



Lundy's Lane
COMMUNITY IMPROVEMENT PLAN

Lundy's Lane Community Improvement Plan

SWOT ANALYSIS & VISION



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1.0 INTRODUCTION

1.1 Background

The City of Niagara Falls retained MMM Group Limited, a WSP company, in early 2016 to assist in the preparation of the Community Improvement Plan (CIP) for Lundy’s Lane on its behalf.

Lundy’s Lane was a principal gateway to the City of Niagara Falls at the height of automobile-based tourism in the 1960s and 70s. The land use and character of the area reflected its role as a key corridor for the traveling public and tourists. As the Provincial highway system evolved and tourism and travel preferences changed, Lundy’s Lane prosperity declined.

Today, the character of Lundy’s Lane takes many forms along its length. At the City’s western urban boundary the road maintains a rural cross section and provides access to RV parks, campgrounds and motels reflective of the golden age of automobile-based tourism. Traveling east, further into Niagara Falls, the character begins to shift with the addition of retail, restaurant and entertainment uses, as well as single detached homes. Retail uses are almost exclusively automobile-oriented in layout, with parking at the street front and buildings set back from the street. There are signs of new and more recent retail development including revitalized strip malls and outlet malls, as well as vacant and underutilized lots that can accommodate future development. At the eastern edge of the study area Lundy’s Lane transitions into the Historic Drummondville CIP area at the location of the Battle of Lundy’s Lane and the historic Drummond Hill Cemetery. Outside the study area, these heritage elements and the prominent gateway feature help popularize Lundy’s Lane as a destination and provide an interesting and dramatic shift in character.

To the north and south of Lundy’s Lane are new and established residential neighbourhoods. These neighbourhoods rely on Lundy’s Lane as a transportation route and many of their local commercial needs are offered there. While continuing to support tourism uses, the future of Lundy’s Lane will need to consider the role and form of development and intensification with respect to adjacent established and new residential areas. To this end, the Community Improvement Plan will carefully consider the varied needs of the unique components that make up the Lundy’s Lane study area.





A CIP is a planning tool used by municipalities in Ontario to assist in community revitalization. A CIP often serves as a catalyst for achieving economic, community planning and urban development goals. Under the Planning Act, municipalities are able to use CIPs to enable a wide range of programs and policies that encourage private investment and support strategic municipal initiatives intended to assist in the revitalization of an area or areas where community improvement is perceived to be desirable for social or community economic development reasons.

CIPs are commonly used by municipalities to provide incentives such as grants to assist property owners in making improvements to private property such as improvements to façades, signage, environmental sustainability, landscaping and to assist in the costs of improving and maintaining historic properties. In some cases CIPs are used to promote the remediation and redevelopment of brownfield sites, as well as the revitalization of commercial, industrial, and institutional areas. Under a CIP, a municipality may issue grants and loans to assist with redevelopment and infill development projects. The grants or loans may include, tax increment equivalent grants, rebating planning and application fees, and/ or providing direct grants or loans to help finance redevelopment and intensification projects. In short, CIPs may be used to advance a wide variety of planning and economic development objectives, ranging from beautification of streetscapes to intensification and development objectives.

The Community Improvement Plan for Lundy's Lane will focus on developing a framework of programs aimed at fostering the rejuvenation of the tourist area in a manner that will maintain the vibrancy of on-going tourist activity, while supporting businesses along with the needs of the local community and the larger City.

1.2 Purpose of this Report

The purpose of this report is to assist stakeholders and residents in developing a vision for Lundy's Lane and to initiate discussion regarding options for the CIP programs, as a precursor to preparing the Community Improvement Plan. The CIP Background Report provides a summary of the background work undertaken to support the preparation of the CIP and will serve as a companion document to the Community Improvement Plan. The Report identifies local needs and issues that require addressing in order to advance the area's business development and revitalization goals. To address identified needs, the Report proposes a set of options for incentives and municipal leadership programs in the form of a CIP framework that are intended to help generate discussion and assist stakeholders and residents to refine the details of the CIP. While the Background Report will form the basis for preparing the CIP, the final CIP may be refined beyond the recommendations established within this Report and at the discretion of City Council.

In identifying the strengths, weaknesses, opportunities and threats for the Lundy's Lane study area, and in presenting CIP recommendations and program options, the Background Report will incorporate comments and recommendations from Council, stakeholders, the public, and interested parties. Consultation events as well as written input will be considered on an ongoing basis through this project.



The study area for this project includes the full depth of all lots that front on to Lundy's Lane, from Beachwood Road to Drummond Road. The study area is shown in Figure 1.1.



Figure 1.1: Lundy's Lane Community Improvement Plan Study Area

1.3 Report Content

The Background Report is divided into the following sections:

- Chapter 2 outlines the legislative authority and policy framework for the preparation of the CIP;
- Chapter 3 documents the existing conditions of the study area through an examination of its physical characteristics, road right-of-way characteristics, land use and built form;
- Chapter 4 provides analysis of the strengths, weaknesses, opportunities and threats of the Lundy's Lane study area (SWOT analysis);
- Chapter 5 presents the recommended Community Improvement Project Area;
- Chapter 6 presents a preliminary vision for Lundy's Lane, informed by an identification of the area's critical needs and an establishment of guiding principles; and
- Chapter 7 presents options for programs to be contained in the CIP along with preliminary recommendations regarding CIP administration and implementation.



2.0 PLANNING FRAMEWORK

This chapter provides an overview of the planning framework that guides the application of good planning principles through land use policies within study area. The preparation of a Community Improvement Plan (CIP) for Lundy's Lane must be consistent with applicable provincial, regional and local policy. The *Planning Act* provides the legislative framework for preparing CIPs, and frames the types of programs that the CIP may enable. The Niagara Region Official Plan includes policies regarding participation in local Community Improvement Plans and provides high-level guidance for community revitalization. The CIP must also conform to the policies of the City of Niagara Falls Official Plan. The City's Official Plan provides a more detailed level of policy guidance and local context. The City's Zoning By-law provides additional context in terms of permitted land uses, building siting and built form

2.1 Planning Act

The *Planning Act* governs how municipalities may plan and regulate the use of land and buildings. Section 28 of the *Planning Act* outlines the requirements for preparing and implementing Community Improvement Plans (CIPs).

The preparation of a CIP essentially follows four steps as outlined under Section 28(2) of the *Planning Act*:

1. The City's Official Plan must contain policies respecting the application of CIPs;
2. A Community Improvement Project Area is adopted by Council;
3. A Community Improvement Plan is prepared for the designated Community Improvement Project Area; and
4. The City implements the Community Improvement Plan.

However, where a Community Improvement Project Area is in effect (step 3) but there is no Community Improvement Plan in place (step 4), Council may:

- Acquire land within the project area, with approval by the Minister;
- Hold land that has been acquired; and
- Clear, grade or otherwise prepare the land for community improvement activities (section 28(3)).

When the CIP comes into effect, Minister approval is no longer required for acquiring land, provided the Plan provides for the acquisition and improvement of land (section 28(3)). The municipality may construct, repair, rehabilitate or improve buildings on land acquired or held by the municipality in conformity with the policies of the Community Improvement Plan (section 28(6)). This enables the



municipality to directly intervene in making improvements to property, or to build new buildings and facilities.

Under Section 28(7), the municipality may issue grants and loans to property owners and tenants to assist in paying for eligible costs. Eligible costs is broadly defined to include “costs related to environmental site assessment, environmental remediation, development, redevelopment, construction and reconstruction of lands and buildings for rehabilitation purposes or for the provision of energy efficient uses, buildings, structures, works, improvements or facilities” (section 28(7.1)). Under no circumstance can the amount of a grant or loan exceed the eligible cost of the community improvement plan (section 28(7.3)).

The *Planning Act* also contains provisions which allow the municipality to enter into agreements concerning any issued grants or loans, and allow the municipality to register the agreement against the title of the land (section 28(11)).

Once Council is satisfied that a Community Improvement Plan “has been carried out”, Council may pass a by-law to dissolve the community improvement project area, which renders any effected Community Improvement Plans non applicable (section 28(13)).

2.2 Municipal Act

The *Municipal Act* governs many procedures, tools and powers of municipalities. The *Municipal Act* prohibits municipalities from assisting any manufacturing business or other industrial or commercial enterprise through the granting of bonuses (Section 106(1)). Prohibited actions are outlined under Section 106(2) and include:

- a. giving or lending any property of the municipality, including money;
- b. guaranteeing borrowing;
- c. leasing or selling any property of the municipality at below fair market value; or
- d. giving a total or partial exemption from any levy, charge or fee.

However, Section 106(3) of the *Municipal Act* provides an exception to the above, where a municipality may exercise powers under Section 28(6), (7) or (7.2) of the *Planning Act* (i.e., Community Improvement Plans) or Section 365.1 of the *Municipal Act*. Section 365.1 of the *Municipal Act* allows municipalities to provide property tax assistance to eligible properties for all or a portion of environmental remediation costs, in association with the redevelopment and reuse of brownfield (properties contaminated as a result of a prior land use). The Act provides municipalities with the ability to cancel or defer the municipal portion of property taxes on eligible properties.

The Province may also match the municipal tax rebate with the education portion of the property tax through its Brownfields Financial Tax Incentive Program (BFTIP). Under the program, the province can cancel all or a portion of the education property taxes of a property for up to three years. However,



applicants of this program must obtain approval from the Minister of Finance. To be able to apply for the BFTIP, a Community Improvement Plan must be in place.

The *Municipal Act* further enables the City to establish a tax reduction or refund program for eligible heritage properties (Section 365.2). This may include a property designated under Part IV (individual property designation) or Part V (part of a heritage conservation district) under the *Ontario Heritage Act*. An easement agreement under Section 37, Section 22 or an agreement respecting the preservation and maintenance of the property must also be in place for a property to be eligible. The By-law passed by the municipality to provide the tax incentive may also establish other eligibility criteria. The amount of the tax reduction or refund can be between 10 and 40 percent of the taxes for municipal and school purposes. The City administered such a program in the past but has since discontinued the program.

2.3 Ontario Heritage Act

The *Ontario Heritage Act* has relevance to the preparation of a CIP, since the CIP may contemplate heritage conservation through financial incentives or municipal leadership programs. Under Part IV of the *Ontario Heritage Act*, the City may designate individual properties for historic conservation. Under Part V of the Act, the City may designate a Heritage Conservation District, which requires a specific study to consult residents and justify the designation and policies/guidelines.

Additionally, under section 39(1) of the *Ontario Heritage Act*, the municipality may implement separate grant or loan programs to assist owners of designated heritage properties (i.e., designated under Part IV).

2.4 Provincial Policy Statement

The 2014 Provincial Policy Statement (PPS), issued under Section 3 of the *Planning Act*, outlines the Province's position with respect to land use planning and development. Although the PPS does not explicitly reference CIPs, it supports the revitalization and rehabilitation of downtown areas, and recognizes the importance of downtowns and main street areas as a component of long-term economic prosperity (Section 1.7.1 c). The CIP must be consistent with the policies of the PPS.

2.5 Provincial Plans

The City of Niagara Falls is subject to Provincial Plans, which provide protection and policies respecting growth, built form, conservation of natural heritage and agricultural lands. These Plans are principally implemented through Official Plans and Zoning By-laws; however, the Community Improvement Plan will also need to conform to the policies of these Plans.

1. The **Growth Plan for the Greater Golden Horseshoe** (2006) outlines a policy framework for managing growth in the Greater Golden Horseshoe. The plan is intended to be



complementary to the policies of the Greenbelt Plan. The Growth Plan generally encourages the development of complete communities, higher density development where appropriate, and promoting and requiring a certain amount of intensification (Section 2.2.2). The Plan encourages cities to develop “a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to local stores and services” (Section 2.2.2).

2. The **Greenbelt Plan** (2005) was prepared to complement the Growth Plan for the Greater Golden Horseshoe by identifying lands in need of conservation and protection from urban development. The City of Niagara Falls is located south of the Greenbelt Area and adjacent to Tender Fruit and Grape Lands to the north and west (Greenbelt Plan, Schedule 2). The City is designated as a settlement area outside of the Greenbelt, and is therefore not subject to the policies of the Greenbelt Plan.
3. The **Niagara Escarpment Plan** was first implemented in 1985, while the current Niagara Escarpment Plan is dated June 2005 and has since been amended. The Plan provides land use policies for an important landform that stretches from the Niagara River and north to the Bruce Peninsula. The Niagara Escarpment Plan is administered by the Niagara Escarpment Commission (NEC), which implements a Development Permit process for certain types of development. The City of Niagara Falls is located south of the Niagara Escarpment Plan, and is not subject to the policies of the Niagara Escarpment Plan.

2.6 Niagara Regional Official Plan

2.6.1 Community Improvement Plan Policies

The City of Niagara Falls is a lower-tier municipality within Niagara Region. Although the City has its own Official Plan that conforms to the Regional Official Plan, the policies of the Region’s Plan must be considered.

