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**Subject:** Statutory Public Meeting for Regional Official Plan Amendment (ROPA) 17  
- Glendale District Plan

**Report to:** Planning and Economic Development Committee

**Report date:** Monday, November 9, 2020

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## Recommendations

1. That Report PDS 30-2020 **BE RECEIVED** for information; and
2. That Report PDS 30-2020 **BE CIRCULATED** to the Town of Niagara-on-the-Lake and the City of St. Catharines.

## Key Facts

- The purpose of this report is to provide information for the Statutory Public Meeting for Regional Official Plan Amendment No. 17 (ROPA 17), which is being held in accordance with prescribed requirements of Section 17 of the *Planning Act, 1990*, and to collect comments from the public. No recommendations or approvals are being sought at this time.
- The Region is proposing to amend the Regional Official Plan to add policy direction to ensure that future decisions within the Glendale study area are consistent with the vision and direction of the Council-endorsed Glendale District Plan.
- The draft amendment includes policy to implement the vision for Glendale, key directions and strategies of Regional interest and outlines the additional work required for success of the Plan.
- On October 15, 2020, the Region circulated information on this public meeting to prescribed agencies and advertised in newspapers having general circulation surrounding the study area.

## Financial Considerations

There are no direct financial implications arising from this report.

The cost to process ROPA 17 have been accommodated within the Planning and Development Services Department 2020 Operating Budget.

## Analysis

A District Plan is a proactive strategy which sets out a framework for growth, design and development of a complete community. Glendale is identified as an important strategic growth area for the Region with the intent to accommodate a significant portion of population and employment growth through the planning horizon and beyond. For this reason, the Region undertook the Glendale District Plan to ensure that the vision and tools are in place to appropriately manage the future growth.

The Glendale study area is located primarily with the Town of Niagara-on-the-Lake, with a small portion of the south west area falling within the City of St. Catharines. The study area is approximately 700 hectares generally bound by Queenston Road to the north, the Niagara Escarpment to the south, Concession 7 Road to the east, and the Welland Canal to the west. The QEW bisects the study area and includes the Glendale Ave interchange. A location map is included as **Appendix 1**.

The Glendale District Plan was developed as a collaborative effort with the Town of Niagara-on-the-Lake, the City of St. Catharines and Niagara College. It also included extensive consultation and engagement with many stakeholders and landowners, a Technical Advisory Committee, a Community Focus Group and the general public. Input from these sources assisted in establishing the vision and key directions of the District Plan.

Glendale's vision:

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.

The Plan's 9 key directions provide a guide for the future Glendale community, including direction to become more accessible through active transportation and a centralized transit hub, more affordable through diversity in housing options, and more resilient through inclusion of sustainability measures to address climate change.

- 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.

The Glendale District Plan was formally endorsed by the Town of Niagara-on-the-Lake Council on August 24, 2020 and Regional Council on September 17, 2020. This endorsement confirmed Council's commitment to the shared vision and key directions for the transformation of Glendale into a mixed use, complete community.

Staff is now initiating the Regional Official Plan Amendment process to add the vision and strategic direction of the District Plan into the Regional Official Plan.

The draft amendment (**Appendix 2**) implements the vision for Glendale, includes policy for the key directions and strategies of Regional interest and outlines the additional work to be undertaken. This ROPA will also ensure that future decisions within the Glendale study area are consistent with the vision and direction of the Council-endorsed Glendale District Plan.

Notice of this public meeting was provided on October 15, 2020 to prescribed agencies and advertised in newspapers having general circulation within and surrounding the study area.

The Region is collecting comments from the public, prescribed agencies and other stakeholders. No comments were received prior to the completion of this report.

Comments received prior to the public meeting will be included as correspondence on the Planning and Economic Development Committee meeting agenda. Additional comments may be submitted at or following the public meeting. All comments will be reviewed and addressed prior to staff bringing forward a recommendation on this amendment.

### **Alternatives Reviewed**

The *Planning Act, 1990* requires that public consultation be conducted as part of all amendments to municipal Official Plans. Notice has been provided for this Statutory Public Meeting as required by the legislation.

### **Relationship to Council Strategic Priorities**

The Glendale District Plan ROPA 17 will implement aspects of all four aspects of Council's priorities.

