

# Appendix 4 - St. Davids Secondary Plan

(Niagara-on-the-Lake Official Plan Draft for Adoption - August 14, 2019)

The Official Plan recognizes the community of St. Davids as a Special Policy Area. The boundaries of the Special Policy Area are shown on Schedule D to this Plan.

It is the intent of this Plan that the future evolution and physical development of the St. Davids community shall be directed by the policies of this Plan and, as applicable, the specific policies of this Section.

## **A. Objectives**

It is the intent of this Plan with respect to the St. Davids community to provide for the following planning policy objectives:

1. Preserve the ambience and character of the historic village;
2. Maintain the urban area boundaries as the limit to the service area in support of the municipal servicing strategy and protection of abutting agricultural lands for farming purposes;
3. Protect the ecosystem integrity of woodlots, the Four Mile Creek watercourse, and the Niagara Escarpment;
4. Protect the views of the Niagara Escarpment, and provide for appropriate public access and linkages to the Bruce Trail;
5. Provide for efficient future growth within the urban area boundaries based on a comprehensive plan for municipal infrastructure and compatible land uses;
6. Provide for appropriately located active parkland and recreational facilities;
7. Enable further investigation of the need for and feasibility of new community facilities including a community center, library, daycare, and medical center;
8. Provide for a diversity of housing types to meet the needs of the resident community;
9. Provide for appropriately located commercial opportunities and activities to serve the needs of the St. Davids community;
10. Provide a long-term strategy for the development of lands within the urban boundary adjacent to Bevan Heights;
11. Provide for a comprehensive approach to transportation planning including roadways, pedestrian ways, bicycle ways/lanes and a long-term strategy for the future of Paxton Lane;
12. Provide for a comprehensive approach to stormwater management;
13. Provide for well-designed new development through urban design guidelines to address streetscape character, infill opportunities, and community focal points;
14. Recognize existing industrial uses, provide for appropriate planned growth of these uses, encourage industry which is environmentally sensitive in terms of such impacts as noise, traffic, vibration, fumes and waste management, and provide for compatible development opportunities on adjacent lands.

## **B. Policies**

Any development, redevelopment, or infilling proposals within the St. Davids Special Policy Area shall be subject to the policies of this Plan and the following Area-specific policies:

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## Land Use

Schedule D, the Land Use Plan, identifies the distribution of permitted land uses within the St. Davids Special Policy Area.

## Established Village Area

The St. Davids Established Village Area shown on Schedule D1 to this Plan is recognized as such by virtue of its origins as the historic village centred on the intersection of York Road and Four Mile Creek Road. The Area is anchored by the edge of the historic lotting pattern to the north, the intersection of York Road and Concession 3 Road to the east, the intersections of Tanbark Road with Warner Road and York Road to the west, and the site of the original mill to the south.

St. Davids is recognized as one of the founding settlements in Niagara-on-the-Lake, Niagara Region, and the Province of Ontario. The unique style and ambience of St. Davids is established by its historic buildings, streetscapes, and sense of rural spaciousness that characterize the village.

It shall be the policy of Council to protect the St. Davids Historic Area as a unique area within the St. Davids community.

Development in the St. Davids Established Village Area shall be governed by the policies of this Plan and the following specific policies:

1. Conservation and enhancement of the character and ambience of the Area, and the preservation of buildings of architectural merit and historic interest shall be encouraged;
2. Conservation and enhancement of the Area character include elements constituting or supporting the quality of exterior spaces, streetscapes, and public spaces;
3. Conservation and rehabilitation of historic buildings in a compatible manner shall be encouraged of any proposal for re-use or redevelopment of existing properties;
4. In support of the preservation of homes of architectural or historic interest, Council supports the introduction of small scale commercial opportunities including bed and breakfast establishments and home occupations;
5. Adaptive re-use of existing commercial buildings for community service and local commercial purposes shall be encouraged;
6. Where adaptive re-use of existing historic buildings is being considered, any alterations, additions or renovations shall be compatible in scale and architectural treatment with the design and character of both the original building and adjacent buildings and shall be designed to enhance the streetscape;
7. The scale, massing, and design of any new development shall be compatible with the character of adjacent development, support the heritage characteristics of the Area and enhance the streetscape;
8. New development shall be designed to preserve and enhance the streetscape in terms of such elements as building setback, façade design, and façade density;
9. New development shall respect established building lines and significant landscape features;

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10. Access to new buildings shall be arranged in relation to, and designed to facilitate, street-oriented pedestrian movement;
11. Parking areas for new commercial buildings in the Area shall be located in rear yards;
12. Proposals for infill development shall be designed to be sensitive to the heritage attributes of adjacent properties in terms of such elements as architectural treatments, building separations, and landscaped open space;
13. Signage, lighting, and landscaping treatments shall be compatible with the character of adjacent properties and the Area in general;
14. In accordance with the objective of this Plan to support the conservation of heritage in St. Davids, Council encourages property owners to seek designation under Part IV of the Ontario Heritage Act.

