



Town of Niagara-on-the-Lake

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REPORT #: CDS-24-182 **COMMITTEE DATE:** 2024-12-03
REPORT TO: COTW-Planning **DUE IN COUNCIL:** 2024-12-10
SUBJECT: Glendale Secondary Plan – Official Plan Amendment (OPA-06-2022)

1. RECOMMENDATION

It is respectfully recommended that:

- 1.1 The Town-initiated Official Plan Amendment (File No. OPA-06-2022) for the Glendale Secondary Plan **BE APPROVED** as detailed in this report, and that the draft Official Plan Amendment, attached as **Appendix III**, be adopted by Council; and
- 1.2 The supporting studies **BE RECEIVED** and **ENDORSED**, including the Glendale Urban Design Guidelines, attached as **Appendix V to Appendix X**, by Council.

2. EXECUTIVE SUMMARY

- This report provides a Staff recommendation to Council regarding an Official Plan Amendment that will update the policies and mapping of the existing Glendale Secondary Plan.
- The Secondary Plan has been prepared to align with and build upon the vision and land use concept established in the Town and Regional council-endorsed Glendale District Plan.
- The planning framework established by the Glendale Secondary Plan will guide decision making about future growth to promote compact development that incorporates a mix of uses and built form within its urban districts and protects the natural and rural features and functions in the area.
- The amendment is supported by the following technical studies: natural heritage/subwatershed study, transportation study, infrastructure study, commercial/employment study, and fiscal impact study.
- Throughout the Secondary Plan process, there has been extensive engagement opportunities, including Public Information Centres, Community Focus Group meetings, Landowner meetings, Technical Advisory Committee meetings, individual meetings, as well as the required prescribed circulation. All input has been considered in the final Secondary Plan as presented.
- Staff recommends approval of the Official Plan Amendment, as detailed in this report, as it conforms to *Planning Act* requirements, is consistent with the Provincial Planning Statement, and conforms to Provincial, Regional, and Town planning legislation.

3. PURPOSE

The purpose of this report is to provide a recommendation to Committee and Council on the Glendale Secondary Plan, an amendment to the Town's Official Plan.

The Official Plan Amendment proposes to replace the existing Glendale Secondary Plan in the Town's Official Plan with updated policies and mapping. The Glendale Secondary Plan establishes a framework for growth and development to the year 2051.

The Glendale Secondary Plan provides long range policy guidance for:

- Land use and built form;
- Transportation, service infrastructure and utilities;
- Public realm improvements and active transportation;
- Protection of the Natural Heritage System; and
- Implementation.

Detailed study work was undertaken and extensive consultation considered to establish the vision and policy framework of final the Secondary Plan.

4. BACKGROUND

4.1 Glendale District Plan

The original Glendale Secondary Plan was approved by Niagara Region in 2011. Since this time, there have been a number of changes to this plan as well as the planning policy framework at the Provincial and Regional levels, and a lack of action to fulfil the plan.

As a result, the Region, in partnership with the Town, undertook the Glendale District Plan to provide high-level guidance for this important growth area. The District Plan was endorsed in 2020 by both the Town of Niagara-on-the-Lake Council and Regional Council, following extensive engagement. The District Plan consisted of a shared vision with key directions for transforming the Glendale area into a mixed use, vibrant, and complete community.

An update to the existing Secondary Plan was identified as the next step to implementing the direction of the District Plan at the local level. At that time, it was identified that any consulting work required to complete the update would be coordinated by Niagara Region on behalf of the Town.

The Region retained a consulting team, led by The Planning Partnership, to lead work on the update to the Secondary Plan. Regional and Town Staff representatives managed the consulting team's work on the project. The endorsed District Plan land use concept and demonstration plan was used as a starting point for the Secondary Plan update.

4.2 Site Description and Surrounding Lands

The Glendale Secondary Plan applies to all lands within the urban area boundary, generally bounded by Queenston Road to the north, Concession 7 Road to the east, the Niagara Escarpment to the south and Homer Road to the west. The Queen Elizabeth Way (QEW) bisects the area and includes the Glendale Avenue interchange. The location of the subject lands is shown on **Map 1** of **Appendix I** to this report.

The subject lands currently contain the Outlet Collection at Niagara, hospitality uses on both sides of the QEW, existing residential development south of Glendale Avenue and along the south side of Queenston Road, and industrial and employment uses north of the QEW.

At the commencement of the Secondary Plan, Niagara College and the Niagara Region Native Centre was included within the plan's study area. The Secondary Plan boundary has been amended to remove these from consideration recognizing that Niagara College maintains its own Campus Master Plan. Consultation with the Niagara Region Native Centre has led to flexible policy which recognizes the use of their land and direction for adjacent land uses as well. Both parcels of land remain within the urban boundary.

The lands surrounding the Secondary Plan area include agricultural and rural residential to the north and east, and the Royal Niagara Golf Club and Niagara Escarpment to the south, and environmental area and the Welland Canal to the west. Glendale is an important gateway of the QEW to Niagara-on-the-Lake, Niagara Falls, Thorold and St. Catharines. The Niagara District Airport is in close proximity to the north.

4.3 Secondary Plan Update Process

The updated Secondary Plan sets out a land use framework for the development of future land uses in this area. The Secondary Plan Update was completed in three phases.

Phase 1 consisted of a background review and identified existing conditions. It focused on tasks related to data collection, interested party, and public consultation, and initiating the component studies. This phase culminated in the Background Report that was shared on the project webpage and via the first PIC. The work in Phase 1 set the basis and understanding of the study area.

Phase 2 considered options to the land use concept, informed by the initial findings of the technical studies, population and employment projections and urban design direction. The second phase focused on resolving the issues affecting the lands. Phase 2 concluded with the presentation and discussion of the revised Land Use Concept, Council workshop and PIC.

Phase 3 is the creation of the policy framework and preferred land use plan for the Secondary Plan. This phase is informed by the final technical studies and input throughout the process. The Secondary Plan is now being presented for formal input at the Statutory Public Meeting.

The Secondary Plan has been informed by various technical studies, including:

- **Background and planning review (Appendix IV)** coordinates all technical studies to ensure alignment and prepare policy direction to ensure the land use direction is realized.
- **Natural heritage/subwatershed study (Appendix V)** reviews the natural heritage features and environmental constraints within the study area. This study includes three main review components: environmental features, stormwater management, and groundwater.

- **Urban design guidelines (Appendix VI)** make recommendations for creating a comfortable, well-designed community and public realm. The urban design direction will balance the land use with high-quality urban design.
- **Infrastructure study (Appendix VII)** reviews existing municipal servicing capacity and identifies any infrastructure upgrades required to implement the proposed land use and population projections.
- **Transportation assessment (Appendix VIII)** identifies the benefits, impacts, accessibility, and infrastructure requirements for all transportation modes in a manner that aligns with projected needs.
- **Commercial/employment lands study (Appendix IX)** assesses the potential market opportunities for new commercial and employment opportunities to serve the existing and future residents and visitors.
- **Financial impact study (Appendix X)** evaluates the growth-related impact of the Glendale study area. The study will assess local and regional municipal capital and operating budget requirements related to the development of the study area and consider the timing of infrastructure and facility investment as it relates to servicing development in Glendale.

