#### PLANNING LEGISLATION AND POLICIES

## Planning Act, R.S.O. 1990, c. P.13

#### Provincial interest

**2** The Minister, the council of a municipality, a local board, a planning board and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as,

- (a) the protection of ecological systems, including natural areas, features and functions:
- (b) the protection of the agricultural resources of the Province;
- (c) the conservation and management of natural resources and the mineral resource base:
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (e) the supply, efficient use and conservation of energy and water;
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (g) the minimization of waste;
- (h) the orderly development of safe and healthy communities;
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (k) the adequate provision of employment opportunities;
- the protection of the financial and economic well-being of the Province and its municipalities;
- (m) the co-ordination of planning activities of public bodies;
- (n) the resolution of planning conflicts involving public and private interests:
- (o) the protection of public health and safety;
- (p) the appropriate location of growth and development;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- (r) the promotion of built form that,
  - (i) is well-designed.
  - (ii) encourages a sense of place, and
  - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- (s) the mitigation of greenhouse gas emissions and adaptation to a changing climate. 1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3; 2011, c. 6, Sched. 2, s. 1; 2015, c. 26, s. 12; 2017, c. 10, Sched. 4, s. 11 (1); 2017, c. 23, Sched. 5, s. 80.

#### **Policy statements**

#### Policy statements and provincial plans

3 (5) A decision of the council of a municipality, a local board, a planning board, a minister

of the Crown and a ministry, board, commission or agency of the government, including the Tribunal, in respect of the exercise of any authority that affects a planning matter,

- (a) shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and
- (b) shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be. 2006, c. 23, s. 5; 2017, c. 23, Sched. 5, s. 80.

#### Official Plans

# 24 Public works and by-laws to conform with plan

(1) Despite any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as provided in subsections (2) and (4), no by-law shall be passed for any purpose that does not conform therewith. R.S.O. 1990, c. P.13, s. 24 (1); 1999, c. 12, Sched. M, s. 24.

# Zoning by-laws

**34** (1) Zoning by-laws may be passed by the councils of local municipalities:

## Restricting use of land

 For prohibiting the use of land, for or except for such purposes as may be set out in the by-law within the municipality or within any defined area or areas or abutting on any defined highway or part of a highway.

# Restricting erecting, locating or using of buildings

2. For prohibiting the erecting, locating or using of buildings or structures for or except for such purposes as may be set out in the by-law within the municipality or within any defined area or areas or upon land abutting on any defined highway or part of a highway.

## Significant archaeological resources

3.3 For prohibiting any use of land and the erecting, locating or using of any class or classes of buildings or structures on land that is the site of a significant archaeological resource.

#### Construction of buildings or structures

4. For regulating the type of construction and the height, bulk, location, size, floor area, spacing, character and use of buildings or structures to be erected or located within the municipality or within any defined area or areas or upon land abutting on any defined highway or part of a highway, and the minimum frontage and depth of the parcel of land and the proportion of the area thereof that any building or structure may occupy.

#### Area, density and height

(3) The authority to regulate provided in paragraph 4 of subsection (1) includes and, despite the decision of any court, shall be deemed always to have included the authority to regulate the minimum area of the parcel of land mentioned therein and to regulate the

minimum and maximum density and the minimum and maximum height of development in the municipality or in the area or areas defined in the by-law. 2006, c. 23, s. 15 (1).

## **Provincial Policy Statement, 2020**

# 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

- 1.1.1 Healthy, livable and safe communities are sustained by:
  - a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
  - b) accommodating an appropriate affordable and market-based range and mix
    - of residential types... to meet long-term needs;...
  - e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs:

#### 1.1.3 Settlement Areas

- 1.1.3.1 Settlement areas shall be the focus of growth and development.
- 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
  - a) efficiently use land and resources;
  - are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
  - c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
  - d) prepare for the impacts of a changing climate;
  - e) support active transportation:
  - f) are transit-supportive, where transit is planned, exists or may be developed;

# 2.6 Cultural Heritage and Archaeology

2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

# A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020

#### 2.2 Policies for Where and How to Grow

- 2.2.1 Managing Growth
- 4. Applying the policies of this Plan will support the achievement of complete communities that:
  - a) feature a diverse mix of land uses, including residential and employment uses,

- and convenient access to local stores, services, and public service facilities;
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
  - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
  - ii. public service facilities, co-located and integrated in community hubs;
  - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; ...
- e) provide for a more compact built form and a vibrant public realm, including public open spaces;
- f) mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; ...

