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**Subject:** Recommendation Report for Regional Official Plan Amendment 17 – Glendale District Plan

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

**Report date:** Wednesday, March 10, 2021

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## **Recommendations**

1. That Regional Official Plan Amendment No. 17 – Glendale District Plan **BE APPROVED** (attached as Appendix 1 to Report PDS 5-2021);
2. That all parties **BE NOTIFIED** of Regional Council's decision in accordance with *Planning Act, 1990* requirements;
3. That staff **ISSUE** a declaration of final approval for Regional Official Plan Amendment No. 17, 20 days after notice of Council's decision has been given, provided that no appeals have been filed against the decision, in accordance with *Planning Act, 1990* requirements; and
4. That this report **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 Staff's recommendation for approval of Regional Official Plan Amendment 17 (ROPA 17), which implements the Council-endorsed Glendale District Plan.
- The Glendale ROPA covers approximately 700 ha, located primarily within the Town of Niagara-on-the-Lake, with a small portion within the City of St. Catharines.
- ROPA 17 reflects the vision and key directions of 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.
- The inclusion for policy in the Region's Official Plan will ensure that future decisions within the Glendale plan area are consistent with the vision and direction of the District Plan.

- A statutory public meeting for draft ROPA 17 was held on November 9, 2020 in accordance with *Planning Act, 1990* requirements. All comments received on this matter have been reviewed and considered in staff's recommendation on ROPA 17.
- ROPA 17 is consistent with, conforms with and does not conflict with Provincial policy.

## **Financial Considerations**

There are no direct financial implications arising from this report.

The cost to process ROPA 17 has been accommodated within the Planning and Development Services Department 2021 Operating Budget.

In the event Council's decision is appealed to the Local Planning Appeal Tribunal, additional resources would be needed. In such case, a further report on financial implications will be provided.

## **Analysis**

The Glendale area covers approximately 700 ha located primarily within the Town of Niagara-on-the-Lake, with a small portion located within the City of St. Catharines. The boundary of the amendment area includes Queenston Road to the north, Concession 7 Road to the east, Niagara Escarpment to the south, and the Welland Canal to the west.

The Glendale District Plan is a proactive planning strategy that focuses on growth, the development of a complete community and supports economic prosperity. It was developed as a collaborative effort with the Town of Niagara-on-the-Lake, the City of St. Catharines and Niagara College. The process 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, key directions and content of the Plan.

The Glendale District Plan was endorsed by Niagara-on-the-Lake Town Council on August 24, 2020 and Regional Council on September 17, 2020.

Following this endorsement, the Region initiated ROPA 17. ROPA 17 is the instrument to incorporate policy related to the District Plan's vision and strategic direction into the Region's Official Plan.

The policies of ROPA 17 reflect the shared vision of Glendale becoming a mixed use, vibrant and complete community where residents and visitors can meet their daily living needs.

The amendment includes objectives that incorporate the District Plan's 9 key directions:

- 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.

Within the District Plan, each of the key directions includes a series of strategies and recommendations for consideration through the implementation of the District Plan. ROPA 17 policies reflect the strategies of Regional interest, provide direction for the local Secondary Plan process, and support additional ongoing collaboration.

In particular, ROPA 17 policies encourage:

- greater connectivity and active transportation options,
- variety in built form and housing options,
- retention and attraction of businesses to the area,
- a centralized transit station/hub,

- enhanced public and private realm through urban design elements,
- protection of greenspace,
- an activated mixed-use Main Street, and
- inclusion of sustainability measures to address climate change.

Through the policies of ROPA 17, there are a number of studies and implementation measures that have been identified:

- The Region will work with the Town of Niagara-on-the-Lake to update the Glendale Secondary Plan to further assess the land use concept and prepare detailed policy and mapping to implement the direction of the District Plan. As part of this update, technical studies will be undertaken, including:
  - Planning review to refine land use boundaries and confirm population and employment forecasts.
  - Functional servicing study to assess infrastructure capacity.
  - Transportation study to assess the road network, improvements and new connections.
  - Environmental planning study to review and assess the natural heritage features.
  - Commercial lands review to determine the commercial space that can be supported by the forecasted population.
  - Urban design guidelines to provide direction for high quality design in the public and private realm.
  - Phasing plan to determine how the area will logically build out over time based on the servicing and transportation inputs.
  - Fiscal impact assessment to ensure that infrastructure and services are sustainable.
- The District Plan Land Use Concept and Demonstration Plan Map will guide the Secondary Plan update and can be used to review development proposals within the Glendale area.
- A feasibility study will be undertaken, in consultation with the local municipalities, the Inter-regional Transit Working Group and any other identified stakeholders, for the transit station/hub location to determine the mix of land uses and site requirements.
- Additional studies that will support economic development and tourism in Glendale.

- The creation of an Eco-park for recreation uses.
- The District Plan to be reviewed every 10 years, but minor refinements consistent with the overall vision are permitted.
- Ongoing implementation work through a Regional Technical Advisory Committee.

The inclusion of these policies in the Regional Official Plan will ensure that future decisions within the Glendale study area are consistent with the vision and direction of the Council-endorsed Glendale District Plan.

A copy of ROPA 17 is included as **Appendix 1**.

## **Policy Review**

### *Provincial Policy Statement (PPS), 2020*

PPS, 2020 provides direction on land use planning to promote sustainable, strong communities, a strong economy, and a clean and healthy environment. It took effect on May 1, 2020.

The PPS encourages efficient development patterns that optimize the use of land, resources and public investment in infrastructure and public service facilities by promoting a mix of housing (including affordable and market-based range of residential types), employment, recreation, parks and open spaces. It encourages transportation choices that increase the use of active transportation and transit before other modes of travel. Policies of the PPS also seeks to protect and enhance natural heritage, cultural heritage and archaeological resources.

ROPA 17 is consistent with the PPS, 2020.

### *A Place to Grow - Growth Plan for the Greater Golden Horseshoe (2020)*

The Growth Plan for the Greater Golden Horseshoe (“Growth Plan”) provides a strategic, long-range growth management framework for the Greater Golden Horseshoe area. The Growth Plan supports Ontario’s vision of building stronger, more efficient, prosperous communities.

The guiding principles of the Growth Plan focus on achieving complete communities, stimulating economic growth, prioritizing intensification and higher densities to optimize infrastructure investments, and mitigating the adverse impacts of climate change.

The built boundary mapping of the Growth Plan (2008) identified the Glendale settlement area as an undelineated built-up area due to the low existing population within this settlement area. Through a previously-approved conformity exercise, the Region designated Glendale as Designated Greenfield Area to recognize its potential to achieve a contemporary urban community.

Through the District Plan, the Glendale area has been planned as a Designated Greenfield Area to achieve a mixed use, compact and complete community.

ROPA 17 conforms with the Growth Plan.

#### *Greenbelt Plan, 2017*

The Greenbelt Plan designates the urban area of Glendale as 'Towns/Villages'. Applicable policies support the achievement of complete communities and provide significant economic, social, and commercial functions to surrounding areas.

The remainder of the lands are designated 'Protected Countryside' and 'Niagara Escarpment Plan Area.' The Protected Countryside lands are further designated as 'Niagara Peninsula Tender Fruit and Grape Area' or Specialty Crop Area by Schedule 2 and 'Natural Heritage System' by Schedule 4. The Specialty Crop Area within the Agricultural System is considered unique prime agricultural land and has restrictions for non-agricultural uses.

ROPA 17 reflects the Greenbelt Plan policy direction. Lands located outside the urban boundary, within the Greenbelt Plan area, reflect the existing local Official Plan land use designations. No changes are being proposed to these permissions.

The amendment includes Special Study Area 2 which contemplates an Eco-park (passive recreational use) adjacent to the Welland Canal. Any future use within this Special Study Area will be considered through consultation with the applicable stakeholders and in accordance with the policies of Greenbelt Plan.

ROPA 17 conforms with the Greenbelt Plan.

### *Niagara Escarpment Plan, 2017*

The Niagara Escarpment Plan serves as a framework of objectives and policies that balance development and protection of the Niagara Escarpment. Map 1 of the Niagara Escarpment Plan designates portions of the southern area of Glendale primarily as 'Niagara Escarpment Protection Area', with a 'Niagara Escarpment Parks and Open Space System' overlay, and a small area is designated as 'Escarpment Natural Area'.