Each of these studies is included as Appendices for endorsement by Council. They will continue to be important reference documents for future development applications.

4.4 Glendale Secondary Plan Vision

The plan's vision states that Glendale will be a beautiful, healthy and complete urban community that fulfils its role in the urban structure of the Town and includes a full array of opportunities to live, work, learn and play. Glendale aspires to be a diverse community that is inclusive, accessible, compact and well connected through all modes of travel. Future development in Glendale will put mobility first with a robust transit system, cycling trails and pedestrian routes seamlessly connecting areas north and south of the QEW. Glendale will be framed by connections to green space along the Welland Canal, the creek valleys, the Niagara Escarpment and adjacent agricultural lands. Future development in Glendale will contribute to protecting, integrating and celebrating the natural and rural surroundings reflecting the distinct character of the area.

Policy framework was established based on the following key parameters:

- Design for a complete community with a mix of land uses and full range and mix of housing options.
- Conserve natural heritage features and areas and design appropriate transitions to these areas.
- Provide urban design direction for transitions from higher to lower densities within the community.
- Support for economic development and competitiveness by protecting the employment area for employment uses.
- Provide opportunity for a range of commercial uses through stand alone and mixed-use development as a fundamental part of a complete community.
- Encourage and facilitate the coordinated development, maintenance, and expansion of public service facilities in community hubs and identify potential for future schools and

transit facilities.

- Design for a high-quality public realm to support active transportation, trails, parks and open space.
- Support water and energy conservation, plan for efficient land use and development, support alternative transportation modes and embrace the use of green infrastructure.
- Plan for the impacts of a changing climate and identify actions to reduce greenhouse gas emissions and address climate change adaptation.
- Plan for a well-connected, attractive, and functional multi-modal transportation system with a full spectrum of mobility options.

The vision and key parameters combined will contribute to the evolution of Glendale into a complete, vibrant community with a mix of land use, housing and amenities to support the current and future residents.

5. DISCUSSION / ANALYSIS

Policy and Legislative Framework

The Secondary Plan has been evaluated for consistency and conformity with relevant Provincial, Regional, and local planning policies and legislation, as discussed in the following report sections. Applicable planning legislation and policies are provided in **Appendix II** to this report. The following analysis is based on this policy compilation.

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

Section 2 of the *Planning Act* identifies matters of Provincial interest that Council shall have regard to in carrying out its responsibilities under the *Planning Act*. Subsection 3(5) of the *Planning Act* requires that decisions of Council shall be consistent with provincial policy statements and shall conform with provincial plans that are in effect.

The Secondary Plan supports the matters of provincial interest, is consistent with policy statements, and conform with provincial plans and upper-tier and lower-tier Official Plans, as demonstrated in the analysis provided in the following sections of this report.

Provincial Planning Documents

The subject lands are identified as being within a “Settlement Area” according to the Provincial Planning Statement, 2024 (the “PPS”), and identified as being “Towns/Villages” within the “Protected Countryside” in the Greenbelt Plan.

It is noted that the Provincial Planning Statement, 2024 (PPS, 2024) is a streamlined province-wide land use planning policy framework that replaces the PPS, 2020, and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019, (the “Growth Plan”) and came into effect on October 20, 2024. While the majority of the Secondary Plan work was done under the PPS, 2020 and the Growth Plan policy framework, the Official Plan Amendment has now been reviewed against the PPS, 2024 to ensure conformity.

Niagara Official Plan

Glendale is a “Designated Greenfield Area” under the Niagara Official Plan, 2022 (the “NOP”).

Town of Niagara-on-the-Lake Official Plan, 2017 Consolidation, as amended

The subject lands are located within the Glendale Secondary Plan Area (Special Policy Area A-7). Accordingly, the policies of the existing Glendale Secondary Plan are in force and effect for the subject lands. The Official Plan Amendment proposes to delete the existing Secondary Plan and replace it with the new Secondary Plan document.

The Glendale Secondary Plan will update policies and mapping to ensure alignment with the Council-endorsed District Plan and policies for the Glendale District outlined in the NOP. The subject lands are designated Schedule C and “Greenfield Area” on Schedule I-2 of the Town of Niagara-on-the-Lake Official Plan, 2017 Consolidation, as amended (the “Town OP”), within the Urban Area of Glendale. The Town OP designation is shown on **Map 2 of Appendix I**. While there is no Zoning By-law Amendment contemplated at this time, **Map 3 of Appendix I** reflects the current zoning of the study area.

Town of Niagara-on-the-Lake Proposed Official Plan, 2019

Council adopted a proposed new Official Plan in November 2019. The proposed Official Plan has not been approved and is therefore not in effect but represents Council intent. The subject lands are within the existing 2011 Glendale Secondary Plan in the proposed Town Official Plan.

Policy Analysis Based on Provincial, Regional and Local Planning Documents

Growth and Development

Glendale has been identified by the Region in the NOP as a Strategic Growth Area (“SGA”). The PPS, 2024 defines an SGA to mean within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. An SGA has the highest priority for development to accommodate significant population and employment growth, and is planned to become a complete, vibrant mixed-use community. It is also intended to be a primary location for major public service facilities, major institutional uses, high density and mixed-use development, office, commercial, and recreation uses. The NOP includes similar policy for SGAs, as well as a similar definition.

The Glendale SGA is to be planned by secondary plan and achieve a minimum density target of 100 persons and jobs per hectare. As an SGA, this Secondary Plan is intended to guide growth and development in Glendale to the year 2051. It is understood that Glendale will evolve over the time horizon of this Plan to achieve the vision outlined in the Plan, and transform into an integrated mixed-use community, to be developed at higher densities than exist today. The land use established in the Plan forecasts a population to approximately 14,000 people. At an average mid-rise household size of approximately 2.23, this would require approximately 5,700 households.

Employment projections are based on the commercial market demand analysis, planned densities within the employment area, the opportunity for intensification on current employment lands, expansion plans by Niagara College, and the need for other population serving jobs (e.g., education, government, recreation, institutional, and related employment) to support

future residential growth. In total, the future employment potential at build-out is estimated at approximately 9,200 or a growth of approximately 4,000 jobs.

This is a significant increase in both population and employment. These forecasts will contribute to meeting the minimum targets of the SGA and will provide the critical mass for attraction of neighbourhood commercial uses, support public service facilities and community uses, attract employment uses, and contribute to a range and mix of housing options.

Housing

As noted above, Glendale is expected to accommodate a significant number of new housing units. Housing policies direct for a diverse housing stock with a range of tenures, sizes, types, and supports to be made available to meet the needs of our communities. The Secondary Plan policies encourage mid to higher density housing types, styles, tenures and affordability characteristics to meet the economic requirements and affordability needs of a growing and diverse population.

In line with Provincial and Regional policy direction, the Secondary Plan permits and facilitates all housing options to meet the requirements of current and future residents. It provides policy direction for innovative housing options, affordable housing, collaboration amongst housing partners, and direction for streamlining process.