### **General Development Policies for St. Davids**

Development in St. Davids shall be governed by the general development policies of this Plan and the following specific policies:

1. Where appropriate the scale, massing, and design of any new development shall be compatible with the character of adjacent development, and support the characteristics of the Village. All new street-related development should enhance the streetscape;
2. New development shall be designed, where appropriate to preserve and enhance the streetscape in terms of such elements as building setback, façade design, and façade density;
3. New development shall respect established building lines and significant landscape features;
4. Access to new buildings that have a direct relation to the street shall be arranged in relation to, and designed to facilitate, street-oriented pedestrian movement;
5. Parking areas for new commercial buildings shall be located in rear yards;
6. Proposals for infill development shall be designed to be sensitive to the attributes of adjacent properties in terms of such elements as scale, massing, building separations, and landscaped open space;
7. Signage, lighting, and landscaping treatments shall be compatible with the character of adjacent properties and the Village in general.

### **Protection of Natural Features**

1. The preservation and enhancement of tree and shrub species, woodlots, and habitat corridors shall be considered in project design to provide for the long-term maintenance of natural features and amenity for future development.
2. The design of new development shall be complementary to any adjacent natural features such as watercourses, wetlands, wooded areas, valley lands, parks, and other open space areas and shall only be permitted in accordance with the protective policies of this Plan and affected agencies.

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## **Niagara Escarpment Viewplane Protection and Access**

1. New development shall comply with the objectives and policies of the Niagara Escarpment Plan as applicable within St. Davids.
2. New development shall be designed to protect views of the Niagara Escarpment through such means as appropriate building height, separation, and orientation, and the provision of appropriately-located public space.
3. The design of new plans of subdivision and condominium should be in harmony with and maintain the existing character of the Escarpment landscape.
4. The designation and alignment of new roadways and service corridors should be in harmony with the Escarpment landscape.
5. New development should be designed and located in such a manner as to provide for and protect access to the Niagara Escarpment including the Bruce Trail Corridor.

## **Servicing**

1. New development including plans of subdivision, plans of vacant land condominium, and new lots created by consent shall be designed and serviced subject to the approval of the Town's Public Works Department and other appropriate agencies.
2. Approval of new development shall be coordinated by the Town to ensure that the provision of municipal infrastructure takes place in an orderly, efficient, and cost-effective manner.
3. New development shall proceed only if Council is satisfied that services and utilities are or can be made available and have the adequate capacity to accommodate and safely service the proposed development.
4. Developers shall be financially responsible for providing all services and utilities to new development.
5. All lots shall be served by municipal water and wastewater services.
6. Elimination of existing private water and wastewater facilities shall be required. For all properties connected to the communal sanitary sewer system, decommissioning of existing septic systems shall be carried out in accordance with Regional Health Department requirements. Private wells shall not be connected to the municipal water supply system.

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## Land Division and Land Assembly

1. Land division within St. Davids should generally proceed by plan of subdivision to ensure that an appropriate lotting pattern is created; that an appropriate roadway design will be achieved; and that suitable arrangements for the provision of services are addressed in a subdivision agreement.
2. Land division may proceed by way of plan of vacant land condominium. Such proposals shall be reviewed on the basis of such considerations as, but not limited to, building footprints and configurations; the massing and design of new buildings in relation to the style of adjacent buildings; internal vehicular and pedestrian movement; parking arrangements for motor vehicles; common and private amenity areas; landscaping, buffering and screening details; and consistency with Municipal services standards and facilities.
3. Small scale land division by consent of the Committee of Adjustment shall generally be discouraged except for the division of blocks within a plan of subdivision, the consolidation of remnant land parcels, minor lot boundary adjustment, and minor infilling along existing public roadways.
4. Land assembly or lot consolidation may be required to ensure parcel configurations that are appropriate for development purposes by way of plan of subdivision, the orderly design of public infrastructure, and compatibility with abutting lands. The Town will encourage the merging of lands, or the undertaking of multi-party development agreements, in order to meet this policy intent.

