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**Date** November 10, 2020 **Report No.** 2020-345  
**To** Mayor and Members of City Council  
**From** Paul Moore  
General Manager, Community Development

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### 1.0 Type of Report

Consent Item   
Item For Consideration

### 2.0 Topic **Mohawk Lake District Plan – Final Plan [Financial Impact – None]**

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### 3.0 Recommendation

- A. THAT Staff Report 2020-345 regarding the Mohawk Lake District Plan – Final Plan BE RECEIVED; and
- B. THAT the final Mohawk Lake District Plan, attached as Appendix B to Report 2020-345, BE APPROVED; and
- C. THAT Planning Staff BE DIRECTED to proceed with an Application to Amend the Official Plan to establish the overall land use policy framework to implement the Mohawk Lake District Plan pursuant to Section 22 (2.2) of *The Planning Act, R.S.O. 1990* and in accordance with Section 8.4 of Report 2020-345; and
- D. THAT Planning Staff BE DIRECTED to proceed with an Application to Amend Zoning By-law 160-90 to permit museum uses and an associated outdoor education and interpretive centre in accordance with Section 8.4 of Report 2020-345; and

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- E. THAT a Staff led Mohawk Lake District Implementation Team BE ESTABLISHED with the mandate to lead and coordinate the implementation of the Mohawk Lake District Plan; and
  - F. THAT the Mohawk Lake District Implementation Team REPORT BACK to Council with a work plan and to provide an update on implementation activities as necessary by the second quarter in 2021.

#### 4.0 Purpose and Overview

The purpose of this Report is to present the final Mohawk Lake District Plan for Council's consideration and approval. This Report also summarizes the results of the technical studies that informed the final preferred plan.

Staff is also seeking direction from Council to proceed with an amendment to the Official Plan to establish the overall land use policy framework to implement the final Mohawk Lake District Plan. This Report will also describe additional next steps regarding the requests by various community groups to re-locate to the District area and seeks direction to establish a staff-led Mohawk Lake District Plan Implementation Team to develop a work plan to implement the Mohawk Lake District Plan.

#### 5.0 Background

The Mohawk Lake District Plan provides a comprehensive land use framework and policy direction to guide the future redevelopment and revitalization of the Mohawk Lake District area. The study area for the Mohawk Lake District, provided in **Appendix A** of this Report, includes lands directly adjacent to Mohawk Canal from Shallow Creek Park to Alfred Watts hydro generating station ruins, and includes the Greenwich Mohawk former brownfield site, Mohawk Park, and Mohawk Lake. It is noted that two large parcels of land adjacent to the study area are part of the Six Nations of the Grand River Territory, and are not included within the Mohawk Lake District Plan.

There is significant community interest in this project and an extensive community engagement program was conducted in a previous phase of the project, which was described in Report CD2019-265 (June 3, 2019). Input received from the public, community groups, and stakeholders was incorporated into the final preferred Mohawk Lake District Plan.

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## 6.0 Corporate Policy Context

The Mohawk Lake District Plan was identified within the recently updated 2020-2022 Council Priorities as a project that could help to achieve some of the priority outcomes established by Council and identified in Report 2020-462 (October 15, 2020). The Mohawk Lake District Plan was identified as a Tier 1 or Tier 2 priority for three of the priority outcomes. Tier 1 priorities indicate the highest priority. Tier 2 priorities indicate this task is considered a secondary priority and should be advanced pending availability of resources.

The following priority outcomes and priority tasks are relevant to the Mohawk Lake District Plan:

- #7. Priority Outcome: The City is mitigating its environmental footprint and adapting to climate change.
  - Priority Task (Tier 1): Redevelop brownfield lands in conjunction with private sector and non-profit organizations, which includes public consultation.
- #8. Priority Outcome: The full potential and community benefits of the Grand River are realized.
  - Priority Task (Tier 2): Continue to advance the Mohawk Lake District in collaboration with the People of the Six Nations of the Grand River.
- #9. Priority Outcome: Dedicated, sustainable spaces are provided for heritage, arts, and culture.
  - Priority Task (Tier 1): Continue to explore cultural opportunities within the Mohawk Lake District.
  - Priority Task (Tier 2): Advance a cultural hub in collaboration with arts organizations.

The Mohawk Lake District Plan will contribute to achieving the 2020-2022 Council Priorities.

## 7.0 Input From Other Sources

A project technical team including staff from several City Departments have reviewed project materials at key milestones throughout the work program. These Departments include: Engineering Services, Parks Services, Environmental Services, Facilities Management and Security, Legal and Real Estate Services, and Economic Development and Tourism Services.

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The Mohawk Lake District Plan Working Group, a Task Force of Council, met on October 30, 2020 to receive information on the final Mohawk Lake District Plan. At their meeting, they endorsed the final Plan and passed the following resolution:

- A. THAT the Mohawk Lake District Plan Project Update BE RECEIVED; and
- B. THAT the Mohawk Lake District Plan – Final Plan BE ENDORSED by the members of the Mohawk Lake District Working Group; and
- C. THAT Staff explore the cost to erect a billboard to promote the Mohawk Lake District Plan project and report back to the Working Group.