The current Niagara Regional Official Plan (August 2015 Office Consolidation) is the long-range, community planning document that guides the physical, economic, and social development of the Regional Municipality of Niagara. The Regional Official Plan contains several policies that address the use of Community Improvement Plans as tools for the achieving the intensification and community improvement goals and objectives of the Plan.

The Regional Official Plan encourages local municipalities to incorporate tools such as Community Improvement Plans in local official plans to facilitate growth and development within Local Municipality Designated Intensification Areas, and promote intensification and the achievement of established intensification targets (Policy 4.C.2.1). The Regional Plan defines Intensification Areas as lands identified by the municipality to accommodate intensification, which includes urban growth centres, intensification corridors, major transit station areas, and other major opportunities that may include



infill, redevelopment, brownfield sites, or the expansion or conversion of existing buildings and greyfields. It is noted that a portion of Lundy's Lane, from Montrose Road west toward Beachwood Road, is designated as a Corridor in the local Official Plan (Schedule A2), which is further discussed in Section 2.7.2 of this report. Where CIPs are implemented, Regional Official Plan policy requires that urban design analysis be undertaken. To support this policy, the Region encourages the use of enhanced visualization techniques for fostering collaboration in design review (Policy 4.J.3).

Where a local municipality establishes a community improvement plan area, Regional Official Plan policy encourages that the municipality consider and improve the public realm along Regional Roads by adding items such as, street trees, benches, banners, sculptures, road murals and other sidewalk amenities (Policy 9.C.18). Similarly, in community improvement plan areas, the Region is to promote aesthetically pleasing and culturally significant streetscape designs through the use of public art, benches and seating, banners, road murals, treed avenues, attractive sound barriers and decorative fencing, and implement with appropriate land use design (Policy 9.C.29). This is reinforced through policy that promotes the use of Community Improvement Plans as tools to encourage community design that supports cultural objectives (Policy 10.C.2.3).

For the purpose of promoting healthy communities, Region Official Plan policy supports community improvement through the designation of Community Improvement Project Areas, and the adoption of Regional Community Improvement Plans. The Region can also establish programs for the provision of grants and loans to local municipalities for the purpose of achieving the goals of a Community Improvement Plan. In order to ensure consistency, up to date information, the streamlining of administrative processes, and continuous improvement, Official Plan policies direct the Region to engage and meet regularly with Local Municipal Coordinators of Community Improvement (Policy 14.F.1.i-iii). Additionally, policies of the Regional Official Plan encourage local municipalities to adopt Community Improvement Plans as tools to support the objectives and policies of the Regional Plan (Policy 14.F.4.vi).

In addition to the noted policies, the Regional Plan directs local municipalities to prepare phasing strategies within the Urban Boundaries to protect and develop the growth of designated employment lands in order to ensure that employment needs are satisfied in accordance with Policy 4.B.4.1, with priority given to Gateway Economic Zones and Centre employment lands identified in local CIPs (Policy 14.I.2.1.iii).

Community Improvement Plan for Lundy's Lane may address streetscape improvements, active transportation (trails, crossings, bike lanes, etc.) and beautification approaches as part of a more comprehensive revitalization strategy. Given that Lundy's Lane is a component of Highway 20, which is a Regional Road, the Region will be important stakeholder for the purpose of consultation regarding improvements that may be identified as part of the CIP.



2.6.2 Land Use and Development Policies

Within the Niagara Regional Official Plan, the study area is primarily designated as part of the Built-Up Area, as illustrated in Figure 2.1. Built-Up Areas area defined in the Regional Official Plan as lands identified by the Ministry of Infrastructure as the focus for long-term residential and employment intensification and redevelopment within the Region (Policy 4.G.8.1).

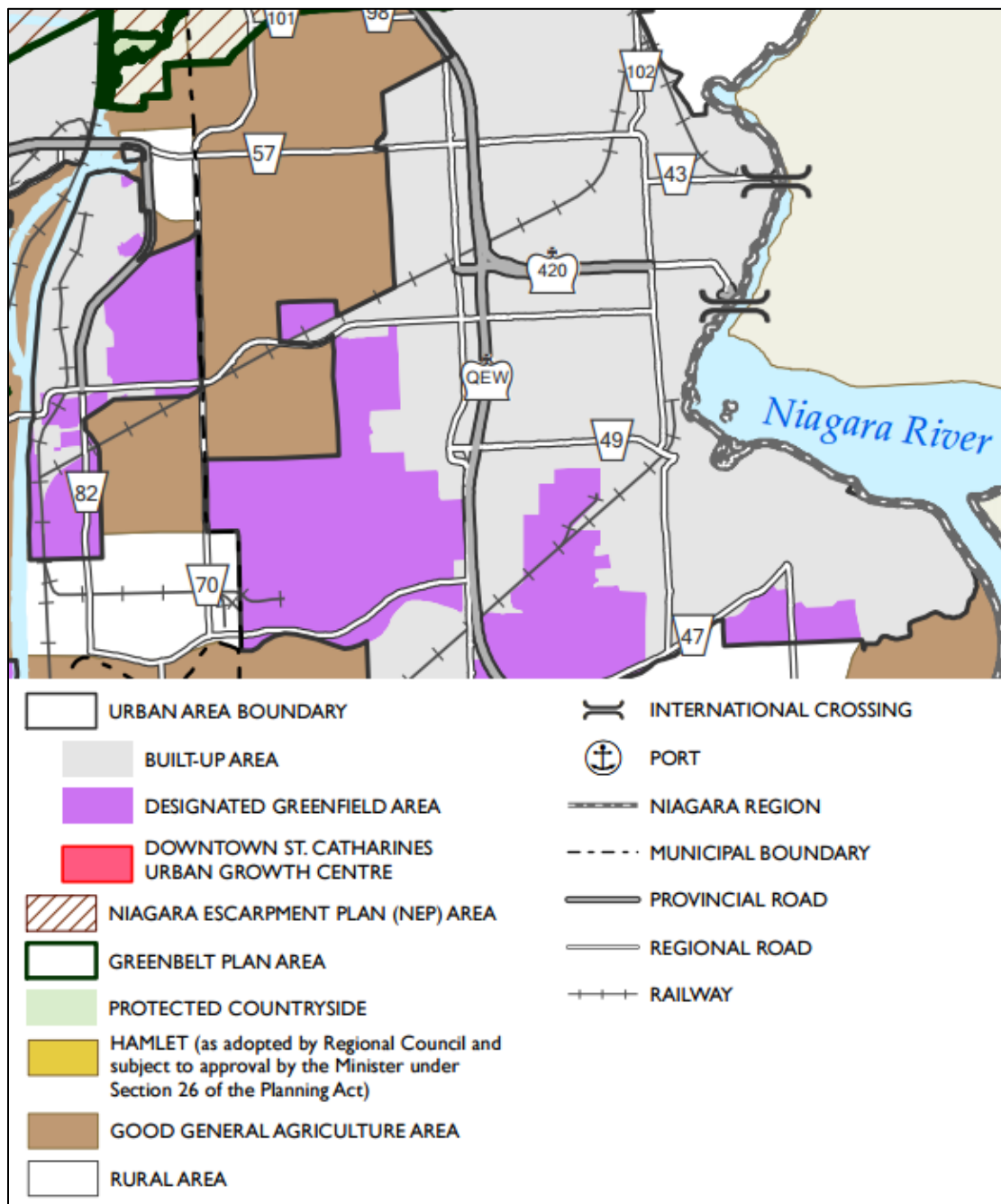


Figure 2.1: Excerpt from Schedule A: Regional Structure



There are also some lands along the western extent of the study area that are Designated Greenfield Area. The Regional Official Plan defines Designated Greenfield Areas as lands within a settlement area that are not within the Built-Up Area (Policy 4.G.9.1).

There is an area designated Good General Agriculture Area at the southwestern-most extent of the study area, on the south side of Lundy's Lane, east of Beachwood Road. The Regional official Plan defines Good General Agriculture Areas as lands with organic soils, areas of Classes 1 and 2 lands, areas of 60 to 70 percent Class 1 and 2 lands, and the majority of Class 3 lands. These classifications were originally based on the Canada Land Inventory: Soil Capability for Agriculture. The permitted uses for Good General Agriculture Areas include agriculture of all types, including livestock operations as well as associated value retention uses. Non-agricultural uses should not be located in Agricultural Areas and are strictly limited (Section 5.B).

2.6.3 Transportation Policies

The study area is bisected by Queen Elizabeth Way (QEW), which is noted as a Provincial Road on Schedule E: Niagara Region Bicycle Network of the Regional Official Plan.

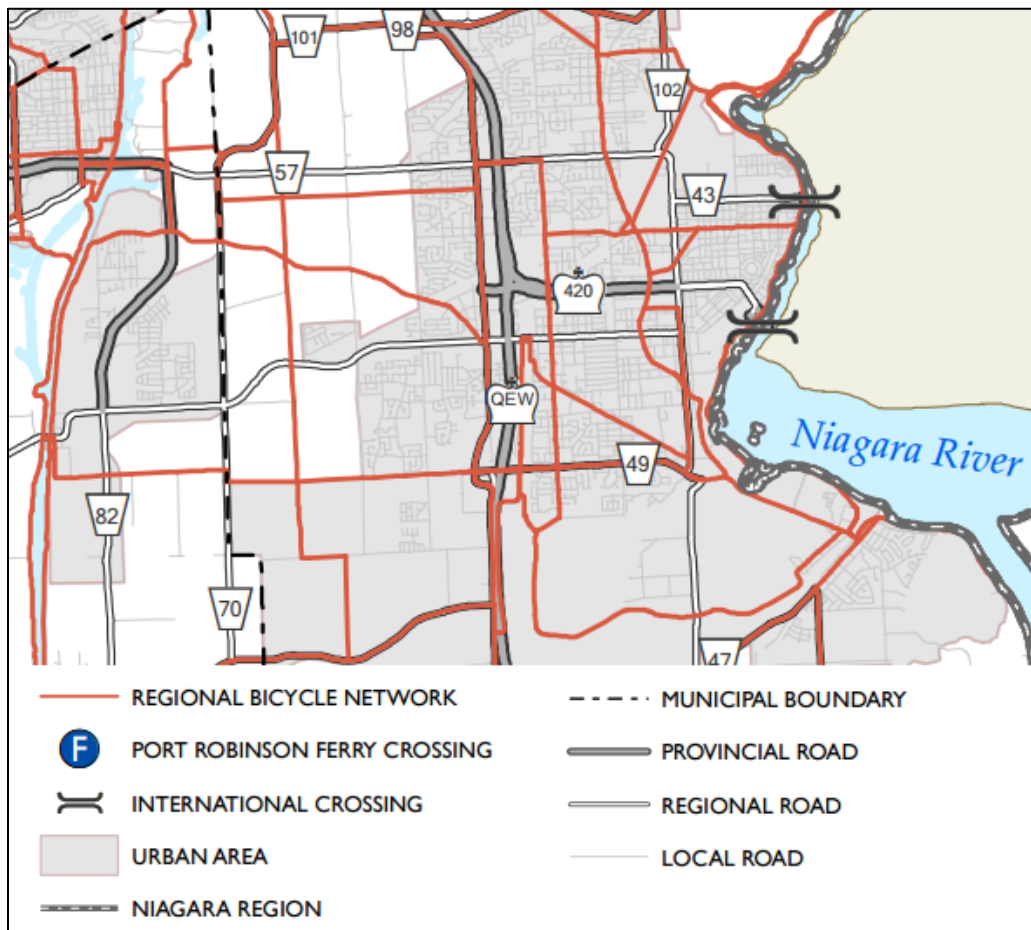


Figure 2.2: Excerpt from Schedule E: Niagara Region Bicycle Network



Schedule E identifies Lundy’s Lane as a Regional Road. Within the study area, Montrose Road is also a Regional Road. All other roads within the study area are considered local roads.

Schedule E also illustrates that a section of the Regional Bicycle Network passes through the center of the study area, along either sides of the QEW. The Regional Official Plan sets objectives to encourage cycling in Niagara and to promote a bicycle-friendly environment as part of an active living/active transportation strategy aimed at improving community health, and enhancing overall quality of life. Niagara Region co-ordinates and promotes the development and connectivity of the Niagara Bicycling Network with local and adjacent municipalities, other agencies, and other modes of transportation.

2.6.4 Employment Area Policies

Schedule G-2 of the Regional Official Plan depicts the Niagara Economic Gateway Employment Lands. The schedule identifies a small area adjacent to the study area at the western extent as Employment Land. These lands are worth noting, as consideration will need to ensure that policies that apply to adjacent lands identified within the study area are consistent with Regional Official Plan policies that call for the protection and preservation of Employment Areas, to ensure economic competitiveness and supports current and forecasted employment needs.