- Supporting Businesses and Economic Growth
- Healthy and Vibrant Community
- Responsible Growth and Infrastructure Planning
- Sustainable and Engaging Government

### **Other Pertinent Reports**

View the [Glendale District Plan](https://www.niagararegion.ca/projects/glendale-niagara-district-plan/default.aspx) (<https://www.niagararegion.ca/projects/glendale-niagara-district-plan/default.aspx>) website for more information and to review the endorsed District Plan.

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#### **Prepared by:**

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Planning and Development Services

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#### **Recommended by:**

Rino Mostacci, MCIP, RPP  
Commissioner  
Planning and Development Services

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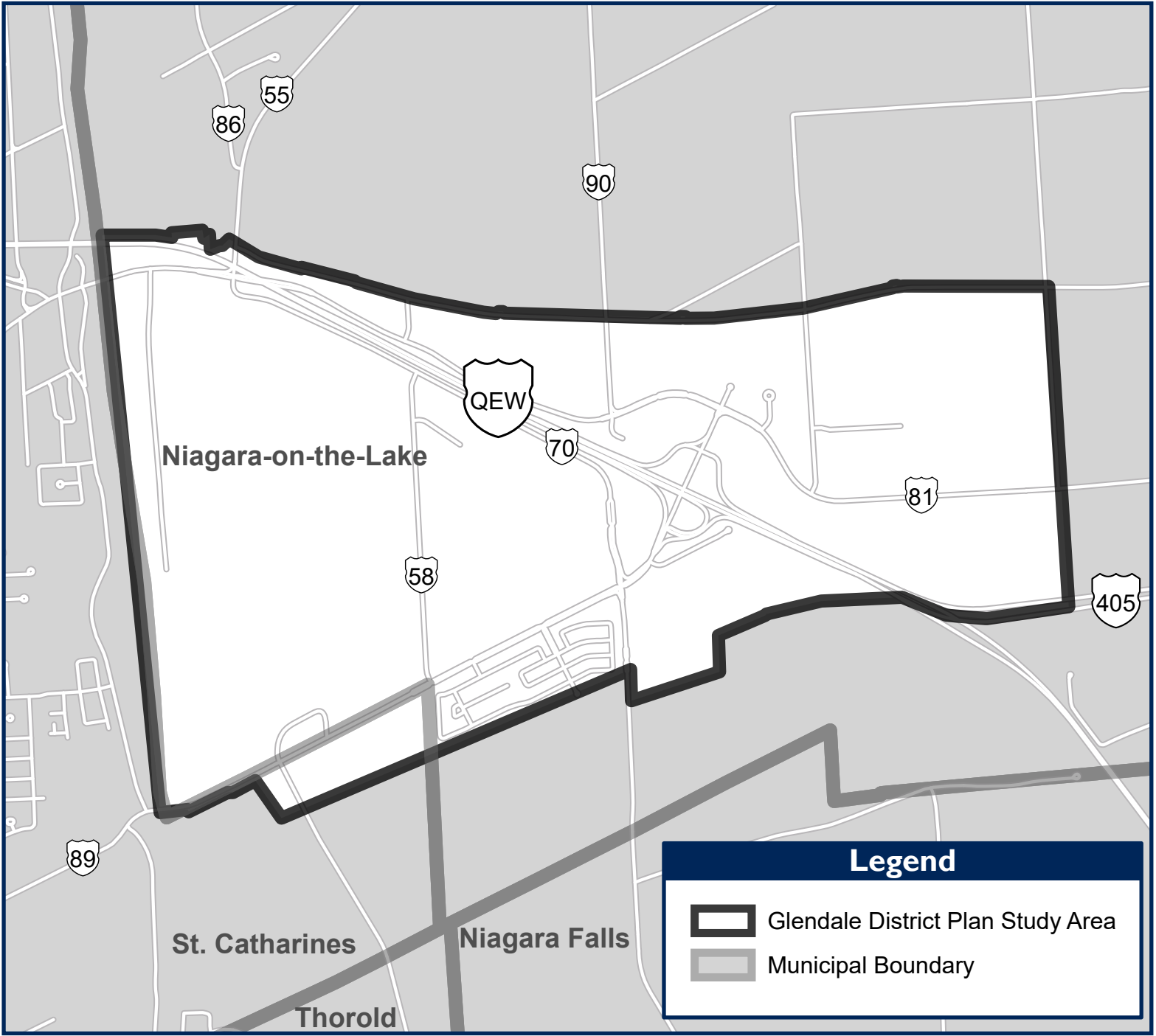
**Submitted by:**