Southwest Glendale and the south portion of the Niagara College site are within the Niagara Escarpment Plan Development Control Area. Lands located within the area of development control require a development permit from the Niagara Escarpment Commission.

The Southwest Glendale area is subject to a request to re-designate the lands from Escarpment Protection Area to Urban Area in the Niagara Escarpment Plan through the Provincial Coordinated Plan Review (2017). This request was deferred by the Ministry of Natural Resources and Forestry (MNRF), with additional information to support the request required. The additional information was provided and is currently being reviewed. A decision has not yet been made.

ROPA 17 reflects the Glendale District Plan direction and includes Southwest Glendale as Special Study Area 3 to indicate that it is subject to the deferral noted above. Although the land use concept and demonstration plan show the lands as being eligible for development, this will not occur if the NEP designation remains Escarpment Protection Area. It is also recognized that Southwest Glendale will require additional planning approvals to permit development on these lands.

ROPA 17, with the inclusion of the Special Study Area policy, does not conflict with the Niagara Escarpment Plan.

### *Regional Official Plan (ROP)*

The ROP designates the urban area of the Glendale District Plan area as 'Designated Greenfield Area' (DGA) on Schedule A – Regional Structure. The DGA requires compact, mixed-use development that contributes towards the Region's density target of 50 persons and jobs per hectare.

The remaining District Plan area is designated as 'Protected Countryside' and 'Niagara Escarpment Plan Areas' on Schedule A and 'Unique Agricultural Area' on Schedule B.

Schedule C designates environmental features throughout the study area as 'Environmental Protection Area' and 'Environmental Conservation Area.' Development and site alteration within these designations is generally not permitted without further study. A policy has been included in ROPA 17 that directs environmental planning study work to be undertaken to fully review the natural heritage system through the Secondary Plan process.

The Region is preparing the new Niagara Official Plan (NOP). As part of the NOP work, the Region is establishing a Regional Structure to strategically direct growth. Within the Regional Structure, the Region will designate 'Strategic Growth Areas' (SGA). SGAs will be areas planned to accommodate a significant portion of population and employment growth to allow for the establishment of a complete community. Glendale has been identified within the draft Regional Structure as a SGA.

ROPA 17 provides the land use and implementing study guidance to support the strategic direction of the Regional Official Plan.

## **Consultation Summary**

### Statutory Public Meeting

The *Planning Act, 1990*, requires that a statutory public meeting be held for all amendments to Official Plans. A public meeting was held on November 9, 2020 to present a draft of ROPA 17 to Planning and Economic Development Committee and receive comments from the public.

The Notice of Public Meeting was advertised on October 15, 2020 in newspapers having general circulation in and around the study area. Notice of the meeting was also provided to prescribed agencies and those that had been involved in the Glendale District Plan process. No oral comments were received from the public at the Public Meeting. Several written submissions were received and considered through the review of ROPA 17.

### Public and Agency comments

It is important to note that the Glendale District Plan itself 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.

Notice of ROPA 17 was provided to the full circulation list of participants in the District Plan process, as well as prescribed agencies.

Comments received generally indicate support for this amendment. Policy refinements, as appropriate, have been made as a result of comments received. None of the refinements change the basis or intent of the amendment.

Niagara-on-the-Lake Town Council received a staff report on ROPA 17 and endorsed the amendment at its meeting on November 25, 2020.

City of St. Catharines staff advised no comments on the amendment as they have been directly involved throughout the District Plan process.

Niagara College issued a letter to the Regional Chair's office advising of the completion of its Campus Master Plan. Within this letter, the College acknowledges the alignment of the Campus Master Plan with the Glendale District Plan direction.

On January 11, 2021, one window comments were received from the Ministry of Municipal Affairs and Housing. Comments have been reviewed and changes made, as appropriate.

All comments received have been reviewed and considered in the Region's recommendation prior to finalizing ROPA 17. The comments received, including a summary table with response, are attached as **Appendix 2**.

## **Conclusion**

ROPA 17 provides direction for strategic growth and the promotion of new mixed-use and compact development. It illustrates how the Glendale area can develop into a complete community, setting a framework for density and diversity through a variety of land uses and built form, an activated public realm, and walkable, connected streets.

ROPA 17 should be supported because it represents the visionary work of the Glendale District Plan. The policies will guide the development of the Glendale area and will support its transformation into a complete, mixed-use, urban community.

## **Alternatives Reviewed**

None recommended – ROPA 17 contains policy direction for the Council-endorsed Glendale District Plan. The District Plan had a high degree of consensus and support as a result of the extensive consultation process. ROPA 17 embeds the vision and strategic direction of the District Plan into the Region's Official Plan.

## **Relationship to Council Strategic Priorities**

ROPA 17 will implement aspects of all four aspects of Council's priorities by supporting the Region's focus on growth and economic prosperity. It brings together a pro-active land-use strategy, urban design guidelines, and recommendations for improving sustainability and quality of life.

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

## **Other Pertinent Reports**

PDS 27-2020 - Endorsement of the Glendale District Plan

PDS 30-2020 - Statutory Public Meeting for Regional Official Plan Amendment (ROPA) 17 - Glendale District Plan

View the [Glendale District Plan](#) website for more information and to review the endorsed District Plan.

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### **Recommended by:**

Doug Giles, MES, BUP  
Acting Commissioner  
Planning and Development Services

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**Submitted by:**

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Acting Chief Administrative Officer

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

**Appendices**

Appendix 1            Regional Official Plan Amendment 17

Appendix 2            Public and Agency Comments

## **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 Avenue 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.

### **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 its unique attributes. 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 the Town of Niagara-on-the-Lake on August 24, 2020 and 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 Glendale District Plan. The policies guide development and support its transformation into a complete, mixed-use, urban community and will ensure that future decisions within the Glendale area are consistent with the vision and direction of the District Plan.

The Amendment also includes direction for future implementation measures to ensure success of the Plan.

#### **BASIS FOR THE AMENDMENT:**

- a) The Amendment was the subject of a Public Meeting held under the *Planning Act, 1990* on November 9, 2020. 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 2020), the Regional Official Plan, and public and agency consultation, Regional staff is of the opinion that the amendment represents good planning and is consistent with, conforms with, and does not conflict with Provincial policy.

#### **IMPLEMENTATION:**

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

## **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 Avenue interchange. The majority of the study area falls within the Town of Niagara-on-the-Lake with a small portion located 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* within the settlement area boundary 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) Planning review, including population and employment forecasts;
- b) Transportation study;
- c) Functional servicing study;
- d) Environmental planning study;
- e) Commercial lands review;
- f) Urban design guidelines;
- g) Phasing plan; and
- h) 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. The transit station/hub may incorporate a mix of uses as determined through feasibility study and consultation.

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

In order to support affordability, the Glendale District will encourage a range in the mix and type of housing and units to be 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 existing assets, support opportunities for intensification and attract new assets to the area. 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. In accordance with Policy 4.G.14.B.2, urban design shall be further defined through creation 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 prepared in conjunction with the urban design guidelines outlined in Policy 4.G.14.B.9.

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. The creation of a sustainability strategy shall be directed by the Regional Technical Advisory Committee.

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 Niagara Peninsula Conservation Authority policies and regulations, 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 Town's 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 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 to guide the layout and design of permitted development within the District Plan settlement 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 in accordance with the Greenbelt Plan.