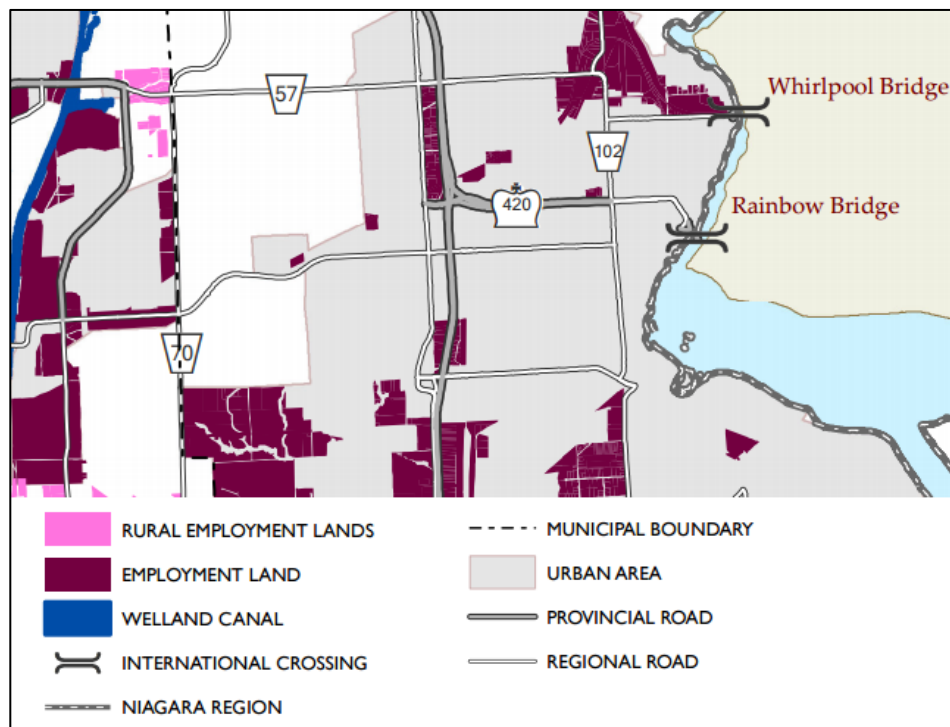


Figure 2.3: Excerpt from Schedule G-2: Niagara Economic Gateway Employment Lands



2.7 Niagara Falls Official Plan

2.7.1 Community Improvement Plan Policies

Part 4, Section 11 of the Niagara Falls Official Plan (OP) provides for the tools available for the municipality to stimulate community improvement, rehabilitation, and revitalization of designated community improvement project areas. Community Improvement Project Areas may be designated as the entire urban area of the City or any part of the urban area. While the policies of the OP indicate that Provincial approval of a CIP will be obtained so that the City can offer financial incentives to stimulate private or public sector investment, the Ministry of Municipal Affairs and Housing is now only a commenting agency for CIPs.

Community Improvement Project Areas are selected according to the selection criteria outlined in Section 11.3, which include:

- A need for the preservation, restoration, repair, or rehabilitation of buildings;
- Non-conforming, conflicting, or incompatible land uses;
- A deficiency in water/wastewater/stormwater infrastructure;
- Poor road access or traffic circulation;
- A deficiency in community or social services including open space, parks, or recreational facilities;
- Brownfield sites;
- Poor visual quality of streetscapes and urban design;
- High rates of underutilized lands or vacant lots which have the potential for infill or redevelopment;
- Existing or potential business improvement areas;
- A shortage of land to accommodate widening of Right-of-Ways, building expansion, parking, or loading facilities;
- Barriers to repair, rehabilitation or redevelopment of underutilized buildings; and
- Any other environmental, energy efficiency, social, or community economic development reasons.

Priority of CIP designation will be given to those areas that are designated as General Areas for Community Improvement in the Official Plan, where the greatest number of selection criteria from Section 11.3 are applicable, or where one or more of the selection criteria from Section 11.3 is particularly severe or exists across the urban area of the City.

Section 11.5 outlines the general purpose and intent for CIPs to:

- Encourage the renovation, repair, rehabilitation, redevelopment, or improvement of lands or buildings;



- Encourage the preservation, restoration, adaptive reuse, and improvement of historical or architecturally significant buildings;
- Encourage infill and intensification;
- Encourage a range of housing types and the construction of affordable housing;
- Upgrade and improve municipal services and public utilities;
- Improve traffic circulation;
- Improve accessibility for persons with disabilities;
- Encourage off-street parking and provide municipal parking facilities where appropriate;
- Promote the revitalization of the downtown and other areas requiring community improvement;
- Support existing or potential business improvement areas;
- Improve environmental conditions and energy efficiency;
- Improve social conditions and promote cultural development;
- Facilitate and promote community economic development; and
- Improve community quality, safety, and stability.

Section 11.6 outlines the activities that the City may undertake to implement the CIPs within designated community improvement project areas. These actions include the municipal acquisition, clearance, repair, sale, or lease of lands or buildings. The City may provide public funds in the form of grants, loans, or other financial instruments. The City may also participate in government programs that provide assistance to the municipality or private landowners for the purpose of community improvement. The municipality may also provide information on municipal incentives, financial assistance programs, and other government assistance programs. Heritage conservation should be supported through the *Ontario Heritage Act* and the Niagara Falls Municipal Heritage Committee. Council should be satisfied that any participation in community improvement activities will be within the financial capabilities of the City.

2.7.2 Land Use and Development Policies

The study area along Lundy's Lane between Drummond Road and Beechwood Road primarily consists of lands designated in the OP as Tourist Commercial and is generally surrounded by lands designated Residential, as illustrated in Figure 2.4: Excerpt from Schedule A, Future Land Use. There are also several Special Policy Areas around and within the study area, which are identified by the white triangle symbols in Schedule A of the Official Plan. The study area is also designated as a Satellite Tourism District in Schedule E of the Official Plan, shown here in Figure 2.5.

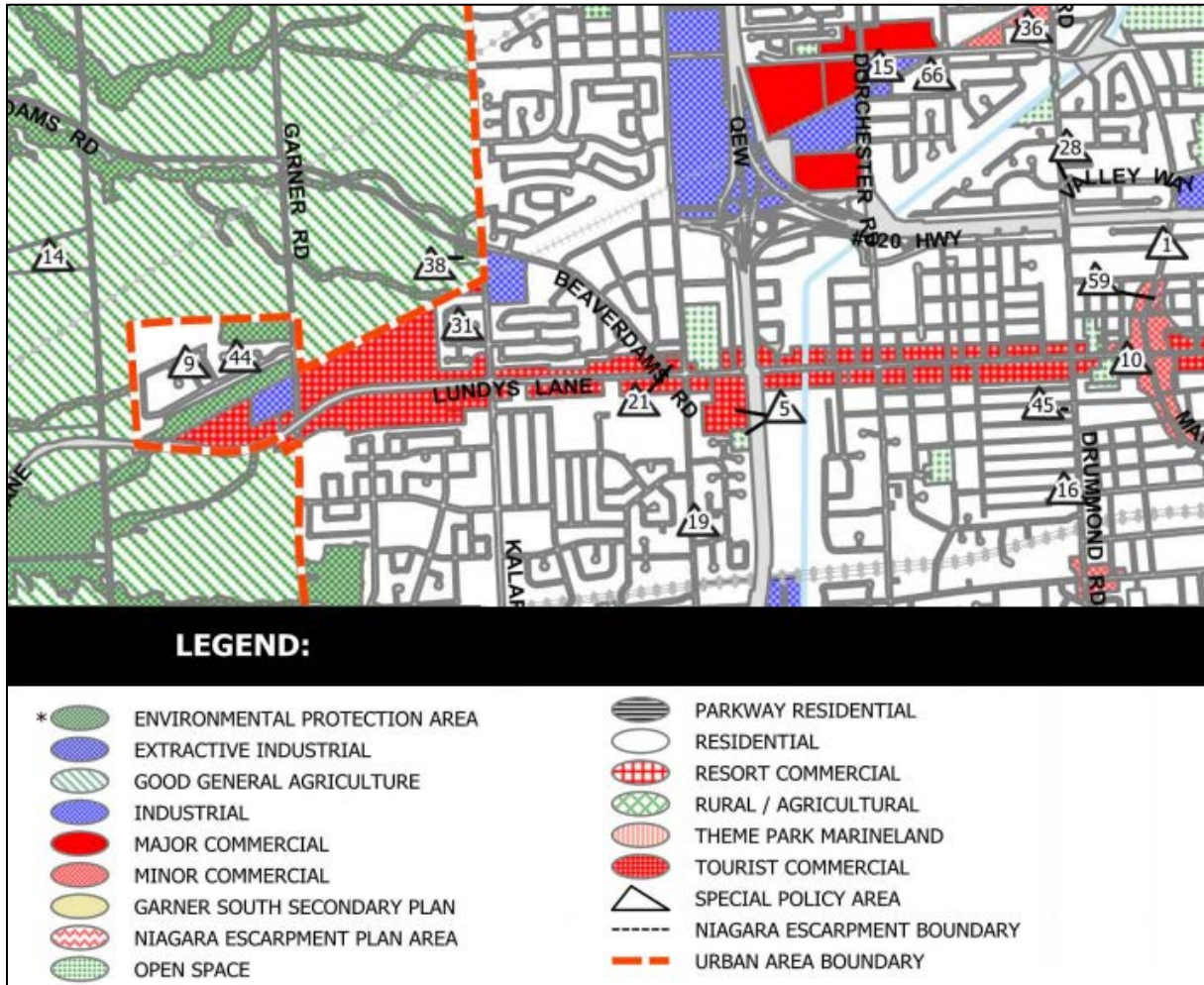


Figure 2.4: Excerpt from Schedule: Future Land Use

The Tourist Commercial designation originates from the Niagara Falls Tourist Area Development Strategy and public consultation, which focuses on improving the physical setting of the Tourist Area and creating world-class tourist destinations. The Tourist Commercial designation is intended to provide compact growth and a servicing program aimed to realize the full potential of each Tourist District. Each Satellite District has a particular character and tourism focus to attract specific market segments. Part 2, Section 4 of the Official Plan describes the Lundy's Lane Satellite Tourist District, as identified in Figure 2.5 Excerpt from Schedule E: Tourism Districts, as a multi-functional commercial area that caters to both City residents and tourists. The District also provides opportunities for cultural heritage preservation. The Lundy's Lane Satellite District is envisioned as a primarily tourist commercial corridor that is compatible with residential uses and commercial facilities that serve local residents. The section of Lundy's Lane to the east of Montrose Road is intended to function primarily as a community serving and tourist commercial corridor. The District also interfaces with residential lands to the north and south, and commercial development should be designed to lessen potential land use conflicts with residential lands. The Official Plan also directs that a comprehensive Streetscape Master Plan shall be undertaken



for the Lundy’s Lane District in order to guide urban design and streetscape improvements in accordance with the Official Plan.

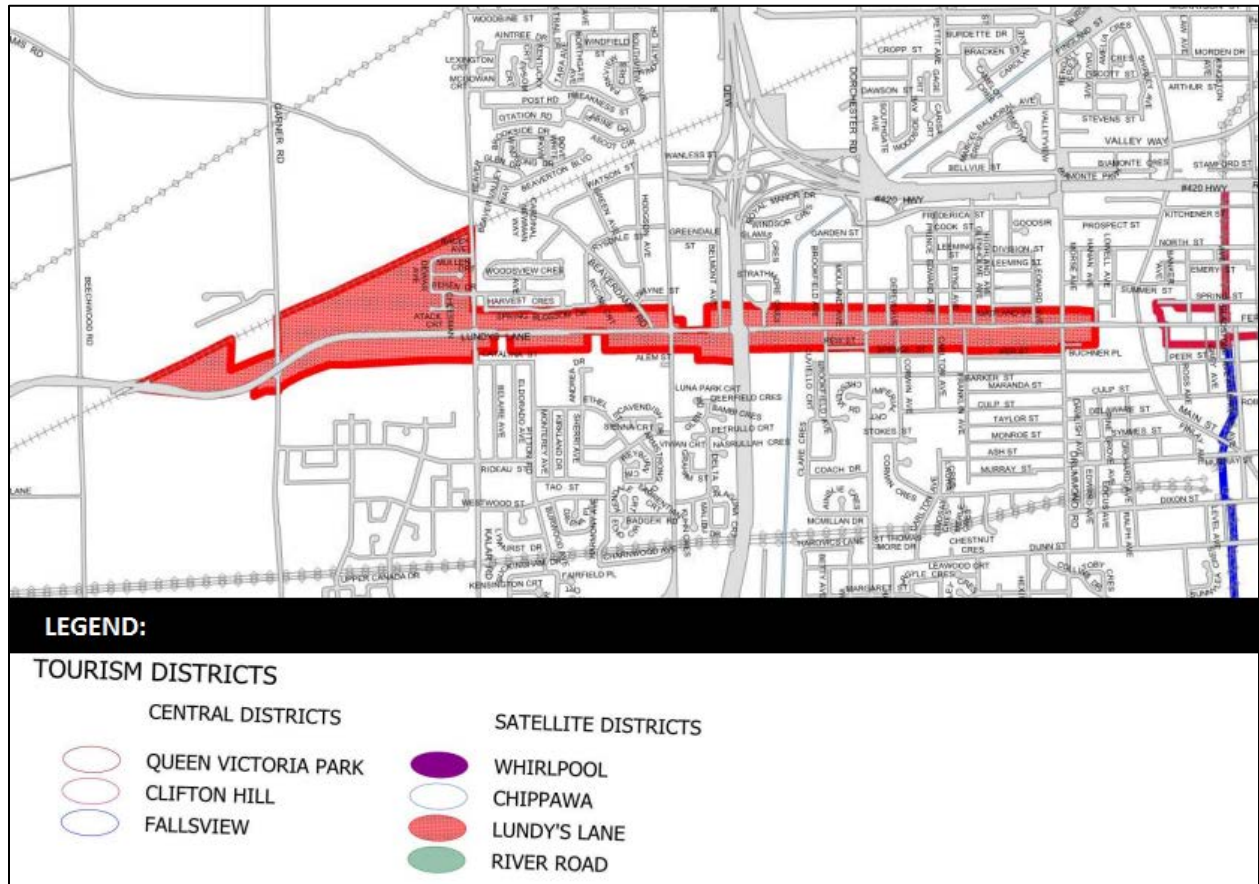


Figure 2.5: Excerpt from Schedule: Tourism Districts

As described in Part 2, Section 1 of the OP and illustrated in Figure 2.6, the surrounding Residential land use designation is intended to guide the provision of housing that is affordable, accessible, adequate and appropriate for the full range of needs within the City. The predominant land use for areas designated as Residential shall be for dwelling units of all types including single detached and semi-detached dwellings, duplexes, triplexes, quadraplexes, townhouses, apartments, group homes and other forms of residential accommodation. Opportunities exist within the Built-Up Area to create new housing units, and intensification that maximizes the density of a given area shall be designed to integrate into the surrounding neighbourhood.