Ron Tripp, P.Eng.  
Acting Chief Administrative Officer



*This report was reviewed by Isaiah Banach, Manager of Long Range Planning, and Doug Giles, Director of Community and Long Range Planning.*

**Appendices**

Appendix 1	Location Map
Appendix 2	Draft Regional Official Plan Amendment No. 17



**Legend**

-  Glendale District Plan Study Area
-  Municipal Boundary

**DRAFT**  
**Amendment No. 17**  
**To The Official Plan**  
**for the Niagara Planning Area**

**PART “A” – THE PREAMBLE**

The preamble provides an explanation of the Amendment including the purpose, location, background, and basis of the policies and implementation, but does not form part of this Amendment.

- Title and Components
- Purpose of the Amendment
- Location of the Amendment
- Background
- Basis for the Amendment
- Implementation

**PART “B” – THE AMENDMENT**

The Amendment describes the additions and modifications to the Official Plan for the Niagara Planning Area, which constitute Official Plan Amendment No. 17.

- Map Change
- Text Change

**PART “C” – THE APPENDICES**

The Appendices provide information regarding public participation and agency comments relevant to the Amendment, but do not form part of this Amendment.

## **PART “A” – THE PREAMBLE**

### **TITLE AND COMPONENTS:**

This document, when approved in accordance with Section 17 of the *Planning Act, 1990*, shall be known as Amendment 17 to the Official Plan of the Niagara Planning Area.

Part “A” – The Preamble, contains background information and does not constitute part of this Amendment.

Part “B” – The Amendment, consisting of map and text changes, constitutes Amendment 17 to the Official Plan of the Niagara Planning Area.

Part “C” – The Appendices, does not constitute part of the Amendment. These Appendices contain information related to public involvement and agency comments associated with the Amendment.

### **PURPOSE OF THE AMENDMENT:**

The purpose of this Amendment is to add policy to the Niagara Region Official Plan that reflects and supports the implementation of the vision, key directions and strategies of the Council-endorsed Glendale District Plan. The amendment also includes the addition of an asterisk identifier on Schedule A to the Regional Official Plan to denote the general location of the Glendale District Plan area.

### **LOCATION OF THE AMENDMENT:**

The amendment area is approximately 700 hectares generally bound by Queenston Road to the north, the Niagara Escarpment to the south, Concession 7 Road to the east, and the Welland Canal to the west. The QEW bisects the study area and includes the Glendale Ave interchange. The study area is primarily comprised of lands within the Town of Niagara-on-the-Lake, with a small portion located in the City of St. Catharines known as Southwest Glendale.

### **BACKGROUND**

The Glendale District Plan provides a framework for land use planning and design to support the Region’s focus on 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.

The direction of 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 of the District Plan directs the transformation of the Glendale settlement area into a vibrant and complete community; a community that celebrates its distinct character and builds on the unique attributes of the area. The District Plan sets out nine key directions and numerous strategies to achieve the vision. It also contains a land use concept and demonstration plan to assist in guiding this transformation.

The Glendale District Plan was endorsed by Regional Council on September 17, 2020. This Amendment adds policy direction into to the Regional Official Plan to support the vision, key directions and regional strategies of the District Plan to ensure that future decisions within the Glendale area are consistent with the vision and direction of the District Plan.

**BASIS FOR THE AMENDMENT:**

- a) The Amendment was the subject of a Public Meeting held under the *Planning Act, 1990* on XXXXXXXXXXXXXXXX. Public and agency comments were addressed as part of the preparation of this Amendment.
- b) The Amendment will provide Regional policy that implement the Council endorsed District Plan's vision and key directions to transform the Glendale District Plan area into a vibrant and complete community for people of all ages, lifestyles, and abilities.
- c) The Amendment will support continued collaboration between stakeholders to advance the key directions of the District Plan.
- d) Based on the Region's review of the *Planning Act, 1990*, the Provincial Policy Statement (2020), the Provincial plans (2017 and 2019), the Regional Official Plan, and public and agency consultation, Regional staff is of the opinion that XXXXXXXXXXXX

**IMPLEMENTATION:**

Section 14, Implementation of the Official Plan for the Niagara Planning Area, shall apply where applicable.

