
Subject: Endorsement of the Glendale District Plan
Report to: Planning and Economic Development Committee
Report date: Wednesday, September 9, 2020

Recommendations

1. That Council **ENDORSE** the Glendale District Plan (**Appendix 1** to Report PDS 27-2020) as a land use strategy for the future growth, design and development of the Glendale area.
2. That Council **AUTHORIZE** staff to work collaboratively with the Town of Niagara-on-the-Lake on the update to the Glendale Secondary Plan.
3. That Council **AUTHORIZE** the ongoing work of the Glendale District Plan Technical Advisory Committee with the mandate to implement the key directions, strategies and recommendations of the District Plan.
4. That this report **BE CIRCULATED** to the Town of Niagara-on-the-Lake and the City of St. Catharines for their information.

Key Facts

- The purpose of this report is to seek endorsement of the Glendale District Plan.
- The Glendale District Plan area is approximately 700ha in size and located primarily within the Town of Niagara-on-the-Lake, with a small portion falling within the City of St. Catharines.
- The Glendale District Plan is a result of ongoing collaboration between the Region and the local municipalities, as well as extensive consultation including 6 public engagement sessions, 5 Technical Advisory Committee meetings, 3 Community Focus Group meetings and numerous meetings with stakeholders, agencies and landowners.
- The vision directs the transformation of the Glendale settlement area into a vibrant and complete community; a community that celebrates its district character and builds on the unique attributes of the area. The District Plan sets out nine key directions to achieve the vision.
- Niagara-on-the-Lake Council endorsed the Glendale District Plan on August 24th, 2020.

- Regional endorsement confirms the Glendale District Plan as a proactive development strategy which supports growth and economic prosperity. It establishes the long-term commitment to Glendale becoming a mixed use, vibrant and complete community where residents and visitors can meet their daily living needs.
- Within the District Plan, there are 47 strategies identified in the nine key directions. These strategies are to be further investigated through the ongoing work of the Technical Advisory Committee (TAC).
- The District Plan will be implemented through an amendment to the Regional Official Plan (ROPA) to ensure that future decisions within the Glendale plan area are consistent with the vision and direction of the District Plan.
- Updating the existing Glendale Secondary Plan will be a key tool for implementing direction of the District Plan. Through this update, technical studies, such as review of infrastructure and transportation capacity, will assist in refining the land use boundaries and confirming suitable built form permissions and building heights.

Financial Considerations

Costs associated with the District Plan have been accommodated within the Planning & Development Services 2019 & 2020 Operating Budget.

The Region will partner with Niagara-on-the-Lake to review the existing Glendale Secondary Plan and prepare the requisite technical studies to inform the update. Regional and Town staff will work collaboratively throughout the review process. The Region will fund this planning process through the approved Planning & Development Services 2020 Operating Budget.

Analysis

Vision

The Glendale District Plan is a shared vision with key directions for the transformation of Glendale into a mixed use, complete community. The vision was established through extensive public and stakeholder engagement and illustrates what is important to the community now and in the future. The following is the Vision is:

Glendale District will be a vibrant and complete community for people of all ages, lifestyles, and abilities - a place to live, work, play, learn and grow.

Its urban districts, with a mix of uses, will protect, integrate and celebrate the natural and rural surroundings reflecting the distinct character of the area.

Glendale District will be framed by connection to green space along the Welland Canal, the creek valleys, the Niagara Escarpment and agricultural lands.

Glendale District will put mobility first with a robust transit system, cycling trails and pedestrian routes seamlessly connecting areas north and south of the QEW highway.

Nine key directions provide a path forward for the creation of a complete, vibrant community:

- 1:** Protect and enhance the landscape/natural features.
- 2:** A convergence for the area's trails and active transportation facilities.
- 3:** Provide an accessible and connected transit system to serve the Glendale area, the greater Niagara Region and beyond.
- 4:** Create a strategy to build on the existing assets within Glendale and linking Glendale with the greater NOTL and the Region.
- 5:** Create a "main street" from the Outlet Collection of Niagara to the adjacent urban neighbourhood.
- 6:** Provide a diverse range of housing ensuring choice and affordability.
- 7:** Create public/civic space as a focus for Glendale.
- 8:** Use sustainability measures related to resiliency and climate change.
- 9:** Coordination of infrastructure review, capacity and upgrades.

