

**DATE:** May 4, 2026

**REPORT NO:** PD-14-2026

**SUBJECT:** **Recommendation Report – Lockbridge Development Zoning By-law Amendment Application (File No. 1601-008-24) and Draft Plan of Subdivision Approval (File No. 2000-93-24)**

**CONTACT:** Susan Smyth, Manager, Community Planning and Design  
Gerrit Boerema, Director, Growth and Sustainability

**OVERVIEW:**

- Applications for Zoning By-law Amendment and Draft Plan of Subdivision have been submitted by Arcadis planning consults on behalf of Lockbridge Development Inc., TEK Corporation and Hendler Judy Trustee ("Lockbridge"). Lockbridge is an assembly of participating landowners that initiated the Block Plan process, of which is subject to approval under a separate application for Block Plan Area 9 (Stage 3A) File No. 4000-001-24.
- Block Plan Area 9 is in the southwest quadrant south of Townline Road, north of Sixteen Road, east of Port Davidson Road, and extends past Shurie Road until the west limit of the Niagara Region lagoons.
- Lockbridge is seeking approval for a proposed development consisting of 222 residential units (177 single detached, 14 semi-detached, 31 townhouses).
- The requested amendments are to change the current zones from Agricultural, Agricultural Purpose Only, and Development to site-specific Residential Low Density – Type 3 'R3-257', Open Space, Residential Medium Density – Type 3 'RM3' Zone with a Holding Provision (H-18), and Residential Low Density – Type 3 'R3-257' with a Holding Provision (H-19).
- A Public Meeting was held on April 14, 2025 and the Information Report [PD-16-2025](#) provided the details of the proposed Lockbridge Block Plan and development.
- Comments raised at the Public Meeting focused on the neighbourhood park (NP5), restoration area and wildlife corridor, elm tree, road network and traffic impacts, flooding, and stormwater management facility.
- Upon review the applications, applicable policy and comments raised at the public meeting, Administration is recommending approval of the applications as per the Zoning By-law Amendment found in Schedule B and the conditions of draft plan approval found in Schedule C of this report.

**RECOMMENDATION:**

1. That, Recommendation Report PD-14-2026, titled "Recommendation Report – Lockbridge Development, Zoning By-law Amendment (File No. 1601-008-24) and Draft Plan of Subdivision (File No. 2000-93-24), dated April 13, 2026, be received; and,
2. That, Application for Zoning By-law Amendment (File No. 1601-008-24) and the By-law and Schedule be approved as found in Schedule B; and,
3. That, Application for Draft Plan of Subdivision Approval (File No. 2000-093-24), be approved in accordance with the provisions of the Planning Act, R.S.O, 1990, c. P. 13, and regulations thereunder, subject to the draft plan approval conditions contained in Schedule C; and,
4. That, the Applicant is advised that the Township's draft approval of this Plan of Subdivision will lapse three years from the date of approval unless the Township Council grants an extension of the approval period prior to the lapsing date. If an extension is requested, an updated review will occur and revisions to the conditions of draft plan approval may be necessary at that time.

**ALIGNMENT TO STRATEGIC PLAN:**

**Theme # 1 and 2**

- Build a safe, connected, caring and active community
- Champion strategic, responsible growth

**BACKGROUND:**

The lands directly associated with the Zoning By-law Amendment and Draft Plan of Subdivision applications are located within the Smithville Master Community Plan (MCP) Study Area referred as Block Plan Area 9. This area is in the southwest quadrant south of Townline Road, north of Sixteen Road, east of Port Davidson Road, and extends past Shurie Road until the west limit of the Niagara Region lagoons.

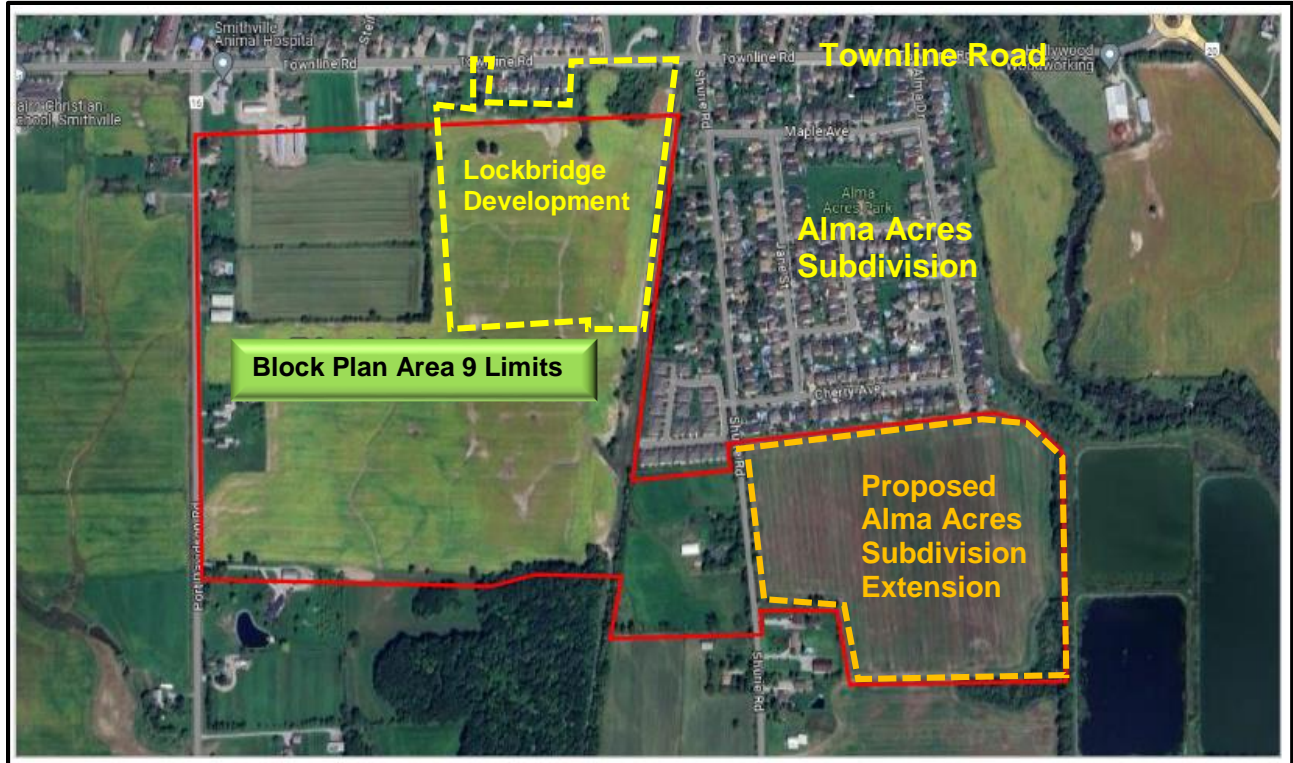
Figure 1 provides the general location of the Lockbridge Development subdivision limits within the Smithville MCP Study Area for Block Plan Area 9.