At the centre of the study area, on the north side of Lundy’s Lane, there is a small area designated as Open Space reflective of the publicly-owned Lundy’s Lane Cemetery. Part 2, Section 12 of the Official Plan states that the Open Space designation is intended to enhance as attractive community environment through the development and maintenance of appropriate recreation and open space areas. Uses permitted within the Open Space designation include major public parks, conservation



areas, cemeteries, golf courses, private clubs, and recreational areas. Ancillary uses are also permitted provided that such uses do not harm or interfere with the open space nature of the land. Linkages are encouraged between areas designated as Open Space, and should promote their use with pedestrian walkways, bicycle paths, and passive recreational uses. Any proposed development on lands designated as Open Space must be developed in a manner that complements the open space character and preserves the natural environment.

There are two Special Policy Areas within the study area. These are:

- Special Policy Area “5”: This special policy area applies to the lands that comprise the Canada One Factory Outlets. The special policies applicable to these lands permit a factory outlet centre with service commercial uses as permitted by the Zoning By-law, and set a maximum gross leasable floor area for some of the stores. Additionally, the special policy area protects the existing woodlot which is designated Open Space.
- Special Policy Area “21”: This special policy area applies to 7611 Lundy’s Lane, and permits up to one-third of the existing plaza to be used for general retail purposes in the Tourist Commercial designation.

In the west end adjacent to the study area there is one large parcel designated Industrial, as illustrated in Figure 2.4. Part 2, Section 8 of the Official Plan states that the intent of the Industrial designation is to provide opportunities for the expansion of the existing industry and the stimulation of new industrial growth. The Official Plan promotes infilling and redevelopment within established industrial districts in the Built-Up Area. The permitted uses within the Industrial designation include industry defined as manufacturing, distribution, laboratory and research, processing, reclaiming, recycling, warehousing, distribution, assembly, and storage. All forms of services and utilities are permitted within this designation. Adult entertainment parlours and body-rub parlours are also permitted within the Industrial designation, subject to other policies within the Official Plan.

Additionally, as illustrated in Figure 2.4, the west end of the study area is surrounded by lands designated as Good General Agriculture. Part 2, Section 7 of the OP indicates that the Good General Agriculture designation represents a blend of agricultural uses and natural areas. The intent of the OP is to protect the continuation of farming operations that support and enhance the agricultural industry, and to minimize land use conflicts in favour of agriculture wherever possible. The permitted uses in lands designated as Good General Agriculture include agriculture of all types such as crop farming, tender fruits and vineyards, dairy farming, livestock operations including equestrian activities, nurseries, intensive greenhouse and agricultural value retention uses, forestry, conservation uses, and farm-related dwellings. Among the agricultural uses, there are also some natural areas including creeks, wetlands, and woodlots.

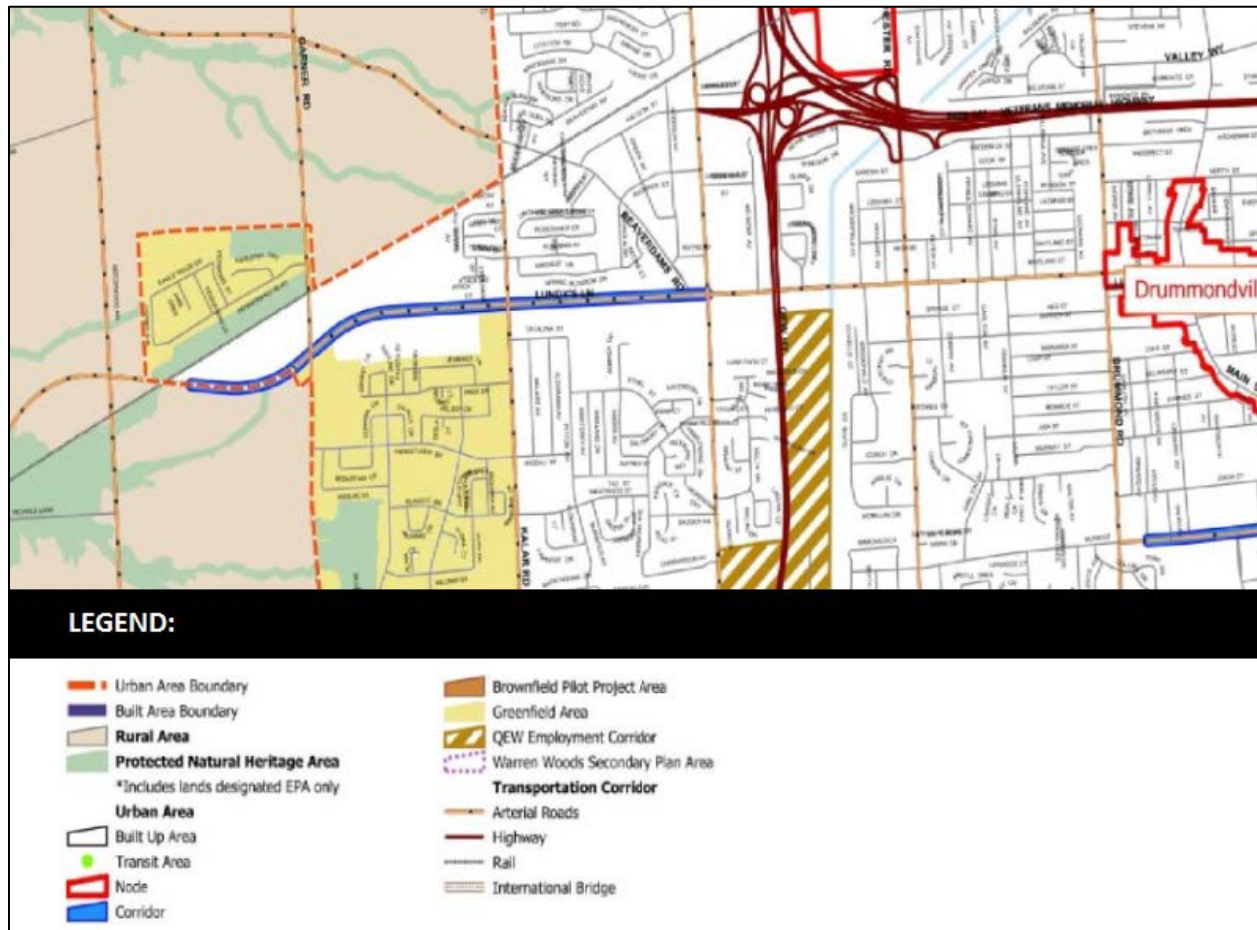


Figure 2.6: Excerpt from Schedule A: Urban Structure Plan

Also central to the study area, a portion of the northern section of the QEW Employment Centre is within the study area, as shown in OP Schedule A-2: Urban Structure Plan and illustrated in Figure 2.X. Part 1, Section 2 of the OP describes the lands along the QEW as ideal for employment opportunities that are dependent on cross-border trade and the movement of goods. The OP also directs that the lands along the QEW shall be protected for employment uses under the Provincial Gateway Economic Zone directive.

Lundy's Lane is also designated as an arterial road in Schedule A-2. The other major roads that cross the study area are also designated as Arterial Roads, including Drummond Road, Dorchester Road, Montrose Road, Kalar Road, and Garner Road. Part 3, Section 1 of the OP includes policies relating to the arterial road system, and indicates that Arterial Roads make up a portion of the City's transportation corridors, which are the primary conveyors of goods and people within, into and out of the City. Arterial Roads are designated to accommodate large volumes of traffic between major land use areas in the City. Regional Arterial Roads also function as secondary highways and primary arterial roads. The road widths of Regional Arterial Roads vary from 20m to 42 m. City Arterial Roads accommodate two to four lanes of traffic and have a general road allowance of 26m. Direct access to adjoining properties and on-street



parking will be restricted as much as possible to enhance the free flow of traffic. The road allowance may accommodate transit routes, lay-bays and bus shelters, bike lanes, and shared use lanes.

A portion of Lundy's Lane is designated as a Corridor in the Niagara Falls Official Plan, from Montrose Road to Beechwood Road (Official Plan, Schedule A-2). Part 1, Section 3 of the OP indicates that the Lundy's Lane corridor is characterized by large lots capable of supporting intensification at varying levels. Intensification may take the form of tourist commercial development, indoor or outdoor recreational facilities, local-serving commercial uses clustered in proximity to the intersections of Montrose Rd. and Kalar Rd., and residential uses in accordance with policies in Part 2, Section 4.2.31.

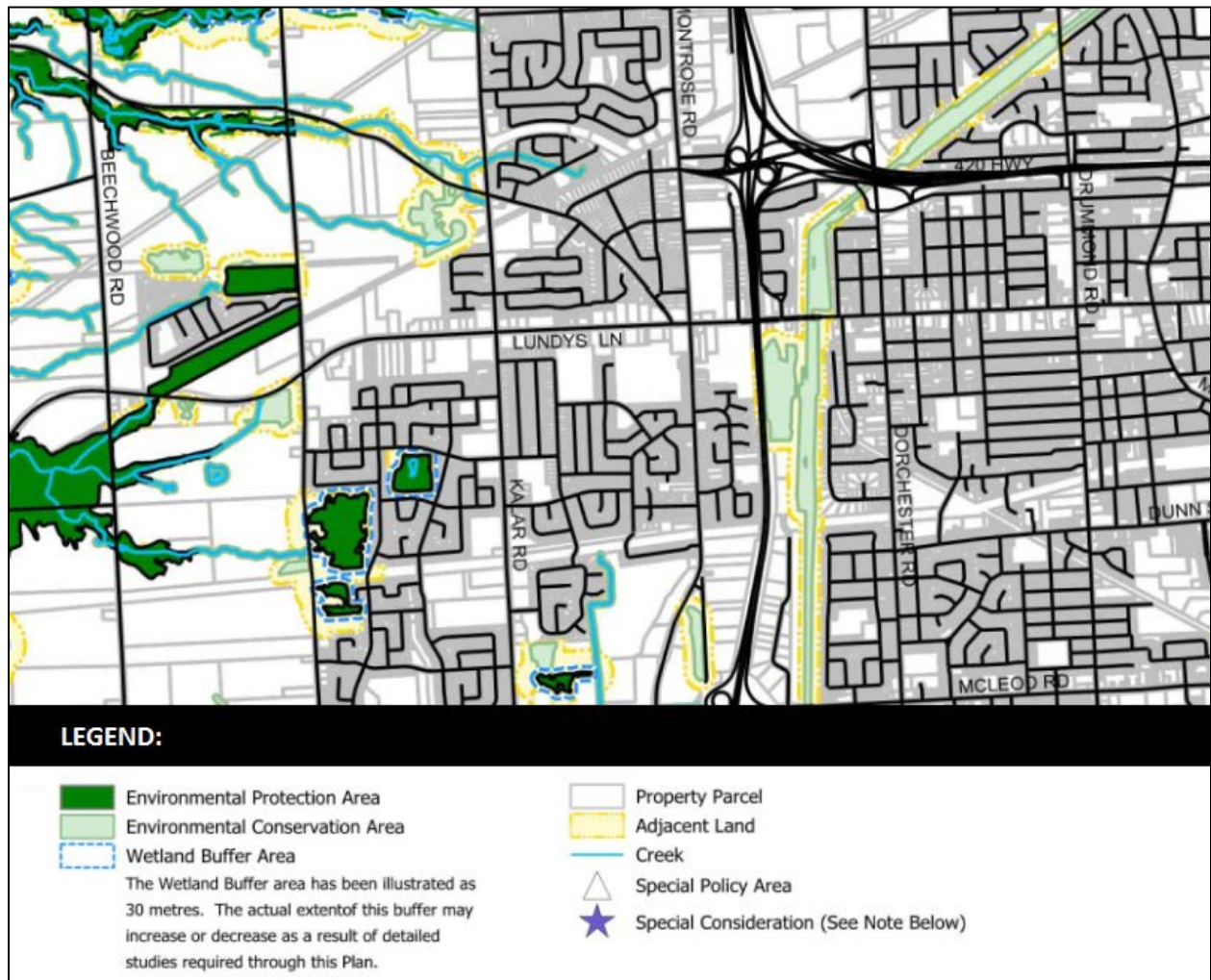


Figure 2.7: Excerpt from Schedule A-1, Natural Heritage Features and Adjacent Lands

Schedule A-1 of the Niagara Falls Official Plan identifies that the Hydro Canal that bisects the study area is designated as an Environmental Conservation Area (ECA). Part 2, Section 11 states that the ECA designation is intended to protect, maintain, and enhance the important ecological and environmental features within the City. Lands designated as ECA are important natural heritage areas where some



restricted development or site alteration may occur if it is supported by an environmental impact study. Permitted uses within ECA lands include forest, fish, and wildlife management, conservation and flood or erosion projects that are necessary in the public interest, small scale and passive recreational uses, and accessory uses such as trails, boardwalks, footbridges, fences, docks, and picnic facilities.