Infrastructure

Urban growth and development must be connected to municipal servicing and planned on the basis that capacity is available to support this growth. As part of the Secondary Plan work, GM BluePlan (GMBP) was retained to complete a study to review the water, wastewater, and stormwater Area Servicing Plan. GMBP also completed an assessment to inform a preferred servicing strategy and provide a comprehensive and cost-effective infrastructure plan to accommodate development.

Through this review, it was determined that existing water and wastewater infrastructure can generally service the Glendale Study Area to build-out. New water and wastewater servicing extensions and connections can be designed and constructed as part of the proposed development application works with confirmation of depth/location and capacity of existing infrastructure. Existing stormwater infrastructure can service the southwest portion of the Study Area. New storm sewers and stormwater management facilities for development sites in the northeast portion of the Study Area can be designed and constructed as part of proposed development application works. Provisional storm sewers may be required in the northeast to accommodate future high-density development, and can be constructed as part of future road improvements/urbanization projects.

Fire flow in the Study Area can be provided by the existing trunk watermains. Local mains can supply fire flows to new developments with looping of proposed watermains to be encouraged as part of future development applications detailed engineering design.

The Glendale Study Area is located within three subwatersheds, draining to Six Mile Creek, Eight Mile Creek, and Welland Canal. A separate Subwatershed Study has also been completed to support the Secondary Plan (further detailed later in this report). It was determined that the existing infrastructure in southeast of QEW has sufficient capacity to service this portion of the Study Area. In the northeast portion of the Study Area, conceptual locations for stormwater management (SWM) facilities were identified. Storm sewers and SWM facilities can be designed and constructed as part of the proposed development application works.

Monitoring of all systems should be conducted as development occurs, and the capacity of the infrastructure reviewed as part of the creation of a Master Servicing Plan (“MSP”) and any future updates. This will ensure timing of planned area capital projects reflects the best available information and future MSPs and associated Development Charges programs are updated to meet the evolving requirements of the Glendale Secondary Plan area.

Transportation Assessment

The PPS, 2024 directs that transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs. Efficient use of the existing and planned infrastructure should also be evaluated through a Transportation Assessment.

LEA Consulting Ltd. (LEA) was retained to undertake a Transportation Assessment as part of the Glendale Secondary Plan. The Transportation Assessment reviewed the current and future conditions to identify the transportation network needed to serve the proposed land uses and forecasted population.

The final land use concept incorporates a network of new streets through the proposed employment and mixed-use areas. The proposed network forms a series of connections to facilitate new development and provide opportunities for multi-modal movement, and site access. Combined with new active transportation connections and potential for higher-order transit under the 2051 horizon, this network enhances the study area’s connectivity and encourages greater opportunity for multi-modal travel.

The assessment also considered the design of streets to ensure they are planned and designed to balance the needs and safety of all road users. A review of the Niagara Region Complete Streets Design Manual and Niagara-on-the-Lake urban design and engineering guidelines was undertaken to develop recommended cross-sections for the Glendale community. A Transportation Demand Management Strategy was developed to ensure the successful implementation of initiatives that may result in more efficient use of the transportation system, reduce automobile use, and increase the use of active and sustainable modes of transportation. Various land use, pedestrian, cycling, transit, and parking management strategies are recommended throughout the Secondary Plan policies and Urban Design Guidelines to support a shift to more sustainable travel modes.

A future Transit Hub is considered for the Glendale area to support inter- and intra-Regional transit opportunities. As Glendale’s population and employment numbers grow, transit will be

important for connecting Glendale to the municipality, the Region and beyond. A feasibility study and future environmental assessment is required to determine the location, size, function, and scale of the future Transit Hub. For this reason, a Potential Regional Transit Hub Symbol has been applied to four separate properties on the land use schedule. Any development which occurs in proximity to the location of the Potential Regional Transit Hub Symbol prior to the planning for this facility shall demonstrate how transit will be supported and accommodated. Flexibility is provided within the policies to ensure that the Regional Transit Hub facility may operate as a stand-alone facility that is acquired and developed by the Niagara Region Transit Commission, or it may be part of a mixed-use development that is developed as part of an agreement between the landowner/developer and the Niagara Region Transit Commission. The policies indicate that the symbol will remain on the Plan for 5 years following the Plan's approval to allow time for the Transit Commission to confirm and plan for the transit hub site. The Town and Region will continue to engage with the Niagara Region Transit Commission to advance this initiative to ensure that the appropriate transit infrastructure is available to support the compact, mixed-use development planned for the Glendale community.

Public Service Facilities, Parkland and Schools

The PPS, 2024 directs that public services facilities shall be provided in an efficient manner to accommodate projected needs. Public service facilities should be planned to be strategically located and/or co-located with one another, along with parks or open space and other facilities (i.e., schools).

A future Community Centre location is identified as a symbol on the land use schedule. Given the projected future population, the Glendale community will require public service facilities. The Community Centre will provide a centralized location to serve the current and future population. The intent will be to incorporate uses such as library space, recreation space, meeting rooms, and other community uses. The Community Centre, which must be acquired by the Town, has been identified within the parkland block adjacent to the existing stormwater management facility. The specific location, size and configuration of the Community Centre site is to be determined through the subsequent approval processes and the municipality shall budget accordingly.

The Secondary Plan identifies a hierarchy of public parkland to recognize existing public park space elements that have already been established in Glendale, and to identify important new elements of a parkland system to be established as development occurs over time. The parkland network consists of Public Parkland, larger neighbourhood parks, and smaller open spaces such as urban parks/squares, pocket parks and connecting links. It is also the intent that parkland be fully integrated and connected to the other elements of the pedestrian realm and active transportation network.

A large parkland block has been identified adjacent to the stormwater management facility. The location of this parkland will provide an east-west green connection from the main street, with a linear green connection to Homer Road. The land use plan reflects a change to the parkland block from what was presented previously. The recognition of over dedication of parkland has adjusted the park block to a narrower connection to Homer Road, to be

incorporated into the future development plan. While this is not reflected in the accompanying studies, the change is considered minor to the review and does not impact on the recommendations of these studies.

Urban parks/squares are also identified through the Plan. These urban park spaces are moderately-scaled, commonly associated with higher intensity mixed use and residential areas, and support neighbourhood-oriented social opportunities. The intent is for these centrally located greenspaces to be incorporated as part of future development applications.

Schools are included in the definition of public service facilities. The land use schedule identifies two potential School Location Symbols that prioritize proximity to residential neighbourhoods. The detailed location, size and configuration of each school site is to be determined through the subsequent development approval processes. Through engagement with the four school boards (Public, Catholic, French Public, and French Catholic), the Town has received confirmation from the Niagara Catholic District School Board that they have interest in an elementary school site within the Plan area. The policies indicate that the symbol will remain on the Plan for 5 years following the Plan's approval to allow time for the school board to confirm and plan for the school site. All school boards will continue to be circulated and engaged through the future development applications in the Glendale Secondary Plan area.

Natural Heritage and the Environment

The PPS, 2024 states that natural features and areas shall be protected for the long term. The diversity and connectivity of natural features should be maintained, restored or, where possible, improved. The Plan provides extensive policy direction for natural heritage areas, including protection of features and areas, enhancing biodiversity, connectivity, and encouraging measures to mitigate climate change.