## 4.2 Policies for Protecting What is Valuable

- 4.2.7 Cultural Heritage Resources
- 1. Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

# Niagara Regional Official, 2014 Consolidation, as amended

# 4. Managing Growth

- 4.A Shaping Growth In Niagara
- 4.A.1 Growth Management Objectives

The objectives of the Growth Management Policies of this plan are to:

- 4.A.1.1 Direct the majority of growth and development to Niagara's existing Urban Areas.
- 4.A.1.2 Direct a signification portion of Niagara's future growth to the Built-up Area through intensification.
- 4.A.1.7 Reduce dependence on the automobile through the development of compact, mixed use, transit supportive, active transportation friendly urban environments.
- 4.A.1.10 Provide a framework for developing complete communities all across Niagara, including a diverse mix of land uses, a range of local employment opportunities and housing types, high quality public open spaces, and easy access to local stores and services via automobile, transit and active transportation.
- 4.A.1.12 Direct growth in a manner that promotes the efficient use of existing municipal sewage and water services.

#### 4.C Intensification and Greenfield Growth

- 4.C.1 General Intensification
- 4.C.1.1 Intensification includes all forms of development that occur within the Built-up Area as identified on Schedule A of this Plan.

- 4.C.2.1 Each municipality will develop and implement through its local official plan and other supporting documents, a strategy and policies for promoting intensification and achieving the intensification targets set out in Sub-section 4.C.4 of this Plan. Local official plans shall:
  - b) Generally encourage intensification throughout the Built-up Area; ...
  - i) Ensure that intensification areas provide appropriate densities and transitional areas to ensure relative compatibility with surrounding neighbourhoods including the use of minimum and maximum heights and densities; ...

# 4.C.4 Municipal Residential Intensification Target

- 4.C.4.1 The following residential intensification targets are to be met by Niagara's local municipalities and are considered to be minimum standards.
- 4.C.4.2 Local municipalities will develop their own residential intensification targets and strategies, which may equal or exceed these minimum standards, and incorporate the targets into their official plans.

Municipality	Residential Intensification Target (percent of total annual development)
Town of Niagara-on-the-Lake	15%
Region of Niagara	40%

# <u>Town of Niagara-on-the-Lake Official Plan, 2017 Consolidation, as amended Section 6A: Growth Management Policies</u>

4.4 Intensification Objectives

**Objectives** 

The objectives of the intensification policies of this Plan are to:

- b) Provide land use policy directions for accommodating additional growth within the Built-up Areas;
- c) Provide a policy framework that supports intensification and infilling throughout the Town's Built-up Area...
- e) Direct intensification to the Built-up Areas where development will not impact designated heritage areas, adjacent heritage resources and/or heritage resources on the property, estate lots and the residential character of the property or the surrounding area.

# Built-Up Area Intensification Policies

The Town will support appropriate infilling and intensification within the limits of the Built-Up Area. The following policies apply:

- a) The Town plans to accommodate 15% of its forecasted intensification development within the Built-up Area between 2015 and 2031.
- b) The predominant built form for intensification and redevelopment within the residential areas of the Built-up area will be single detached, semi-detached and townhomes and low-rise apartment buildings subject to the relevant

- development and compatibility policies of this plan...
- e) The Town will update zoning standards to ensure that the zoning requirements provide sufficient opportunities to support and encourage growth and intensification through redevelopment...
- The Town will ensure that intensification and redevelopment is consistent with the heritage and character of the Built-up Area. Urban design guidelines for the Built-up Area may be prepared and used as a tool to achieve compatible built form with intensification and redevelopment...
- k) The Town will utilize maximum and minimum densities to ensure that intensification areas/sites are not underdeveloped. Minimum net density shall be 14 units per hectare (6 units per acre) and maximum density of 30 units per hectare (12 units per acre).
- I) During the development approval process that consideration will be given with respect to capacity of existing infrastructure including utilities and type of improvements, if any, which may be necessary to serve the Built-up Area.

#### Urban Design

...the following urban design guidelines apply to intensification proposals in Virgil and the Old Town...

- a) Infill and intensification sites should match the average pre-established building setback of adjacent buildings within the block face...
- d) Bulk, mass and scale of new development shall fit the context within which it is located.
- e) Garages for single, semi and townhouse units shall not exceed 50% of the building façade and shall be setback from the front face of these units.
- f) The design of infill and intensification development should be consistent with the Land Use Compatibility criteria of this Plan.