In August 2024, an initial submission package including the Block Plan, Draft Plan of Subdivision containing 196 units (154 single detached, 12 semi-detached, and 30 townhouses) was received and the required Environmental Impact Study (EIS) was later received in November 2024, at which time Staff was able to deem the applications complete.

Over the course of several months, Township Staff and comments from the Region of Niagara and Niagara Peninsula Conservation Authority (NPCA) were provided to the Lockbridge Development Consulting Team that identified distinctive modifications from Smithville MCP Block Plan that necessitated revisions. The modifications to the documents, including the Lockbridge Block Plan and Draft Plan of Subdivision seeking

approval were presented at the Public Meeting held on April 14, 2025.

**Figure 1: Approximate Lockbridge Draft Plan of Subdivision Location within the Smithville Master Community Plan (MCP) Block Plan Area 9 Limits**



Additional comments and concerns raised during the Public Meeting resulted in another revision to the Block Plan and Draft Plan of Subdivision.

On November 5, 2025, a revised Lockbridge Block Plan was provided, and the revision resulted in a reduction of overall Block Plan Area 9 land area from 63.4 hectares (ha) to 60.89 ha due to the realignment of Port Davidson Road to meet with Canborough Street at Townline Road. These changes also revised the Draft Plan of Subdivision with an increase in the number of dwelling units to 222 (177 single detached units, 14 semi-detached units, and 31 townhouse units).

Figure 2 provides the two different Draft Plan of Subdivision drawings. The notable differences in the draft plans are:

1. Realignment of “Street A” and “Street C” to be more consistent with the Smithville Transportation Master Plan (TMP) and the connection to Townline Road and Port Davidson Road.
2. Width of the former railway line proposed for the wildlife linkage and multi-use trail is more unified.



## **CURRENT SITUATION:**

The proposed residential Lockbridge land area is 13.45 hectares (ha) or 33.24 acres, and an application to amend the Zoning By-law is required to permit the low and medium density residential uses. The amendment application is to propose a site-specific zone for a reduced minimum lot area for the Residential Low Density – R3 Zone from the required 300 square metres to 250 square metres. Details of the requested amendments and schedule are provided in Schedule B.

The application for Draft Plan of Subdivision approval is for 177 single detached dwelling units; 14 semi-detached dwelling units; and a block (Block 185) dedicated for 31 townhouse dwelling units. The draft plan also provides blocks dedicated to parkland and trails, stormwater management facilities, and roads. Refer to Schedule A for the Draft Plan of Subdivision.

A Public Meeting was held on April 14, 2025 and the Information Report [PD-16-2025](#) provided the details of the proposed development. Written and verbal comments received prior to and during the meeting have been considered and form part of the recommendation of approval.

## **PLANNING ANALYSIS**

The proposed development and applications were evaluated against the Provincial, Regional and Local policy framework as discussed below.

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

The Planning Act provides for a land use planning system led by Provincial policy, integrating provincial interests with municipal decision making, promoting sustainable economic development in a healthy natural environment and encouraging coordination among various interests.

The Planning Act identifies matters of Provincial interest that Council must consider in carrying out their legislative responsibilities, such as, but not limited to, the adequate provision of a full range of housing, including affordable housing, efficient use of infrastructure, protection of natural heritage resources and agriculture, and the appropriate location of growth and development. Decisions of Council must also be consistent with provincial planning statements and conform to provincial plans and municipal official plans that are in effect.

Section 51 (24) of the Act prescribes that “in considering a draft plan of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality.”

In this circumstance, the Draft Plan of Subdivision for the Lockbridge Development is

considered suitable and implements the Smithville MCP OPA 63 policies that provide an increased density of residential uses in a designated greenfield area located in the expanded urban settlement limits. The proposed development will provide residential lots and dwelling units similar to the surrounding area, as well as open space dedicated to parkland and multi-use trails on a large vacant piece of land owned by participating landowners and developers.

In terms of the efficient use of municipal infrastructure, the proposed development will have access to existing services including domestic water, access to existing sanitary sewer with some upgrades required along Townline Road, and the provision for stormwater management internal to the development.

Regarding natural environmental resources, an Environmental Impact Study (EIS) was completed by GeoProcess Consulting and the study confirmed that Lockridge subdivision limits do not contain core areas. The EIS findings concluded that the proposed development will not negatively impact the core area or its ecological functions and those features are located south of the Block Plan Area 9 beyond the subdivision limits. This resulted in the reduction of the wildlife corridor and restoration area along the former railway line located east and south of the development, from the required 50 metre wide corridor identified in the Subwatershed Study and illustrated on Smithville MCP Schedule E-10/OPA 63 Schedule L to a range of 25 to 27 metres wide. The proposed reduction of the wildlife corridor is subject to alternative locations and opportunities for restoration in the Block Plan to make up the difference of natural heritage cover.