The Secondary Plan is supported and informed by a Subwatershed Study ("SWS") prepared by WSP E&I Canada Ltd. A subwatershed study "considers existing development and evaluates impacts of any potential or proposed land uses and development; identifies hydrologic features, areas, linkages, and functions; identifies natural features, areas, and related hydrologic functions; and provides for protecting, improving, or restoring the quality and quantity of water within a subwatershed."

The recommended Natural Heritage System (NHS) for the Glendale Secondary Plan area has been developed following a comprehensive review of background information, and completion of original field surveys, as part of the Glendale SWS.

The core Work Plan of the SWS process has been structured to be carried out in three (3) phases, as follows:

- Phase 1: Subwatershed Characterization and Integration,
- Phase 2: Impact Assessment,
- Phase 3: Management, Implementation and Monitoring Plan

The purpose of Phase 1 (Subwatershed Characterization and Integration) of the SWS is to gain a better understanding of the state, health and general character of the subwatershed. Reviews of existing studies and reports, fieldwork and, where appropriate, modelling has been undertaken, in order to understand the baseline of conditions related to the following key components: Hydrology/Hydraulics, Hydrogeology, Water Quality, Stream Morphology and Aquatic and Terrestrial Resources. These components have been considered and assessed as part of this report to characterize the subwatershed areas of interest.

Phase 2 (Impact Assessment) involves evaluating the impacts of future planned urbanization of the land use plan, as prescribed by the Secondary Plan. Working targets and preliminary management strategies to address potential impacts associated with future development, as related to the natural environment and stormwater, are developed. Watercourses and natural heritage features are assessed and given a constraint ranking, followed by an overall net rating. Any refinements to the Region's NHS are identified and discussed during this phase.

Phase 3 (Management, Implementation and Monitoring Plan) formalizes the recommendations for water management, including traditional and low impact development practices, as well as specifics related to environmental management, including parameters for stream stability and terrestrial and aquatic system protection and enhancement. This process also includes developing an implementation and monitoring plan, to provide further direction on the implementation procedures related to the plan recommendations, including priorities, specific policies, need for follow-on studies and related study requirements.

Appendix A to the Secondary Plan provides a summary of the SWS phases, how each phase is built on the previous, the recommendations for the environmental protection designation, buffers, supporting feature and areas, linkages, adjacent lands overlay, and consolidates mapping to guide any further environmental studies in the area. The information from the SWS was also reviewed and incorporated by the GMBP team through infrastructure review for stormwater management.

The Secondary Plan implements the direction of the SWS through the land use designations which protect the natural environment and conserve biodiversity, as well as through the general principles for promoting sustainability, resiliency, and a response to a changing climate. The Plan promotes intensified and higher density development in support of a future centralized transit system and robust active transportation network. Secondary Plan policies are complemented by the attached Urban Design Guidelines that will identify a host of opportunities to encourage the incorporation of green building standards/technologies and green infrastructure in support of enhanced sustainability and resiliency throughout Glendale.

Employment and Commercial Needs

The PPS, 2024 states that planning authorities shall plan for, protect and preserve employment areas for current and future uses, and ensure that the necessary infrastructure is provided to support current and projected needs. It defines an 'employment area' as: *"Those areas designated in an official plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. An employment area also*

includes areas of land described by subsection 1(1.1) of the Planning Act. Uses that are excluded from employment areas are institutional and commercial, including retail and office not associated with the primary employment use listed above.” Within this new policy framework, the intent of employment area protection has changed to only include areas designated entirely for traditional, core employment uses, and not areas also designated for offices, major institutional uses etc.

urbanMetrics was retained to conduct a Commercial and Employment Land Needs Analysis in support of the Secondary Plan land use and policy framework. The purpose of the Commercial and Employment Land Needs Analysis is to assess how commercial, and employment uses within Glendale can be best positioned to serve residents, attract businesses, and build upon Glendale’s strategic industrial and locational advantages.

The Glendale employment area is identified as the Glendale Momentum District, a knowledge and innovation employment area employment area typology, on Schedule G of the NOP. This classification recognizes the proximity to and opportunity for synergy with Niagara College, the outlet mall, the visibility to the QEW, and the proximity to the border. Knowledge and innovation employment areas are planned to accommodate higher density type employment uses, such as research and development and offices use. The ‘Industrial/Business Park’ designation in the Plan permits, among other uses, office and major office uses and institutional and major institutional uses.

Given the potential higher job-generating employment uses, the target density for the Glendale Momentum District is 60 jobs per hectare. This target is considerably higher than currently exists in the area. In addition to the employment area designated in the NOP, are other employment lands identified in the Glendale area which are locally significant. These include the lands occupied by Niagara College, and some lands on the north side of the QEW west of Glendale Avenue.

In addition to the jobs generated and allocated to the employment area, jobs are also currently found within the Outlet Mall, hospitality uses, and service commercial uses. Jobs forecasted to Glendale consider the potential expansion of these uses, the addition of more neighbourhood commercial uses, and recognition for home business and work-form-home factors.

Glendale Secondary Plan policy states that the conversion of lands within the Industrial/Business Park designation to non-employment generating uses is not encouraged. This is not a requirement in the PPS, 2024; only that they must meet the criteria listed in the PPS policy (2.8.2.5). A policy has been included in the Secondary Plan that does not encourage conversion and requires the criteria to be met.

The NOP contains a site-specific policy for the lands located west of Townline Road, north and south of York Road in the employment area. The policy states that “through the Glendale Secondary Plan update, technical studies may support adjusting the types of uses permitted or adjusting the boundary of Glendale Momentum District Employment Area for the identified area provided there is sufficient justification to support modification to the Region’s satisfaction.” As part of the Secondary Plan work, the Region and the Town considered the change in uses permitted and the boundary through review of the urbanMetrics study and

other supporting information. It was determined that the lands should remain as part of the employment area for employment generating uses due to their proximity to other employment uses and the potential for incompatibilities with non-employment uses, ultimately affecting the overall viability of the other employment uses; their location (i.e. adjacent to the Queen Elizabeth Way, and having frontage on York Road, a Regional arterial road); and their need to contribute to the employment area density target, as it was predicted through the Commercial and Employment Land Needs Analysis that current market conditions make it unlikely that the Glendale Momentum District will achieve the 60 jobs per hectare target allocated in the NOP.

The employment projections are based on the commercial market demand analysis, planned densities within the Glendale Momentum District, the opportunity for intensification on current employment lands, expansion plans by Niagara College and the need for other population serving jobs (e.g., education, government, recreation, institutional, and related employment). Growth in jobs/employment will support future residential growth and provide opportunities for residents to live and work in the Glendale community.

Land Use Compatibility

The PPS, 2024 provides policies regarding planning around major facilities and sensitive land uses to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

Major facilities are defined in the PPS, 2024 to mean facilities which may require separation from sensitive land uses. In term of Glendale, this includes airports, manufacturing uses, transportation infrastructure and corridors, and industries.

