



# Planning & Urban Design Rationale

**524 York Road**  
Town of Niagara-on-the-Lake

**Prepared For**  
Niagara York Road Inc.

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Job Number

2332-2

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# Table of Contents

1 Introduction	1	5 Planning & Urban Design Analysis	37
2 Site & Surroundings	4	5.1 Land Use	38
2.1 The Subject Site	5	5.2 Aeronautical Assessment & Building Height	40
2.2 Area Context	7	5.3 Required Amendments	41
2.3 Immediate Surroundings	8	5.4 Environmental Impact Study	43
2.4 Transportation Context	11	5.5 Noise	44
3 Proposal	12	5.6 Transportation	44
3.1 Description of the Proposal	13	5.7 Servicing	45
3.2 Key Statistics	15	5.8 Wind	45
3.3 Required Approvals	15	6 Conclusion	46
4 Policy & Regulatory Context	16		
4.1 Overview	17		
4.2 Provincial Planning Statement (2024)	17		
4.3 Region of Niagara Official Plan (2022)	19		
4.4 Niagara-on-the-Lake Official Plan	22		
4.5 Glendale Secondary Plan Update (Not in Effect)	30		
4.6 NEW Official Plan (Not in Effect)	33		
4.7 Town of Niagara-on-the-Lake Comprehensive Zoning By-law 4316-09	34		
4.8 Glendale Secondary Plan Update Urban Design Guidelines	36		





This Planning and Urban Design Rationale report has been prepared in support of an application by Niagara York Road Inc. to amend the Town of Niagara-on-the-Lake Official Plan and Comprehensive Zoning By-law 4316-09, in order to permit the development of the southern portion a large 2.83 hectare site located on the north side of York Road, east side of Glendale Avenue, and west side of Counsell Street and known municipally as 524 York Road.

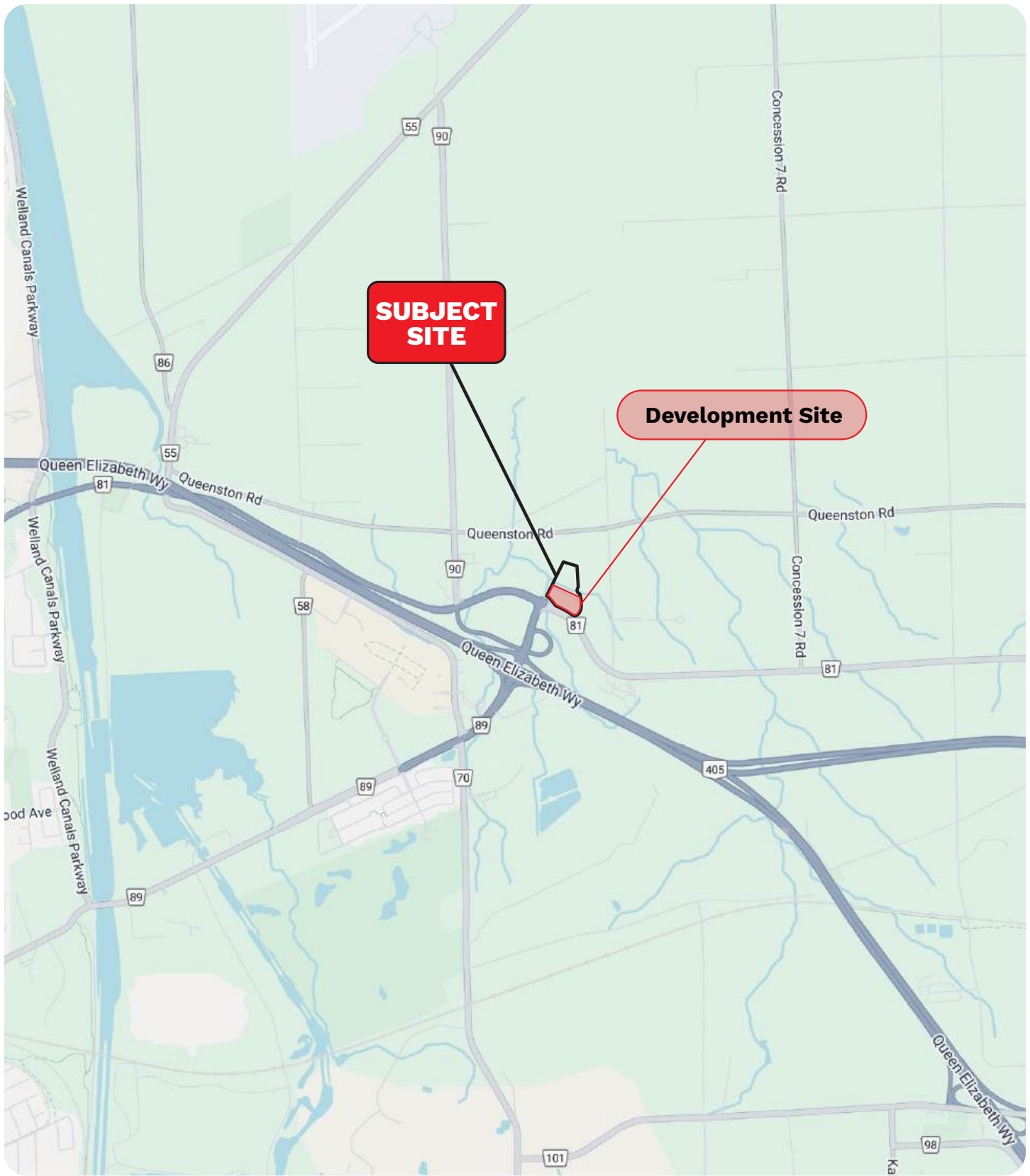




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# Introduction





**Figure 1 - Location Map**



This Planning and Urban Design Rationale report has been prepared in support of an application by Niagara York Road Inc. to amend the Town of Niagara-on-the-Lake Official Plan and Comprehensive Zoning By-law 4316-09, in order to permit the development of the southern portion a large 2.83 hectare site located on the north side of York Road, east side of Glendale Avenue, and west side of Counsell Street and known municipally as 524 York Road (the "**subject site**").

The north half of the subject site is already developed with two 6-storey hotels (Staybridge Suites and the Holiday Inn Express) centrally located within the Phase 1 development site surrounded by surface parking. A private road, which travels east west and connects from Glendale Avenue to Counsell Street, provides the boundary between the existing Phase 1 development and the proposed development on the southern portion of the subject site. The Phase 1 development was facilitated through OPA 69 and the RC1-15 zoning, which applies to the subject site.

The "**Development Site**" is 14,634 square metres in size and located south of the east-west private road. The proposal is to develop the Development Site with a 10-storey hotel building at the corner of York Road and Counsell Street and two 1-storey restaurant buildings along the west end of the Development Site. The buildings are located along the boundaries of the site with surface parking in the centre. The "Conservation" designated lands have been delineated and proposed to be maintained as natural heritage system lands.

The proposal seeks to advance the Town's vision for a Hospitality District by adding new hotel and restaurant uses to support the local economy and add new employment opportunities. The proposal will also develop a vacant and underutilized site in a strategic growth area with uses that are permitted and in a built form that aligns with the urban vision for Glendale.

The report concludes that the proposed development is in keeping with the planning and urban design framework established by the applicable planning documents, specifically the Provincial Planning Statement, the Niagara-on-the-Lake Official Plan including the Glendale Secondary Plan, as well as the relevant urban design guidelines. In addition, the proposed development is consistent with the evolving planning policy framework including the Glendale Secondary Plan Update and New Official Plan, both of which are approved but not in effect.

From a land use perspective, the proposed development will contribute to the achievement of numerous policy directions promoting the development of underutilized sites in the urban area, particularly in locations that are well served by municipal infrastructure. The subject site is located within Glendale, which is identified as a strategic growth area and the Town's primary area to accommodate its planned growth. In this regard, the proposal is in keeping with Provincial, Regional and Town policies, which provide strong support for development, including new employment generating uses, in strategic growth areas.

From a built form and urban design perspective, the supporting Urban Design Brief concludes that urban design form and pattern of development appropriately addresses local, Regional, and Provincial policy and guideline objectives; fits within the emerging and planned urban design structure in Glendale, and the addition of hardscape and landscape elements and additional landscaping creates an entrance and presence to the community.



An aerial photograph of a suburban area, including residential streets, houses, and a large wooded area. A semi-transparent red overlay covers the entire image. In the center-left, there is a white circle with a red border containing the number '2'. To the right of the circle, the text 'Site & Surroundings' is written in white.

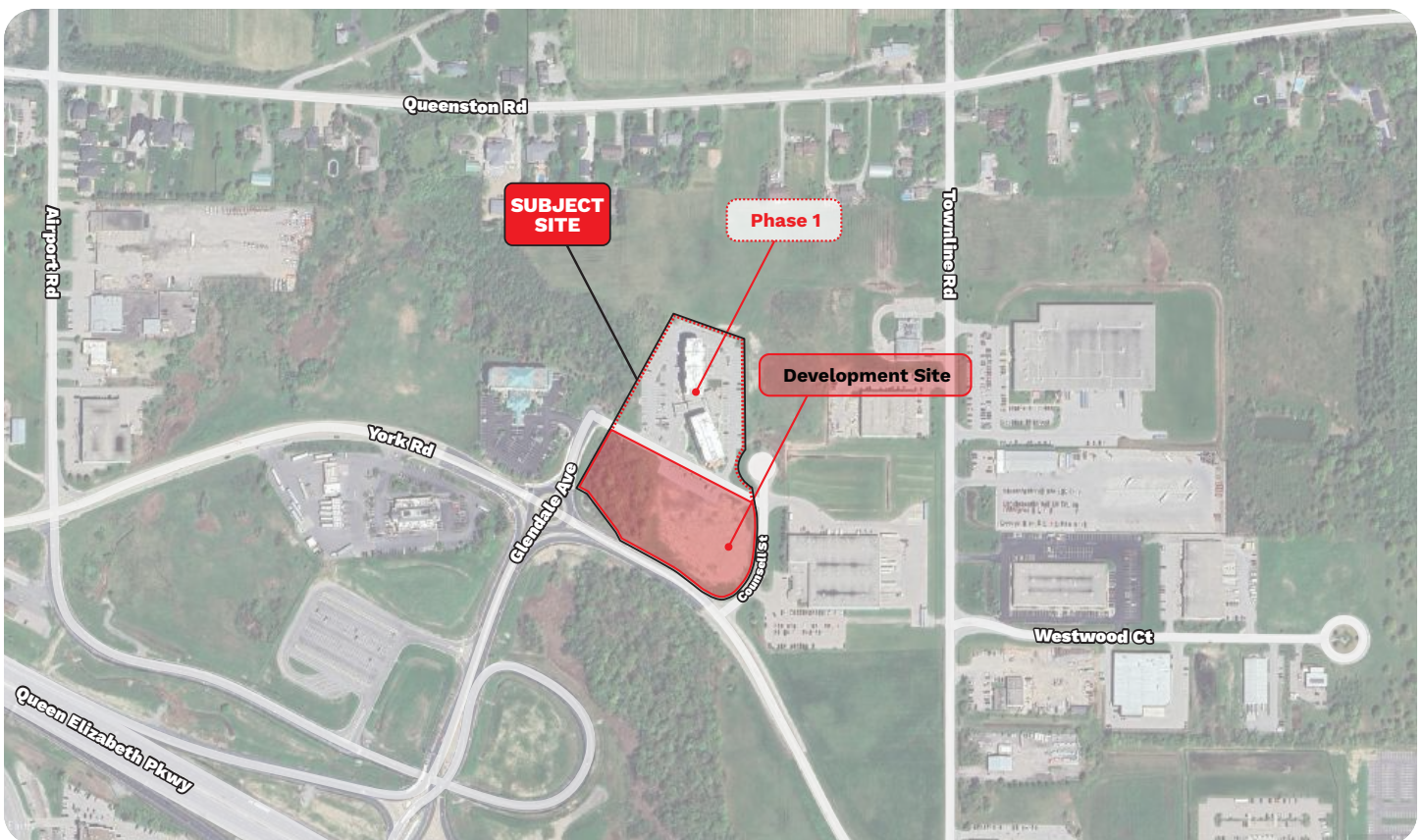
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## Site & Surroundings



## 2.1 The Subject Site

The subject site is located on the north side of York Road, between Glendale Avenue and Counsell Street in the Glendale Community of Niagara-on-the-Lake. The large (2.83 hectare) triangular shaped site has frontages of approximately 179.1 metres along York Road 187.9 metres along Glendale Avenue, and 159.6 metres along Counsell Street. The north half of the site is developed with two 6-storey hotels (Staybridge Suites and Holiday Inn) connected by a 1-storey central lobby and surrounded by surface parking. The site is divided by a central private road that separates the existing hotels (north half) from the vacant development parcel, which is the subject of the applications. The vacant portion of the site (the "**Development Site**") is generally rectangular in shape and partially developed with a surface parking area that accommodates approximately 15 vehicles. Natural heritage system lands occupy the western portion of the Development Site, while the remainder of the site, including the existing surface parking area, is the subject of the development applications. (see **Figure 2**, Aerial Photo).



**Figure 2 - Aerial Photo - Site Context**





Subject Site Looking Northwest from Counsell Street



Subject Site Looking Southeast from Glendale Avenue



Subject Site Looking North from York Road



Subject Site Looking South from Private Road



500 York Road Looking Northwest



524 York Road Looking North



## 2.2 Area Context

The Glendale Community is one of the Town’s five urban communities within a primarily rural municipality and context. Glendale contains the bulk of the Town’s industrial employment lands as well as hospitality, commercial, major institutional and low-rise residential uses. Glendale has historically been an activity node, given its access to the QEW Highway. However, the Town has continued to plan for the intensification of Glendale. Official Plan Amendment 32 to the Town’s Official Plan (“**OPA 32**”), provided a planning policy framework that seeks to intensify and expand the range of uses in Glendale to 2031. In 2018, the Region and the Town sought to update the Glendale Secondary Plan and approved the Glendale District Plan, which provided additional guidance on the development of the Glendale Community, specifically related to capturing much of the Town’s planned growth to 2051. The Glendale District Plan has paved the way for an updated Secondary Plan, which the Town recently approved but is not yet in effect. The evolving planning policy framework is intended to guide development in Glendale to 2051 and it provides that Glendale will see significant change to the plan’s horizon through the urbanization and intensification of Glendale.

### Development Activity

In line with the evolving planning policy framework, Glendale accommodates a number of development applications for a range of uses and built forms as outlined in **Table 1** below.

**Table 1 - Development Activity within Glendale**

Address	Status	Type	Height (ST)	Density
253 Taylor Road (White Oaks Resort)	Approved	Mixed-Use	17, 18, 21 & 25	1.3 FSI
West Side of Concession 7 Road, North of York Road	Approved	Mixed-Use	4	24.89 units/hectare
North Side of York Road, East of Airport Road	Approved	Mixed-Use	3, 8, & 10	0.31 FSI



## 2.3 Immediate Surroundings

To the **north** of the subject site is vacant lands including the extension of Glendale Avenue. North of the vacant lands are single detached dwellings on large lots that front on to Queenston Road. Further north, on the north side of Queenston Road are rural lands comprised of large farm parcels some with single detached dwellings and farm buildings.

To the **east** of the subject site is an industrial business park with low-rise industrial buildings. Immediately east of the Development Site, on the east side of Counsell Street, is a one-storey Purolator facility with surface parking and a large loading area accommodating large transport vehicles (550 York Road). Further east, on the east side of Townline Road is a single-storey manufacturing building surrounded by surface parking (Rugged Books Inc., 303 Townline Road). Further east is the current location of the Niagara EMS Fleet & Logistics division, Mobile Integrated Health and ambulance station (2 Westwood Court) which operates from an expansive single-storey building.

On the south side of Westwood Court is a single storey building occupied by a contracting and construction company with associated open storage (353 Townline Road). East of the construction building and yard, there are three more buildings along Westwood Court. Located at 1 Westwood Court is an industrial building with two units, an auto parts store and a winemaking supply store. East of 1 Westwood is a single-storey building occupied by a special events decor store (7 Westwood Court), and a single-storey industrial building that is currently vacant (9 Westwood Court).



342 Townline Road Looking Northeast



To the north of Westwood Court, there are additional single-storey warehouse buildings with access of Townline Road. To the south of Westwood Court on the east side of Townline Road, is a single-storey building and associated storage (285 Townline Road), and a single-storey warehouse building (590 York Road). To the east of the warehouse building located at 590 York Road, is a single-storey building occupied by a teacher's union (620 York Road), and a two-storey government office building (630 York Road) and a community church (880 York Road).