## Residential Land Use

1. Low density residential land uses and building types are recognized as the predominant permitted housing type intended in the St. Davids Special Policy Area. A mix of low density building types shall be encouraged.
2. Low density residential projects may be developed to a maximum 6 units per acre net density as provided for in the residential density policies of this Plan.
3. Medium density residential projects are recognized as a minor housing type. Medium density residential projects may be developed to a maximum 12 units per acre net density as provided for in the residential development policies of this Plan.
4. Medium density building types shall be limited to townhouses, triplexes, fourplex and quad-plex dwellings, senior citizen housing projects and nursing homes. Medium density building types may be considered in accordance with the following:
  - (a) Medium density projects shall be designed in such a way as to be compatible with adjacent low density buildings and areas;

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- (b) Medium density projects shall provide adequate outdoor amenity areas including functional common open areas and private open space areas with suitable landscaping;
  - (c) Medium density projects shall provide sufficient on-site parking for each dwelling and visitor accommodation.
5. Medium density projects shall be located:
- (a) Where it can be demonstrated that the project will be compatible with adjacent development in terms of intensity of use, building design, and architectural treatment;
  - (b) Adjacent to or in close proximity to commercial areas for the purpose of serving the needs of residents, supporting the viability of the commercial area, and establishing consistency with the land use intensity of the commercial area;
  - (c) Where the project has direct access to a public street without drawing traffic through low density areas;
  - (d) Where adequate municipal services are available and can be provided without disruption through reconstruction of existing lines. Such reconstruction shall be discouraged by the Municipality. It shall be the responsibility of the proponent to establish the availability of capacity and demonstrate that adequate services are available

### **Policies for New Development Adjacent to Existing Agricultural Uses, Industrial Operations and Other Incompatible Land Uses**

1. Every effort will be made to protect residential development from the impact of noise, dust, spray, odour, heavy traffic and other impacts which may be generated from agricultural, industrial and other incompatible land uses located within and outside of the urban area boundary of St. Davids. In this regard the following guidelines shall apply:
- (a) Residential development in the vicinity of existing agricultural, industrial and other incompatible land uses shall incorporate appropriate mitigation measures and/or separation distances to ensure land use compatibility, including the use of adequate separators, landscaping and fencing;
  - (b) Such measures or distances shall be determined by appropriate studies, carried out in accordance with Ministry of the Environment and Climate Change and/or Ministry of Agriculture and Food guidelines, addressing possible air emissions, agricultural sprays, odour, dust, traffic and noise impacts;
  - (c) Potential impacts specified for analysis shall be identified on the basis of consultation between Town Staff, the developer and Regional Staff.

### **Housing Diversity**

1. Council recognizes the importance to the St. Davids community of providing adequate affordable housing for all residents of St. Davids, and encourages the development of an

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- appropriate mix of housing types to meet the needs, preferences, and lifestyles of all residents.
2. Council encourages and intends to facilitate the development of an appropriate supply of housing for seniors in St. Davids and affordable housing for families which support community facilities and services in St. Davids.
  3. Council intends to work with and facilitate the efforts of public and private resources, and the non-profit and co-operative sectors, in the provision of seniors' housing in St. Davids.
  4. Council may consider the permission of accessory apartment units as a subordinate, independent living area for seniors within single unit dwellings.
  5. It is the intent of this Plan that development which is specifically intended to accommodate seniors be located in close proximity to supporting commercial and community facilities.

### **Commercial Opportunities/Home Offices and Occupations**

1. Home occupations and home professions are permitted, and shall be conducted, in accordance with the Home Occupations policies of this Plan.

### **Commercial Development**

1. New General Commercial and Service Commercial development shall be subject to the following:
  - (a) Council encourages the development of low-rise two-story commercial buildings;
  - (b) The entire ground floor of commercial buildings shall be used for commercial purposes;
  - (c) Council encourages the provision of upper-floor offices or residential units in commercial buildings;
  - (d) Where residential units are provided in commercial buildings, private and clearly identified access shall be provided;
  - (e) Council encourages the assembly of small or irregularly shaped lots to create larger more usable development or redevelopment sites in support of the policies of this Section;
  - (f) The design of new or altered buildings and the site layout shall facilitate pedestrian access from the street;
  - (g) Ground floor building faces shall be located at the sidewalk edge, and the establishment of continuous building façades along the street is encouraged;
  - (h) Parking shall be provided on each commercial property in accordance with standards to be established in the Zoning By-law;
  - (i) Parking areas shall be located in rear yards, and adequate screening and buffering shall be provided to mitigate impact on any abutting residential properties;

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- (j) Inter-connected rear yard parking areas are encouraged, and may be served by a common laneway or driveway provided that appropriate access rights-of-way are established and registered on title.