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

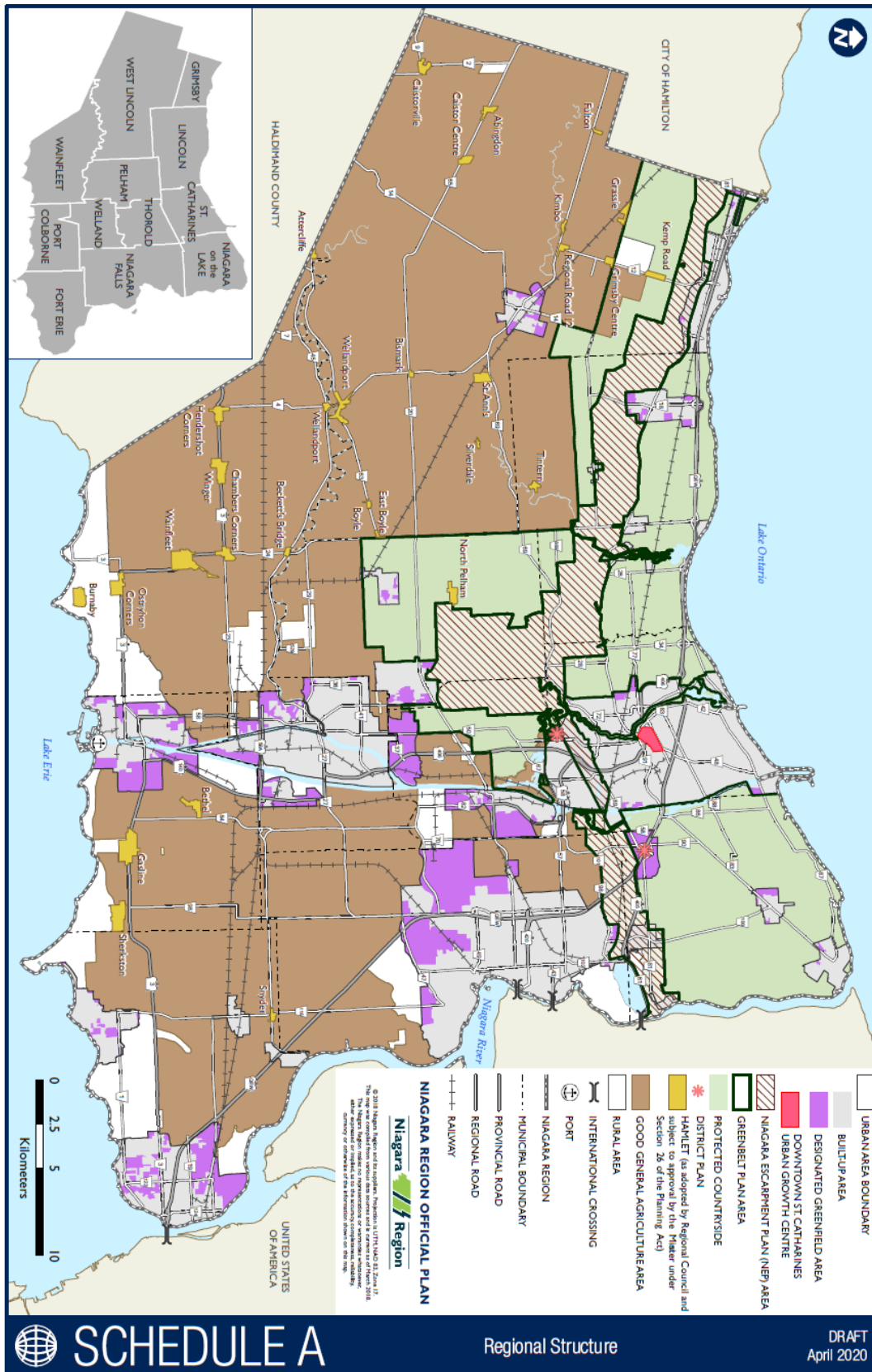
The Glendale District Plan shall be reviewed and updated every 10 years in consultation with stakeholders.

#### 4.G.14.B.21

Minor refinements the land use concept 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.



# SCHEDULE A

Regional Structure

DRAFT  
April 2020

## Appendix 2: Public and Agency Comments

<b>Comment Origin:</b>	<b>Response:</b>
1. Niagara-on-the-Lake	NOTL Council endorsed ROPA 17. Staff suggested minor edits to the policies. Changes made, as appropriate.
2. St. Catharines	No specific comments. City Staff advised that they did not need to provide formal comments as they have been involved throughout the District Plan process.
3. Niagara College	Campus Master Plan (CMP) complete. Glendale District Plan aligned with CMP.
4. NPCA	Requested change made.
5. Niagara Region – Development Planning	Suggested minor edits.
6. City of Niagara Falls	No comments. Noted.
7. City of Thorold	No concerns. Noted.
8. Hummel Properties – represented by Jennifer Vida	Letter of support.
9. White Oakes – represented by Stephen Bedford	Comments noted. Minor changes made. Will continue to involve in the Secondary Plan process.
10. Ministry of Municipal Affairs – One Window Comments	<p>Strategic Growth Area comment: Change made.</p> <p>Greenbelt Specialty Crop comment: The District Plan Land Use Concept and Demonstration Plan reflect the existing land use designations within the NOTL Official Plan. No changes have been proposed for these lands.</p> <p>Special Study Area (Eco-park): Change made in part. It is understood that additional consultation is required.</p> <p>Additional comments: Noted for future study work.</p>

<b>Comment Origin:</b>	<b>Response:</b>
11. Resident – Eric Galloway	Comments noted. Contact added to circulation list and continued involvement in the Secondary Plan process.
12. Kaneff (Southwest Glendale) – represented by Neal De Ruyter	Comments noted. No decision on NEP deferral as of the date of authoring this report.
13. Resident – Gordon Stratford – November 6, 2020	<p>Evolution of the Outlet Mall comment: Considered through the District Plan process and discussed with the Outlet Mall representative. Noted in the recommendations of the District Plan itself.</p> <p>Diverging Diamond Interchange comment: The Region has been consulted on the DDI design and will continue to engage with MTO consultants through the detailed design/construction process to ensure the safety and comfort of active transportation users.</p>
14. Niagara-on-the-Green Properties – represented by Bousfields	<p>Comment on Flexibility: The District Plan is meant to be used as a guide. The update to the Secondary Plan will provide the more detailed land use direction and further refine land use boundaries.</p> <p>Comment on Eco-park: Noted.</p> <p>Comment on Transit Station/Hub: The District Plan itself provides for further study of the site to determine the site requirements needed for the transit hub. The intent is to have a community facility incorporated with the transit hub and other uses, such as residential, could also be considered in the assessment.</p>
15. Vrancor (represented by Quartek Group)	Summary of land use changes suggested for client's land holdings. Comments noted and will continue to involve in the Secondary Plan process.

1. Niagara-on-the-Lake Letter:



Department of Corporate Services  
1593 Four Mile Creek Road  
P.O. Box 100, Virgil, ON L0S 1T0  
905-468-3266 • Fax: 905-468-2959

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[www.notl.org](http://www.notl.org)

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February 10, 2021

**SENT ELECTRONICALLY**

Regional Municipality of Niagara  
1815 Sir Issac Brock Way, PO Box 1042  
Thorold ON L2V 4T7

Attention: Ann-Marie Norio, Regional Clerk

Dear Ms. Norio:

**RE: Regional Official Plan Amendment 17 - Glendale District Plan Policies**

Please be advised the Council of The Corporation of the Town of Niagara-on-the Lake, at its regular meeting held on November 23, 2020 approved Staff Report CDS-20-036 (attached) which included the following recommendations:

- 1.1 *Council endorse the proposed Niagara Region Official Plan Amendment (ROPA 17), attached as Appendix A to this report; and*
- 1.2 *Council direct Town Staff to submit this report and Town Council comments and minutes with respect to ROPA 17 to the Region of Niagara.*

If you have any questions or require further information please contact our office at 905-468-3266.

Yours sincerely,

Peter Todd, Town Clerk

Cc: Kirsten McCauley – Niagara Region, Senior Planner

### 3. Niagara College Letter:



Senior Vice President, College Operations

November 2, 2020

Jim Bradley, Regional Chair  
Niagara Region  
1815 Sir Isaac Brock Way  
Thorold, ON  
L2V 4T7

Dear Chair Bradley

Re: Niagara College's Master Plan

I'm pleased to provide you with a link to Niagara College's new Master Plan which articulates a cohesive vision of how Niagara College's campuses will transform over the next 10-15 years to meet the evolving needs of a growing and enterprising college.

The Master Plan was developed through collaborative visioning workshops and information-gathering sessions across the college community. Outreach to external community stakeholders, including Niagara Region, the City of Welland and the Town of Niagara-on-the-Lake was also undertaken, to gather their input on the College's future plans.