Further east along the west side of Concession 7 Road, is a 23-hectare site that received planning approval on February 27, 2024, to permit the development of 55 single-detached dwellings, 121 on-street townhouses and 204 block townhouses, as well as a 4-storey commercial building with residential dwellings units above (West Side of Concession 7 Road, North of York Road).

To the **west** of the subject site is a 5-storey hotel building, branded as Hilton Garden Inn (500 York Road). South of the Hilton Garden Inn, on the opposite side of York Road, is a fast-food restaurant, gas station and carpool lot (495 York Road). Further west, on the north side of York Road, is a 4.8 hectare site that received planning approval on May 28, 2024, to permit the development of three 3-storey hotel suites and one 8-storey hotel, and one 10-storey residential apartment building (North Side of York Road, East of Airport Road). West of these lands, at the intersection of York Road and Airport Road, is an automotive warehouse (343 Airport Road).



495 York Road Looking Southeast



To the **south** are additional lands associated with Six Mile Creek, which abuts the on-off ramp to the QEW known as the Glendale Interchange. Directly east of the Six Mile Creek lands, on either side of York Road, are two vacant parcels of land (2.4 hectares and 3.8 hectares respectively) that are also owned by Owner. Immediately south of these vacant lands (the southern parcel) is a private driveway and lands used for a radio and telecommunications tower. East of this property, along the south side of York Road is a maintenance yard run by Miller Group (571 York Road), a Husky gas station, travel centre and truck stop (615 York Road), and a crane rental facility (657 York Road).

South of the QEW, on the east side of Glendale Avenue is Niagara Emergency Medical Services Headquarters (101 Lampman Court), and the Niagara College Niagara-on-the-Lake campus (135 Taylor Road). On the west side of Glendale Avenue is a 5.85-hectare site that currently contains the White Oaks Resort and Spa, 253 Taylor Road. Official Plan Amendment and Zoning By-law Amendment applications for the site at 253 Taylor Road were approved by the Town Council on June 25, 2024, to permit two mixed-use buildings and two residential buildings ranging in height from 17 to 25 storeys. West of White Oaks is the Outlet Collection at Niagara shopping mall (300 Taylor Road).



495 York Road Looking South



550 Counsell Street Looking East



## 2.4 Transportation Context

### Road Network

The subject site has frontage on three (3) public streets, which are described as follows:

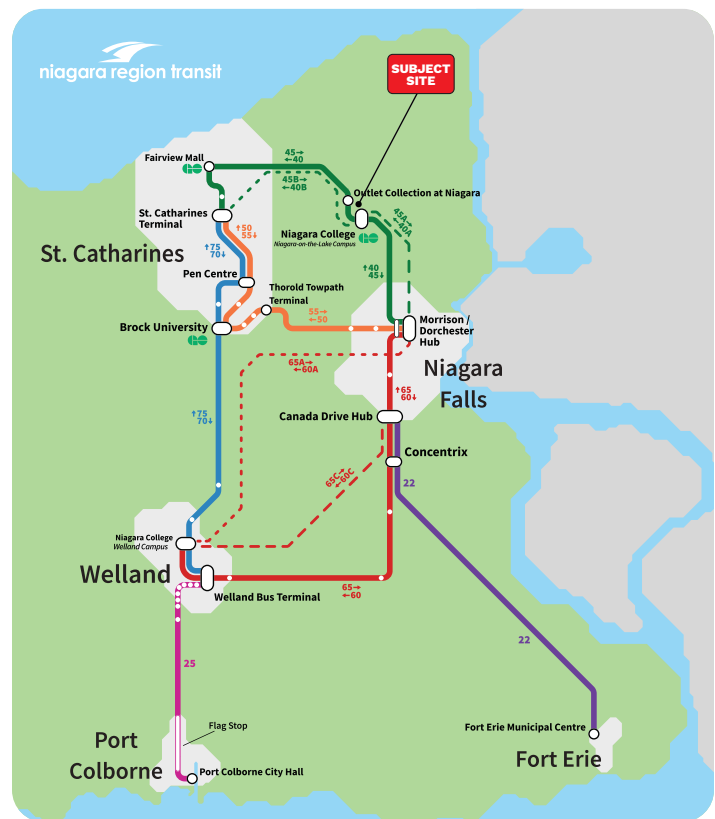
- Glendale Avenue is a Regional Arterial Road, as identified on Schedule I-5 of the Town's Official Plan. It has an existing right-of-way width of approximately 36 metres. It has been recently updated and includes a turning circle intersection at York Road, one lane of vehicular travel in each direction, and sidewalks on both sides of the street. Based on the Town's Official Plan, no further road widenings are required.
- York Road is a Regional Road, with an existing right-of-way width of 26.2 metres as identified on Schedule I-5 of the Town's Official Plan. It has recently been updated and includes a central median that extends across the site's entire York Road frontage. It also includes one lane of vehicular traffic in the westbound direction and two in the eastbound direction. No sidewalks exist on either side of the street. No further road widenings are required.
- Counsell Street is a local road with an existing right-of-way width of approximately 20 metres. Counsell Street includes two lanes of vehicular travel, one in each direction, with no sidewalks on either side. No further road widenings are required.

The subject site is highly accessible by vehicle, given its proximity to the Queen Elizabeth Way with connections throughout the region and beyond.

### Transit Network

The subject site is currently serviced by GO bus transit services, with the nearest GO bus stop located at the Niagara College campus approximately 950 metres to the south. Another GO bus stop is located at the Niagara Shopping Mall (300 Taylor Road).

As shown on the Niagara Region Transit Regional Routes System Map (see **Figure 3** below), the main bus route that services Glendale is a route that travels between St. Catharines and Niagara Falls, with stops at Niagara College and the Niagara shopping mall. This route generally operates between the hours of 7 a.m. and 11 p.m., with service approximately every 15 minutes on weekdays, and hourly on Saturdays.



**Figure 3** - Niagara Region Transit: Regional Routes System Map





3

Proposal



### 3.1 Description of the Proposal

The proposal seeks to expand the Hospitality Precinct with the development of a 10-storey hotel building and two 1-storey commercial buildings on the Development Site. The proposal will create 207 new hotel rooms with accessory uses, a 220 square metre 1-storey commercial restaurant building and a 336 square metre 1-storey commercial restaurant building located at the edges of the Development Site. The new development will result in 11,373 square metres of gross floor area ("**GFA**"), including 556 square metres of commercial/retail GFA, which results in an overall density of 0.77 FSI.

A summary of the proposal is set out below and illustrated on **Figure 4 – Site Plan**.

#### Hotel Building

A 10-storey mid-rise hotel building (30.58 metres, plus rooftop parapets and mechanical equipment) located along the east property line of the Development Site. The proposed hotel building is generally a rectangular shaped building located in the south-east corner of the site and provides generous setbacks to York Road (3 metres) and Counsell Street (Minimum of 2.62 metres), given the curved alignment of Counsell Street, which provides for a significant amount of space for landscaping, and outdoor patio areas.

The ground floor of the hotel building includes a large registration and open lounge area as well as a dining hall and buffet restaurant for the hotel guests. The ground floor also includes a fitness and indoor pool, guest laundry, hotel offices, laundry, elevators and a meeting room. A portion of the ground floor projects beyond the remainder of the building to the east. The remainder of the building, floors 2 to 10 contain all 207 hotel suites. Overall, the hotel building has a total GFA of 10,817 square metres.

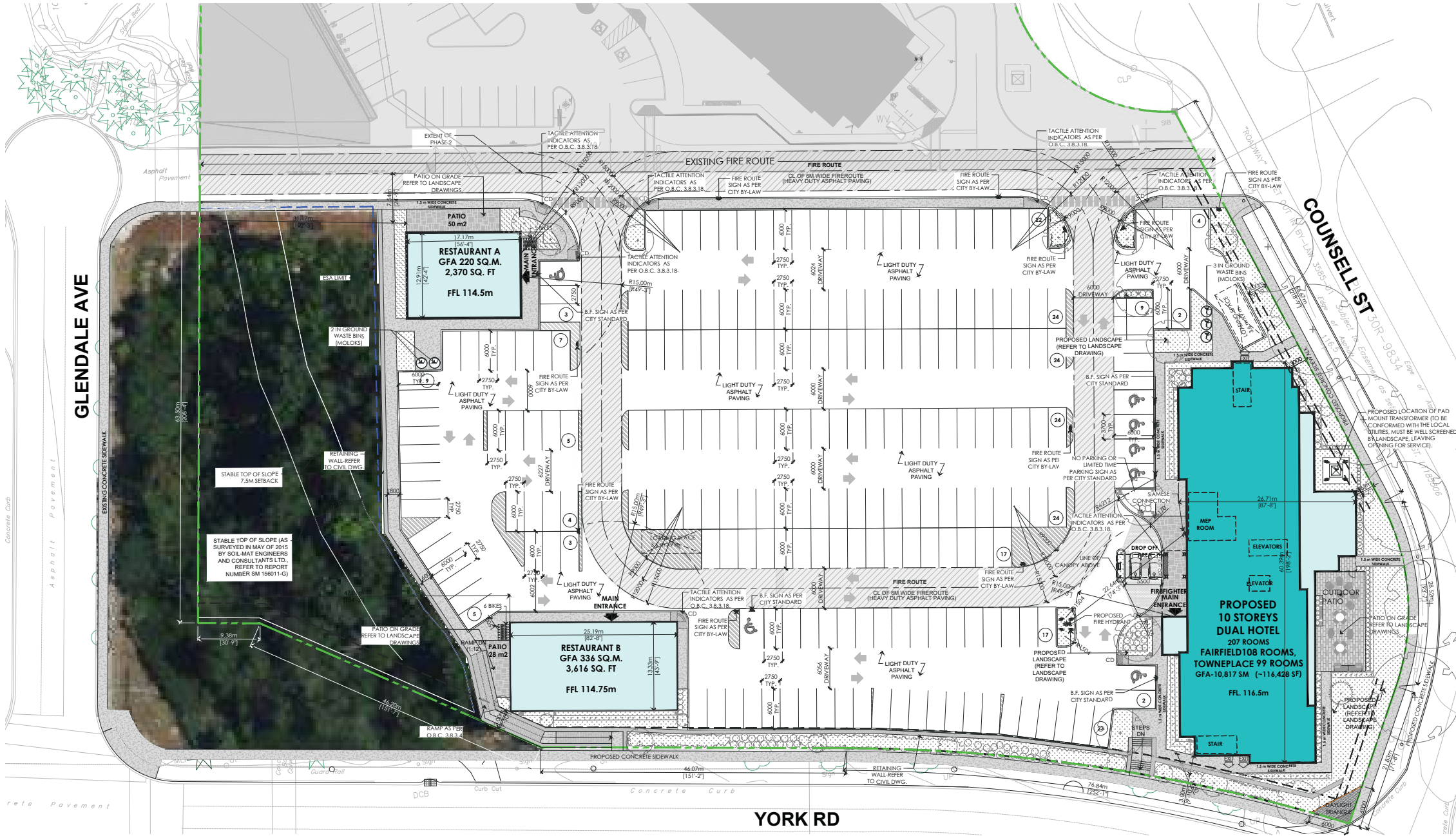


Figure 4 - Site Plan (Prepared by Mataj Architects Inc.)



## Commercial Building A

Commercial Building A is proposed as a 1-storey restaurant located in the north-west corner of the Development Site adjacent to the natural heritage system lands. It is setback 6 metres from the private lane to the north and 31.17 metres to the west property line and 5.5 metres from the natural heritage system lands. It includes a 50 square metre outdoor patio area between the building and the private lane. Generous sidewalks are provided around the entire building, which provides access to the abutting streets and parking areas.

## Commercial Building B

Commercial Building B is also proposed as a 1-storey restaurant located in the south-west corner of the site adjacent to the natural heritage system lands and fronting onto York Road. It is setback 3 metres from the south property line and 47.01 metres to the west property line. A 28 square metre outdoor patio area is proposed to the west of the building between it and the natural heritage system lands. There is a grade change from the building to York Road. Sidewalks are proposed along the building's east, north and west boundaries, which connect to the abutting streets and surface parking areas.

## Parking, Bicycle Parking and Loading

The proposed surface parking area is located centrally between the hotel buildings and the two restaurant buildings. A total of 254 parking spaces are proposed, including 7 accessible parking spaces.

With respect to bicycle parking, a total of 11 bicycle parking spaces are proposed. Five bicycle parking spaces will be provided adjacent to Commercial Building A and 6 bicycle parking spaces will be provided adjacent to Commercial Building B.

Two 3.6 metre by 9 metre loading spaces will be provided. One located on the north side of the hotel building, and one to the north of Commercial Building B.

## Site Circulation

Vehicular access is provided from the private road, north of the Development Site. It includes two driveway accesses that connect to all three buildings. Pedestrian circulation is provided along the boundary of the site. A new 1.5 metre wide sidewalk already exists on the south side of the private road. New public sidewalks are proposed along the north side of York Road and west side of Counsell Street. A new 1.8 metre wide with ramps are proposed along the west part of the Development Site adjacent to the natural heritage system lands. These sidewalks provide a comprehensive system that connects all buildings to the abutting streets and to each other.



## 3.2 Key Statistics

### Key Statistics

A summary of the proposed statistics is set out in **Table X** below:

**Table 2 - Project Statistics**

<b>Site Area</b>	<b>14,634 sq. m</b>
<b>Total Gross Floor Area</b>	<b>11,373 square metres</b>
Hotel Building	10,817 square metres
Restaurant A	220 square metres
Restaurant B	336 square metres
Density	0.77 FSI
<b>Height</b>	
Hotel Building	30.58 metres
Restaurant A	5.0 metres
Restaurant B	5.0 metres
Total Hotel Rooms	207 rooms
Total Vehicular Parking	254 parking spaces
Total Bicycle Parking	11 bicycle spaces
Loading Spaces	(2) 3.6 metre by 9 metre loading spaces

## 3.3 Required Approvals

In our opinion, the proposal conforms with the Town of Niagara-on-the-Lake Official Plan and is permitted by the Hospitality Precinct designation. However, an Official Plan Amendment is required to amend the Glendale Secondary Plan to increase the permitted height beyond what is permitted in the Secondary Plan.

The proposal also requires an amendment to the Town of Niagara-on-the-Lake Comprehensive Zoning By-law 4316-09, as amended, to create a site-specific exceptions to increase the permitted height, and to revise other performance standards as necessary to permit the proposed development.

An application for Site Plan Approval will be submitted at a later date.





4

# Policy & Regulatory Context



## 4.1 Overview

As set out below, the proposal is supportive of numerous policy directions set out in the Provincial Planning Statement (the “**PPS**”), the Niagara Region Official Plan (the “**ROP**”), the Town of Niagara-on-the-Lake Official Plan (the “**OP**”), and the Glendale Secondary plan, all of which promote efficient use of land and infrastructure within urban areas.

## 4.2 Provincial Planning Statement (2024)

On August 20, 2024, the Ministry of Municipal Affairs and Housing released the PPS, which came into effect on October 20, 2024. The PPS replaces the Provincial Policy Statement (2020) and the Growth Plan (2019).

The PPS provides policy direction on matters of Provincial interest related to land use planning and development and will apply to all decisions in respect of the exercise of any authority that affects a planning matter made on or after October 20, 2024.

In accordance with Section 3(5) of the Planning Act, all decisions that affect a planning matter are required to be consistent with the Planning Statement. In this regard, Policy 6.1 provides that the Planning Statement “shall be read in its entirety and all relevant policies are to be applied to each situation”.

As compared with the Provincial Policy Statement and Growth Plan, the PPS is intended to reduce and streamline planning rules, simplify approvals to build homes and eliminate duplication between planning documents. It emphasizes flexibility, with the intent of helping get more homes built across the province, while continuing to protect agricultural lands, cultural heritage and natural areas.