## 4.6 Land Use Compatibility Policies

#### Residential Neighbourhoods

Neighbourhoods are stable but not static. There is a degree of change that occurs within neighbourhoods over time and the policies of this provide that this change will be appropriate and compatible within the Town's neighbourhoods and throughout the entire Built-Up Area.

# Compatibility and Appropriate Infrastructure

Intensification and/or redevelopment should be consistent with:

- a) The existing and/or planned built form and heritage of the property and surrounding neighbourhood;
- b) The existing and/or planned natural heritage areas of the site and within the surrounding neighbourhood;
- c) The existing and/or planned densities of the surrounding neighbourhood; and.
- d) The existing and/or planned height and massing of buildings within the surrounding neighbourhood.

- e) Development proposals will demonstrate compatibility and integration with surrounding land uses by ensuring that an effective transition in built form is provided between areas of different development densities and scale. Transition in built form will act as a buffer between the proposed development and existing uses and should be provided through appropriate height, massing, architectural design, siting, setbacks, parking, public and private open space and amenity space.
- f) Intensification and/or redevelopment shall be compatible and integrate with the established character and heritage of the area and shall have regard to:
  - Street and block patterns
  - Lot frontages, lot area, depth
  - Building Setbacks
  - Privacy and over view
  - Lot grading and drainage
  - Parking
  - Servicing

Development Criteria – Residential Infill and Intensification in Old Town and Virgil In considering an application for development approval on lands designated "Low Density Residential", "Medium Density Residential" and "Established Residential", Council shall ensure infill and intensification development and redevelopment respects and reflects the existing pattern and character of adjacent development, by adhering to the development criteria outlined below, unless otherwise specified in a Heritage Conservation District Plan:

- a) the lot frontage(s) and lot area(s) of the proposed new lot(s) shall be consistent with the sizes of existing lots on both sides of the street on which the property is located;
- b) the proposed new building(s) shall have heights, massing and scale appropriate for the site and generally consistent with that permitted by the zoning for adjacent properties and properties on the same street;
- c) front and rear yard setbacks for the new building(s) shall be consistent with the front and rear yards that exist on the same side of the street;
- the setback between new building(s) and the interior side lot line shall increase as the lot frontage increases;
- the new building(s) shall have a complementary relationship with existing buildings, while accommodating a diversity of building styles, materials and colours;
- f) existing trees and vegetation shall be retained and enhanced through new street tree planting and additional on-site landscaping;
- g) the width of the garage(s) and driveway(s) at the front of new building(s) shall be limited to ensure that the streetscape is not dominated by garages and driveways;
- h) new driveways and service connections shall be sited to minimize tree loss;
- impacts on adjacent properties shall be minimized in relation to grading, drainage, access and circulation, privacy and microclimatic conditions such as shadowing;
- j) the orientation and sizing of new lots shall not have a negative impact on significant public views and vistas that help define a residential neighbourhood;
- road and/or municipal infrastructure shall be adequate to provide water and wastewater service, waste management services and fire protection.

# Section 9: Residential 9.2 Goals and Objectives

- (1) To ensure that sufficient lands have been placed in a Residential designation to accommodate the anticipated population in a suitable variety of locations, densities and unit types.
- (2) To improve the housing supply of rental and moderately priced housing by the municipality becoming involved in or promoting the involvement of others in the various government housing programs.
- (3) To ensure that new development or redevelopment is appropriately located, is compatible with surrounding land uses, incorporates energy efficient aspects in its design, retains to the greatest extent feasible desirable natural features and uses land in an efficient manner...
- (4) encourage the development of economical housing in a suitable environment.
- (5) To ensure that existing housing and existing residential areas shall be preserved and improved...
- (7) To encourage infill residential development of vacant or underutilized parcels of land in residential areas where such development will be compatible with existing uses and where it will contribute to the more efficient use of sewer and water services and community facilities.
- (8) To minimize the potential for land use compatibility problems which may result from the mix of residential densities or the mix of residential and non-residential uses.
- (9) To promote the maintenance and rehabilitation of the existing housing stock.
- (11) To encourage the development of well-designed and visually distinctive forms.