Specific to our Niagara-on-the-Lake campus, we engaged in parallel consultation on the Glendale District Plan to seek alignment in our respective visions for the future.

#### VISION STATEMENTS

The following six Vision Statements form the foundation of the Campus Master Plan and will be a measure against which future design decisions are made.

- I. Invite and Showcase
- II. Embrace Pride of Place
- III. Engage and Innovate
- IV. Be Diverse and Welcoming
- V. Lead Pre-Emptive Change
- VI. Drive Economic Growth

Niagara College looks forward to working with our municipal and regional partners as we build an exciting future!

<https://www.niagaracollege.ca/masterplanning/wp-content/uploads/sites/63/2020/10/NC-Master-Plan-Final.pdf>

Sincerely,

A handwritten signature in black ink, appearing to read 'P. Skinner', is written over a light blue rectangular background.

Pamela Skinner  
Senior Vice President, College Operations

Cc. Ron Tripp, Acting CAO

#### 4. Niagara Peninsula Conservation Authority:

Good Morning,

Thank you for the opportunity to review and provide comments on the above noted application. The NPCA has no concerns in principle to the overall plan to incorporate policy related to the vision and key directions of the Council endorsed Glendale District Plan into the Regional Official Plan.

The NPCA would request that reference be made to the NPCA and our Regulations/policies particularly in section 4.G.14.B.14 along with other applicable policies and pieces of legislation pertaining to the Natural features within the Plan area.

Please let me know if you have any questions.

**Sarah Mastroianni**  
**Manager, Planning and Development, Niagara Peninsula Conservation Authority**

#### 5. Development Planning, Niagara Region:

Good afternoon Kirsten,

Thank you for circulating Regional Development Planning staff on Regional Official Plan Amendment (ROPA) No. 17 to implement the Glendale District Plan, which was endorsed by Regional Council on September 17, 2020. Regional staff has reviewed the Draft Amendment (received October 5, 2020), which proposes 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, and include an asterisk identifier on Schedule A of the Regional Official Plan (ROP) to denote the general location of the Glendale District Plan area.

Regional Development Planning staff are supportive of the intent of ROPA No. 17 to guide development within the Glendale District area, and to implement policies in-text and identify the Glendale District Plan area on Schedule A of the ROP. It is recommended that wording be added to Policies 4.G.14.B.9, 4.G.14.B.10 and 4.G.14.B.13 to clarify when these requirements will be undertaken, whether that be as part of the Regional Technical Advisory Committee to be formed through Policy 4.G.14.B.22 or as part of the update to the Niagara-on-the-Lake Glendale Secondary Plan.

Regional Development Planning staff looks forward to continued collaboration with the Town of Niagara-on-the-Lake, City of St. Catharines and the Technical Advisory

Committee to facilitate the development of the Glendale District area, and contribute to creating a vibrant and complete community.

Should you have any questions regarding the above comments, please contact the undersigned or Lola Emberson ([lola.emberson@niagararegion.ca](mailto:lola.emberson@niagararegion.ca) or 905-980-6000 ext. 3518).

Kind regards,  
**Aimee Alderman, MSc, MCIP, RPP**  
**Development Planner**  
Planning and Development Services  
Regional Municipality of Niagara

## 6. City of Niagara Falls:

Hi Kirsten,

Thank you for circulating Niagara Region Official Plan Amendment 17- Glendale District Plan to the City for review and comment. City staff have reviewed the draft ROPA (policies and mapping) and offer no objections.

Regards,

Brian Dick

Brian Dick, MCIP, RPP | Manager Policy Planning | Planning, Building & Development | City of Niagara Falls

## 7. City of Thorold:

November 2, 2020 - EMAIL ONLY

Kirsten McCauley, MCIP, RPP  
Senior Planner, Secondary Plans, Planning and Development, Niagara Region

### **RE: Glendale District Plan- ROPA No. 17**

Thank you for the opportunity for the City of Thorold to review and comment on ROPA No. 17 regarding the Glendale District Plan.

The City of Thorold has no concerns with ROPA No. 17. Consideration may be given to numbering/labelling the Districts on the Regional Structure- Schedule A map to clarify the locations of the various Districts (i.e. Glendale District, Brock District, etc.).

With the on-going conformity exercise of the Brock District Plan/Brock Business Park Secondary Plan, there may be opportunity to implement similar policies in the mixed-use and employment areas.

If the City can be of any further assistance, please advise.

Yours truly,

Julie Hannah, MES, MA, MCIP, RPP  
Senior Planner

## 8. Jennifer Vida, on behalf of Hummel Properties:

November 16<sup>th</sup> 2020

Kirsten McCauley  
Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way  
P.O. Box 1042, Thorold, ON. L2V 4T7

Dear Ms. Kirsten McCauley, MCIP, RPP, Senior Planner, Secondary Plans,

### **Re: Glendale District Plan & Regional Official Plan Amendment No. 17**

---

On behalf of Hummel Properties Inc. (HPI) and 2645162 Ontario Inc., please accept this letter of support in relation to Regional Official Plan Amendment No. 17, which will implement the Glendale District Plan. HPI and 2645162 Ontario Inc. have land holdings within the boundary of the Glendale District Plan Area, more specifically, land holdings that front onto Concession 7 along the eastern boundary of the plan area. The two companies own a total of 57 acres, which are identified to accommodate a large portion of the plans low and medium density residential uses in the future.

HPI and 2645162 have both been actively involved throughout the public consultation and approvals process for the Glendale District Plan and are very happy to see the plan move forward with approval of Regional Official Plan Amendment No. 17.

Regional staff have done a great job in moving this process forward throughout the pandemic and we commend this effort. The Glendale District is a progressive, up and coming area in the Niagara Region that the owners are excited to be a part of.

We would like to thank Regional Staff for their commitment and dedication to making this plan come to fruition and look forward to continuing to work together through the forthcoming secondary planning process.

Thank you.

Sincerely,



Jennifer Vida, MCIP, RPP

## 9. Stephen Bedford, on behalf of White Oaks:

THX Kirsten for forwarding the Draft OPA to me. I understand this is a Regional level document but I find it so vague that I fear that the next step the Secondary Plan could end up in a different place given all the additional work that is listed,

Surely this Plan that has been endorsed needs to be more than a "Guide" There was a lot of energy spent on creating a "Guide".

More argument from my perspective that we should have gone further at this stage and moved to the next level of detail, the Secondary Plan as part of the ongoing Regional initiative and continuum in the planning process.

Can we find stronger words that Section 4.G14.B.7 "to support numerous established business employment and hospitality assets."

The "Land Use Concept and Demonstration Plan Map" reflects particular thinking in terms of future dev't. In the case of White Oaks the Demonstration Plan identifies specific land use concepts that in fact build on previously approved designation and policies in the existing Secondary Plan. We would have preferred to see the "Land Use Concept and Demonstration Plan be more than just a "Guide" after all the work that has been done.

We would like the confidence that the next step, the Secondary Plan, refines, builds upon the **details** of the Mixed Use High Density and Mixed Use Medium Density proposed development so that we can move forward on refining the draft designs we have developed. Given the present status of a "Guide" we would not want to be put in a position of having to restate any arguments that this concept is appropriate in the face of some future thought that the Demonstration Plan should be reduced in scale.

We would appreciate your consideration of amending these policies to:

Reinforce the status of the Demonstration Plan beyond a "Guide" and

Reinforce the ability of existing "assets" to grow and develop to a great intensity as envisaged in the Goals of the District Plan.

Look forward to discussing these concerns further.

Best Wishes

Stephen

Stephen Bedford MCIP, RPP, PLE

Development Manager

LANDx Developments Ltd.

293-1235 Fairview St.