2.8 Zoning By-Law

The City of Niagara Falls currently has four Zoning By-laws that apply to various areas of the city. The study area consists of the extent of Lundy's Lane from Drummond Road to Bechwood Road, which is regulated by Zoning By-law No. 79-200. Generally, the study area is primarily comprised of two types of commercial uses. The lots on the east end of the study area between Drummond Road and Brookfield Avenue are primarily zoned as General Commercial Zone (GC). The centre of the study from Brookfield Avenue to Kalar Road is primarily zoned as Tourist Commercial Zone (TC), with a few General Commercial Zones (GC) spread throughout and two Institutional Zones (I) on the south side of Lundy's Lane. The west side of the subject area from Kalar Road to Bechwood Road is composed of a mix of General Commercial Zones (GC), Tourist Commercial Zones (TC), Camping Establishment Zones (CE), Open Space Zones (OS), and Agricultural Zones (A). Additional uses found in the study area include a Prestige Industrial Zone (PI), Development Holding Zones (DH), Hazard Land Zones (HL), and a Parking Zone (P).

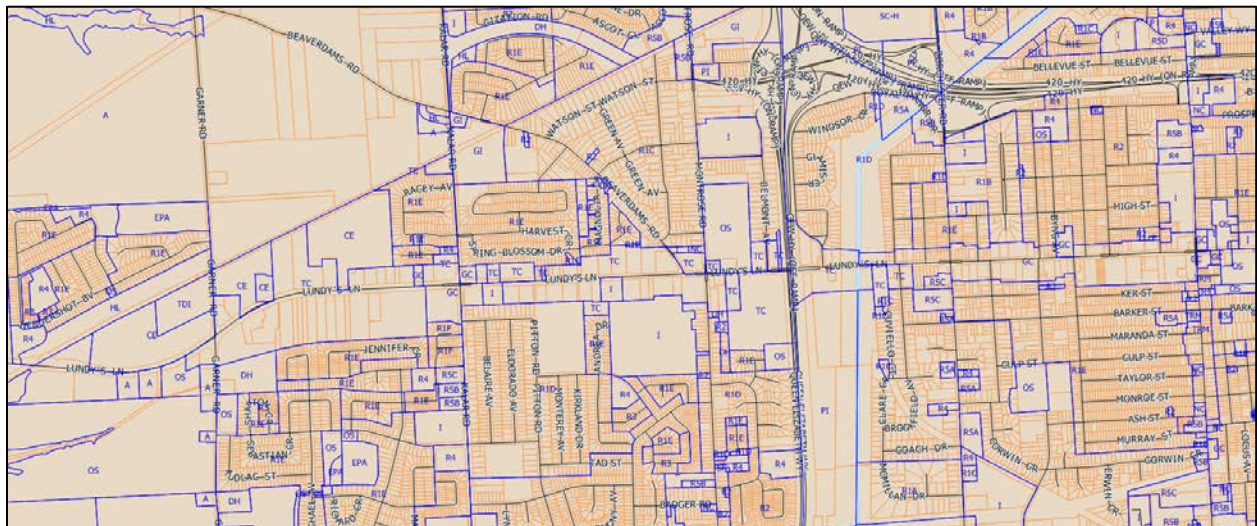


Figure 2.8: Excerpt from Zoning By-law No. 79-200.

The following provisions are permitted within the above-noted zones.

- **General Commercial (GC):** A variety of commercial uses are permitted such as assembly halls, bake shops, banks, building supplies shops and yards, car or truck rental establishments, car washes, clinics, community buildings, day nurseries, drive-in restaurants, farmer's markets,



funeral homes, health centres, hotels, laundries, libraries, motels, offices, parking lots, places of worship, private clubs, public garages, recreational uses, restaurants, retail stores, animal clinics, adult stores, dwelling units, studios, art galleries, museums, and other similar uses. Minimum lot frontage is 6 m, a minimum front yard depth of 13.1m from the centreline of Lundy's Lane between Garner Rd. and Main St., a minimum rear yard depth of 10 m for residential uses, and a minimum rear yard depth of 3 m for non-residential uses. The maximum permitted height of buildings or structures is 12 m, and the maximum lot coverage permitted is 70%. For car washes, the minimum lot frontage for interior lots is 33m, and 38m for corner lots. For motels the minimum lot frontage is 40m.

- **Tourist Commercial (TC):** Permits art galleries, assembly halls, automobile service stations, bake shops, banks, beer/wine/liquor stores, car or truck rental establishments, clothing stores, convention centres, day nurseries, drive-in restaurants, drug stores, wax exhibits, food stores, health centres, hotels, motels, museums, parking lots, photographer's studios, places of entertainment, recreational uses, restaurants, tobacco stores, tourist homes, adult stores, retail stores, gasoline bars, timeshare sales offices, and other similar uses. Minimum lot frontage of 6 m, a minimum front yard depth of 13.1m from the centreline of Lundy's Lane between Garner Rd. and Main St., minimum rear yard depth of 10 m for residential uses, and minimum rear yard depth of 3 m for non-residential uses. The maximum permitted height of buildings or structures is 12 m, and the maximum lot coverage permitted is 70%. The maximum floor area for retail stores is 400 m² and the maximum floor area of all retail stores per property is 3,530 m². For car washes, the minimum lot frontage for interior lots is 33m, and 38m for corner lots. For motels the minimum lot frontage is 40m. For gas bars, the minimum lot frontage for interior lots is 30m, and 40m for corner lots.
- **Camping Establishment (CE):** Permits licensed trailer camps, a one family detached dwelling within a trailer camp and accessory buildings or dwellings. The minimum lot frontage for a trailer camp is 60 m. The minimum lot area for trailer camps serviced by a municipal watermain is 6 hectares, and 10 hectares for trailer camps serviced with a potable water supply. A minimum distance of 60 m is required between any trailer park and residential zone, and a minimum distance of 15 m is required between a building or structure and any street or reserve.
- **Institutional (I) Zone:** Permits art galleries, community buildings, homes for the physically or mentally disabled, hospitals, nursing homes, places of worship, private clubs, receiving homes, religious institutions, sanatoriums, retirement homes, Y.M.C.As, Y.W.C.As, Y.M.H.As, day nurseries, or accessory buildings and structures. The minimum permitted lot area for hospitals is 2 hectares, and 0.15 hectares for all other uses. Minimum front yard depth is 10 m and rear yard depth is 10 m. The maximum permitted lot coverage is 35%, the minimum landscaped open space is 5%, and the maximum building height is 10 m.



- **Prestige Industrial Zone (PI):** Permits a range of industrial uses including manufacturing, compounding, processing, packaging, crating, bottling, assembling of raw or semi-processed or fully processed materials provided that no such use is dangerous, obnoxious or offensive by reason of the presence, emission or production of odour, smoke, noise, gas fumes, cinders, vibration, radiation, refuse matter or water carried waste. Additional uses permitted in Prestige Industrial (PI) zones include car or truck rental establishments, car washes, cold storage plants, commercial printing and associated services establishments, consulting engineering offices, ice manufacturing plant, laboratories for experimenting, commercial or testing, new car agency, nurseries, public garages, used car lots, warehouses, wholesale establishments, wineries, adult entertainment parlours subject to additional provisions, body-rub parlours, and offices that are accessory uses to one of the forgoing permitted uses. Within Prestige Industrial (PI) zones, the minimum lot frontage permitted is 30 m. The minimum permitted lot area is 2000 sq. m. Minimum front yard depth permitted is 10 m plus any applicable distance specified in section 4.27.1. The minimum interior side yard width permitted is 3.5 m. The minimum exterior side yard width permitted is 7.5 m plus any applicable distance specified in section 4.27.1. Where a rear lot line abuts a residential zone, the minimum rear yard depth permitted is 15 m plus any applicable distance specified in section 4.27.1. Where the rear lot line does not abut a residential zone, the minimum rear yard depth is 7.5 m plus any applicable distance specified in section 4.27.1. The maximum permitted height of buildings or structures is 12 m, subject to additional provisions. The maximum lot coverage permitted is 60%.
- **Agricultural (A):** Permits a range of agricultural uses, commercial forestry, commercial riding stables, and accessory buildings and structures. A minimum lot area of 16 hectares, a minimum floor area of 80 m² for each dwelling unit, and only one single family detached dwelling is permitted on one lot. The minimum front yard depth permitted is 10 m. The minimum side yard width permitted is 10 m on each side, and the minimum permitted rear yard depth is 10 m.
- **Open Space (OS):** Permits boating clubs, cemeteries, hospitals, private clubs, recreational uses, religious institutions, riding stables, sanatoriums, schools, and accessory buildings and structures. The minimum permitted lot frontage is 150 m. The minimum permitted lot area is 2 hectares, and maximum lot coverage is 10%. The minimum front yard depth permitted is 10m. The minimum side yard permitted is 10 m, and minimum permitted rear yard depth is 10 m. The maximum permitted building height is 10 m, and only one dwelling unit is permitted on one lot.
- **Development Holding Zone (DH):** Permits existing lawfully permitted uses and accessory uses, a one family detached dwelling, and a home occupation in a one family detached dwelling or in a dwelling unit of an existing semi-detached dwelling or duplex dwelling subject to additional provisions. The DH zone also permits the cultivation of land, the production of field crops, flower and market gardening, grazing for livestock, and temporary stands for the sale of farm produce grown or produced on the premise. Section 15.2 of the City's Zoning By-law 79-200



establishes further regulations that apply to uses within a DH zone. Within the study area, one lot is zoned as a Development Holding Zone. The lot is located south of Lundy's Land and east of Garner Road.

- **Hazard Land Zone (HL):** Permits all uses permitted within Agricultural (A) zones with the exception of a dwelling, dwelling unit or other building or structure. Dwellings that existed on the date of the passing of the zoning bylaw are permitted, but not the conversion, extension or enlargement thereof. Additional permitted uses include a number of recreational and open space uses including parks, playgrounds, tennis courts, lawn bowling greens, outdoor natural rinks, athletic fields, golf courses picnic areas and boat launching ramps, boat shelters and docking facilities and accessory uses that do not include dwellings or dwelling units. Section 16.2 of the City's Zoning By-law 79-200 establishes further regulations that apply to uses within a Hazard Land (HL) zone. Within the study area, lands zoned as Hazard Land (HL) are found at the southwestern-most extent, adjacent to the Niagara Falls Golf Club which is located outside of the study area.
- **Parking Zone (P):** Permits parking lots, including accessory buildings and accessory structures. Within Parking (P) zones, the minimum permitted lot area is 400 sq. m. The minimum front yard depth is 3 m plus any applicable distance specified in Section 4.27.1 pertaining to road allowance requirements for specific roads. The minimum permitted exterior side yard width is 3 m plus any applicable distance specified in Section 4.27.1. The minimum interior side yard width is 3 m. The minimum rear yard depth is 3 m plus any applicable distance specified in Section 4.27.1. The maximum height of building structure is 3 m subject to additional general provisions. The minimum landscaped open space requirements consist of providing either a planting strip not less than 2 m in width that complies with the requirements of Section 4.14 and which shall be provided and maintained along the whole of every lot line which abuts a street, except that part thereof crossed by an access ramp or sidewalk, or a close-board type fence or a decorative wall that complies with the height requirements of section 4.17. One lot within the study area is zoned as a Parking (P) zone. The lot is located at the northwest corner of Lundy's Lane along Leonard Avenue with frontage on Leonard Avenue.



