall
	d) Minimum rear yard depth	7.5m
	e) Minimum interior side yard width	0.6m to any lot or block line
		1.2m other
đ	f) Minimum exterior side yard width	4.5m to any lot or block line
		3.0m to any private road (back of curb)
	g) Maximum lot coverage	50%
	<ul> <li>h) Maximum height of building or structure</li> </ul>	10m
	i) Minimum Parking per dwelling (1 unit)	2 spaces inclusive of attached garage
	<ul> <li>j) Accessory buildings and accessory structures</li> </ul>	In accordance with Sections 4.13 and 4.14

7. The regulations governing permitted uses on Parcel R5D - XX shall be:

 a) Minimum lot frontage	12m
b) Minimum front yard depth	7.5m
c) Minimum rear yard depth	7.0m from any property line
d) Minimum interior side yard width	30m from Rail Right of Way
	7.0m from any other property line
	12m separation between any two apartment dwellings
e) Minimum exterior side yard width	7.5m
f) Maximum lot coverage	30%

- g) Maximum height of building or structure within an area measured from 30m to 74m from the north lot line
- h) Maximum height of a building or structure within the area measured beyond 74m from the north lot line
- Maximum number of apartment buildings
- j) Minimum Parking per dwelling

structures

k) Accessory buildings and accessory

22m to a maximum of 6 storeys

12 metres to a maximum of 4 storeys

5

45%

- 1.17 spaces space per unit In accordance with sections 4.13 and 4.14
- Minimum landscaped open space

For the purposes of this By-law, the lot frontage for the Parcel R5D-XX is deemed to be the frontage of Cropp Street.

- All other applicable regulations set out in By-law No. 79-200 shall continue to apply to govern the permitted uses on the Lands, with all necessary changes in detail.
- 9. No person shall use the Lands for a use that is not a permitted use.
- 10. No person shall use the Lands in a manner that is contrary to the regulations.
- 11. The provisions of this By-law shall be shown on Sheet C3 of Schedule "A" of By-law No. 79-200 by redesignating the Lands from "LI" to "R3 and numbered XX," in part, and "R5D and numbered XX", in part.
- 12. Section 20 of By-law No. 79-200 is amended by adding thereto: 20.1 \_\_\_\_\_ Refer to By-law No. 2013-\_\_\_\_.

Passed this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

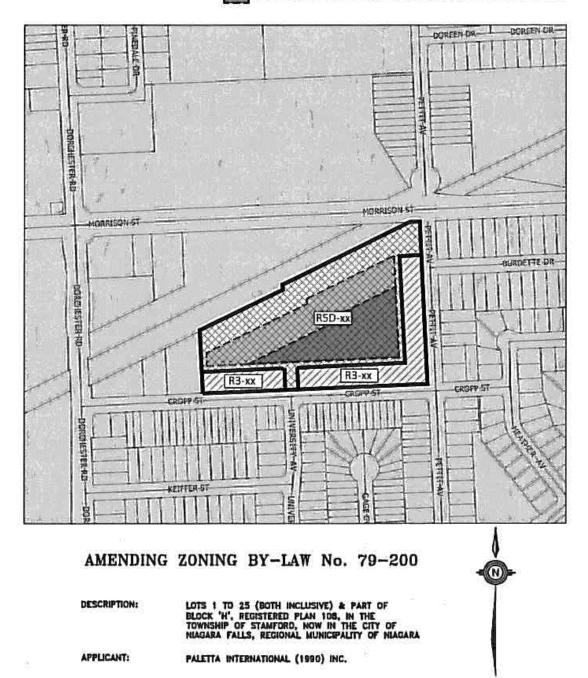
# DEAN IORFIDA, CITY CLERK

JIM DIODATI, MAYOR

First Reading:	, 2013
Second Reading:	, 2013
Third Reading:	, 2013

# SCHEDULE '1' TO BY-LAW No. 2013 - \_\_\_

LEGEND: R3-xx R5D-xx AREA OF PERMITTED SIX STOREY APARTMENTS



- 17 -