



# **Proposed Official Plan Amendment, Zoning By-Law Amendment**

## **Planning Justification Report**

**253 Taylor Road, Niagara-on-the-Lake**

**White Oaks Resort and Spa**

**Prepared & Submitted by**

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## Table of Contents

<b>1.0 – Introduction</b>	<b>1</b>
1.1 Vision	1
1.2 Applications	1
1.3 Purpose	1
<b>2.0 – Area and Context</b>	<b>3</b>
2.1 Subject Property	3
2.2 Surrounding Area	4
2.3 History of Existing White Oaks Hotel and Resort Operations	4
2.4 Future Development at White Oaks	5
2.5 Future Development in Glendale	6
<b>3.0 Development Overview</b>	<b>8</b>
3.1 Details of Proposed Development	8
3.2 Building Height and Airport Proximity	9
3.3 Built Form Strategy	12
3.4 Streetscape Character	13
3.5 Pedestrian, Vehicular Access & Circulation	15
3.6 Parking Strategy	17
<b>4.0 Policy Framework</b>	<b>20</b>
4.1 Provincial Policy Statement (2020)	20
4.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)	21
4.3 Niagara Official Plan (NOP 2022)	24
4.4 Glendale District Plan (2020)	26
4.5 Niagara-on-the-Lake Official Plan (OP) [Consolidated 2017]	31
4.6 Proposed New Official Plan (2019) for Town of Niagara-on-the-Lake	34
4.7 Glendale Secondary Plan (2010)	35
4.8 Zoning Bylaw 4316-09	41
<b>5.0 Planning and Development Considerations</b>	<b>43</b>
<b>6.0 Conclusion and Recommendation</b>	<b>44</b>



## Attachments

Preconsultation Meeting Notes .....	Attachment 1
Survey.....	Attachment 2
Glendale District Plan Land Use Concept.....	Attachment 3
2023 Population Projections for Glendale Area.....	Attachment 4
Niagara College Master Plan.....	Attachment 5
Site Plan Concept .....	Attachment 6
Growth Plan Mapping.....	Attachment 7
Residential Market Research Results.....	Attachment 8
Niagara Region Official Plan (2022) – Schedule B.....	Attachment 9
Niagara Region Official Plan (2022) - Population Targets.....	Attachment 10
NPCA Correspondence for Regulated Watercourse.....	Attachment 11
Active Transportation Network.....	Attachment 12
Commercial Market Research Results.....	Attachment 13
NOTL Housing Stock Statistics.....	Attachment 14
Landscape Master Plan.....	Attachment 15
NOTL Official Plan (2017) - Schedule I-5 .....	Attachment 16
NOTL Official Plan (2017) - Schedule F1.....	Attachment 17
NOTL Official Plan (2017) - Schedule G.....	Attachment 18
NOTL Official Plan (2017) - Schedule F3.....	Attachment 19
Shadow Analysis.....	Attachment 20
NOTL Official Plan (2019) - Schedule B6.....	Attachment 21
NOTL By-law 4316-09 - Schedule A-21.....	Attachment 22



## Appendices

Appendix 1 – Provincial Policy Statement (2020) Policies

Appendix 2 – Growth Plan (2019) Policies

Appendix 3 – Niagara Region Official Plan (2022) Policies

Appendix 4 - Glendale District Plan (2020) Policies

Appendix 5 – Town of Niagara-on-the-Lake Official Plan (2017) Policies

Appendix 6 – Town of Niagara-on-the-Lake Official Plan (2019) Policies

Appendix 7 - Glendale Secondary Plan (2010) Policies

# **1.0 – Introduction**

## **1.1 Vision**

White Oaks has been, since 1978, a visual icon at the gateway to Niagara-on-the-Lake at the south west corner of the Glendale Interchange at the QEW and Glendale Avenue. It has led the economic development of Glendale evolving from a local tennis facility in an undeveloped area of the Town to a renowned 5 diamond hotel, resort, fitness facility and spa attracting customers from the Region, the United States and around the world.

The Vision for White Oaks is to continue to lead the development of Glendale by redeveloping and leveraging the existing wellness amenities of the Resort and Spa and introducing a new mixed use high rise, high-density residential development, with specialised retail commercial and service uses that will reconfirm White Oaks as the entrance to Niagara-on-the-Lake and energise the pedestrian experience on Taylor Road. The changes proposed will seamlessly integrate the new residential and commercial uses into the existing world class facility contributing to the development of Glendale into a complete community as envisaged in the recently approved District Plan.

## **1.2 Applications**

White Oaks Resort has applied for an Amendment to the Town of Niagara-on-the-Lake Official Plan, to designate the property on Schedule F and F1 to “Mixed Use - High Rise/Density (XX)”. Additionally, White Oaks Resort has applied for an Amendment to the Town of Niagara-on-the-Lake Zoning Bylaw 500-74A to re-zone the property on Schedule A-1 from “Village Commercial (VC-10)” to “Mixed Use - High Rise/Density (Site Specific – XX)”.

The materials prepared in support of these applications have been guided by feedback from the Pre consultation Agreement with the Town of Niagara-on-the-Lake dated August 18<sup>th</sup>, 2022 (Attachment 1).

Once development permissions are enshrined within the Official Plan and Zoning By-law, subsequent applications for Draft Plan of Condominium and Site Plan Approval will be submitted to the municipality for processing.

## **1.3 Purpose**

LANDx Developments Ltd. has been retained by White Oaks Resort and Spa to provide professional planning and other technical advice in assisting in securing the planning approvals for the redevelopment of the property municipally known as 253 Taylor Road in the Town of Niagara on the Lake (“the Subject Property”) (See Figure 1).

This Planning Justification Report has been prepared to provide a thorough analysis of the Provincial, Regional and Town policy context that guides the development of Glendale and the White Oaks site and evaluate the appropriateness of the proposed redevelopment of the White Oaks property through the approval of an Official Plan and Zoning Bylaw Amendment as well as a future Site Plan Agreement.

This report will provide:

- An overview of the subject property and surrounding context;
- Review and analyse the applicable Provincial, Regional and Municipal planning policy and regulatory framework;
- A description of the proposed built form, uses, and other statistics;

- A planning opinion supporting the proposed amendments to the Town of Niagara-on-the-Lake Official Plan and Zoning Bylaw.



Figure 1 - Aerial Context Imagery

## 2.0 – Area and Context

### 2.1 Subject Property

White Oaks has an iconic location at the entrance to Niagara-on-the-Lake and the Glendale area at the south west corner of the Glendale Interchange off the QEW. The 5.85 ha (14.5 acre) property located at the corner of Glendale Avenue and Taylor Road in Niagara-on-the-Lake is presently home to the hotel, conference centre, resort, spa and fitness facility known as the White Oaks Conference Resort and Spa.

Originally opened in 1978 as a tennis centre, the facility now features 220 hotel rooms, two restaurants, an indoor pool, spa, fitness club, tennis and squash courts, a business centre, hair salon, sports medicine clinic, health store, pro-shop, and over 61,000 square feet of meeting, trade show, and pre-function space.

The subject property legally consists of two distinct properties (Part 1 and Part 2), as illustrated within Figure 2. These parcels will be referred to collectively as “the Subject Property” throughout this report and will merge as part of this development process.



*Figure 2 - Limits of Subject Property*

The legal description of the entirety of the subject property is as follows: **‘CON 9 PT LOT 2 RP 30R2395 PART 1 AND PART 2’**.

The 5.85 ha (14.5 acre) site is irregular in shape, with a frontage of 384m along Taylor Road, 271m along Glendale Avenue, and QEW frontage of 298m (Attachment 2). There are 3 entrances into the property from Taylor

Road, the main entrance to the Hotel is at the intersection across from the Outlet Mall entrance, which is controlled by traffic lights. There is a second mid-block entrance into the Fitness Facility, which is proposed to be closed, and a third entrance at the northern boundary of the property which provides access to both the customer parking lot as well as the loading area to the rear of the complex. The property is fully serviced with town sewer and water. A stormwater management facility within the complex also functions as a generous landscaped garden.

## 2.2 Surrounding Area

White Oaks is bordered on the north and east by the QEW and the associated Glendale Interchange. The area to the north of the subject property, beyond the QEW highway, is a Hospitality District and Employment Area with a mixture of hotel accommodations, commercial, and light industrial uses. Rural residential development is located along Queenston Road on the St. David's Bench and overlooking the farmlands of Niagara-on-the-Lake to the north.

To the immediate west of the subject property on the other side of Taylor Road is the Niagara Outlet Collection, which features a wide variety of retail/commercial uses within a number of buildings and a large surface parking area. South of the Niagara Outlet Collection are vacant lands which are intended for future mixed-use redevelopment. West, across Homer Road and beyond is the Niagara Outlet Collection and future development lands along Glendale Ave. and a natural open space area which ultimately leads to the Welland Canal.



*Figure 3 - Surrounding Area*

The Daniel J. Patterson campus of Niagara College is located at the SE corner of Taylor Road and Glendale Ave., with a number of institutional buildings, an apartment for student housing, and associated surface parking. Further south are agricultural lands which are part of the Niagara College teaching winery and the natural protected areas associated with the Niagara Escarpment, the most significant geographic feature bordering the Glendale area. To the south west is the Niagara on the Green low density subdivision as well as the 18 hole Royal Niagara Golf Club.

## 2.3 History of Existing White Oaks Hotel and Resort Operations

Constructed in the 1970's and officially opening doors in 1984, the White Oaks property has evolved and expanded gradually over the past 30 years, as detailed through the chronology below:



- **1978** – Beginning as a private racquet club, the original complex housed 8 indoor tennis courts, 3 squash courts, and two racquetball courts.
- **1984** – Opening of 88 room deluxe hotel, banquet facility, meeting rooms, and indoor swimming pool.
- **1998** – Addition of 60 new hotel rooms with an additional 2 new floors to the existing hotel. A 40,000 square foot conference facility is also constructed.
- **2001** – Addition of 70 new hotel rooms and an additional 60,000 square feet of conference facility
- **2005** – Approval of Site Plan By-Law 3515A-05 to facilitate municipal approval of fitness facilities at the resort. This included a total renovation of all studios, locker rooms, the club lobby, club entrance, and additional retail spaces and boutiques. The existing parking supply of 559 spaces was established through the approval of a Minor Variance (A-12/05). The permitted uses on the property are as approved on October 24<sup>th</sup>, 2005.
- **2014** – Two of the tennis courts are converted and renovated to accommodate trade shows and large scale events.

## **2.4 Future Development at White Oaks**

The subject property is located at the entrance to Glendale, which has been the focus of a number of land use planning studies and approvals which will direct future growth and guide the transformation of the area into a vibrant, compact, complete mixed-use urban community.

The initial detailed policy context guiding the development of Glendale is the 2010 Glendale Secondary Plan, found as Section 6.32.6 of the Town's Official Plan (See Appendix 5).

Due to Glendale's strategic location in the Region, changing provincial economic and growth directions, and recognizing that the Secondary Plan was now nearly 10 years old, the Glendale District Plan, OPA 17, was approved by Niagara Regional Council on September 17<sup>th</sup>, 2020, implementing a refined vision and policy directions for the growth and transformation of Glendale. That plan has been integrated into the recently approved Niagara Region Official Plan as Section 6.1.3.

The Region is now taking the lead in conjunction with the Town of Niagara-on-the-Lake in preparing an amendment to update the Glendale Secondary Plan. This ongoing work will implement the vision of the recently approved District Plan. It is anticipated to be completed and approved by Council before the end of 2023. White Oaks continues to be an active participant in consultation and collaboration efforts with Town and Regional Staff as this work proceeds.

Since 2010 and continuing throughout these recent approvals and studies, the subject property has been envisioned for mixed-use medium and high-density redevelopment (Attachment 3).



Figure 4 - Land Use Direction within Glendale Secondary Plan (2010) and Glendale District Plan (2020)

## 2.5 Future Development in Glendale

As detailed below and illustrated by Figure 4, significant change from existing conditions is envisioned for Glendale.

The District Plan was prepared initially on the basis of research that projected 2051 population targets for the municipality of Niagara-on-the-Lake of 28,900 residents and 17,610 jobs. As the research for the Glendale Secondary Plan has unfolded throughout 2023, these projections are being re-evaluated. For Glendale alone, approximately 19,300 residents and 9,100 jobs are now anticipated up to the year 2043, representing a significant share of the overall population within the municipality. These projections (Attachment 4) have guided the preparation of the development proposal being submitted for White Oaks. The White Oaks property is one of the most appropriate locations for high density and high rise development within the Glendale Area to enable the population growth that is being anticipated.

Located to the west of the subject property, the Glendale Crossing is the largest area of vacant land with development potential within Glendale. Glendale Crossing will be a complete community focused on the Mixed Use Main Street, the extension of Niagara on the Green Boulevard which terminates within the Outlet Connection and could, in the long term future, be extended through the Outlet Mall to Taylor Rd. The area will be developed with a variety of land uses, promoting a mix of residential built form, local commercial and service uses, and greenspace. Additional residential uses will be provided along Homer Road adjacent to the natural open space area to the west and the existing stormwater management pond.

The District Plan is presently anticipating the north west corner of Glendale Avenue and Taylor Road, opposite White Oaks, being developed as a multi-modal hub with the potential to accommodate several forms of transit, potentially including local, inter-municipal, GO, tourism and on-demand transit services. The multi-modal transportation hub will support the intensification of the Glendale District with opportunities for a mixed-use building where community and transit facilities are located on the ground floor, with residential units and other uses above. Whether located here or elsewhere south of the QEW, a transit hub will reinforce the pedestrian focus of Glendale and encourage the use of transit by all residents

While currently providing a number of retail options and tourist attractions, there is the opportunity for the Outlet Collection of Niagara to evolve over time, including accommodating mixed-use buildings which interface with the lands of the Glendale Crossing.

The Niagara College land holdings in the south-east of the Glendale Area will also be subject to change over the long term, as the College is currently embarking on a Campus Master Plan exercise to develop the property into a future hub of innovation (Attachment 5). The College has recently purchased lands to their immediate east, known as the Niagara Corporate Business Centre, and will be incorporating these lands into their greater Master Plan vision for future development.

The Vision for White Oaks has been developed to seamlessly integrate into Glendale, to be a partner with the Town and Region, and to create the envisaged complete community with the range of complimentary and supportive land uses.

Given the agricultural character of the Municipality and the established residential character of Virgil, St. David's and The Old Town, the strategic location of Glendale represents a significant opportunity for future growth. The vision for Glendale as a complete community will support alternative housing forms and intensification within the Town of Niagara-on-the-Lake as presently envisaged by Provincial Policies.

# 3.0 Development Overview

## 3.1 Details of Proposed Development

White Oaks proposes to develop the southern portion of the subject property with new high-rise and high density mixed residential and commercial uses, and integrate these new uses with the wellness and fitness facilities of the existing hotel and conference centre. The existing “at grade” hotel and conference centre parking will be relocated to a new structure at the north end of the site which connects directly into the hotel and conference centre.



Figure 5 - Proposed Site Plan Concept

Development is proposed through two distinct Blocks with 4 high-rise towers (“Block 1” and “Block 2”) which will be constructed in phases. Block 1 features two towers of 25 and 18 storeys, set on a five storey podium, with 420 units total. Block 2 provides two towers of 21 and 17 storeys, on a five storey podium, with 390 units total. Both blocks total 810 dwelling units. The Taylor Road frontage, Block 1 will create an animated pedestrian retail and commercial precinct of approximately 1,515.5 m<sup>2</sup> (16,312.71 ft<sup>2</sup>) of ground floor retail and commercial space along Taylor Road, implementing the existing Secondary Plan and District Plan. A copy of the site plan is illustrated above and provided as Attachment 6.

Parking for the new development on the property will be accommodated in two storeys of underground parking. To support the 810 units and 1,515.5 m<sup>2</sup> (16,312.71 ft<sup>2</sup>) of commercial proposed, 754 parking spaces have been accommodated. The findings provided by Paradigm Transportation Solutions Limited, illustrate that the proposed supply will meet and exceed parking demands for the development as proposed.

<b>Table 1</b>	
<b>Site Statistics</b>	
New Development Lands	1.99 hectares / 4.92 acres

Existing Use Hotel, Conference and Fitness Centre Lands	3.86 hectares / 9.54 acres
Total Area	5.85 hectares / 14.46 acres
Residential GFA Proposed	74,745.61 m <sup>2</sup> / 804,555.05 ft <sup>2</sup>
Commercial GFA Proposed	1,515.52 m <sup>2</sup> / 16,313.71 ft <sup>2</sup>
Total Units Proposed	810
Total Parking (New Development)	754 spaces
Total Parking (Hotel Operations)	564 spaces
Existing Green Space	0.77 hectares / 1.90 acres
Proposed Green Space (New Development)	0.58 hectares / 1.43 acres
Proposed Green Space (Hotel Renovations)	0.19 hectares / 0.47 acres
Total Green Space	1.53 hectares / 3.78 acres

### 3.2 Building Height and Airport Proximity

The building height of each structure is as follows:

- **Block 1**
  - Tower 1A (25 Storeys) : 82.5m Above Ground Level (established grade)
  - Tower 1B (18 Storeys) : 62.5m Above Ground Level (established grade)
- **Block 2**
  - Tower 2A (21 Storeys) : 70m Above Ground Level (established grade)
  - Tower 2B (17 Storeys) : 57m Above Ground Level (established grade)

See Figure 6 below for details on proposed building height.

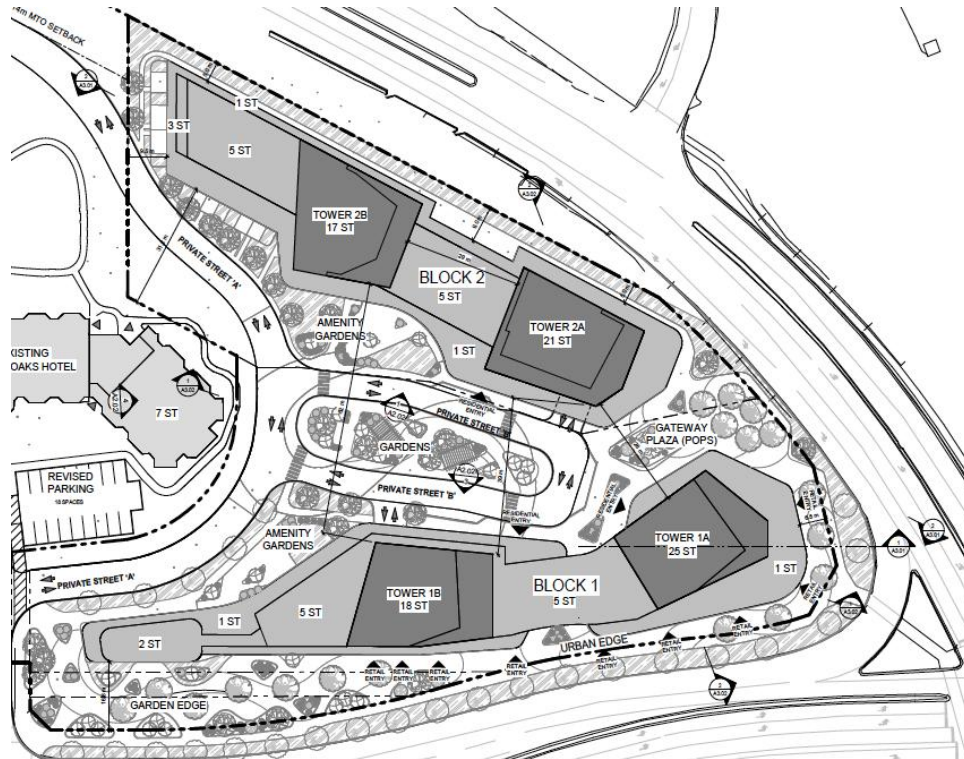


Figure 6 - Building Heights

HM Aero Aviation Consultants were retained by Ownership to conduct a review of compatibility considerations associated with the proposed development of high rise buildings on the subject property given proximity of the site to the Niagara District Airport. The regulatory height limits of the subject property are established through the **'St. Catharines Airport Zoning Regulations ("AZR")'** and the **'Limitation Surfaces of 'TP312 - Aerodrome Standards and Recommended Practices'**.

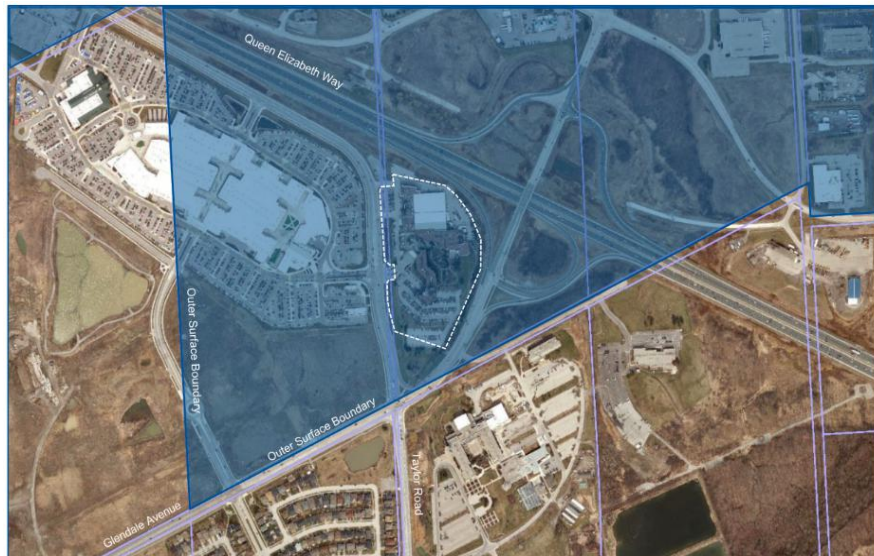


Figure 7 - St. Catharines Airport Zone Limit and Subject Property

As illustrated by Figure 7, the subject property is located within the St. Catharines Airport Zone. The implications of the St. Catharines Airport Zoning Regulations on the subject property limits the developable envelope of the site to 19m Above Ground Level (AGL). As such, an exemption to the zoning regulations will be required to support the proposed development.

Section 5.9(2) of the Aeronautics Act permits the Minister of Transport and Transport Canada to issue an exemption to the Airport Regulations if the exemption is in the public interest, and if the exemption is not likely to adversely impact aviation safety or security. In the opinion of HM Aero, the proposed development is in the public's best interest. Most critically, they concluded that the development of the Subject Property is not anticipated to result in aviation safety concerns as it will not result in any interference with radar, communication, ground based navigation systems, bird hazards, aircraft noise, or restrictions to aircraft visibility.

The TP312 Outer Obstacle Limitation Surface ("OLS") is a 4,000m common plane originating from the Aerodrome Reference Point on the Niagara District Airport Runway. This plane is established at this point at a constant elevation of 140m above sea level. As illustrated on Figure 8 below, the TP312 outer surface penetrates 180m into the subject property. The balance of the subject property, which includes all of the land subject to new high rise development, is located entirely outside of this limitation surface.

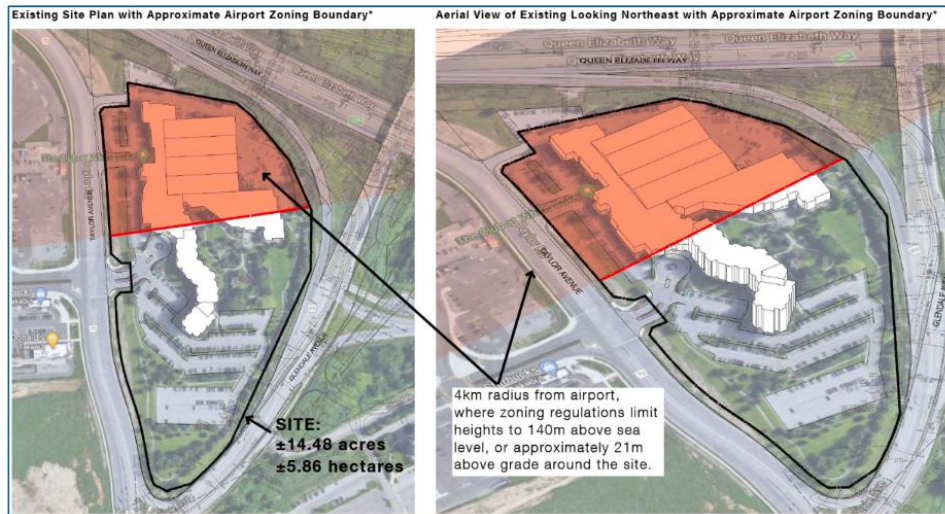


Figure 8 - TP312 Outer Limitation Surface on Subject Property

The OLS of Niagara District Airport is certified according to the 4th edition of TP312, which is Canada's regulatory basis for certifying airports. This document advises that "Penetrations should not be permitted above the Outer Surface, except when, in the opinion of the certifying authority, the object would be shielded by an existing immovable object, or after aeronautical study it is determined that the object would not adversely affect the safety or significantly affect the regularity of operations of aircraft". This highlights that penetrations to the OLS may be considered when aviation safety risks are shown to be minor and/or mitigatable. HM Aero's analysis indicates that the location and height of the proposed development will not result in adverse implications to aviation safety or aircraft operations.

HM Aero concluded that, at a minimum, a permanent exemption to Airport Zoning Regulations is supportable for the southern portion of the subject property not affected by the TP312 Outer Surface OLS. This includes the lands subject to redevelopment. Additionally, HM Aero has advised that a site wide exemption allowing permanent development up to 150m above ground level across the entirety of the subject property is supportable and will not conflict with aviation safety. At a proposed building height maximum of 82.5m, the

development is well within the building height envelope deemed appropriate in the context of public interest and aviation safety.

An Airport Zoning Regulation Exemption submission requires the applicant to obtain a 'Letter of No Objection' for the proposed development from the Town of Niagara-on-the-Lake. It is not possible to obtain such a letter until applicable planning approvals are received (*Zoning Bylaw Amendment, Site Plan Approval etc.*). As such, Ownership intends to submit applications for the Airport Zoning Regulation Exemptions through the building permit approval process when more detailed plans and information are available. Ownership is committed to continued consultations and discussions with the Niagara District Airport Commission, NAV Canada, and Transport Canada as the development proceeds through the approvals process.

### 3.3 Built Form Strategy

The proposed new mixed use apartment buildings have been designed to reinforce White Oaks as the gateway to Glendale. Two building blocks are proposed, each with a strong streetwall and podium from which residential towers rise with varied heights.

Building massing consists of three distinct elements, the streetwall, the base building, and the towers (See Figure 9 below).

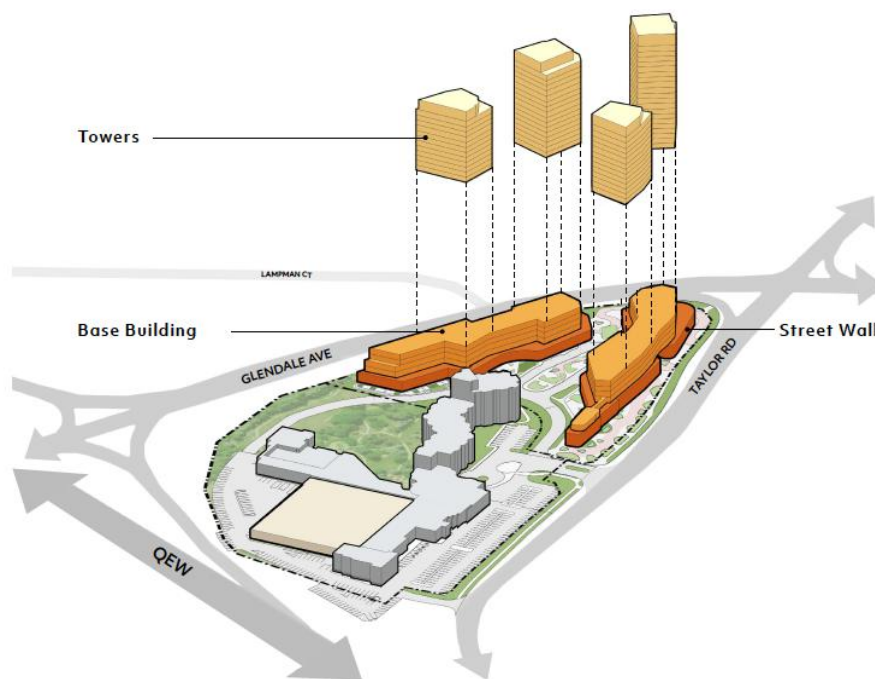


Figure 9 - Massing Strategy

Streetwall buildings are proposed to be one storey with heights ranging from 6.0m to 8.1m. The street wall is proposed to have variety and articulation to provide for both retail and residential uses to animate the public realm along Taylor Road. Retail storefronts are provided along a consistent streetwall with pedestrian scaled and quality materials. The proposed streetwall buildings which front onto Glendale Avenue and Taylor Road will frame and create space for an internal garden oasis which will connect to the existing gardens of the White Oaks Resort.



The base building extends 2-5 storeys above the streetwall and is set back from the ground floor. The base building will accommodate adequate separation to retail and amenity uses located at grade, while also creating opportunities for rooftop amenities.

The placement of the four residential towers is intended to create a diverse skyline for Glendale. With heights of 25, 18, 21, and 17 storeys, towers have been offset and stepped in height. Tower separation distances range from 25m to 38.6m. By varying both height and separation for the towers, a distinctive skyline is created by maintaining visual prominence of the Niagara Escarpment. As recommended by the project's Wind Consultant, tower orientation has been shifted to ensure pedestrian comfort and mitigate wind tunnelling.