3.0 STUDY AREA EXISTING CONDITIONS

As a first step in understanding the study area, a review was undertaken to identify the physical characteristics, land use, and the built form of the precincts that comprise the Lundy's Lane study area. The results of this review help to define the general character of the study area, as well as the unique character of its precincts, that will help inform the identification of strengths, weaknesses, opportunities and threats (Chapter 4.0), and ultimately the development of a community specific vision, policies and programs for community improvement (Chapters 6.0-7.0).

Based on a review of the physical characteristics, land use composition and built form, the Lundy's Lane study area has been divided into three distinct precincts as identified in Figure 3.1. For the purposes of this report, a precinct is a clearly defined area within

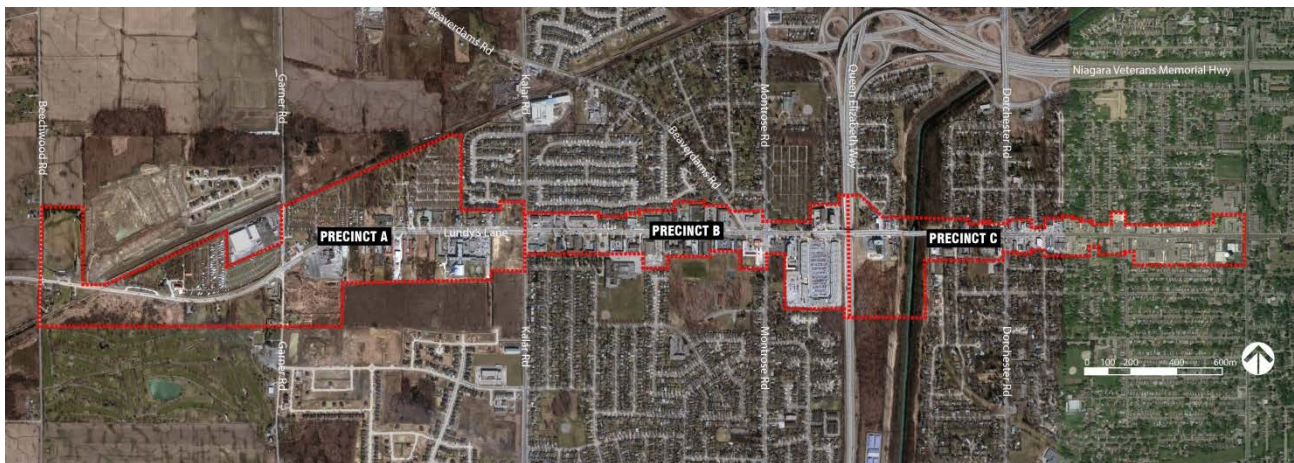


Figure 3.1: Lundy's Lane Community Improvement Plan Precinct Areas

3.1 Precinct A

Precinct A represents the western gateway to the City of Niagara Falls and Lundy's Lane, extending from Beechwood Road in the west to Kalar Road in the east. The width of the study area in Precinct A is consistent with the depth of the lots with frontage along this portion of Lundy's Lane, with the rail line to the north generally forming the northern boundary of the study area in this Precinct.



3.1.1 Physical Characteristics

The topography along this stretch of Lundy's Lane is generally flat, with no prominent natural features. Lundy's Lane exhibits a gentle curve from west of Garner Road to the east, which facilitate Lundy's Lane's crossing of the rail line. The stretch of Lundy's Lane from Beechwood Road to Kalar Road is only crossed by Garner Road at the approximate midpoint of this Precinct.



Lots in the west tend to be irregular in shape as a result of the curve in Lundy's Lane and the rail line that cuts through this Precinct. East of Garner Road the lots on the south side of Lundy's Lane are generally all deep and vary in width from relatively narrow to very wide. East of Garner Road on the north side of Lundy's Lane the lots are more varied, with several very large, irregular lots that extend behind smaller lots that front Lundy's Lane. Generally speaking however, the smaller lots that front Lundy's Lane are still of a generous depth and again vary from relatively narrow to very wide.



3.1.2 Road Right-of-Way Characteristics

Lundy's Lane from Beechwood Road to Garner Road is generally a two-lane road with a rural cross-section, meaning it has a paved and gravel shoulder and is lined with drainage ditches, and has no sidewalks. This portion of Lundy's Lane includes an at-grade crossing with a rail line. As it approaches Garner Road it widens to a four-lane cross-section with extra turning lanes, and has concrete curbs and drains to the existing drainage ditch. A pedestrian sidewalk also starts on the south side in proximity to Garner Road, which has pedestrian landings and connections to sidewalks on all four corners of the intersection. The geometry of the crossing of Lundy's Lane and Garner Road has resulted in two traffic control / pedestrian refuge islands in the southwest and northeast corners of the intersection. There are relatively few driveway accesses along this stretch of Lundy's Lane.

From Garner Road to Kalar Road Lundy's Lane is a four-lane road with an urban cross-section, meaning no ditches and with sidewalks on both the north and south sides. The north sidewalk is set back from the road allowing a wide grassed boulevard, while the south sidewalk has a more minimal setback from the road with smaller grassed boulevard. There is minimal landscaping in the boulevard and along the periphery of the road right-of-way.

Public transit, 'We Go', is available running along Lundy's Lane from the western bus turnaround between Beechwood and Garner stopping at various stops on both the north and south sides. All bus stops in this Precinct, except for the bus turnaround, are located in the boulevard between the road and the sidewalk.



3.1.3 Land Use

As the westernmost gateway to the City, land uses in Precinct A transition from more rural residential, tourist and recreational uses in the west through to more urban residential, tourist and recreation uses in the east. Predominant uses in this area include motels (both vacant and operating), adult entertainment complexes, camp grounds with tent sites, cabins and recreational vehicle facilities as well as common amenities (e.g., pools, retail stores, other recreational facilities), as well as a lesser number of standalone retail, personal service, restaurant, entertainment, recreational, highway commercial and residential uses. 9387 Lundy's Lane (1832 - listed Heritage property) is located in the west end of this Precinct and is associated with a campground.



There are some vacant and undeveloped parcels mixed in amongst the developed lots along the length of this precinct. Additionally, some of the existing uses have underutilized lands consisting of the rear portion of the deep lots.

Adjacent land uses include from west to east to the south of the study area include a golf course and a recent residential subdivision, while adjacent uses from west to east along the north of the study area include the rail line with a recent residential subdivision, an industrial-type use, as well as rural and agricultural lands.



3.1.3 Built Form

The built form in this is Precinct is reflective of the history of Lundy's Lane as a gateway to the City catering to automobile traffic. The motels are generally one- to two- storey structures consisting of a long structure along one or both side yards creating I-, L- or U-shaped buildings with a central or sideyard parking area, with generous setbacks from the street. Retail, restaurant, and entertainment venues tend to one-to two storeys and are generally centrally located on their lots with parking in front, in both sideyards, and often behind.

Other uses generally have generous front yard setbacks with parking in the front, side and rear yards.

Consistent with the role of Lundy's Lane as the gateway to the City, there are numerous large signs along the property frontages designed to catch the attention of automobile drivers. Many of these signs have unique, eye-catching designs and graphics designed to entice the travelling public to the business in question.

3.2 Precinct B

Precinct B represents the middle portion of the study area, extending from Kalar Road in the west to the bridge over the Queen Elizabeth Expressway (QEW) in the east. The width of this portion of the study area is consistent with the depth of the lots that front Lundy's Lane.



3.2.1 Physical Characteristics

The topography along this stretch of Lundy's Lane is generally flat, with the change in grade associated with the bridge over the QEW being the only noticeable gradient change along the corridor. This portion of Lundy's Lane is straight from east to west, and only has one angled T-intersection with Beaverdams Road along the north side just west of the full intersection with Montrose Road.



Lots fronting Lundy's Lane in Precinct B tend to be regular in shape. Between Kalar Road and Montrose Road the lots on both the north and south sides vary from a typical residential lot width and depth to a variety of wider and deeper lots, reflective of the historic and mixed uses along this stretch of the road. Between Montrose Road and the bridge over the QEW the lots on the north and south side there are a few lots reflective of those west of Montrose and then on the south side a few very wide and deep lots that extend far back from Lundy's Lane.



3.2.2 Road Right-of-Way Characteristics

From Kalar Road to the bridge over the QEW Lundy's Lane is a four-lane road with additional turning lanes only at the intersection with Kalar Road in the west and at Montrose Road and the Canada One Factory Outlets in the east. This stretch of road has an urban cross-section with concrete curbs and no ditches, and with sidewalks on both the north and south sides. The setback of the sidewalk varies from no setback with the sidewalk abutting the road curb to both modest and more generous setbacks of sod landscaping with sporadic street trees. There are numerous driveway accesses along this stretch of Lundy's Lane, with many properties having two accesses to the road.

There is one mid-block pedestrian crossing located east of Kalar Road and west of Beaverdams Road that is signalized to stop vehicular traffic to assist pedestrian crossing. The pedestrian crossing is identified with painted "zebra striping" on the asphalt.

We Go transit runs across this stretch of Lundy's Lane stopping at various stops on both the north and south sides. Bus stops in this Precinct are located either in the boulevard between the road and the sidewalk or adjacent to the sidewalk where the sidewalk abuts the concrete curb of the road.



3.2.3 Land Use

Land uses along the stretch of Lundy's Lane in Precinct B are predominantly motels with associated restaurant and bar uses, as well other uses targeted at both the travelling public and local residents including retail, restaurant, entertainment and personal service uses. Other notable uses in this Precinct include the Greycliff Manor and Lundy Manor retirement homes, the unoccupied designated Heritage property School Section 5 – Old Lundy's School (1915), the Lundy's Lane Cemetery, the Canada One Factory Outlets as well as a cluster of single detached residential dwellings that in some cases have been adapted for commercial uses.

There are a few vacant parcels mixed in amongst the developed lots in this precinct, with a small number of existing uses having underutilized lands consisting of the rear portion of their lots.



Adjacent land uses south of the Precinct include established residential subdivisions, Westlane Secondary School which has an access to Lundy's Lane, as well as Saint George Serbian Orthodox Church and its associated playing fields, open space and outbuildings. Adjacent uses north of Precinct B consist of established residential neighbourhoods that predominantly consist of single detached dwellings.



3.2.4 Built Form

Again, the built form in Precinct B is reflective of the history of Lundy's Lane as a gateway to the City catering to automobile traffic. Tourist and visitor accommodations are now generally single- or two-storey structures consisting of a long structure along one or both side yards creating I-, L- or U-shaped buildings, or in the form of low-rise multi-storey hotels. Central, front yard and sideyard parking areas are still common with visitor accommodations, while building setbacks are still generous. Retail, restaurant, and entertainment venues tend to be centrally located on their lots with parking in front, in both sideyards, and often behind. Generally speaking, the built form in Precinct B consists of more multi-storey structures and the built form and associated parking occupies more of the property.

This precinct also has numerous large signs along the property frontages designed to catch the attention of automobile drivers, most of them related to motels and hotels. Many of these signs have unique, eye-catching designs and graphics designed to entice the travelling public to the business in question. Signage related to other uses is also often prominently integrated into the building structure.

3.3 Precinct C

Precinct C is the easternmost precinct of the study area, and directly abuts Drummond Hill and the historic and heritage elements that help define the Historic Drummondville / Main and Ferry community. It extends from the bridge over the QEW in the west to Drummond Road in the east. Again the width of the study area in Precinct C is generally consistent with the depth of the lots fronting Lundy's Lane.



3.3.1 Physical Characteristics

Precinct C's topography is generally flat along Lundy's Lane, although it is worth recognizing that just outside of the study area west of Drummond Road it rises as it climbs to the crest of Drummond Hill. Within the study area, the only noticeable change in grade is associated with the bridge over the QEW and again the bridge over the hydro canal where the land drops away under Lundy's Lane. The hydro canal represents a unique feature in both Precinct C and the larger study area, as it is a straight manmade cut down through the



bedrock which conveys bright blue water along a now naturalized corridor and that is the only major natural green space along Lundy's Lane.

Similar to Precinct B, Lundy's Lane runs in a straight line through Precinct C, however there are 13 intersections along this stretch of Lundy's Lane, not including eastern terminus of the study area at Drummond Road. There are also two pedestrian trail connections to Lundy's Lane in Precinct C, both from the south. The Millennium Trail terminates along the west side of the hydro canal at Lundy's Lane while the Gary Hendershot Memorial Trail terminates on the hydro canal's east side.

The parcel fabric in Precinct C consists generally of regularly shaped lots of varying widths and depth. The majority of the lots are deep, with those on the south side of Lundy's Lane west of the hydro canal being very deep.



3.3.2 Road Right-of-Way Characteristics

The length of Lundy's Lane through Precinct C is a four-lane cross-section with additional turning lanes only at the four signalized intersections at Royal Manor Drive, Dorchester Road, Highland Avenue, and Drummond Road. The remaining 10 intersections along this stretch of Lundy's Lane are all T-intersections. This portion of Lundy's Lane has an urban cross-section with concrete curbs and no ditches, and with sidewalks on both sides of the road. Again, the setback of the sidewalk from the road varies from no setback with the sidewalks abutting the curb to modest grassed boulevards separating the sidewalk from the road. Generally speaking, there are significant stretches of sidewalk in Precinct C with minimal to no setback from the curb. There are few to no street trees in the municipal right-of-way in this Precinct. Additionally, there are numerous driveway accesses along this stretch of Lundy's Lane, with some properties having two accesses to the road.