In terms of the adequacy of parkland and open space, Township Staff recommended the Smithville MCP Block Plan Area 9 Neighbourhood Park (NP5) be considered as the preferred parkland for the Lockridge development and be consistent with the Townships vision for a fair balance of parkland within new developments. Arcadis confirms that the proposal to utilize the former railway line that was identified as the wildlife linkage in the Smithville MCP is a more suitable option for parkland and can be used for a dual purpose of a passive recreational park and linkage corridor for wildlife. This area to be dedicated to the Township would exceed the minimum 5% requirement. Additionally, although not considered as parkland dedication, Lockridge is dedicating the Westover/Enbridge gas pipeline easement as a multi-use pedestrian trail in accordance with the Smithville Transportation Master Plan (TMP) and the Township's Local Servicing Policy and will design the trail subject to the Westover/Enbridge Design and Approval guidelines.

Regarding the transportation network, the Port Davidson Road, Townline Road, and Canborough Street intersection has been updated to align with the recommendations of the Smithville TMP with Street "B" proposed as a local road and the road network adjustments are consistent with the Smithville TMP. The proposed development provides appropriate and ideal lot configuration on the local roads.

Lockridge Draft Plan of Subdivision is conveniently located in proximity to the

Smithville downtown area and to schools and other local amenities and services.

Therefore, the proposed Lockbridge development and applications, with the appropriate holdings and conditions, have regard for matters of public interest and are considered to comply with the provisions of the Planning Act.

### ***Provincial Planning Statement, 2024***

The Provincial Planning Statement, 2024 (PPS 2024) replaces the Provincial Policy Statement, 2020 and repeals A Place to Grow: Growth Plan for the Greater Golden Horseshoe. Land use planning decisions are required to be consistent with the PPS 2024 and to direct growth to settlement areas and encourage intensification where infrastructure is planned or available. An overview of consistency with the applicable PPS policies are provided below.

#### **Chapter 2: Building Homes, Sustainable Strong and Competitive Communities**

Consistent with policy 2.1.6 and the achievement of complete communities, the proposal is offering an appropriate scale and range of housing in proximity to existing commercial and service uses. The proposed housing form (single, semi-detached, and townhouse dwelling units) are common to the Township.

Consistent with policy 2.2.1, the proposed development is providing a range of housing options and densities that promotes the efficient use of land with connections to existing and planned municipal infrastructure.

Consistent with policy 2.3.1, the proposed development is assisting the Township to accommodate residential growth through lands designated and available for residential development and will allow the Township to provide a supply of residential units in the urban settlement area where the focus is for growth and development.

#### **Chapter 3: Infrastructure and Facilities**

The proposed development will require some upgrades to the sanitary sewer along Townline Road. Based on the Functional Servicing Report (FSR) prepared by Stantec, the Lockbridge subdivision limits can be developed utilizing existing services, however, allocation will be confirmed through further engineering review and in accordance with the Township Wastewater Allocation Policy.

Policy 3.9.1 and the Township's Trails and Corridors Master Plan, the proposed development will contain a public connection trail along the former railway line and the Westover/Enbridge gas pipeline easement, and these trails will be further refined during the subsequent detailed design process and final approval of the subdivision.

## Chapter 4: Wise Use and Management of Resources

Consistent with policy 4.1.1, natural features in the Lockbridge subdivision limits were investigated and it was determined through the EIS that the core area features lie outside of the subdivision limits further south. The EIS concluded that there are no features deemed significant as a natural heritage system contained within the subdivision limits and further environmental investigations are required to determine alternative locations to enhance restoration areas for the overall Block Plan Area 9.

Consistent with policy 4.6.2, Stage 1-4 Archaeological Assessments prepared by Stantec Consulting Ltd. were conducted which determined that the lands are free of any archaeological resources, and no further assessment was required, and the Ministry clearance letters have been provided by Lockbridge.

In summary, the proposed Lockbridge development and applications, with the conditions and holding provisions, are consistent with the policies of the PPS.

### ***Township of West Lincoln Official Plan and Niagara Region Official Plan***

Bill 23 has changed Niagara Region's role in land use planning and as of March 31, 2025, the Niagara Official Plan (NOP) is no longer a Regional Plan and is an Official Plan of the twelve area municipalities in Niagara. Therefore, the Township has considered the applicable policies of the NOP alongside the Township's Official Plan (OP) for the assessment to support the achievement of complete communities and range and mix of housing units.

The proposed Lockbridge development has been evaluated against the Smithville Master Community Plan (MCP) Secondary Plan and the Official Plan Amendment (OPA) 63 policies, of which majority of the policies received approval by the Ontario Land Tribunal (OLT) on June 11, 2024, while some sections are still under appeal.

### **Section 6.11.7: Smithville Master Community Plan/Official Plan Amendment (OPA) 63**

The Smithville Master Community Plan (MCP) is a Secondary Plan for the area that surrounds the existing community and is the outer boundary of the Smithville's urban settlement approved as Official Plan Amendment No. 62 (OPA 62), encompassing a total land area of approximately 540 hectares (ha).

The Smithville MCP is intended to accommodate growth over a period of approximately 30 years (to 2051) and is a greenfield area designated to accommodate future growth and its transition to urban land uses.

The following sections and policies were evaluated against the proposed development to confirm its appropriateness for recommending approval.

### Section 6.11.7.1 Introduction

**3. Goals:** The goals (a – r), provide the framework for development located in the Smithville MCP Study Area. The land use area and land use designations as well directing the establishment of municipal infrastructure and transportation systems to support Smithville’s growth and expansion the MCP Study Area is the primary location for accommodating the Township’s forecasted growth and development to the planning horizon until 2051.

The Lockbridge Draft Plan of Subdivision and Zoning By-law applications contributes to the growth of Smithville by providing an increased mix of dwelling types with smaller lot sizes to help achieve a more compact and sustainable built form. Furthermore, the proposed number of units can be supported by the existing municipal infrastructure with some upgrades to the sanitary system along Townline Road and with the transportation infrastructure, as confirmed by the Functional Servicing Report (FS) and Transportation Impact Study (TIS) prepared by Stantec Consulting Ltd. In terms of the surrounding agricultural lands and environmental features, an appropriate buffer will be provided between the agriculturally cultivated fields and the environmental features along the south boundary to ensure the protection of those elements.