Ground floor uses will animate the edges of the site, with retail commercial spaces focused around the corner of Glendale Avenue and Taylor Road. The retail commercial area transitions to residential uses as one moves towards the centre of the site and to the east edges along Glendale Avenue. The north edges of Block 2 propose ground floor residential garden suites that take advantage of the adjacent open space of the White Oaks Gardens. Access to loading, garbage, underground parking, and resident drop off/pickup is internal to the site from Private Street 'B'.

The proposed above grade parking structure will replace the existing tennis court facilities at White Oaks Resort and Spa, occupying the same footprint as the existing building. The parking structure will effectively replace the existing surface parking at the south end of the site which is being removed to support new mixed use development. Containing 262 spaces, the new garage will provide for more convenient internal parking access for hotel guests and employees as well as creating opportunities for expanded valet parking services for the hotel. The structure will be two storeys in height with a rooftop parking level. Two new elevations are proposed on the north and east faces of the building, which will be clad in materials which will reinforce the wellness theme of the White Oaks Resort, potentially including screens or green wall features. The structure will appear as a fenestrated building with a regular pattern of openings and materials that are compatible with those of surrounding buildings, both on the Subject Property and within the Glendale area at large. Exact material usage will be subject to refinement through the site plan approval process.

### 3.4 Streetscape Character

The proposed built form along Taylor Road is intended to create a welcoming pedestrian environment with a setback that varies from 3.0m to 10.0m as it moves from the urban edge, to a larger green buffer at the entry to the resort.

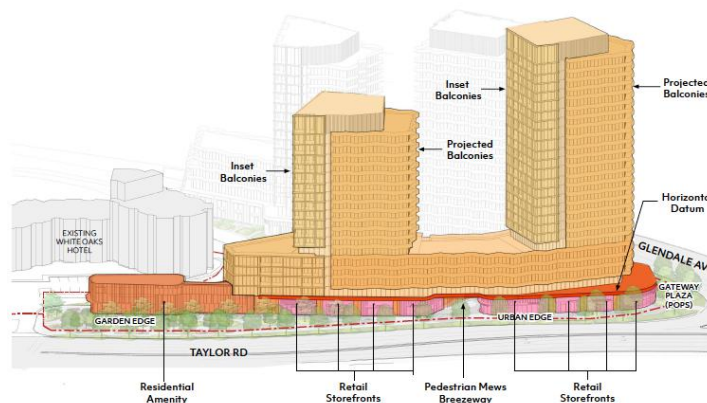


Figure 10 - Taylor Road Streetscape

Located in the immediate proximity of the main entrance at the northernmost end of Block 1, this proposed 'garden edge' will create an integrated streetscape with opportunities for passive seating and tree planting amongst retail storefronts. The streetscape at the Garden Edge will lead into the interior residential gardens at the centre of the site, as demonstrated by Figure 11. This "garden edge" provides for passive seating areas and planters within a large setback along Taylor Road. The base building transforms as it moves north of the retail streetwall with amenity spaces on two floors and an architectural expression which creates a louvred elevation of vertical green fins.

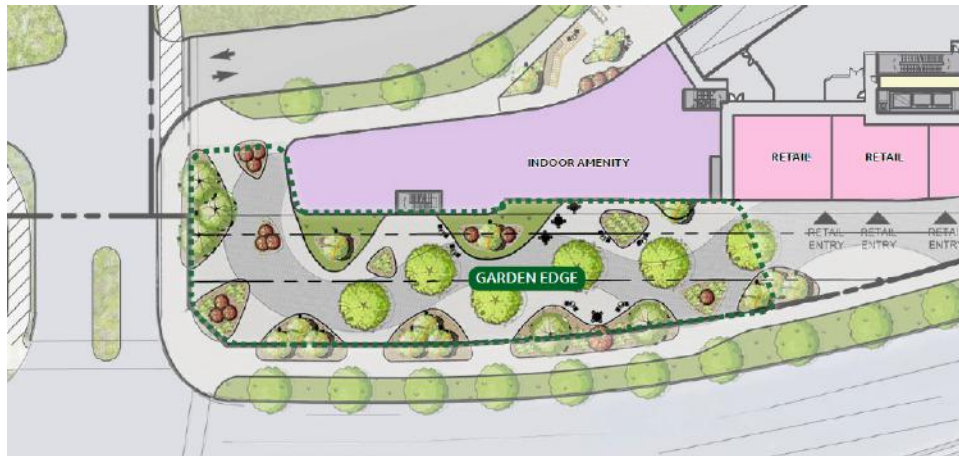


Figure 11 - Taylor Road Garden Edge

Further south, the Taylor Road streetscape transitions to an urban edge along the proposed streetwall of retail storefronts, with space for street fronting patios (See Figure 12 below). The retail storefronts will wrap into the site via the pedestrian mews and around the corner at Taylor Road and Glendale Avenue into a publicly accessible plaza. This portion of the Taylor Road character is defined by a streetwall varying in height from 1 storey to 5 storeys with a horizontal datum at the ground floor, providing separation and definition between at grade retail and above grade residential uses.

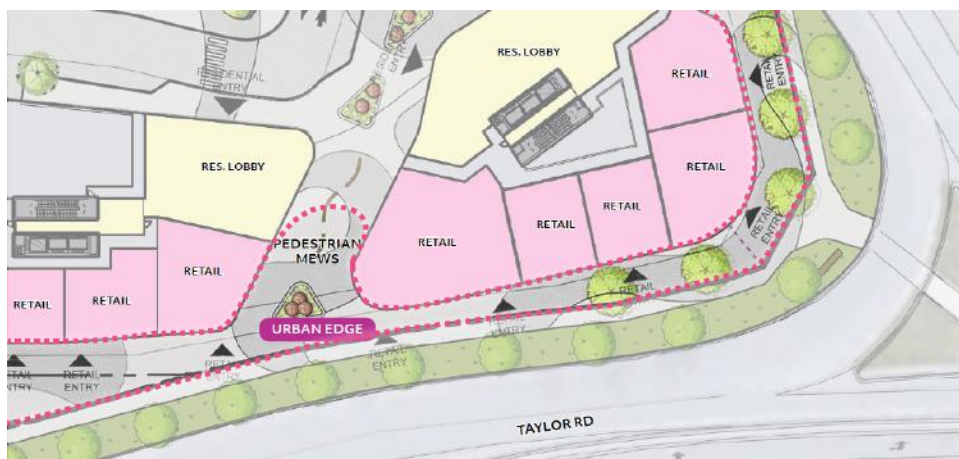


Figure 12 - Taylor Road Urban Edge

A Publicly Owned Privately Accessible Space (“POPS”) has been provided at the corner of Glendale Avenue and Taylor Road, as illustrated by Figure 13. The ‘Gateway POPS’ has been incorporated to provide public access to the landmark corner of the site. The POPS will be well connected to the internal residential courtyard gardens and the pedestrian mews access to the Taylor Road retail spaces. The POPS space will be lined with retail on one side and residential amenity on the other, providing for a mix of uses. This location has been identified as a potential candidate for some form of public art installation, reinforcing the gateway significance of the corner. The landscaped edge along Glendale Avenue is proposed to be more naturalised, in support of efforts to preserve and respect natural heritage features and provide screening and separation between residential uses and vehicular traffic along Glendale Avenue.



Figure 11 - Proposed Publicly Owned Privately Accessible Space (“POPS”)

### 3.5 Pedestrian, Vehicular Access & Circulation

The careful planning of both pedestrian and vehicular movements within and around the property are critical to the development’s success, both within the overall complex and its integration with the community at large.

The proposed development provides for pedestrian connectivity into the centre of the site as well as to the ‘urban edge’ of the Taylor Road frontage. Permeability between the public realm and the White Oaks property is achieved by providing accessible connections including a driveway connection at White Oaks entry, a pedestrian mews, and POPS at the corner of Glendale Avenue and Taylor Road.

The main entrance to both the hotel and residential uses will continue to be the light controlled intersection with Taylor Road. The existing access and internal roadway has been designed to ensure ease of navigation and mobility for both hotel guests and new residents. A new 8.0m wide internal roadway (Private Street ‘A’) has been proposed to provide vehicular and pedestrian connectivity with the mixed use development while providing additional access to the existing hotel facilities at the north east corner of the site. Private Street ‘B’ will serve as the primary residential and underground parking access roadway within the site. Private Street ‘B’ has been treated with specialty pavers to connect seamlessly with the internal garden oasis amenity within the middle of the site.

The interior residential gardens are intended to give a unique identity to the residential buildings, breaking up the internal roadway and providing opportunities for benches, planters, and paving to complement the space as an amenity for residents. This internal garden oasis has been designed to emphasise pedestrian circulation.

There are currently three driveway access points to Taylor Road, the centre entrance to the fitness facility will be closed to reduce entrances onto Taylor Road and allow for a more effective design of the northerly parking lot adjacent to Taylor Road. The northernmost driveway from Taylor Rd at the north end of the site will be maintained as the principal access for truck movements and deliveries.

Any driveways or parking facilities located within MTO's 14m setback cannot be relied upon as the sole method of vehicular access to the proposed parking structure. As a result, a new access roadway is being provided along the east side of the property. This secondary access roadway will be located entirely outside of the MTO setback, ensuring that access to the proposed parking structure will be maintained on the subject property in perpetuity, regardless of any potential long term plans for the potential expropriation of lands by the MTO for future highway expansion. See Figure 13 below for details. This private access driveway will function as an emergency/secondary access that will be programmed with landscaping and paving details rather than reading as a traditional asphalt roadway. The specialty pavers featured for Private Street 'B' are continued along the newly proposed emergency access driveway, reinforcing this feature as secondary in nature. This treatment, when combined with proposed landscape plantings along the roadway, will result in a lush and pedestrian friendly access route through the rear of the site with immediate connectivity to the existing White Oaks Resort gardens. Bollards will restrict daily vehicular traffic. While proposed as a design element, paving choice and detailed design of the emergency access roadway will ensure that fire truck requirements can still be accommodated.

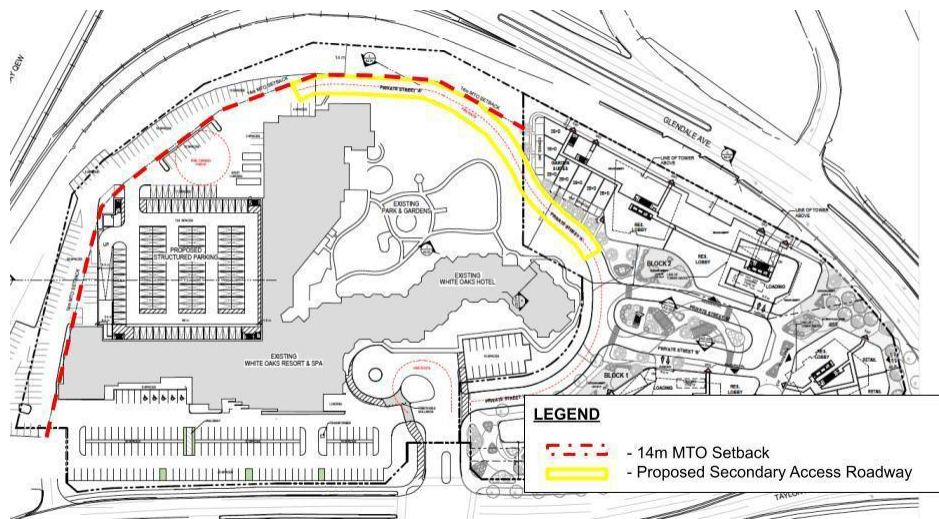


Figure 13 - Proposed Secondary Access Roadway and MTO Setback

Encouraged by the Secondary Plan, the pedestrian environment along Taylor Road will be animated with wider sidewalks and landscaping adjacent to the commercial uses. Pedestrian movements from Taylor Road into the site, and through the site to the hotel open space, will be encouraged. As illustrated on Figure 14, the proposed private roadway will connect and integrate with existing pedestrian pathways, resulting in a lush internal network of publicly accessible pedestrian pathways with programmable landscaped spaces for hotel guests and community residents to enjoy.

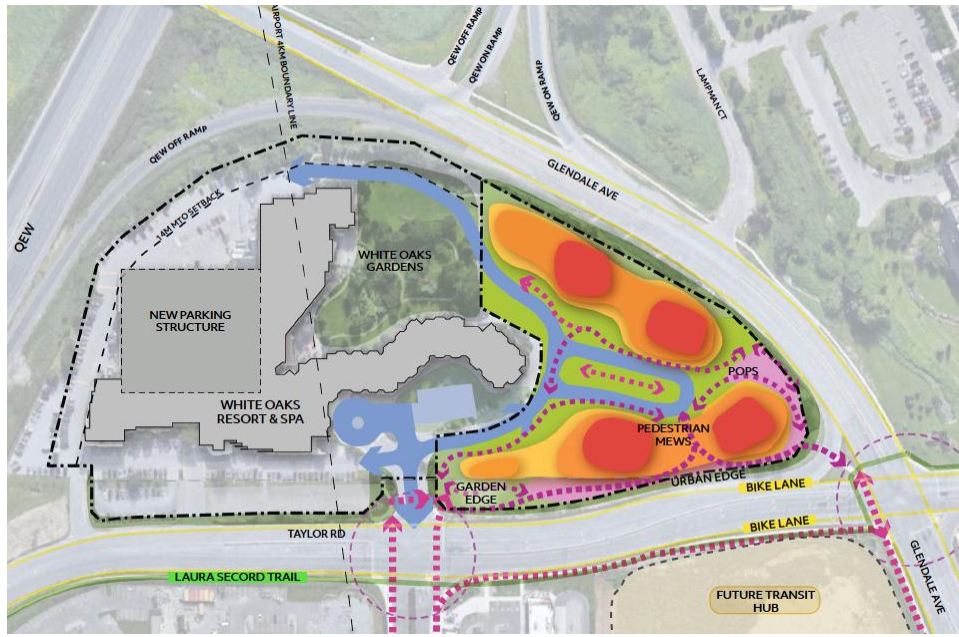


Figure 14 - Connectivity with Existing Pedestrian Network

### 3.6 Parking Strategy

There are presently 559 on-site parking spaces to service the total complex.

The southern portion of the subject property, the location for the proposed redevelopment, is currently utilised by the hotel and conference centre for surface parking. To compensate for the loss in surface parking from the proposed development, the building currently utilised by the hotel for tennis courts will be renovated into a new two storey above grade parking structure containing 262 spaces. In addition, the existing mid-block entrance into the fitness facility from Taylor Road will be closed and the existing parking located along the Taylor Road frontage will be re-designed to accommodate 149 total spaces. Twenty-seven (27) additional surface spaces will be located to the north of the structure. Eighteen (18) spaces have been located in immediate proximity to the hotel entrance. In total, approximately 456 parking spaces will be provided for the hotel, conference centre, and fitness facility.

Replacing the existing tennis court facility with a parking structure will necessitate a change to the overall parking strategy for the property. In the past, while primarily used for tennis, the courts also served as flexible space that was utilised for large events and trade shows. These large events created a peak parking demand for the facility. As this space will no longer be available for events, peak demand will be reduced. Paradigm Transportation, the traffic and parking consultants engaged for this project, measured peak 'special event' demand at approximately 510 spaces, while typical peak demand was measured at approximately 383 spaces. This typical peak demand will be adequately accommodated by the 456 spaces proposed for the hotel.

In addition to the 456 spaces identified for the Hotel and conference centre, 108 additional spaces will be maintained (34 spaces) and/or reconfigured (74 spaces) within the 14m MTO setback. The Ministry of Transportation requires a 14m setback measured from the QEW property boundary to accommodate future potential highway expansion. While it is recognized that the QEW/Glendale interchange just completed significant upgrades in 2023, it is not anticipated to be upgraded or widened at any point within the next planning horizon of 2050, parking spaces that fall within the 14m MTO setback cannot technically be counted

towards parking supply. Even so, the 108 existing spaces within the MTO setback will continue to be used, in addition to the 456 spaces for the hotel. The 564 total spaces provided will exceed the measured peak demand of 510 spaces.

White Oaks has a comprehensive approach for accommodating overflow parking which has been used many times in the past and should the case arise will be used in the future. These plans include informal agreements with several adjacent landowners to utilise their facilities for overflow parking. Shuttle services are provided during these special events to transport guests to and from the off-site parking facilities. In the future, if required, White Oaks will re-introduce the overflow parking plans to meet any potential demand.

See Table 2 below for details.

<b>Table 2</b>	
<b>Location</b>	<b>Spaces</b>
Existing Hotel Parking Spaces	559
Above Grade Parking Structure	262
Surface Parking Lot (Taylor Road)	149
Surface Parking @ North End	27
Hotel Entrance Lot	18
<b>Subtotal (Typical Supply)</b>	<b>456</b>
Existing Surface Parking in MTO Setback (Maintained)	34
Existing Surface Parking in MTO Setback (Reconfigured)	74
<b>Subtotal (Peak Supply)</b>	<b>564</b>
<b>Typical Peak Parking Demand</b>	<b>383</b>
<b>Special Event Parking Demand</b>	<b>510</b>

The proposed on-site parking supply for the existing uses will exceed demand for typical peak scenarios for both the hotel and conference centre. The 564 spaces proposed will exceed the 559 spaces which exist today. While less frequent due to the removal of space utilised for trade shows and conventions, White Oaks will continue to be able to accommodate special event peak demand of up to 510 spaces through the 564 spaces proposed.

## **4.0 Policy Framework**

### **4.1 Provincial Policy Statement (2020)**

The Provincial Policy Statement (“PPS”) was issued under Section 3 of the Planning Act and came into effect on May 1<sup>st</sup>, 2020. The PPS provides policy direction on matters of provincial interest related to land use planning and development and sets the policy foundation for regulating the development and use of land.

#### **4.1.1 Land Use Vision**

Part IV of the PPS establishes the vision for Ontario’s land use planning system, one that supports strong, sustainable, and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy. Healthy, liveable, and safe communities are made sustainable by promoting efficient land use patterns and accommodating an appropriate range and mix of uses that utilise existing land and infrastructure which is supported by existing public service facilities.

The subject property is located within the Town of Niagara-on-the-Lake Settlement Area and designated greenfield area defined by the Regional Official Plan. As such, the proposed development is subject to a number of PPS policies which have been evaluated below and consolidated in their entirety within Appendix 1.

#### **4.1.2 Development Patterns**

The development of 810 new units in a compact high density built form is a land use pattern which makes more efficient use of land, provincial and municipal infrastructure, public service facilities, and is transit supportive as required by PPS 1.1.3.2, 1.1.3.3, 1.1.3.6.

Taking advantage of land presently underutilised as surface parking, and accommodating new residential development is intensification within the designated greenfield area as envisaged by the PPS. The development of White Oaks will introduce high-density apartment dwellings to the Glendale Area, which will complement the range of uses and densities envisioned through the approved District Plan. Growth within the Glendale Area will be supported by planned transit infrastructure. A potential Transit and Community Hub could be a terminus and focal point for inter and intra-regional transit.

#### **4.1.3 Housing**

The proposed development will contribute to ensuring the Town of Niagara-on-the-Lake can accommodate a significant supply and range of housing options as directed by the PPS (PPS 1.4.1, 1.4.3).

The predominant form of housing in Niagara-on-the-Lake is presently low density single detached dwellings. The proposed development as part of Glendale will contribute to a wider range and mix of housing types and densities to meet the requirements of current and future residents.

#### **4.1.4 Servicing and Transportation**

In accordance with Policy 1.6.6.2, the proposed development will be serviced with existing municipal sewage and water services. The proposed development will be serviced through municipal infrastructure located within Taylor Road, with stormwater drainage being discharged to channels which form part of Glendale Avenue. Erosion control measures will ensure that sediment during construction does not migrate downstream or offsite.



Utilising a compact form of development adjacent to a potential transit hub and QEW interchange will encourage and support the current and future use of transit and active transportation. Strategically located development in proximity to transit infrastructure will minimise the potential length and number of vehicle trips. In accordance with the policies of Section 1.8.1, transit supportive land use patterns contribute to energy conservation and efficiency, improved air quality, and reduced greenhouse gas emissions.

#### **4.1.5 Sustainability**

The proposed development will incorporate sustainable design measures such as green roofs, energy efficient buildings, drought-tolerant native species, and low impact development measures. These sustainable design elements will be refined and confirmed as the development proceeds through the site plan approval and building permit process. Through sustainable design and transit-supportive form of development, the proposed development will contribute to climate change adaptation in accordance with Provincial Policy.

In accordance with the PPS, the proposed amendments to the Official Plan and Zoning Bylaw will facilitate a compact form of development that is strategically located within the designated greenfield area, taking advantage of existing provincial and municipal infrastructure and public services. As such, the proposed development is consistent with the Provincial Policy Statement.

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

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (“Growth Plan”) was prepared and approved under the Places to Grow Act and came into effect on May 16<sup>th</sup>, 2019. The Growth Plan for the Greater Golden Horseshoe, as amended in 2020, builds upon the Provincial Policy Statement to promote economic growth, increase housing supply, create jobs, and build communities that make life easier, healthier and more affordable for people of all ages.

### **4.2.1 Complete Communities**

One of the key guiding principles of the Growth Plan is to support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime. A complete community is defined as:

*“Places such as mixed-use neighbourhoods or other areas within cities, Towns, and Settlement Areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options, and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts” (Section 7 – Definitions).*

Critical to the implementation of the Growth Plan in Niagara and Niagara-on-the-Lake is the Glendale District Plan (2020) which envisions the Glendale District as a complete community. The existing Secondary Plan and its ongoing review will implement the policies of the Regional District Plan and Provincial Growth Plan. New development taking place in designated greenfield areas will support the achievement of complete communities (2.2.7.1). Development of the White Oaks property will contribute to this vision by providing high density housing unit types for people and families in a strategic location to permit residents to integrate into the community. The proposed development will serve as an integral contributor to accommodating forecasted growth and ensuring a full range of housing to accommodate a range of incomes and household sizes.

The compact and strategically located development of White Oaks will aid in the protection of agricultural lands, water resources, and natural areas, thereby contributing to reduced greenhouse gas emissions and improved climate change resiliency in the Town of Niagara-on-the-Lake (Growth Plan Policy 2.1).

### 4.2.2 Intensification

The subject property is located within a Designated Greenfield Area of the Growth Plan (Attachment 7). As such, the proposed development is subject to a number of policies which have been evaluated below and consolidated in their entirety within Appendix 2.

The Growth plan has established minimum density targets applicable to the designated greenfield area within Niagara. These areas are required to be planned to achieve no less than 50 residents and jobs combined per hectare. The compact development of 810 new units within the designated greenfield area will contribute to meeting the established targets for density and intensification for the Town (Growth Plan Policy 2.2.7.2). The proposed development within the designated Greenfield Area is consistent with the Growth Plan and will be a significant contributor to meeting targets for intensification within Niagara Region. Building more compact greenfield communities reduces the rate at which land is consumed (Growth Plan Policy 2.1). Intensification of lands within the designated greenfield area where municipal and community services are planned or already exist will contribute to the protection of Niagara’s valuable agricultural and natural areas by reducing development pressure. The proposed development will contribute to a land use pattern which accommodates a larger share of new housing starts where they do not conflict with the sensitive features found within Niagara Region.

See Table 4 below for further details regarding the proposed development’s contribution to municipal intensification targets.

### 4.2.3 Housing

The proposed development will support achieving a complete community within the Glendale Area by contributing to a more diverse range and mix of available housing, which in Niagara-on-the-Lake is predominantly low-density single-family dwellings. The proposed high rise and high density towers are a compact built form supported by the Growth Plan (Growth Plan Policy 2.2.1.4, 2.2.6.3). The development of apartment suites with an average size of approximately 824 square feet will introduce a variety, scale and type of unit which is not readily available within Niagara-on-the-Lake’s existing housing stock. As per Figure 15, the 2016 census of dwellings in the municipality found that just 5% of all dwelling units within Niagara-on-the-Lake were apartments, with 86% being single and semi detached units.

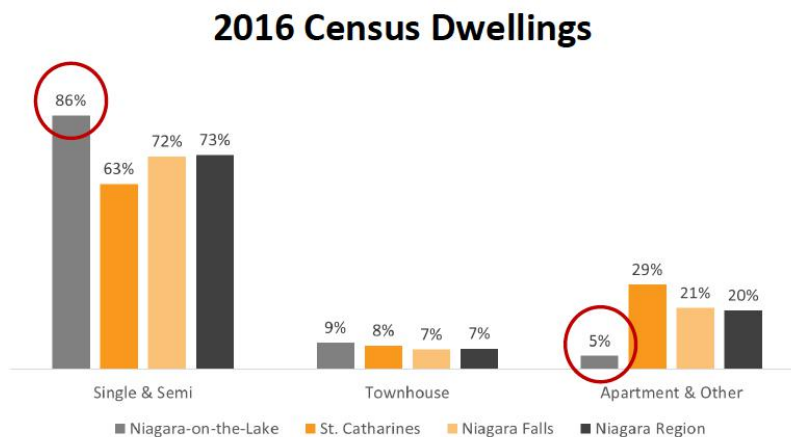


Figure 15 - NOTL Housing Mix from 2016 Census

The proposed development will feature an appropriate mix of unit sizes informed by local market demand (Attachment 8). The diverse range of unit types and sizes will serve to accommodate people and families of all sizes and income levels as directed by the Growth Plan.

See Table 3 below for proposed unit mix.

<b>Table 3</b>			
	<b><u>Block 1</u></b>	<b><u>Block 2</u></b>	<b><u>Total</u></b>
1 Bed	52	67	119
1 Bed + Den	105	118	223
2 Bed	149	112	261
2 Bed + Den	78	54	132
3 Bed	36	39	75

#### **4.2.4 Transportation**

The proposed development is strategically located adjacent to the Glendale Interchange with the QEW, new provincial investment in provincial transportation infrastructure.

White Oaks is also located directly adjacent to one of the potential locations of the future Transit and Community Hub. Providing intensification in proximity to such a facility is supported by Growth Plan policies which direct growth within settlement areas to existing or planned transit facilities (Growth Plan Policy 3). The Transit and Community Hub will ensure that Glendale will be well served by public transit, with convenient connections to the Regional transportation network.

Intensification in proximity to a Transit Hub will encourage pedestrian movements and allow residents to more easily meet their daily needs without needing to rely on a private automobile. The compact built form proposed by the development will support more effective transit and active transportation networks. Strategic proximity of intensification to the planned transit infrastructure adjacent to White Oaks will contribute to an increased modal share for active transportation and transit, meeting objectives for climate change mitigation, supporting reduced air pollution and improved public health outcomes.

#### **4.2.5 Servicing**

The proposed development will make efficient use of existing municipal water and wastewater systems (Growth Plan Policy 2.2.1.4). The proposed development will be serviced through municipal infrastructure located within Taylor Road, and with stormwater discharge to drainage channels which form part of Glendale Avenue. Erosion control measures will be implemented during the construction period to ensure sediment from the site does not migrate downstream. The proposed development will incorporate an integrated treatment approach to minimise stormwater flows and reliance on stormwater ponds. In accordance with Niagara Region’s Stormwater Management Guidelines, the post-development peak flow rates from this development are to be controlled to the pre-development rates and an enhanced level of protection for water quality treatment.

In accordance with the requirements of Section 3.2.7.1 of the Growth Plan, the Region is in the process of conducting a subwatershed study for the Glendale Area as part of the ongoing update to the Glendale

Secondary Plan. Ownership and their representatives have closely followed the preparation of this study to ensure that the proposed development is properly informed by potential constraints associated with servicing within the Glendale Area.

The proposed Official Plan Amendment, and Zoning Bylaw Amendment Applications conform to the Growth Plan for the Greater Golden Horseshoe 2020.

### 4.3 Niagara Official Plan (NOP 2022)

On November 4th, 2022, the Minister of Municipal Affairs and Housing approved the 2022 Niagara Official Plan, with modifications. The new Niagara Official Plan is a long-term land use planning document that shapes and defines the Region for future generations. The subject property is located within the Designated Greenfield Area, within the land designated as the Glendale District Plan Area (Attachment 9). As such, the proposed development is subject to a number of policies which will be explored in greater detail below. These policies have also been consolidated within Appendix 3.

#### 4.3.1 Growth in the Urban Area

The Growing Region Section of the NOP, Section 2.1 Forecasted Growth, identifies the 2051 Regional population and employment growth. Table 2-1 identifies the minimum population forecast for Niagara-on-the-Lake in 2051 as 28,900 and employment as 17,610, which is an increase of 9,000 people and 5,960 employees from the 2031 horizon estimate within the 2014 Official Plan (Attachment 10).

Additionally, as discussed previously within this report, projections specific to the Glendale District have recently been evaluated as part of the ongoing update to the Secondary Plan. For Glendale alone, approximately 19,300 residents and 9,100 jobs are now potentially projected up to the year 2043, representing a significant share of the Municipality’s 2051 target population. These updated projections (Attachment 4) have informed the preparation of the development proposal being submitted for White Oaks.

Within the ROP, Section 2.2 Regional Structure generally identifies that “*most development will occur*” in urban areas, with municipal infrastructure with a range of transportation options in strategic growth areas. Specifically, Section 2.2.2.1 (iv) indicates that within urban areas, forecasted growth will be accommodated in strategic growth areas including “*district plan areas*”. As well, Section 2.2.2.1 (c) directs growth to areas with existing or planned frequent transit service. Section 2.2.2.11 indicates that “*strategic growth areas*” are the highest priority for development and intensification as well as a primary location for high density and mixed use development.

As a designated strategic growth area for Niagara Region and the Town of Niagara-on-the-Lake a minimum density target of 100 People and Jobs per hectare is required for the Glendale Area (NOP Section 2.2.2.12). Located within the heart of Glendale, the development of the White Oaks property will be a significant contributor to meeting targets for growth and intensification within Niagara Region and the Town-of-Niagara-on-the-Lake. As detailed within Table 4 below, the development will attract a significant number of new residents and jobs in support of achieving and exceeding municipal targets for intensification.