Burlington, ON L7S 2K9

Office: 905.688.2610 Cell: 905.933.5439

## 10. Ministry of Municipal Affairs and Housing:

Ministry of Municipal Affairs  
and Housing

Municipal Services Office  
Central Ontario

777 Bay Street, 13<sup>th</sup> Floor  
Toronto ON M7A 2J3  
Fax.: 416 383-6882

Ministère des Affaires municipales  
et Logement

Bureau des services aux municipalités  
du Centre de l'Ontario

777, rue Bay, 13<sup>e</sup> étage  
Toronto ON M7A 2J3  
Télééc.: 416 383-6882



January 11, 2021

Sent via email only

Kirsten McCauley, MCIP, RPP  
Acting Manager, Long Range Planning  
Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way, P.O. Box 1042  
Thorold, ON L2V 4T7  
[kirsten.mccauley@niagararegion.ca](mailto:kirsten.mccauley@niagararegion.ca)

Dear Kirsten McCauley,

**Re: One Window Provincial Review Comments  
Region of Niagara Draft Regional Official Plan Amendment No. 17  
Glendale District Plan  
MMAH File No.: 26-EOPA-207266**

---

Thank you for requesting comments from the Ministry of Municipal Affairs and Housing (MMAH) through the One-Window Provincial Planning Service on draft Regional Official Plan Amendment No. 17 (ROPA 17) by letter dated October 5, 2020. We understand that draft ROPA 17 is proceeding under section 17 of the *Planning Act* and therefore the Region of Niagara (the Region) is the approval authority.

MMAH staff understand draft ROPA 17 is a first step to implementing the Regional Council-endorsed Glendale District Plan by amending the Niagara Regional Official Plan (ROP). The draft amendment proposes to add policies to Section 4.G of the Niagara ROP to implement the vision to transform the Glendale settlement area into a vibrant and complete community, including key directions and an outline of additional work required. The amendment also includes an asterisk identifier on Schedule A to the ROP to denote the general location of the Glendale District Plan area.

The Glendale District Plan study area is located primarily within the Town of Niagara-on-the-Lake (NOTL), with a small portion located in the City of St. Catharines. The urban lands are designated as Designated Greenfield Area in the Niagara ROP and the remaining lands are designated as Greenbelt Protected Countryside (Specialty Crop Areas) and Niagara Escarpment Plan (NEP) Areas (See **Appendix 1** to this letter).

Draft ROPA 17, including the final Glendale District Plan have been reviewed in the context of the Provincial Policy Statement, 2020 (PPS), A Place to Grow: Growth Plan for the Golden Horseshoe, 2019, as amended (Growth Plan), the Greenbelt Plan, 2017 and the Niagara Escarpment Plan, 2017 (NEP). We circulated the proposed ROPA 17 to the following partner ministries: Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA), Ministry of Natural Resources and Forestry (MNRF) and the Ministry of Transportation (MTO). This letter reflects

coordinated provincial land use planning comments through the One-Window Provincial Planning Service.

#### Draft ROPA 17 Comments

##### **Glendale as a Strategic Growth Area and Complete Community**

MMAH staff understand the Region is using district plans, in collaboration with local municipalities to support growth and development with a focus on Strategic Growth Areas (SGAs). One of the key objectives of ROPA 17 is to "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.1). Ministry staff support this approach.

The Growth Plan directs that within settlement areas, growth will be focused in certain areas, including SGAs and allows municipalities to delineate SGAs and assign minimum densities to them as part of the Municipal Comprehensive Review (MCR) (policies 2.2.1.2, 5.2.3.2 and 5.2.5.3).

ROPA 17 proposes to amend "Schedule A – Regional Structure" of the Niagara ROP to denote the general location of the Glendale District Plan area. There are no minimum density targets included for the SGA. The ministry understands the detailed delineation of the SGA and implementation of the minimum density targets will occur through the Region's new Official Plan / MCR.

We note the final Glendale District Plan includes the study area lands located outside the urban area boundary as well, including lands located within the Greenbelt Protected Countryside and NEP Area. While we understand the purpose of the study area, the detailed delineation of the Glendale SGA through the Region's MCR should not include the lands outside the urban area boundary as SGA's are areas within settlement areas in accordance with the Growth Plan. In addition, the majority of the lands outside the urban area boundary are designated as Specialty Crop Areas within the Greenbelt and settlement areas are not permitted to expand into Specialty Crop Areas. Therefore, the Glendale SGA cannot include the Specialty Crop Areas identified in the Greenbelt Plan.

#### Recommendation:

The following modification to Objective 4.G.14.A.1 is recommended to clarify the Glendale SGA is within the settlement area boundary to ensure the conformity with the Growth Plan (see **bold text** for suggested additions):

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

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

##### **Greenbelt Specialty Crop Areas**

Policy 4.G.14.B.17 of draft ROPA 17 states, 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" and Policy 4.G.14.B.18 provides that the 'Land Use Concept and Demonstration Plan' (the Concept Plan) map in the Glendale District Plan should be used as a guide for the layout and design of permitted development. These policies appear to suggest that local official plan land use designations and/or permitted uses may be changed.

The ministry is concerned with certain districts located outside the urban boundary and within the Greenbelt Specialty Crop Area which appear to propose non-agricultural uses. More specifically, District 1, District 6 and a portion of District 12 in the Concept Plan, are identified as 'Service Commercial' and 'Non-Farm Rural' land uses. It is unclear what these land use terms mean and whether the uses will conform with the Specialty Crop Area policies of the Greenbelt Plan.

The above-noted districts are identified as Specialty Crop Area (Niagara Peninsula Tender Fruit and Grape Area) in the Greenbelt Protected Countryside and the primary use of specialty crop lands is for agricultural uses. They are designated 'Unique Agricultural Area' (Specialty Crop Area) in the Niagara ROP. There may be some existing non-conforming residential, institutional uses and commercial uses in this area and the Greenbelt Plan permits legally existing uses (section 4.5). However, since non-agricultural uses are not permitted, the land use for these districts should have been shown as Specialty Crop Area in the final Glendale District Plan to conform with the Greenbelt Plan and Niagara ROP.

Therefore, MMAH/OMAFRA staff is concerned that the proposed non-agricultural land uses in these districts outside the urban boundary could be perceived as already permitted by the Glendale District Plan and thereby pre-empt the local planning process or create policy conflicts between regional and provincial policy, in particular conformity with the Greenbelt Plan.

Requested Policy Revision – Greenbelt Plan conformity:

To avoid a potential perceived conflict between draft ROPA 17 and the Greenbelt Plan with respect to local municipal implementation, the ministry requests the following revision to policy 4.G.14.B.17 and policy 4.G.14.B.18 of draft ROPA 17 (see bold text for suggested additions):

**"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. **Notwithstanding the direction provided by the Land Use Concept and Demonstration Plan, the lands shown outside the settlement area, within the Town of Niagara-on-the-Lake and City of St. Catharines, are subject to the Greenbelt Plan and Niagara Escarpment Plan."**

**"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 settlement area."

**Special Study Area 2 (Eco Park) and the Greenbelt Plan**

Draft ROPA 17 includes a Special Study Area 2 (policy 4.G.14.B.19 B) as shown on the Concept Plan (District 8 - Potential Eco Park) that says, "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."

District 8 is located outside the urban area boundary and within the Greenbelt Protected Countryside and identified as Specialty Crop Area. It is unclear what is intended by the term 'eco-park'. The primary use of specialty crop land is for agricultural purposes. The generic use of the term 'eco park' does not suggest that agriculture will remain the primary land use as it suggests potential opportunities for recreational uses.

Therefore, since these are Greenbelt Specialty Crop Area lands, and non-agricultural uses such as recreational uses are not permitted, the land use in the final Glendale District Plan should have been shown as Specialty Crop Area to conform with the Greenbelt Plan and Niagara ROP.

Requested Policy Revision – Greenbelt Plan conformity:

In light of the foregoing, a modification is requested to policy 4.G.14.B.19 B), Special Study Area 2 to add wording to ensure conformity with the Greenbelt Plan (see bold text for suggested additions):

**"4.G.14.B.19**

**B) Special Study Area 2: Notwithstanding the direction provided by the Land Use Concept and Demonstration Plan, the lands shown as Potential Eco-park within the Town of Niagara-on-the-Lake are identified as Specialty Crop Areas and subject to the Greenbelt Plan.** 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 to ensure conformity with the Greenbelt Plan."

**Natural Heritage**

Policy 4.G.14.B.14 of draft ROPA 17 states that "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."

MNRF notes that the provincially significant wetland – 'Upper Six Mile Creek Wetland Complex' is appropriately proposed within an Environmental Protection Area and the 'Welland Canal North Turn Basin Wetland Complex' within a Conservation land use area on the Concept Plan. As well, the provincially mapped Natural Heritage System (NHS) is encompassed within these identified land use areas (with the exception of Special Study Area 3).