Chapter 1 of the PPS sets out the Province’s current vision for Ontario, emphasizing, among other items, the importance of a strong and competitive economy to serve a fast-growing province:

*“A prosperous and successful Ontario will also support a strong and competitive economy that is investment-ready and recognized for its influence, innovation and diversity. Ontario’s economy will continue to mature into a centre of industry and commerce of global significance. Central to this success will be the people who live and work in this province.”*

Chapter 1 goes on to describe Ontario’s land use planning framework, stating that this framework and the decisions that are made within it:

*“...shape how our communities grow and prosper. Prioritizing compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities will support convenient access to housing, quality employment, services and recreation for all Ontarians.” (our emphasis)*

Section 2.3 contains policies related to Settlement Areas. As it relates to the subject site, Policy 2.3.1.1 directs that settlement areas shall be the focus of growth and development, and that within settlement areas, growth should be focused in, where applicable, “strategic growth areas”, including “major transit station areas”. Policy 2.3.1.2 goes on to state that land use patterns within settlement areas should be based on densities and a mix of land uses which: efficiently use land and resources; optimize existing and planned infrastructure and public service facilities; support active transportation; are transit-supportive, as appropriate; and are freight-supportive.

Section 2.4 includes policies related to “strategic growth areas”, which are defined nodes, corridors, and other areas within settlement areas that have been identified by municipalities to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include, among other things, major transit station areas, existing and emerging downtowns, and other areas where growth or development will be focused.



Policy 2.4.1.1 encourages planning authorities to identify and focus growth and development in strategic growth areas. Policy 2.4.1.2 directs that, to support the achievement of complete communities, a range and mix of housing options, intensification and more mixed-use development, strategic growth areas should be planned: to accommodate significant population and employment growth; as focal areas for education, commercial, recreational, and cultural uses; and to accommodate and support the transit network and provide connection points for inter-and intra-regional transit.

Policy 2.4.1.3 provides that planning authorities should, among other things, identify the appropriate type and scale of development in strategic growth areas and the transition of built form to adjacent areas, and permit development and intensification in strategic growth areas to support the achievement of complete communities and a compact built form.

Section 2.8 of the PPS provides the employment policies. Policy 2.8.1.1 states that planning authorities shall promote economic development and competitiveness by: providing for an appropriate mix and range of employment, institutional, and broader mix of uses to meet long-term needs; providing opportunities for a diversified economic base including ancillary uses; and encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities.

Section 2.9 of the PPS addresses energy conservation, air quality and climate change. Policy 2.9.1 directs planning authorities to plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that: support the achievement of compact, transit-supportive, and complete communities; incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities; support energy conservation and efficiency; promote green infrastructure, low impact

development, and active transportation, protect the environment and improve air quality; and take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.

Chapter 3 includes policies related to infrastructure and facilities. Generally, the infrastructure policies set out in Chapter 3, like those in Chapter 3 of the Growth Plan, place emphasis on the need to integrate land use planning and investment in both infrastructure and transportation.

Policy 3.1.1 provides that infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs, and that planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are financially viable over their life cycle, leverage the capacity of development proponents, where appropriate, and are available to meet current and projected needs.

The need to make good use of existing infrastructure is emphasized by Policy 3.1.2, which provides that, before consideration is given to developing new infrastructure and public service facilities, the use of existing infrastructure and public service facilities should be optimized, and opportunities for adaptive re-use should be considered, wherever feasible.

With respect to implementation, Policy 6.1.6 requires that planning authorities keep their zoning by-laws up to date with their official plans and the Planning Statement by establishing permitted uses, minimum densities, heights and other development standards to accommodate growth and development. Where a planning authority must decide on a planning matter before their official plan has been updated to be consistent with the PPS, or before other applicable planning instruments have been updated accordingly, Policy 6.1.7 directs that it must still make a decision that is consistent with the PPS.



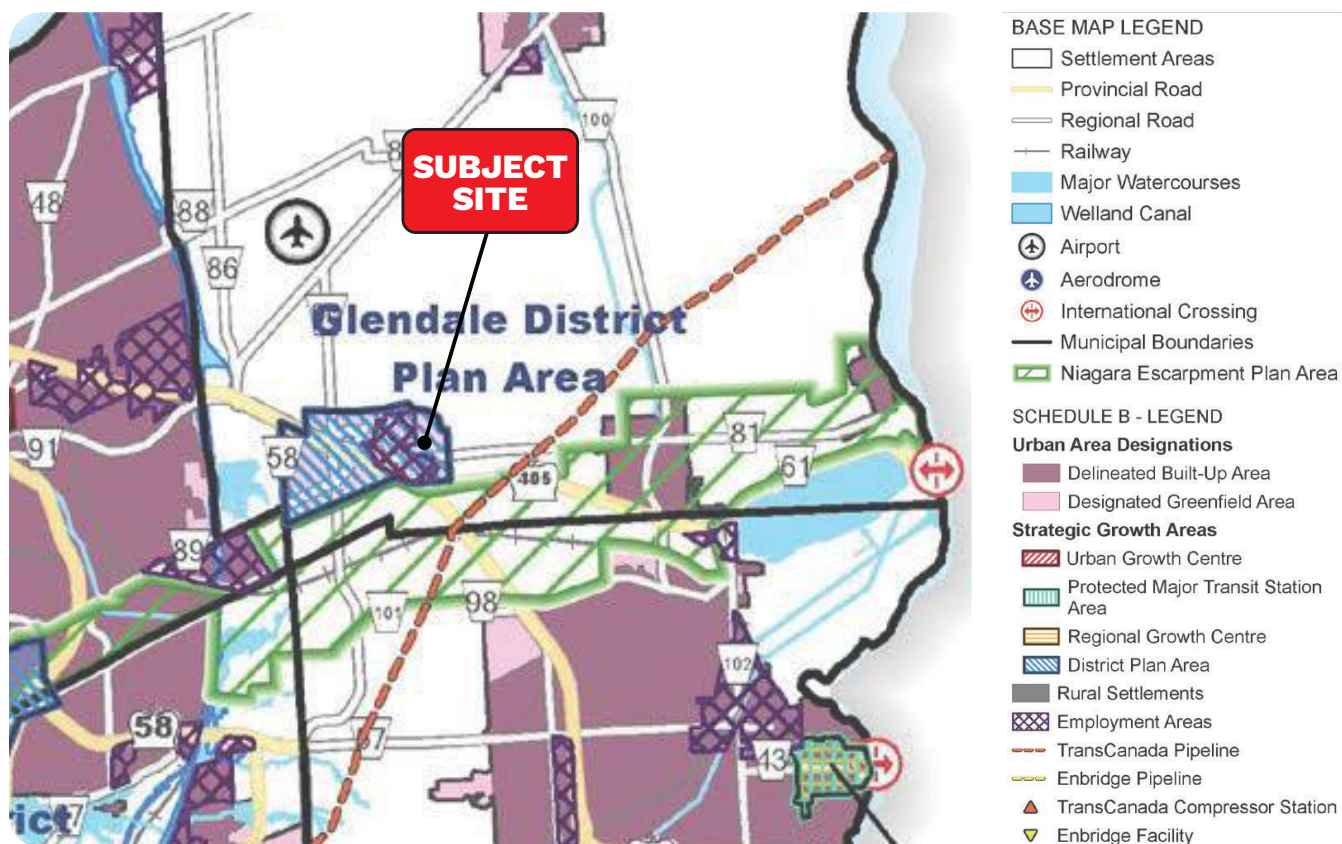
In our opinion, the Proposal is consistent with the PPS, particularly the policies relating to the efficient use of land, supporting a strong and competitive economy, focusing intensification in strategic growth areas, and providing opportunities for a diversified economic base including ancillary uses.

### 4.3 Region of Niagara Official Plan (2022)

The ROP was adopted by Regional Council in June 2022 and was approved by the Minister of Municipal Affairs and Housing ("MMAH") with modifications in November 2022. The ROP replaced the former 1994 Regional Official Plan and applies to new development unless transition provisions provide otherwise. On November 16, 2023, the MMAH introduced the Planning Statute Law Amendment, 2023 to enact the Official Plan Adjustments Act, 2023 (Bill 150). The Act received Royal Assent on December 6, 2023. This legislation reverses decisions on official plans affecting 12 municipalities and regions, including for Niagara Region. Accordingly, the ROP, subject to certain modifications included in Bill 150, is in effect.

Under the ROP, the subject site is identified with the following designations:

- Schedule B – Regional Structure (see **Figure 5**):
  - Urban Area - Designated Greenfield Area
  - Strategic Growth Area - Glendale District Plan Area
- Schedule K – Areas of Archaeological Potential:
  - Areas of Archaeological Potential



**Figure 5** - ROP Schedule B – Regional Structure



Schedule L also provides a list of natural environment system elements that are not mapped on Schedules C1, C2, and C3. In this regard, the subject site includes natural environment system elements.

The preamble of the ROP outlines the 2051 vision for the Region, which reads:

*“Niagara is a region of distinct, vibrant and connected urban and rural communities. Niagara Region will support and grow a sustainable and diversified economy while providing exceptional quality of life for all and protecting our beautiful natural landscape.”*

The ROP also provides “Pillar Statements” that are intended to help guide decisions, which include:

- “Exceptional Development and Communities - **Well-planned, high quality development in appropriate locations** that improves our communities, while protecting what is valuable.
- Diverse Housing Types, Jobs and Population - A wide mix of housing types and **employment opportunities that attract diverse populations** to Niagara across all ages, incomes and backgrounds.
- Thriving Economy - A prosperous agricultural industry and **employment areas that provide jobs and grow our economy.**
- Resilient Urban and Natural Areas - Areas rich in biodiversity that mitigate and adapt to climate change while strengthening Niagara’s ability to recover from extreme weather events.”

Section 2.2 of the ROP provides that most development is planned to occur in urban areas, where municipal water and wastewater systems/ services exist or are planned, and where a range of transportation options can be provided. Specifically, Policy 2.2.1.1.b provides that development in urban areas will integrate land use planning and infrastructure planning to responsibly manage forecasted growth and to support a compact built form, a vibrant public realm, and a mix of land uses including residential uses, employment uses, recreational uses, and public service facilities, to support the creation of complete communities.

Further, Policy 2.2.2.1 provides that within urban areas, forecasted population growth will be accommodated primarily through intensification in built-up areas with a particular focus on the following locations:

- a. strategic growth areas, including:
  - i. Downtown St. Catharines urban growth centre;
  - ii. protected major transit station areas;
  - iii. regional growth centres; and
  - iv. district plan areas identified in Section 6.1;
- b. areas with exiting or planned public service facilities;
- c. other locations with exiting or planned transit service, with a priority on areas with exiting or planned frequent transit; and
- d. local growth centres and corridors, as identified by Local Area Municipalities.



Table 2-1 of the ROP identifies that the Niagara-on-the-Lake municipality has a forecasted population and employment of 28,900 people and 17,610 jobs by 2051. Table 2-3 of the ROP identifies the minimum density targets for identified strategic growth areas, which includes a minimum density of 100 people and jobs per hectare by 2051 for the Glendale Niagara District Plan.

Section 3.1 of the ROP provides the Natural Environment System policies for the Region. Policy 3.1a states that one of the objectives is to identify and protect a natural heritage system and water resource system which will form the natural environment system. Policies 3.1.1.2 and 3.1.1.4 state that the natural environment system is mapped on Schedule's L, C1 and C3. In this regard, a portion of the subject site is identified as including natural environment system lands.

Policy 3.1.4.1 of the ROP states that changes to the limits or classification of individual features or components of the natural environment system may be considered through the submission of an environmental impact study and/or hydrological evaluation. Policy 3.1.4.2 states that the change to the limit or classification of an individual feature or component of the natural environment system does not require an amendment to the ROP.

Policy 3.5.3.1 includes policy direction to support the transition to net-zero communities by, among other considerations, supporting built form and land use patterns that use land efficiently and reduce transportation emissions, including by: requiring compact built form; promoting a mix of land uses; achieving minimum intensification targets; prioritizing strategic growth areas; planning for employment uses; prioritizing transit and supporting active transportation; and supporting transportation demand management measures.

Section 4.5 includes the Economic Prosperity policies of the ROP. Policy 4.5.2.1 states that the Region will endeavour to improve the region's infrastructure to attract new investment, support existing businesses to grow, and build resiliency by protecting and proactively planning for employment areas and supporting employment lands to attract and retain investment.

Policy 5.1.4.2 of the ROP states that Local Area Municipalities will adopt a complete streets approach in the design or reconstruction of the planned or existing local street network.

Section 6.1.3 of the ROP provides the Glendale District Plan policies. Policy 6.1.3.1 outlines the vision for the Glendale District Plan, which is to:

- transform the Glendale settlement area into a vibrant and complete community for people of all ages, lifestyles, and abilities;
- encourage a mix of uses and built form within its urban districts;
- protect, integrate, celebrate and connect to the natural and rural surroundings reflecting the distinct character of the area; and
- put mobility first with a robust transit system and active transportation routes seamlessly connecting areas north and south of the QEW highway.

Policy 6.1.3.2 states that the Glendale District shall promote sustainability and resiliency through development and redevelopment; support all modes of mobility through safe, comfortable and connected transportation network; protect and enhance natural features; encourage high quality public and private realm through strong urban design direction.



## 4.4 Niagara-on-the-Lake Official Plan

The OP was adopted in 1994 (the current office consolidation is dated July 17, 2017). The Town's OP is intended to guide growth and development to the year 2031, setting out a general land use pattern for Glendale.

### Land Use Designations

The subject site includes the following designations in the OP:

- Schedule F: Land Use Plan (Glendale):
  - "Urban Area"; and,
  - "Prestige Industrial" with an overlay that denotes "Prestige Industrial with Service Commercial".
- Schedule F1: Land Use & Character Precincts
  - "Hospitality Precinct" and "Environment Conservation Area".
- Schedule F2: Height Map
  - 2 to 5 Storey Buildings.
- Schedule F3: Movement Network
  - Local Streets (Publicly Owned) for Glendale Ave. and Counsell Street;
  - Special Character Streets for York Road;
  - Private Streets or Drive Aisles for the existing private road; and,
  - Trail along the natural heritage system lands.
- Schedule F4: Public Realm Plan
  - Business Park Character Streetscape for York Road.
- Schedule H – Archaeological Potential
  - "Areas of Archaeological Potential".
- Schedule I – 5 Official Plan Amendment #43
  - "Greenfield Areas".

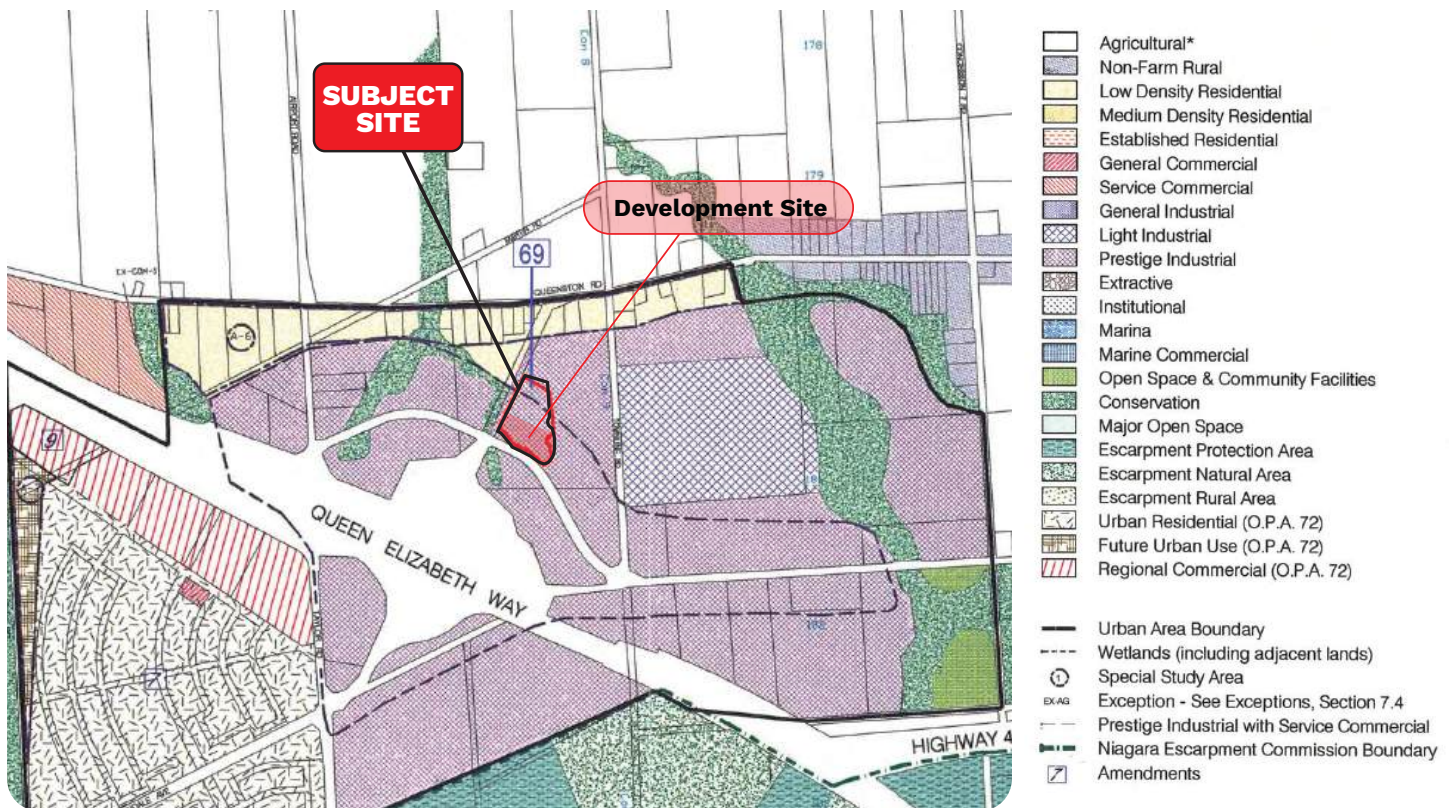
Section 6.2 of the ROP includes policies related to urban design. Policy 6.2.1.1 speaks to excellence and innovation being promoted in architecture, landscape architecture and site planning, among others. Policy 6.2.1.3 states that areas strategically identified for intensification shall be designed to be pedestrian oriented with vibrant mixed-uses incorporating, where feasible, public gathering areas and public art. Policy 6.2.1.5 provides that the public realm shall be enhanced through urban design and improvements that contributes to safe, attractive complete streets and desirable communities. Policy 6.2.1.8 states that the Region shall promote:

- the creation of vibrant urban areas and streets;
- community design that respects the complete streets approach and encourages a mix of land uses; and,
- well designed buildings, high quality streetscapes, and attractive public spaces.