# 9.3 Land Use Designations 9.3.3 Established Residential

#### Main Uses:

Low Density Residential uses such as single-detached .... dwellings

# Uses permitted independent of a Main Use:

- Medium density residential uses subject to; the relevant policies of Section 9, a site-specific zoning amendment to the Zoning By-law and provided that the development does not significantly impact on heritage resources...
- (3) The following policies apply to all lands within the Established Residential (ER) Zone in Old Town:
  - a) Changes to lot frontage and/or lot depth may be permitted subject to a Zoning Bylaw Amendment
  - b) The required Zoning By-law Amendment shall be processed prior to acceptance of an Application for Consent to Sever Land.
  - c) In the analysis of any application to amend the Zoning By-law proposing changes to lot frontage and/or lot depth, the following shall be considered:

- i. The average lot frontage and lot depth of the existing parcels on the block:
- ii. In the case of corner lots, average lot frontages and lot depths shall be calculated on both block faces;
- iii. The relevant Intensification policies of the Official Plan;
- iv. A streetscape study;
- v. A Planning Justification study;
- viii. Existing and proposed land uses on the subject lands and surrounding lands.
- d) Any Zoning By-law application proposing changes to lot frontage and/or lot depth may be approved if the above-noted considerations in Section C) adequately demonstrate that the proposed new lot(s) will maintain or improve the character of the block face.
- (4) Any construction of additions or new structures within this designation shall complement existing adjacent development in terms of its scale, character, height, design and mass.
- (5) Several of the structures within the established Residential area have been designated as "Heritage" buildings under The Ontario Heritage Act. Every effort should be made by both the owner and the Town to ensure the continued existence of that structure in its historically significant form...

# 9.4 General Residential Policies (4) Residential Density

The maximum number of dwelling units per acre is a function of the capacity to provide municipal services and the typography of the site. The visual impression of density is expressed in the mass and arrangement of the buildings on the site. In Niagara-on-the-Lake the visual impression is that of a low rise, low density small-town community. While that impression should be maintained it is possible to consider a variety of housing forms that will complement this image. Generally low density residential developments will not exceed 6 units per acre (14 units per hectare) residential net density and medium density residential developments will not exceed 12 units per acre (30 units per hectare) residential net density unless accompanied by a detailed site and area analysis demonstrating that there will be minimal impact on surrounding neighbourhoods and development and which will be subject to a public review process. The Council reserves the right to establish in an implementing zoning by-law the maximum number of units to be permitted on any property subject to the relevant policies of this Plan and applicable Provincial Policy.

Special care will be taken in the Old Town of Niagara and Established Residential designations to maintain the low-density character. Therefore new residential development in these areas consisting of more than two units will be accompanied by a detailed site and area analysis demonstrating that there will be minimal impact on surrounding neighbourhoods and development.

# Section 18: Heritage Conservation 18.2 Goals and Objectives

- (2) To encourage good contemporary building design by using sympathetic forms while avoiding simply copying historic architecture. To restrict building design that is not compatible with existing structures or unsympathetic alterations to buildings that would detract from the character of a Heritage Resource. Where lands or buildings have been designated pursuant to the Ontario Heritage Act the provisions of that Act regarding buildings and additions shall apply...
- (5) To develop and encourage creative, appropriate and economically viable uses of heritage resources...

# 18.4 General Heritage Conservation Policies

- (2) It shall be the policy of Council to encourage the preservation of buildings and sites having historical and/or architectural values...
- (4) Council shall designate and regulate heritage resources under appropriate legislation, including The Ontario Heritage Act, the Planning Act and The Municipal Act, whenever deemed feasible.
- (5) Council shall exercise its legislative authority to control the alteration or demolition of heritage. Where Council has through by-laws designated individual buildings or districts under The Ontario Heritage Act, and established an area of Demolition Control under Section 33 of the Planning Act, 1983, no person shall demolish the whole or any part of the designated property or property in a designated area, or alter or make additional to a designated property or property in a designated area, without first receiving a permit issued by Council...

# Town of Niagara-on-the-Lake Proposed Official Plan, 2019

#### Section 4 Settlement Areas

- 4.10 Residential Areas
- 4.10.4 Established Residential Designation
- 4.10.4.1 Character:
  - a) The Established Residential areas represent older, stable neighbourhoods. These neighbourhoods can include cultural heritage resources that must be conserved. The existing character of the Established Residential areas shall be maintained.

#### 4.10.4.2 Permitted Uses:

- a) In the Established Residential designation, the following uses shall be permitted:
  - single-detached dwellings...

#### 4.10.4.3 Policies:

a) Due to the wide variety of lot sizes, frontages, depths and setbacks in the Established Residential designation that result in a varied and attractive streetscape, the Zoning By-law may set requirements on a block-by-block basis to maintain the unique character of the area.