**DRAFT**  
**PART “B” – THE AMENDMENT**

**Amendment 17**  
**To the Official Plan for the**  
**Niagara Planning Area**

The Official Plan for the Niagara Planning area is amended as follows:

**Map Changes (attached)**

1. “Schedule A – Regional Structure” is amended to add an asterisk to the map denoting the general location of the Glendale District Plan area.

**Text Changes**

The Official Plan for the Niagara Planning Area is amended as follows:

**Part I – Modifications to Existing Policies**

None

**Part II – New Policies**

1. Add Policy “4.G.14 Glendale District Plan” to Chapter 4.

*“4.G.14 Glendale District Plan*

The Glendale study area is approximately 700 hectares generally bound by Queenston Road to the north, the Niagara Escarpment to the south, Concession 7 Road to the east, and the Welland Canal to the west. The QEW bisects the study area and includes the Glendale Ave interchange. The majority of the study area falls within the Town of Niagara-on-the-Lake with a small portion location within the City of St. Catharines.

The 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 Niagara Escarpment, the creek valleys 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.

#### 4.G.14.A Objectives

##### Objective 4.G.14.A.1

To position the Glendale District Plan area as a *strategic growth area* and transition it to a complete, vibrant, mixed-use, urban community.

##### Objective 4.G.14.A.2

To ensure the protection and enhancement of Glendale's natural features and *agricultural areas*.

##### Objective 4.G.14.A.3

To offer a safe, comfortable and connected *active transportation* network while supporting all modes of mobility.

##### Objective 4.G.14.A.3

To incorporate a centrally located, accessible transit hub/station area.

##### Objective 4.G.14.A.4

To build on Glendale's existing assets and celebrate its distinct character.

##### Objective 4.G.14.A.5

To promote a range of housing in terms of built form and affordability.

##### Objective 4.G.14.A.6

To promote the development of a sustainable and resilient community.

#### 4.G.14.B Policies

##### 4.G.14.B.1

The Glendale District shall become a *complete community* by integrating current and new uses, with a revitalized public realm and compact mixed use

development supporting a blend of residential, retail, institutional, recreational, hospitality and employment activities.

#### 4.G.14.B.2

The Glendale District Plan provides the framework for the update to the Niagara-on-the-Lake Glendale Secondary Plan. This update will be supported by technical studies, including but not limited to:

- a) Transportation study;
- b) Functional servicing study;
- c) Environmental planning study;
- d) Commercial lands review;
- e) Urban design guidelines;
- f) Phasing plan; and
- g) Financial impact assessment.

#### 4.G.14.B.3

A transit station/hub will be centrally located to serve the entire Glendale area and beyond. The final location/configuration, transit operations and logistical requirements for this hub will be determined via the completion of a feasibility study and ongoing discussion with the Inter-Municipal Transit Working Group and other key stakeholders.

#### 4.G.14.B.4

In order to support affordability, the Glendale District will offer a range in the mix and type of housing and units built in the community. Information from the Region's Housing and Homelessness Action Plan and consultation with the affordable housing providers will assist in forming guidance and recommendations for *affordable* and supportive housing.

#### 4.G.14.B.5

An *active transportation* network shall be improved by ensuring new development applications incorporate a continuous sidewalk network, cycling infrastructure and safe marked crossings. The existing network shall be enhanced by making it *active transportation-friendly* and displaying signage that is clear and informative throughout the District.

#### 4.G.14.B.6

Opportunities for additional vehicular or *active transportation* connections north to south of the QEW may be studied at a future time.

#### 4.G.14.B.7

The Glendale District Plan is committed to supporting the numerous established business, employment and hospitality assets and building on these

assets. Marketing, economic development and tourism strategies shall be pursued to promote these assets and attract new ones. The proximity of Niagara District Airport shall be leveraged as an asset for supporting important social and economic links, including passenger connections, tourism and movement of goods.

4.G.14.B.8

The Glendale *Employment Area* is well situated with high visibility to the QEW and close proximity to the international border and Niagara District Airport. The boundary of this *Employment Area* is shown in the District Plan. Refinements may be made to this boundary with supporting technical analysis through the update to the Town's Glendale Secondary Plan.