Table 4						
	PPU	Units / Commercial Sq Ft.	People	Jobs (500 sq ft/employee)	Area (ha)	PPJ/ha

1Bed Apartment	1.214	342	415.19	0	1.99	<b>693.27</b>
2Bed+ Apartment	1.991	468	931.79	0		
Retail	0	16,317.15	0	32.64		
<i>SUM</i>			1,346.97	32.64		

The compact built form of the proposed development will provide intensification within the District Plan Area as directed by Regional Policy. The introduction of 810 new dwelling units and over 1,515.52 m<sup>2</sup> (16,317.15 ft<sup>2</sup>) of complimentary retail space will generate new residents and jobs within Niagara Region and will contribute to meeting, and exceeding, minimum targets for designated strategic growth areas as supported by the Regional Official Plan.

**4.3.2 Housing**

When evaluated against the policies of the NOP the proposed 810 new apartment dwellings, offer a more flexible scale, form and variety of residential units in support of more attainable housing. The proposed new dwelling units in a compact built form will accommodate a range of household sizes and incomes as anticipated by NOP Sections 2.3.1.1, 2.3.1.4, and 2.3.3.1. The proposed redevelopment of White Oaks will introduce apartment dwellings ranging from 605 to 1200 square feet to the Niagara-on-the-Lake housing inventory, a form of housing which has been historically absent from Town’s building stock. The introduction of this new compact built form will contribute to the range and mix of densities, unit sizes, and housing types which are offered within the Niagara Region and the Town of Niagara-on-the-Lake. The introduction of these smaller dwellings will create potential attainable housing opportunities for a wider range of household sizes and income levels, and contribute to meeting the housing needs for Niagara residents at all stages of life.

The proposed development will contribute to making Glendale a complete community by introducing apartment units with a mix of size and type housing which will improve affordability for all household sizes and incomes (NOP Section 6.1.3.1, 6.1.3.2). The proposed densities will contribute ridership and integrate seamlessly with the existing and planned transportation network for Niagara Region. The local serving at grade retail uses proposed are supportive and complimentary to the area, and are responsive to the existing and planned commercial uses within Glendale.

**4.3.3 Natural Environment**

The natural heritage system in the Niagara Region is made up of features such as wetlands, woodlands, valley lands, and wildlife habitat, as well as components such as linkages, buffers, supporting features and areas, and enhancement areas.

A channelized drainage feature is located on the subject property, a tributary of Six Mile Creek. This watercourse channels flows from the Niagara College property, going underneath Glendale Avenue via a culvert. The watercourse daylights briefly at the MTO ditch on the north side of Glendale Avenue, prior to being diverted through an existing pipe located on the subject property, which is connected to catch basins directing flows from the Resort’s parking lots. The channel briefly daylights again before entering a roadside culvert which flows below the QEW.

This heavily urbanised and piped system is not considered suitable habitat for fish or wildlife. Following a site visit in 2021, NPCA staff have confirmed that the channelized watercourse that abuts the subject property is not a regulated watercourse (Attachment 11). The watercourse does not necessitate regulatory setback obligations and will not limit plans for redevelopment of the subject property.

The Stormwater Management Report Dated July 14th, 2023 by Walterfedy, describes the proposed approach to drainage and servicing, including details on the proposed on-site quality and quantity control mechanisms. The proposed development will incorporate an integrated treatment approach to minimise stormwater flows and reliance on stormwater ponds. In accordance with Niagara Region's Stormwater Management Guidelines, the post-development peak flow rates from this development are to be controlled to the pre-development rates and an enhanced level of protection for water quality treatment.

#### **4.3.4 Climate Change Adaptation**

This new development will aid in mitigating and adapting to climate change by providing a compact built form and developing where municipal infrastructure and community services are already available, reducing urban sprawl and providing more efficient land use patterns (NOP Section 3.5.3.1). The subject property will take advantage of the future planned transit hub, and will be connected to the active transportation network for Niagara Region (Attachment 12). The property is also located near parks, shopping and community services, thereby reducing dependence on the automobile in support of the Region's climate change policies. The proposed development will provide the necessary densities to support transit ridership. The proposed redevelopment as a component of the greater Glendale Community will contribute to the Town's growth in a manner that mitigates climate change impacts through reduced automobile dependence.

White Oaks is an existing asset that will be leveraged to provide an alternate form of residential uses in a mixed use environment which will expand the residential options in the Town. The development will introduce design features to reinforce the Town's policies as well as actions to respond to the pressure of climate change. Robust landscaping has been accommodated to integrate the development with the natural surroundings of the area.

In summary, the proposed development is supported by the general policies and requirements of the Niagara Official Plan.

#### **4.4 Glendale District Plan (2020)**

Within the ROP, the subject property is designated as within the Glendale District Plan Area on Schedule B Regional Structure (Attachment 9).

The use of District Plans is established through a number of policies within the Official Plan, including:

- Section 6.1.1 of the ROP identifies the policy framework for the preparation of a District Plan, and the policy elements that the District Plan shall address.
- Section 6.1.1.6 requires that the local Official Plans be updated via a secondary plan to implement a District Plan.
- Section 6.1.3.1 describes the Vision for the Glendale District Plan.
- Section 6.1.3.2 identifies the policies that the District Plan shall include.
- Section 6.1.4.1 of the ROP requires that secondary plans will be prepared for a new district plan area.

In this case the Town of Niagara on the Lake, with the assistance of the Region, is now preparing a secondary plan which will amend the existing Town secondary plan and implement the Regional Glendale District Plan.

#### 4.4.1 Vision for the Glendale Area

Building upon the vision established through the 2010 Secondary Plan, the Glendale District Plan was completed by Niagara Region in 2020 to direct future growth and guide the transformation of the area into a vibrant, compact, complete mixed-use environment. The plan recognizes that while the Glendale Secondary Plan is in effect and includes detailed policy direction, the area has not developed as anticipated. Over the last 10 + years the provincial planning policy environment and growth expectations has increased significantly and as such, the Glendale District Plan was prepared to reflect the increased intensification envisaged. The District Plan reflects this change in development policy and direction for the area and serves as a starting point for the update to the Secondary Plan which is currently underway.

#### 4.4.2 Land Use in the Glendale Area

The District Plan Land Use Concept illustrated within Figure 16, identifies the subject property as “Mixed Use Medium Density” and “Mixed Use High Density”. In accordance with these designations, the property is subject to a number of policies and objectives within the District Plan. These policies have been consolidated within Appendix 4, and are evaluated in greater detail below.

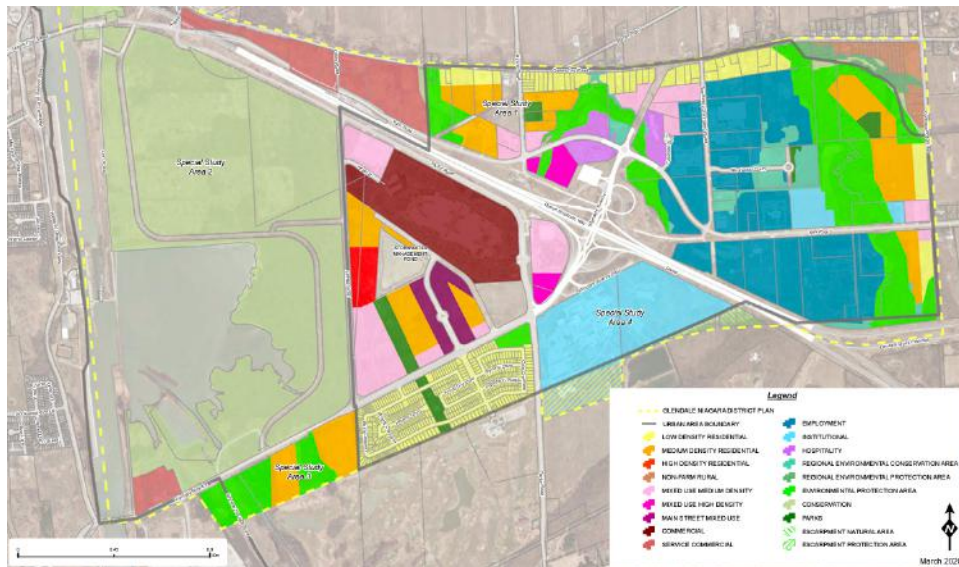


Figure 16 - Glendale District Plan Land Use Concept

Within Section 4.10, medium density land use is described as a denser built form of housing such as townhouses, stacked or back-to-back townhouses, as well as low-rise and mid-rise apartment buildings. High density land uses are characterised by mid to high-rise built form such as apartment buildings.

In accordance with the established vision and designation of the White Oaks property within the District Plan, two mixed-use high-rise apartment blocks, with 4 apartment towers, have been proposed at the southern end of the site. Exact building heights or density numbers were not assigned through the district planning exercise and will be assessed and determined through the ongoing update to the Secondary Plan. The technical review of the impact of the airport will influence the building heights finally approved. The District Plan policies have recognized the submissions of White Oaks during the public input process and the proposed redevelopment aligns with the mixed-use medium and high-density vision for the property, including the high rise buildings.

#### **4.4.3 Intensification in Glendale**

The proposed development of White Oaks is located in the approved Glendale District Plan area, a Regional priority for future growth and intensification. The District Plan Land Use Concept identifies White Oaks for both Mixed Use Medium Density and Mixed Use High Density development.

The redevelopment of White Oaks with the addition of 810 new apartment units integrating with the existing hotel, resort and fitness facility is representative of the intensification and mixed use development anticipated in the Regional Official Plan and District Plan. The redevelopment is a compact and efficient built form, minimising land consumption and reducing development pressures on lands outside the urban area for redevelopment. As detailed within Table 4 of this report, the proposed development of White Oaks will add 1,386 people and 32 jobs to Glendale, contributing to meeting and exceeding the Regional population and employment targets for density found within Table 2-2 of the ROP.

#### **4.4.4 Key Directions**

The proposed development also aligns with the key directions established within Section 5.0 of the District Plan, see details below:

##### **Key Direction 1 - Protect and Enhance the Landscape/Natural Features**

The submitted Viewshed Analysis, illustrates that the proposed massing will slightly reduce the visibility of the Niagara Escarpment, given it is a high-rise development with tower features. However, the placement and distancing between the towers, while having a lower base building, allows for line-of-site views that have the same or less impact compared to the existing buildings. Views and vistas of the escarpment will be maintained by the proposed development.

The reach of Six Mile Creek which exists on the property has been confirmed by the NPCA to be an unregulated feature which conveys overland drainage.

The landscaped edge along Glendale Avenue is proposed to be more naturalised in support of the direction within the Secondary Plan. The internal garden oasis between Blocks 1 and 2 will connect to the greater pedestrian network and White Oaks gardens while providing opportunities for amenities for the enjoyment of residents. Within this future urban environment the proposed strategy of green edges, urban edges, and POPS along the Taylor Road and Glendale Avenue frontages will provide a connected open space network which leverages the existing natural vegetation of the immediate area.

The development will not result in any negative impacts to the Region's Natural Heritage System.

##### **Key Direction 2 - A Convergence for the Area's Trails and Active Transportation Facilities**

Located at the corner of Taylor Rd. and Glendale Ave., the key entrance to Glendale from the south, the proposed development creates a pedestrian environment which integrates the Public Realm of Glendale Avenue and Taylor Road seamlessly with the internal pedestrian network of the White Oaks Property. This corner connects the College students with White Oaks and the Transit Hub and all the new developments and services in Glendale Crossing. This pedestrian network will integrate with the greater Laura Secord Trail, which spans over 32 kilometres across Niagara Region. Presently, there are multiple dead-ended sidewalks and an overall lack of pedestrian connectivity between the White Oaks property and the greater Glendale Area. Through the more permeable and urbanised street edge along Glendale Avenue and Taylor Road, development will result in enhanced opportunities for walkability and sidewalk



connections to ensure a more accessible pedestrian network and to accommodate greater opportunities for active transportation within Glendale.

### **Key Direction 3 - Provide an Accessible and Connected Transit System to Serve the Glendale Area, Niagara, and Beyond**

A multi-modal transit hub has been envisioned within Glendale, with a potential location being considered directly across the street from the subject property at the adjacent corner of Glendale Avenue and Taylor Road. A centrally located transit facility will improve connectivity between the Glendale Area, the remainder of the Niagara Region, and beyond. Utilising a compact form of development adjacent to a transit hub will contribute to minimising the length and number of vehicle trips and supports the current and future use of transit and active transportation. The transit supportive land use pattern proposed by White Oaks will contribute to energy conservation and efficiency, improved air quality, and reduced greenhouse gas emissions.

### **Key Direction 4 - Create a Strategy to Build on the Existing Assets within Glendale and Linking Glendale with the greater Niagara-on-the-Lake and Niagara**

The proposed development highlights and leverages the existing wellness assets and features of the White Oaks property. Buildings have been positioned to respond sensitively to the existing seven storey tower on the property, framing and building upon the existing gardens to accommodate landscape treatments throughout the site.

Architectural approaches have aimed to recognize the inherent qualities of the subject property's unique location as a gateway to Niagara-on-the-Lake while leveraging the existing wellness amenities of the White Oaks Resort and Spa.

The south side of the Glendale Avenue interchange has been identified as a 'Major Gateway' feature for the Glendale Area. These strategic entry points are intended to accommodate a significant architectural feature, which in the case of the proposed development will be the towers and podium associated with 'Block 2'. This major gateway feature will be further complimented through plantings and landscape treatments adjacent to the right-of-way which highlight this area as a major entry point into Glendale.

### **Key Direction 5 - Create the Main Street as a Transition from the Outlet Collection of Niagara to the Adjacent Urban Neighbourhood**

The new residents will be able to take advantage of the uses and services in the Main Street. The proposed development will not detract from plans to have the Main Street function as a community retail destination and a transitional element from the Outlet Collection to Niagara-on-the-Green. The Retail Market Study, prepared for White Oaks states that the proposed at-grade commercial will be secondary in nature and will complement and enhance the proposed development and existing hotel operation. The scale of commercial uses proposed on the subject property are complementary to the larger scale offerings elsewhere within the Glendale District and will not detract from the more primary retail uses envisioned for the Main Street transitional area (Attachment 13).

### **Key Direction 6 - Provide a Diverse Range of Housing Ensuring Choice and Affordability**

The Glendale District represents an opportunity to develop higher density housing in an effort to diversify the available housing options in the immediate area and the Town of Niagara-on-the-Lake. As detailed previously, the low-rise low-density small town character of Niagara-on-the-Lake has resulted in a limited variety in available densities and unit types. Just 5% of all dwelling units within Niagara-on-the-Lake are

apartments, with 86% being single and semi-detached units (Attachment 14). Denser built form options within the municipality will increase available housing options to accommodate a greater variety of family sizes, ages, and incomes, as required by Provincial and Regional policy. There is a significant correlation between housing supply, housing stock diversity, and affordability. Positively contributing to the availability, diversity, and supply of housing units in Niagara-on-the-Lake will enable residents to better match with housing they want to live in and can afford. The established character of Niagara-on-the-Lake results in limited opportunities for diversification of housing options. The Glendale Area, and particularly the White Oaks property, in its iconic location, represents an opportunity for Niagara-on-the-Lake to address housing needs while reducing development pressure elsewhere in the municipality, particularly the Old Town. The development of more attainably priced apartment units will diversify the existing housing stock and contribute to making Niagara-on-the-Lake a complete community, accessible to all housing sizes and income levels. As detailed within Section 4.8, a reduced parking ratio has been proposed to reflect the transit oriented nature of the development and to reduce costs associated with construction and operations.

### **Key Direction 7 – Create Public/Civil Space as a Focus for Glendale**

In accordance with Direction 7, green space has been woven throughout the subject property. Buildings along Glendale Avenue and Taylor Road have been positioned to ensure permeability between publicly and privately accessible spaces. The Landscape Master Plan provided as Attachment 15, describes an integrated network of existing and new, private and public spaces that are being provided by the proposed development, accommodating trees, seating, lighting, paved areas, walking paths, and programming elements which take advantage of the existing active lifestyle assets of the White Oaks Hotel and Resort.

A Publicly Owned Privately Accessible Space (“POPS”) has been accommodated at the corner of Glendale Avenue and Taylor Road. The ‘Gateway POPS’ has been incorporated to provide public access to the landmark corner of the site with connectivity into the residential courtyard gardens and the pedestrian mews to the proposed Taylor Road retail spaces. This location has also been identified as a potential candidate for some form of public art installations to reinforce the gateway significance of the corner.

### **Key Direction 8 – Use Sustainability Measures Related to Resiliency and Climate Change**

The proposed development will provide opportunities for incorporating sustainable design measures such as green roofs, energy efficient buildings, drought-tolerant native species, and low impact development measures. The approach to such sustainable design measures will be refined further as the development proceeds through the site plan approval and building permit process.

Additionally, the proposed high-density development will contribute to minimising the length and number of vehicle trips and supports the current and future use of transit and active transportation in the Glendale Area. The proposed mixed use development will contribute to making Glendale into a more complete and interconnected community, reducing vehicle dependency. Transit supportive land use patterns will contribute to energy conservation and efficiency, improved air quality, and reduced greenhouse gas emissions in accordance with Key Direction 8.

### **Key Direction 9 – Coordination of Infrastructure Review, Capacity, and Upgrades**

Ownership and their representatives have been active stakeholders in the coordination and review of infrastructure capacity being considered through the ongoing update to the Glendale Secondary Plan, particularly with respect to sanitary modelling. Correspondence with municipal staff to date has indicated

that capacity is available to support the growth envisioned within the Glendale area, including the high density development proposed for the subject property. Additional technical information from the Town of Niagara-on-the-Lake will eventually be required to model the proposed sanitary flows to ensure adequate capacity. As the proposed development proceeds through more detailed stages of design, Ownership is looking forward to opportunities for stakeholder collaboration and sharing of available information to ensure available sanitary capacity can be confirmed in an expedient and effective manner.

As detailed above, the proposed development will implement the established vision for the subject property as shown within the District Plan. The proposed mixed-use high rise development has been informed by the land use concept and direction found within the District Plan. The proposed development has adequately considered the Key Directions established by the District Plan, including those associated with the diversification of housing choice. As such, the proposed development is supported by the Glendale District Plan.

#### **4.5 Niagara-on-the-Lake Official Plan (OP) [Consolidated 2017]**

The existing and “in effect” Town of Niagara-on-the-Lake Official Plan (2017) provides policy direction for future community development and the provision of public works for the municipality. The plan sets out policies that deal with legislative and administrative actions, policies to guide physical growth, and policies to express a wide variety of social, economic, and environmental directions.

Relevant policy sections which apply to the proposed development have been consolidated within Appendix 5. The Official Plan was amended in 2010, OPA 44, to be consistent with the Growth Plan of 2006 and in conformity with the Regional Official Plan 2009. Both the Provincial and Regional documents have been significantly changed since that time, via the Growth Plan 2019 and the 2022 Niagara Regional Official Plan. Both of these policy documents, as well as the Town OP, continue to require, within urban boundaries, the creation of compact, vibrant sustainable, integrated, complete and diverse communities, maximising the use of existing and planned infrastructure. The Town Official Plan requires a further amendment to bring it into total conformity with these now existing upper tier documents.

##### **4.5.1 Designations and Amendment**

White Oaks is within the area of Glendale and designated as ‘Greenfield Area’ on Schedule I-5 (Attachment 16), and ‘Village Centre’ on Schedule F1 Land Use and Character Precincts (Attachment 17). The subject property has frontage on Glendale Avenue, which is presently designated as a Regional Arterial Road on Schedule G - Transportation Plan (Attachment 18). Schedule F-3 Movement Network identifies a portion of the Taylor Road frontage as a Special Character Street (Attachment 19). As the subject property is located within Glendale, the Regional Glendale District Plan and Town Secondary Plan are the focus of Sections 4.4 and 4.7 of this report.

Ownership is proposing to site specifically amend the Town’s Official Plan, both schedules and policies, to implement the proposed development. Proposed amendments are described as follows and illustrated on Attachment 20:

- Amend the designation for the subject property identified on Schedule F to ‘Mixed-Use – High Rise/Density (XX)’; *and*
- Amend the designation for the subject property identified on Schedule F1 to ‘Mixed-Use – High Rise/Density (XX)’; *and*
- Amend the designation for the subject property identified on Schedule F2 to permit landmark buildings to a maximum of 25 storeys; *and*

- Amend Schedule F4 to reflect the changes and improvements to the Public Realm along Glendale Avenue and Taylor Road proposed through the application; *and*
- Notwithstanding the policies Sections 9.4 (4) and 6A (4.4) k) of the Official Plan for the Town of Niagara-on-the-Lake, the lands shown on Schedule 1 shall be developed with apartment buildings with a height no greater than 25 storeys, with a net residential density no greater than 430 units per hectare; *and*
- Notwithstanding Section 6.4 of the Official Plan for the Town of Niagara-on-the-Lake, the lands shown on Schedule 1 attached hereto shall be developed with apartment buildings with a height no greater than 25 storeys, with a net residential density no greater than 430 units per hectare; *and*
- Notwithstanding the policies within Section 6.32.6.3.7, permit the development of ‘Mixed-Use Apartments’ with building heights up to 25 storeys on the subject property.

The proposed mixed use high density commercial and residential redevelopment of White Oaks implements the Mixed Use High Density and Mixed Use Medium Density within the approved NOP District Plan and is guided by the more detailed policies of the Town OP and the amendment to the Town OP, Section 6.32.6 the Glendale Secondary Plan (which is the focus of Section 4.7 of this report).

The proposal has been guided by a number of key policies within the Town’s Official Plan, specifically:

- Section 6A: Growth Management Policies, which states: *“The vision speaks to making careful choices about where and how growth occurs, making better use of land and infrastructure by directing growth to existing urban areas and providing for intensification of the built-up areas. Better use of land and infrastructure can also be achieved by building more compact Greenfield communities that reduce the rate at which land is consumed”*
- Section 3.2: Population Forecast, identifies the 2031 population growth target as 22,700.
  - This has recently been updated in 2022 within Niagara Region’s Official Plan to 28,900 in 2051.
- Section 3.2 Growth Management Objectives, which states: *“The objectives of the Town’s growth strategy are to...develop compact complete communities, structures and amenities”*.
- Section 5 Greenfield Development, which states: *“[Greenfield Development] is intended to create more compact, mixed use, transit supportive development in Greenfield Areas.”*
- Section 5.3 Housing Mix, which states: *“High Density Development may be considered appropriate within the Urban Boundary of the Glendale Community”*.
- Section 5.4 Greenfield Design, which states: *“Design and development of Greenfield lands within the urban boundaries of Glendale shall be in accordance with its respective secondary plan and urban design guidelines.”*
- Section 6.32.6.5.4, which states: *“Mixed uses should be concentrated in central and accessible locations.”*

Section 9.4 4) Residential Density speaks to the general low rise nature of Niagara-on-the-Lake and that most of the Town will be developed at Low and Medium densities. Even so, the policy reserves Council’s ability to establish *“the maximum number of units to be permitted on a property subject to relevant policies of the OP and*

*applicable provincial Policies*". In this case, a detailed site analysis has been completed. Provincial, the Regional District Plan, and Town policies have been approved that direct the redevelopment of the White Oaks property as mixed use high density development along with the existing developed portion of White Oaks as mixed use medium density.

Niagara-on-the-Lake is predominantly a low-rise, low density small town community. However, Glendale specifically, is a newer urban area and far more contemporary when compared to the other urban areas of the municipality. As a greenfield area within the Town's Urban Boundary, the Glendale Area represents a significant opportunity for future growth and development, and is intended to be the location for high density development, subject to the requirements of the area's Secondary Plan. The proposed development will provide a net residential density of approximately 139.40 Units Per Hectare for the entire property, and 422.80 Units Per Hectare for the new development lands. While this exceeds the general recommendations found within Section 9.4, the proposal is appropriate given its strategic location and the context of the planned character of Glendale and as detailed in the requirements of the area's Secondary Plan, which has been made the focus of Section 4.7 of this report. The development has adequately demonstrated that there will be minimal negative impact, if any, on surrounding neighbourhoods and redevelopment.

The proposed development has a compact built-form, taking advantage of presently underutilised portions of the subject property to accommodate new residential dwellings and ancillary commercial uses. The proposed mixed use development will create over 1,515.5 m<sup>2</sup> (16,317.15 ft<sup>2</sup>) of commercial space, creating new employment opportunities and contributing to a more diverse and supportive mix of land uses. The subject property will take advantage of existing infrastructure and public service facilities in support of efficient patterns of development within the Urban Area (Policy 6A-3.2).

While Niagara-on-the-Lake is typically characterised as a small town with predominantly low rise built form, high density development is considered appropriate within the Urban Boundary of the Glendale Community (Policy 6A-3.4). Glendale represents a significant opportunity for the Town of Niagara-on-the-Lake to increase housing supply within the boundaries of the municipality while ensuring the low rise character and heritage attributes found within the older areas of the Town can be protected and maintained. Due to established character, there are limited opportunities for significant intensification and residential development within the Town's Urban Areas. This established character creates challenges for the municipality in ensuring adequate housing supply for both existing and future residents. While the predominant built form in the municipality is single detached, semi-detached, townhomes, and low rise apartments, a wider range of available unit types and sizes is needed to ensure available housing for all income levels and household sizes. The proposed development of 810 new units within Glendale will support municipal objectives for growth and housing development within the designated greenfield, while ensuring the qualities which make Niagara-on-the-Lake unique are being protected and maintained for the enjoyment of future generations.

The proposed development can be adequately serviced by existing municipal services (Policy 6A-3.2G). The proposed development can be serviced through municipal infrastructure located within Taylor Road and drainage channels which form part of Glendale Avenue. No off-site infrastructure improvements are required to facilitate the proposal. The proposed development will incorporate an integrated treatment approach to minimise stormwater flows and reliance on stormwater ponds. In accordance with Niagara Region's Stormwater Management Guidelines, the post-development peak flow rates from this development are to be controlled to the pre-development rates and an enhanced level of protection for water quality treatment.

OP policy states that neighbourhoods are intended to be stable but not static. Glendale, being newer in comparison to the other urban areas within the municipality, has long been identified as a future area for growth and new development. The Glendale area has been envisioned as a complete community with a range of complimentary and supportive land uses, including high-density residential. The proposed development has been carefully designed in accordance with the principles for urban design and built form established for

Glendale within the Secondary Plan and District Plan, which have been made the focus of Sections 4.4 and 4.7 of this report. The proposed development of four residential towers in two distinct blocks has adequately considered the planned built form, densities, heights, and massing of buildings within Glendale. Located along the Glendale Avenue frontage and at the corner of Glendale Avenue and Taylor Road, the proposed development is adequately separated from adjacent uses as the site is surrounded by roadway on all sides of the property. Buildings have been setback from Glendale Avenue and Taylor Road to accommodate a pedestrian friendly streetscape which seamlessly integrates the public realm with the private development lands. Angular plane and shadow studies (Attachment 20) have demonstrated that the development will not result in privacy, overlook or shadowing concerns as the buildings are not in close proximity to any existing residential dwellings or amenity spaces. As detailed within Section 3.5 of this report, parking for new development will be located almost entirely underground, with minimal visual impact at the street level. Parking for the existing hotel facility will be improved through a new 2-storey above grade parking structure, and formalised parking lots along Taylor which will efficiently replace the older gravel lots currently being utilised. The proposal has provided adequate regard for municipal servicing requirements. The proposed development is compatible with the planned character of Glendale.

White Oaks is located at a key intersection and across from the potential future Transit and Community Hub, a central and accessible location.

Municipal goals and objectives for residential development focus on ensuring that an appropriate supply of residential development is achieved to ensure available housing for all members of the community, regardless of family size or income level. New development should aim to improve the supply of moderately priced “economical” housing. Residential development is to be provided in a range of suitable locations, densities, and unit types, while ensuring that existing housing and residential areas are preserved and improved. The Glendale Area, and the subject property, represent a significant opportunity for the municipality to meet their goals and objectives for residential development. The proposed intensification of the subject property will address municipal needs for additional housing supply and improved variety of available housing sizes, densities, and unit types while ensuring that the characteristics which make Niagara-on-the-Lake unique are protected. The proposed development will fit compatibly within the planned character of Glendale and will not negatively impact any natural heritage or cultural heritage resources within the Town. The development will provide an increased supply of housing, reducing development pressures elsewhere and ensuring that the character of existing residential areas can be preserved.

As such, the proposed development conforms to the policies and guidelines of the consolidated 2017 Town of Niagara-on-the-Lake Official Plan.

#### **4.6 Proposed New Official Plan (2019) for Town of Niagara-on-the-Lake**

Town Council, on October 22, 2019, approved by Bylaw 5180-19, a New Official Plan for the Town of Niagara on the Lake. While the Plan is not in force or effect as of the date of this report, the document does reflect the policy direction of the Town at the date of passing.

As illustrated by Attachment 21, the subject property is designated as Commercial and within the Designated Greenfield Area for the Town of Niagara-on-the-Lake. As such, the proposed development is subject to a number of policies which have been consolidated within Appendix 6.

The direction provided within the 2019 Official Plan for these greenfield lands is identical to the one provided within the consolidated 2017 Official Plan. While the Town generally remains characterised by low-rise and low-density forms of housing, opportunities for future high-density development in Glendale is permitted, subject to the policies of the forthcoming Secondary Plan for the area. The Glendale District Plan and Glendale Secondary Plan have been made the focus of Sections 4.4 and 4.7 of this report.