### **Parkland and Park Facilities**

1. The Plan recognizes the important role played by St. Davids Lions Park, the public school, the fire hall site, and the Lowrey parkette at Queenston Road and Tanbark Road in providing for the open space needs of the community.
2. The Town intends to investigate the shared use of existing facilities in order to maximize the potential of existing facilities and avoid unnecessary duplication of facilities.
3. It is the intent of Council to provide for new parkland and parks facilities to meet the needs of the growing residential community.
4. New parks and park facilities shall be acquired and developed at the neighbourhood park level in accordance with the Open Space and Community Facilities policies of this Plan.
5. An appropriate balance will be achieved between the provision of active and passive parkland within St. Davids.
6. It is the intent of Council to maintain the Town's policy of acquiring, developing, and maintaining large parks with multi-use potential and appropriate accessibility rather than small parks in marginal locations.
7. Small parks may be acquired for the purpose of providing sitting and viewing opportunities where warranted by views and vistas of St. Davids or the Niagara Escarpment, or to provide public access to the Bruce Trail.
8. The Town intends to acquire new parkland where a new park could be integrated with other public lands and has the potential to be integrated with a municipal pond. Acquisition of lands approximately 2-3 hectares in area (5-7 acres) in the general vicinity of the fire hall would satisfy this intent. Acquisition of a similar-sized parcel located between Warner Road and Highway 405 with access to Tanbark Road would be an acceptable alternative.
9. Any new neighbourhood park should be located so that safe access and pedestrian linkages are provided for all park users.
10. The Town intends to acquire new parkland through land dedication in conjunction with approval of new plans of subdivision. The Town may also acquire new parkland by purchase, donation, or bequest if warranted.



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## Community Facilities

1. It is the intent of this Plan to ensure that appropriate civic, educational, and social services facilities are available to meet the needs of the residents of St. Davids. Council intends to work with and facilitate the efforts of public, private, and third sector agencies in the provision of community facilities in St. Davids and encourages the joint use of such facilities.
2. Community Facilities include municipal buildings and facilities, schools, places of worship, social and cultural facilities, community centers, health care and agency offices, and day care facilities.
3. All Community Facilities are permitted to locate in Commercial, Institutional, and Open Space and Community Facilities areas in accordance with the policies of this Section. Health care and agency offices and day care facilities are also permitted to locate in Residential areas provided that their intensity of use, building requirements and design are compatible with adjacent residential properties.
4. Community facilities shall be located and designed to ensure compatibility with surrounding properties, and to minimize any adverse impacts that may arise from the daily operations or expansion of the facility.
5. Community facilities shall be located where the facility has direct access to a public street without drawing traffic through a residential area, and so as to ensure that any traffic impacts on residential properties are reasonable in relation to base traffic volumes.
6. Community facilities shall be developed at a scale that is appropriate to the needs of the St. Davids community, and shall be compatible with surrounding land uses.
7. Where a community facility abuts a residential property, adequate building separation and buffering measures shall be provided to minimize functional and visual impacts and protect privacy.
8. Adequate on-site parking shall be provided in accordance with standards established in the Zoning By-law.
9. The design of buildings and site layout shall accommodate pedestrian movement and provide safe and convenient access.
10. Community facilities shall be zoned in an appropriate Community Facilities zone category.

## Environmental Noise Assessment

1. Where residential development or other sensitive land uses are proposed adjacent to and in the vicinity of Highway 405, Regional Road 100 (Four Mile Creek Road) and the lands

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designated General Industrial, Light Industrial or Extractive in Schedule D of the Official Plan the Town will require the following:

- a) The developer shall prepare a study addressing noise impacts prepared by a qualified consultant;
- b) Noise impact studies shall be prepared in consultation with the Town, the Region and the appropriate Provincial agencies;
- c) The noise impact study shall be prepared to the satisfaction of the Ministry of the Environment and Climate Change and shall identify the total noise impact on the site by all sources and recommend attenuation measures where necessary;
- d) The noise impact study shall be completed prior to approval being considered for a development. Any recommended noise attenuation measures identified through a noise impact study will be a condition of development approval including draft plan of subdivision approval, draft plan of condominium approval, consent approval, site plan control approval and zoning amendment approval.