### Section 6.11.7.2 Land Use Plan

**2. Residential:** The “Residential” place-type is intended to provide opportunities for the development of low-rise, ground-related residential land uses at lower densities. The permitted residential uses for this land use include single detached dwellings; semi-detached dwellings; duplex dwellings; and townhouse dwellings. In accordance with the planned density, *“(f) areas designated “Residential” shall be planned to achieve an overall gross density of between 15 and 20 dwelling units per hectare, which shall be implemented through the Block Plan process and shall be measured across the designated area in each Block Plan”*.

The Lockbridge Draft Plan of Subdivision has been revised to conform to the revised Lockbridge Block Plan offering varying unit types and lot sizes, active transportation linkages, and parkland dedication. The Draft Plan intends to provide a total of 177 single detached dwellings, 14 units of semi-detached dwellings, and 31 units of townhouse dwellings.

**3. Medium Density:** The “Medium Density” place-type is intended to provide opportunities for the development of low-rise, multi-unit residential land uses at medium densities, such as triplex, four-plex, and townhouse dwellings in a variety of forms (including street, cluster, back-to-back, and stacked). In accordance with the planned density for medium residential uses, *“(g) areas designated “Medium Density” shall be planned to achieve an overall gross density of between 20 and 40 dwelling units per hectare, which shall be implemented through the Block Plan process and shall be measured across the designated area in each Block Plan”*.

The proposed low density residential uses for the single and semi-detached dwelling units provide a planned density of 19.5 units/ha which falls within the Smithville MCP requirements. The medium density residential use with the townhouse dwelling units, the planned density is 38 units/ha and this falls within the MCP requirements.

The total land area within the Lockbridge subdivision limits is 13.4 ha and is anticipated to achieve a population of 635.6 people (47.3 persons per hectare). Within the subdivision limits, there are no designated lands as commercial, therefore it has been assumed that 5% of the proposed homes will generate “at home” employment, the proposed jobs created by home based work is 11 jobs.

The Smithville MCP policies planned to achieve an overall minimum density of 50 combined people and jobs per hectare. The Lockbridge Draft Plan of Subdivision identifies the gross density calculations of 48.1 people/jobs per hectare which is slightly below the target of 50 people and jobs combined per hectare. However, the overall minimum density is calculated over the entire Smithville MCP Study Area and not for one Block Plan area alone. Therefore, it is anticipated that the proposed density will continue to contribute to the Township achieving the overall minimum density in the context of the overall Block Plan Area 9 as additional development applications come forward like the proposed Alma Land Subdivision expansion located east of the Lockbridge development.

**6. Open Space:** The “Open Space” place-type is intended to accommodate a range of outdoor recreation facilities and amenities to support both active and passive recreation uses. These areas will help establish a connected public open space system and are further intended to provide opportunities for community greening, green infrastructure, and enhanced tree canopy coverage. The following uses permitted in the Open Space designation include public parks, trails, and associated buildings and structures; range of active and passive recreation uses; and conservation uses and natural areas, including those intended to protect, restore, or enhance features of the Natural Heritage System.

The Smithville MCP Schedule E-10 provided conceptual locations for future Neighbourhood Parks (NP1 to NP8) with an associated 400-metre (approximately 5-minute walking distance) to illustrate the approximate number, location, size and distribution of parks intended to service the planned population growth within the Smithville MCP Study Area.

As per policy 6.11.7.2.6 (d) (iii) Neighbourhood parks should have a minimum park area of approximately 1 hectare and may be up to 3 hectares in size to support a range of local park facilities and amenities.

Under Section 42(1) of the *Planning Act*, the 5% parkland conveyance requirement using the developable area of 13.45 ha ( $13.45 \text{ ha} * 0.05$ ) is 0.67 ha. The proposal is providing 1.11 ha of parkland which is an over dedication of 0.44 ha of which excludes the Westover/Enbridge encumbered gas pipeline easement that is proposed to be

dedicated to the Township for a multi-use trail.

### Section 6.11.7.3 Natural Heritage System

**3. Interpretation:** In accordance with Schedule E-12 of the MCP, the Natural Heritage System (NHS) consists of:

- Core Areas,
- Conceptual Buffers
- Linkages
- Recommended Restoration Areas

As per policy 6.11.7.3.3 (e) *"Natural cover target" shall mean the percentage of the total land area within the Smithville MCP Plan Area that is to be maintained in or restored to a natural state inclusive of the NHS and which will also include parks, trail corridors, green utility/servicing corridors and stormwater management facilities where these additional areas overlap or are located adjacent to the NHS as well as discrete separate features that nevertheless provide wildlife habitat and act as "stepping stone" linkages as demonstrated through an Environmental Impact Study (EIS)."*

The target identified in the Subwatershed Study is 30% of the total land area within the Smithville MCP Study Area. The natural cover target will be addressed in each Block Plan Area or Phase and deficiencies in one Block Plan Area or Phase are not required to be made up by other Block Plan. This policy was not intended to be Township wide despite there is an existing policy in the Township's OP Section 10.3 Natural Vegetation and Wildlife, policy 10.3.2 (a)(i).

**4. General Policies:** In accordance with policy 6.11.7.3.4 (d) and (h) upon approval by the Township, Region and NPCA, any refinements to the boundaries of linkage areas or recommended restoration areas resulting from the completion of an EIS and can demonstrate that their ecological functions are not impacted and can continue to contribute to the achievement of the natural cover target in combination with the other features and areas identified, the refinements can be approved.

**5. Core Areas:** Core areas consist of significant wetlands, significant woodlands, significant valleylands, significant wildlife habitat, fish habitat, and habitat of endangered species and threatened species.

**15. Linkages:** The Smithville MCP describes linkages as connecting core areas into a single integrated system and helping to protect and maintain their ecological functions by providing movement corridors for different species, which helps support healthy population levels. The linkages can include passive recreation uses and infrastructure to support such use such as trails and rest areas, provided that the overall ecological function of the linkage is maintained; and stormwater management facilities, based upon the Subwatershed Study.