Throughout the work program, the Project Team has held regular meetings with both the Six Nations Consultation Accommodation Process (CAP) team and staff at the Mississaugas of the Credit First Nation to provide project updates and receive information. To share the final Mohawk Lake District Plan, an invitation to meet was extended to both Nations. At the time of writing this Report, no additional meetings had taken place.

As noted, in Section. 5.0, there was extensive community engagement in earlier stages of this project. Approximately 200 people attended information meetings and an additional 544 provided comments to an online survey. Several residents have also phoned and emailed the project team to share ideas. Input from the community was incorporated into the final Mohawk Lake District Plan.

## 8.0 Analysis

To assist in developing a comprehensive Plan for the Mohawk Lake District, the City retained the consulting firm WSP Group to provide technical expertise, to prepare the necessary reports and drawings, and to assist with community engagement.

### 8.1 Vision and Guiding Principles

The community engagement program that took place at the start of the project resulted in the following vision statement:

*“Mohawk Lake District will be...*

*A welcoming place for residents, families and visitors of all ages to explore, shop, eat, learn, and gather. Parks and trails along Mohawk Lake and Canal and throughout the District will provide a beautiful and healthy way to connect*

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*with nature. Mohawk Lake District will be where we honour the past, but also a place to be inspired for the future. As a popular destination where history, culture, recreation, and tourism meet, Mohawk Lake District will be a place of pride in the community.”*

In addition to the vision statement, the following guiding principles identify the overall values that are desired and intended to be achieved by the Plan:

- Vibrant Neighbourhood
- Centre for Tourism
- City’s Recreational Centre
- Conserve and Celebrate Heritage
- Holistic and Connected
- Sustainable Community

The vision statement and guiding principles were reviewed and endorsed by Council through Report CD2019-265 (June 2019) and are carried forward to the final Mohawk Lake District Plan.

## **8.2 Description of the Mohawk Lake District Plan**

The final Mohawk Lake District Plan is provided in **Appendix B** of this Report. The District Plan illustrates the locations of conceptual land uses reflecting the input received from the public, City departments and taking into account the necessary technical studies as discussed further in Section 8.3 of this Report. Ultimately, the Mohawk Lake District Plan is a high-level land use framework that is intended to guide future private development and municipal investment in the District, while providing flexibility to respond to future economic trends and site-specific proposals that may be requested through private development applications.

There are three main areas in the District, as shown in **Appendix C** of this Report. The main features and recommended improvements to each of these areas are described below:

### **8.2.1 Gateway Area**

The Gateway Area consists of Greenwich Street connecting to downtown Brantford. It is recommended that new buildings located on lands fronting the intersection of Icomm Drive, Clarence Street South, and Greenwich

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Street incorporate high quality urban design to act as a distinct gateway between downtown Brantford and the Mohawk Lake District. Further east along this corridor, there is already a mix of residential and commercial uses and recommendations for street improvements are intended to further animate the street. A conceptual cross-section of this street is depicted in **Appendix D** of this Report. The conceptual cross-section recommends multi-use paths, plantings, and street furniture to provide a comfortable experience for pedestrians, cyclists, and vehicles travelling through the Gateway area.

## **8.2.2 Culture and Community Destination Area**

The Gateway Area leads to the Culture and Community Destination Area which is the heart of the Mohawk Lake District and comprises the 50 acre former brownfield lands. This area is intended to accommodate the majority of future new development, which will include a mix of commercial, office, institutional and residential uses. A detailed illustration of the Culture and Community Destination Area is provided in **Appendix E** of this Report. The land uses and their general configuration have not changed from the draft preferred plan endorsed by Council in 2019 through Report CD2019-265.

The creation of a main street that aligns with Emilie Street to the south and Drummond Street to the north is a key feature of this area. The main street establishes an internal connection for residents to access a proposed promenade along the waterfront and helps to integrate the new Mohawk Lake District with the surrounding neighbourhoods. The main street will be a central spine where retail stores, restaurants, and office uses will be focused. While vehicles can also use the main street, and parking will be accommodated, the design of the main street is intended to emphasize pedestrian movement and encourage people to linger and relax through wide sidewalks, abundant landscaping, street furniture and commercial patio spaces. A curb-less street should be considered, which could also facilitate community events and further emphasize the pedestrian-focused nature of this street. A conceptual cross-section of the main street is provided in **Appendix F** of this Report. To help visualize how this area may also look at future buildout, an artistic rendering provided in **Appendix G** shows the Culture and Community Destination Area with mixed-use buildings ranging from 2 storeys to a maximum of 4 storeys. The Plan also permits upper-storey residential units in this Area

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which will complement the new commercial/ retail and institutional uses envisioned.

The Culture and Community Destination Area has also been planned to accommodate the various community groups which have requested to re-locate to the Mohawk Lake District. Section 8.4.3 of this Report provides an update on the community groups' requests to re-locate to the District.