### **Bevan Heights**

1. Development on those lands within the Urban Boundary adjacent to Bevan Heights and forming part of the rehabilitated Queenston Quarry, shall be subject to the following:
  - a) An amendment to the Town's Official Plan and to the Niagara Escarpment Plan;
  - b) Development shall mirror the Bevan Heights development, with similar lot sizes, a tree preservation plan and the substantial retention of the existing berm to the east of the development in the Bevan Heights development;
  - c) Residential development will be considered for approval only after any quarrying and disposal activities are at least 500 metres east of the approved urban boundary and rehabilitation is underway within this 500 metre area;
  - d) The Town shall require land dedication for Park purposes at the end of Melrose Drive as this is an area of more mature trees, topographical features and close proximity to the brow of the Escarpment and the Bruce Trail. New residential development on lands above the Niagara Escarpment in this area is limited to existing lots within Bevan Heights and development of a Plan of Subdivision on the quarry lands;
  - e) The subdivision design shall avoid any road or servicing connections to the north end of Melrose Drive.

### **Pedestrian and Bicycle Facilities**

1. The development of an integrated approach to pedestrian and bicycle movement in St. Davids including identification of a system of pedestrian and bicycle routes and pathways linking activity nodes within the Village is encouraged. Pedestrian and bicycle linkages to complementary recreation and leisure facilities will be required in new development areas.

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2. The Town may designate and develop pedestrian and bicycle routes and pathways on Town streets, laneways, and public open spaces to allow pedestrians and cyclists to travel within the Village in a safe and convenient manner.
3. Development proponents are encouraged to consider and provide for such facilities as part of any project design. The provision of bicycle parking facilities on non-residential development sites to accommodate the bicycle storage needs of the use to which they are related should be provided. Such facilities should be located close to building entrances and clearly linked to streets, pedestrian ways, or bicycle pathways.

### **Paxton Lane**

1. Paxton Lane is recognized as a laneway that has evolved historically as a private laneway maintained by the Municipality. The lane provides access to a number of private properties, and would not meet contemporary standards for municipal roadways.
2. Council intends to work with property owners along the Lane to seek appropriate long-term resolution of issues related to the ownership, maintenance, functionality, and improvement of Paxton Lane.

### **Site Specific Policies**

1. 169 Tanbark Road – Scott Street Greenhouses

The greenhouse operation located at 169 Tanbark Road is recognized as an established facility in St. Davids. It may be zoned to its existing use, and site and building configuration, in the implementing Zoning By-law.

However, the property is designated as Residential on Schedule D. It is the intent of this Plan that should the existing operation be discontinued or relocated, the property should be converted to a residential use such that it can be integrated into the surrounding residential area in accordance with the Residential development policies of this Plan.

Limited expansion of the greenhouse operation within the existing property boundaries shall be permitted, subject to:

- a) appropriate mitigation of noise, dust and lighting impacts on adjacent residences;
- b) visual screening of buildings, structures and any permitted outside storage through landscaping;
- c) appropriate collection areas and enclosures for waste collection, constructed in a manner to avoid the spilling of liquids or blowing of materials onto adjacent lands;
- d) adequate building separation from adjacent residences;
- e) a plan for effective stormwater management;
- f) appropriate site design to allow for on-site movement/ storage/ loading/unloading and parking of vehicles;
- g) a traffic impact assessment;

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- h) availability of municipal services. The proposal must not jeopardize the capacity or integrity of the services to development in the urban area;
- i) a water conservation plan.

Expansion of the greenhouse operation beyond the existing property boundaries shall not be permitted.

## Urban Design

1. The Town intends to adopt urban design guidelines to ensure that the unique historic character of St. Davids is preserved and extended through careful design consideration of built form, open space, and streetscapes.
2. All development, redevelopment, and infill in St. Davids shall be designed in a manner consistent with urban design guidelines adopted by Council.

## C. Implementation


### Zoning By-law

1. It is Council's intention that a review of the Zoning By-law shall be carried out following the adoption of special area policies for St. Davids, and that a new Zoning By-law be enacted as soon as possible after the special area policies are adopted.
2. Until a new Zoning By-law for St. Davids is enacted, the current Zoning By-law shall remain in effect. However, any amendments to the Zoning By-law shall conform to the special area policies for St. Davids.

### Development Charges

1. In order to offset the costs of providing services in the Area, including the cost of any studies relevant to service provision, Council may consider the implementation of Area Development Charges for St. Davids in accordance with applicable legislation.

### Development Control

1. It is Council's intention to seek Niagara Escarpment Commission permission to release development control within the St. Davids Special Policy Area, except for Bevan Heights the adjoining 30 acre expansion to the east of Bevan Heights and the Escarpment Natural Area, so as to allow the Town to regulate development through Planning Act mechanisms including the Zoning By-law, subdivision control, and site plan control. 

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