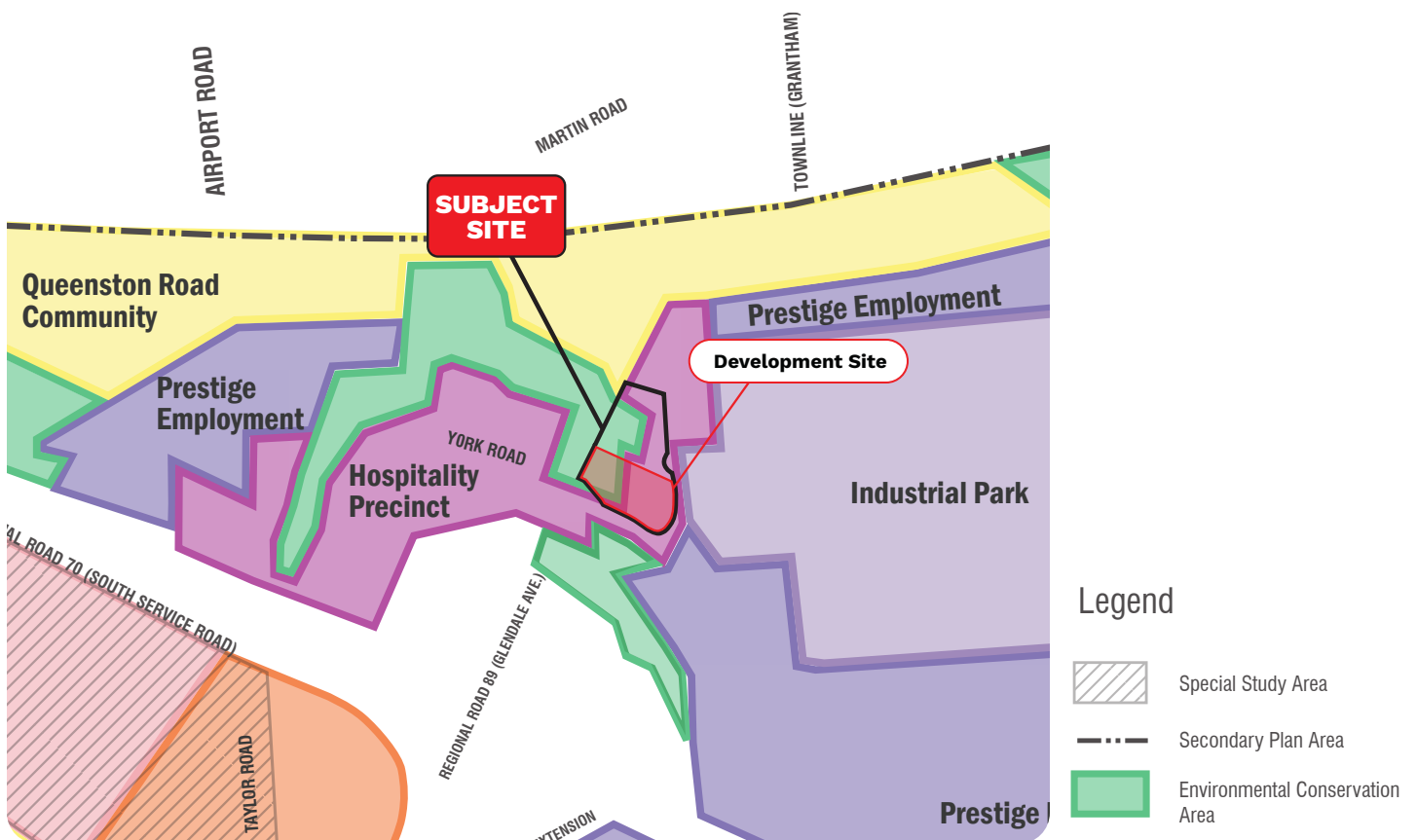
Policies 6.4.2.6 and 6.4.2.7 of the ROP states that where a site proposed for development is located within an area of archaeological potential, an archaeological assessment prepared in accordance with the Provincial Guidelines shall be required.

For the reasons set out in Section 5.0 of our Planning and Urban Design report, it is our opinion that the proposal conforms with the ROP.