In consultation with staff from the Parks and Recreation Department, the final Mohawk Lake District plan includes a large 15.3 acre park, located in the northern portion of the Culture and Community Destination Area and is intended to accommodate future large events, such as Canada Day celebrations. The park is included in the District Plan for conceptual purposes, but at this time, no direction or funding has been requested in support of the design and creation of a municipally owned major event space. Further discussion regarding the potential implementation of a large park is discussed in Section 8.4.5.2 of this Report. It is noted that Council direction would be required to conduct a detailed investigation to implement this project.

### **8.2.3 Mohawk Lake and Park Recreational Area and Waterfront Promenade**

The Mohawk Lake and Park Recreational Area connects the District to several existing natural and recreational features. To further enhance these existing features, the District Plan recommends the creation of a waterfront promenade along the south side of Mohawk Canal and connecting to an improved trail system on the south side of Mohawk Lake. The concept of a waterfront promenade was one of the most popular and most supported features during the community engagement program. A photograph and conceptual cross-section depicting the waterfront promenade is provided in **Appendix H** of this Report. The promenade is recommended to be landscaped to complement the existing natural areas along the canal. It will provide walking and cycling opportunities and improve east-west connections to the existing trail network. The promenade will also complement the proposed event space, and will add additional space for large events if needed. It can also support non-vehicular access to large events, thereby minimize parking requirements. Recommended building setbacks, abundant landscaping, wide sidewalks and trails will help to support the promenade as a "green ribbon", which has the potential to be a significant focal point for the District Plan.

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## 8.3 Technical Study Results

As part of the work program, several technical studies were undertaken to evaluate the conceptual land use plan, shown in **Appendix B**, with emphasis on the Culture and Community Destination Area (shown in **Appendix E**), which has the greatest potential for new development. These studies were completed to verify the feasibility of implementing the proposed conceptual District Plan and to ensure that any future land uses would be compatible with the existing land uses in the study area. Furthermore the technical studies support a future application to amend the Official Plan which is intended to establish the overall land use framework and policy direction to implement the final Mohawk Lake District Plan. The following technical studies were completed:

- Transportation Study
- Functional Servicing Review / Storm Water Management
- D6 Land Use Compatibility Assessment (Noise, Odour, Dust, and Vibration)
- Environmental Impact Study
- Cultural Heritage Resource Assessment
- Economic Analysis of the Preferred District Plan

Full copies of the technical studies are available on the project webpage [www.brantford.ca/MohawkLakeDistrictPlan](http://www.brantford.ca/MohawkLakeDistrictPlan).

The technical studies analyzed potential infrastructure upgrades required to support the proposed concept plan. The technical studies also assessed the compatibility of the proposed land use plan with the existing industrial uses adjacent to the study area, as well as any potential impacts to existing natural and cultural heritage resources located within the study area. The following sub-sections provide an overview of the findings of the technical studies.

### 8.3.1 Transportation Study

The transportation study analyzed whether the proposed concept plan will function properly in terms of traffic flow and adequate parking. The transportation study also identified which intersections in the study area will likely need improved signalization or the addition of turning lanes to address existing and future estimated traffic volumes.



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As noted previously, the creation of a main street is a key feature and transportation route within the District Plan. Other smaller transportation connections facilitate circulation and access within the District Plan. It is acknowledged that the existing rail spur line crosses the main street; but even if the spur line remains active, it is recommended that the City consider a phased approach to enable pedestrian and bike crossings with appropriate safety measures, followed by motor vehicle traffic across the rail spur line in the long term. Details of that phased crossing for the rail spur line are discussed in Section 8.4.5 of this Report.

Lastly, it is recommended that future new zoning by-law regulations establish reduced parking requirements for future development within the Culture and Community Destination Area to maximize the available land for buildings and green space. To support reduced parking requirements, as well as encourage sustainable development overall, the study also recommends implementing active transportation options, by incorporating pedestrian-friendly design, bike lanes and improving access to public transit.

To verify these results and address site-specific requirements, additional detailed transportation studies would be required as part of future development applications.

### **8.3.2 Functional Servicing Report/ Storm Water Management Study**

The functional servicing report provided a review of what the anticipated demands would be on existing servicing infrastructure. This report also reviewed existing watermains, sanitary and storm sewers in the vicinity of the Mohawk Lake District Plan. It is anticipated that existing servicing is available to support new development for parcels south of the rail spur line. More detailed studies to update and confirm any necessary infrastructure upgrades needed to support site-specific development will be required as part of future development applications by the private sector. Typically such upgrades are the responsibility of the development community. Alternatively, pending decisions regarding the retention or sale of city-owned lands, Council may direct staff to include this review through the 10-year capital budget.

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### **8.3.3 D6 Land Use Compatibility Assessment (Noise, Odour, Dust, and Vibration) Study**

The report outlines the Government of Ontario guidelines for land use compatibility in close proximity to industrial operations. This assessment identifies whether the conceptual land uses proposed for the District Plan are compatible alongside the continued operation of existing neighbouring industries. The study identified potential sources of noise and odour from nearby manufacturing facilities. It is important to note that these facilities operate with Environmental Compliance Approvals for noise and odour emissions, which is a regulatory process managed by the Ministry of Environment, Conservation and Parks (MECP). When new development is introduced, it will be the responsibility of the proponents of the new development to complete additional noise and odour impact studies to determine if additional mitigation measures are required. This depends on the sensitivity of the proposed use and includes addressing separation distances, mandatory building ventilation and other design features for the new buildings to mitigate potential land use conflicts with existing industrial facilities.