MNRF has no concerns with the above-noted policies as it relates to natural heritage features/NHS. MNRF should be consulted if any refinement of the boundaries of these provincially significant wetlands or to the NHS are proposed as boundary changes must be approved by the MNRF.

**Special Study Area 3 (Southwest Glendale) and the Niagara Escarpment Plan (NEP)**

The draft amendment includes a Special Study Area 3 (policy 4.G.14.B.19 C) as shown on the Concept Plan that says, "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 NEP and cannot proceed as illustrated without the required planning approvals."

MNRF notes that the proposed District 15 (Southwest Glendale) of the Glendale District Plan is outside the Glendale urban area boundary and within the NEP Area and located within the City of St. Catharines. The lands are the subject of a request to MNRF to re-designate the lands from 'Niagara Escarpment Protection Area' to 'Urban Area' which request was submitted through the 2017 Coordinated Plan Review (CPR) to facilitate an urban boundary expansion and develop the lands for urban residential uses.

The request was deferred for further review and the application is currently being reviewed by MNRF and a decision has not been made to date.

### Glendale District Plan Comments

#### **Transportation**

##### GO Rail Transit

The Glendale District Plan states that "GO rail transit stop was also identified as another transit option for further investigation "(pg. 31). Recognizing that the existing rail corridor is two kilometres south of the Glendale District, MTO advises that Metrolinx does not have current plans for a new station in the vicinity of the Glendale Study Area and potential future station sites would be subject to future analysis, environmental assessment and business case evaluation. Metrolinx's new market-driven strategy will guide the future development of stations by engaging with developers on transit-orientated communities opportunities.

##### Regional Transit Hub/Terminal

One of the strategies of the Glendale District Plan is to provide a multi-modal transit hub for inter-regional transit, GO Transit, tourism buses and terminal facilities. Metrolinx requests that GO Transit be a participant in any future discussions regarding the planned Glendale bus Transit Hub/Terminal.

#### **Conclusion**

Thank-you for the opportunity to review draft ROPA 17. Please send the ministry a copy of the Notice of Decision when a decision is made. If you have any questions, please do not hesitate to contact me by phone at 416-629-6399 or by email at [Louis.Bitonti@ontario.ca](mailto:Louis.Bitonti@ontario.ca).

Sincerely,

< Original Signed By >

Louis Bitonti, MCIP, RPP  
Senior Planner  
Municipal Services Office – Central

- c. Anneleis Eckert, OMAFRA  
Elaine Hardy and Anna Golovkin, MTO  
Ian Thornton and Kim Benner, MNRF

#### Appendix 1 Glendale District Plan Area

##### **Glendale Study Area**



### 11. Resident – Eric Galloway (provided in separate emails):

Thank you for the consideration. If you have time could you tell me in the new development if natural gas will be run to the rural boundaries and if so if that is something that the adjacent properties along this new development can receive. Or if there are any benefits to the property owners beside this new development that we might be able to be compensated with in what is being planed at this time or are the boardering properties not considered with the changes that are happening.

Thank you for the up date is there any talk of considering all the properties in the yellow hatched boarder to become part of the city limits it would allow future growth and municipal services to all those lots that is a interest to me if there is all of this development in our back yard. Us locals sitting lust out side the boarder are seeing the opportunity of growth and development but in the plan it cover the area to queenston street ad york road but no development changes have been made in our rr zoning. We see this change happening around us and we are in the Glendale zone. But are missing out on any benefits of this change to the properties we own in this area. It would be nice for a consideration for our lots to be apart of this change happening around us in the Glendale area.

### 12. Kaneff (Southwest Glendale) – represented by Neal DeRuyter (MHBC)

Friday, January 15, 2021 8:58 AM

**Subject:** Kaneff Glendale - Cabinet Update

Good morning Kirsten,

I wanted to provide a quick update on the status of the NEP urban request and Cabinet's decision as I understand the Region provided an update to the Planning Committee on the OP review and settlement boundary review.

We are still awaiting a decision by Cabinet. The item was included on the agenda in late December with what we understand to be an approval recommendation but was pulled due to other circumstances and Provincial priorities. Kaneff continues to push for a decision and we hope to hear back on this shortly. We will keep you posted.

Thanks

Neal

**NEAL DERUYTER** BES, MCIP, RPP | Partner

**MHBC Planning, Urban Design & Landscape Architecture**

540 Bingham Centre Drive, Suite 200 | Kitchener | ON | N2B 3X9 | T 519 576 3650 X 733 | F 519 576 0121 | C 519 841 4011 | [nderuyter@mhbcplan.com](mailto:nderuyter@mhbcplan.com)

## 13. Resident – Gordon Stratford

November 06, 2020

Office of the Regional Clerk,  
Niagara Region,  
1815 Sir Isaac Brock Way,  
Ontario, L2V 4T7

Re: Regional Official Plan Amendment (ROPA) No. 17 – Glendale District Plan

Submitted by email to clerk@niagararegion.ca

To Whom it May Concern,

I would like to submit the following input related to the Glendale District Plan (GDP), for your consideration.

The GDP's strategic vision is for a vibrant and complete mixed-use community within the boundaries of the Glendale District Plan Study Area. The following input is being shared with the goal of supporting and enhancing the strategic vision and goals of the GDP.

### OUTLET COLLECTION AT NIAGARA

The GDP is essential to anticipating and framing future growth and change in Niagara Region and the Town of Niagara on the Lake. For the area of the GDP bounded by Glendale Avenue, Taylor Road and Homer Road drawings and views have been created depicting a mixed-use neighbourhood that will form the vibrant centre of the GDP. The future for much this area has been clearly portrayed in the GDP but there is one key part missing, the future of the Outlet Collection at Niagara land.

Like many retail malls the Outlet Collection at Niagara (OCN) was designed to meet market opportunity and conditions at the time of its creation. However, a trend is well underway where malls are proactively planning the future of the land they occupy. This future often includes replacing surface parking (that typically rings a mall) with mixed-use development that can potentially evolve past retail alone to include places to live and work. There are many examples of this evolution in North America, including malls in the Golden Horseshoe/Greater Toronto region. Such future-forward planning will likely be accelerated by the pandemic which has seriously upended the retail market.

*The GDP does not currently appear to include this trend, which could be a significant contribution to the GDP's strategic vision. It would be highly beneficial for Niagara Region and the OCN owner to partner towards updating the GDP to include a master plan for the future of the OCN land.*

### GLENDALE AVENUE BRIDGE CROSSING THE QEW

The GDP's strategic vision for a vibrant and complete mixed-use community is challenged by a major expressway that runs through the centre of the Glendale District Plan Study Area. A complete community must be well connected in order to ensure success, and this connectivity includes providing safe means for people to move throughout the GDP community... whether they drive, are driven, bike or walk.

I understand that the existing Glendale Avenue bridge crossing the QEW will be replaced by a new diverging diamond interchange (DDI). It appears that the DDI offers a more effective/efficient and safer circulation solution for vehicular traffic than the current bridge provides. However, the DDI design may result in far less safety for pedestrians.

Through studying several examples of DDI's there is the possibility that pedestrians would need to cross the vehicular on and off ramps as part of their journey across the DDI bridge. As a result, they would experience the extremely dangerous condition of crossing in front of vehicles moving at speed from and onto the QEW. Depending on how bike circulation is handled in the DDI design similar danger may exist for this mode of transportation as well.

To realise the goals that the GDP has so clearly and correctly stated all means of overcoming the QEW-divide and connecting the Glendale District Plan Area together are essential. With this in mind, it would be a shame to miss the opportunity to design a DDI that fully supports the GDP.

I would be happy to discuss the above items further.

Thanks,

Gordon Stratford

## 14. Niagara-on-the-Green Lands – represented by Bousfields



Project No. 20362

February 12, 2021

VIA E-MAIL

Kirsten McCauley  
Senior Planner – Secondary Plans  
Niagara Region  
1815 Sir Isaac Brock Way  
P.O Box 1042  
Thorold, ON L2V 4T7

*Re: Glendale District Plan Review  
Draft Policies for Niagara Region Official Plan (ROPA)*

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We are the planning consultant for Canadian Niagara Hotels and ARG Group of Companies (the "Owners"), with respect to the Niagara-on-the-Green Lands (the "subject site", NOG) at the northeast corner of Glendale Avenue and Taylor Road in the Town of Niagara-on-the-Lake.