These policies have been considered in the interface of development along the QEW, in the interface of the employment area with the existing and potential future residential uses on adjacent lands, and with regard to the proximity of the Niagara District Airport and impacts on building height. The Secondary Plan includes policies which require proposals for new uses within the Industrial/Business Park Designation, as well as new uses in proximity to the Industrial/Business Park Designation, as well as new sensitive uses in proximity to lands within the Industrial/Business Park Designation and/or existing industrial uses, to address compatibility and mitigate any adverse impacts, as applicable.

Airport Zoning Regulations

The NOP contains policy direction for airports to be protected from incompatible land uses and development.

Glendale is located approximately 3 kilometers to the south of the Niagara District Airport lands. A large portion of the Glendale area is subject to the Transport Canada – Airport Zoning Regulations (the “AZR”) and the Obstacle Limitation Surfaces of TP312 – Aerodome Standards and Recommended Practices. The AZR limits the height of all temporary and permanent buildings to 140 metres above sea level. An exemption to the AZR for height purposes requires approval from Transport Canada. The entirety of the Glendale urban area is

within the airport area of influence as shown on NOP Schedule J1. Conflict between the airport lands and surrounding land uses shall be minimized.

Building height restrictions and the proximity of the Niagara District Airport have been examined through the Secondary Plan work. An airport review completed by consultants AviaNG was undertaken to identify specific development restrictions imposed by the AZRs. The results of this study are shown on Schedule 2 – Building Heights. The airport review analysed the grade at specific points across the Plan area and provided recommendations for the buildings heights in both storeys and metres. It is noted that any equipment that may penetrate the AZR height limitation also requires permission from Transport Canada.

The building height restrictions of the Airport Zoning Regulation apply unless a permanent exemption to the in-force Airport Zoning Regulation has been granted by Transport Canada, in which case the maximum building height shall not exceed the height specified within the granted exemption.

In recognizing Glendale as a Strategic Growth Area with centralized facilities and amenities, the desire is to have mid to higher density built form. The Secondary Plan sets out an enhanced building heights schedule (Schedule 2B) which identifies areas that may be considered for taller buildings. The Town may consider taller and denser buildings in the identified locations, subject to confirmation from Transport Canada that additional height and/or density can be appropriately accommodated on the subject site without any undue impact on airport operations. Further, proposals with taller buildings shall be implemented through an Amendment to this Plan, and any implementing Zoning By-law may be subject to an 'H' Holding Provision, requiring authorization from Transport Canada.

In addition to the requirements of Transport Canada, for a development site to achieve the identified maximum height or density, as identified on Schedule 2B, the Town shall be satisfied that the building is compatible with, and can be sensitively integrated with, or transitioned to residential uses in Low-Rise built forms. In these circumstances, the Town shall require supporting studies, such as shadow, wind and privacy assessments, as well as an urban design brief which demonstrates how the proposed development represents high-quality and context sensitive design that implements policies of this secondary plan.

Staff and the project team had many discussions with representatives at the Niagara District Airport. Further, a group of Town staff, Council representatives, and Transport Canada and Nav-Canada staff met to discuss the AZR, future study work, the vision for the airport and for the Glendale area. Staff will continue to engage with the participants in the working group to continue discussions on the airport review and how it might affect the build out of the study area.

Healthy Communities

All levels of planning policy recognize that designing and building healthy communities which encourage active lifestyles, varied housing options, social connections, protection of the

natural environment and access to clean air, water, and healthy food will improve overall physical and mental health of its residents.

A fundamental principle of the Secondary Plan is to be a healthy community that is accessible and connected, and inclusive with diverse mobility options and a range of housing options. Glendale will be a community where diversity is celebrated, residents are engaged, socially connected, and have equitable access to housing, support services and cultural activities.

Urban Design

Glendale is supported by a comprehensive set of Urban Design Guidelines (“UDG”) that will guide development of the public and private realm, as well as sustainability measures. Good urban design plays a valuable role in improving the function of development sites, and by extension, to the community at large by emphasizing safety, comfort, and livability.

Urban design guidelines are intended to guide site development to achieve a desired level of prescribed quality in both the public and private realms. The chapters of the Urban Design Guidelines are broken down as follows.

Public Realm: Public Realm guidelines are related to the design of elements within the public realm, including the design of streets, active transportation, parks, trails, gateways, streetscape design elements, street trees and landscaping, and stormwater management facilities. Guidance is also provided for the interface with natural heritage features and their role as defining character elements in Glendale.

Private Realm: Private Realm guidelines are related to built form, building design and site organization and design within the private realm. They provide guidance on the design of specific residential, commercial and mixed use, employment, and institutional building types. General Guidelines for All Development, site planning, low-rise buildings, mid-rise buildings, commercial and mixed-use buildings, employment areas, and institutional and community services.

Green Infrastructure and Buildings: Sustainable Buildings and Infrastructure guidelines apply to both the private and public realm and are related to energy and water conservation, waste management, green infrastructure and building practices, and urban agriculture. green building and sites, energy conservation, water use and management, air quality, bird-friendly design, material resources and solid waste, urban agriculture, tree planting, and stewardship and education.

The UDG will be used to evaluate future development applications to ensure that the vision and design principles are achieved throughout the urban design elements of the Glendale community. The Glendale Secondary Plan Urban Design Guidelines are to be read in conjunction with and complement the objectives and policies of the Secondary Plan, Official Plan, the Town of Niagara-on-the-Lake Zoning By-law, and other guidelines or standards, such as the Engineering Design Criteria.

Feedback on the UDG was solicited from the Urban Design Committee (“UDC”) in November 2023. The UDC provided the comments on the following areas:

- Transportation related matters, including the Road Cross-Section for Collector Roads, Streetscape Elements, Sidewalks
- Gateways
- Sustainability related matters, including Active Transportation, Green Infrastructure and Buildings, Energy Conservation, Tree Planting and Stewardship and Education
- Watercourses and natural heritage
- Stormwater Management Facilities
- Private Realm Guidelines, including Small Buildings and Building Heights
- Additional requests and comments for consideration included support for the sustainability section of the guidelines, consideration for stronger language, a need to define/formalize terminology, and more examples from Niagara-on-the-Lake within the document.

This feedback taken by Town and Regional Staff and was provided to the study team for incorporation into the final document.

Conditionally Approved Development

Town Council approved Official Plan Amendments (“OPA”) for three developments in within the Glendale area in 2024.

- Modero Estates: OPA No. 91 which redesignated the lands from industrial to medium and low density residential for the development of 389 single detached dwellings, on-street townhouses, block townhouses and apartments (above commercial uses).
- York Road and Airport Road: OPA No. 93 which redesignates the subject lands to “Hospitality Precinct (EX-HP-02)” to permit residential uses in conjunction with commercial uses, limit the maximum building heights, and enables the use of a Holding (H) symbol respecting an exemption to the Airport Zoning Regulation. OPA No.93 permits an 8-storey hotel and a 10-storey residential apartment building; and
- White Oaks: OPA No. 95 which redesignates the lands to site-specific “Village Centre (EX-VC-01)” to permit an increased building height, additional commercial uses, reduced setbacks to Taylor Road and Glendale Avenue, increased density, the provision of internal public amenity space, and enables the use of a Holding (H) symbol respecting an exemption to the Airport Zoning Regulation. OPA No. 95 permits one 25-storey landmark building along Taylor Road and maximum heights of 17 to 25 storeys for all other buildings located on the southern portion of the subject lands.