The compatibility analysis also examined vibration impacts from the active rail spur line that carries approximately 2 slow-moving rail cars per week to service an existing industry within the District Area. The vibrations associated with the rail spur line are well below provincial standards, and are not anticipated to impact future development but this will need to be confirmed through consideration of future applications to amend the Zoning By-law. This may result in a requirement to increase building setbacks from the rail line to further prevent land use conflicts.

### **8.3.4 Environmental Impact Study**

The environmental impact study results confirmed the proposed concept plan will have no negative impact to plant species at risk or wetland habitat. While animal species at risk were identified in the study area, they are predominantly found to be in the Mohawk Canal corridor and Mohawk Park which is not the focus area for major redevelopment. Further site-specific environmental assessments will be required to support any future development and as such, may recommend appropriate mitigation measures that may be required.

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### **8.3.5 Cultural Heritage Resources Assessment and Cultural Heritage Landscape Designation Study**

Overall, the Mohawk Lake District Plan will help to enhance recognition and preservation of the significant cultural heritage value that exists within this part of the city. The cultural heritage resources assessment was a continuation of the 2016 analysis that recommended this area was a good candidate to be designated as a cultural heritage landscape. In this recent study, it was confirmed that several cultural heritage resources along Mohawk Canal, including Mohawk Park, the Alfred Watts Hydro Generating Station, and Murray Street and Alfred Street Bridges be identified through an Official Plan amendment to designate the area as a cultural heritage landscape. It should be noted that a cultural heritage landscape designation will not prohibit future development within the District. Generally, cultural heritage landscape designations are more commemorative in nature, recognizing that these areas are often developed and will continue to develop over time.

In addition to the cultural heritage landscape designation, there are select properties on Greenwich Street and Mohawk Street, such as the former Pollution Control Building, that are identified as Group B properties which are to be considered for future inclusion in the new Brantford Heritage Register (approved by Council in August 2020 through Report CD2020-212). It is anticipated that the Group B properties will undergo further assessment to confirm cultural heritage value, if any, and then added if appropriate, to the Heritage Register as Listed Properties during the second phase of implementation of the Heritage Register. Staff will address the cultural heritage landscape designation and other policies to preserve cultural heritage features as part of the work program to implement the Mohawk Lake District Plan.

### **8.3.6 Economic Analysis of the Preferred District Plan**

The economic analysis, prepared by WSP Group with assistance from Urban Metrics, addressed the following two components:

- 1) Whether there is market support for the proposed concept plan; and
- 2) What are the financial considerations associated with the retention or disposition of all or a portion of the City-owned lands.

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#### **8.3.6.1 Market Analysis**

The economic analysis confirms that there is market support for the type of mixed use development that is proposed. The study confirmed there is demand for additional retail/service commercial space in Brantford, particularly in areas that are anticipated to experience population and employment growth. It is recommended that new commercial development in the District (which may include upper level residential units) be focused on the main street to concentrate these uses where population growth is expected. It is anticipated that in the short term, new commercial development will draw from the local market area immediately south of the District. In the longer term, it will provide services to employees or clients of future new office or institutional buildings, as well as visitors using recreational amenities and facilities.

The economic analysis also reports that recent data on housing starts show a strong demand for townhouse units. There is also some demand for apartment buildings, particularly within the Gateway Area near the existing downtown amenities. Apartments and upper-storey residential units have also been considered in the Culture and Community Destination Area.

#### **8.3.6.2 Financial Considerations Regarding Retention or Disposition of City-owned Lands**

The economic analysis also outlined considerations regarding selling or retaining municipally owned properties within the District Plan, namely the former brownfield properties (22 Mohawk Street, 66 Mohawk Street, and 347 Greenwich Street). The intent of this review was to highlight the potential return on investment if the lands are sold, compared to the known costs and long term implications of retaining the lands. In general, achieving a balance between retaining some municipal ownership of the lands and selling some properties to private development should be considered to maximize the financial and community benefits while minimizing the unnecessary financial burden. The future sale and/or retention of these lands will ultimately impact decisions related to the community groups' requests to re-locate to the District. As such, Section 8.4.3 of this Report, provides an update on the status of the community groups' requests for land within the Mohawk Lake District.

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The economic analysis identifies some potential advantages to selling all of or a portion of, the municipally-owned properties, mainly from anticipated revenues from land sales, development charges, building permit fees, and on-going tax revenue generated by private development. While it is challenging to estimate the full return on investment as no two brownfield properties are the same, recent land sales in the area and an increase in development inquiries indicate that there is growing development interest in this area from the private sector.