The proposed development will support municipal objectives to direct growth and intensification within the Urban Area of the Town. The development will take advantage of existing and planned municipal infrastructure in support of more efficient development patterns. Glendale is envisioned as an area for future growth and redevelopment. The proposal has adequately considered the planned built form, character, building heights and density of the future Glendale area as part of the proposed design. The proposal will not negatively impact any existing natural or cultural heritage resources. This compact built form will contribute to the preservation of natural areas and existing residential character of Niagara-on-the-Lake while meeting objectives for increased housing supply and a wider range of available housing sizes, unit types, and densities.

After having reviewed the applicable policies which are similar in nature and direction to those contained within the 2017 Official Plan, the proposed development also conforms to the 2019 Town of Niagara-on-the-Lake Official Plan.

As such, the proposed development aligns with the vision established for the subject property through the Glendale Secondary Plan.

#### **4.7 Glendale Secondary Plan (2010)**

The Glendale Secondary Plan (OPA 44) was approved by Town-of-Niagara-on-the-Lake Council in 2010 to “create a sense of place” for Glendale by guiding the development of Glendale with a long term vision, planning principals, policies and Urban Design Guidelines.

The existing Secondary Plan is presently being updated to bring it more directly into conformity with the NOP District Plan. The relevant policies of the Secondary Plan which apply to the proposed development have been consolidated within Appendix 7.

The proposed redevelopment of White Oaks will implement the Town’s major components of the long term vision for Glendale as set out in the approved Secondary Plan as well as the policies of the Regional District plan, specifically Section 6.32.6.1, which states:

- *“The major components of the long term vision include:*
  - *A business park distinguished by high-quality streetscapes and anchored by a cluster of prestige uses at its gateway;*
  - *A hospitality precinct along York Road, where street oriented hotels and other commercial uses offer a prelude to the Old Town;*
  - *Institutional and office-campuses side by side below the Niagara Escarpment*
  - *A diverse residential community on the south side of the QEW containing a mix of housing types;*
  - *An inter-Regional, pedestrian-oriented retail destination oriented to a central street and integrated with residential, office, and hospitality uses.*
  - *A village centre where residential, retail, service, and hospitality uses come together around a green space to establish a civic focal point and amenity for the community;*
  - *A public realm distinguished by natural heritage features and pedestrian-friendly, tree lined streets that link and complement the above policies.”*

The Objectives and Principles detailed by Section 2 of the Secondary Plan “will be used by the Town and Region to direct the transformation of Glendale”. As these Principals will be considered when making any planning decisions for Glendale, White Oaks has paid particular attention to these as the vision and design of the redevelopment proposal has evolved.

This redevelopment will contribute to the Sense of Place for Glendale (Section 2.1 Place making and Beauty) as it has since the initial tennis facility and hotel were constructed. The architectural and landscape design, as a contemporary development, reflects the high quality of design expected by the Town and its existing positive reputation as a gateway into the Town. The existing lush landscape is being carried into the new development and carried forward into the new commercial streetscape on Taylor Road. The views of the Escarpment are protected by the locations of the proposed residential towers. The proposed massing will slightly reduce the visibility extent of the Niagara Escarpment, given it is a high-rise development with tower features. However, the placement and distancing between the towers, while having a lower base building, allows for line-of-site views that have the same or less impact compared to the existing buildings. The Gateway Plaza POPS is intended to provide public access to the landmark corner of the site with connectivity into the residential courtyard gardens and the pedestrian mews to Taylor Road. This location also represents a strong opportunity for the inclusion of a public art installation, to reinforce the gateway significance and sense of place for this corner.

The Principles of Section - 2.2 Diversity are being implemented with the introduction of the mixed use redevelopment featuring at grade commercial uses and the high rise residential uses. The proposal represents a completely new housing alternative for the Town, diversifying the housing stock and providing a wider range of unit sizes and housing types for existing and prospective residents.

White Oaks will reinforce its position as a focal point as directed in Section 2.3 - Mixed Uses. The redevelopment integrates high density residential units and commercial uses that will leverage from and complement the existing hotel, restaurant, spa and fitness facility. The design and commercial uses along the Taylor Road streetscape respond positively to the direction of this section of the Secondary Plan. The public pedestrian network is being integrated into and through the site. The retail spaces on Taylor Road provide the opportunity for local commercial services to be available to hotel guests, residents, and students. White Oaks will feature a mix of uses in support of creating a complete community within the Glendale Area.

The design of the Taylor Road streetscape responds positively to Section 2.4 - Street Wall of the Secondary Plan by framing an active pedestrian environment with heights ranging from 1 storey to 5 storeys, with a horizontal datum at the ground floor creating a separation between retail and residential. The proposed built form along Taylor Road is intended to create a consistent street wall with a setback that varies from 3.0m to 10.0m as it transitions from a more urban edge to a larger green buffer at the main entranceway. The proposed urban edge street treatment along Taylor features a boulevard that is approximately 13.2m wide. Further north along Taylor, the garden edge component of the streetscape provides a generous boulevard of approximately 23.6m. The development has been designed to be highly permeable with the pedestrian realm and connect seamlessly with the existing and planned pedestrian network of the Glendale Area. The entrances to the residential complexes are oriented to and accessible from a private condominium road. The off-street parking for new development will be hidden from view in the proposed underground parking facility. The newly proposed above grade parking structure which will service the White Oaks facility has been designed to be compatible with both existing and proposed development as per the attached elevations.

The proposed redevelopment respects the natural features that exist (Section 2.5 - Conservation). The channelized watercourse on the subject property has been assessed by the conservation authority and formally determined to be a non-regulated urbanised feature which conveys drainage. The proposed approach to servicing will utilise on-site quality and quantity control mechanisms to ensure no impacts to water quality or flow conditions in the adjacent channelized watercourse. Erosion control measures will be implemented during construction to ensure sediment from the site does not migrate downstream or elsewhere offsite.

The proposed development is “adaptable” (Section 2.6) as it will be phased over time and can adapt to future changes as required.



The historic iconic location of White Oaks is being respected as required by Section 2.7 - Built Form Variety as the redevelopment will reinforce the gateway and distinguish the Glendale skyline with the addition of the strategically located residential towers. Residential towers rise with varying heights with the tallest tower creating a landmark building to act as a gateway to NOTL at Glendale Avenue and Taylor Road. The placement of towers has been arranged to create a varied skyline for Glendale with towers offset and stepped in height.

White Oaks is bounded by the QEW, Glendale Ave and Taylor Ave, both Regional Roads. At the north end of the site, the Glendale Road frontage is largely naturalised. The QEW and Glendale Avenue frontages have no opportunity for pedestrian access due to road design restrictions. However, the frontages will be landscaped to provide an attractive streetscape as seen from vehicles and pedestrians on the east side of Glendale and the north side of the QEW. The vegetation will frame the hotel and residential towers behind it. Further south along Glendale, in proximity to the Taylor Road intersection, retail uses and amenity areas spill out onto the Gateway Plaza POPS from the corner moving east into the centre of the site, creating a civic focal point and amenity. The built form along Taylor Road and the landscape treatment will create an active pedestrian environment with access from Taylor into retail storefronts, with additional opportunities for passive seating areas for pedestrians. Generous boulevards will provide multiple opportunities for tree plantings.

The proposed redevelopment is a significantly more efficient use of land as required by Section 2.0 Efficiency with the existing 307 at grade parking spaces being replaced by the 810 residential units and 1,515.5 m<sup>2</sup> (16,317.15 ft<sup>2</sup>) of commercial space. Development will be accommodated via a five storey podium and four towers. The existing parking spaces will be relocated to a parking structure on the QEW frontage of the facility. The development will take advantage of existing infrastructure and does not require, as a result of this development, significant upgrades to infrastructure. The existing road access from Taylor Road will be used to access the new residential units. All parking and loading will be interior to the site accessed by interior roadways. The relocation of the at grade parking presently servicing the hotel to a new parking garage adjacent to the QEW is an efficient, effective, and convenient alternative solution to accommodate parking for the White Oaks facility.

#### **4.7.1 Village Centre**

White Oaks is the focal point of the mixed-use “Village Centre” where White Oaks, a proposed high density mixed-use development, and Niagara-on-the-Green, a residential neighbourhood, physically and functionally come together. The potential location of the Transit and Community Hub in the District Plan, at the north west corner of Taylor and Glendale opposite White Oaks, underscores the strategic location of the proposed high density residential development. Commercial, with both a high rise hotel and apartment buildings, with active street level ground floor uses, will frame the pedestrian network. The future development of the White Oaks property as proposed is specifically identified within the Secondary Plan:

*“The White Oaks site will gradually be intensified with additional hotel space in buildings up to sixteen storeys and mixed-use buildings along Taylor”*

Since 2010, the increasing need for residential units by both the Region and Province has required that the density and height limits for White Oaks property be re-evaluated. The District Plan has identified this need with the high density designation on the White Oaks property.

Given the need to reflect the increase in density the proposed White Oaks development will continue to implement the objectives, principles, and policies of the Secondary Plan for the Glendale Area and lands within the Village Centre designation (Section 3.7 - Village Centre). The proposed redevelopment of White Oaks will build on this important Town asset and, as stated in the Secondary Plan, reflect the historical importance of White Oaks to Glendale and the Town, contributing to the unique identity and sense of place for Glendale both economically and visually. White Oaks will continue to set the stage for the Town as the entrance to Niagara-on-the-Lake from the QEW. The addition of commercial and residential uses, complementing the

existing hotel, resort, and spa, will significantly increase the vitality of the Town in contributing to the creation of Glendale as a “complete community”. As required in the Secondary Plan, the Taylor Road streetscape is designed with permeable pedestrian linkages, seamlessly connecting the amenities located on the White Oaks property and the greater public realm of Glendale Avenue and Taylor Road.

As detailed within the submitted Viewshed Analysis, the proposed massing will slightly reduce the visibility extent of the Niagara Escarpment, given it is a high-rise development with tower features. However, the placement and distancing between the towers, while having a lower base building, allows for line-of-site views that have the same or less impact compared to the existing buildings. The proposed approach to have a building base limited to 5 storeys will result in the same impact or less impact on the viewshed than the surrounding context, so views of the Niagara Escarpment are framed and highlighted between the tower features.

Development of high-density apartment dwellings will contribute to the variety of housing choices in an aim to accommodate individuals at all stages of life. Mixed use development at the corner of Taylor Road and Glendale Avenue will contribute to a civic focal point and reinforce this intersection as a key gateway to the Secondary Plan Area. The proposed towers of 25, 18, 21 and 17 storeys will serve as tall, slender, landmark buildings which have been strategically located to contribute to place-making and enhance the Glendale skyline. Special architectural massing and details will address the Taylor and Glendale intersection, ensuring an inviting, comfortable pedestrian environment. The proposed development will be completed in phases, ensuring buildings, streets, driveways and parking areas on the property have been planned to allow for the orderly intensification of the site over time.

As detailed by Section 3.3.7.a), permitted uses within the Village Centre include the following:

- Hotel
- Convention Centre
- Recreation Facilities
- Restaurants
- Retail Stores
- Medical or Other Professional Office
- Corporate or Other Business Office
- Apartment and Live/Work Dwellings
- Educational Facility
- Day Care Centre
- Place of Worship

The proposed development of 810 new apartment units and 1,515.52 m<sup>2</sup> (16,317.15 sq ft) of new retail space is permitted.

Proposed buildings will be clad in high quality materials to reflect the gateway landmark quality of the subject property. While subject to more detailed refinement through the site plan approval process, materials will be chosen to complement the existing buildings on the property and the more contemporary vision for Glendale. The proposed above grade parking structure for the White Oaks hotel along the QEW frontage is a fenestrated building which is compatible with the existing architectural character of the facility. The proposed parking structure will be clad in materials which reinforce the wellness theme to the redevelopment by incorporating screens or green wall features that will be able to survive year round. Massing has been proposed to reflect a linked series of buildings through use of a five storey podium feature. Both residential blocks have been located to frame the street frontage along Glendale Avenue and Taylor Road and signify White Oaks as being at the gateway to the Glendale Area. As detailed within the Urban Design Report, buildings have a clearly defined base, middle, and top. Streetwall buildings are proposed to be one storey with heights ranging from 6.0m to 8.1m. Retail storefronts are provided along a consistent streetwall with pedestrian scaled and quality materials. The

proposed streetwall buildings which front onto Glendale Avenue and Taylor Road will frame and create space for an internal garden oasis which can connect to the existing gardens of the White Oaks Resort. The base building extends 2-5 storeys above the streetwall and is set back from the ground floor. The base building will accommodate adequate separation to retail and amenity uses located at grade, while also creating opportunities for rooftop amenities. The placement of the four residential towers is intended to create a diverse skyline for Glendale. With heights of 25, 18, 21, and 17 storeys, towers have been offset and stepped in height. The submitted Visual Impact Study has demonstrated that the visual prominence of the Niagara Escarpment will not be negatively impacted by the towers as proposed.

In addition to guidance on permitted uses and site planning and architecture, the Secondary Plan contains policies which apply specifically to the White Oaks property, including:

- Section 3.3.7.i), which states: *“With regard to the White Oaks site, in addition to the above policies, the following shall apply:*
  - I. To ensure individual phases of development on the site are coordinated with one another and together support the Village Square concept for the area, development shall be guided by a Master Plan for the site that includes an intended phasing plan, prepared to the satisfaction of the Town. The Master Plan shall identify all existing and proposed building, open spaces, driveways, and parking areas and parking garages.*
  - II. To support the creation of an active, pedestrian-oriented public realm and frame the Village Centre park, the Master Plan shall be encouraged to include buildings of 3-5 storeys fronting Taylor Road. Alternatively or in addition, landscaped open space shall be provided.*
  - III. The Master Plan shall include a building fronting a publicly accessible plaza at the intersection of Glendale Avenue and Taylor Road. The precise location, size and dimensions of the plaza shall be determined through the site plan review process but generally should have a minimum depth of 35 metres. A portion of the plaza may be located within the public right-of-way, subject to the approval of the Town and Niagara Region.*
  - IV. Notwithstanding the height limit of 16 storeys for buildings in the centre of the site, as identified in Schedule B, one building in this area may be permitted a maximum height of 20 storeys without amendment to this plan, subject to the approval of Council at the time of rezoning and site plan review.*
  - V. To provide an appropriate transition to lower buildings on surrounding properties, portions of buildings above eight storeys shall be setback a minimum of 30 metres from Taylor Road and a minimum of 60 metres from the southernmost point of the site.*
  - VI. To maintain the visual prominence of the Niagara Escarpment and establish a distinctive skyline for Glendale, tower elements above the fifth storey of a building shall be slender, with a floor plate width that does not exceed 22 metres and a length-to-width ratio of 3:2 or less. There shall be a minimum separation distance of 15 metres between tower elements. Separate tower elements shall be designed to achieve a coherent and harmonious paired built form relationship through use of similar building materials, fenestration, and architectural expression.*
  - VII. To establish landmarks and a distinctive skyline for Glendale, the tops of buildings greater than eight storeys, which includes the roof and may include the top floors and mechanical penthouse, shall have a form and architectural treatment that is distinct from other elements of the building.*
  - VIII. Buildings up to 8 storeys shall be located at or close to the street edge, and taller buildings shall be located internal to the site.*
  - IX. Balconies shall be permitted provided they are recessed and do not project beyond the outer wall of the building.*
  - X. Vehicular access to the site from Glendale Road, which may provide a private road connection to Taylor Road, will be subject to further study through the development of a Comprehensive Transportation Strategy for Glendale.*

Provincial and Regional policy has evolved significantly since the 2010 Secondary Plan. These existing policies have provided the guidance for this proposal. The proposed development will be phased to ensure the orderly development of the property. Block 1 will be developed first, along with the required underground parking structure and upgrades to the White Oaks Resort and Spa facilities. Following which, the development of Block 2 will proceed. The Taylor Road pedestrian character is defined by a street wall varying in height from 1 storey to 5 storeys. In addition, significant landscaping will be provided along the street frontage to ensure a welcoming pedestrian environment with opportunities for passive seating areas. A gateway plaza POPS with approximately 44.29m of depth at the corner of Glendale and Taylor will provide a publicly accessible landscaped open space plaza which connects to the existing internal gardens within the White Oaks property, as recommended by the Secondary Plan. Towers have been proposed at a range of 17-25 storeys, reflecting the updated direction from the Province and Region for intensification and unit creation. Reflecting the context of adjacent properties, towers have been appropriately setback from the right of way. The public street frontage is defined by a streetwall ranging in height from 1 to 5 storeys with generous boulevards along Taylor Road to facilitate an inviting pedestrian realm. The base building extends 2-5 storeys above the streetwall and has been set back from the ground floor to provide adequate separation from retail and amenity uses at grade. As illustrated by Figure 17, tower separation distances range from 25m to 38.6m. Floor plate sizes range from 25.5m to 29.1m in approximate width, and from 31.9m to 35.7m in length. While the proposed floor plate widths exceed the general recommendations of the secondary plan, the towers are still considered to be slender features which, as indicated in the viewshed analysis, will not adversely affect public views. The proposed massing will slightly reduce the visibility extent of the Niagara Escarpment. However, the placement and distancing between the towers, while having a lower base building, will accommodate line-of-site views and vistas that have the same or less impact compared to existing conditions. Through varying both height and orientation for all towers, a distinctive skyline is created for Glendale while maintaining visual prominence of the escarpment. While the residential towers have been paired, with two towers rising from each base building to provide for a unified architectural expression, both recessed and projected balconies have been accommodated on the structures to ensure variety in building forms. As established through the recently completed upgrades to the Glendale Avenue / QEW interchange, vehicular access to the site from Glendale Avenue will not be pursued at this time.



*Figure 17 - Tower Floor Plate Dimensions and Separation*

As such, the proposed development aligns with the vision established for the subject property through the Glendale Secondary Plan.

## 4.8 Zoning Bylaw 4316-09

The City's Zoning By-law 4316-09, for those areas within the Urban Boundary, was passed by City Council on July 27<sup>th</sup>, 2009. Bylaw 4316-09 has not been amended to reflect the policies of the Glendale secondary Plan nor the Recently approved District Plan. As illustrated on Attachment 22, By-law 4316-09 zones the lands as Village Commercial (VC-10).

A site-specific zoning amendment is requested to implement the OPA for the proposed development. Ownership is proposing to rezone the subject property from Village Commercial (VC-10) to "Mixed Use – High Rise/Density (Site Specific – XX)". Proposed zoning provisions are illustrated by Figure 18 below:

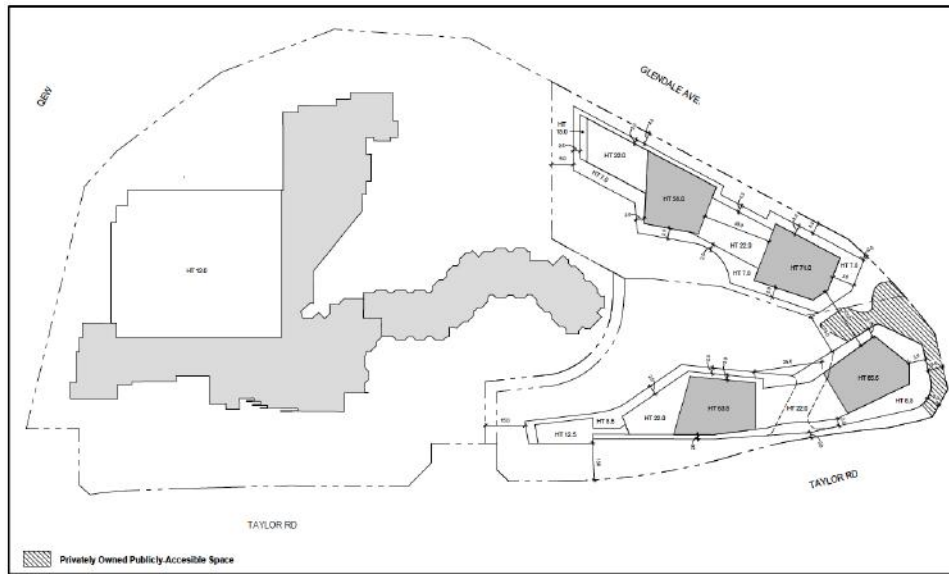


Figure 18 - Building Heights and Setbacks for Zoning Amendment

The proposal has also been evaluated against the By-Law's parking requirements within Table 3 below.

Table 3 - General Provisions		
General Provision	Bylaw Requirement	Provided
Section 6.38 - Parking Requirements Apartments – 1 Space Per Unit	810 Spaces	754 Spaces
Section 6.38 - Parking Requirements Commercial – 1 Space Per 18.5m <sup>2</sup> of GFA	82 Spaces	
	898 Spaces Total	

The existing zoning bylaw when applied to this proposed redevelopment establishes a parking requirement of 898 parking spaces. With a total of 754 spaces provided, this results in a theoretical deficiency of 144 parking spaces. As concluded by Paradigm Transportation Solutions Limited, the ITE Parking Generation Manual estimates a peak demand of 722 spaces for the proposed development. Based on the proposed supply, this represents a surplus of 32 spaces. When considered along with the proposed parking for Hotel operations, the total property will accommodate 1,318 parking spaces.

This total supply will be recognized through the proposed zoning bylaw amendment.

The use of TDM measures will further support the use of a reduced parking supply, including:

- Safe, attractive, and direct walkways that conform to AOA design standards that link building entrances to public sidewalks;
- Long term bicycle parking
- Short term bicycle parking
- Transit information such as stop locations, route maps, and schedules will be provided to residents;
- Carpool spaces near entrances or elevators
- Travel planning resources for residents and employees

The approach to TDM measures will be further developed and refined as the proposal progresses through the site plan approval process.

The proposed development will implement the vision for the property established by the Glendale Secondary Plan and the Glendale District Plan. The requested zoning bylaw amendments will facilitate the proposed development and support the spirit and intention of the Official Plan. As such, the proposed zoning bylaw amendment is considered appropriate.

## **5.0 Planning and Development Considerations**

In support of the proposed development, several technical reports have been prepared. Original copies of the technical reports have been provided in full with the necessary applications. These reports have been prepared in an integrated manner to ensure the proposed development is completely coordinated from a technical perspective.

Supporting reports and studies include:

- **Architectural Design – Giannone Petricone Architects**
  - Site Plans
  - Elevations
  - Floor Plans
  - Phasing Plan
  - Shadow Study
  - Streetscape Study
  - Viewshed Analysis Report
  - Urban Design Report
- **Transportation Consulting – Paradigm Transportation Solutions Limited**
  - Traffic Impact Study
  - Parking Impact Analysis
- **Landscape Design – Henry Kortekaas Landscape Architects**
  - Landscape Master Plan
  - Arborist Report
  - Tree Inventory
- **Civil Engineering – Walterfedy**
  - Functional Servicing and Stormwater Management Report
  - Servicing Plan
  - Lot Grading and Drainage Area Plan
  - Erosion and Siltation Control Plan
  - Photometric Design
- **Land Use / Market Study – Parcel Economics**
  - Market Impact Study
- **Acoustic Analysis – GHD**
  - Noise Impact Study
- **Wind Analysis – Western Ontario Wind Tunnel Laboratory**
  - Pedestrian Level Wind Impact Study
- **Environmental Assessment – OakHill Environmental**
  - Phase 1 ESA
- **Airport Impact Analysis – HM Aero Aviation Consulting**
  - Airport Zoning Regulation Assessment



## **6.0 Conclusion and Recommendation**

In conclusion, this report has illustrated that the proposed amendments to the Official Plan and Zoning By-Law for the subject property to provide for the development of 810 new dwelling units and 1,515.5 m<sup>2</sup> (16,317.15 ft<sup>2</sup>) of new commercial space is consistent with the Provincial, Regional and City policy documents.

The proposed development offers several benefits, including:

- High quality built form to establish the corner of Glendale and Taylor as a landmark gateway to Glendale
- Efficient use of underutilised lands where municipal services and community services are both planned and available
- Intensification within the Designated Greenfield Area in support of meeting Provincial growth targets
- Diversification of the existing Niagara-on-the-Lake Housing Stock
- Improvements to the public realm and pedestrian connectivity along Taylor Road
- Transit supportive density strategically located to planned transportation infrastructure to facilitate increased ridership
- Contribution to making Glendale a Complete Community

As a result, it is recommended that the proposed amendments be approved and implemented as they meet sound planning principles.

Prepared by,

A handwritten signature in grey ink that reads "Stephen Bedford". The signature is written in a cursive, flowing style.

Stephen Bedford, MCIP, RPP, PLE  
Principal Planner  
LANDx Developments Ltd.





Department of Community & Development Services  
1563 Four Mile Creek Road  
P.O. Box 100, Virgil, ON L0S 1T0  
905-469-3206 • Fax: 905-469-0301  
www.nottl.com

Office Use Only - Meeting date: August 18, 2022 (electronically) Fee collected: \$2,780

APPLICANTS only need to complete page 1 of this form. Once completed, e-mail to: [planning.development@nottl.com](mailto:planning.development@nottl.com)  
You will be contacted with a meeting date and a planner will be assigned to your file.

### Pre-Consultation Agreement

For applications filed under the Planning Act, R.S.O. 1990 c. P.13, as amended

Persons intending to file an application under the Planning Act, R.S.O. 1990 c. P.13, as amended, are required to attend a pre-consultation meeting with Community & Development Services Staff prior to submitting an application. This meeting will identify the requirements to submit a complete application and will provide the opportunity to discuss the application, planning-related matters, application fees, the application review process, and other matters.

All information requested on this form is collected under the authority of the Planning Act, R.S.O. 1990 c. P.13, as amended, and the provisions of the Municipal Freedom of Information and Protection of Privacy Act, R.S.O. 1990 c. M.36. The requested information on this form and all accompanying plans, reports, and will form part of the public record which may be published on the Town of Niagara-on-the-Lake website or by other means. The name and company of the Registered Owner and/or Authorized Agent is public information. Questions about the collection of information can be made to the Town Clerk.

**1. Application Type** (select all that apply)

Official Plan Amendment  Zoning By-law Amendment  Draft Plan of Subdivision  Draft Condominium Description  Site Plan Approval

Consent  Minor Variance  Fence/Sign Variance  LNCU Permission  Other:

**2. Details of the Subject Lands**

Municipal Address: 253 Taylor Road, Niagara-on-the-lake, Ontario  
Assessment Roll Number: 2627 020-018-02500-0000

Legal Description: 253 Taylor Road, Niagara-on-the-lake, ON PART LOT 2 CONCESSION 9

Lot Area (metric): 58.812 m<sup>2</sup> Lot Frontage (metric): 314.5m Lot Depth (metric): 205m

**3. Registered Owner**

Name: White Oaks Tennis World Inc.  
Company Name: White Oaks Resort and Spa  
Email: [awakil@whiteoaksresort.com](mailto:awakil@whiteoaksresort.com)  
Telephone: 905-788-6451

**4. Authorized Agent**

Name: Tim Collins  
Company Name: LANDx Developments  
Email: [timcollins@landxdevelopments.com](mailto:timcollins@landxdevelopments.com)  
Telephone: 905-329-0312

Contact for all future correspondence (select one):  Registered Owner  Authorized Agent

Town of Niagara-on-the-Lake  
Pre-Consultation Agreement

**6. Provincial Planning, Official Plan, and Zoning Information**

Identify the applicable Provincial Plan designations that apply to the subject lands:

Specialty Crop Area  Built-Up Area  Greenfield Area  Niagara Escarpment Plan Area

Does this application conform to the applicable Provincial Plans?  Yes  No

Existing Niagara Regional Official Plan Designation(s) of the subject lands:  
Urban Area, Designated Greenfield Area, Mixed-Use High Density (Glendale District Plan)

Does this application conform to the Niagara Regional Official Plan?  Yes  No  
If no, describe the nature of the amendment needed:

Existing Town of Niagara-on-the-Lake Official Plan Designation(s) of the subject lands:  
Greenfield Area, Village Centre (Glendale Secondary Plan)

Does this application conform to the Town of Niagara-on-the-Lake Official Plan?  Yes  No  
If no, describe the nature of the amendment needed:  
Height. Full review to be completed upon submission of application(s)

Existing Town of Niagara-on-the-Lake Zoning of the subject lands:  
Village Commercial (VC-10) - Site Specific Zone

Does this application conform to the Town of Niagara-on-the-Lake Zoning By-law?  Yes  No  
If no, describe the nature of the amendment needed:  
Height. Submitted drawings do not include sufficient info to confirm zoning provisions. Full zoning review to be conducted upon submission of application(s)

**7. Site Plan Control**

Is Site Plan Approval required for the proposal?  Yes  No  
Is there an existing Site Plan Agreement that applies to any portion of the subject lands?  Yes  No

**8. Archaeology and Municipal Heritage**

Is any portion of the subject lands within an area of archaeological potential?  Yes  No  
Is any portion of the subject lands or adjacent lands listed on the Municipal Heritage Register?  Yes  No  
Is any portion of the subject lands or adjacent lands designated under the Ontario Heritage Act?  Yes  No

**9. Niagara Peninsula Conservation Authority (NPCA)**

Is any portion of the subject lands within an NPCA regulated area?  Yes  No

**10. Parkland Dedication and Development Charges**

Is the proposal eligible for parkland dedication or cash-in-lieu pursuant to Sections 42 or 51.1 of the Planning Act, R.S.O. 1990, c. P.13?  Yes  No  
Are Town Development Charges applicable to the proposal?  Yes  No

**11. Agencies to be Circulated on the Application** (subject to change)

Niagara Region  Niagara Escarpment Commission  NPCA  Niagara Parks Commission  
 Enbridge Gas  TransCanada Pipelines  Bell Canada  NOTL Hydro  
 Hydro One  Canada Post  Parks Canada  Local School Boards  
 Other: MTO, Airport

Town of Niagara-on-the-Lake  
Pre-Consultation Agreement

**12. Plans, Reports, and Information Required for a Complete Application**

Notwithstanding the plans, reports, and information noted below, Staff reserve the right to request additional plans, reports, and information, if applicable. All plans, reports and information are subject to peer-review at the applicant's cost. At the time of submission of an application, all accompanying plans, reports, and information may become part of the public record.