4.G.14.B.9

The Glendale District Plan will have a distinct character celebrated by a high-quality public and private realm and incorporation of public art. Urban design guidance shall be further defined through development of urban design guidelines.

4.G.14.B.10

To build on the distinct character of the community, prominent view corridors to the Niagara Escarpment and surrounding *agricultural areas* shall be identified and protected through viewshed analysis.

4.G.14.B.11

The Glendale District Plan identifies potential locations for major, minor and character gateways. These gateways shall have a consistent design approach to promote the Glendale area as a unique location within Niagara.

4.G.14.B.12

The Glendale District is uniquely located adjacent to the Niagara Escarpment, a UNESCO World Biosphere Reserve. The Glendale District should capitalize on this unique location to promote research and innovation for the conservation of biodiversity and sustainability.

4.G.14.B.13

Development and re-development within the Glendale District shall consider incorporating measures related to sustainability and resiliency, such as low impact development techniques, green building standards, transit oriented development and other new innovative techniques and technologies that will achieve this direction. A sustainability strategy shall be prepared for the Glendale District.

4.G.14.B.14

Land use designations in local Official Plans shall be reviewed in the context of the Glendale District Plan, as well as the Natural Heritage policies of Section 7B, the Greenbelt Plan and the Niagara Escarpment Plan. The environmental features shall be further reviewed and refined through an Environmental Planning Study, or equivalent, prepared to support the Town's Glendale Secondary Plan update.

4.G.14.B.15

The *infrastructure* capacity of the Glendale District shall be assessed through the functional servicing study and monitored to proactively plan for *infrastructure* upgrades and ensure that *infrastructure* capacity is available and development ready.

4.G.14.B.16

A fiscal impact assessment will be completed as part of the Glendale Secondary Plan update to ensure that infrastructure and services are provided in a financially sustainable and responsible manner. The assessment will report on the cost of providing services to new development and redevelopment in the Glendale District. The mechanisms set out in Policy 14.H.3 may be used to offset the financial impact of development. The assessment will also report on an appropriate balance between residential and non-residential assessment.

The assessment will also inform any phasing requirements to ensure the logical progression of development.

4.G.14.B.17

Local municipal Official Plans, Secondary Plans, and Zoning By-laws shall be updated to implement the vision, objectives, and policy direction of Glendale District Plan, as required.

4.G.14.B.18

The Land Use Concept and Demonstration Plan Map as shown in the Glendale District Plan shall be used as a guide for the layout and design of permitted development within the District Plan area.

4.G.14.B.19

The District Plan contains four Special Study Areas as shown on the Land Use Concept and Demonstration Plan. Additional study is required through the Town's Secondary Plan update and ongoing consultation and collaboration.

A) Special Study Area 1: Further to the Land Use Concept and Demonstration Plan, the Niagara Regional Native Centre (NRNC) does not indicate land use direction to reflect the ongoing NRNC Master Plan work.

B) Special Study Area 2: The creation of an Eco-park should be pursued to support the connection to nature, offering opportunities for improved physical and mental health for residents and visitors alike. The Region shall consult with the Province, Transport Canada (or future owner) and local municipality to investigate opportunities for the creation of an Eco-park with passive recreational uses or other complimentary uses.

C) Special Study Area 3: Notwithstanding the direction provided by the Land Use Concept and Demonstration Plan, the lands shown as Southwest Glendale, within the City of St. Catharines, are subject to the Niagara Escarpment Plan and cannot proceed as illustrated without the required planning approvals.

D) Special Study Area 4: The District Plan's Demonstration Plan reflects the Niagara College Campus Master Plan and recognizes the Master Plan guidance in the ongoing collaboration. Regard for the vision, objectives and key directions of the Glendale District Plan shall be given through future review of this Campus Master Plan.

4.G.14.B.20

The Glendale District Plan shall be reviewed and updated every 10 years in consultation with stakeholders.

4.G.14.B.21

Minor changes may be permitted as a result of future planning study or technical review provided it is consistent with the overall vision and framework of the Glendale District Plan.

4.G.14.B.22

A Regional Technical Advisory Committee shall be formed by the Region to develop an implementation framework as part of the ongoing commitment to the District Plan. An implementation plan will be refined and tasks/timelines assigned accordingly.