Each direction includes a detailed description, design guidance and strategies to achieve the direction and vision of the District Plan. A series of recommendations are also provided for further consideration through the implementation of the Plan.

Glendale is an important strategic growth area for the Region and has been planned to accommodate a significant portion of population and employment growth. The Glendale District Plan includes a land use concept that directs this future growth and a

demonstration plan to assist in visualizing this transformation. The Glendale District Plan, as a Council endorsed document, will provide direction for land use intent.

Implementation

The District Plan will be implemented through an amendment to the Regional Official Plan (ROPA). This policy direction will ensure that future decisions within the Glendale study area are consistent with the vision and direction of the District Plan. The ROPA process will commence immediately following endorsement.

Niagara-on-the-Lake Town Council endorsed the Glendale District Plan on August 24, 2020. Information about this District Plan has been messaged to the Town Council on several occasions throughout the process. The Town and Region have worked collaboratively in support of the final product. The feedback on the District Plan was well received and comments generally positive.

Niagara-on-the-Lake currently has a Secondary Plan in place for the Glendale area. The existing Glendale Secondary Plan is almost 10 years old and updating this Secondary Plan will be critical to implementing the direction of the District Plan. The Region and the Town of Niagara-on-the-Lake will form a partnership to review and update the Glendale Secondary Plan in terms of the land use and policy direction. Regional and Town staff will work collaboratively throughout this review process.

The Secondary Plan update will include technical studies to inform and refine the guidance of the District Plan. These studies will assist in testing the land use permissions and ensure that the final plan is both feasible and achievable. The technical studies will include a Transportation Review, a Functional Servicing Strategy, Commercial Lands Review, Subwatershed Study update, Urban Design/Public Realm guidance and a Fiscal Impact Assessment. Where possible, this technical work will be completed by the Region. For work that cannot be completed by Regional staff, the Region will coordinate the work plan with the Town and hire consultants to undertake the study. The consulting work will be funded and coordinated by the Region.

Given the substantial amount of work that went into the creation of the District Plan's content, the District Plan will be used as a starting point to refine the Secondary Plan's land use and prepare policy direction to implement the vision. The timeline for completion of the Secondary Plan update may take less time than the typical Secondary Plan process.

The Southwest Glendale area is the only portion of the study area within the City of St. Catharines. Although the District Plan's land use concept and demonstration plan show the lands as being eligible for development, the lands are subject to an outstanding decision of the Ministry of Natural Resources and Forestry's (MNRF) to change the Niagara Escarpment Plan designation from Environmental Protection Area to Urban

Area. If the decision is in favour of re-designation to Urban Area, the landowner would need to make the required planning applications to the City and Region to implement the vision of the District Plan. This will also require consideration of an urban boundary expansion. Comments received from the landowner have indicated support for this approach and acknowledgement of the additional planning applications required to implement the direction of the Plan.

Comments Received

In response to similar comments that were received when the draft District Plan was presented to PEDC and Niagara-on-the-Lake Planning Committee of the Whole, the following information is provided:

| Comment / Theme | Response |
|--------------------------|--|
| Density/Building Heights | The District Plan does not include direction on the building heights or density ranges associated with the land use categories. Technical studies related to infrastructure and transportation capacity are needed to inform the built form and building heights. Heights and densities will be refined through the update to the Secondary Plan. This process will include public and stakeholder consultation. |
| Transportation | The District Plan provided a scan of existing transportation facilities in the study area. The Secondary Plan update will undertake a transportation impact study to review the existing and future conditions, capacity requirements and identify any improvements. |
| Schools | Through the District Plan process, the study team did consult with the school boards and will continue to involve them through the Secondary Plan process as the plan is refined and population projections are confirmed. Both the Town and the Region will participate in these discussions. |
| Financial Impact | As part of the Secondary Plan, a fiscal impact analysis will be undertaken to determine the operating and capital investment costs required to bring the community online. Maintaining the employment and commercial development will help to offset the costs associated with residential development. |

Policy Review

The Glendale District Plan has been reviewed against the applicable Provincial and Regional planning policy direction. A summary of this review has been included in **Appendix 2**. The results of this review reinforce the District Plan's direction to efficiently use land, provide better connectivity and to achieve a complete community.