Reports/Studies	Notes
<input checked="" type="checkbox"/> Planning Justification Report / Impact Analysis	ZBA
<input checked="" type="checkbox"/> Streetscape Study	
<input checked="" type="checkbox"/> Transportation Impact Study	
<input checked="" type="checkbox"/> Parking Impact Analysis	If proposing alternative parking ratios, ZBA
<input type="checkbox"/> Archaeological Assessment and Ministry letter(s)	
<input type="checkbox"/> Cultural Heritage Impact Assessment	
<input type="checkbox"/> Environmental Impact Study	Required to file RSC
<input checked="" type="checkbox"/> Environmental Site Assessment	
<input checked="" type="checkbox"/> Arbores Report / Tree Inventory	ZBA
<input checked="" type="checkbox"/> Functional Servicing Report	
<input checked="" type="checkbox"/> Stormwater Management Report	
<input checked="" type="checkbox"/> Land Use / Market Study	ZBA
<input checked="" type="checkbox"/> Urban Design Brief	ZBA
<input type="checkbox"/> Geotechnical Study	
<input type="checkbox"/> Hydrogeological Study	
<input type="checkbox"/> Slope Stability Report	
<input checked="" type="checkbox"/> Air, Noise, and Vibration Emissions Study	Noise Study
<input type="checkbox"/> Agricultural Impact Assessment	
<input type="checkbox"/> Shadow Study	
<input checked="" type="checkbox"/> Viewshed analysis	Views of escarpment
<input checked="" type="checkbox"/> Pedestrian Level Wind Impact Analysis	ZBA
Plans/Drawings	Notes
<input checked="" type="checkbox"/> Site Plan	Draft site plan for ZBA
<input checked="" type="checkbox"/> Landscape Plan and Planting Plan	Draft plan for ZBA
<input checked="" type="checkbox"/> Building Elevations	Draft plans for ZBA
<input checked="" type="checkbox"/> Coloured Site Plan, Landscape Plan and Building Elevations	
<input checked="" type="checkbox"/> Floor Plans (including Gross Leasable Floor Areas)	Draft plans for ZBA
<input checked="" type="checkbox"/> Photometric Plan / Lighting Plan	
<input type="checkbox"/> Draft Plan of Subdivision	
<input type="checkbox"/> Draft Condominium Description	
<input type="checkbox"/> Servicing Plan	
<input type="checkbox"/> Preliminary Grading Plan	
<input checked="" type="checkbox"/> Lot Grading and Drainage Area Plan	
<input type="checkbox"/> Consent Sketch	
<input type="checkbox"/> Minor Variance Sketch	
<input type="checkbox"/> Fence/Sign Variance Sketch	
<input type="checkbox"/> Reference Plan / Registered Plan	
<input checked="" type="checkbox"/> Erosion and silt control plan	Can be included on grading plan, if legible.
<input checked="" type="checkbox"/> Phasing Plans	If phasing is proposed, ZBA

Town of Niagara-on-the-Lake  
Pre-Consultation Agreement

**Other Requirements**

Draft Regional Official Plan Amendment  
 Draft Town Official Plan Amendment  
 Draft Zoning By-law Amendment  
 Surplus Farm Dwelling Information Form  
 MDS III Farm Data Sheet(s)  
 Property Index Map and Parcel Registers (including all PIN Printouts and Legal Instruments) ZBA  
 Legal Opinion  
 Heritage Permit  
 Urban Design Guidelines / Architectural Codes  
 Municipal Heritage Committee Review  
 Urban Design Committee Review  
 Cost Estimates for all proposed on-site and off-site works Including estimated number of working days.

**13. Application Fees**

Notwithstanding the fees noted below, all fees are payable based on the Fee Schedule By-law in effect on the date the application is received. Separate cheques shall be made payable to the appropriate agency. Additional fees may be required to process the application, including but not limited to peer-review fees.

Application Type	Town Planning	Niagara Region	NPCA	Town Operations	Other
Official Plan Amendment	\$11,945	\$5,340			
Zoning By-law Amendment	(combined)	\$1,345			
Draft Plan of Subdivision					
Draft Condominium Description	\$9,110				
Site Plan	\$7,945	\$1,345		\$9000	
Consent					
Minor Variance					
Fence/Sign Variance					
LNCU Permission					
Pre-consultation Fee Deduction	- \$2,780				
Other: Urban Design Review		\$640			
Other: SWM		\$650			
Other:					



**14. Additional Comments**

- Will units be owned or rented - whats the breakdown? Any hotel units?
- What type of condo? Which portions would be included in the condo plan? Residential floors only? Parking areas? Amenity areas (indoor and/or outdoor)?
- Short-term rentals will not be permitted
- Glendale Secondary Plan suggests buildings up to 16 stories.
- What would be within the upper floors of the 6-storey podium? - Residential units
- Secondary Plan will be updated to align with Glendale District Plan - targeted for Fall 2023
- Preliminary UDC review prior to submission is encouraged.
- Include parking ratio and total requirement on site plan drawing, including relocated spaces and existing uses.
- Important to give strong consideration to the design of the podium/ street wall at the corner
- Would set the tone and character for future development at significant intersection.
- Maintain views of the Escarpment - will podium block views? - Renderings available?

Region  
- See attached.

- File
- Confirmation of fire access routes for the property
  - The locations of the primary fire entrances to each building are to be identified
  - Show fire hydrant locations
  - Include a fire access route to the new hotel parking garage at the rear of the building
  - A hydrant would also be required at the rear of the property for the hotel parking garage access area
  - Separate plans/drawings for fire (i.e. fire routes, hydrants, primary entrances, sprinkler/standpipe connections, etc)

Operations  
- See attached.

**15. Additional Notes**

- i. The purpose of this Pre-consultation Agreement is to identify the information required to process and evaluate an application, as set out in the *Planning Act, R.S.O. 1990, c. P.13, as amended*. This pre-consultation process is designed to proceed based on the mutual agreement of the parties who have provided signatures below.
- ii. Pre-consultation does not imply or suggest any decision whatsoever on behalf of Staff or the municipality to either support or refuse the application.
- iii. All information requested on this form is collected under the authority of the *Planning Act, R.S.O. 1990, c. P.13, as amended*, and the provisions of the *Municipal Freedom of Information and Protection of Privacy Act, R.S.O. 1990, c. M.56*. The requested information on this application and all accompanying plans, reports, and information is required in order to process this application and will form part of the public record which may be published on the Town of Niagara-on-the-Lake website or by other means. The name and business address of the Registered Owner and/or Authorized Agent is public information. Questions about the collection of information can be made to the Town Clerk.
- iv. The applicant should be aware that the information provided in this Pre-consultation Agreement is accurate as of the date of the pre-consultation meeting. Should other policies, by-laws or procedures be approved by the Province, Region, Town and other agencies prior to the submission of a formal application, the applicant will be subject to any new policies, by-laws or procedures that are in effect on the day the application is received. If an application is not submitted within one (1) year, the applicant must confirm with the Town that the directives of the original pre-consultation meeting are being met. Another pre-consultation meeting may be required at the direction of the Director of Community & Development Services if an application has not been submitted within one (1) year of the pre-consultation date and/or the proposal has changed.
- v. It is hereby understood that, subject to any appeals, an application filed for the proposal identified in this Pre-consultation Agreement will only be considered complete if it includes the required plans, reports and information identified in this Pre-consultation Agreement, completed application form(s), any information or materials prescribed by statute, the required fees, a copy of this signed Pre-Consultation Agreement, and any other applicable requirements as identified on the application forms. Any application submitted without the plans, reports and information identified in this Pre-consultation Agreement will be deemed incomplete and will not be processed. Alternately, Staff may recommend refusal of the application based upon insufficient information to properly evaluate the application.
- vi. The applicant acknowledges that the Town, Region, and other agencies consider the application forms and all accompanying plans, reports, and information filed with any application to be public information and to form part of the public record. With the filing of an application, the applicant consents and hereby confirms that the consent of the authors of all accompanying plans, reports and information have been obtained, to permit the Town, Region and other agencies to release the application and any accompanying materials either for their own use in processing the application, or at the request of a third-party, without further notification to, or permission from, the applicant.
- vii. It is hereby understood that during the review of the application additional plans, reports, and information may be required as a result of issues arising during the processing of the application, public input, or the review of the submitted studies.
- viii. The applicant acknowledges and agrees that Town of Niagara-on-the-Lake Staff, Agency Staff and Committee of Adjustment Members may enter onto their property to view, photograph, and survey their property as necessary for this proposal. It is acknowledged that failure to allow access onto the subject lands may result in the application being considered incomplete.
- ix. If the Town or Region do not have sufficient expertise to review and determine that a study is acceptable, a peer-review may be required. The cost of the peer review shall be paid for by the applicant. The Terms of Reference for a peer review is determined by the Town, Region or other agencies.
- x. Some studies may require review and clearance/approval from other agencies. In this instance, the review fee(s) of the review agency shall be paid by the applicant.

**16. Signatures of Attendees**

I have read, understand, and agree to all of the content provided in this Pre-consultation Agreement:

Position/Title	Name	Signature	Date
Planner	Mark Iamarino		August 18, 2022
Planning Manager			
Development Coordinator			
Secretary-Treasurer, CoA			
Operations Staff			
Regional Staff	Amee Alderman		August 18, 2022
NPCA Staff			
Other Staff: Zoning	Darka Jensen		August 18, 2022
Other Staff: Fire	Brad Disher		August 18, 2022
Other Staff: Niagara Region	Amy Shanks		August 18, 2022
Registered Owner			
Authorized Agent	Tim Collins		August 18, 2022
Other:	Stephen Bedford		August 18, 2022
Other:	Michael Rietta		August 18, 2022
Other:	Ralph Giannone		August 18, 2022

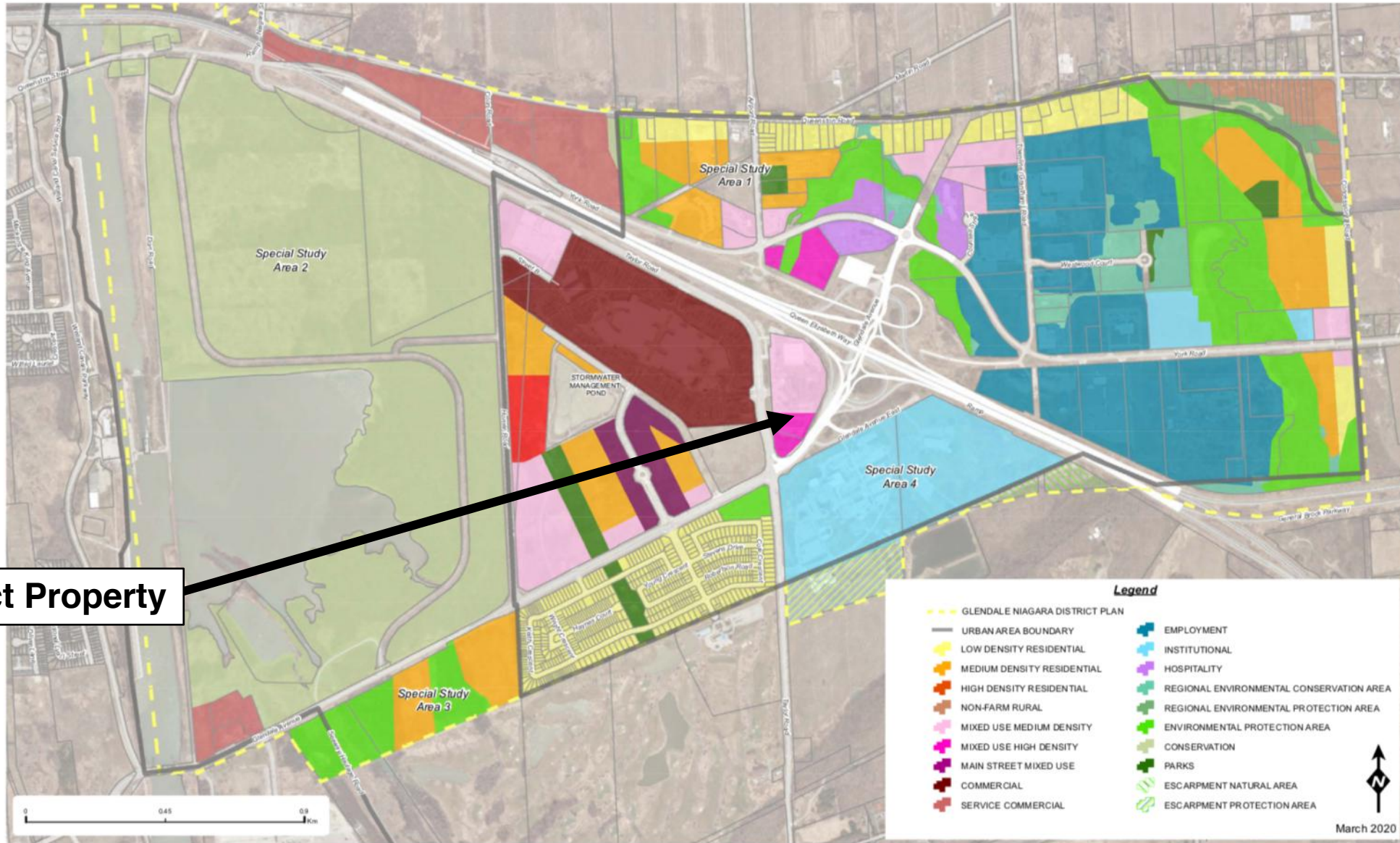
**APPLICATIONS MUST BE SUBMITTED TO:**

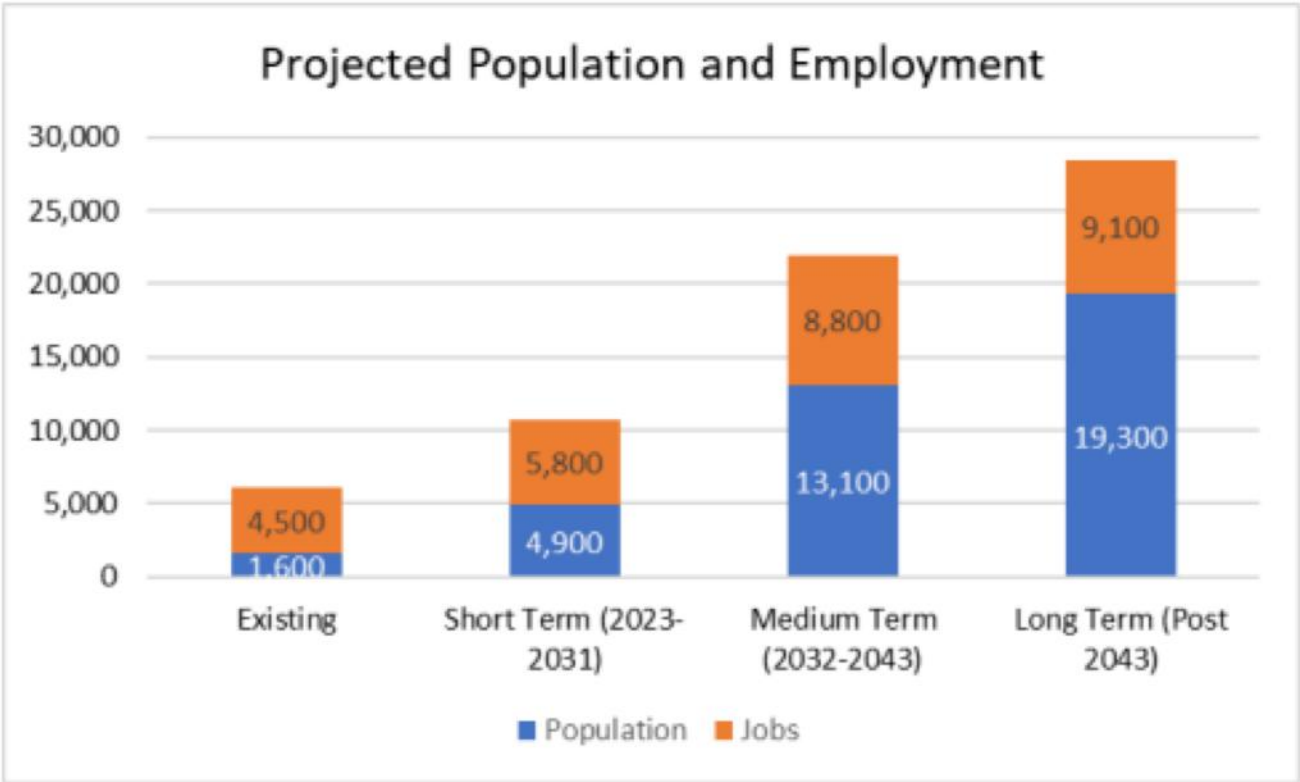
Town of Niagara-on-the-Lake  
Community & Development Services  
1503 Four Mile Creek Road  
PO Box 100  
Virgil, ON L0S 1T0

Phone: (905) 468-3266  
Fax: (905) 468-0301  
Website: www.notl.com  
E-mail: planning.development@notl.com



# Land Use Concept



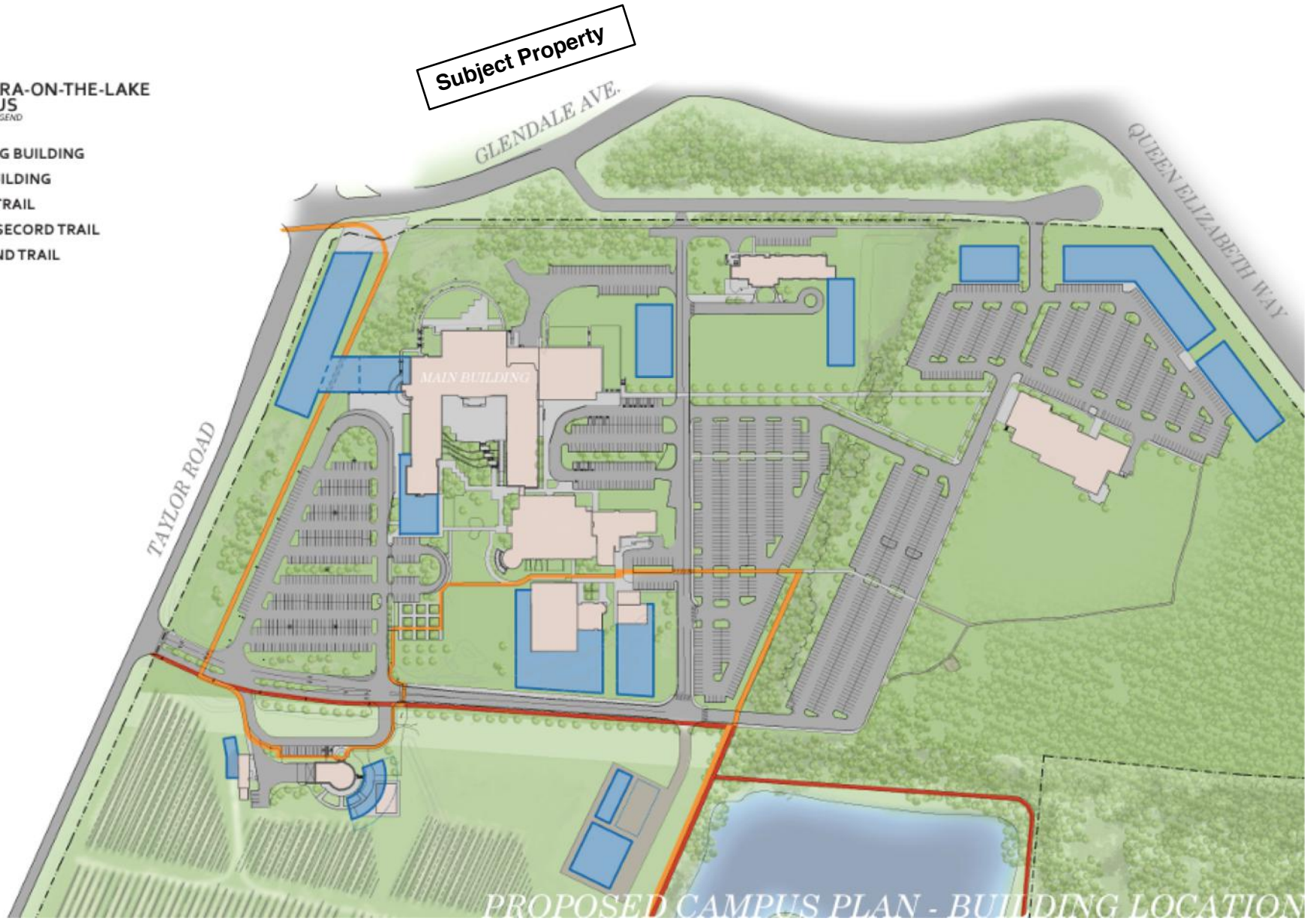


	Population	Jobs	Persons and Jobs
Existing	1,600	4,500	6,100
Short Term (2023-2031)	4,900	5,800	10,700
Medium Term (2032-2043)	13,100	8,800	21,900
Long Term (Post 2043)	19,300	9,100	28,400
<b>Total Growth</b>	<b>17,700</b>	<b>4,600</b>	<b>22,300</b>

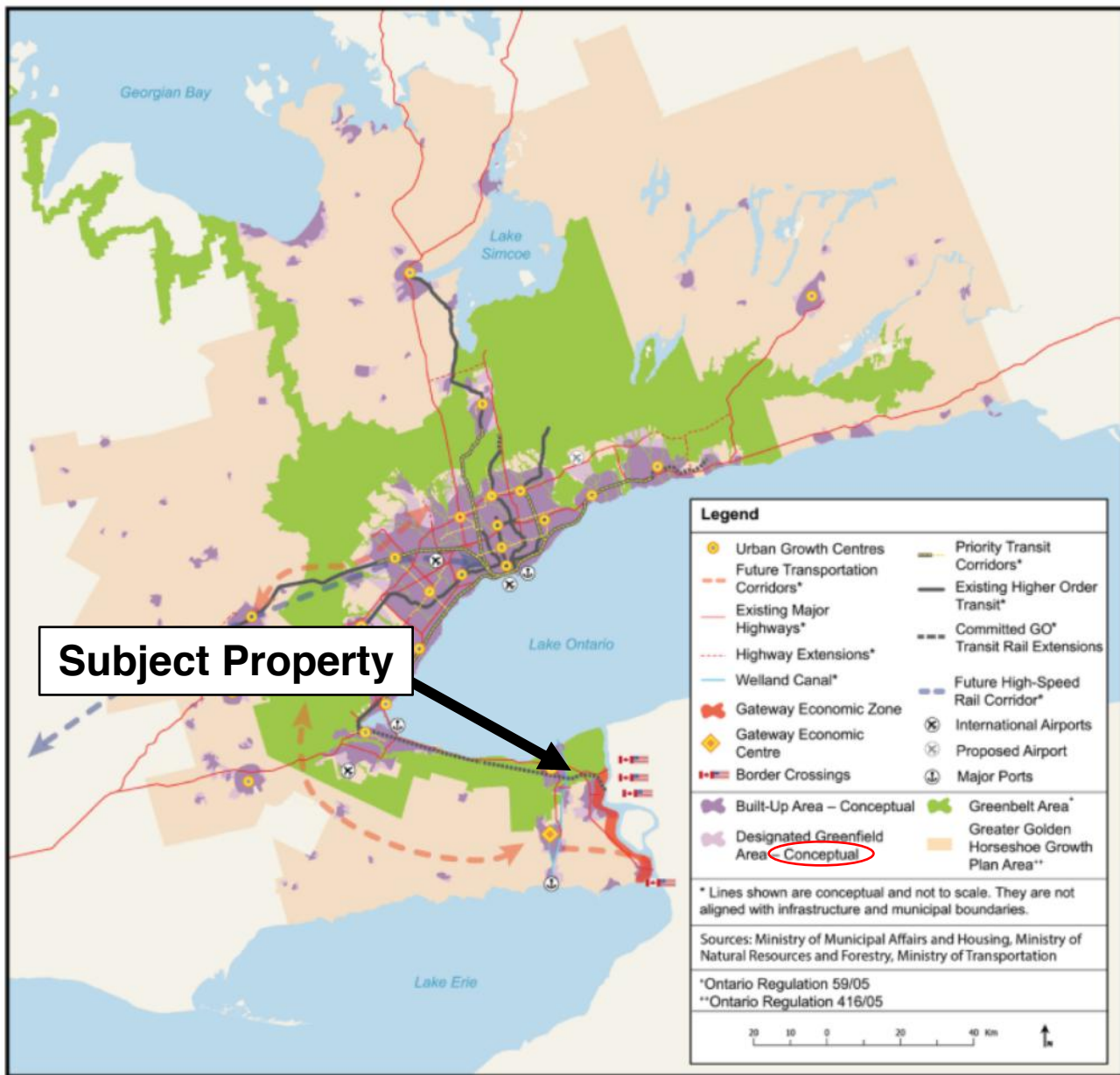
Glendale Secondary Plan Update



- nc NIAGARA-ON-THE-LAKE CAMPUS PLANNING LEGEND**
-  EXISTING BUILDING
  -  NEW BUILDING
  -  BRUCE TRAIL
  -  LAURA SECORD TRAIL
  -  WETLAND TRAIL

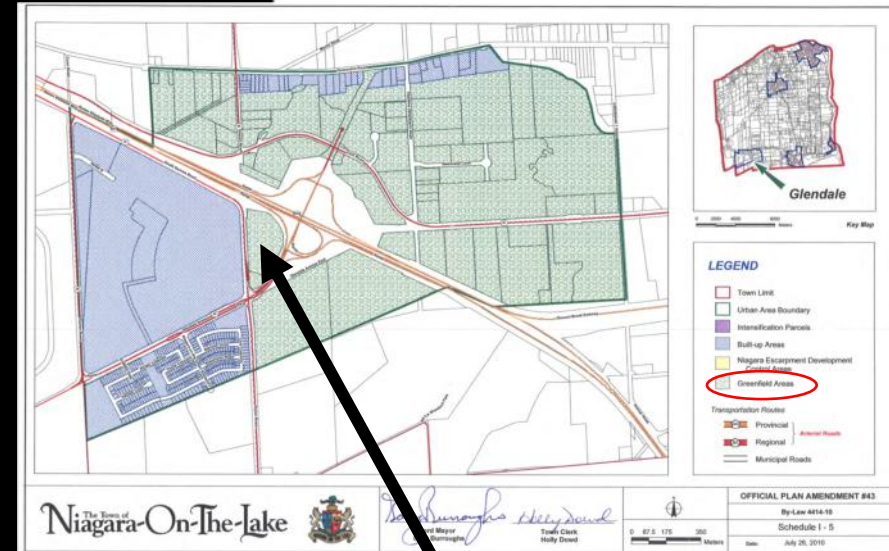






Ontario

SCHEDULE 2  
A Place to Grow Concept



Subject Property

Note: The information displayed on this map is not to scale, does not accurately reflect approved land-use and planning boundaries, and may be out of date. For more information on precise boundaries, the appropriate municipality should be consulted. For more information on Greenbelt Area boundaries, the Greenbelt Plan should be consulted. The Province of Ontario assumes no responsibility or liability for any consequences of any use made of this map.



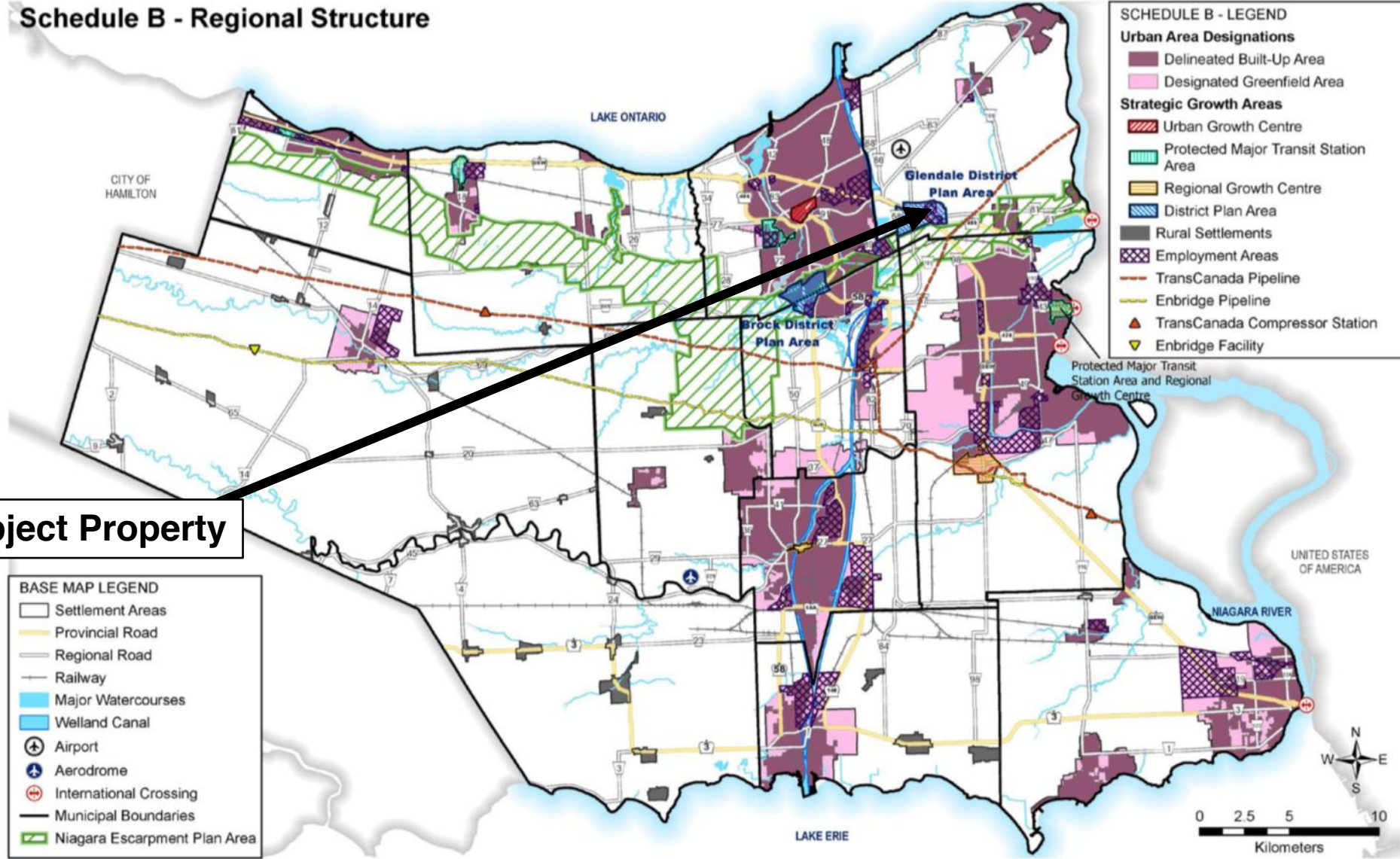
# Actively Selling Apartment Projects in Niagara Region – Unit Sizes



SOURCE: Based on Altus Data Studio data.