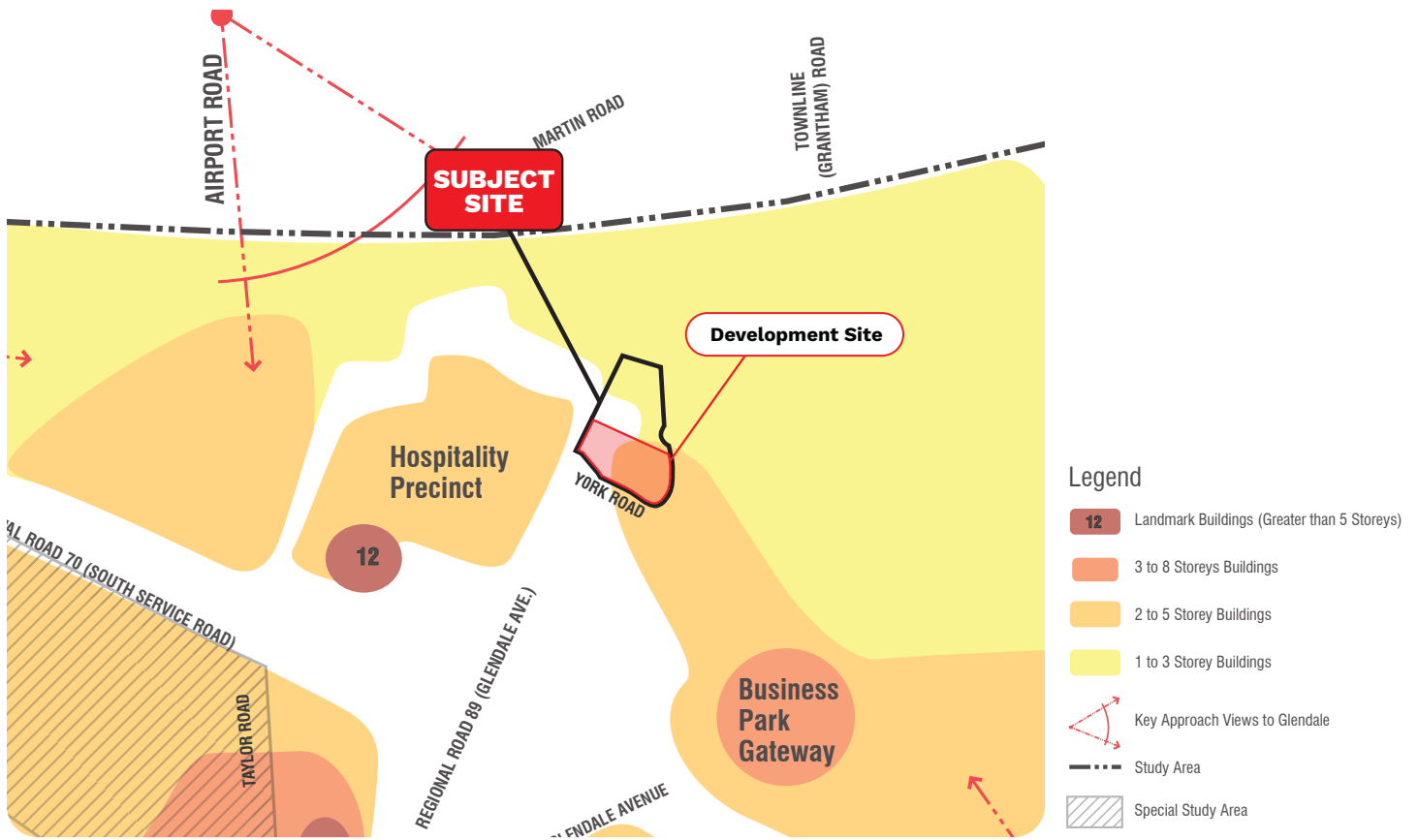


**Figure 6 - Schedule F: Land Use Plan**

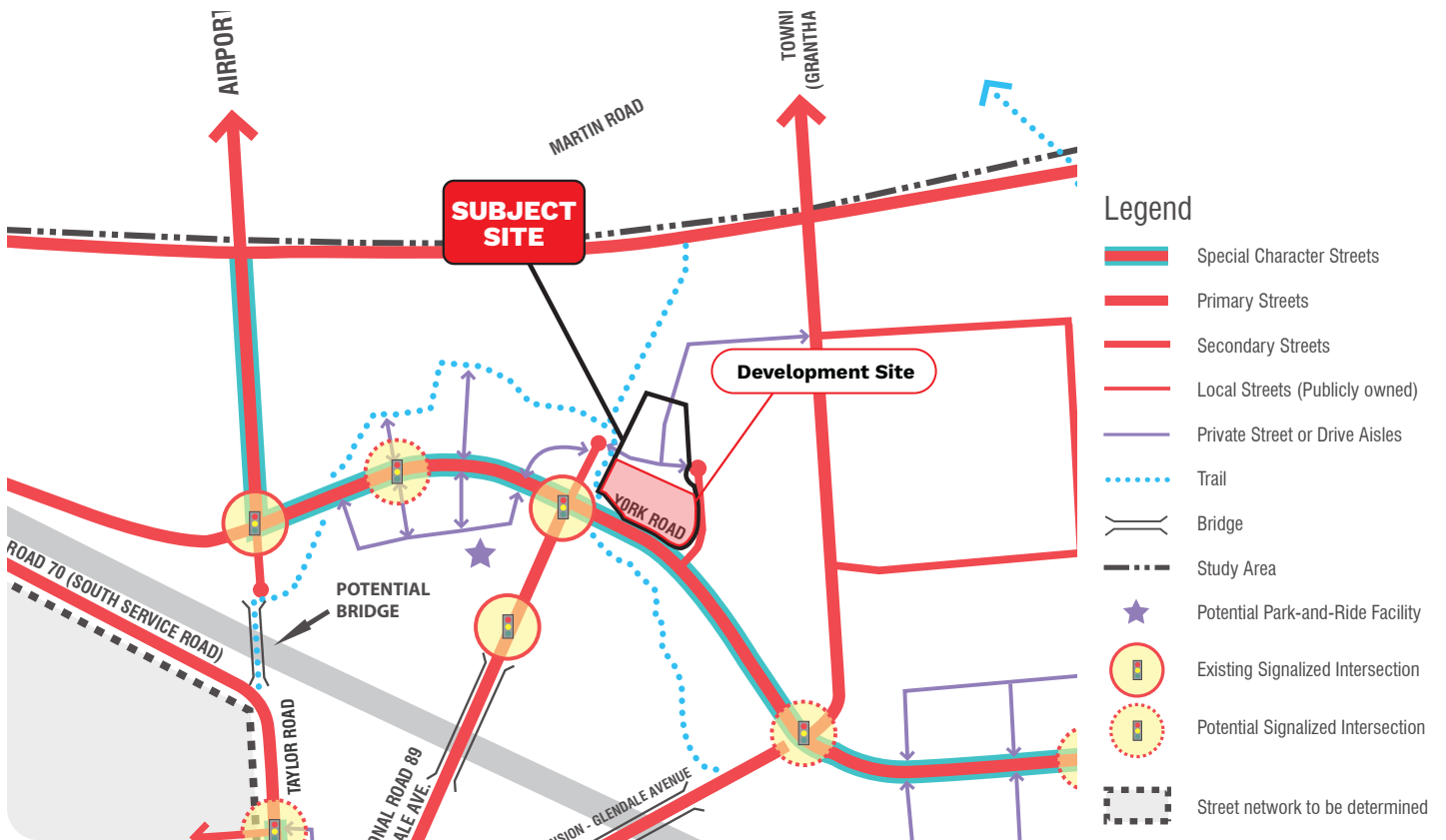


**Figure 7 - Schedule F1: Land Use & Character Precincts**



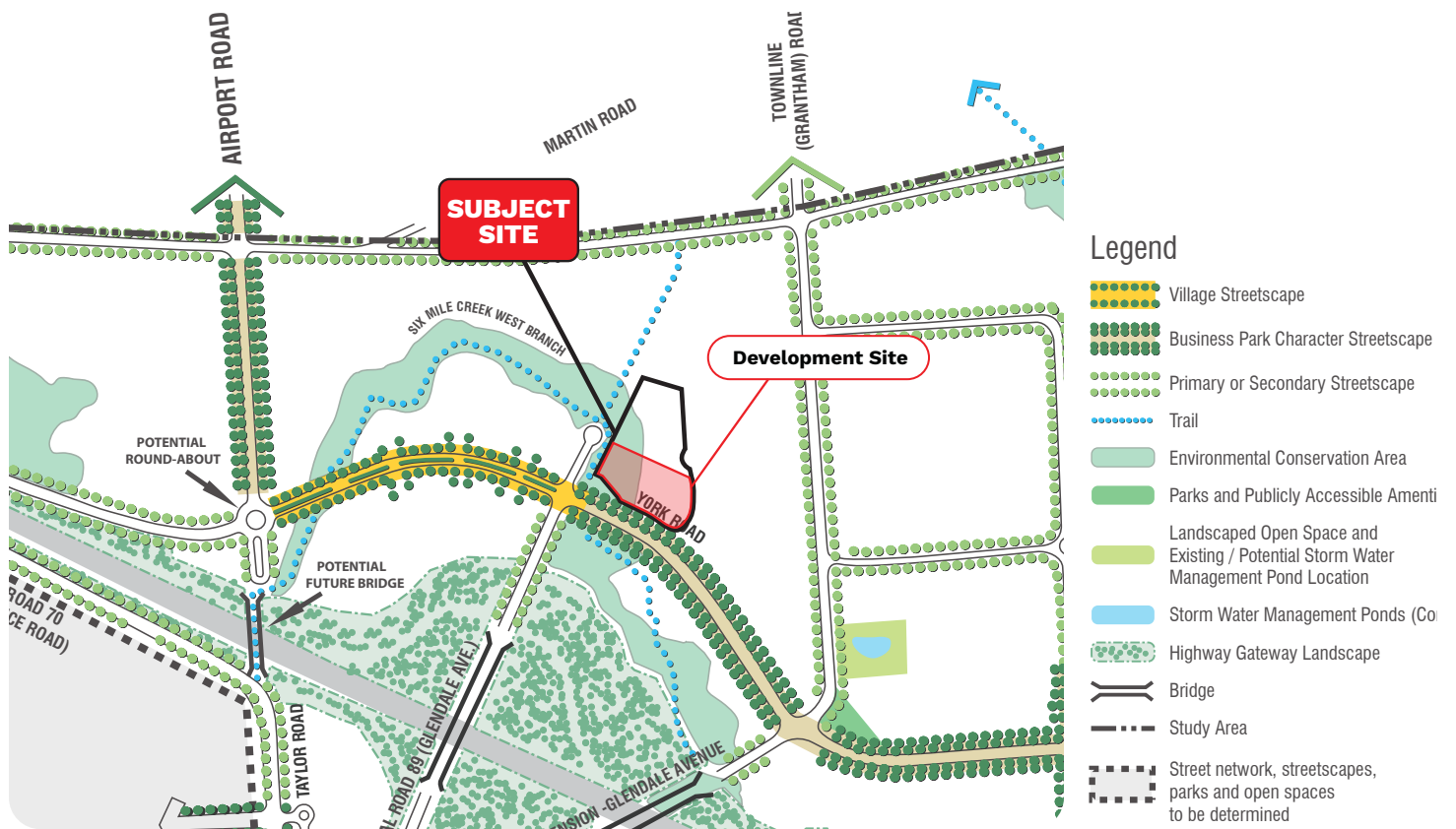


**Figure 8 - Schedule F2: Height Map**

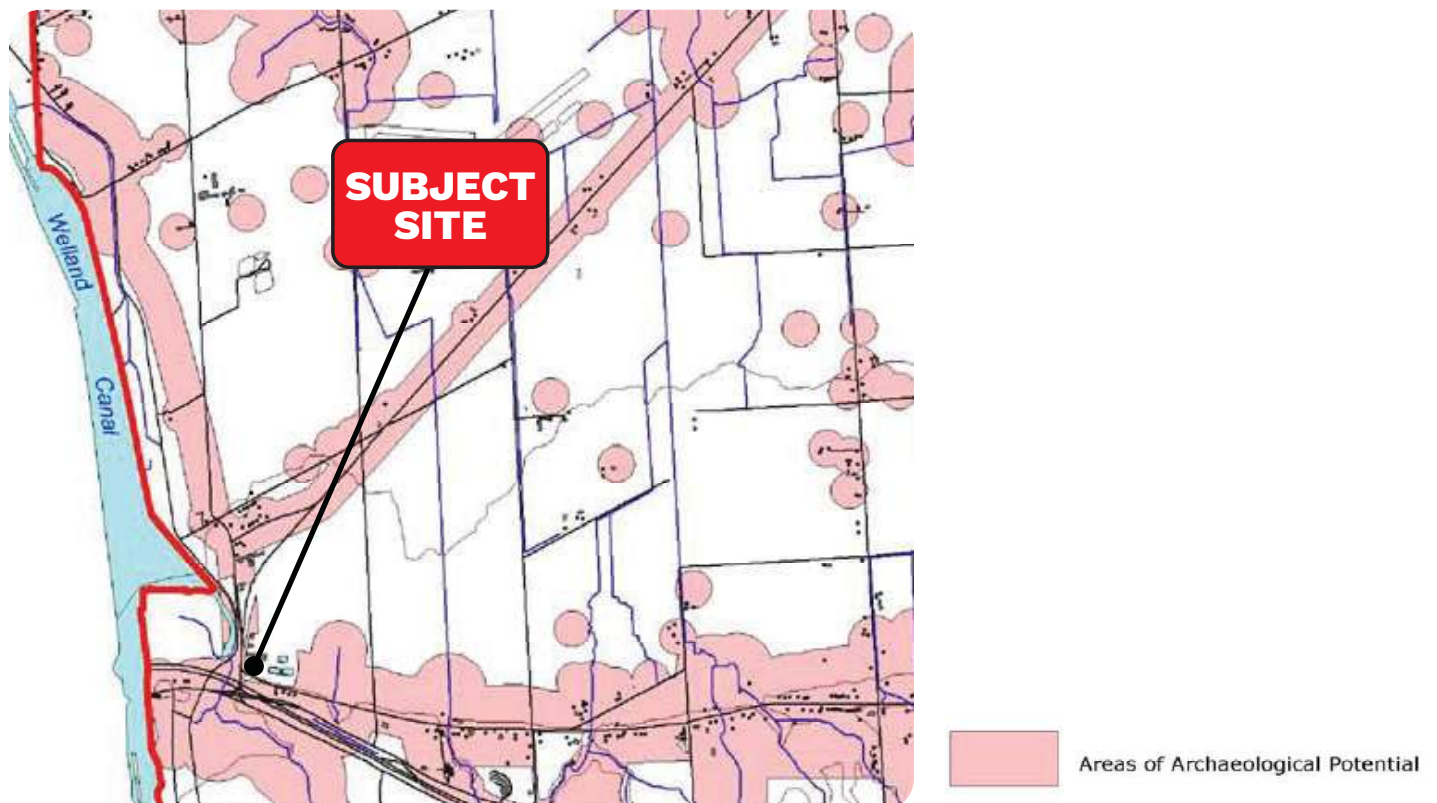


**Figure 9 - Schedule F3: Movement Network**



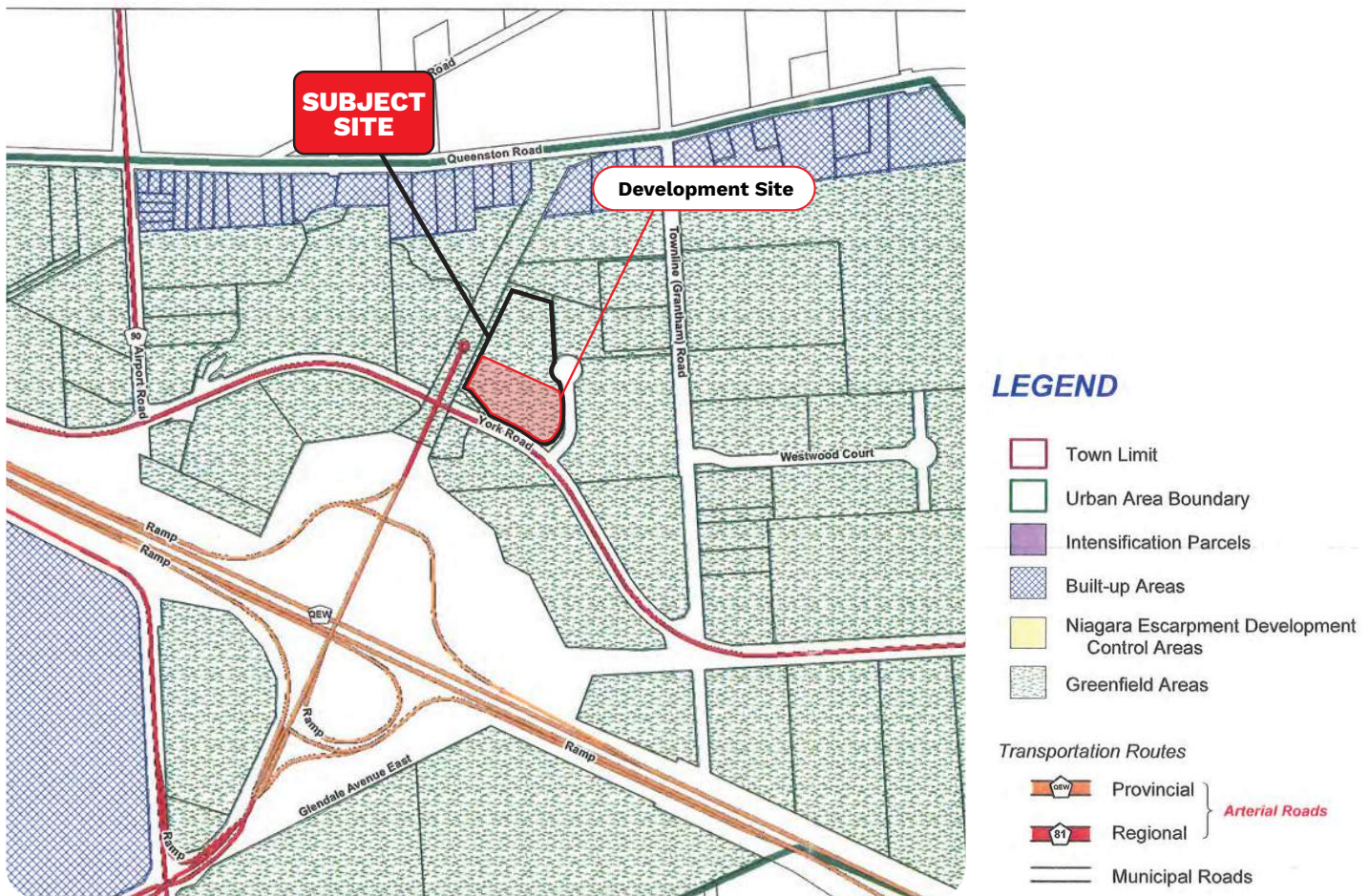


**Figure 11** - Schedule F4: Public Realm Plan



**Figure 10** - Schedule H: Archaeological Potential





**Figure 12** - Schedule I-5 Official Plan Amendment #43

Part II contains the general development policies of the OP. Policy 6.1 states that as a condition of a planning application, the municipality may require the proponent to undertake an archaeological survey to determine if archaeological resources exist on site. Policy 6.4 states that in general a "low-rise character" should be maintained across the Town. Policy 6.23 states that a Planning Impact Analysis is required as part of any application for an Official Plan and/or Zoning change and it is required to determine the appropriateness of the proposed change and to identify ways of reducing any adverse impact on surrounding land uses including matters such as:

- a) Compatibility of the proposed use with surrounding land uses, and the likely impact of the proposed development on present and future land uses in the area and on the character and stability of the surrounding neighborhood. Where developments require an amendment to this Plan and are considered significant in terms of land area or impact the effect on the community and municipality must be addressed
- b) The height, location, and spacing of any buildings in the proposed development, and any potential impacts on surrounding land uses;
- c) The extent to which the proposed development provides for the retention of existing vegetation or natural features that contribute to the ecological integrity and visual character of the surrounding area;



- f) The size and shape of the parcel of land on which the proposed development is to be located, and the ability of the site to accommodate the intensity of the proposed use.
- h) The adequacy of the existing roadway system to accommodate the proposed use and the location of vehicular access points and the likely impact of traffic generated by the proposal on streets, pedestrian and vehicular safety, and on surrounding properties.
- j) The servicing capabilities of the area and capacity of municipal services to accommodate the proposed use which shall include the drainage of the property and address the need for a storm water management plan.
- k) The location and adequacy of lighting, screening, and parking areas.
- l) Provisions for landscaping and fencing.
- m) The location of outside storage, garbage and loading facilities.
- n) The need and desirability of the use.
- p) The identification of environmental, archaeological and heritage resources in the area and how the development will impact on those resources.
- r) Measures planned by the applicant to mitigate any adverse impacts on surrounding land uses and streets which have been identified in the Planning Impact Analysis including the submission of detailed plans sufficient to show how the items of this policy have been complied with.

## Glendale Secondary Plan

Part 2, Section 6.32.6 contains the Special Policy Area A-7, being the Glendale Secondary Plan. Policy 6.32.6.2 provides the secondary plan's objectives, which include:

- **Place Making and Beauty** – Establish an identity and sense of place for Glendale that is distinct yet true to the overall identity of the Town.
- **Diversity** – Accommodate a diversity of employment uses.
- **Mixed Use** – Mix uses in strategic locations to create civic focal points and encourage walking.
- **Street Walls** – Bring buildings to the street to define the streetscape and support an active pedestrian environment.
- **Conservation** – Preserve and respect natural heritage features.
- **Adaptability** – Anticipate intensification and potential changes in use over time.
- **Built Form Variety** - Use well-designed buildings to frame the public realm, reinforce the gateway distinguish the Glendale skyline.
- **Walkable Streets** – Build safe, attractive streets for pedestrians, cyclists, cars, trucks and transit.
- **Efficiency** – Use land, infrastructure, energy and water efficiently.



The land use and site development policies are included in 6.32.6.3. Policy 6.32.6.3.1 states that following site development and building design policies shall apply to the Secondary Plan:

- demonstrate best practices in sustainability;
- stormwater management will be incorporated into planning and design of development;
- existing mature trees shall be preserved wherever possible;
- an environmental impact study is required for development adjacent to Environmental Conservation Areas;
- buildings are to be oriented towards streets to define the public realm;
- main building entrances shall address and be accessible from primary or secondary roads;
- all entrances to commercial-retail buildings shall be at-grade with a connection to public sidewalks;
- building signage is to be incorporated into the architecture of the building;
- shared driveways are encouraged;
- parking above the minimum requirements is generally discouraged;
- bicycle parking is to be provided for commercial uses;
- parking lots are to be well landscaped and lit;
- building heights are governed by Schedule F-2; and,
- mechanical penthouses and rooftop equipment are to be screened from view or incorporated into the roof design.

Part II, Section 3.5 contains the Hospitality Precinct policies. Policy 3.5 a) outlines the range of permitted uses within the hospitality precinct, which includes hotel, convention centre, restaurant, retail store, medical or other professional office, corporate or business office, and financial institutions.

Policy 3.5 b) states that restaurants and retail stores shall be located on the ground floor of multi-storey buildings. Policy 3.5 d) states that in order to define a consistent street wall on York Road and encourage walking, buildings shall be located at or close to the front property line and have a minimum height of two storeys and mixed use buildings shall be encouraged. Policy 3.5 e) states that all commercial uses shall have an identifiable entrance on York road, flush with the public sidewalk and corner buildings generally shall have entrances at the corner. Policy 3.5 g) states that parking shall not be permitted between the edge of the public right-of-way and the building face. Policy 3.5 h) states that loading, garbage storage and other service areas shall be located at the rear of the building and screened from public view. Policy 3.5 l) states that generally building heights shall be 2-5 storeys and a minimum height of 3 storeys shall be encouraged.

Policy 3.5 m) states that site planning and architecture for buildings greater than 3 storeys shall be guided by the following:

- the massing and design of 4-5 storey buildings should reflect a lined series of buildings; and,
- buildings should have a distinct base, middle and top or cornice;

Policy 3.5 o) states that buildings are to be clad in high-quality materials. Policy 3.5 p) states that development shall mitigate adverse impacts from lights or overlook on residential properties to the north. Policy 3.5 q) states that prior to approval, applications for development in the hospitality precinct shall be subject to an urban design and architectural review process.



Part 2 Section 4 of includes the Movement Network policies of the Glendale Secondary Plan. Policy 4 f) states that new secondary streets, shared access points and interconnected driveways, as conceptually shown on Schedule F-3 shall be used to service future development efficiently, reduce congestion and minimize turning movements on primary roads, and facilitate safe and convenient access to commercial and employee parking areas. Policy 4 g) states that primary, secondary and tertiary streets including special character streets shall be designed and built to comfortably and safely accommodate cars, trucks, transit vehicles, pedestrians and cyclists.

Part 2, Section 6 contains the Energy and Water policies of the Glendale Secondary Plan Policy 6.1 a) states that development shall only proceed on the basis of full municipal water and wastewater services being in place at building occupancy. Policy 6.1 c) states that stormwater shall be managed on site, or with shared systems in accordance with the stormwater management strategy.

Part 2, Section 7 provides the implementation policies of the Glendale Secondary Plan, which note that updates to the Zoning By-law are required to implement the Secondary Plan and site plans are required for development, other than singles and semi-detached dwellings.

Policy 6.33 of the Official Plan states that as a condition of any development or redevelopment where it is unavoidable that trees must be removed, the proponent shall plant trees of similar or comparable species having a minimum caliper acceptable to the Town elsewhere on site and the Town may require that a qualified arborist or similar professional be retained.

## Growth Management Policies

Section 6A includes the Town's Growth Management policies. Section 6A Policy 3.2 contains the Growth Management Objectives, which includes the objective of developing compact, complete communities that include a diverse mix of land uses, a range of local employment opportunities and housing types, high quality public open spaces, and easy access to local stores and services via automobile and active transportation and provide active transportation-friendly structures and amenities. Policy 3.5 of Section 6A outlines the employment forecast, which allocates a growth of 3,750 new jobs to the Town.

The Greenfield Development policies are contained in Part II, Section 6A, policy 5. Policy 5.1 states the greenfield development strategy, which includes:

- promote compact, mixed use transit supportive development on Greenfield lands.
- Improve connections between Greenfield areas and Built-up area.
- Greenfield Areas will be planned to support the achievement of the target of 50 residents and jobs combined per gross hectare in Greenfield areas.

The Prestige Industrial policies are contained in 11.3.3 of Part 3 of the Official Plan. Policy 11.3.3(1) states that the main uses permitted in the Prestige Industrial designation are prestige type industrial uses, well designed, carefully sited and landscaped in order to benefit from their proximity and exposure to well-travelled highways and to foster a good impression of the community and industrial districted. Hotels are identified as a permitted use in the Prestige Industrial designation.