By contrast, it is noted that retaining ownership of some of the city-owned properties can support other municipal goals, such as the provision of land for public parks and open spaces, the creation of additional event space, expanded cultural facilities, and an increase in residential land and support for additional housing to add to the range and mix of housing options available in the City. While there may be several benefits to retaining ownership of these lands, future decisions on retention or disposition of land should take into consideration the known costs associated with the regulatory requirements of the former brownfield lands.

To understand the long-term financial impact to the municipality, it's important to consider the requirements of the Certificate of Property Use (CPU) registered on property title (as of May 2020). The CPU is a provincial document that outlines mandatory risk management measures that the property owner is required to implement to ensure that future development occurs safely. The CPU has short and long term financial implications which are outlined below:

- **Short-term monitoring costs:** Starting in 2020, the owner must complete a minimum of 2 years of groundwater monitoring and annual reporting, conservatively estimated at \$500,000 per year. Based on the results of the monitoring program, the Ministry of Environment, Parks and Conservation may require additional monitoring to take place beyond 2 years. The City has remaining funding within the Greenwich Mohawk Capital Account (PL0705) to complete the 2 year minimum requirement; however Council would need to approve additional funding to complete monitoring requirements beyond 2 years.

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- **Long-term development costs:** All new buildings must meet specific construction requirements. Basements are not permitted and specialized ventilation systems and foundation barriers will be necessary. Prior to the construction of any new buildings, a soil vapour intrusion assessment must be completed by a professional, and reviewed and approved by the MECP. In addition, a health and safety plan and soil and groundwater management plan must be prepared in advance of any intrusive activities that may result in contact with the remediated soils.

In addition, where no new buildings are proposed, other parts of the former brownfield properties will require a “cap” feature, such as asphalt or a specific amount of grass or soil to act as a physical barrier to the previously impacted soil. A parking lot or landscaping constructed according to specifications in the CPU can achieve this requirement. It should be noted until such time as a “cap” feature is put in place, access to the properties is not permitted.

- **Long-term inspection, maintenance and monitoring costs:** For most of the CPU requirements, an annual inspection is required to ensure the above-noted risk management measures are intact and not damaged over time. The owner must complete annual reports corresponding to these inspections. Maintenance or additional monitoring may also be requested by the MECP.
- **Interim costs:** As noted above, for all areas of the property that are not in use or not under development, and if a cap is not in place, the CPU requires that a fence is erected to restrict access to these areas of the property. A dust control plan may also be required. In past experience, security has also been a concern and at times, implementing a security system or conducting routine in-person inspections may also be warranted.

Lastly, it is important to understand that the economic analysis was prepared prior to a full understanding about the impacts of COVID-19 on Canadian and global economies. There is significant uncertainty about the future in terms of market trends and land sales over the short, medium and long-term. The Mohawk Lake District Plan and subsequent Official

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Plan policies will be designed to maintain a level of flexibility to respond to future economic conditions.

## **8.4 Next Steps for Implementation**

### **8.4.1 Official Plan and Future Zoning By-law Amendments**

To establish the overall vision for the Mohawk Lake District Plan and reflect the overall land use policy framework which implements the Mohawk Lake District Plan, Planning Staff recommend that Council direct Planning Staff to commence with an application to amend the new Official Plan after final approval has been granted by the Minister of Municipal Affairs and Housing. Direction from Council is necessary because the Planning Act stipulates that there is a two year freeze on amendments to a new Official Plan unless a municipal council passes a resolution to accept amendments to a new Official Plan before the two year anniversary of the new Official Plan (Section 22 (2.2) of the Act). Council will be considering the new Official Plan at a special meeting to be held on November 19, 2020, and Planning Staff will be recommending that Council pass a resolution to accept city-initiated Official Plan Amendments within the two year time limit. This will assist the City to complete a number of other projects that may require an amendment to the Official Plan. Any specific urban design guidelines not captured in the new Urban Design Manual under development as part of the Official Plan Review would also be addressed through the proposed amendment.

With respect to zoning, it is recommended that Planning Staff be directed to proceed with an application to amend the Zoning By-law to permit museums and associated uses within the Mohawk Lake District Plan study area, in conjunction with the related application to amend the Official Plan. As noted in Council's resolution on May 23, 2017, Council identified a desire for the Mohawk Lake District Working Group to investigate the creation of a museum district on the site:

*“E. THAT a Working Group to Review Needs of Community Partners within the Mohawk Lake District BE ESTABLISHED with a mandate to review the May 2, 2017 request of the Lansdowne Children’s Centre and Crossing All Bridges Learning Centre and the September 21, 2015 request of De dwa dehs ney>s Aboriginal Health Centre for land within the Mohawk Lake District to ensure that their needs, and the needs of community partners are*

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*considered during this review process, as well as to allow the investigation of the creation of a museum district on the site;”*

This would address the existing Canadian Military Heritage Museum and the future Canadian Industrial Heritage Centre, as well as allow for any new museum uses that may be proposed as part of the creation of a museum district.