- c) Within the Established Residential designation, the following policies apply:
  - Changes to lot frontage and/or lot depth may be permitted subject to a zoning by-law amendment.
  - ii. In the analysis of any application to amend the zoning by-law proposing changes to lot frontage and/or lot depth, the following will be considered:
    - The average lot frontage and lot depth of the existing parcels on the block face:
    - In the case of corner lots, average lot frontages and lot depths will be calculated on both block faces:
    - The relevant Intensification policies of the Official Plan;
    - Preparation of a streetscape study, planning justification report, and/or heritage impact assessment, if required, which demonstrate that the proposed new lot(s) will maintain or improve the character of the block face:
    - Existing and proposed land uses on the subject lands and surrounding lands.
- d) Cultural heritage resources shall be conserved.
- e) Development will respect and reinforce the existing physical character of the neighbourhood, including in particular:
  - i. Patterns of streets, blocks and lanes, parks and public building sites;
  - ii. Size and configuration of lots;
  - iii. Heights, massing, scale and dwelling type of nearby residential properties;
  - iv. Prevailing building type(s);
  - v. Setbacks of buildings from the street or streets;
  - vi. Prevailing patterns of rear and side yard setbacks and landscaped open space;
  - vii. Continuation of special landscape or built-form features that contribute to the unique physical character of a neighbourhood; and
  - viii. Conservation of cultural heritage resources.

# Section 7 Heritage, Archaeology and Culture

- 7.1 Cultural Heritage Resources
- 7.1.3 Protection of Cultural Heritage Resources
- 7.1.3.1 Protection, maintenance, adaptive reuse and stabilization of existing cultural heritage attributes and features, as opposed to removal or replacement, will be the core principle for all conservation projects and for all developments that have the potential to impact cultural heritage resources.
- 7.1.3.2 In order to protect heritage resources, the Town will establish policies and procedures to:
  - a) Protect and conserve cultural heritage resources in accordance with the provisions of the Ontario Heritage Act, the Planning Act... Conservation, maintenance and stabilization of existing cultural heritage resources must be the first consideration for all properties on or adjacent to cultural heritage resources.

- c) Use secondary plans, zoning by-laws, subdivision agreements, site plan control agreements, a community planning permit by-law, the sign by-law and other municipal controls, to ensure that development on and/or within cultural heritage resources or adjacent to cultural heritage resources is designed, sited or regulated to protect and mitigate any impact or potential impact on the heritage attributes of the resource. This includes but is not limited to:
  - impacts such as scale, massing, height, building orientation, materials and location relative to the cultural heritage resource;
  - alteration that is not sympathetic or is incompatible with the historic fabric and appearance;
  - shadows created that alter the appearance of a heritage attribute or change the viability of a natural feature or planting, such as a garden;
  - isolation of a heritage attribute from its surrounding environment, context, or a significant relationship;
  - direct or indirect obstruction of significant views or vistas within or from built and natural features:
  - land disturbances such as a change in grade that alters soils, drainage patterns that adversely affect an archaeological resource.
- d) Impose conditions of approval where cultural heritage resources are to be affected to ensure the continued protection of the resource.
- e) Require preparation of a heritage impact assessment or heritage conservation plan for any proposed alteration, construction or development involving, adjacent to, or in the immediate vicinity of, a cultural heritage resource.
- g) Require a heritage permit for any work to a cultural heritage resource protected under the Ontario Heritage Act.
- h) Require where development or site alteration is proposed on or adjacent to a Section 29, Part IV Ontario Heritage Act Designated property, and where the designation by-law predates 2005, that any application or heritage impact assessment include an updated Statement of Cultural Heritage Value or Interest with a list of heritage attributes that is satisfactory to the Town. The potential impacts of any such development or site alteration must be evaluated against any identified heritage values or heritage attributes.
- i) Review applications for development and site alteration on lands containing and adjacent to cultural heritage resources and require mitigative measures and/or alternative development approaches to conserve the heritage attributes impacted by the development. A Heritage Impact Assessment and/or an Archaeological Assessment may be required to demonstrate that the cultural heritage resources will be conserved. Development of lands adjacent to protected heritage properties shall be required to demonstrate that the heritage attributes of the adjacent protected heritage property are conserved through such approaches as appropriate siting of new development, setbacks, urban design and intensity and types of uses.

7.1.3.9	The Town will use zoning by-law provisions as appropriate, to conserve cultural heritage resources.