As noted previously, the EIS completed by GeoProcess Consulting confirmed that the Lockridge subdivision limits do not contain core areas. The EIS concluded that the proposed development will not negatively impact the core area or its ecological functions and those features are located south of the Block Plan Area 9 beyond the subdivision limits.

The Lockbridge Draft Plan of Subdivision has reduced the linkage along the former railway line to be between 25 and 27 metres wide instead of the recommended 50 metres wide identified in the Subwatershed Study. Upon review of the EIS, the Township, Region and NPCA are satisfied that sufficient justification has been provided to support the reduced linkage width, provided that natural cover targets are ultimately achieved. The opportunity to offset the loss in natural cover associated with the reduced wildlife linkage width can be captured by naturalizing the Westover/Enbridge gas pipeline easement lands and is an ideal location to add back natural cover. Further discussions will be made to explore this option with Lockbridge.

16. Recommended Restoration Areas and Potential Restoration Areas: The Smithville MCP Schedule E-10 showed “Recommended Restoration Areas” that were identified by the Subwatershed Study for lands that have the potential to be restored to a natural state that would provide a range of ecological benefits to and would enhance the overall health and resilience of the Smithville Natural Heritage System.

As per policy 6.11.7.3.16 (j), the Township may consider accepting all or a portion of a restoration area as part of the required conveyance of land for park or other public recreation purposes, provided that the Township is satisfied that active recreation needs of the surrounding area are adequately addressed by existing or planned parks and facilities; and the restoration area can support an appropriate range of passive recreation uses without hindering the restoration of the area’s ecological functions or is located in a way that would enhance connections to other parks, open spaces, or recreational facilities; and the amount of land accepted as part of the required conveyance of land for park or other public recreational purposes is limited to the area which is suitable for and can sustain appropriate public recreational use(s).

In this circumstance, the Lockbridge Draft Plan of Subdivision does not comply with the Block Plan Area 9 requirement for restoration area and therefore Staff have provided a draft plan condition and the use of the holding provision for a section of the draft plan that requires additional investigation to identify how the provided restoration area can contribute to the achievement of the natural heritage cover target in combination with other features and areas, or designate an alternative restoration area which will achieve the same or similar ecological goals and outcomes.

Once the boundaries of the restoration area have been confirmed, the Block Plan shall be updated, the Draft Plan of Subdivision shall be updated, to the satisfaction of the Township.

17. Natural Hazards: Lands within the Smithville MCP Study Area that are subject to flood and erosion hazards either as part of a core area or as part of a conceptual buffer and is within the NPCA Regulation Limit will be required to obtain approval by NPCA. A karst feature is a hazardous site due to unstable bedrock conditions. Karst features are categorized as high-constraint, medium-constraint, or low-constraint. Through the karst review completed as part of the Subwatershed Study, a medium-constraint karst feature was identified in the Lockbridge Block Plan and in the subdivision limits.

Terra-Dynamics Inc. was retained by the Lockbridge to complete a Karst Assessment, and the study found one sinkhole and describes it as a very small catchment area of 1.9 hectares and contributes an insignificant amount of water to aquatic habitat present in Twenty Mile Creek. Given the very low risk of this feature, the recommended mitigation was to close the sinkhole and required a permit and approval by the NPCA. Township received confirmation by the NPCA in April 2026 that the works were successfully completed and there are no natural hazard risks in the Lockbridge Draft Plan of Subdivision limits or balance of the Block Plan Area 9.

#### Section 6.11.7.4 Infrastructure and Transportation System

2. Water and Wastewater: The strategy for providing water and wastewater services in support of future development in the Smithville MCP Study Area has been identified in the associated Water and Wastewater Master Servicing Plan (WWMSP) and developed to optimize the use of existing and future road corridors and to take advantage of planned improvements to existing roads.

The wastewater servicing strategy is based on conveying wastewater flows from future development to the existing Smithville Pumping Station (SPS), once that station has been upgraded to provide the necessary capacity. Wastewater flows will be conveyed by new sanitary sewers that avoid sending flows through the existing sanitary sewer network. New sanitary sewers will use existing and future road corridors.

The wastewater servicing strategy proposes a new sanitary sewer collection network as well as private and public sewage pumping stations as required. The siting of pumping stations will be guided by topography and by the desire to integrate these stations with planned open spaces and stormwater management facilities. The installation of infrastructure to provide water and wastewater services is anticipated to take place through separate four-phase projects as per the WWMSP.

Stantec Consulting Ltd. completed the FSR and stated that the development in the Lockbridge Draft Plan of Subdivision can discharge by gravity to the existing Smithville SPS via existing creek crossing under Twenty Mile Creek and existing sewers along Anderson Crescent and Townline Road. Although, as per the WWMSP, the existing downstream sanitary sewers and SPS will need to be upgraded as the existing peak wet weather flows exceed the infrastructure capacity. The Township and Region have imposed draft plan conditions of approval that will require more details of the necessary upgrades to the system and the allocated capacity for the development will be

confirmed at the time of registration of the subdivision in accordance with the Townships Wastewater Allocation Policy.

3. Stormwater Management: The Smithville MCP Schedule E-10 identifies stormwater management facilities (SWMF) and are recommended conceptual locations for such facilities that were informed by the Subwatershed Study. All development in the MCP Study Area shall proceed according to a stormwater management strategy that has been prepared as part of an approved Master Environmental Servicing Plan (MESP). As per policy 6.11.7.4.3 (a – c), stormwater management should be planned to include low-impact development best management practices into future development.

Lockbridge has provided preliminary stormwater management designs in accordance with the WWMSF. The proposal confirms that the site's minor flows will be piped and designed to the 5-year storm event. The minor flows will discharge to the proposed north SWMF (Block 189-191) via storm sewers and major flows are conveyed over land and follow a similar route as the minor piped flows.