Planning Staff recommend that any other required zoning amendments be informed by specific development proposals, and as such, initiated privately by future proponents of development

#### **8.4.2 Museums and Cultural Facilities**

The future Culture and Community Destination Area of the Mohawk Lake District Plan will accommodate two existing groups who run not-for-profit cultural facilities. The Canadian Military Heritage Museum has a lease agreement to use the buildings on 347 Greenwich Street for a museum. As well, the Canadian Industrial Heritage Centre (CIHC) has also received Council approval through Report CD2013-035 to lease two (2) acres surrounding the remaining structures on 66 Mohawk Street, which includes the portico of the Cockshutt Office and the façade of the Time Keepers Building. A copy of Council’s resolution is attached as **Appendix I** of this Report. Their facility would operate as an outdoor education and interpretive centre. The Canadian Industrial Heritage Centre (CIHC) will require a Zoning By-law Amendment to permit the above noted use before they can occupy the site. Staff in Legal and Real Estate Services have prepared a Lease Agreement that was recommended for approval by Committee of the Whole – Operations and Administration on November 3, 2020 (Report CD2020-501). An executed lease will assist the CIHC to pursue funding opportunities. The Zoning By-law Amendment for museums and associated uses to be undertaken by Planning Staff will also address the CIHC’s proposal for an outdoor education and interpretive centre. Once the Zoning By-law Amendment is approved, staff anticipates the lease agreement with the CIHC will be updated accordingly.

#### **8.4.3 Community Groups’ Requests**

There is strong interest from several community groups to re-locate their operations or facilities to the Mohawk Lake District area, namely the former Greenwich Mohawk brownfield lands. In 2017 Council created the



Mohawk Lake District Working Group, comprised of the Mayor and a Council representative from each ward, whose mandate is to address the requests of community groups. The Working Group has held nine (9) meetings to receive project updates, review the latest draft concepts, and hear input from community groups. To meet its mandate, in 2018 the Working Group implemented an expression of interest process to identify the land uses and space requirements (building square footage and/or land area) requested by those who have an interest in re-locating to the Mohawk Lake District. In addition, the Working Group considered the potential for a mid-sized performance space, as well as new headquarters for Brantford Police Services to be re-located within the Mohawk Lake District. On May 1, 2019, Six Nations Polytechnic sent a letter of intent to the Mayor and Council, but they withdrew their request the following year. The expressions of interest submissions provided by nine (9) community groups were provided in Staff Report CD2019-265. Table 1 of this Report summarizes the current status of the community groups' requests.

**Table 1 Summary of Community Groups' Requests for Re-location to Mohawk Lake District**

	<b>Community Group</b>	<b>Status of Request</b>	<b>Applicable Land Uses</b>
1	De dwa da dehs nye>s Aboriginal Health Centre	Active	Office, health centre
2	Lansdowne Children's Centre	Active	Office, education and health centre
3	Children's Safety Village	Active	Education, recreation
4	Brantford Symphony Orchestra	Active	Office, storage, large community hall
5	Participation Support Services	Active	Residential
6	Brant Historical Society	Active	Museum
7	Brant Theatre Workshops	Partnered with CIHC	Theatre
8	Mid-Size Performance Space	Pending	Theatre

	<b>Community Group</b>	<b>Status of Request</b>	<b>Applicable Land Uses</b>
9	Brantford Police Services Headquarters	Withdrawn	Office, institutional
10	Six Nations Polytechnic	Withdrawn	Education centre
11	Personal Computer Museum	Withdrawn	Museum

With support from Legal and Real Estate Staff, the Mohawk Lake District Working Group will be developing a framework to help guide decision making with respect to the community groups and a Task Force Report will be forthcoming for Council's consideration. It is noted that the approval of the Mohawk Lake District Plan will not impede any future Council decision regarding the community groups as the District Plan will establish the policy framework to support their possible re-location to the District.

#### **8.4.4 Affordable Housing**

In June 2020, pending further community engagement, Council directed Staff in the Housing Department to identify an appropriate location for an affordable housing development within the Mohawk Lake District Plan and for that parcel to be retained for municipal ownership (Report SS2020-265). It should be noted that the final Mohawk Lake District Plan already permits a full range of residential uses; as such, from a land use perspective, the Mohawk Lake District Plan can accommodate a variety of housing forms. Planning staff will continue to work with staff in the Housing Department, as they continue to assess options for an affordable housing development within the District.

#### **8.4.5 Near, Medium and Long Term Implementation**

The Mohawk Lake District Plan identifies municipal-led investments, such as the creation of a main street, a waterfront promenade, and a large park, that will help to implement the vision of the District Plan and will facilitate future development. These improvements will require a phased approach for implementation over the short, medium and long term. The City's consultant, WSP

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Group, prepared a phasing strategy in consultation with team members who completed the servicing, transportation, and economic analysis to develop an efficient and cost-effective buildout of the Mohawk Lake District Plan. This list is not exhaustive and new projects may be added. The following section provides a general summary of the recommended phasing strategy as it pertains to municipal-led investments or projects.

#### **8.4.5.1 Near Term Implementation**

The intent is for near term implementation to begin soon after adoption of the Mohawk Lake District Plan. It is generally noted that areas that do not require new infrastructure can be developed first; therefore investments in the Gateway Area and the properties south of the rail spur line in the Culture and Community Destination Area can take place in the short term.