## 4.5 Glendale Secondary Plan Update (Not in Effect)

On January 28, 2025, Town Council approved By-law 2025-005, being an amendment to the Official Plan which would remove and replace the Glendale Secondary Plan policies (the "**Secondary Plan Update**").

The updated vision for Secondary Plan Update affirms that Glendale will be a beautiful, healthy and complete urban community that fulfills its role in the urban structure of the Town and includes a full array of opportunities to live, work, learn and play in proximity. The draft provides that the Plan will guide growth and development within Glendale to the year 2051.

Glendale has been identified as a Strategic Growth Area in the Niagara Region Official Plan and has been assigned a high priority for development and intensification in Niagara Region.

With respect to population and employment growth, draft Policy 3.1(a) provides that:

*It is understood that Glendale will evolve over the time horizon of this Plan to achieve the vision and principles outlines in this Plan, and transform into an integrated mixed-use community to be developed at higher densities and in taller buildings than exist today.*

To the year 2051, it is estimated that:

- The population of Glendale is anticipated to grow to approximately 14,000 people, representing an increase of approximately 12,600 people; and
- The employment base in Glendale is anticipated to grow to 9,200 jobs, representing an increase of approximately 4,000 jobs.

Policy 11.4 a) states that zoning regulations governing industrial development shall include provisions for minimum lot sizes, frontage and lot depth, yard setbacks from property lines, coverage, off-street parking, buffering, landscaping and outdoor lighting. Policy 11.4(7) of the Official Plan states that all parking and unloading facilities shall be off street and shall be of sufficient capacity to accommodate employees, visitors and industrial traffic.

For the reasons outlined in Section 5.0 of our Planning and Urban Design report, it is our opinion that the proposal conforms to the land use policies of the Official Plan and the proposed amendment will allow for an increase in building height and urban design modifications.

### Official Plan Amendment 69

The subject site is identified as being included within the area subject to Official Plan Amendment No. 69 ("OPA 69"). Approved on February 13, 2017, OPA 69 applies to a parcel which is located within the Urban Area of Glendale, located at the northeast corner of York Road and Glendale Avenue, extending along the north side of York Road until Counsell Street, amended the designation of a portion of the subject lands from Conservation to Hospitality Precinct (By-law 4943-17).

OPA No. 69 permits a six (6) storey building, as shown on the attached schedule, and provides that loading, garbage storage and other service areas shall be located at the rear of the building and shall be screened from view.

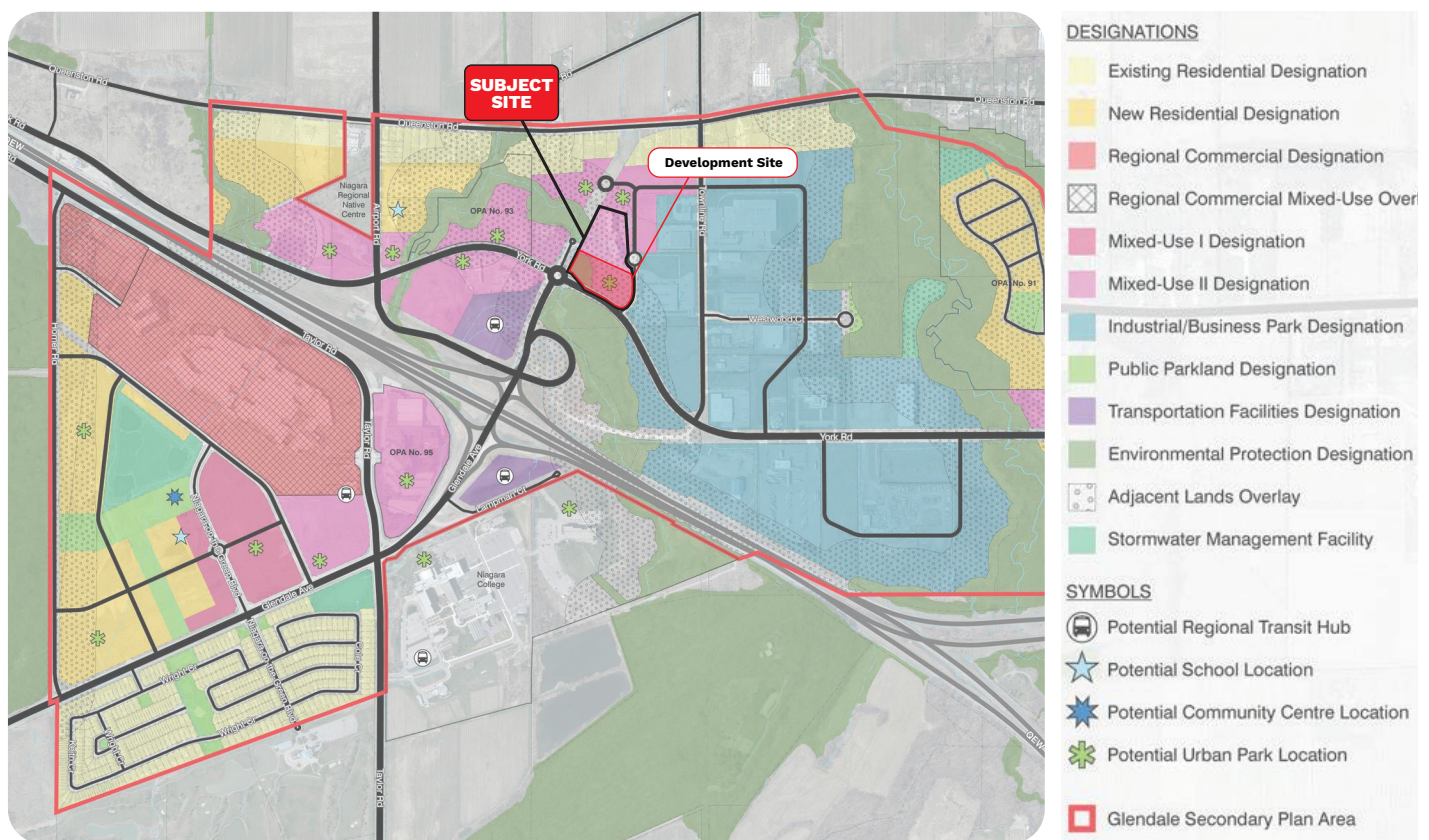
OPA 69 constitutes the phase one development of the subject site on the north half of the subject site, north of the east-west private road.



With respect to land use, the Secondary Plan Update designates the majority of the subject site as "Mixed-Use II", with the southwest portion of the subject site designated as Environmental Protection, as shown on **Figure 13 (Schedule F1 from secondary plan)**. The Mixed Use II designation permits the use of restaurants, retail and service commercial uses, entertainment uses, hotel, conventions/conference facilities, office uses, and residential apartments among other uses. The Mixed Use II designation permits a minimum building height of 3 storeys and a maximum building height of 6-7 storeys with a maximum density of 3.6 to 4.2 FSI. Policy 6.5.3 e) states that stand alone non-residential buildings may be permitted

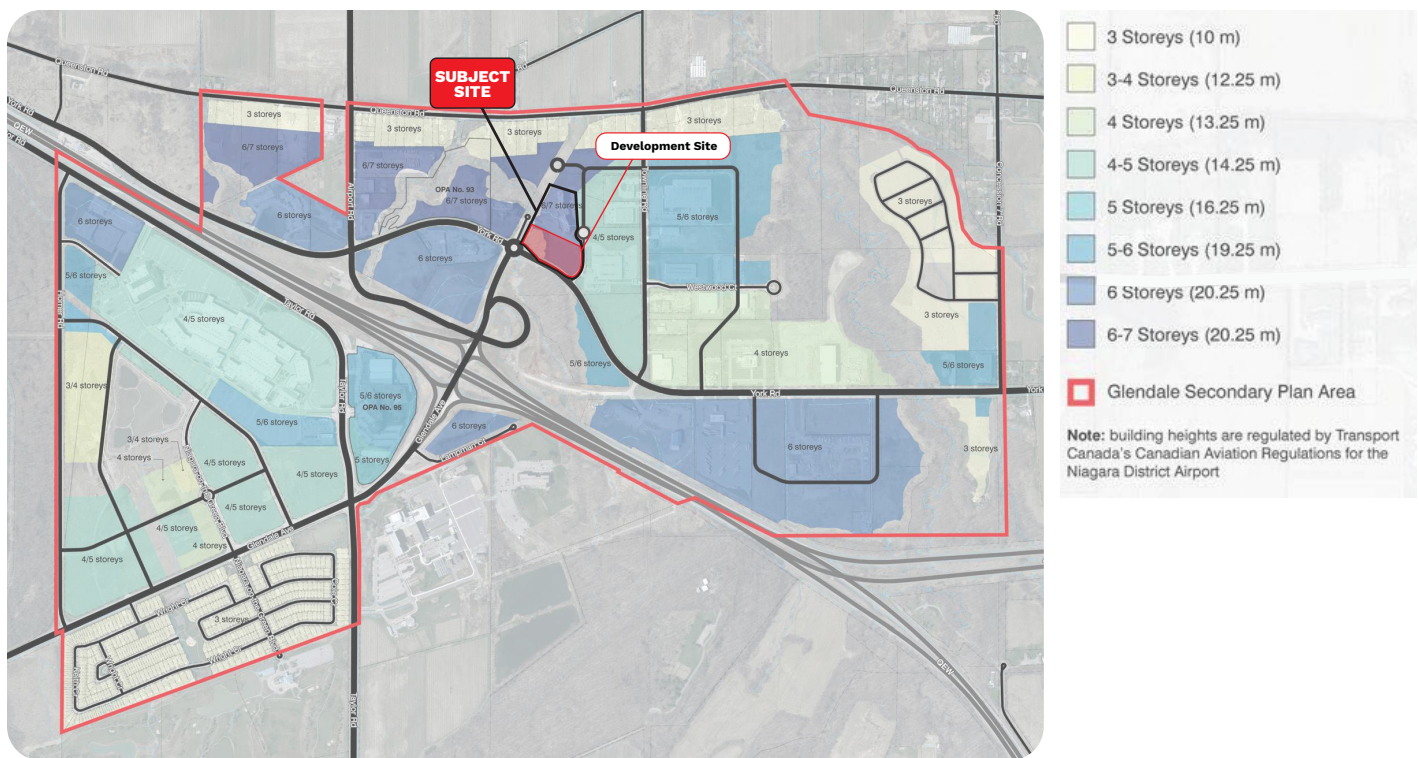
The Environmental Protection designation is largely protected from the impacts of development and permitted uses are limited. As stated by Policy 6.8.4 b), minor adjustments to the boundary of the Environmental Protection designation may be facilitated through an Environmental Impact Study without need to amend the Plan.

With respect to permitted building heights, the Secondary Plan Update identifies a maximum building height of 6-7 storeys for the subject site, as shown on Schedule F2, Building Height (see **Figure 14**). Additionally, Schedule 2B, Enhanced Building Height, shows a permitted height of 8 storeys (27 metres) for the subject site outside of the Environmental Protection designation. Policy 9.1.8 a) states that an airport height assessment shall be required for any proposed development that does not comply with the Airport Zoning Regulations and heights identified in Schedule F2. It continues and states that if the assessment identifies that an exemption to the airport zoning regulation is required.

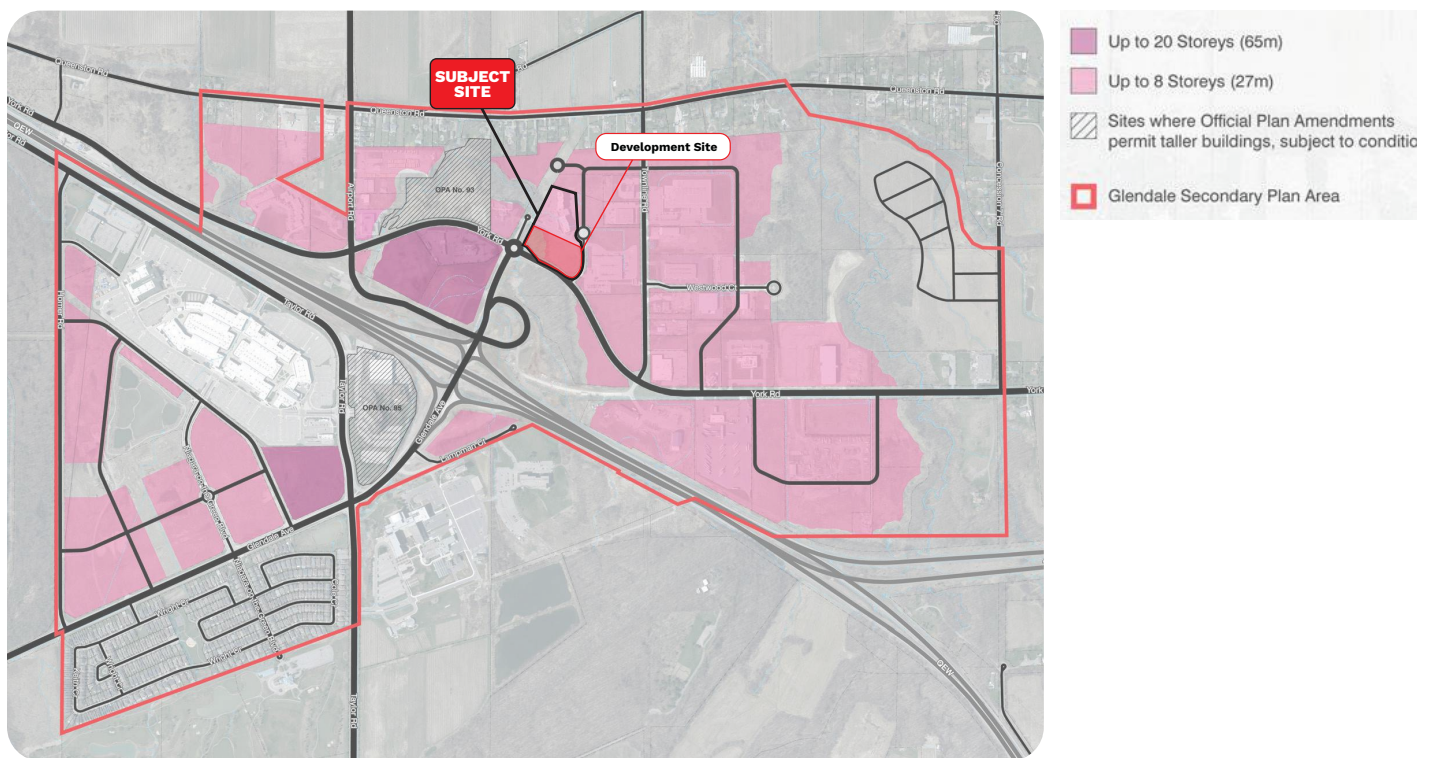


**Figure 13 - Schedule 1 - Land Use Designations**





**Figure 14 - Glendale Secondary Plan Update, Schedule 2 – Building Height**



**Figure 15 - Glendale Secondary Plan Update, Schedule 2B – Enhanced Building**



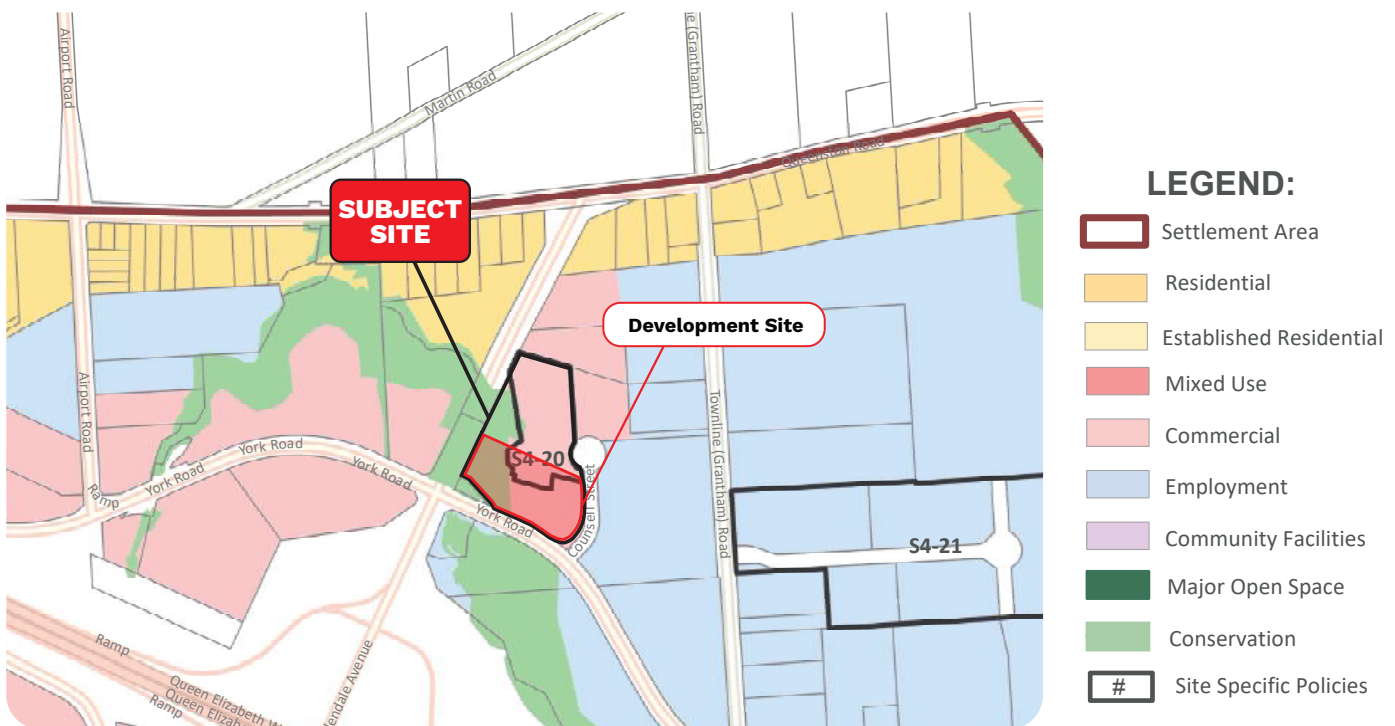
The Secondary Plan Update also identifies a "Potential Urban Park Location" on the Development Site. Policy 6.9.4 a) states that the detailed location, size and configuration of the Potential Urban Park Spaces are to be determined through the subsequent development approval process. Policy 7.3.2 of the Secondary Plan Update states that the lands identified with "Potential Urban Park" symbol may be secured through the development approval process as fee simple parkland dedication, strata parks, or privately owned public space ("**POPS**"). Policy 9.1.5 c) states that all development within Glendale shall be required to make an appropriate contribution to the Public Parkland and/or Urban Park Space System, including for industrial and commercial developments 2% of the gross land area.