The flow from the proposed north SWMF will outlet to the existing culvert under Townline Road and ultimately to Twenty Mile Creek. The drainage discharging to the Blocks 187 and 188 (former railway line) will outlet to the existing culvert located at the northeast part of the site and will not discharge to the north SWMF. Storm services will not be provided to the residential units. The foundation weeping tiles will not drain by gravity and will be pumped via sump pumps to grade.

4. Transportation Network: The multi-modal transportation network envisioned for the Smithville MCP Study Area, comprises of Regional Roads, Township Roads (Arterial, Collector, Rural, and Local), the former railway corridor, and future active transportation facilities (e.g., trails). These are conceptual approximation that represents the preferred configuration for the future road network in the Smithville MCP Study Area.

The roads in the Lockbridge Draft Plan of Subdivision are considered local roads, which are intended to carry low volumes of traffic and to provide access to abutting properties. The local road network will be designed as a complete street and in a manner that prioritizes the safety of pedestrians, cyclists, and other users of active transportation modes, in accordance with Smithville Transportation Master Plan (TMP).

To ensure the function of the road network envisioned in the Smithville TMP, Township Staff has provided draft conditions of approval that will require detailed design of the road network.

#### Section 6.11.7.5 Community Design and Sustainability

The Smithville MCP policies relating to urban design guidelines are meant to provide direction for the design of specific types of development. These guidelines shall be implemented through Block Plans, site plan control, and other development approval processes. The guidelines will ensure that all development in the Smithville MCP Study

Area is sustainable and resilient and will contribute to mitigating and adapting to the impacts of climate change.

The Lockbridge Draft Plan of Subdivision is consistent with the MCP policies for urban design by proposing street-facing lot orientation in a manner that provides and supports an attractive and animated streetscape. Additionally, will provide an appropriate transition in building heights and density from the low density uses like the single and semi-detached lots along Townline Road and Street "A" to the block dedicated to townhouse dwelling units (Block 185) meeting the objectives of providing character and aesthetic appeal of different housing types.

The Township Staff are of the opinion that the Applications are consistent with the Townships' Official Plan specifically the policies of the Smithville MCP (OPA 63) as it facilitates a mix of housing units within the urban area that is compatible with adjacent lands, the proposed density can be accommodated by existing municipal services with upgrades, and does not conflict with the broader policy direction of the Plan.

### ***Township of West Lincoln Zoning By-law 2017-70, as amended***

Lockbridge requested a site-specific amendment to the Low Density Residential (R3) Zone to modify the size of the lot area from the required 300 square metres to 250 square metres (reduction of 50 square metres). This reduction is to create a building lot that can accommodate smaller houses to make the units more attainable for the housing market and the different lifestyles.

### **Response to Public and Committee Comments:**

#### *Parkland Dedication*

According to Section 42 of the *Planning Act*, the conveyance of parkland for residential purposes as a condition of development is limited to 5%. In this circumstance, the Lockbridge Draft Plan of Subdivision is providing a parkland dedication of:

Block 186 – walkway to the former railway line trail and linkage (0.055ha)

Block 187 and 188 – former railway line trail and linkage (1.060ha)

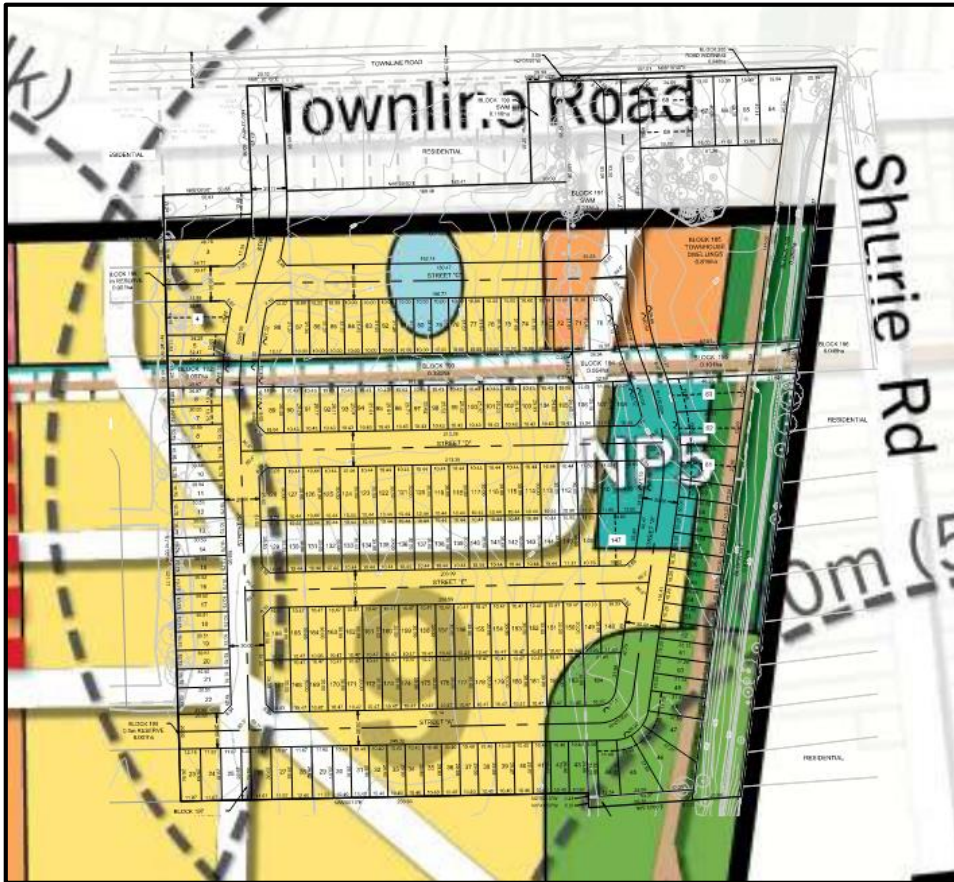
Total parkland dedication = 1.11 ha

The required minimum parkland dedication is 0.67 ha (13.45 ha \*0.05 = 0.67 ha).