# Schedule B - Regional Structure



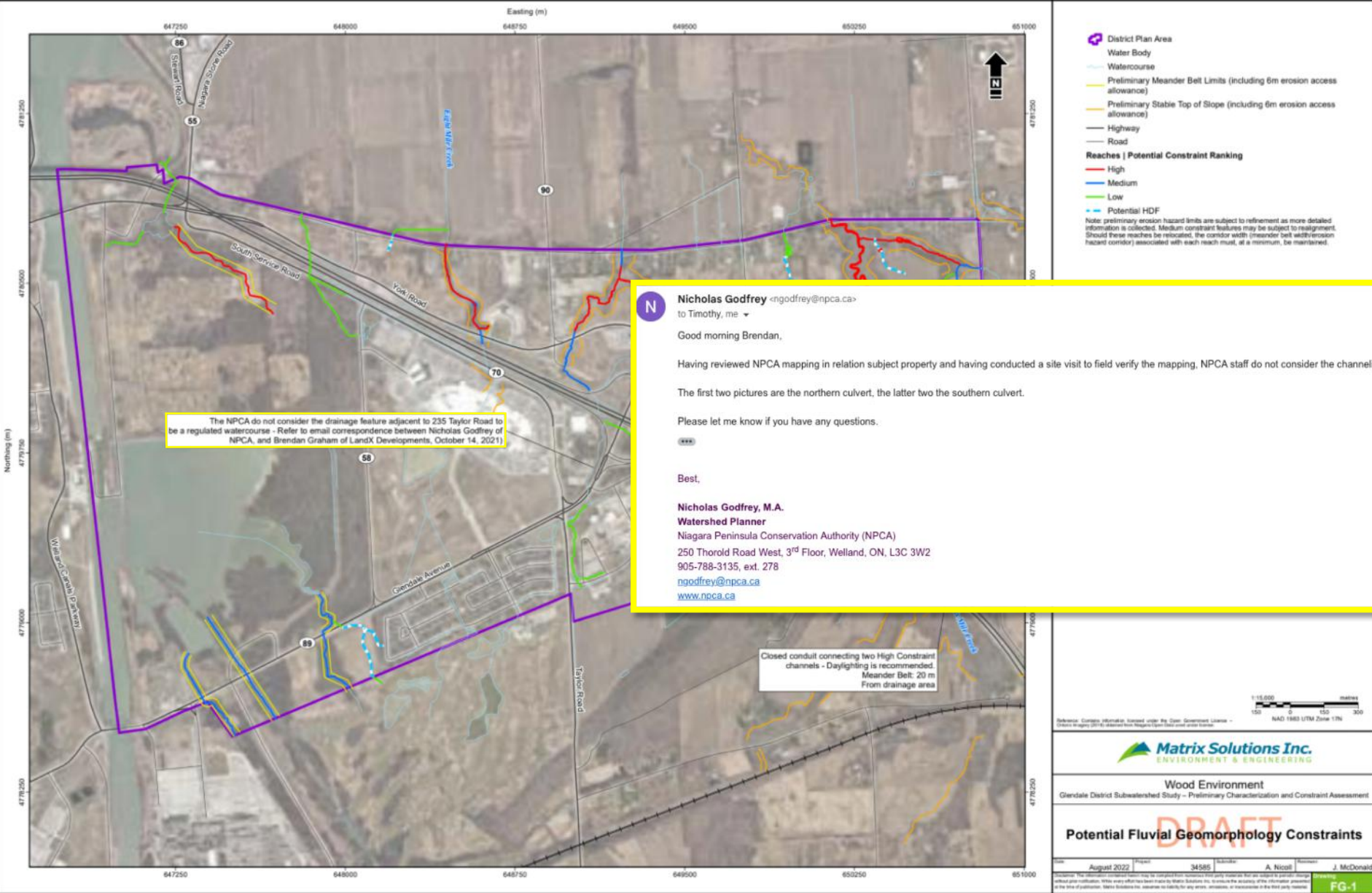
**Subject Property**

2014

Table 4-1: Niagara Region, Population, Household and Employment Forecast by Local Municipality, 2006-2031									
Development Location	Forecast Period	Total Households	Total Population	Total Population With Undercount <sup>1</sup>	Total Population In Households <sup>2</sup>	Persons Per Household (PPH)	Total Employment	Total Employment Including NFPOW <sup>3</sup>	Total Employment Activity Rate <sup>1</sup>
Niagara Falls	2006	32,495	82,200	85,500	83,900	2.58	38,900	42,800	0.50
	2011	33,750	84,800	88,200	86,500	2.56	40,490	44,410	0.50
	2016	34,940	86,800	90,300	88,500	2.53	41,380	45,330	0.50
	2021	36,470	89,400	93,000	91,000	2.50	41,930	45,890	0.49
	2026	38,550	93,000	96,700	94,500	2.45	42,680	46,670	0.48
Niagara-on-the-Lake	2006	5,445	14,600	15,200	14,300	2.63	9,990	11,000	0.72
	2011	6,150	16,200	16,800	15,800	2.57	10,360	11,370	0.68
	2016	6,790	17,700	18,400	17,300	2.55	10,590	11,620	0.63
	2021	7,240	18,500	19,200	18,100	2.50	10,880	11,910	0.62
	2026	7,550	18,900	19,700	18,600	2.46	11,310	12,340	0.63
Pelham	2006	5,930	16,100	16,700	16,600	2.80	3,870	4,260	0.26
	2011	6,420	17,500	18,200	18,000	2.80	4,070	4,470	0.25
	2016	6,930	18,700	19,400	19,200	2.77	4,200	4,600	0.24
	2021	7,580	20,400	21,200	20,900	2.76	4,340	4,750	0.22
	2026	7,930	21,000	21,800	21,400	2.70	4,540	4,960	0.23
2031	8,200	21,500	22,387	22,000	2.68	4,700	5,130	0.23	

**Table 2-1 2051 Population and Employment Forecasts by Local Area Municipality**

Municipality	Population	Employment
Fort Erie	48,050	18,430
Grimsby	37,000	14,960
Lincoln	45,660	15,220
Niagara Falls	141,650	58,110
Niagara-on-the-Lake	28,900	17,610
Pelham	28,830	7,140
Port Colborne	23,230	7,550
St. Catharines	171,890	79,350
Thorold	39,690	12,510
Wainfleet	7,730	1,830
Welland	83,000	28,790
West Lincoln	38,370	10,480
<b>Niagara Region</b>	<b>694,000</b>	<b>272,000</b>



The NPCA do not consider the drainage feature adjacent to 235 Taylor Road to be a regulated watercourse - Refer to email correspondence between Nicholas Godfrey of NPCA, and Brendan Graham of LandX Developments, October 14, 2021)

**N** Nicholas Godfrey <ngodfrey@npca.ca>  
 to Timothy, me ▾  
 Good morning Brendan,  
 Having reviewed NPCA mapping in relation subject property and having conducted a site visit to field verify the mapping, NPCA staff do not consider the channelized watercourse that abuts 235 Taylor to be an NPCA regulated watercourse.  
 The first two pictures are the northern culvert, the latter two the southern culvert.  
 Please let me know if you have any questions.  
 \*\*\*  
 Best,  
 Nicholas Godfrey, M.A.  
 Watershed Planner  
 Niagara Peninsula Conservation Authority (NPCA)  
 250 Thorold Road West, 3<sup>rd</sup> Floor, Welland, ON, L3C 3W2  
 905-788-3135, ext. 278  
[ngodfrey@npca.ca](mailto:ngodfrey@npca.ca)  
[www.npca.ca](http://www.npca.ca)

Thu, Oct 14, 2021, 8:44AM

Closed conduit connecting two High Constraint channels - Daylighting is recommended.  
 Meander Belt: 20 m  
 From drainage area

Reference: Contains information licensed under the Open Government License -  
 Source Imagery 2019 © Esri/ArcGIS, Imagery © 2019 Esri/ArcGIS, Imagery © 2019 Esri/ArcGIS, Imagery © 2019 Esri/ArcGIS

1:15,000 metres  
 0 100 200  
 NAD 1983 UTM Zone 17N

**Matrix Solutions Inc.**  
 ENVIRONMENT & ENGINEERING

Wood Environment  
 Glendale District Subwatershed Study - Preliminary Characterization and Constraint Assessment

**Potential Fluvial Geomorphology Constraints**

Date: August 2022 | Project: 34585 | Submitter: A. Nicot | Reviewer: J. McDonald  
 Disclaimer: The information contained herein may be subject to change without notice. Matrix Solutions Inc. is not liable for any errors or omissions in the information presented in this document. Matrix Solutions Inc. assumes no liability for any errors, omissions, or inaccuracies in the data provided hereon.  
 FG-1





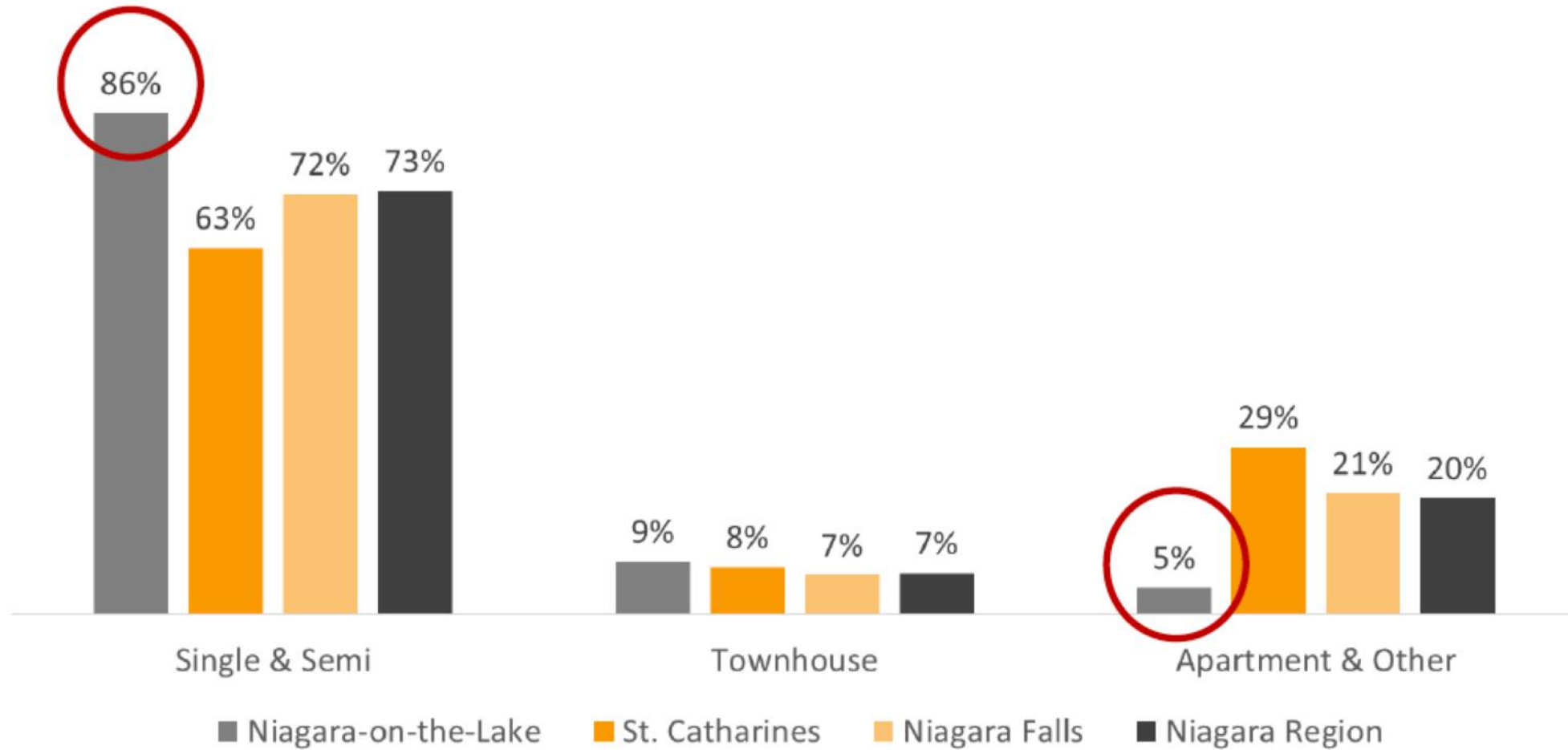
# 6.0

## Market Assessment

### Key Findings

- The new on-site population at White Oaks could support approximately **19,000 square feet of new commercial space**;
- The full build-out of the Glendale community could result in an additional commercial space requirement of **more than 300,000 square feet**.
- The amount of new commercial space envisioned as part of both the main street commercial environment and other mixed use development blocks in the future Glendale community will be sufficient in satisfying future demands over the longer-term planning horizon.
- It will be important for any new space—both on the subject site and elsewhere in Glendale—to counter-balance the significant supply of regional-serving retail already operating in the market today with a complement of more local, neighbourhood-serving commercial uses.
- The amount and type of commercial space proposed at the subject site is not expected to limit the Glendale community's ability to satisfy longer-term commercial space needs and could in fact enable its future growth by serving as a key gateway.

# 2016 Census Dwellings





**LOCATION MAP**

**GENERAL NOTES**

THE LOCATION OF PROPERTY LINES, ELEVATIONS AND FACILITIES ON THIS PLAN ARE DRAWN ON THE BASIS OF A SURVEY CONDUCTED BY AN AUTHORIZED SURVEYOR OF ONTARIO.

IT IS THE RESPONSIBILITY OF THE CLIENT AND/OR CONTRACTORS TO OBTAIN ALL NECESSARY PERMITS AND APPROVALS FROM THE LOCAL, PROVINCIAL AND FEDERAL GOVERNMENTS AND TO ENSURE THAT THE DEVELOPMENT IS IN ACCORDANCE WITH ALL APPLICABLE REGULATIONS AND REQUIREMENTS OF AUTHORIZED HAVING JURISDICTION.

**REVISIONS**

NO.	DATE	BY
1	2022-11-18	TMP

**LEGEND**

<input checked="" type="checkbox"/> CONCEPTUAL	<input type="checkbox"/> TENDER
<input type="checkbox"/> PRELIMINARY	<input type="checkbox"/> CONTRACT
<input type="checkbox"/> SITE PLAN	<input type="checkbox"/> CONSTRUCTION
<input type="checkbox"/> PERMIT	<input type="checkbox"/> AS-BUILT

**HENRY KORTEKAAS & ASSOCIATES INC.**  
 LANDSCAPE ARCHITECTS, ARBORISTS, ENVIRONMENTAL & RECREATIONAL PLANNERS  
 200 HURONTARIO ST. TORONTO, ONT. M5S 1A5  
 TEL: 416-593-8888 FAX: 416-593-8889

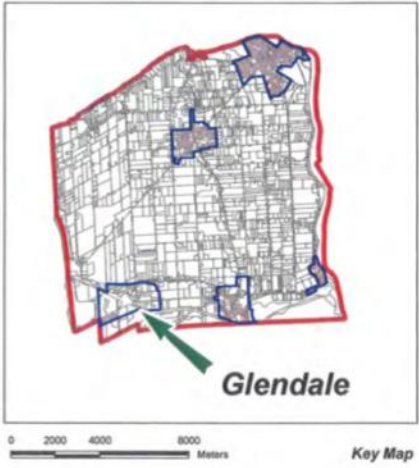
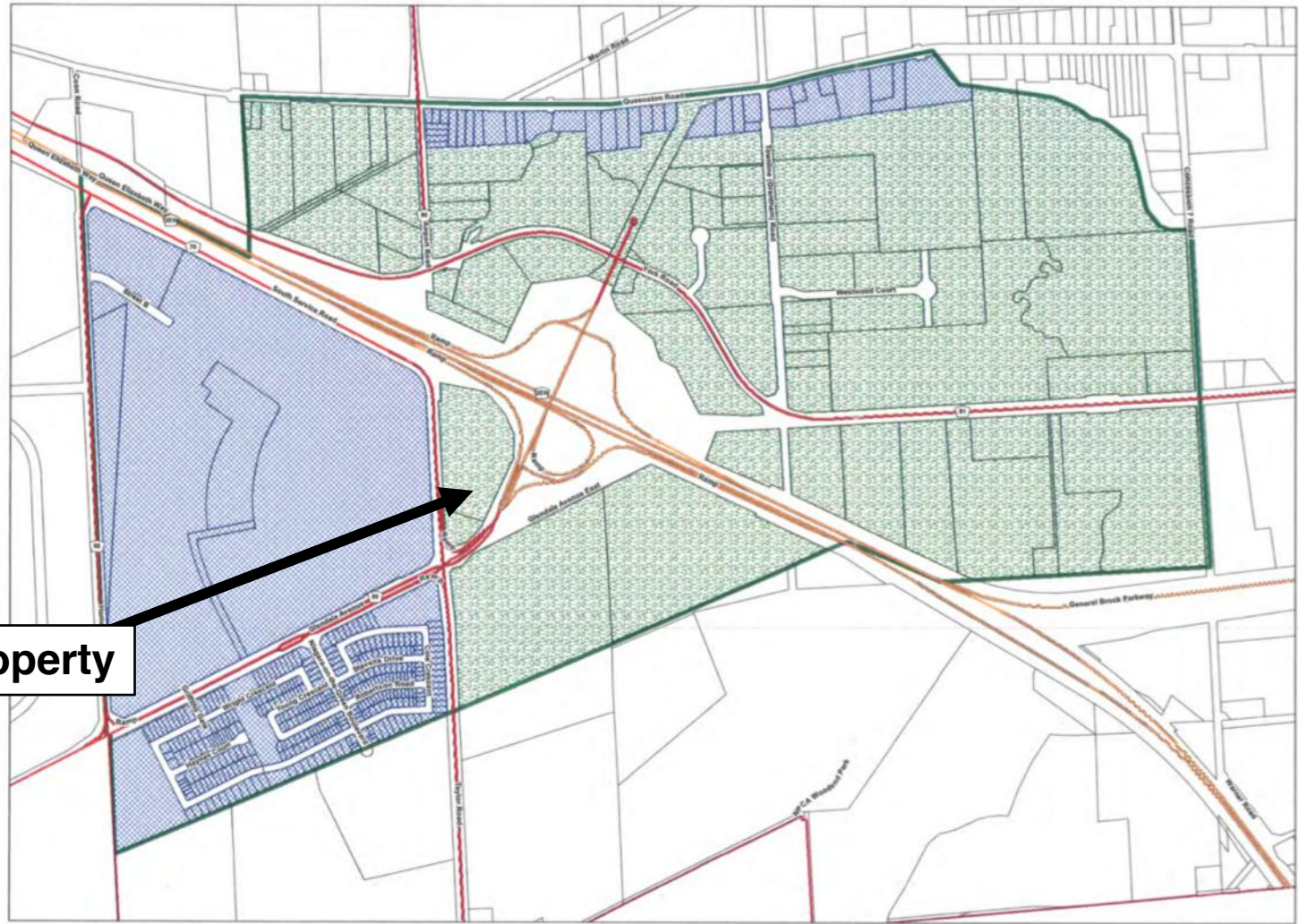
**SPA FILE #**  
 PROJECT: WHITE OAKS VILLAGE  
 203 TAYLOR RD, WINDARVA-ON-THE-LAKE, ON L0S 1A0  
 DRAWING: DRAFT MASTERPLAN

DESIGNED BY: T.M.J.	SCALE: 1:400	<b>L-MP</b>
DATE: 2022-11-18	2 of 2	
JOB NO: 2022-140	FILE #2022-140	





**Subject Property**



**LEGEND**

- Town Limit
- Urban Area Boundary
- Intensification Parcels
- Built-up Areas
- Niagara Escarpment Development Control Areas
- Greenfield Areas

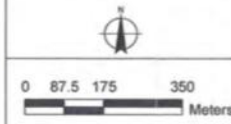
- Transportation Routes
- Provincial } Arterial Roads
  - Regional } Arterial Roads
  - Municipal Roads

The Town of  
**Niagara-On-The-Lake**



*Gary Burroughs*  
Lord Mayor  
Gary Burroughs

*Holly Dowd*  
Town Clerk  
Holly Dowd



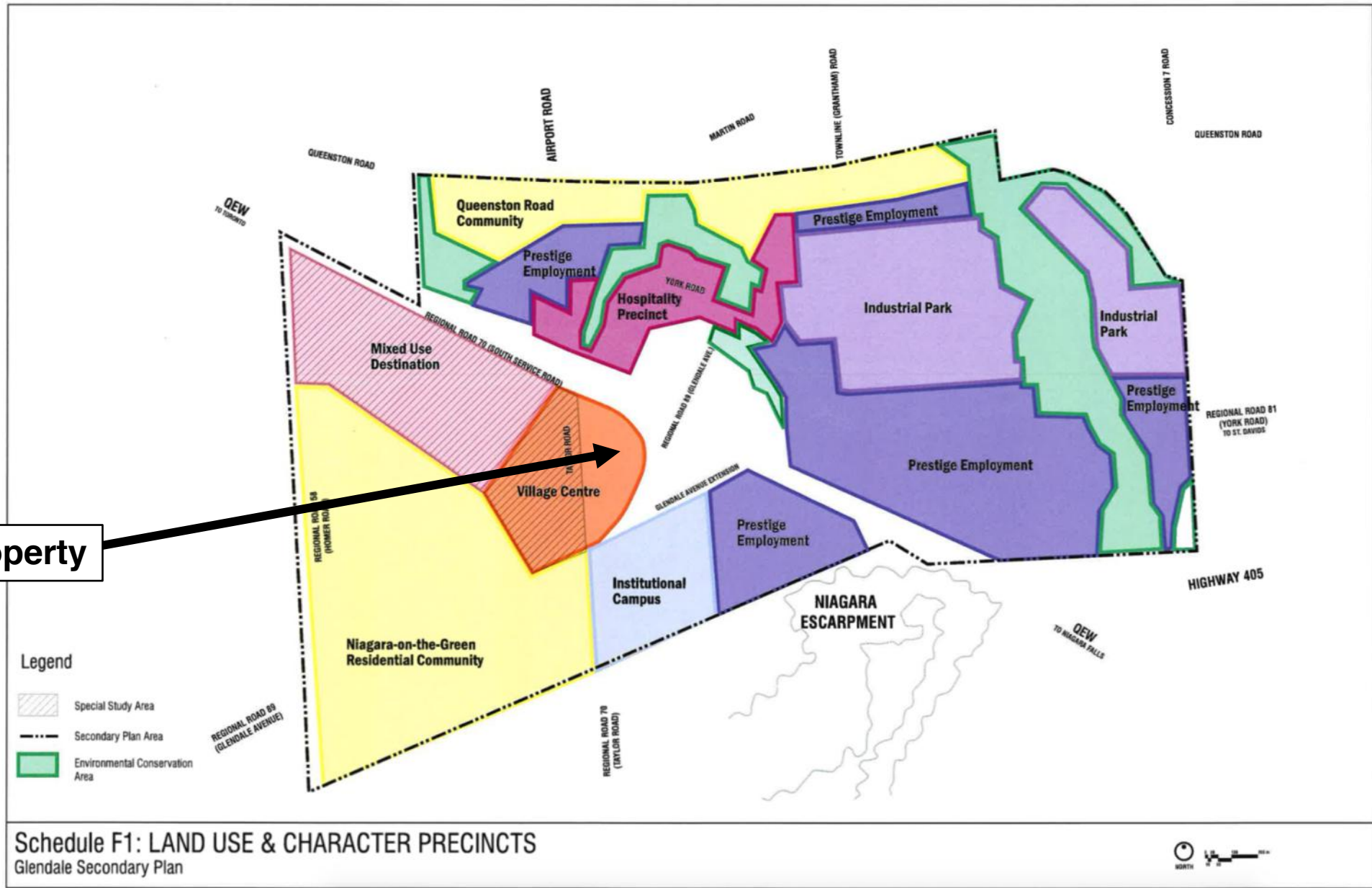
**OFFICIAL PLAN AMENDMENT #43**  
By-Law 4414-10  
Schedule I - 5  
Date: July 26, 2010

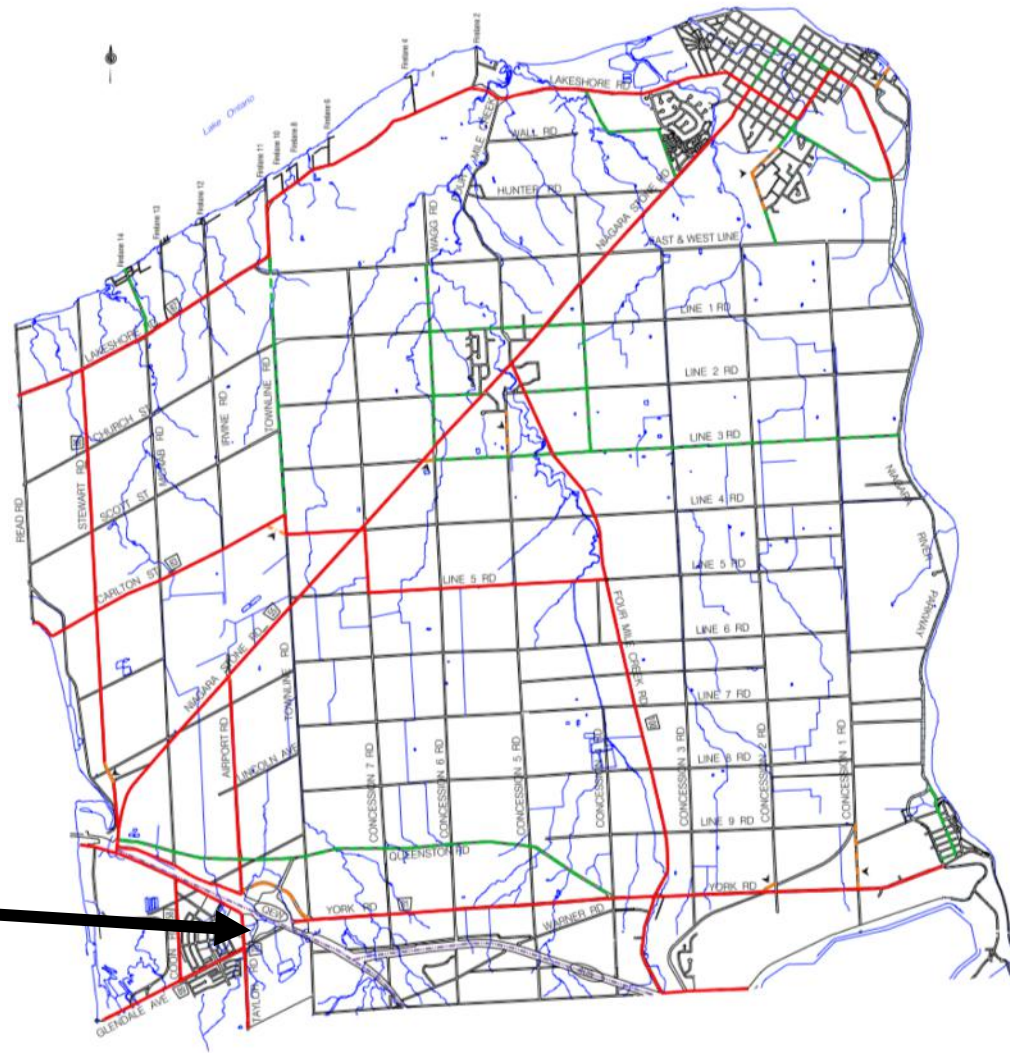


**White Oaks Resort and Spa  
Planning Justification Report**

**Attachment 16 – NOTL OP (2017) – Schedule I-5**

**Subject Property**





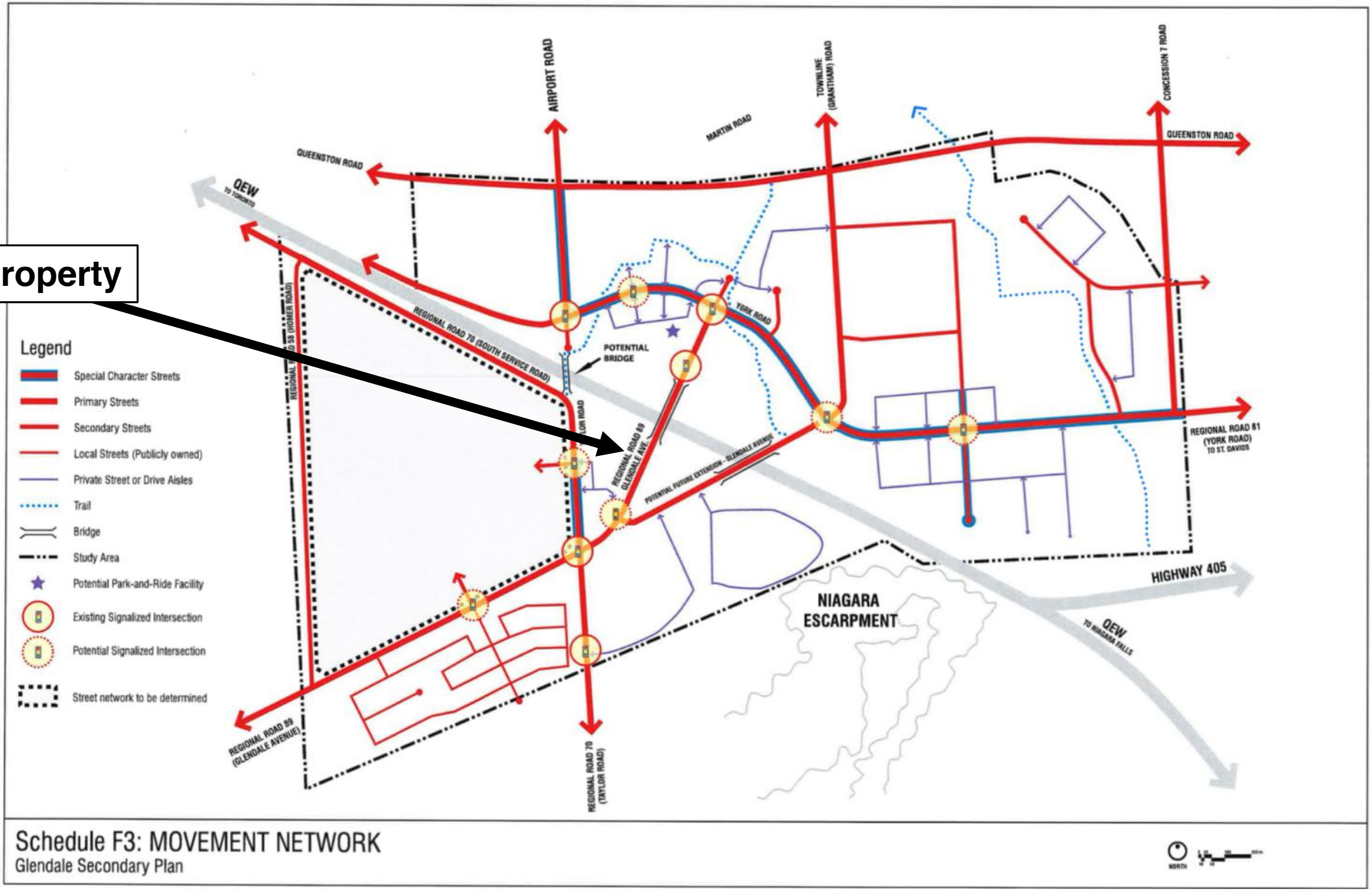
**Subject Property**

SCHEDULE 'G'  
Transportation Plan

- Provincial Highway
- Regional Road } Arterial Roads
- ... Niagara Parkway
- Collector Roads
- Local Roads
- Road Alignment