On behalf of our clients, we have reviewed the draft text for Amendment No. 17, which describes the additions and modifications to the Niagara Region Official Plan to reflect and support the implementation of the vision, key directions and strategies of the Council-endorsed Glendale District Plan and wish to provide the following comments.

In general, we are supportive of the overall direction provided by the Draft Amendment and its intent to create a mixed-use and transit supportive community and we applaud staff in this regard. The subject site currently enjoys a higher level of flexibility within the policy framework, namely the Glendale Secondary Plan, which permits a full range of uses and densities throughout the subject site. Although the District Plan and Draft Amendment allows for higher density forms, it does create a more refined neighbourhood structure that could potentially predetermine the location of higher density forms, mixed use areas and parks. While it is understood that a degree of complexity is unavoidable given the scope and scale, it is of our opinion that additional flexibility in the policy language as it relates to the subject site will allow for greater flexibility in implementation of the District Plan and avoid future amendments to the official plan. In addition, it is our opinion that the Draft Amendment should further its objective of providing a complete, vibrant, mixed-use, urban



community and require the Transit Hub be incorporated into a mixed-use development that encourages commercial and higher density commercial uses.

#### **Background – Existing Policy Framework**

The subject lands consist of approximately 30 hectares (75 acres) of vacant land located in the Glendale urban area, north of Glendale Avenue, east of Homer Road, and south of the Niagara Collection Outlet mall. The subject lands are future development phases of the Niagara-on-the-Green Subdivision, which is being developed in phases for a mix of uses over a long period of time. A brief history of the subdivided lands is found below:

- Draft Plan approval of the NOG subdivision was originally granted in 1996. Phase 1, residential development to the south of Glendale Avenue and west of Taylor Road was registered in 1999 as Plan 30M-267.
- In 2006, Phase 2, further residential development to the south of Glendale Avenue, was registered as Plan 30M-364.
- In 2012, the 1996 draft plan was extended and modified for the remaining unregistered lands north of Glendale Avenue by order of the Ontario Municipal Board (OMB).
- In 2013, Phase 3, the final phase of residential development south of Glendale Avenue, was registered as Plan 30M-410.
- Also, in 2013, Phase 4, the road network and stormwater pond north of Glendale Avenue, was registered as Plan 30M-415. The lands currently containing the Niagara Collection Outlet Mall were also removed from the draft plan of subdivision in 2013.
- In 2015 a 3-month temporary extension was issued before Council approved a 3-year extension of draft plan approval in 2016.
- A subsequent one (1) year extension of draft plan approval was approved in 2018 and is set to lapse on December 28, 2019. Staff recommended that the extension of draft approval be limited to 1 year to provide an opportunity to evaluate the conformity of the draft approved plan with the policies of the proposed Glendale District Plan, which had recently been announced by the Niagara Region.

The following summarizes the existing policy framework with respect to the subject site.

The subject site is a *Designated Greenfield Area* in the ROP, which will be planned as compact, complete communities with a range of uses, including residential, commercial, institutional, recreational employment and other uses. With respect to density, the ROP



establishes a minimum density for the *Designated Greenfield Area* of 50 people and jobs per hectare. The subject lands in its entirety are designated as *Urban Residential* in the Town-of-Niagara-on-the-Lake Official Plan (the "Town OP"). We note that the western limit of the subject site along Homer Street to the west are designated for *Future Urban Use*.

Furthermore, the subject lands are designated as *Niagara-on-the-Green Residential Community* (Schedule F1) in the Glendale Secondary Plan Area (the "Secondary Plan"). In accordance with the Secondary Plan height maps, the *Niagara-on-the Green Residential Community* will be comprised of 1-3 storey buildings along the perimeter of the subject lands with 2-5 storey buildings located in the interior lots and blocks. We note that notwithstanding the *Urban Residential* policies of the Town OP, the maximum overall density of residential development (including land for streets, pathways, parks, schools and stormwater management) shall be 25 units per hectare (see Policy 3.9 g) of the Secondary Plan).

Finally, we note that the subject site in its entirety is subject to two different zoning codes (Figure 2). The portion of the lands on the northwest corner of Glendale Avenue and Taylor Road is zoned as Village Commercial (VC) and the remainder of the lands are zoned Residential Multiple Zone (RM2, RM3, RM4, RM5).

#### Comments on the Draft Amendment

##### *Flexibility*

- In our opinion, Policy 4.G.14.B.17 should be refined or interpreted so that the future updates to the policy framework that apply to the District Plan, including the subject site, should not apply a rigid land use policy framework based on the conceptual district plan.
- Policy 4.G.14.B.19: We note that in addition to the lands identified in this letter (also the lands contained within the approved Draft Plan – 26T 95005 Revised), our client has acquired additional lands from the St. Lawrence Seaway Authority on the east side of Homer Street, which will need to be considered as well. This portion is located in the Greenbelt Plan Area and is further identified as Special Study Area 1 in the Glendale District Plan, which is intended for an Eco-Park. We are aware of the environmental constraints associated with these lands and are supportive of investigating the range of permitted uses including any opportunity for public uses.



*Transit Hub*

- Policy 4.G.14.B.3: While the policy objectives to incorporate a centrally located, accessible transit hub/station area are clear, it is our opinion that the policy should be rewritten to emphasize the mixed-use nature of the node and its ability to accommodate additional density and support the objectives of the existing zoning and secondary plan. More specifically, in our opinion, this policy should be revised to not only permit mixed use development on the *Transit Hub* lands but require that the future transit hub be incorporated into a mixed use development that encourages commercial and higher density commercial uses. Furthermore, the policy framework should provide clarity regarding the amount of land required for the Transit Hub and encourage a coordination of the station with the future development on the *Transit Hub* lands.

We trust that the foregoing comments are of assistance in refining the proposed draft policies, should you have any questions or wish to discuss any of these matters in greater detail, please do not hesitate to contact the undersigned or Aisha Jallow of our office.

Yours truly,

Bousfields Inc.  
David Falletta MCIP, RPP

DF:aj/jobs

cc. P. Wadsworth, Canadian Niagara Hotels  
C. Iacobelli, ARG Group of Companies  
N. Wilson, Niagara-on-the-Lake

## 15. Vrancor (represented by Quartek Group)



Date: 14 January 2021  
Project No: 13254.104P

Regional Municipality of Niagara  
Planning and Development Services  
1815 Sir Isaac Brock Way, P.O. Box 1042  
Thorold, ON, L2V 4T7

Attn: Kirsten McCauley, MCIP, RPP  
Senior Planner, Secondary Plans

**Re: Glendale Niagara District Plan – Vrancor Development Corp. Land Holdings  
Requested Amendment to the Land Use Designation**

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Dear Ms. McCauley,

Quartek Group has been retained by Vrancor Development Corporation referred to as "Proponent", to prepare this planning justification for the request to amend the designation of the Proponents' land holdings, of which consists of approximately 11.56 hectares (28.56 acres) as shown in the map below.

### Map 1 – Proponent Land Holdings



**Glendale Niagara District Plan**  
**Vrncor Development Corp. Land Holdings and Requested Amendment to the Land Use Designation**

We understand that the Glendale District Plan was endorsed by the Region of the Niagara Council on September 17, 2020 (ROPA 17) and formerly endorsed by the Town-of Niagara-on-the-Lake Council on August 24, 2020 for the commitment to the shared vision and key directions for the transformation of Glendale into a mixed use, complete community.