The outstanding issue is the inconsistency of the Neighbourhood Park (NP5) that was identified in the Smithville MCP Schedule E-10 and that Lockbridge has removed the park entirely within the subdivision limits and located it southerly outside of this development and to be constructed in later development phases. Refer to Figure 3 that provides an overlay of the approximate location of the NP5 in the context of the draft plan.

### **Figure 3: Overlay of Smithville MCP Schedule E-10/OPA 63 Schedule L and**

## Lockbridge Draft Plan of Subdivision



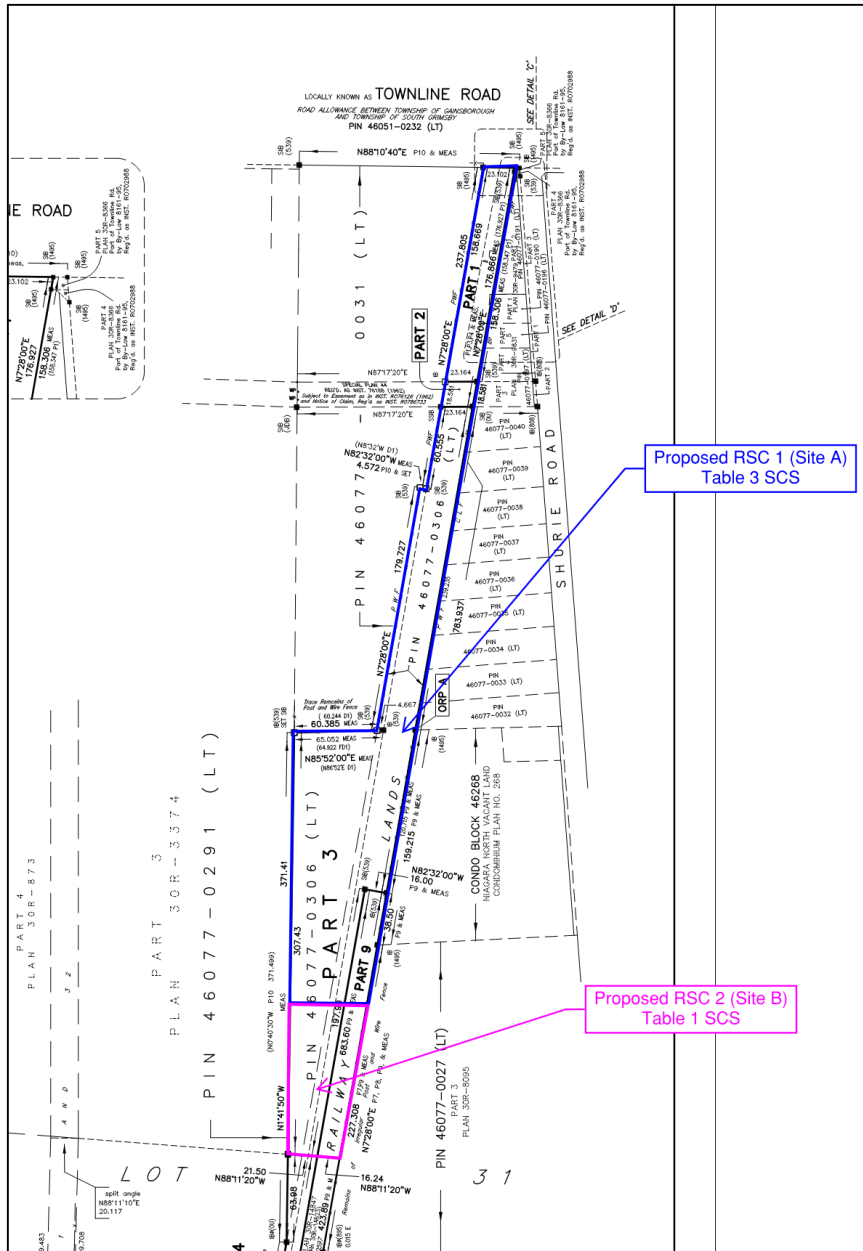
Lockbridge provided justification for the relocation of NP5 indicating that the existing Rock Street Park is located north of Townline Road and within the 400 metre radius (5 minute walk) and will still meet the objectives for recreation amenity spaces for the new neighbourhood.

Township Staff raised concerns with the relocated NP5 considering the former railway line and linkage is designated and to be rezoned as “Open Space” and could be considered passive recreational uses and used for parkland. Staff did caution that under Ontario Regulation 153/04, as amended, a Record of Site Condition (RSC) is required for former railway corridors that will be dedicated to the Township for parkland purposes which is referred as a sensitive use.

Lockbridge has completed an preliminary environmental work on the former railway line and has confirmed that there are two locations that have been confirmed to have contamination. Site A is located within the Lockbridge subdivision limits and has a high concentration of metals (cadmium, lead and zinc) which will require remediation to obtain the RSC and meet the Ministry standards. The Technical Memo prepared by Stantec (April 2026) indicates that it could take up to three years to clean the soils with further testing and investigations. Site B is outside of the subdivision limits and has a concentration of uranium that was identified in the groundwater monitoring well location. Similar completion

of risk assessment will be required for this site and can take up to three years. Refer to Figure 4 that identifies the site locations and Schedule E for further details of the proposed work plan.

**Figure 4: Proposed Designated Parkland for Lockbridge Draft Plan of Subdivision and Block Plan Aera 9**



Administration has proposed a condition in the draft plan approval that the lands be free of contamination, to the satisfaction of the Township, prior to accepting the former railway as parkland. If the Township is not satisfied, cash in lieu of parkland will be required, or alternative lands for parkland. Additionally, staff have included a first right of refusal over

several of the proposed lots abutting the former railway and future parkland in the event that a larger park is desired. This will allow the Township to purchase additional lands prior to the subdivision registration.

### Elm Tree

To address the concerns raised by the public regarding the existing trees on the site, particularly the mature elm tree, an arborist was retained and conducted a tree inventory.

A total of 315 trees were observed on site, of that 260 trees and 6 dead trees conflict with the proposed grading and construction and will require removal. The remaining 49 trees will remain on site and protected with tree protection fencing throughout the grading and construction process. One of these trees will be protected with a reduced tree protection zone and any removal of trees on adjacent lands will require coordinating with landowner prior to grading and tree removal.