For the reasons outlined in Section 5 of this report, it is our opinion that the proposal conforms with the land use policies of the Glendale Secondary Plan Update, however, modifications to the policies related to the maximum building height and potential urban park would be required if the plan were in effect.

## 4.6 NEW Official Plan (Not in Effect)

On October 22, 2019, the Council of the Town of Niagara-on-the-Lake adopted a new Official Plan for the municipality in accordance with Section 17 of the *Planning Act*, R.S.O. 1990, as amended (the "**New OP**"). At the time of writing, the new Official Plan has not yet been approved by the Regional Municipality of Niagara. The Town's New Official Plan will need to be updated in accordance with the updates to provincial planning policy and the recently updated ROP.

The subject site is designated "Commercial" and "Conservation" on Schedule B6 Land Use Plan - Glendale of the New OP and the north half of the subject site is identified as being subject to site specific policy S4-20.



**Figure 16 - New OP Land Use Schedule B6**



## 4.7 Town of Niagara-on-the-Lake Comprehensive Zoning By-law 4316-09

Policy 4.11.4.1 of the New OP outlines the range of permitted uses in the "Commercial" designation, which includes the proposed hotel and restaurants. Policy 4.11.5 of the New OP outlines the development policies for the Commercial designation, which includes:

- Adequate off-street parking shall be provided for all new commercial development.
- Requirements for building setbacks, landscape areas, buffer strips, trees, privacy screening and other appropriate measures to enhance greening of commercial areas will be applied in new commercial development.
- Mixed use development is encouraged within commercial areas where appropriate.

The site specific policies are contained in Section 4.18. Policy 4.18.1 t) carries forward the OPA 69 policies, which permits a 6-storey building and requires that loading, garbage storage and other service areas shall be located at the rear or side of the building and screened from view.

Policy 4.8.2 states that with the exception of Glendale, the Town consists of low-rise structures in a small town setting. This policy infers that building heights in Glendale are regulated by the Secondary Plan.

Policy 8.5.6 states that development and site alteration may be permitted where supported by an environmental impact study ("**EIS**") that demonstrates that there will be no negative impact on a component of the Core Natural Area or adjacent lands and within an Environmental Conservation Area; or on adjacent lands to an Environmental Conservation Areas.

For the reasons outlined in Section 5 of this report, it is our opinion that the proposal generally conforms to the New OP.

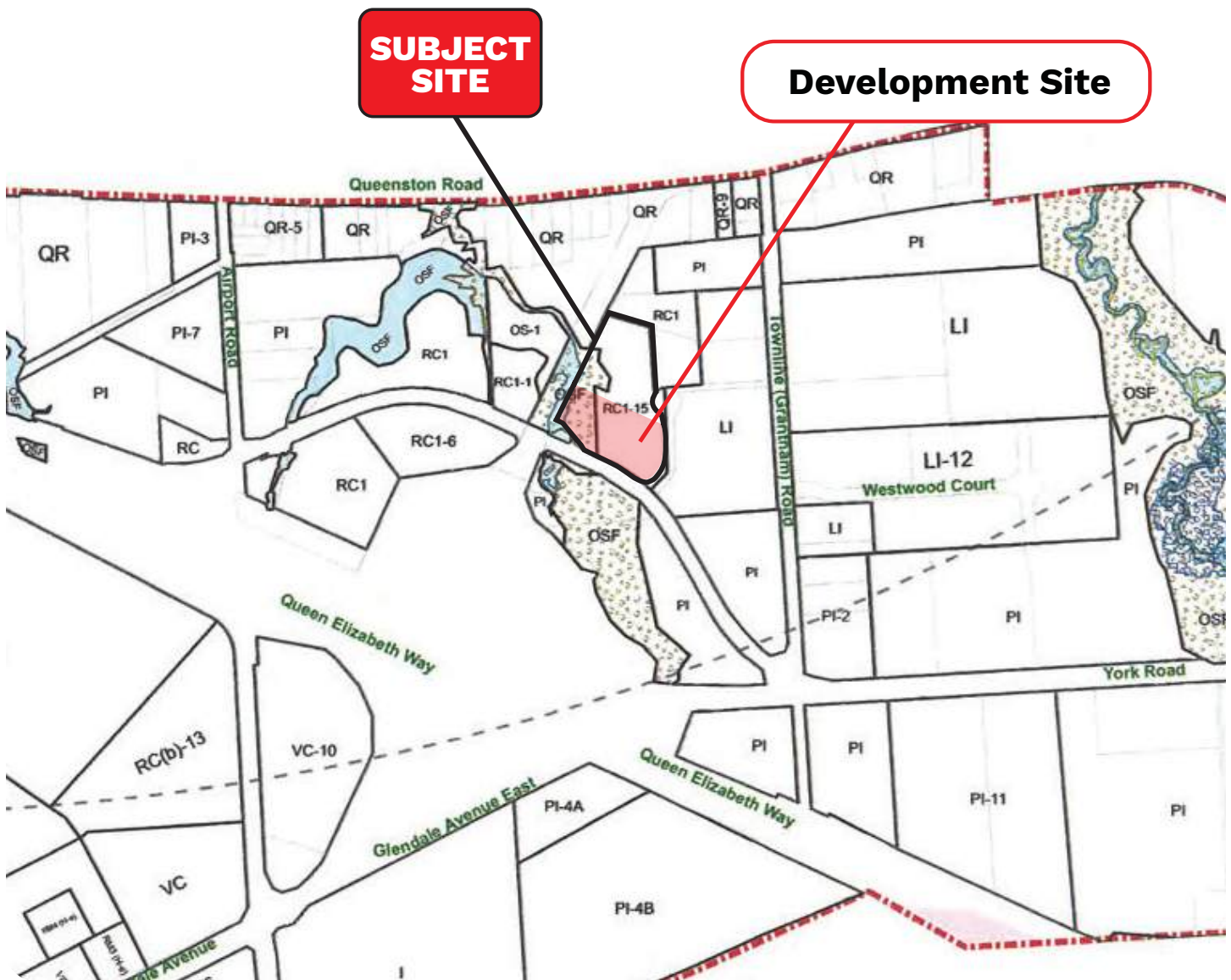
Pursuant to comprehensive Zoning By-law 4316-09, as amended, the subject site is zoned Regional Commercial (RC1-15) and Open Space – Key Features (OSF) on Schedule A-21 (see **Figure 17, Zoning By-law 4315-09**).

The Regional Commercial 1 Zone permits a mix of uses, including a financial institution, commercial recreational facility, hotel or motel, restaurant, retail store, a medical or professional office, and a parking garage, among other permitted uses. The RC1 Zone permits a maximum building height of 15.0 metres and requires a minimum of 10 percent landscaped open space, among other zone requirements outlined in Section 11.9.2 of Comprehensive Zoning By-law 4316-09, as amended, Glendale Community Zoning District. Site Specific Exception RC1-15, which applies to the subject site, provides that for lands identified as RC1-15 on Schedule A-21, a maximum building height of 17.0 metres applies.

The OSF Zone only permits existing uses and conservation management activities and uses.

The proposed amendment seeks to increase the maximum building height from 17 metres to 33 metres and a reduction in parking from the required 272 to 247 spaces.





**Figure 17** - Zoning By-law 4315-09, Schedule A-21



## 4.8 Glendale Secondary Plan Update Urban Design Guidelines

The Secondary Plan Update Urban Design Guidelines (the "**Guidelines**"), were endorsed by Council on December 3, 2024 at the same meeting the Secondary Plan Update was approved. The Guidelines encourage the design of complete, effective, and sustainable built environment consistent with the Town of Niagara-on-the-Lake's character and vision for the future. The Guidelines provide guidance on design matters that are directly related to ensuring that development projects are of high quality, pedestrian-oriented, inter-connected, sensitive to the natural and built environment, and provide adequate public facilities and infrastructure.

As noted in the "Purpose" section of The Guidelines, the provisions and examples in the guidelines should be used as a starting point of design for all development in Glendale and will be used in the assessment of development proposals. The Guidelines state that:

*"While some development may not be able to meet some of the guidelines, the design should still reflect the intent of the guidelines and demonstrate why the alternative solution is an optimal one."*

The guidelines are organized under three main sections:

- **Public Realm:** The public realm guidelines are related to the design of public realm elements including streets, parks, trails, gateways, streetscape design, street trees and landscaping, and stormwater management facilities.
- **Private Realm:** The private realm guidelines are built form, building design and site organization, and design within the private realm. These guidelines provide guidance on the design of specific residential, commercial and mixed use, employment, and institutional building types.
- **Sustainability Buildings and Infrastructure:** These guidelines apply to both the public and private realm and are related to energy and water conservation waste management, green infrastructure and building practices, and urban agriculture.

A full review of the Guidelines against the proposed development is provided in the Urban Design Brief prepared by Bousfields and dated February 2025 (the "**UDB**"). The UDB concludes that the proposed development is supportive of and appropriately addresses the Guidelines.



A photograph of two women in an office setting. The woman on the left, with dark hair, is wearing a striped shirt and is pointing with a pen at a white architectural model. The woman on the right, with braided hair, is wearing a light blue button-down shirt and is looking down at the model. The background is a blurred office environment. A large, semi-transparent blue circle with a white border is overlaid on the left side of the image, containing the number 5.

5

# Planning & Urban Design Analysis



## 5.1 Land Use

The proposed mixed-use commercial development conforms with the land use permissions of the ROP, Official Plan and Secondary Plan, which permits the proposed hotel and restaurant uses. In addition, the proposed development of an underutilized site in a strategic growth area is consistent with the PPS including policies 2.3.1.1, 2.3.1.2, 2.4.1.1, 2.4.1.2, and 2.4.1.3. The proposed development would also provide new employment opportunities for a diversified economic base including the proposed ancillary tourism and restaurant employment uses, which is consistent with the policies in Section 2.8 of the PPS. The proposed uses also conform to the "Urban Area – Designated Greenfield Area" and "Strategic Growth Area" policies of the ROP, which permits the proposed hotel and restaurant uses. In this regard, the ROP directs higher density uses, including hotels, to strategic growth areas and supports the commercial development, which creates new employment opportunities and expands the Region's economic base. The proposed uses also conform to the Official Plan and Secondary Plan, which specifically permit the proposed hotel and restaurant uses as per Policy 3.5 of Part II. The proposed uses are also permitted in the adopted but not in effect Secondary Plan Update and New OP.

Policy 6.23 of the Official Plan outlines criteria to be considered as part of any application for an Official Plan and/or Zoning change. The following is a response of how the subject applications address the criteria:

*a) Compatibility of the proposed use with surrounding land uses, and the likely impact of the proposed development on present and future land uses in the area and on the character and stability of the surrounding neighborhood. Where developments require an amendment to this Plan and are considered significant in terms of land area or impact the effect on the community and municipality must be addressed.*

- **Response:** The proposed development is compatible with the surrounding land uses. In this regard, the Development Site is surrounded by public streets to the west, south, and east and a private road to the north. Beyond these roadways, the subject site is compatible with the existing hotel buildings on the north portion of the subject site and the Conservation lands along the west boundary of the subject site and the existing hotel further west. The proposed development is also compatible with the Conservation lands to the south and the highway corridor further south. Finally, the proposed development is compatible with the existing Purolator facility to the east of the subject site. In this regard, a Noise Impact Study was prepared by Thornton Tomasetti, dated February 18, 2025 (the "**Noise Study**") in support of the applications, which concluded that from a transportation perspective, anticipated noise impacts associated with the proposal are expected to be able to meet all applicable Ontario Ministry of the Environment, Conservation and Parks ("**MECP**") noise limits without upgraded glazing, and with the inclusion of air conditioning and warning clauses. The Noise Study also concluded that there are no stationary noise sources that will impact the proposed development nor will the development create noise issues for surrounding lands.



*b) The height, location, and spacing of any buildings in the proposed development, and any potential impacts on surrounding land uses;*

- **Response:** The proposed 1- and 10-storey buildings are well separated and slightly taller than the existing 6-storey building on the north portion of the subject site. From an impact perspective, the UDB and Pedestrian Wind Assessment was prepared by Rowan Williams Davies & Irwin Inc. ("**RWDI**") dated February 18, 2025 (the "**Wind Study**") confirm that any potential impacts will be adequately limited.

*c) The extent to which the proposed development provides for the retention of existing vegetation or natural features that contribute to the ecological integrity and visual character of the surrounding area;*

- **Response:** The proposed development retains the existing "Conservation" lands as further discussed in the EIS.

*f) The size and shape of the parcel of land on which the proposed development is to be located, and the ability of the site to accommodate the intensity of the proposed use.*

- **Response:** In our opinion, the subject site can comfortably accommodate the proposed development. In this regard, the proposal complies with all of the existing zoning regulations except for the proposed increase in building height for the hotel building and a slight reduction in parking. This, in our opinion, demonstrates that the subject site and specifically the Development Site can comfortably accommodate the proposed development.

*h) The adequacy of the existing roadway system to accommodate the proposed use and the location of vehicular access points and the likely impact of traffic generated by the proposal on streets, pedestrian and vehicular safety, and on surrounding properties.*

- **Response:** A Transportation Impact Study was prepared by Paradigm Transportation Solutions Limited ("**Paradigm**"), dated February 2025 (the "**TIS**") in support of the applications confirms that the existing roadway system can accommodate the proposed use and the access points are appropriate. In addition, the proposed development will add new public sidewalks to the York Road and Counsel Street rights-of-ways.

*j) The servicing capabilities of the area and capacity of municipal services to accommodate the proposed use which shall include the drainage of the property and address the need for a storm water management plan.*

- **Response:** A Functional Servicing Report was prepared by Quartek Group Inc. ("**Quartek**") dated February 7, 2025 (the "**FSR**") in support of the applications confirms that the subject site can be adequately serviced from the existing municipal infrastructure and includes a stormwater management report, demonstrating how the proposed drainage will be addressed.

*k) The location and adequacy of lighting, screening, and parking areas.*

- **Response:** Site lighting will be addressed at the required site plan control application. The proposed loading and parking areas are screened with landscaping along the public street frontage. The parking proposed parking area is central to the site and is adequate for the proposed uses. In this regard, a slight reduction in parking from the required 272 to 247 spaces is proposed. The reduction is for 25 parking spaces, which represents 9 percent of the total required parking. Also, the uses are complementary to one another so that hotel guests will also visit the restaurant and reduce the overall amount of parking required.