Construction of the main street should take place to support any new development along this corridor. If parcels are ready for construction in the southern parcels, construction of the main street can be phased beginning from south to north. Construction of the main street may be pushed back to later terms depending on the readiness of adjacent development.

Should the City pursue the option to accommodate the community groups within the District, a decision on their location and securing either purchase of sale agreements or lease agreements for land should be developed in the short term for parcels south of the rail spur line in the Culture and Community Destination Area. It is noted that the community groups would still require zoning amendments, and potential further technical studies, to support their development.

To support and foster early adoption of active transportation options within the District Plan, sidewalk facilities should be built on either side of all new roads, and any roads planned for reconstruction should also incorporate cycling and multi-use paths, upgraded boulevards, street furniture, lighting, and landscaping as

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recommended by the City's urban design guidelines. In the near term, these upgrades may be implemented in the Gateway Area.

The waterfront promenade is a significant feature of the District Plan, and could be considered an important feature that establishes the vision of the Mohawk Lake District Plan. Planning for the waterfront promenade should occur early because setbacks from the canal may require additional land from the northern former brownfield properties to accommodate the recommended range of active transportation facilities and upgraded boulevards. The land requirement for the promenade may not be required if Greenwich Street in this section is permanently closed to vehicle traffic; further transportation analysis would be required to examine such possibilities. The construction of the waterfront promenade should also be coordinated with the implementation of the Mohawk Canal rehabilitation program which addresses water quality in the canal and may include construction projects along the canal corridor.

#### **8.4.5.2 Medium Term Implementation**

Medium term projects include the large park space, the re-alignment of the Murray Street, Greenwich Street and Mohawk Street intersection, and potential crossings of the existing rail spur line. For municipal-led projects, financing medium term projects can be addressed through the City's 10 year and beyond capital projects budget review.

A significant project identified in the medium term is the large park, which could be used for future city events. The large park requires substantial planning and funding to implement and future Council direction is required to complete additional investigations on the type of features that could support this area as an event space, as well as potential costs. The implementation of the large park should consider any servicing or infrastructure upgrades required along the promenade, including underground infrastructure, to minimize disruptions and costs associated with construction work.

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The realignment of Mohawk Street, Greenwich Street and Murray Street intersection has been identified by municipal Transportation Staff as a priority to help address high traffic volumes in nearby neighbourhoods. Additional transportation analysis to collect update traffic volumes will be required. The functional design of the realignment may also require additional land from the northern former brownfield properties. Ideally the intersection should be realigned in a way that improves both safety and traffic flow for pedestrians, cyclists and motorists. The timing of this initiative may be appropriate when specific development comes forward or when the municipality addresses infrastructure renewal under Greenwich Street and the aging condition of the Murray Street Bridge.

As noted earlier, enabling pedestrian and cyclists to cross the rail spur line requires a phased approach. While a complicated project, facilitating easy and direct north/south access across the Cultural and Community Destination Area is considered a crucial feature of the District Plan. Throughout the public consultation component, planning staff received comments also indicating that private development interest in these lands may increase based on securing north/south access through this area. In 2015, the Brantford Home Builders' Association submitted a letter to the Project Team that noted the removal of the rail spur line or its conversion to a trail was an important challenge to overcome in this area. Their letter was shared with Council through Report CD2015-169, and it is attached again as **Appendix J** to this Report.

In response to the rail spur crossing, the phasing strategy recommends an approach that would first enable pedestrian and cyclists to cross while the spur line remains active. Longer term improvements can address motor vehicle crossings of the spur line while it remains active. Given the low traffic volumes on the spur line, removal or conversion to a trail may not be necessary. Before the City proceeds with any type of crossing, it will be important to initiate discussions with the private owner as early as possible. Additional studies may be required.

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Implementation will involve opening up a section of the existing fence or the complete removal, as well as constructing all appropriate signage, signals, and barriers. While the spur line is privately owned, consultation with CN may also be necessary. It is noted that communities such as Guelph and Peterborough both have popular trail systems that cross active rail lines.

#### **8.4.5.3 Long Term Implementation**

Long term implementation projects, such as the creation of a new park south of Mohawk Lake, additional crossings of Mohawk Canal, and improvements to the Alfred Watts Hydro Generating Station Ruins may be addressed when funding and staff resources are available. These projects do not impact the immediate realization of the Mohawk Lake District vision. These projects can be re-examined as progress is achieved in other areas of implementation.

To support recreational activities around Mohawk Lake, the District Plan envisions the creation of a small park on the southern bank of Mohawk Lake. Providing a larger and safer space south of Mohawk Lake could also support a future boat launch if water quality was suitable. To establish the new park south of Mohawk Lake would require both re-alignment of Greenwich Street and the realignment of the trail section south of Mohawk Lake, as depicted on the Mohawk Lake District Plan in **Appendix B** of this Report. Additional transportation studies, environmental impact assessment, and additional consultation with the community and stakeholders would be required.

Another long term project is the implementation of appropriate crossings of Mohawk Canal to facilitate access from existing residential neighbourhoods to the amenities within the Mohawk Lake District. This can include the restoration of the Drummond Street bridge, in addition to a new crossing in the eastern portions of the District.