We Go transit runs across this stretch of Lundy's Lane stopping at various stops on both the north and south sides. Bus stops in this Precinct are located either in the boulevard between the road and the sidewalk or adjacent to the sidewalk where the sidewalk abuts the concrete curb of the road.



3.3.3 Land Use

The land uses in Precinct C, while still servicing a visitor population, are more notably oriented towards the local population. There are still numerous motels, hotels, restaurants and entertainment facilities; however there are also more retail and personal service shops typically geared towards residents (e.g., paint stores, comic shops, grocery and convenience stores). Some of these uses are clustered in plazas and as a result these uses are characterized by larger expanses of parking.

The west end of this Precinct includes a number of single detached dwellings that are either still used for residential purposes or have been converted to commercial uses. Additionally,



the Dorchester Apartments in the west end represents a relatively unique land use in the study area.

It is notable that this Precinct has effectively no undeveloped parcels, with little evidence of underutilized lands.

Adjacent land uses south of Precinct C include established residential subdivisions and the Pathways Academy and Early Learning Centre, while adjacent uses to the north include established residential neighbourhoods and Stamford Collegiate Secondary School. East of the study area are a variety of commercial and institutional uses as well as heritage / historic sites. These lands are part of the Historic Drummondville CIP.



3.3.4 Built Form

The built form in Precinct C continues to be reflective of Lundy's Lane role as a gateway to the City and a major automobile thoroughfare. Tourist and visitor accommodations continue to be generally single- or two-storey structures consisting of a long structure along one or both side yards creating I-, L- or U-shaped buildings, or in the form of low-rise multi-storey hotels. Central, front yard and sideyard parking areas are still common with visitor accommodations, while building setbacks are still generous they are generally used only for parking. Retail, restaurant, and entertainment venues tend to be setback on their lots with parking in front, in both sideyards, but rarely behind. The clustering of some of these uses in plazas or on adjacent properties results in the appearance of large areas are dedicated to vehicle parking associated with these uses.

There are more uses with outdoor, street front patios that add an extra element to the character of this Precinct. The built form in Precinct C is more dense in part because of the smaller lot sizes and the types of uses here in that there are generally fewer large buildings on wide lots.

While less prevalent, this precinct also has some large signs along the property frontages designed to catch the attention of automobile drivers, many of them oriented to visitor related uses. Many of these signs have unique, eye-catching designs and graphics designed to entice the travelling public to the business in question. Signage related to other uses is also often prominently integrated into the building structure.



4.0 SWOT ANALYSIS

Building upon the characterization of the study area in the preceding chapter, the following further qualifies the existing conditions and categorizes some of them as strengths, weaknesses, opportunities and threats. This analysis is only a preliminary list based on preliminary input, and will be added to and refined as additional public input is received.



Strengths

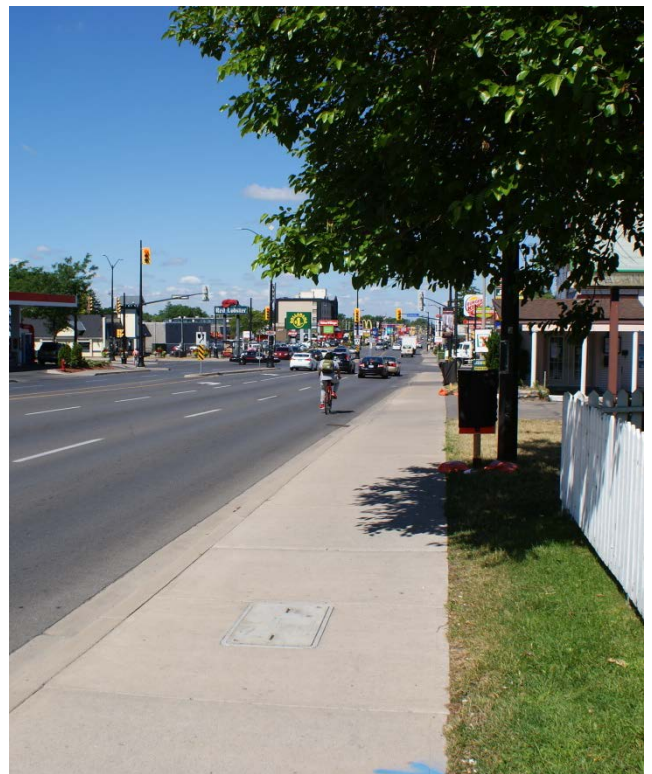
- Variety of commercial uses that serve both the local and tourism population, giving the area some economic resiliency
- Key commercial corridor/destination for shopping
- Ease of access from the QEW and Clifton Hill/Fallsview
- Proximity to Historic Drummondville with Drummond Hill cemetery, the Lundy's Lane Battlefield gateway feature, Battlefield Parkette and Redmond Gardens
- Historical significance of Lundy's Lane
- We Go Redline bus route provides direct connectivity to the main tourist areas
- Attractive landscaping provided in association with some commercial uses
- Active Business Improvement Area
- City and Region have extensive experience implementing Community Improvement Plans
- New gateway/intersection at Garner Road





Weaknesses

- Lundy's Lane is a car dominated environment, not pedestrian friendly
- Vehicles travel at a high rate of speed with few intersections (Precincts A and B) to help moderate traffic speed
- Newer commercial uses lack unique character or cohesive vision
- Mixed/inconsistent built form within some areas (i.e., varying front yard setbacks)
- Dispersed land uses and built form; uses are designed and oriented to drivers
- General lack of residential uses on Lundy's Lane (recognizing proximity to existing residential neighbourhoods)
- Distinctive visual divisions/breaks in land use (e.g., hydro canal, QEW)
- Lack of public spaces/community focal points
- Limited streetscape amenities and street trees within portions of the corridor
- No cycling amenities
- Sidewalk is close to the travelled portion of the roadway in some areas which is impactful to pedestrian comfort
- Land use compatibility (e.g., Precinct A - adult entertainment uses, industrial use)
- Condition/appearance of some older buildings/sites
- Narrow right-of-way width
- Lack of direct connections for vehicles and pedestrians to Lundy's Lane in Precincts A and B (e.g., growing congestion on Kalar Road and Montrose Road)
- Vacant lots in Precincts A and B
- Lundy's Lane access from QEW/Montrose does not include signage to indicate that visitor accommodations/amenities are located both east and west of the intersection





Opportunities

- Many sites/buildings with modest front yard setbacks can provide opportunity for front yard landscaping, outdoor restaurant patios, outdoor display of retail goods and/or streetscape/public space features
- Reconsider setbacks as well as front yard parking for future development/redevelopment to increase landscaping/pedestrian amenity along the street frontage
- Demand for alternative housing typologies/tenure reflected in use of motels for non-visitor accommodations
- Corridor designation west of Montrose create supportive policy framework for redevelopment with appropriate intensification
- Tourism is a well-established aspect of the corridor's history and has shaped the types of businesses
- Streetscape Master Plan represents a key opportunity to promote the aesthetic improvement of the corridor
- Integrate a public open space/park/community focal point on Ontario Hydro lands beside the hydro canal
- Develop an interpretive feature related to the role of the hydro canal/hydro generation in Niagara Falls' history
- Large lots in Precincts A and B create more options and opportunities for new development/redevelopment
- Capitalize on existing trail connections and pursue other active transportation connections and crossings of Lundy's Lane
- Opportunity for a "road diet" east of Montrose to add green space/pedestrian amenities/bike lanes
- Hydro canal is a point of interest for locals and tourists alike
- Changing demands may create redevelopment opportunities
- Opportunity to integrate programs from Regional CIP(s)
- City already has experience implementing CIPs
- Proximity to and association with the site of the Battle of Lundy's Lane
- Widen Garner Road to provide additional capacity to allow non-local/non-visitor traffic to by-pass Lundy's Lane
- Trends in shopping/eating local can create new business opportunities for local residents/businesses



Threats

- Vulnerability of existing motel uses to shifting consumer demands and expectations may lead to increased vacancy rates
- Unintended reuse of motels for non-visitor residents creates issues with planning and provision of appropriate amenities/services
- Vacant/poorly maintained buildings negatively impact the perception of Lundy's Lane
- Broader economic trends can impact tourism and the commercial base (e.g., value of Canadian dollar)
- Potential new land uses such as medical marijuana dispensaries may impact desirability of new/future residential development
- Heritage designated School Section 5 – Old Lundy's School is not being maintained which may compromise its ability to be reused in the future
- Limited pedestrian crossings from Garner Road to Montrose Road coupled with large volume of high speed traffic creates a safety risk for pedestrians
- New and on-going development south of Lundy's Lane may create additional traffic congestion on or at the intersections with Lundy's Lane



5.0 RECOMMENDED COMMUNITY IMPROVEMENT PROJECT AREA

In accordance with the *Planning Act*, a Community Improvement Project Area must be designated to prepare a Community Improvement Plan. Many municipalities have adopted a Community Improvement Plan immediately following adoption of a Community Improvement Project Area, since the Act does not specify a timeframe between implementing a Community Improvement Project Area and a Community Improvement Plan.

As noted in Section 1.3, the study area for this project includes the full depth of all lots that front on to Lundy's Lane, from Beachwood Road to Drummond Road. It is possible to identify the entire study area as a Community Improvement Project Area and prepare a Community Improvement Plan on that basis. The extent of the CIP Project Area will be established through further consultation. Eligibility criteria may be used to further refine which properties would be eligible to apply for the various incentive programs. In addition, the Community Improvement Project Area boundary may be adjusted by a by-law of Council, as long as the Community Improvement Project Area is kept outside of the CIP document itself.



6.0 PRELIMINARY VISION FOR LUNDY'S LANE

Based on the preceding analysis of applicable policy/legislation/by-laws, the SWOT analysis, and consultation undertaken to date, this section identifies a preliminary vision for Lundy's Lane. To develop the vision statement, this section first identifies the critical needs, as well as guiding principles. The contents of this section are subject to consultation and are intended to be preliminary at the time of writing this report.

6.1 Identification of Critical Needs

The community's critical needs are the key issues and opportunities that, if addressed, will have the most significant impact on the community, its resiliency, health and attractiveness.



1. **Aesthetics and building maintenance:** Some of the buildings within the Lundy's Lane study area would benefit from aesthetic improvements, including façade and signage improvements. As Lundy's Lane functions in part as a gateway to Niagara Falls and its downtown area, a high quality of aesthetics are important. However, the impact and benefit of façade improvements is more critical for buildings located close to the sidewalk where they are more visible.



2. **Built form cohesiveness:** A key visual issue identified along portions of Lundy's Lane is the inconsistency in built form characteristics, particularly front yard setbacks and building heights. The easterly portion of the corridor has a more historic character, with buildings located relatively close to the sidewalk, but this is mixed with older commercial uses with front yard parking areas. West of Drummond Road, and particularly west of the QEW, the study area becomes increasingly dominated by newer highway commercial uses with large setbacks and typically one storey.



3. **Parking and landscaping:** Much of the Lundy's Lane corridor includes lots with modest or large front yards (i.e., the area between the sidewalk and the front façade of the building). The front yard has an important role in defining and enhancing the public realm and the corridor's walkability. On some lots, the front yard is utilized principally for parking and driveways. However, there are some examples of attractive landscaping provided within the front yard. The streetscape would also be benefitted by outdoor patios associated with restaurants, particularly where there is an existing front yard.



4. **Walkability:** Lundy's Lane is principally designed to facilitate vehicular traffic flow. The public component of the streetscape lacks amenities within many portions of the corridor (e.g., trees to provide shade and shelter, landscaping for visual interest, as well as benches and other amenities). This is a significant deterrent for



pedestrians. In some locations, the sidewalk is located very close to the travelled portion of the roadway which is impactful to the perception of pedestrian safety and comfort. The relatively large ROW provides opportunity to reconfigure Lundy's Lane to balance different transportation needs. Improvement to walkability is highly desirable for Lundy's Lane, to encourage healthier transportation choices for both local residents as well as visitors. Note that the three critical needs identified above are also related to improving walkability.



5. **Economic resiliency:** Lundy's Lane provides a good mix of commercial uses that are intended to serve both the local population as well as visitors. However, as demands shift and the focus of tourism continues to be concentrated in Downtown Niagara Falls, it is likely that some of the historically established uses will decline. A strategy needs to be in place to help facilitate desirable economic evolution, including redevelopment and infill, to ensure that Lundy's Lane remains vibrant and attractive.



6. **Mix of uses:** Lundy's Lane is principally a commercial corridor. However, the corridor would benefit from the introduction of residential uses as is contemplated by the Official Plan west of Montrose Road (an intensification corridor). The introduction of mixed use developments would contribute significantly to pedestrian activity and also give life and vibrancy to the street. Additionally, many of the commercial uses in the corridor back onto low-rise residential areas, and any compatibility issues should be addressed.