According to the Glendale Land Use Concept and Demonstration Plan shown below, the land uses that apply to the Proponents land holdings include:

- Environmental/Conservation
- Mixed Use Medium Density
- Employment
- Hospitality

**Map 2 – Glendale Land Use Concept and Demonstration Plan**



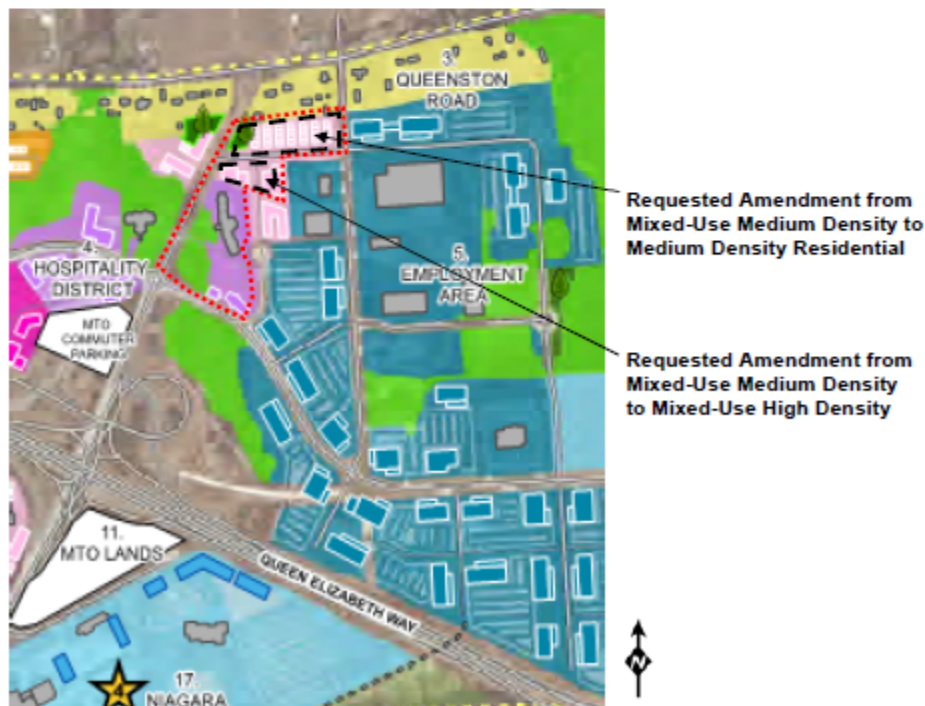
**Glendale Niagara District Plan  
Vancor Development Corp. Land Holdings and Requested Amendment to the Land Use Designation**

The Environmental/Conservation designation is important to protect the natural features that surround the area including the woodland and Six Mile Creek while incorporating them into development plans and preserving the appropriate connections throughout the larger study area. The Proponent is seeking an amendment to a small section of the Environmental/Conservation designation for the internal road connection that traverse westerly from the Glendale Avenue cul-de-sac west of the Hilton Garden Inn and connects to Counsell Street which leads southerly to York Road. The Proponent is not considering amendments to the remainder of the designation at this time and will be subject to further environmental investigations to determine the significance of the natural features and the potential impacts to the function of the ecological systems located on the Proponents lands.

The Mixed-Use designation promotes development that includes more than one type of land use within the same building or on the same site. The associated Medium Density designation allows for denser built form such as townhouses, as well as low-rise and mid-rise apartment buildings. This designation applies to the Proponents land holdings located closer to Queenston Road and it is requested that the Mixed-Use designation be removed and only permit the Medium Density Residential.

The justification to remove the mixed-use type of development is to gradually phase in residential uses from the low density uses along Queenston Road and marginally become denser towards York Road with the mixture of townhouse units and apartment units in the medium – high density designation.

**Map 3 – Requested Amendment: Mixed-Use Medium Density to Medium Density Residential and Mixed-Use High Density**

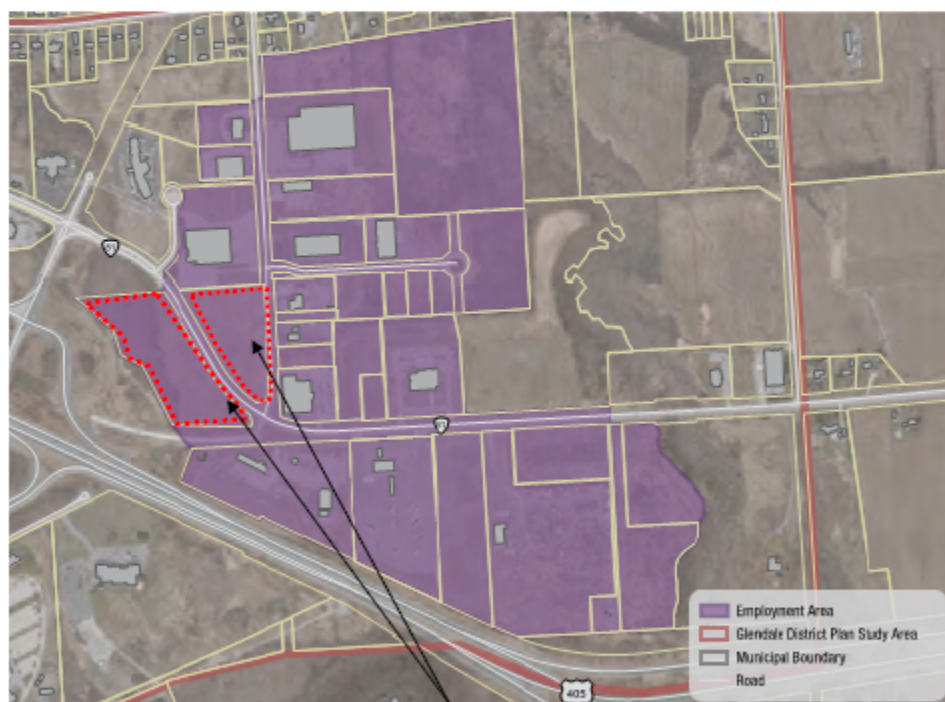


Glendale Niagara District Plan  
Vancor Development Corp. Land Holdings and Requested Amendment to the Land Use Designation

The Hospitality designation is building upon the existing cluster of hotels and provides opportunities for other complementary uses to support the hotels (e.g., restaurants, retail). The Proponent is not considering amendments to this designation at this location since it has easy access to the QEW and caters to the travelling public and promotes more commercial offerings to the surrounding local residents and businesses.

The Employment designation appears to offer an abundance of land and quite possibly attributed to the existing cluster of industrial businesses and employment uses in the area as well as being positioned to benefit from the Niagara District Airport, access to the QEW and close proximity to international borders. However, the Proponent is requesting an amendment to the Employment designation on portions of his land holdings and allow for the Mixed-Use High Density designation instead.

**Map 4 – Requested Amendment: Employment to Mixed-Use High Density**



**Requested Amendment from Employment to  
Mixed-Use High Density**

The requested amendment for the mixed-use would allow for commercial/employment uses on the ground level up to 2 or 3-storeys and high density residential above to the maximum density/height restrictions. The justification for the requested amendment is because there is a higher probability for these lands to become developed with flexibility for residential uses.

**Glendale Niagara District Plan**  
**Vrancor Development Corp. Land Holdings and Requested Amendment to the Land Use Designation**

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The mixed-use designation at these locations will contribute to the reduced dependency on the vehicles and promote the use of alternative modes of travel with the proposed accessible connections with the Regional and local transit systems and active trails and transportation facilities.

The requested amendment is not removing employment opportunities from the area rather offer and support opportunities for people of all ages and abilities to conveniently access necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. This requested amendment is consistent with the PPS 2020 and Growth Plan policies for the creation of complete communities where people can live, work, and play.

In summary, the Proponent has presented to the Regional Council and the Town Council for the requested amendments as they pertain to the land holdings of which generally meet the intent of the Glendale District Plan's vision for driving growth and economic prosperity in this strategic growth area for the Region.

The requested amendments include:

- Change Mixed-Use Medium Density to Medium Density Residential (Map 3)
- Change Mixed-Use Medium Density to Mixed-Use High Density (Map 3)
- Change Employment to Mixed-Use High Density (Map 4)

On behalf of the Proponent, we would like to request a meeting to discuss the next steps on how to apply the requested amendments to the Glendale District Plan.

Sincerely,



Susan Smyth  
Senior Planner

cc: Richard Wilson – Town of Niagara-on-the-Lake  
Gunther Bluesz – Vrancor Developments  
Leigh Whyte – PLW Consulting  
Doug Peters – Quartek Group