The Modero Estates Plan of Subdivision has been reflected in the policy and land use plan for the Secondary Plan. The York Road and White Oaks OPAs are reflected in the increased building heights policies of the Plan.

Summary

Based on the analysis contained in this report, Staff recommend approval of the draft Official Plan Amendment for the subject lands, a copy of which is attached as **Appendix III** to this report. The Secondary Plan addresses all levels of policy and provides a vision and framework

for the evolution of the Glendale to a complete community. The OPA represents good planning.

Consultation

In preparation of the Glendale Secondary Plan, Town staff, in partnership with Niagara Region staff, hosted three Public Information Centre (PIC) meetings on the following dates:

- November 7, 2022
- June 21, 2023
- August 14, 2024

The first PIC meeting introduced the Glendale Secondary Plan Update and provided background on the project and work completed to that point, as well as an overview of the next steps of the project. The second PIC meeting provided a project update and confirmed the draft land use concept. The final PIC meeting presented attendees with the draft secondary plan content and key recommendations from the background and technical studies. Each PIC was well attended, and participants had an opportunity to ask questions and provide feedback at each meeting.

In addition to the PIC meetings, staff also hosted two community focus group meetings. The meetings were held on June 19, 2023, and June 20, 2024. Five community members attended each meeting, where project information was shared, and participants provided staff with feedback. The purpose of the community focus group was to gather initial feedback, understand local perspectives, and make any adjustments to the plan or policies prior to presenting it at the larger PIC.

A Technical Advisory Committee (TAC) met four times over the course of the project to review and provide comments on each phase of the secondary plan. TAC members included staff from Niagara Region and the Town, as well as various external agencies (including the City of St. Catharines, Niagara Peninsula Conservation Authority (NPCA), Niagara College, Metrolinx, Ministry of Transportation (MTO), Ministry of Municipal Affairs and Housing (MMAH), Niagara District Airport, Niagara Escarpment Commission (NEC), St. Lawrence Seaway Corporation, School Boards, Niagara Region Transit Commission, and Infrastructure Ontario/HydroOne.

Staff also hosted group landowner meetings to discuss the project with landowners in the secondary plan area. Meetings were held on November 7, 2022, June 14, 2023, and May 27, 2024. Through these meetings landowners were provided with updates on the project and had the opportunity to ask questions and provide input.

A report regarding initiation of the Secondary Plan was provided to Council on September 12, 2022. On January 17, 2023, a presentation was made to Council outlining the results of Phase 1 of the Secondary Plan. A workshop was held for Town Council, to provide an update on the Glendale Secondary Plan update process, on September 25, 2023.

On November 22, 2023, the draft Urban Design Guidelines were presented to the Town's Urban Design Committee. A statutory public meeting was held on October 15, 2024 to present the final secondary plan to Council and members of the public.

Individual meetings were held throughout the secondary plan process with Niagara College, Niagara Region Native Centre, and representatives of the Outlet Collection at Niagara.

Staff also provided information to the Indigenous communities and treaty holders through the process. Primarily reaching out through email to provide project information and offer opportunities to meet/discuss. With the exception of a meeting with Metis representatives, no meetings were requested.

Town Departments

Town departments provided the following comments on the Glendale Secondary Plan OPA:

Department	Comments	Response
Property Tax	<ul style="list-style-type: none"> • No issues or concerns 	<ul style="list-style-type: none"> • No action required
Operations	<ul style="list-style-type: none"> • No comments on servicing • Recommend future corridor study consider Virgil and Old Town, ensure connections to Glendale Secondary Plan area • Consider addition of active transportation link on Concession 7 Road • Clarification on alignment of proposed road extension on Westwood Court • Recommend development of urban design standards and guidelines for the municipality that are compatible with Glendale • Item 8.2.3 b) New SWM facilities – provide controls on invasive species including cattails and phragmites. Request for more information. 	<ul style="list-style-type: none"> • No action required • Transportation Assessment statement on future corridor study has been updated • Schedule 4 has been updated to include a future active transportation link on Concession 7 Road • Revised Schedule 4 to align proposed road with Westwood Court allowance • No action required • Policy updated to add detail.
Parks and Recreation	<ul style="list-style-type: none"> • Recommend larger parks over pocket parks, to direct Town resources to one space with higher value amenities. • Concern that minimizing surface parking at the proposed community 	<ul style="list-style-type: none"> • Parks can largely consist of privately owned publicly accessible spaces that are not operated/maintained by the Town • The policies state that surface parking should be minimized,

Department	Comments	Response
	<p>centre may result in more costly underground parking or garages</p> <ul style="list-style-type: none"> • Mapping corrections identified for Niagara-on-the-Green (trails, streetscape and stormwater management ponds) 	<p>but do not prohibit surface parking for a community centre</p> <ul style="list-style-type: none"> • Requested mapping changes have been made to Schedule 4
Corporate Services	<ul style="list-style-type: none"> • Reviewed Fiscal Impact Assessment and agreed with the findings. • Taxes may decrease, but only under certain, limited circumstances that are typically very rare. • Glendale will see a large increase in assessment, typically driven by new development. The more that occurs at the same time, the more will be recognized as increases in property tax revenues and other user fees. At this time, it's difficult to assess how much will occur when, and although there will be some increased activity, it likely won't be all at once. There are also timing considerations as to when MPAC can accurately assess these properties and put them on the assessment roll. MPAC's service target is to return 85% of assessments that have received occupancy within the first year. • The benefit of growth will lead to a tax decrease if no new significant levels of spending are introduced to service Glendale. This would include infrastructure spending and general day-to-day operations: <ul style="list-style-type: none"> • parks maintenance • Roads maintenance • Fire and emergency services • Programming and facilities: Community centres, libraries, or other recreational amenities like tennis courts or pools • Winter operations 	<ul style="list-style-type: none"> • No action required

Technical Advisory Committee and External Agencies

The TAC was engaged throughout the creation of the Secondary Plan. The following comments represent input received through the formal prescribed circulation of the draft OPA:

Agency/TAC Member	Comments	Response
Bell Canada	<ul style="list-style-type: none"> No comments 	<ul style="list-style-type: none"> No action required
Niagara Peninsula Conservation Authority	<ul style="list-style-type: none"> Supportive of subwatershed study and secondary plan policies Provided update on permitting process regarding buffer requirements in watercourses 	<ul style="list-style-type: none"> No action required Policies revised to reflect update.
Infrastructure Ontario and Hydro One Networks Inc	<ul style="list-style-type: none"> Provided clarification on preferred terminology and language No objection to new roadway infrastructure, but noted that roads proposed on hydro corridors must be reviewed by Hydro One Networks Inc. 	<ul style="list-style-type: none"> Policy language revised where applicable No response required
Niagara Escarpment Committee	<ul style="list-style-type: none"> No comments 	<ul style="list-style-type: none"> No action required
Niagara College	<ul style="list-style-type: none"> As the College is exempt from the secondary plan, they have no comments. 	<ul style="list-style-type: none"> No action required
Enbridge Gas	<ul style="list-style-type: none"> No objection to secondary plan but reserves the right to amend or remove conditions for future development applications 	<ul style="list-style-type: none"> No action required
Niagara Catholic District School Board	<ul style="list-style-type: none"> Supportive of secondary plan policies including: co-location of educational facilities with other community services; promotion of walkable, interconnected neighbourhoods; focus on active transport and pedestrian connectivity; and potential school site locations identified Identified need for one elementary school in the area, based on populations projections. Recommend early and ongoing collaboration between Town and school board 	<ul style="list-style-type: none"> No action required No action required

Agency/TAC Member	Comments	Response
St. Lawrence Seaway Management Corporation	<ul style="list-style-type: none"> Recommend that the capacity along Glendale Avenue is reviewed as part of a future corridor study between the western edge of the study area and Merritt Street 	<ul style="list-style-type: none"> No action required
Niagara Region	<ul style="list-style-type: none"> No objection. Staff have reviewed the draft amendment and have confirmed that the amendment is exempt from Regional approval. 	<ul style="list-style-type: none"> No action required

Public

Members of the public have had an opportunity to review and provide comments on the Glendale Secondary Plan. Comments and questions raised throughout the consultation process are summarized in the table below.

Theme	Comments/Questions	Response
Natural Heritage	<ul style="list-style-type: none"> Questions about the function of the Environmental Protection Areas 	<ul style="list-style-type: none"> The Environmental Protection Areas limit development and the buffer areas trigger Environmental Impact Studies (EIS). The areas can be refined through individual EIS.
Socio-Economic	<ul style="list-style-type: none"> Questions about the following: <ul style="list-style-type: none"> plans for schools in the area ensuring area has adequate public facilities impact on taxes for residents grocery stores and other retail increased growth and density 	<p>The school boards have been consulted throughout the project. The school boards are responsible for planning and acquiring school sites, and the secondary plan allows for schools to be built in Glendale.</p> <p>The secondary plan identifies potential future sites for public facilities. It also includes policies that direct the Town to implement specific tools (e.g., parkland dedication by-laws or a community benefits charge strategy) to secure these public facilities. After the plan is approved, the Town will decide how to implement these tools to ensure these facilities are attained.</p> <p>A fiscal impact study was conducted to assess how the planned growth would affect the Town's finances. The study found that the future build-out would generate more revenue through property taxes, development charges, and</p>

Theme	Comments/Questions	Response
		<p>parkland dedication. While it's unclear how the secondary plan will impact individual property assessments, the growth in Glendale would broaden the Town's tax base.</p> <p>The secondary plan permits grocery stores and other retail uses in various locations, such as in the Mixed-Use and Regional Commercial designations. The planned growth in Glendale could attract businesses by providing a larger customer base.</p> <p>The Provincial government has projected significant growth in Ontario, particularly in the Greater Golden Horseshoe Area. In Niagara, Glendale has been identified as significant growth centre for a long time. In this regard, Glendale is required to achieve a density of at least 100 people and jobs per hectare by 2051 under the Region's Official Plan.</p>
Transportation	Questions about anticipated impacts on traffic	Individual road reconstruction projects including Municipal Class Environmental Assessments will determine the exact cross-sections, watercourse crossings and intersection configurations.
Stormwater Management	<p>Concerns about increased impervious surface area, flooding and increased runoff and erosion, as well as climate change impacts on stormwater management.</p> <p>Issues related to flooding of properties along Queenston and Townline Road</p>	<p>A subwatershed study was conducted as part of the secondary plan to assess natural and hydrologic features in Glendale. The plan includes policies requiring future developments to manage stormwater runoff effectively, with large-scale projects requiring a stormwater management plan. Protecting significant natural features will help mitigate climate change impacts.</p> <p>Staff have discussed the issue with the landowner and performed a site visit. Ongoing review will be undertaken.</p>

Theme	Comments/Questions	Response
Built Form and Design	<ul style="list-style-type: none"> • Questions about the following: <ul style="list-style-type: none"> ○ building heights, the Niagara District Airport and potential for future height increases ○ the function and implementation of the Urban Design Guidelines ○ consideration of district energy 	<p>The height limits in the secondary plan align with the Niagara District Airport's zoning regulations. Any development exceeding the height limits in the secondary plan would require an Official Plan Amendment, which would involve public consultation. If Transport Canada amends the Airport Zoning Regulations, the secondary plan would need to be updated accordingly.</p> <p>It is a statutory document included under the Planning Act and is part of the Official Plan. It is implemented through zoning and site plan approvals.</p> <p>There are policies in the secondary plan encouraging district energy systems.</p>
Procedural	Questions about the timeline for development	The timeline for build out is unknown and driven by the private sector. The private sector can be incentivized to expedite development if desired. This would require action on behalf of the Town.

Landowners

Landowners in the Glendale Secondary Plan area were engaged throughout the planning process and submitted comments on the final secondary plan. These comments have been summarized in the table below.

Theme	Comments	Response
Height and Density	<ul style="list-style-type: none"> • Supportive of enhanced building height schedule • Do not support the requirement for Official Plan Amendment to increase height and noted that indicated heights are too restrictive. • Request additional • Request additional height consideration on the enhanced building heights schedule. • Do not support policy that considers enhanced contributions for public 	<ul style="list-style-type: none"> • No response required • The height limits in the secondary plan align with the Niagara District Airport's zoning regulations. Any development exceeding the height limits in the secondary plan would require an Official Plan Amendment, which would involve public consultation. If Transport Canada amends the Airport Zoning Regulations, the secondary plan would need to be updated accordingly. • No additional heights were added to Schedule 2B.

	<p>service facilities or public service facilities, sustainability measures, streetscape elements and/or attainable/assisted housing</p> <ul style="list-style-type: none"> • Concern that maximum density values have not been accommodated for the heights identified on the enhanced building height overlay 	<ul style="list-style-type: none"> • Relevant policy (Policy 5.1.6(f)) has been removed • Enhanced densities would be appropriately considered through the Official Plan Amendment that is required to achieve "Enhanced Building Heights"
Parks and Public Service Facilities	<ul style="list-style-type: none"> • Concern about overcontribution by landowners of parkland and public service facilities • Concern that there is unequal distribution of public facilities in Glendale Secondary Plan Area 	<ul style="list-style-type: none"> • The dedication of parkland has been reviewed and the area adjusted to maintain a narrower park connection to Homer Road. • It is appropriate to site public facilities in areas with significant residential development to serve that population.
Commercial Space	<ul style="list-style-type: none"> • Request flexibility on ground floor commercial space requirements for buildings not on the main street 	<ul style="list-style-type: none"> • Schedule 1 revised
Transit Hub	<ul style="list-style-type: none"> • Concern about location of transit hub 	<ul style="list-style-type: none"> • The symbol identifies the Transit Hub as "Potential" for consideration. If the subject site is selected, appropriate arrangements will need to be made for securement with the landowner.
Land Use Policies	<ul style="list-style-type: none"> • Concern that policies will result in the generation of more commercial space than needed. Request that the secondary plan encourage but not require ground floor commercial uses in Mixed-Use Area I and Mixed-Use Area II. • Request for policies to allow for expansion of existing uses (subject to appropriate studies) 	<ul style="list-style-type: none"> • Non-Residential uses at ground level include much more than retail, restaurants and service commercial uses. • See enhanced policy 6.5.2 b) regarding permitted uses. Also, see section 9.4.1 regarding existing uses, which are already permitted to expand.
Urban Design Guidelines	<ul style="list-style-type: none"> • Urban design guidelines should include guidelines for taller buildings beyond 7-storeys in height. 	<ul style="list-style-type: none"> • Design guidelines for taller buildings are an appropriate inclusion in support of the Official Plan Amendment required to achieve "Enhanced Building Height"