The enhancement of Alfred Watts Ruins as a destination is a long term project that can support the cultural landscape

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designation of the Mohawk Canal. This includes implementing safe access to the Ruins, formalizing lookout points and the consideration of formalized parking.

#### **8.4.6 Project Update – Mohawk Lake and Mohawk Canal Rehabilitation and Cleanup**

In 2017, the City initiated a federally funded project focused on the rehabilitation and cleanup of Mohawk Lake and Mohawk canal which are important features located within the Mohawk Lake District Plan area. The project includes the following:

- Characterization Study
- Subwatershed Stormwater Plan
- Environmental Assessment
- Master Plan
- Design & Construction of the short term Cleanup and Remedial Work

The majority of the above-noted components are now complete. The final project task, which is the design and construction of selected short-term cleanup and remedial work, was initiated in 2020. Short-term cleanup and remedial work includes the following:

- Detail design for three (3) oil/grit separators (OGSs), Shallow Creek Park retrofit and the West Canal restoration; and
- Construction of the oil/grit separators (OGSs) to be completed by the end of 2020/early 2021 per the federal funding agreement; and

The implementation of the remaining short term measures (Shallow Creek Park retrofit and the West Canal restoration) will continue through 2021/2022, subject to the remaining project budget.

The developed Mohawk Lake remediation plan also includes medium and long term structural and non-structural measures that will be integrated as part of the City's 10 year and beyond capital program process subject to Council approval. These remedial solutions include strategic sediment removal and lake bed re-contouring, outfall retrofits, quantity control measures, erosion and water quality control measures and updates to policies related to water quality improvement.

The rehabilitation and cleanup of Mohawk Lake and Mohawk Canal supports the overall vision of the Mohawk Lake District Plan and

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future use of the Mohawk Lake basin. Staff in Public Works and Planning are continuing to work together to ensure there is collaboration between both the rehabilitation and cleanup of Mohawk Lake and the Canal and the future revitalization and redevelopment of the overall District Plan. These efforts should continue as medium and longer time implementation measures move forward.

#### **8.4.7 Recommendation to Establish a Staff-Led Mohawk Lake District Implementation Team**

The Mohawk Lake District Plan is intended to provide comprehensive guidance for the revitalization of this area. Throughout the work program, the District Plan considered various existing corporate projects and sought to harmonize these, such as the on-going rehabilitation of Mohawk Lake and Canal, and initiatives to support cultural heritage and events. The Mohawk Lake District Plan impacts the activities of multiple City departments including Economic Development and Tourism, Legal and Real Estate, Housing, Parks and Recreation, Planning, and Public Works. As such, to assist with the implementation of the Mohawk Lake District Plan, it is recommended that a staff-led team be established. The Team would be comprised of representatives from all corporate Commissions with the mandate to develop a phased implementation strategy, coordinated across several Commissions, for Council consideration. If created, this staff team will prepare a work program and implementation strategy and update and report back to Council for further direction.

### **9.0 Financial Implications**

There are no direct financial implications as a result of moving forward with the recommendations of this Report. However, as outlined in Section 8.3.6 Economic Analysis and Section 8.4 Next Steps for Implementation, future Council direction on these matters could have direct or indirect financial implications to the municipality.



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## 10.0 Conclusion

The final approval of the Mohawk Lake District Plan represents a new milestone in the revitalization process for this area in the city. The final Mohawk Lake District Plan is the outcome of significant municipal commitment and long-standing community support and participation over several years. The final District Plan establishes a framework for future land uses, identifies infrastructure improvements, and recommends the creation of new public spaces and features to support the revitalization of this area of the city. The Mohawk Lake District Plan can connect related initiatives and help to guide future decisions to ensure cost-efficient implementation. This project has additional significance because it can achieve a number of Council priorities. With approval of the Mohawk Lake District Plan and direction from Council, Planning Staff will initiate the necessary Official Plan amendment to begin implementing the District Plan and a staff-led implementation team will report back with additional next steps for Council's consideration in regard to the implementation of the District Plan in its entirety.



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Attachments (if applicable)

Appendix A – Mohawk Lake District Plan Study Area

Appendix B – Final Mohawk Lake District Plan

Appendix C – Mohawk Lake District Vision and Areas

Appendix D – Gateway Area Conceptual Cross-Section

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Appendix E – Culture and Community Destination Area Conceptual Land Use Framework

Appendix F – Main Street Conceptual Cross-Section and Artistic Rendering

Appendix G – Cultural and Community Destination Area Artistic Aerial Rendering

Appendix H – Waterfront Promenade Conceptual Cross-Section and Artistic Rendering

Appendix I –Canadian Industrial Heritage Centre (CIHC) Lease, Council Resolution Report CD2013-035, April 22, 2013

Appendix J –Brantford Home Builders’ Association Letter June 10, 2015

Copy to:

Mohawk Lake District Working Group

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required  yes  no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk  yes  no

Is the necessary by-law or agreement being sent concurrently to Council?  yes  no