Collaboration

The success of the Glendale District Plan will rely on ongoing collaboration with key partners and stakeholders. Many of these stakeholders have been involved throughout the creation of the District Plan and consultations will continue through the implementation of the Plan's strategies and recommendations.

The existing Technical Advisory Committee (TAC) membership will be reviewed to determine continued participation, as well as any new members to engage. The TAC will continue to meet to discuss the strategies and recommendations of the District Plan and how they can be achieved. The TAC will also assist in the update and review of information through the Secondary Plan process.

Following the endorsement of the District Plan, the implementation plan will be reviewed in consultation with the TAC. A detailed plan of action will be prepared to assign tasks, timing and next steps for the many strategies and recommendations of the District Plan.

The Region recognizes the important role that Niagara College plays in the Glendale area and is committed to working with the College through the implementation of the District Plan. With the understanding that College has significant interest in the location of the transit hub, ongoing consultation will guide the development and operations of the transit hub. In addition, opportunities to coordinate transit routes to continue to access the College property and further review of the intersection of Taylor Road and Glendale Avenue through the future transportation study will help to ensure transit riders can safely and efficiently access the College campus.

Consultation

Throughout the Glendale District Plan study process, there were many opportunities for input from the Technical Advisory Committee, a Community Focus Group, stakeholders within the study area and the general public. The input collected on the land use concept, demonstration plan and key directions revealed a general excitement regarding future of the Glendale area. A summary of the engagement events and consultations is included as **Appendix 3**.

Conclusion

As a proactive strategy, the Plan identifies 47 strategies within the 9 key directions to advance the transformation of the Glendale area. These strategies support greater connectivity and active transportation options, a variety of built form and housing options, a centralized transit hub, a focus on an enhanced public realm, protection of greenspace and an activated Main Street.

Regional endorsement of the Glendale District Plan confirms the vision and provides the direction to support growth, guide development and build economic prosperity. The endorsed District Plan will establish the long-term commitment to Glendale becoming a mixed use, vibrant and complete community where residents and visitors can meet their daily living needs.

Alternatives Reviewed

None recommended - the District Plan has a high degree of consensus and support as a result of the extensive consultation process including 6 public engagement sessions, 5 Technical Advisory Committee meetings, 3 Community Focus Group meetings and numerous meetings with stakeholders, agencies and landowners (see **Appendix 3**).

The Plan represents a vision and strategy for achieving a complete, urban community. It also directs the ongoing work of the TAC to implement the strategies and recommendations, as well as the update to the Secondary Plan and Regional Official Plan to incorporate land use policy to achieve the vision.

Relationship to Council Strategic Priorities

The endorsement of the Glendale District Plan will strategically implement aspects all four of Council's priorities.

Supporting Businesses and Economic Growth:

The District Plan will contribute to economic growth for the Glendale area through strategies that recognize and build on the existing assets and promote new assets.

Healthy and Vibrant Community:

Glendale will transform into a healthy, vibrant and complete community through a mix of land uses and built form.

Responsible Growth and Infrastructure Planning:

The District Plan directs a pro-active approach to growth and infrastructure planning by recommending strategies for phasing, implementation and monitoring.

Sustainable and Engaging Government:

The District Plan encourages sustainable and engaging government through an ongoing Technical Advisory Committee consisting of major stakeholders in the area.

Other Pertinent Reports

The following memorandums and reports related to this project include:

PDS-C 21-2018 - commencement of the Glendale Niagara District Plan.

PDS-C 31-2018 - update on the District Plan study after the first workshop sessions.

PDS 34-2018 - conclusion of Phase 1 of the Study, endorsement of the Phase 1 vision and authorization to proceed to Phase 2.

PDS 12-2019 - progress update on Phase 2 of the Glendale project.

PDS-C 18-2019 - update on the shift in scope of Phase 2 of the Glendale project.

PDS 15-2020 – presentation of the draft Glendale District Plan

View the [Glendale District Plan](#) website for more information and past reports.

View the [Phase 1 final report](#).

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Appendices

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| Appendix 1 | Glendale District Plan |
| Appendix 2 | Planning Policy Review |
| Appendix 3 | Consultation Summary |