The mature large elm tree that was identified at the Public Meeting by residents and the local community group is situated within the proposed Street 'C' right-of-way. The tree will be required to be removed since the root system will be severely damaged by the grading necessary for the stormwater management facility and the installation of sewer and utility infrastructure within the right-of-way.

Based on recent discussions with the local community group, Lockbridge ownership is committed to grant permission to access the site for one season and prior to the tree being removed to collect seedlings from the tree. Staff has included a draft condition that enables the local community group to access the site and to collect seedlings from the elm tree that would allow for new trees to be replanted in the development or elsewhere throughout the Township.

### Recommended Restoration Area

In the Block Plan and Draft Plan of Subdivision submissions provided by Lockbridge in August 2024, November 2025, and February 2026, the same concerns and comments were raised by the Township Staff and the Region with the recommended restoration areas being completely reduced or removed from the Lockbridge subdivision limits.

As noted previously, the Smithville MCP Schedule E-10 provided "Recommended Restoration Areas" that were identified by the Subwatershed Study for lands that have the potential to be restored to a natural state that would provide a range of ecological benefits to and would enhance the overall health and resilience of the Smithville Natural Heritage System.

Furthermore, OPA 63 policy 6.11.7.3.16 states that the Township has the discretion to accept all or a portion of a restoration area as part parkland or other public recreation purposes, provided the needs of the surrounding area are adequately addressed by existing or planned parks and facilities and as long as the passive recreation uses do

not hinder the restoration area ecological functions.

Lockbridge stated that the EIS indicated that the Westover/Enbridge gas pipeline easement is an appropriate alternative for restoration area to plant native vegetation and natural cover in addition to the multi-use trail that will be dedicated to the Township.

The Lockbridge Draft Plan of Subdivision does not appear consistent with the Block Plan Area 9 requirement for restoration area and therefore Township Staff have imposed a draft plan condition and the use of the holding provision for a section of the draft plan that requires additional investigation to identify how the provided restoration area can contribute to the achievement of the natural heritage cover target in combination with other features and areas, or designate an alternative restoration area which will achieve the same or similar ecological goals and outcomes. Once the boundaries of the restoration area have been confirmed, the Block Plan shall be updated, the Draft Plan of Subdivision shall be updated, to the satisfaction of the Township.

### Proposed Zoning Amendments

The proposed changes to the zoning are summarized below and are shown in the Zoning Schedule found in Schedule B.

- Change the Development 'D' Zone to site-specific Residential Low Density – Type 3 'R3-258' Zone, and Residential Medium Density – Type 3 'RM3' Zone with a Holding Provision (H-17). The H-17 holding provision has been applied where no buildings or structures shall be permitted until a Servicing Report is provided to confirm sufficient water pressure for fire flow for the townhouse block.
- Change the Agricultural 'A' Zone to Open Space 'OS' Zone, and a site-specific Residential Low Density – Type 3 'R3-258' Zone with a Holding Provision (H-18). The H-18 holding provision is only located along the southeast section of the draft plan on Lots 39 to 49 and partially on the OS Zone for Blocks 186 and 187. The hold is applied where no *development*, site alteration or *buildings* or *structures* shall be permitted until OPA 63 policies 6.11.7.3.16 (c-l) are addressed to identify how the alternative restoration contributes to the achievement of the natural heritage cover target in combination with other features and areas, or designate an alternative restoration area which will achieve the same or similar ecological goals and outcomes. Once the boundaries of the restoration area have been confirmed, the Block Plan shall be updated and finalized and the Draft Plan of Subdivision shall be updated, if applicable, and a condition be included in the subdivision agreement or separate agreement requiring the creation and implementation of a active restoration plan, as per the applicable Official Plan policy, to the satisfaction of the Township.
- Change the Agricultural Purposes Only 'APO' Zone to site-specific Residential Low Density – Type 3 'R3-258' Zone.

- Part 13 of Zoning By-law 2017-70 as amended, is hereby amended by adding the following to Part 13.2 and Table 29: Site-Specific Provisions:

Site-Specific Provision #	Map #	Parent Zone(s)	Permitted Uses	Regulations
258	S8	R3	As per the parent zone.	As per the parent zone, except: Minimum Lot Area – 250m <sup>2</sup>

**FINANCIAL IMPLICATIONS:**

While these applications do not have any financial implications, if approved and once construction commences, all new dwelling units would be required to pay Development Charges at time of occupancy. Currently, there are no planned affordable or attainable dwelling units which would be exempt from development charges.

**INTER-DEPARTMENTAL COMMENTS:**

The Region of Niagara and NPCA has provided supplemental comments on the revised Lockbridge Block Plan and Draft Plan of Subdivision are provided in Schedule D. The comments primarily focus on the conditions of draft plan approval and requirements for additional information at the time of detailed design.

**CONCLUSION:**

Applications for Zoning By-law Amendment and Draft Plan of Subdivision were submitted by Arcadis planning consultants on behalf of Lockbridge Development Inc., TEK Corporation and Hendler Judy Trustee ("Lockbridge").

The applications are to facilitate a residential development which would create 222 dwelling units consisting of 177 single detached lots, 14 semi-detached lots, and 31 townhouses units.

The proposed draft plan and the land uses that include low and medium density residential units, with the provision for open space uses such as the stormwater management facility, Westover/Enbridge gas pipeline easement as a multi-use trail, and former railway line, along with the modified road network and wildlife linkage generally meets the intent of the Smithville MCP and Township Staff recommend approval subject to the holding provisions on the zoning and the draft conditions of approval for the subdivision.

**ATTACHMENTS:**

- Schedule A – Lockbridge Draft Plan of Subdivision
- Schedule B – Zoning By-law and Schedule
- Schedule C – Draft Plan Conditions of Approval

Schedule D – Environmental Peer Review Comments  
Schedule E – Record of Site Condition Stantec Technical Memo

**Prepared & Submitted by:**

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