7. **Sense of place/history:** One of Lundy's Lane's strengths is its proximity to the Battlefield Site, along with the prominent gateway feature at the east end of the study area. Additionally, Lundy's Lane has become in part defined by interesting and unique businesses which echoes the corridor's history as a tourism destination. There is a need to relate the corridor to its local history, in order to create a sense of place and uniqueness. Without a tie to history, the corridor would be difficult to differentiate from other commercial corridors in other communities, and will continue to lose its appeal as a tourism location.



8. **Partnerships and stakeholders:** The existing framework of partnerships and stakeholders is a distinguishing strength of Lundy's Lane. The Business Improvement Area, the City and the Region represent key stakeholders with an interest and potential role in implementing the Community Improvement Plan. These relationships and strengths must be leveraged to get the most of the Community Improvement Plan.



6.2 Guiding Principles

The assessment of critical needs has identified many key issues – as well as opportunities – to facilitate revitalization along Lundy’s Lane. To address these critical needs, and form the basis for the vision statement, the following guiding principles are identified.



1. **Continue to function as a key tourism destination and corridor:** Lundy’s Lane should continue to function as a key destination for tourists while providing shopping, dining and other commercial and cultural services to local residents.



2. **High quality, attractive corridor:** Lundy’s Lane is a key commercial corridor that functions as a major destination within Niagara Falls. It should be designed with a high quality of urban design, to give positive impressions of the City to visitors and instill pride in residents.



3. **Balanced transportation infrastructure:** Lundy’s Lane should balance different transportation needs, including efficiently moving vehicular traffic, while also providing safe, comfortable and interesting places for pedestrians and cyclists. A more walkable environment will greatly benefit residents as well as visitors and contribute to creating a more vibrant, interesting corridor.



4. **Support economic viability through mixed use development:** Mixed use development in Lundy’s Lane is desirable to support the creation of a more vibrant, interesting streetscape and to enable the corridor to evolve and adapt to changing economic conditions and demands for commercial services.



5. **Integrate history and sense of place:** Lundy’s Lane should celebrate and relate its history as a mid-twentieth century tourism hub as well as its longer term history, including the Battlefield site, to create a sense of place and uniqueness for the corridor.



6.3 Preliminary Vision Statement

A vision statement is intended as a guiding beacon to guide the Community Improvement Plan's programs and activities and ensure the Plan is working towards desirable and impactful revitalization. The programs, guidelines and projects under the Community Improvement Plan should be consistent with and work towards achieving the vision. To ensure the vision can be achieved, it will also be important to establish a monitoring and evaluation program, and to adjust the Plan if the vision is not on track.

Based on the guiding principles and critical needs assessment, the following preliminary vision statement is established for the Lundy's Lane corridor:

Lundy's Lane is a vibrant, attractive, mixed-use corridor. It is a key destination for visitors, a complete neighbourhood and a major commercial and cultural destination for City residents. Lundy's Lane is celebrative of its unique and long history through interesting commercial uses, interesting public spaces and interactive educational opportunities.



7.0 CIP FRAMEWORK

This section identifies options for programs and principles and considerations for supportive policies and administration matters, to address the critical needs, guiding principles and the vision statement outlined in Section 6. The intent of this section is to establish a foundation for development of the CIP. The actual programs and policies contained in the CIP will be subject to further refinement based on consultation and further analysis.

7.1 Options for Financial Incentive Programs

A wide range of financial incentives are available to help address the critical needs identified and contribute to achieving the vision. Under the *Planning Act*, financial incentives may take the form of grants or loans available to private property owners or tenants for the purposes of assisting them with eligible costs as outlined in the *Planning Act* and in conformity with the CIP. The financial incentives represent a key component of a CIP, allowing the City to help encourage investment and improvement of privately owned property.

The applicable options for financial incentive programs that may be used to support the preliminary vision for Lundy's Lane are as follows:



1. **Façade improvement grant or loan program:** A grant or loan program may be implemented to promote improvements to existing building façades, including signage, fenestration, architectural materials, building materials, paint/treatment, doorways, and other aspects. However, as many buildings have a large setback, the public benefits of a façade grant would be limited in some cases. Accordingly, the façade grant or loan program should be related to the front yard setback.



2. **Historic building adaptive reuse grant or loan program:** There are 2 historic properties identified in the corridor, but they represent significant value to the community. A program may be developed to provide a grant or loan to assist in the reuse and improvement of an historic property to accommodate the use.



3. **Landscaping grant or loan program:** A grant or loan program may be offered to assist property owners with providing attractive landscaping, to implement sustainable landscaping solutions, and to provide or improve walkways. Generally this program should be limited to the front and exterior side yards which are visible from the street.



4. **Land use compatibility grant or loan program:** A program could be offered to address landscaping improvements to improve land use compatibility, such as enclosure of waste storage or the provision of a landscaped buffer between an existing use and a more sensitive residential or other use.



5. **Parking area improvements (relocation/consolidation of access):** A grant or loan program may be implemented to improve the aesthetics and functionality of parking areas and driveways. This may include improvements related to relocating existing front yard parking to the side yard, or rear yard, consolidation of access driveways and parking areas to limit the impact of driveways on the streetscape, addition of new walkways to better connect the building through parking areas, or improvements in the use of parking materials, such as permeable paving materials. Generally, life cycle replacement of materials such as asphalt should not be eligible as it would only represent a temporary visual improvement rather than a long-term public benefit.



6. **Accessibility improvement grant or loan program:** An accessibility improvement grant or loan program may be implemented to encourage improvements and enable ease of access and convenience for persons with disabilities. This may include levelling or improvement of stairways and walkways, widening of doorways, or installation of other accessibility features such as wheelchair ramps or automatic doors.



7. **Bicycle parking grant or loan program:** A grant or loan program may be implemented to assist property owners or tenants in providing bicycle parking and contribute to more balanced transportation infrastructure options within the corridor.



8. **Outdoor patio grant or loan program:** A grant or loan program may be provided to assist owners and tenants in developing outdoor patios. Generally, this program should be limited to outdoor patios that have an impact on the streetscape.



9. **Tax increment equivalent grant or loan program:** To assist in major improvement projects, a tax increment equivalent grant or loan program may be provided. A tax increment equivalent grant or loan is issued based on the increase in the tax assessment of a property. Accordingly, only major property improvements, such as development/redevelopment, major additions, major infrastructure works or other major improvements would be eligible. It may be issued over a period of time, in decreasing amounts, until the owner is fully paying for property taxes with no incentive. This program may be utilized to assist in major projects, such as desirable



mixed use development, affordable housing developments or major expansions/improvements to existing buildings and uses.



10. **Planning/building fee grant or loan program:** A grant or loan program may be provided to assist owners with any planning application or building permit fees. This can help reduce the cost of making a wide variety of property investments which are associated with municipal fees, ranging from site plan applications for parking area improvements to major mixed use redevelopment projects. Additionally, this may help facilitate mixed use development, as residential development within the corridor requires a Zoning By-law Amendment in accordance with the Official Plan.



11. **Brownfield redevelopment program:** Financial incentives may be utilized to assist with the particular challenges of remediating and redeveloping environmentally contaminated lands or lands where there is a perception of environmental contamination. This may take the form of grants or loans to assist in conducting Environmental Site Assessments, feasibility studies, and it may implement tax assistance programs under Section 365.1 of the *Municipal Act*.

7.2 Options for Municipal Leadership Programs

The financial incentives are intended to address improvements and investment within private property. Additionally, there may be other initiatives and actions the City can undertake to support achieving the vision for Lundy's Lane.



1. **Streetscape Master Plan Implementation:** A Streetscape Master Plan for Lundy's Lane is underway. It represents a major investment in the corridor, and will complement the financial incentives offered under the CIP. The CIP should support the Streetscape Master Plan's implementation. This could include utilizing the ability to acquire and improve land under the Planning Act where it is considered necessary to implement the Streetscape Master Plan.



2. **Wayfinding Signage Strategy:** The City may undertake a review and implementation of improved wayfinding signage throughout the City to direct visitors to Lundy's Lane. This represents an opportunity to promote Lundy's Lane as an important designation, and also to help define Lundy's Lane as a distinctive neighbourhood or community within the City.



3. **Enhanced Gateway Features:** It may be desirable to enhance the east and west gateway features to better define the Lundy's Lane corridor and reinforce the Lundy's Lane brand as a destination and community, just as the existing Lundy's Lane Battlefield gateway entry helps identify the Historic Drummondville area near Drummond Street in the east. Consideration should also be given to a gateway feature on Montrose Road north of Lundy's Lane to provide awareness to travellers entering the area from the Queen Elizabeth Way.



4. **Preserving and Highlighting Lundy's Lane's Heritage:** The City should play an active role in highlighting the history and heritage of Lundy's Lane by supporting the restoration, preservation, and appropriate adaptive reuse of listed and designated buildings, and through establishing attractive interpretive features that highlight the history of this area. This could be undertaken in conjunction with if the incentive program noted in Section 7.2.

7.3 Preliminary Land Use Planning Recommendations

Pending completion of public consultation and the detailed review of the existing planning framework relative to the outcome of the SWOT and visioning process, the following preliminary recommendation may be considered as elements of the Land use Plan:

- **Intensification Corridor:** The Official Plan identifies the westerly portion of Lundy's Lane (west of Montrose Road) as an intensification corridor. There is an option to evaluate an extension of the intensification corridor to the easterly portion of the Lundy's Lane study area to allow for potential mixed use and residential development throughout the corridor;
- **Connectivity:** Provide the opportunity for future development / redevelopment to support new pedestrian, cycling or road connections to or through the study area to increase its permeability by means other than the private automobile;
- **Zoning:** Strengthen zoning requirements for design (front yard, height, parking area location, etc.) to implement the OP and provide more consistency in the streetscape, and allow for an evolution to a built form that supports all modes of transit (e.g., public transit, automobile, bicycle, walking, etc.); and
- Consultation may yield further recommendations.

7.4 Preliminary Urban Design Framework

The CIP will need to be supported by appropriate urban design criteria to ensure that any projects completed with the support of the financial incentives are working towards achieving the vision for the corridor. This could include:



- Criteria for any façade or signage improvements;
- Criteria for landscaping and parking area improvements;
- Criteria for integration of pedestrian and cyclist amenities;
- Built form criteria for any development-related incentives (e.g., regarding setbacks, height, massing, and character); and
- Land use criteria to implement any goals respecting mixed use or other appropriate forms of development.

7.5 Implementation Considerations

The key components of the CIP are its programs, along with eligibility criteria. However, other supportive policies and considerations need to be addressed, as follows:

- **Administration:** The CIP will need to incorporate policies regarding its implementation, including the process for applying for financial incentives and general eligibility criteria.
- **BIA Activities:** It will be important to ensure that the activities under the CIP and activities of the BIA do not overlap or conflict with one another. Further consultation is required.
- **Niagara Region CIPs:** It is desirable to align with and allow integration with any CIP programs offered by Niagara Region and other funding sources.
- **Monitoring and evaluation:** The CIP should include a monitoring and evaluation strategy, to provide a process for evaluating the Plan’s performance and responding to any issues or needed actions.
- **Marketing:** The CIP should include a strategy for marketing the financial incentive programs to maximize their uptake which will contribute to the Plan’s success.



8.0 NEXT STEPS AND CONCLUSION

This report provides preliminary recommendations and options for consideration in the preparation of the Community Improvement Plan for Lundy's Lane. The preliminary recommendations are based on an understanding of legislation, policies and regulations which are relevant to the revitalization of the area, a SWOT analysis, and consultation with stakeholders and the public. Based on initial consultation, a Community Improvement Plan for Lundy's Lane is generally supported by stakeholders and the public.

This report gives consideration to both financial incentives and a municipal leadership strategy intended to promote the revitalization and improvement of Lundy's Lane. Further consultation with stakeholders and the public will be undertaken to obtain feedback on the proposed programs, the SWOT analysis and the recommended vision. Feedback received will be used to finalize this report and will inform the development of the Community Improvement Plan for Lundy's Lane.

A wide range of potential financial incentives are recommended for consideration, including façade and property improvements, redevelopment/development incentives, and brownfield redevelopment incentive programs which include grants or loans and tax incentives. Municipal investment coupled with private investment, will be required to inspire pride of ownership and pride in the community.

In conclusion, a Community Improvement Plan is a tool that can provide substantial benefits to Lundy's Lane. The financial incentive programs will assist in promoting physical improvements to the area in accordance with the eligibility criteria to be established in the CIP. The municipal leadership strategy will outline additional projects or tools that may assist to achieve urban revitalization goals, and support businesses and tourism. Lastly, the CIP will include a marketing strategy and will outline a set of indicators for use in monitoring and evaluating the Plan to ensure the implementation of the Plan is achieving the City's revitalization and improvement goals.

Note: This CIP Background Report is preliminary in nature. It is based upon the consulting team's review of Lundy's Lane and is informed by preliminary stakeholder and public consultation. The Report is subject to further consultation.