Inclusionary Zoning	<ul style="list-style-type: none"> Do not support policy that suggests inclusionary zoning may be implemented when permitted by Provincial policy 	<ul style="list-style-type: none"> This policy is included as an empowering policy should the legislative framework change in the future.
Glendale Avenue Extension	<ul style="list-style-type: none"> Designate the lands at the terminus of Glendale Avenue as New Residential to allow for future development 	<ul style="list-style-type: none"> Lands are owned by Niagara Region. Should ownership change, it would be up to the new landowner to prepare an Official Plan Amendment to facilitate appropriate development forms, including, potentially, its use as a road.
Employment	<ul style="list-style-type: none"> Concern about restriction of some lands to employment uses only 	<ul style="list-style-type: none"> The secondary plan contains policies outlining the process for conversion of lands to non-employment uses, including demonstration of need for the conversion and that the lands are not required over the long term for employment purposes

Comments received during the formal prescribed circulation period are attached as **Appendix XI**.

6. STRATEGIC PLAN

The content of this report supports the following Strategic Plan initiatives:

Pillar

1. Vibrant & Complete Community

Priority

1.1 Planning for Progress

Action

1.1 b) Planning for Progress Initiatives

7. OPTIONS

- 7.1 Option 1: Council approve the Glendale Secondary Plan and endorse the supporting studies. **(Recommended)**
- 7.2 Option 2: Council refer the Glendale Secondary Plan and supporting studies back to Staff for specific reasons or with specific direction for additional information. This option is not recommended as the Secondary Plan has proceeded through the phased process with a number of opportunities for input. It has been thoroughly reviewed and input considered. *(Not Recommended)*
- 7.3 Options 3: Council refuse the Glendale Secondary Plan. This option is not recommended for the same reasons set out in Option 2. *(Not recommended)*

8. FINANCIAL IMPLICATIONS

urbanMetrics was retained to complete a Fiscal Impact Assessment in support of the Secondary Plan. The purpose of the study was to determine the growth-related impact of anticipated future development on the capital and operating budgets of Town of Niagara-on-the-Lake and Niagara Region as a result the Secondary Plan

The assessment calculated the one-time revenues from development charges and building permits, as well as ongoing revenue impacts on municipal and regional operating costs and capital infrastructure costs. At current rates, it would generate an estimated \$72 million in development charge revenues for the Town and \$80 million for the Region, as well as roughly \$12 million in building permit fees. For ongoing impacts, it was estimated the proposed Secondary Plan would generate approximately \$1.8 million in annual net revenues at full build-out for the Town and \$1.0 million for the Region. These surpluses would be applied to cover replacement costs of the infrastructure needed for the Secondary Plan. Overall, it was determined that the Secondary Plan would have a positive fiscal impact for both the Town and the Region.

The assessment outlines a number of fiscal tools/strategies the Town could implement to recoup additional funds to support future development in the Glendale area, including a Community Benefits Charge (CBC). The Town would need to complete a separate Community Benefits Strategy before implementing a CBC in the Secondary Plan area.

9. ENVIRONMENTAL IMPLICATIONS

The Glendale Secondary Plan is supported and informed by a subwatershed study. Environmental protection areas, as well as buffers, have been identified in the Plan. The adjacent lands overlay will ensure that additional study is required through future development applications. Environmental implications have been addressed throughout this report.

10. COMMUNICATIONS

As noted in the Region's correspondence, given the extensive involvement of the Region, the Secondary Plan OPA is exempt from Regional approval.

Once Council has made a decision on the OPA, notice of the decision will be given as required in the *Planning Act*. The decision of Council is subject to a 20-day appeal period. If no appeals are received during the appeal period, the decision of Council is final.

Recent changes to provincial legislation have been made through Bill 185 and third-party appeals are restricted.

11. CONCLUSION

Community and Development Services Staff recommend approval of the Official Plan Amendment, as detailed in this report, since the amendment meets Planning Act requirements, is consistent with the Provincial Planning Statement, and conforms with the Niagara Official Plan, and Town Official Plan. The Secondary Plan represents the successful collaboration between the Town and the Region to complete a large, very complex project that will guide growth and development to achieve the vision of transforming Glendale into a complete community.

12. PREVIOUS REPORTS

- Glendale Secondary Plan Update – CDS-22-073
- Glendale Secondary Plan Update and Project Charter – CDS-23-007
- Council Workshop Meeting – September 25, 2023
- Urban Design Committee – Glendale Secondary Plan Urban Design Guidelines – CDS-23-254
- Public Meeting Information Report – Glendale Secondary Plan – Official Plan Amendment (OPA-06-2022) - CDS-24-168

13. APPENDICES

- **Appendix I** – Location Maps
- **Appendix II** – Planning Legislation and Policies
- **Appendix III** – Official Plan Amendment – Glendale Secondary Plan – with appendices
- **Appendix IV** – Glendale Secondary Plan document, November 26, 2024
- **Appendix V** – Glendale Subwatershed Study Memo, October 30, 2024
- **Appendix VI** – Glendale Urban Design Guidelines, November 20, 2024
- **Appendix VII** - Glendale Secondary Plan Update Area Servicing Plan (Water, Wastewater, and Stormwater Servicing), prepared by GM Blue Plan, October 30, 2024
- **Appendix VIII** - Glendale Secondary Plan Update Transportation Assessment – Future Conditions, prepared by LEA Consulting, November 2024
- **Appendix IX** - Glendale Secondary Plan Population, Commercial and Employment Analysis, prepared by Urban Metrics, February 28, 2024
- **Appendix X** - Glendale Secondary Plan Fiscal Impact Assessment, prepared by Urban Metrics, March 28, 2024 (updated October 30, 2024)
- **Appendix XI** – Comments received through the prescribed circulation (agency and public)

Due to the size of the documents, the complete Glendale Scoped Subwatershed Study Final Phase 1 Report – Subwatershed Characterization, Phase 2 Report – Impact Assessment, and Phase 3 Report – Implementation and Management Plan, prepared by WSP, August 2024, has been posted to the project webpage - <https://www.notl.com/business-development/projects-initiatives/glendale-secondary-plan>

Respectfully submitted:

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