Prepared by: NOTL P&O Services

**Subject Property**



March/September 21<sup>st</sup>

March/September 21<sup>st</sup>



9:18 am



10:18 am



11:18 am



12:18 pm



March/September 21<sup>st</sup>

March/September 21<sup>st</sup>



1:18 pm



2:18 pm



3:18 pm



4:18 pm



March/September 21<sup>st</sup>

June 21<sup>st</sup>



5:18 pm



6:18 pm



9:18 am



10:18 am

**LEGEND**  
PROPOSED DEVELOPMENT    PROPOSAL SHADOW    EXISTING MASSING SHADOW



**LEGEND**  
PROPOSED DEVELOPMENT    PROPOSAL SHADOW    EXISTING MASSING SHADOW



June 21<sup>st</sup>

June 21<sup>st</sup>



11:18 am



12:18 pm



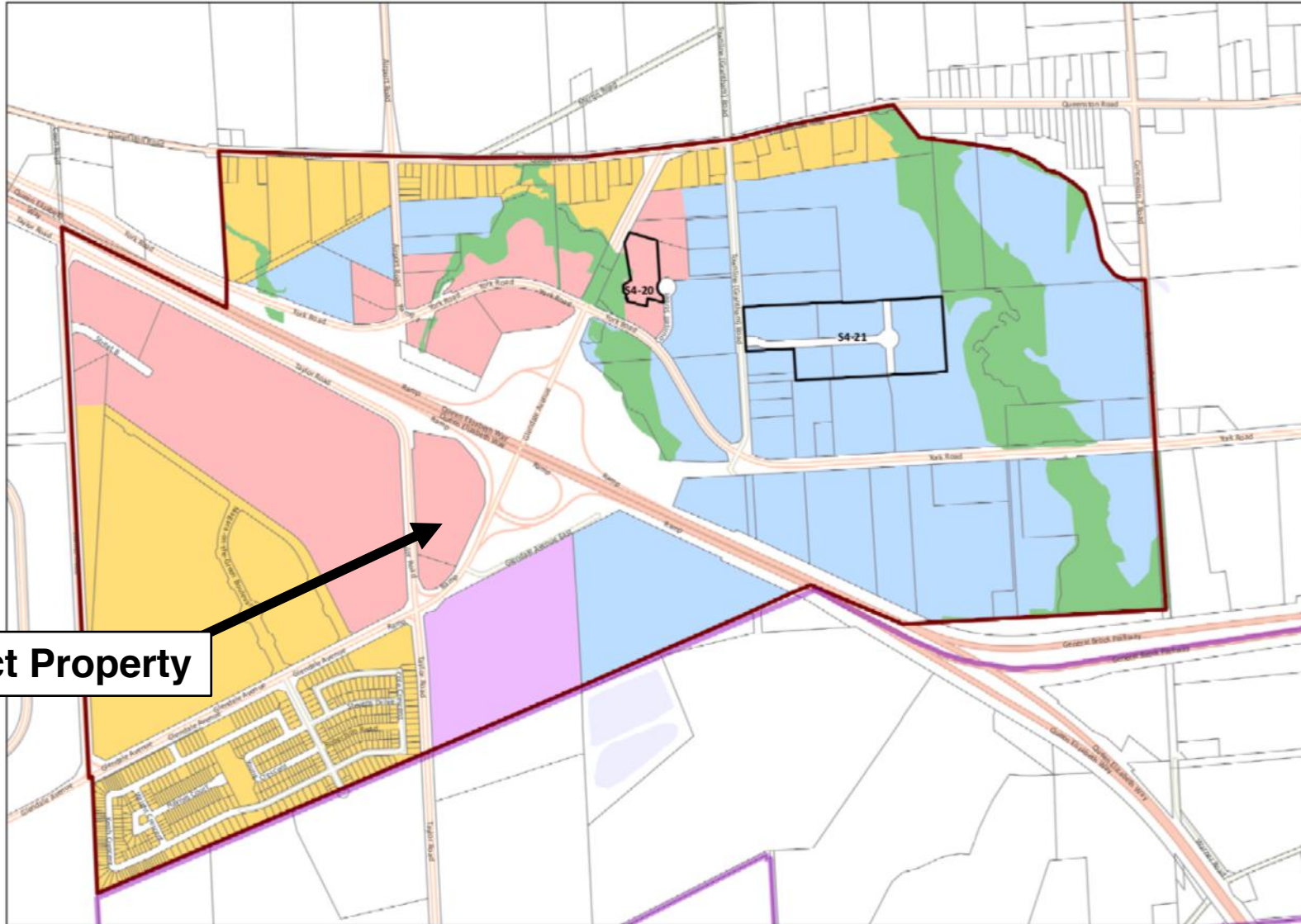
1:18 pm



2:18 pm







**LEGEND:**

- Settlement Area
- Residential
- Established Residential
- Mixed Use
- Commercial
- Employment
- Community Facilities
- Major Open Space
- Conservation
- Site Specific Policies

For Growth Plan areas,  
see Schedule B-7



Scale - 1:10,000

0 50 100 200 300 Meters

**NOTES:**  
This map forms part of the Official Plan for the Town of Niagara-on-the-Lake and must be read in conjunction with the text, other schedules, and secondary plans. The boundaries and alignments of designations on this schedule are approximate and are not intended to be scaled.

Schedule attached to By-law 4316AH-13, being an amendment to Schedule "A-21" of Zoning By-law 4315-09, as amended, of the Town of Niagara-on-the-Lake.

### GLENDALE COMMUNITY ZONING DISTRICT

**ZONES:**

- RC Regional Commercial
- RC1 Regional Commercial
- I Institutional
- OS Open Space
- LI Light Industrial
- PI Prestige Industrial
- VC Village Commercial
- R1 Residential
- QR Queenston Road Residential
- RM2 Residential Multiple Zone
- RM3 Residential Multiple Zone
- RM4 Residential Multiple Zone
- RM5 Residential Multiple Zone

**Open Space - Key Features (OSF) Zone:**

- Provincially Significant Wetlands
- Non-Provincially Significant Wetlands
- Agricultural Infrastructure 1
- Agricultural Infrastructure 2
- Agricultural Infrastructure 3
- Woodlands
- Floodplains

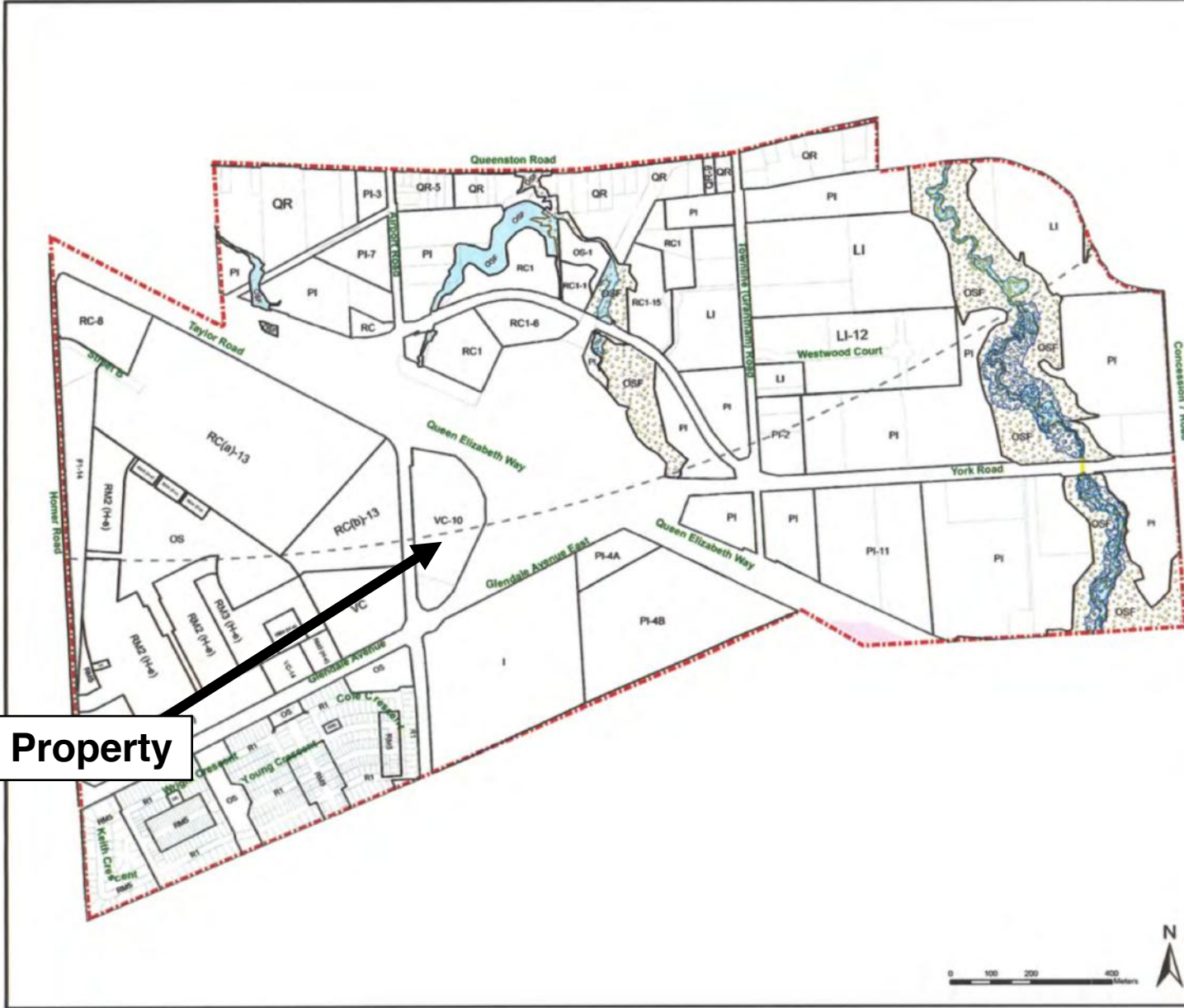
**Natural Heritage System (NHS) Zone:**

- Urban boundary
- Airport height restriction
- Zone boundary
- Niagara Escarpment development control
- Property boundary



PASSED ON THIS 18th DAY OF NOVEMBER, 2013.

LORD MAYOR *[Signature]*  
TOWN CLERK *[Signature]*



**Subject Property**





**Proposed Official Plan Amendment, Zoning By-Law  
Amendment**

**Planning Justification Report**

**APPENDICES**

**253 Taylor Road, Niagara-on-the-Lake**

**White Oaks Resort and Spa**

**July 2023**



## **APPENDIX 1**

### **Policies of the 'Provincial Policy Statement (2020)'**

- Policy 1.1.3.2, which states: *“Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
    - a) Efficiently use land and resources
    - b) Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and or uneconomical expansion;
    - c) Minimise negative impacts to air quality and climate change, and promote energy efficiency
    - d) Prepare for the impacts of a changing climate
    - e) Support active transportation;
    - f) Are transit-supportive, where transit is planned, exists, or may be developed; and
    - g) Are freight supportive
    - o Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.”*
- Policy 1.1.3.3, which states: *“Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing and or planned infrastructure and public service facilities required to accommodate projected needs.”*
- Policy 1.1.3.6, which states: *“New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses, and densities that allow for the efficient use of land, infrastructure, and public service facilities.”*
- Policy 1.4.1, which states: *“To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall*



- o Maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and*
  - o Maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.”*
- Policy 1.4.3, which states: *“Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:*
  - a) Establishing and implementing minimum targets for the provision of housing which is affordable to low- and moderate-income households and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower tier municipalities.*
  - b) Permitting and facilitating*
    - 1. All housing options required to meet the social, health, economic, and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
    - 2. All types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*
  - c) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
  - d) Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed*
  - e) Requiring transit-supportive development and prioritising intensification including potential air rights development, in proximity to transit, including corridors and stations; and*
  - f) Establishing development standards for residential intensification, redevelopment, and new residential development which minimise the*



*cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”*

- Policy 1.6.6.2, which states: *“Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimise potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimise the use of the services.”*
- Policy 1.6.7.4, which states: *“A land use pattern, density, and mix of uses should be promoted that minimise the length and number of vehicle trips and support current and future use of transit and active transportation”.*
- Policy 1.8.1, which states: *“Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:*
  - a) Promote compact form and structure of nodes and corridors*
  - b) Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;*
  - c) Focus major employment, commercial, and other travel-intensive land uses on sites which are well served by transit where this exists or is to be developed, or designing these to facilitate the establishment of transit in the future;*
  - d) Focus freight-intensive land uses to areas well served by major highways, airports, rail facilities, and marine facilities;*
  - e) Encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;*
  - f) Promote design and orientation which maximises energy efficiency and conservation, and considers the mitigating effects of vegetation and green infrastructure; and*
  - g) Maximise vegetation within settlement areas, where feasible.*



## **APPENDIX 2**

### **Policies of 'A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)'**

#### **4.2.1 Growth and Intensification**

- Policy 2.2.1.2, which states: *“Forecasted growth to the horizon of this plan will be allocated based on the following:*
  - a) *The vast majority of growth will be directed to settlement areas that:*
    - i. *Have a delineated built boundary;*
    - ii. *Have existing or planned municipal water and wastewater systems; and*
    - iii. *Can support the achievement of complete communities;*
  - b) *Growth will be limited in settlement areas that:*
    - i. *Are rural settlements;*
    - ii. *Are not serviced by existing or planned municipal water and wastewater systems; or*
    - iii. *Are in the Greenbelt Area;*
  - c) *Within settlement areas, growth will be focused in:*
    - i. *Delineated built-up areas;*
    - ii. *Strategic growth areas;*
    - iii. *Locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
    - iv. *Areas with existing or planned public service facilities;*
  - d) *Development will be directed to settlement areas, except where the policies of this Plan permit otherwise;*
  - e) *Development will be generally directed away from hazardous lands; and*
  - f) *The establishment of new settlement areas is prohibited.”*
  
- Policy 2.2.6.1 states: *“Upper and single tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:*
  - a) *Support housing choice through the achievement of the minimum intensification and density targets in this plan, as well as the other policies of this Plan by:*
    - i. *Identifying a diverse range and mix of housing options and densities, including second units and affordable housing to meet projected needs of current and future residents and*



- ii. *Establishing targets for affordable ownership housing and rental housing”*

#### **4.2.2 Complete Communities**

- Policy 2.2.1.4 which states: *“Applying the policies of this Plan will support the achievement of complete communities that:*
  - a) *Feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services and public service facilities*
  - b) *Improve social equity and overall quality of life, including human health, for people of all ages, abilities and incomes*
  - c) *Provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes*
  - d) *Expand convenient access to:*
    - i. *A range of transportation options*
    - ii. *Public service facilities*
    - iii. *Safe, publicly accessible open spaces, parks, trails and other recreational features*
    - iv. *Healthy, local and affordable food options, including through urban agriculture*
  - e) *Ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards*
  - f) *Mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities*
  - g) *Integrate green infrastructure and low impact development”*
- Policy 2.2.6.3, which states: *“To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.”*
- Policy 3 Infrastructure, which states: *“The infrastructure framework of this Plan requires that municipalities take an integrated approach to land use planning, infrastructure investments, and environmental protection to achieve the outcomes of the Plan. Co-ordination of these different dimensions of planning allows municipalities to identify the most cost effective options for sustainably*





*accommodating forecasted growth to the horizon of this Plan to support the achievement of complete communities. It is estimated that over 30% of infrastructure capital costs, and 15% of operating costs could be saved by moving from unmanaged growth to a more compact built form.”*



## **APPENDIX 3**

### **Policies of the 'Niagara Official Plan (2022)'**

#### **4.3.1 Intensification**

- Section 2.2.1.1, states: *“Development in urban areas will integrate land use planning and infrastructure planning to responsibly manage forecasted growth and support:*
  - a) *The intensification targets in Table 2-2 and density targets outlined in this plan;*
  - b) *A compact built form, a vibrant public realm, and a mix of land uses, including residential uses, employment uses, recreational uses, and public service facility, to support the creation of complete communities.*
  - c) *A diverse range and mix of housing types, unit sizes, and densities to accommodate current and future market-based and affordable housing needs.*
  - d) *Social equity, public health and safety, and the overall quality of life for people of all ages, abilities, and incomes by expanding convenient access to:*
    - I. *A range of transportation options, including public transit and active transportation*
    - II. *Affordable, locally grown food and other sources of urban agriculture;*
    - III. *Co-located public service facilities; and*
    - IV. *The public realm, including open spaces, parks, trails, and other recreational facilities;*
  - e) *Built forms, land use patterns, and street configurations that minimise land consumption, reduce costs of municipal water and wastewater systems/services, and optimise investments in infrastructure to support the financial well-being of the Region and Local Area Municipalities*
  - f) *Opportunities for transit-supportive development pursuant to Policies 2.2.2.17, 2.2.2.18 and 2.2.2.19*
  - g) *Opportunities for intensification, including infill development and the redevelopment of brownfields and greyfield sites.*
  - h) *Opportunities for the integration of gentle density, and a mix and range of housing options that considers the character of established residential neighbourhoods;*



- i) *The development of a mix of residential built forms in appropriate locations, such as local growth centres, to ensure compatibility with established residential areas;*
  - j) *Conservation or reuse of cultural heritage resources pursuant to Section 6.5;*
  - k) *Orderly development in accordance with the availability and provision of infrastructure and public service facilities; and*
  - l) *Mitigation and adaptation to the impacts of climate change by:*
    - I. *Protecting natural heritage features and areas, water resource systems, and other components of the Region's natural environment system pursuant to Section 3.1;*
    - II. *Where possible, integrating green infrastructure and low impact development into the design and construction of public service facilities and private development; and*
    - III. *Promoting built forms, land use patterns, and street configurations that improve community resilience and sustainability, reduce greenhouse gas emissions, and conserve biodiversity*
- Section 2.2.2.11, which states: “Strategic growth areas are the highest priority for development and intensification, as well as the primary location for major public service facilities, major institutional uses, high density and mixed-use development, major office uses, major commercial uses, and major recreational uses.”
  - Section 2.2.2.12, which states: “Local Area Municipalities shall identify the applicable strategic growth area minimum density targets outlined in Table 2-3 in their official plans.....Brock and Glendale Niagara District Plans = 100 People and Jobs per hectare by 2051”
  - Section 2.2.2.23, which states: “Designated greenfield areas shall achieve a minimum density of 50 residents and jobs combined per hectare as measured across the entire Region.”

#### **4.3.2 Housing**

- Section 2.3.1.1, which states: “*The development of a range and mix of densities, lot and unit sizes, and housing types, including affordable and attainable housing, will be planned throughout settlement areas to meet housing needs at all stages of life.*”



- Section 2.3.1.4, which states: *“New residential development and residential intensification are encouraged to be planned and designed to mitigate and adapt to the impacts of climate change by:*
  - a) *Facilitating compact built form; and*
  - b) *Incorporating sustainable housing construction materials or practices, green infrastructure, energy conservation standards, water efficient technologies, and low impact development.”*
  
- Section 2.3.3.1, which states: *“The following tools will be considered to support the development of affordable and attainable housing:*
  - a) *Flexibility in the scale, form, and types of residential uses permitted as-of-right, including additional residential units and other alternative housing forms;*
  - b) *Streamlining of planning approvals for the development of affordable housing, attainable housing, and community housing, with a priority for developments receiving time-sensitive government funding;*
  - c) *Financial incentive programs, such as grants, development charge deferrals, and property tax reductions that promote brownfield redevelopment and affordable housing options, including purpose-built rental housing;*
  - d) *The inclusion of a mix of unit sizes in multi-unit developments to accommodate a diverse range of household sizes and incomes;*
  - e) *Site standards that facilitate the development of additional residential units, such as reduced setbacks, narrower lot sizes, and reduced parking standards;*
  - f) *Inclusionary zoning provisions within protected major transit station areas and/or areas with an approved Community Planning Permit System, subject to the preparation of an assessment report as described in the Planning Act and Ontario Regulation 232/18; and*
  - g) *Demolition control and residential replacement by-laws that would prohibit the demolition of existing rental units without replacement of the same or higher number of rental units.*

#### **4.3.3 Climate Change Adaptation and Resilience**

- Section 3.5.3.1, which states: *“This section consolidates policy direction integrated throughout this Plan that supports the transition to net-zero communities that mitigate climate change. The Region will endeavour to:*
  - a) *Support built form and land use patterns that use land efficiently and reduce transportation emissions by*



- I. *Requiring compact built form to minimise land consumption and increase the densities required to support transit ridership*
- II. *Promoting a mix of land uses to shorten commute journeys and support the creation of complete communities;*
- III. *Planning to achieve minimum intensification and density targets which meet or exceed provincial requirements;*
- IV. *Prioritising strategic growth areas, including protected major transit station areas, for accommodating intensification and higher-density, mixed-use, transit-supportive development.*
- V. *Planning for employment uses to facilitate efficient goods movement and reduce transportation congestion;*
- VI. *Prioritising transit and supporting active transportation to reduce single-occupant vehicle trips; and*
- VII. *Supporting transportation demand management measures to influence travel behaviour.”*

#### **4.3.4 Glendale Area**

- Section 6.1.3.1, which states: *“The vision of the Glendale District Plan 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.”*
- Section 6.1.3.2, which states: *“Glendale District Shall*
  - *Promote a range and mix of housing in terms of built form and affordability;*
  - *Incorporate a centrally located, accessible transit hub/station area;*
  - *Promote sustainability and resiliency through development and redevelopment*
  - *Support all modes of mobility through a safe, comfortable, and connected transportation network;*
  - *Protect and enhance natural features and agricultural areas”*



## **APPENDIX FOUR**

### **Policies of the 'Glendale District Plan (2020)'**

- Section 1, Vision for Glendale District, which states:
  - *“Glendale District will be a vibrant and complete community for people of all ages, lifestyles, and abilities - a place to live, work, play, learn and grow.*
  - *Its urban districts, with a mix of uses, will protect, integrate and celebrate the natural and rural surroundings reflecting the distinct character of the area.*
  - *Glendale District will be framed by connection to green space along the Welland Canal, the creek valleys, the Niagara Escarpment and agricultural lands.*
  - *Glendale District will put mobility first with a robust transit system, cycling trails and pedestrian routes seamlessly connecting areas north and south of the QEW highway.”*
  
- Section 1, which states: *“Key Directions [For the Glendale District]*
  - *Protect and enhance the landscape/ natural features*
  - *A convergence for the area’s trails and active transportation facilities*
  - *Provide an accessible and connected transit system to serve the Glendale area, Niagara and beyond*
  - *Create a strategy to build on the existing assets within Glendale and linking Glendale with the greater Niagara-on-the-Lake and the Niagara*
  - *Create the main street as a transition from the Outlet Collection of Niagara to the adjacent urban neighbourhood*
  - *Provide a diverse range of housing ensuring choice and affordability*
  - *Create a public/civic space as a focus for Glendale*
  - *Use sustainability measures related to resiliency and climate change*
  - *Coordination of infrastructure review, capacity and upgrades”*



- Section 4.10, which states: *“High Density – characterised by mid to high-rise built form such as apartment buildings...Mixed-use – a development that includes more than one type of land use within the same building or on the same site”*
  
- Section 5.0, which states: *“Urban design guidance will encourage a consistent design approach to create a unified character, a positive urban experience and a comfortable public realm. The District Plan’s high level guidance will be further refined through the update to the Secondary Plan.”*
  
- Section 5.4, which states: *“Major Gateways: are strategic entry points into the community, such as the Glendale Avenue interchange, and can include a significant architectural feature that is complemented by planting, water features or lighting.”*
  
- Section 5.6, which states: *“Providing new, diverse and affordable housing options is important for the Glendale area, as well as across Niagara. Currently, residential uses in the study area are primarily low density, ground related built form. The Glendale District Plan provides an opportunity to integrate more medium and higher density housing, purpose-built rental, and mixed-use buildings to diversify the housing options within the study area...Denser built form options will increase housing options to accommodate a variety of family sizes, ages and incomes. When introducing medium and high density built form often concerns related to compatibility are raised. It is important to ensure that new denser forms of housing are appropriately integrated with the existing community. Urban design guidance will provide direction for building design to ensure suitable transitions between low to higher density buildings.”*
  
- Section 5.6, Urban Design Direction for Housing, which states:
  - *“Demonstrate that higher density housing forms can be designed to be compatible with lower density forms through building-to-building relationships, building massing and orientation, transition and gradation,*



- high quality exterior building design, sun-shadow studies and overview, and the use of landscaping to enhance the overall quality and design*
- *Include housing alternatives for accessible, age friendly and options that are designed to accommodate secondary suites. Secondary suites can add to affordable rental options throughout the community and can provide additional income for homeowners.*
  - *Street oriented housing forms must address streets with front doors, windows and front porches that can enliven streets and enhance social interaction*
  - *Demonstrate how affordable housing options can be integrated within market rate housing*
  - *Promote high quality exterior building design and landscaping design of affordable housing forms through the use of durable and visually appealing materials*
  - *Where appropriate, reduction of parking ratios to reduce the cost of construction and operation of developments should be considered (especially for affordable housing). Site areas that might have been devoted to parking can become green spaces, community gardens, and or other buildings.*
  - *Improve the quality of streetscapes by avoiding the placement of surface parking between the buildings and streets”*
- Section 5.6, Strategies to Implement, which states:
    - a. *“Encourage a range and mix of medium to high density housing to achieve a population that will support a complete community.*
    - b. *Encourage a range of unit sizes to accommodate different family sizes.*
    - c. *Create design guidance to inform how new higher density built form can be appropriately integrated with the existing community.*
    - d. *Provide affordable housing options within the study area for both rental and private ownership.*
    - e. *Integrate age-friendly and accessible best practices in the design of buildings, spaces and the public realm.*
    - f. *Work with Niagara College to investigate student housing options.”*





- Section 5.7, which states: *“Complete communities thrive when well-designed, high quality public spaces are integrated into the overall community design. Green space for recreation shall be woven throughout the community through public and publicly accessible spaces. Urban design guidance will consider different scales of parkland and open space to encourage a variety of opportunities for active living throughout the District Plan area. Active living directly contributes to a healthier population.”*
  
- Section 5.7, Urban Design Direction for Public Spaces, which states:
  - *“Public spaces of various scales are integrated into the fabric of Glendale. Within each of these spaces visitors will enjoy trees, seating, lighting, paved areas, walking paths, and programming elements that create well-being through music, food, markets, and active lifestyles.*
  - *Public spaces provide opportunities for public art that celebrates community spirit and promotes vibrancy*
  - *Adjacent buildings include entrances and windows that are oriented towards public spaces to assist in activating the space*
  - *Design the transit hub with public space for visitors to wait, meet, and be around people*
  - *Design public and civic spaces that are both permanent and temporary*
  - *Policies and guidelines for the long term maintenance and operation of public spaces should be developed so that municipalities can budget adequately to ensure that these spaces remain attractive and in good form.”*