*l) Provisions for landscaping and fencing.*

- **Response:** The proposal includes landscaping along all of the Development Site's edges. No fencing is proposed or, in our opinion, required given the Development Site is surrounded by streets.

*m) The location of outside storage, garbage and loading facilities.*

- v. **Response:** No outdoor storage is proposed. Garbage is proposed via an underground Molok system as illustrated on the architectural plans. A loading bay is proposed for the hotel Building C and will be screened from public view with landscaping.

*n) The need and desirability of the use.*

- **Response:** The proposed uses are already permitted by the applicable planning policies and as-of-right zoning. Also, in our opinion, the proposed uses conform with the Town's vision for a Hospitality District.

*p) The identification of environmental, archaeological and heritage resources in the area and how the development will impact on those resources.*

- **Response:** In support of the applications an EIS and archaeological assessment have been prepared, which identifies the environmental and archaeological resources and demonstrates how the proposed development conforms to the applicable legislative and policy framework.

*r) Measures planned by the applicant to mitigate any adverse impacts on surrounding land uses and streets which have been identified in the Planning Impact Analysis including the submission of detailed plans sufficient to show how the items of this policy have been complied with.*

- **Response:** For the reasons outlined herein, it is our opinion that the proposed development adequately mitigates any adverse impacts on surrounding land uses and streets.

Based on the foregoing, it is our opinion that the proposed development conforms to the relevant provincial, regional and local policies related to land use, including the evolving and not in effect Secondary Plan Update and New OP. The proposal also satisfies the criteria for official plan amendments and rezonings.

## 5.2 Aeronautical Assessment & Building Height

Given the proposal's proximity to the Niagara District Airport, the site is subject to height restrictions within the Secondary Plan in collaboration with the Niagara District Airport Commission, which caps the building height to two-to five-storeys on the eastern portion of the site as per the Airport Zoning Regulation (the "**AZR**"), where the 10-storey hotel building is proposed.

An Aeronautical Exemption Request has been prepared by HM Aero Inc., dated February 18, 2025 (the "**Aeronautical Assessment**"), in order to assess the proposed risk and request an exemption from the height restrictions based on the findings of the assessment. The assessment concludes that the proposed redevelopment of the subject site is foreseen as part of the comprehensive planning process as outlined in the Secondary Plan Update, and preservation of the long term-viability of the Niagara District Airport is in the public interest.

With regards to aviation safety, safety and security have been assessed in terms of impacts to the airport's current certification, traffic circuits, arrival and departure paths, Instrument Flight Procedures, bird hazards, and requirements for obstacle marking and lighting. The development of the subject site is not anticipated to compromise aviation safety and security. Further, Runway 01-19 is expected to continue to serve as the airport's secondary runway without major projects that would influence its airspace protection requirements. Accordingly, the development of the subject site is not anticipated to influence the future usability of Niagara District Airport.



Based on these conclusions, an exemption from the height restrictions was submitted to the Niagara District Airport Commission on February 18, 2025, in support of the proposed development.

From a urban structure perspective, Glendale is identified as a strategic growth area in the ROP and Official Plan, which is where the highest levels of density and growth are directed. In addition, the Official Plan notes that Glendale is the location for the tallest buildings in the Town. Accordingly, it is our opinion that given the site's location within a strategic growth area and at a location where the tallest buildings in the Town are directed, additional height should be contemplated for the subject site. In addition, the evolving planning policy framework, namely the Secondary Plan update, allows for a maximum building height of 6-7 storeys on the subject site with an enhanced building height of up to 8 storeys subject to an AZR exemption and amendment to the plan.

The existing and approved building heights in the immediate area includes 6-storey hotel buildings on the north half of the subject site and a 5-storey hotel building to the immediate west of the subject site. Taller buildings are approved at nearby locations in Glendale, including four (4) buildings at heights of 17-25 storeys at 253 Taylor Road (White Oaks site) and two (2) buildings at 8 and 10 storeys on the west side of Concession 7, north of York Road. These taller buildings include a holding provision that requires the owner to obtain a AZR exemption.

In our opinion, the proposed building height increase from 6- to 10-storey is appropriate and desirable in land use planning terms, since:

- it is slightly taller than the 8-storey building height contemplated in the evolving planning policy framework;
- the Development Site is capable of accommodating the additional building height with minor modifications to the existing zoning;

- the development will optimize land in a strategic growth area and at a location where the tallest buildings in the Town are directed;
- the proposed building heights are in the range of other existing and approved building heights in the immediate area and much lower than those approved in Glendale;
- as demonstrated by the supporting studies, the proposed development and increased height does not create any unacceptable built form impacts; and,
- the proposed zoning includes a holding provision that, like the other taller building approvals, would require the owner to obtain a AZR exemption.

Based on the foregoing, it is our opinion that the proposed slight increase in height is appropriate and desirable in land use planning terms.

## 5.3 Required Amendments

The proposed Official Plan Amendment is required to increase the building height from 6 to 10 storeys and to include site design requirements to ensure the loading and garbage storage and other services are located at the rear or side of the building and screened from public view as well as requiring that any surface parking be screened with a landscape strip.

For the reasons outlined in Section 5.2 of this report, it is our opinion that the proposed increase in height is appropriate and desirable in land use planning terms and should be approved. With respect to the screening of loading, garbage, and surface parking, the UDB outlines how the proposed development conforms to the applicable urban design policies in the ROP and Official Plan and generally complies with the applicable urban design guidelines. In this regard, the proposed policy modifications are appropriate and will ensure that the development of the subject site will implement the Town's vision for the Hospitality District in a form and design that achieves the intent of the applicable policies and guidelines.



The Secondary Plan update includes policies that requires a minimum building height of 2 storey on the subject site. In our opinion, this policy is not yet in effect. Also, the intent of this policy is to guide the development of Glendale into a more urban and denser context. However, one storey commercial buildings on larger mixed use site should be permitted and blend well with the existing context. In our opinion, the minimum building height requirements are overly restrictive and have the effect of limiting the mix of land uses, especially in the Hospitality District which is intended to accommodate tourism uses such as hotels and commercial amenities. Requiring minimum building heights will limit the type of commercial uses and promote upper floor uses such as residential and office space, which will bring different issues related to the development of the subject site. In this regard, the proposed one storey buildings are smaller buildings that are part of a larger site where taller buildings exist and, in our opinion, will create a variety of built forms and accommodate uses that are currently permitted on the subject site.

The proposed Zoning By-law Amendment includes the following modifications:

- Increase in building height;
- Reduction in parking;
- Reduction in loading spaces and their location; and,
- Location of outdoor patio spaces.

For the reasons outlined in 5.1 and 5.2, it is our opinion that the proposed building height is appropriate and desirable in land use planning terms and should be approved. In addition, a holding provision has been added to the draft zoning by-law amendment to require the owner to obtain a AZR exemption for any building height taller than the AZR building height limit of 140 metres above seal level.

The proposed reduction in parking is minor and can be supported since it represents a slight reduction of 25 parking spaces and the proposed hospitality uses are complementary to one another so that hotel guests will also visit the restaurant and reduce the overall amount of parking required.

The reduction in required loading spaces from 3 to 1 is rationalized due to the proposed hotel use. In this regard, the three existing hotel buildings to the north and west of the subject site each only have one loading space per hotel building. This demonstrates that these buildings can function with only one loading space. Also, the Owner has developed a significant amount of hotel buildings across the province and is experienced in understanding the needs of the hotel use. In addition, Marriott, who will be the ultimate operator of the hotel use has approved the proposed design, including the proposed single loading space.

With respect to the location of the loading space, the Zoning By-law (regulation 6.27 e) requires that all off-street loading spaces are to be located in the interior, side, or rear yard and to the rear of the main front wall of the main building. An exemption to this regulation is required, since the proposed loading space is located in line with the main building along Counsell Street. The shape and street frontages (on all sides) are main reason for the need for this exemption. In our opinion, the intent of this regulation is to visual screen loading areas and to ensure an enhanced streetscape character. In order to maintain the intent of the Zoning By-law, the zoning modification has been crafted to require a minimum 3.0 metre wide landscape strip between the proposed loading area and any public street (Counsell Street in this case), which allows sufficient space for landscaping and, if required, fencing. The details of which can be addressed at the required site plan control stage.



The Zoning By-law requires that any outdoor patio restaurant be located a minimum of 3.0 metres from any loading area, parking spaces, internal road or driveway located on the lot. In this regard, a small portion of the proposed outdoor patio restaurant associated with restaurant Building B is located approximately 1.5 metres from a parking space. In our opinion, the purpose and intent of this regulation is to ensure the useability of outdoor patio's associated with restaurants by limiting noxious effects, including noise and odours associated with vehicles. Given that only a small portion of the outdoor patio does not comply with this regulation and its orientation to the parking space (to the side), it is our opinion that the proposed modification is acceptable. Furthermore, details of how to address any potential concerns, through fencing and or other screening can be addressed through the required site plan control stage.

Based on the following, it is our opinion that the proposed amendments and modifications are appropriate and desirable and conform to the general intent and purpose of the Official Plan and Zoning By-law. Furthermore, the UDB demonstrates how the proposed development conforms to and appropriately addresses the applicable urban design policies in the official Plan, guidelines and evolving policy framework.

## 5.4 Environmental Impact Study

The EIS provides an overview of Environment Policy applicable to the site, a review of field inventories and studies, assessment of significant natural heritage features, and potential ecological impacts from the proposed development. The EIS also provides mitigation measures based on these findings.

Overall, endangered species and species of concern found on the subject site were limited, and no significant wetlands were mapped on the site. Based on the assessment, no impacts to observed species are expected from the proposed development. Since some portions of an existing woodland will be removed, it is proposed to replace a number of trees on adjacent lands. In addition, 10 metre buffers are recommended surrounding one existing watercourse that is found on the site. Further mitigation measures include:

- Use of appropriate sediment and erosion control measures, and silt fencing to reduce offsite movement of silt;
- Tree removal prior to April 1 or after October 31 to minimize impacts on wildlife that may utilize these trees, as well as a survey of active nests prior to tree removal;
- Tree removal should be conducted by a forestry professional, and debris from tree removals be scattered throughout the retained woodland to create additional wildlife habitat; and,
- Any exterior lighting should be directed away from the woodland on the property to minimize impacts on wildlife.

The EIS concludes that the proposed development is meeting the intent of natural heritage policies of the Niagara Region Official Plan and the Niagara-on-the-Lake Official Plan. The proposed development also satisfies the intent of the Niagara Peninsula Conservation Authority regulatory policies. It is recommended that the mitigation measures included in the EIS be considered during detailed design and future construction on the property.



## 5.5 Noise

A Noise Impact Study was prepared by Thornton Tomasetti, dated February 18, 2025 in support of the applications, in order to assess the potential noise levels from transportation, stationary and mechanical equipment sources on and surrounding the site, and their impacts on the proposed development. The findings of the Study are summarized below.

From a transportation perspective, anticipated noise impacts associated with the proposal are expected to be able to meet all applicable Ontario Ministry of the Environment, Conservation and Parks ("**MECP**") noise limits without upgraded glazing, and with the inclusion of air conditioning and warning clauses as presented in Section 4.5 of the report.

Regarding stationary noise, control measures are not considered necessary for addressing surrounding stationary noise sources, as the hotel rooms include non-openable windows and are not considered points of reception.

Finally, with regards to mechanical equipment, mechanical system noise impacts are predicted to meet the applicable guideline limits at surrounding noise sensitive receptors based on typical equipment selections for the hotel and restaurants, as indicated in Section 6.4 of the report.

The Noise Study concludes that the proposed development is considered to be feasible regarding noise. It also demonstrates conformity with the applicable noise policies in the ROP and Official Plan.

## 5.6 Transportation

The TIS consisted of a review of existing traffic operations in proximity to the site, forecasted traffic generated from development of the overall site (including Parcel 5), background traffic operations, traffic signal control, turning lane functions, and intersection analyses.

In terms of traffic generated from Parcel 5, the TIS concludes that the development is forecast to generate approximately 153, 82, and 216 new vehicle trips during the AM, PM, and Saturday peak hours, respectively. When accounting for background traffic, critical movements are expected to degrade from the overall development, with additional critical movements noted at a number of key intersections surrounding the site.

Paradigm provides a number of intersection improvements in the TIS to remediate the noted critical movements, as follows:

- York Road and Glendale Avenue: Add a two-lane east leg to the existing roundabout under 2030 conditions.
- York Road and Counsell Street: Restrict the southbound movement to right out only in 2034.
- York Road and Townline Road: Convert the stop-controlled intersection to a roundabout under 2030 conditions.
- Glendale Avenue North Signals and QEW Westbound Off-Ramp: Monitor traffic and adjust signal timing splits to reflect real-world changes in traffic volumes.
- Glendale Avenue (Southbound) and QEW Westbound Off-Ramp: Continue to monitor traffic volumes to determine if improvements to the traffic control are necessary.
- Glendale Avenue (Northbound) and QEW Eastbound Off-Ramp: Implementing an additional eastbound turning lane and converting the stop-controlled off-ramp to signal control is recommended under base-year conditions.



- Glendale Avenue North Signals: Monitor traffic and adjust signal timing splits to reflect real-world changes in traffic volumes.
- York Road & Site Driveway: Restrict the northbound site driveway to right-in/right-out.

The TIS concludes with the following recommendations:

- The Town of Niagara-on-the-Lake implement the active transportation and transit facilities identified within the *Glendale Secondary Plan*;
- Changes in real-world traffic volumes should be monitored, and
- The noted intersection improvements should be implemented to facilitate the developments.

## 5.7 Servicing

The FSR includes analysis of the existing and proposed water supply and distribution conditions, and sanitary sewer conditions.

The FSR concludes that, based on fire flow projections for both Phase 1 and Phase 2 of development on the site, the proposed Phase 2 watermain network is expected to be sufficient. Further, from a sanitary sewer and wastewater perspective, there are no impediments to sanitary sewer servicing for the development using currently existing municipal sewage works.

A Stormwater Management Report addendum ("SWM Report") was also prepared by Quartek dated February 2025 in support of the applications. The SWM Report explains that the total impervious cover for the development exceeds the allowable 75% limit (at 77.8%) as prescribed by the Niagara Region and provides controls to reduce peak flow in order to comply with this threshold. These controls include detaining stormwater from the hotel roof with roof drains that regulate flow and utilizing orifice plates in catch basin outlets in the parking areas in order to facilitate ponding. The appended modelling displays how these controls reduce the peak flow anticipated from the development.

## 5.8 Wind

The Wind Study involved Computational Fluid Dynamics (CFD) modelling in order to simulate the anticipated wind flows on and surrounding the proposed development, based on meteorological data recorded at Niagara Falls International Airport between 1991 and 2021.

Based on the criteria outlined in the *Region of Niagara: Pedestrian Level Wind Study Terms of Reference*, the Wind Assessment found that the proposed buildings are expected to cause increased wind speeds, but any wind impact is expected to be local due to the moderate height of the hotel and several positive design features for wind control.

Further, suitable wind conditions are predicted for most sidewalks, walkways and parking lots throughout the year. Uncomfortable wind conditions are expected in the winter between the proposed hotel building and the existing hotel to the north, as well as along Counsell Street, especially at the intersection with York Road. The gust speeds in these areas may exceed the wind safety criterion.

Wind speeds are predicted to be suitable for the intended use of the main hotel entrance during both the summer and winter seasons and at the restaurant entrances in the summer, and higher-than-desired wind speeds are expected around the restaurant entrances in the winter and at all three outdoor patios in the summer.

Based on this review, conceptual wind control measures are discussed in the Wind Assessment, which includes wind control features, such as landscaping, to achieve appropriate levels of wind comfort based on the programming of the various outdoor spaces. In our opinion, these elements can be further implemented at the required site plan control stage.





# Conclusion



For the reasons set out in this report, it is our opinion that the proposed development will contribute in a positive manner to the ongoing growth and evolution of the Hospitality District and Glendale.

From a planning policy perspective, the subject site is an appropriate location for mixed-use commercial development, given its location within the Hospitality District of the Glendale strategic growth area. The proposal conforms with the land use policies of the Official Plan, which permit the proposed uses and will provide new hospitality amenities to the surrounding neighbourhood and for the Town.

Accordingly, it is our opinion that the proposed development is appropriate and desirable, and we recommend approval of the Official Plan and Zoning By-law Amendments.