## **APPENDIX FIVE**

### **Policies of the “Town-of-Niagara-on-the-Lake Official Plan (Consolidated 2017)”**

#### **4.4.1 Growth Management**

- Section 6A-2.6, which states: *“Greenfield Areas are larger tracts of undeveloped areas and are planned to provide the town with an opportunity to accommodate new growth on lands which generally do not contain existing urban development”*
- Section 6A-3.2, which states: *“The objectives of the Town’s growth strategy are to:*
  - a) *To accommodate all future growth within the present-day urban boundary*
  - b) *Maintain the current delineation of the urban area boundary for the foreseeable future*
  - c) *Provide a framework for revitalising the Town’s commercial areas and directing growth to appropriate locations in the Town’s Urban Communities*
  - d) *Direct urban growth and development to the Town’s existing Urban Areas.*
  - e) *Direct a minimum of 15% of the Town’s future residential development to the Built-up Area located in Virgil, the Old Town, St. Davids, and Queenston through appropriate intensification.*
  - f) *Direct appropriate intensification to Designated Intensification Areas.*
  - g) *Optimise existing infrastructure to provide for efficient use of infrastructure.*
  - h) *Coordinate land use planning with infrastructure planning; and*
  - i) *Protect, conserve and manage our natural resources and prime agricultural lands for current and future generations.*
  - j) *Require growth in stable neighbourhoods within residential designations shall meet the residential objectives of the Official Plan*
  - k) *Contribute to the conservation of resources such as Core Natural Areas and prime agricultural lands*



- l) Develop 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”*
- *Section 6A-3.4, which states: “Given the small Town character and heritage of Niagara-on-the-Lake, high density development will be limited especially within established residential areas where high density development may adversely impact heritage resources and the character of the area in terms of scale, mass, or height. While high density development is not envisioned it may be considered appropriate within the Urban Area Boundary of the Glendale Community. Glendale is located in proximity to the QEW-Glendale Avenue interchange and in contrast to other Urban Areas in the Town, Glendale is a relatively new community and therefore its built form is more contemporary than other urban areas within the municipality. Higher density development may be considered subject to the policies of the Glendale Secondary Plan.”*

#### **4.4.2 Intensification**

- *Section 6A-4.4, which states: “the Town will support appropriate infilling and intensification within the limits of the Built-Up Area. Th following policies apply:*

  - a) The Town plans to accommodate 15% of is forecasted intensification development within the Built-Up Area between 2015 and 2031*
  - b) The predominant built form for intensification and redevelopment within the residential areas of the Built-Up Area will be single detached, semi-detached, and townhomes and low rise apartment buildings subject to the relevant development and compatibility policies of this plan.*
  - c) The provision of affordable housing units in intensification areas will be encouraged through the application of the policies in Section 9 of the Official Plan.*
  - d) Mixed use development is also encouraged within the commercial areas of the Built-Up Area. The preferred built form for mixed use development is a minimum of 2 storeys with commercial and office uses on the ground floor, with residential units or office uses located above. The 2 storey height will ensure mix use developments are not underdeveloped.*
  - e) The Town will update zoning standards to ensure that the zoning requirements provide sufficient opportunities to support and encourage growth and intensification through redevelopment.*



- f) *Parking for all new residential, commercial and mixed use development will be located at the rear of the building, with the principle entrance fronting onto the street and a secondary entrance at either the side or to the rear of the building*
- g) *The Region and the Town will ensure that an adequate supply of sanitary and water services are made available to accommodate the unit target for the Built-Up Area and for the existing potential developable lands within the urban area and that the infrastructure for the distribution of water collection of wastewater can support the increased load.*
- h) *The Town will ensure that intensification and redevelopment is consistent with the heritage and character of the Built-Up Area. Urban design guidelines for the Built-up Area may be prepared and used as a tool to achieve compatible built form with intensification and redevelopment.*
- i) *The Town will locate and maintain important amenities and services, which serve the residents, such as parks, schools, recreational facilities, government offices, and libraries within the Built-up Area.*
- j) *When the Town or the Region is undertaking public works projects within the Built-Up Area, the public works projects will be coordinated with any applicable public realm improvement projects.*
- k) *The Town will utilise maximum and minimum densities to ensure that intensification areas/sites are not underdeveloped. Minimum net density shall be 14 units per hectare (6 units per acre) and maximum density of 30 units per hectare (12 units per acre).*
- l) *During the development approval process that consideration will be given with respect to capacity of existing infrastructure including utilities and type of improvements, if any, which may be necessary to serve the Built-Up Area.*
- m) *Intensification Areas will be planned to provide a diverse mix of land uses that complement and support the overall residential intensification objective. This includes providing for employment, commercial, recreation, institutional, and other compatible land uses."*

#### **4.4.3 Land Use Compatibility**

- *Section 4.6 (Residential Neighbourhoods), which states: "Neighbourhoods are stable but not static. There is a degree of change that occurs within neighbourhoods over time and the policies of this Plan provide that this change will be appropriate and compatible within the Town's neighbourhoods and throughout the entire Built-Up Area."*



- Section 4.6 (Compatibility and Appropriate infrastructure), which states:  
*“Intensification and/or redevelopment should be consistent with:*
  - a) *The existing and/or planned built form and heritage of the property and surrounding neighbourhoods;*
  - b) *The existing and/or planned natural heritage areas of the site and within the surrounding neighbourhood;*
  - c) *The existing and/or planned densities of the surrounding neighbourhood; and*
  - d) *The existing and/or planned height and massing of buildings within the surrounding neighbourhood.*
  - e) *Development proposals will demonstrate compatibility and integration with surrounding land uses by ensuring that an effective transition in built form is provided between areas of different development densities and scale. Transition in built form will act as a buffer between the proposed development and existing uses and should be provided through appropriate height, massing, architectural design, siting, setbacks, parking, public and private open space, and amenity space.*
  - f) *Intensification and/or redevelopment shall be compatible with and integrate with the established character and heritage of the area and shall have regard to:*
    - *Street and block patterns*
    - *Lot frontages, Lot Area, Lot depth*
    - *Building Setbacks*
    - *Privacy and overview*
    - *Lot grading and drainage*
    - *Parking*
    - *Servicing”*

#### **4.4.4 Residential Goals and Objectives**

- Part 3, Section 9.2, which states: *“Goals and Objectives:*
  - o *To ensure that sufficient lands have been placed in a Residential designation to accommodate the anticipated population in a suitable variety of locations, densities, and unit types.*
  - o *To improve the housing supply of rental and moderately priced housing by the municipality becoming involved or promoting the involvement of others in the various government housing programs*
  - o *To ensure that new development or redevelopment is appropriately located, is compatible with surrounding land uses, incorporates energy*



*efficient aspects in its design, retains to the greatest extent feasible desirable natural features and uses land in an efficient manner.*

- o To encourage the development of economical housing in a suitable environment*
- o To ensure that existing housing and existing residential areas shall be preserved and improved.*
- o To support the retention and to give consideration to the expansion of heritage districts in the older residential areas of Niagara/Old Town and Queenston through the policies of this Plan and the establishment of Heritage Conservation Districts.*
- o To encourage infill residential development of vacant or underutilised parcels of land in residential areas where such development will be compatible with existing uses and where it will contribute to the more efficient use of sewer and water services and community facilities.*
- o To minimise the potential for land use compatibility problems which may result from the mix of residential densities or the mix of residential and non-residential uses.*
- o To promote the maintenance and rehabilitation of the existing housing stock*
- o To support the development, at appropriate locations, of residential facilities that meet the housing needs of persons requiring specialised care.*
- o To encourage the development of well-designed and visually distinctive forms”*

#### **4.4.3 Residential Density**

- Part 3, Section 9.4, which states: *“The maximum number of dwelling units per acre is a function of the capacity to provide municipal services and the topography of the site. The visual impression of density is expressed in the mass and arrangement of buildings on the site. In Niagara-on-the-Lake the visual impression is that of a low rise, low density small town community. While that impression should be maintained it is possible to consider a variety of housing forms that will complement this image. Generally low density residential developments will not exceed 6 units per acre (14 units per hectare) residential net density and medium density residential developments will not exceed 12 units per acre (30 units per hectare) residential net density unless accompanied by a detailed site and area analysis demonstrating that there will be minimal impact on surrounding neighbourhoods and development...”*





## **APPENDIX SIX**

### **Policies of the “Town-of-Niagara-on-the-Lake Official Plan (2019)”**

- Section 1.1.10, which states: *“Glendale is the newest of the settlement areas. It is divided by the Queen Elizabeth Way with industrial and large-scale commercial development on the north side of the highway and a large-scale educational institution (Niagara College), a hotel, major retail and residential development on the south side of the highway. Within the Region of Niagara, Glendale is a hub and the major location for future greenfield development in the Town.”*
  
- Section 2.4.2.1, which states: *“The objectives of the Town’s growth strategy are to:*
  - a. *Direct the vast majority of future urban growth to lands within the existing settlement area boundaries;*
  - b. *Enhance opportunities for the expansion and intensification of the agricultural system;*
  - c. *Provide a framework for revitalising the Town’s commercial areas and directing commercial development to appropriate locations in the Town’s settlement areas;*
  - d. *Direct appropriate intensification to Designated Intensification Areas;*
  - e. *Optimise use of existing infrastructure including the Niagara-on-the-Lake Agricultural Infrastructure System;*
  - f. *Coordinate land use planning with infrastructure planning;*
  - g. *Protect, conserve and manage the agricultural system, the Town’s natural heritage system, working landscapes and cultural heritage resources for current and future generations;*
  - h. *Protect key aspects of existing stable neighbourhoods;*
  - i. *Develop 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, transit and active transportation;*
  - j. *Promote healthy, active communities by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity in appropriate areas that do not negatively impact farming; and*
  - k. *Provide active transportation-friendly structures and amenities.”*





- Section 2.4.3.2.B, which states: *“In 2011, the household mix by unit type in the Town was 85% low density (single-detached and semi-detached units), 9.3% medium density (townhouses, row houses), and 5.7% high density (apartments). Source: Watson and Associates The allocation of forecast housing growth to the various settlement areas will be completed upon finalisation of the Regional Municipal Comprehensive Review.”*
  
- Section 2.4.3.2.C, which states: *“The Town can accommodate over 4,300 housing units through intensification and greenfield development opportunities, which is in excess of the anticipated increase in households to 2031. The potential supply opportunities for each settlement area are shown in Table 4.”*
  
- Section 2.6.2.1, which states: *“Healthy neighbourhoods and communities are essential to the quality of everyday life in Niagara-on-the-Lake, from housing to community services, arts and culture and heritage. Components of healthy communities in the Town include:*
  - a. *Vibrant, walkable, complete settlement areas with a mix of housing, jobs, parks, shops and services in close proximity to each other;*
  - b. *Retention of schools and family supportive institutions including pre-schools, elementary schools and post-secondary schools;*
  - c. *A range of quality housing choices to meet the needs of people in all stages of life;*
  - d. *Community Design and heritage guidelines to ensure growth will conserve and, where possible, enhance the cultural heritage resources of the Town;*
  - e. *Defined rural areas where agricultural production is supported;*
  - f. *Management of the interface between rural and urban development to facilitate production;*
  - g. *Measures to protect the Town’s scenic beauty, tree cover and landscaping;*
  - h. *Support for education, arts and culture; and*
  - i. *Investment in the public realm, including enhanced public access to the waterfront.”*
  
- Section 2.6.2.2, which states: *“Development applications will be required to identify how the development will contribute to the health of the community.”*



- Section 2.6.3.1, which states: *“A diversity of housing types and tenure and affordable housing options contribute to the liveability of neighbourhoods and the quality of life for residents. To ensure a stable workforce and market for goods and services, businesses, both urban and rural, depend on housing with access to jobs, public transportation, recreation, schools, parks and services.”*
  
- Section 2.6.3.2, which states: *“Within settlement areas, a greater diversity of housing stock, including townhouses and small apartment buildings, and increased opportunities for more affordable housing choices will be provided through infilling, intensification and development of greenfield areas.”*
  
- Section 2.6.3.3, which states: *“Multi-unit residential developments may be required to incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.”*
  
- Section 4.4.1, which states: *“Greenfield Areas are identified on Schedule B7 and represent larger tracts of undeveloped areas that will provide the Town with an opportunity to accommodate new growth on lands which generally do not contain existing urban development.”*
  
- Section 4.4.2.1, which states: *“The objectives of the Greenfield development strategy are to:*
  - a. *Promote compact, mixed use, walkable and transit supportive development on Greenfield lands;*
  - b. *Promote appropriate densities with a mix of housing types on Greenfield lands;*
  - c. *Improve connections between Greenfield Areas and the Built-up Area; and*
  - d. *Enhance the physical design of new neighbourhoods and apply sustainable best practices in Greenfield Areas including:*
    - i. *The maximisation of water conservation, through water efficient landscaping and collection and reuse of clean water in new developments and municipal operations;*
    - ii. *The use of green roofs as part of energy and water conservation strategies;*
    - iii. *Provisions for the collection and storage of recyclable waste on site; and*





- a. *To ensure that sufficient lands have been placed in a Residential designation to accommodate the anticipated population in a suitable variety of locations, densities and unit types.*
  - b. *To improve housing supply options in the Town through various means including municipal involvement in various government housing programs.*
  - c. *To ensure new housing is appropriately located, is compatible with surrounding land uses, incorporates energy efficient aspects in its design, retains important natural heritage features and uses land efficiently.*
  - d. *To ensure that existing housing and existing residential areas are conserved and improved.*
  - e. *To support the conservation of cultural heritage resources. This includes, but is not limited to the retention, and possible expansion of, Heritage Conservation Districts and cultural heritage landscapes in the older residential areas of the Town and the establishment of new heritage conservation districts or cultural heritage landscapes.*
  - f. *To encourage infill residential development of vacant or underutilised parcels of land in residential areas where such development will be compatible with existing uses and where it will contribute to the more efficient use of municipal services and community facilities.*
  - g. *To limit land use conflicts that may be associated with proposed new residential and mixed use development proposals.*
  - h. *To promote the maintenance and rehabilitation of the existing housing stock.*
  - i. *To support appropriate development of residential facilities that house persons requiring specialised care.*
  - j. *To encourage development of well-designed and visually distinctive housing projects.*
  - k. *To provide an appropriate mix of housing to meet the Town's long-term land needs and housing growth in the Town."*
- Section 4.10.3.3, which states: *"High density development, over 75 units per hectare and high-rise structures of five or more storeys in height may be permitted in Glendale, following completion of a new secondary plan for Glendale. The secondary plan will identify locational and site criteria for potential high density and high rise development."*
  - Section 4.10.3.5, which states: *"The design and location considerations for multiple unit residential buildings shall include provisions of the following:*



- a. *The height, mass, scale and arrangement of buildings and structures will achieve a harmonious design and integrate with the surrounding area and not negatively impact on lower density residential uses or on cultural heritage resources.*
- b. *Appropriate open space, including landscaping and buffering, shall be provided to maximise privacy and minimise the impact on adjacent lower density uses.*
- c. *Parking areas shall be required on the site of each residential development that are of sufficient size to satisfy the need of the particular development and that are well designed and properly related to buildings and landscaped areas.*
- d. *Service areas shall be required on the site of each development (e.g. garbage storage, recycling containers).*
- e. *The design of the vehicular, pedestrian and amenity areas of residential development will be subject to regulation by the Town.*
- f. *Adequate municipal services can be provided to accommodate the needs of the development.*
- g. *Traffic to and from the location will not be directed towards local streets and the site should be within easy convenient access of a collector or arterial roadway.*
- h. *Close proximity to community facilities such as schools and recreation facilities, and to commercial facilities should be available.”*



## **APPENDIX SEVEN**

### **Policies of the 'Glendale Secondary Plan (2010)'**

- Objectives and Principles - Section 3.2, which states:
  - *“Planning principles provide a foundation for good urban design. The principles described and illustrated in this section are based on the opportunities for improvements in Glendale and on common principles demonstrated in traditional and successful urban environments of the types planned for Glendale, including business parks, residential neighbourhoods, campuses and commercial main streets. Old town embodies these principles as well as any community in Ontario. They are consistent with the Town’s objectives for Glendale, and they reflect the aspirations and priorities of the community members engaged in the preparation of this plan. These principles will be used by the town and the region to direct the transformation of Glendale over the coming years.”*
  
- Place Making and Beauty - Section 3.2.1, which states: *“Establish an identity and sense of place for Glendale that is distinct yet true to the overall identity of the town*
  - *In each area within Glendale development shall have compatible built form and streetscape characteristics and contribute to a coherent, inviting place.*
  - *Development shall have an architectural and landscape quality that is consistent with the quality of buildings and landscapes found in the town’s historic communities yet authentic and appropriate to Glendale’s circumstances as a contemporary place and a gateway.*
  - *Streetscapes, parks and open spaces shall be greened with trees and other landscaping. A consistent, high-quality approach to streetscape elements, including signs, light standards, and sidewalks and intersections, will be pursued.*
  - *Buildings shall reflect Niagara-on-the-Lake’s concern for and attention to the aesthetics of development, whether their design is contemporary or traditional. The architecture of hotels, restaurants and stores, as well as residential and institutional buildings, should respect the town’s historic character, employing brick, stone and/or wood or wood alternatives as dominant materials. Industrial, office and institutional buildings on main routes through Glendale shall be designed and built to a high standard.*
  - *Attractive buildings, landscaped open spaces and the Niagara Escarpment shall dominate the views of Glendale from the QEW. Parking lots should be buffered*



*by landscaping and divided by islands lined with trees. No industrial storage areas shall be visible from the QEW or main routes through Glendale.*

- *Development and the public realm shall be designed to encourage walking and cycling.”*
  
- **Diversity - Section 3.2.2, which states: “Accommodate a diversity of employment uses and housing types**
  - *A full range of employment uses, from prestigious office buildings and research and development facilities to manufacturing plants and distribution centres, shall be accommodated and encouraged in Glendale.*
  - *A variety of employment opportunities within a high quality built form setting shall be provided.*
  - *Logistics centres and heavy machinery manufacturing are welcome uses, but outside storage will be restricted to less visible sites and regulated.*
  - *The growth of Niagara college and new institutional uses are also encouraged*
  - *In appropriate locations, hospitality and retail uses that support other employment uses and tourism in the town generally are encouraged.*
  - *A variety of housing choices shall be provided in Glendale to accommodate all household types and • individuals at all stages of life, including higher density forms that complement existing and planned housing.”*
  
- **Mixed Uses - Section 3.2.3, which states: “Mix uses in strategic locations to create civic focal points and encourage walking**
  - *To create identifiable places that promote economic activity and civic life, complementary land uses— hotels, retail, residential and office—should be intermingled and concentrated around central open spaces and along key streets.*
  - *Mixed-use buildings with street-related commercial or public uses at grade are encouraged along York Road, west of Glendale Avenue, and the north-south segment of Taylor Road, north of Glendale Avenue.*
  - *Streets and other civic spaces in mixed-use areas shall encourage walking to and within the area while providing places for meeting and gathering and reinforcing an urban identity.*
  - *Residents, visitors, and Niagara college employees and students shall have access to basic commercial and recreational amenities within walking distance.”*



- Street Walls - Section 3.2.4, which states: *“Bring buildings to the street to define the streetscape and support an active pedestrian environment*
  - *Buildings shall contribute to the creation of a street wall that frames the pedestrian environment and establishes a generally consistent edge to development.*
  - *Build-to lines close to or at the property line will be established along main streets, in key places and to frame civic squares or parks.*
  - *Appropriate maximum front yard setbacks will be established in employment and commercial areas.*
  - *Buildings and their main entrances shall be oriented to and accessible from a public or private street or pedestrian mews.*
  - *To provide for an inviting, comfortable pedestrian environment and enhance the image of Glendale, off-street parking shall be buffered from the street and located at the rear or side of buildings where possible.”*
  
- Conservation - Section 3.2.5, which states: *“Preserve and respect natural heritage features:*
  - *The environmental integrity of existing creek and stream corridors shall be protected and enhanced.*
  - *Existing woodlots should be preserved and be an amenity to the area.*
  - *Existing water courses and areas of natural vegetation shall be integrated into site design and the overall character of Glendale.*
  - *The Escarpment shall continue to be the predominant physical feature of Glendale. Development should not diminish views of the Escarpment from the QEW, Airport road and Glendale Avenue as one approaches Glendale.*
  - *Development should have a net positive impact on air, water and soil quality in Glendale. Permeable paving materials are encouraged wherever practical. Rows of trees and swales should be used to divide large surface parking areas.”*
  
- Adaptability - Section 3.2.6, which states: *“Anticipate intensification and potential changes in use over time:*
  - *New buildings, streets, driveways and parking areas on large sites shall be planned to allow for the orderly intensification of the site over time.*
  - *Individual buildings should be designed to accommodate different tenancies and in some cases different land uses during their lifespan.”*





- Built Form Variety - Section 3.2.7, which states: *“Use well-designed buildings to frame the public realm, reinforce the gateway and distinguish the Glendale skyline:*
  - *Taller, landmark buildings will be permitted at strategic locations where they can help focus pedestrian-oriented commercial activity, contribute to place-making and enhance the skyline.*
  - *Tall buildings shall be slender and articulated to lend interest to the skyline and distinguish the Glendale interchange.*
  - *Long buildings shall be varied through architectural detailing and recesses to avoid uniform treatments along the length of the building façade.*
  - *Corner buildings should address the intersection with special architectural massing or detail.*
  - *While contributing to consistent and attractive streetscapes, buildings within neighbourhoods and commercial areas shall display architectural variety.”*
  
- Walkable Streets - Section 3.2.8, which states: *“Build safe, attractive streets for pedestrians, cyclists, cars, trucks and transit:*
  - *Streets within residential, commercial and mixed-use areas should prioritise the movement and comfort of pedestrians over other modes.*
  - *All major roads should have sidewalks on both sides and at least a single row of trees on both sides. All local roads should have sidewalks on at least one side.*
  - *Corners, intersections and crosswalks should have a special treatment that enhances pedestrian comfort and safety. Other traffic calming measures should be considered in pedestrian-oriented commercial areas.*
  - *The design of arterial and collector roads should include wide curb lanes or bike lanes to accommodate cyclists.*
  - *Shared, interconnected rear laneways and drive aisles shall be encouraged where appropriate for the proposed use as a secondary movement system to reinforce the public boulevard as the place for people and activities.*
  - *Provision should be made for on-street parking in all pedestrian-priority areas.*
  - *In time, the super-elevated sections of York Road and Glendale Avenue should be redesigned and reconstructed to have a crowned section and streetscape elements conducive to a pedestrian-friendly environment.”*
  
- Efficiency - Section 3.2.9, which states: *“Use land, infrastructure, energy and water efficiently:*
  - *Reduce and consolidate access points to optimise the use of driveways and signalised intersections, to rationalise turning movements, and enhance pedestrian safety.*



- *Where feasible, common laneways serving parking, loading and service areas at the rear of buildings shall be provided.*
- *Interconnected systems of rear laneways and drive aisles across multiple properties shall be used where appropriate for the proposed use to rationalise access, movement and parking and reduce congestion on public roads.*
- *Shared parking facilities to maximise efficiency are encouraged.*
- *The incorporation of renewable energy sources, high-efficiency electrical and mechanical systems, water recycling and other “green” building features is encouraged.”*
- Section 3.3.7 Village Centre, which states:
  - *“On the south side of the QEW, a publicly accessible open space on Taylor road becomes the heart of a mixed-use Village centre, where White Oaks, Niagara-on-the-Green and a future retail destination physically and functionally come together. Commercial, apartment and/or hotel buildings up to eight storeys, with active ground floor uses, will frame the open space. The park and the restaurants, shops and services that surround it will be a place for residents, students, workers and visitors to gather. The White Oaks site will gradually be intensified with additional hotel space in buildings up to sixteen storeys and mixed-use buildings along Taylor.”*
- Section 3.3.7a), which states: *“The following uses shall be permitted in the Village Centre:*
  - *Hotel*
  - *convention centre*
  - *recreation facilities*
  - *Restaurants*
  - *Retail stores*
  - *Medical or other professional office*
  - *Corporate or other business office*
  - *Apartment and live/work dwellings*
  - *Educational facility*
  - *Day care centre*
  - *Place of worship”*
- Section 3.3.7c), which states: *“The ground floors of future buildings fronting Taylor Road shall be occupied by retail, restaurant, hotel or other commercial service uses.”*



- Section 3.3.7f), which states: *“Buildings shall be clad in high-quality materials consistent with the materials predominantly used in the (f) town’s historic communities, including masonry, wood, wood-like materials and clear glass. to maintain the visual prominence of the Niagara Escarpment, highly reflective or glaring materials such as mirror glass and non-neutral coloured glass shall not be permitted. Exceptions may be made for vertical additions to existing buildings already incorporating such glass.”*
  
- Section 3.3.7g), which states: *“Above-ground parking structures shall be designed to appear as fenestrated buildings with a regular pattern of openings and materials that are compatible in type and quality with those of surrounding buildings.”*
  
- Section 3.3.7h), which states: *“In addition to the above policies 3.3.7(a)-(f) and the policies of 3.3.1, site planning and architecture for buildings greater than three (3) storeys fronting Taylor Road and the village green shall be guided by the following. Exceptions to the following guidelines are permitted without amendment to this plan provided the exceptions satisfy the principles and objectives for Glendale:*
  - *The massing and design of mid-rise buildings should reflect a linked series of buildings, in which “connector” building segments, 6-15 metres long, are recessed 1.5-3.0 metres from the mandatory build-to line at regular intervals along the street frontage. Corner building segments should generally occupy 25-30 metres of frontage while mid-block building segments should generally occupy 15-20 metres of the street frontage to assert the prominence of the corner unit.*
  - *Buildings should have a distinct base, middle and top or cornice. The building base should be 1-2 storeys and have a floor-to-ceiling height on the ground floor of 5 metres and glazing across at least 60% of the front. The top of the building base should be marked with a cornice feature 0.6-1.0 metres in height, which may be used for storefront signage mounted as a marquee. The building middle extends from the building base cornice to the top of the fifth storey. It should exhibit a distinctive and regular pattern of vertical relief or articulation along the street frontage. The use of brick is encouraged; stucco, wood or vinyl siding and vibrant-coloured glazing are not appropriate. The articulation of windows should vary along the building mid-section, and the use of divided windows and top and bottom lintels is encouraged. Except within recessed segments, projected balconies are discouraged. The building top should consist of a distinctive roof*



feature or 0.6-1.0 m cornice element. Gabled roofs, windowed gables and other distinctive roof features are appropriate.

- On 6-8 storey buildings, the 1-3 additional storeys, plus a roof treatment, will comprise the building top. Except at corners, all additional storeys above the fifth floor should be set back 3 metres from the building edge. The use of projected balconies is permitted on these upper storeys and a distinctive roof or canopy feature is encouraged to complete the building. At corners, the sixth floor may be projected directly up and will be considered an extension of the building mid-section and should be completed with a building top or cornice. The seventh and eighth floors at the corner pavilions should be set back 1.5 m from the building edge, and the top floor completed with a roof feature or cornice.”
- Section 3.3.7i), which states: “With regard to the white oaks site, in addition to the above policies, the following shall apply:
  - To ensure individual phases of development on the site are coordinated with one another and together support the Village centre concept for the area, development shall be guided by a master plan for the site that includes an intended phasing plan, prepared to the satisfaction of the town. The master plan shall identify all existing and proposed buildings, open spaces, driveways and parking areas and parking garages.
  - To support the creation of an active, pedestrian-oriented public realm and frame the Village centre park, the master plan shall be encouraged to include buildings of 3-5 storeys fronting Taylor Road. Alternatively or in addition, landscaped open space shall be provided.
  - The master plan shall include a building fronting a publicly-accessible plaza at the intersection of Glendale Avenue and Taylor Road. The precise location, size and dimensions of the plaza shall be determined through the site plan review process but generally should have a minimum depth of 35 metres. A portion of the plaza may be located within the public right-of-way, subject to the approval of the town and Niagara region.
  - Notwithstanding the height limit of 16 storeys for buildings in the centre of the site, as identified in schedule B, one building in this area may be permitted a maximum height of 20 storeys without amendment to this plan, subject to the approval of council at the time of rezoning and site plan review.
  - To provide an appropriate transition to lower buildings on surrounding properties, portions of buildings above eight storeys shall be set back a minimum of 30 metres from Taylor Road and a minimum of 60 metres from the southernmost point of the site.



- *To maintain the visual prominence of the Niagara Escarpment and establish a distinctive skyline for Glendale, tower elements above the fifth storey of a building shall be slender, with a floor plate width that does not exceed 22 metres and a length-to-width ratio of 3:2 or less. there shall be a minimum separation distance of 15 metres between tower elements. separate tower elements shall be designed to achieve a coherent and harmonious paired built form relationship through the use of similar building materials, fenestration and architectural expression.*
- *To establish landmarks and a distinctive skyline for Glendale, the tops of buildings greater than eight storeys, which includes the roof and may include the top floors and mechanical penthouse, shall have a form and architectural treatment that is distinct from other elements of the building.*
- *Buildings up to 8 storeys shall be located at or close to the street edge, and taller buildings shall be located internal to the site.*
- *Balconies shall be permitted provided they are recessed and do not project beyond the outer wall of the building.*
- *Vehicular access to the site from Glendale road, which may provide a private road connection to Taylor road, will be subject to further study through the development of a comprehensive transportation strategy for Glendale.”*