

 BOUSFIELDS INC.

Planning & Urban Design Rationale

**13030 Lundy's Lane
(Highway 20)**

City of Thorold

Prepared For
Rudanco Hospitality
Corporation

December 2023



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This Planning and Urban Design Rationale Report has been prepared in support of applications for an Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision to facilitate the development of the subject site as a new community (“the Proposal”). The Proposal includes 76 new private development lots and blocks, which are anticipated to include approximately 2,062 residential units in a mix and range of built forms, including single-detached dwellings, townhouse dwellings (with both on-street and rear lane access) and apartment units in standalone and mixed-use building. Approximately 4,556 square metres of commercial space is contemplated, within mixed-use blocks fronting Thorold Townline Road.”



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Introduction

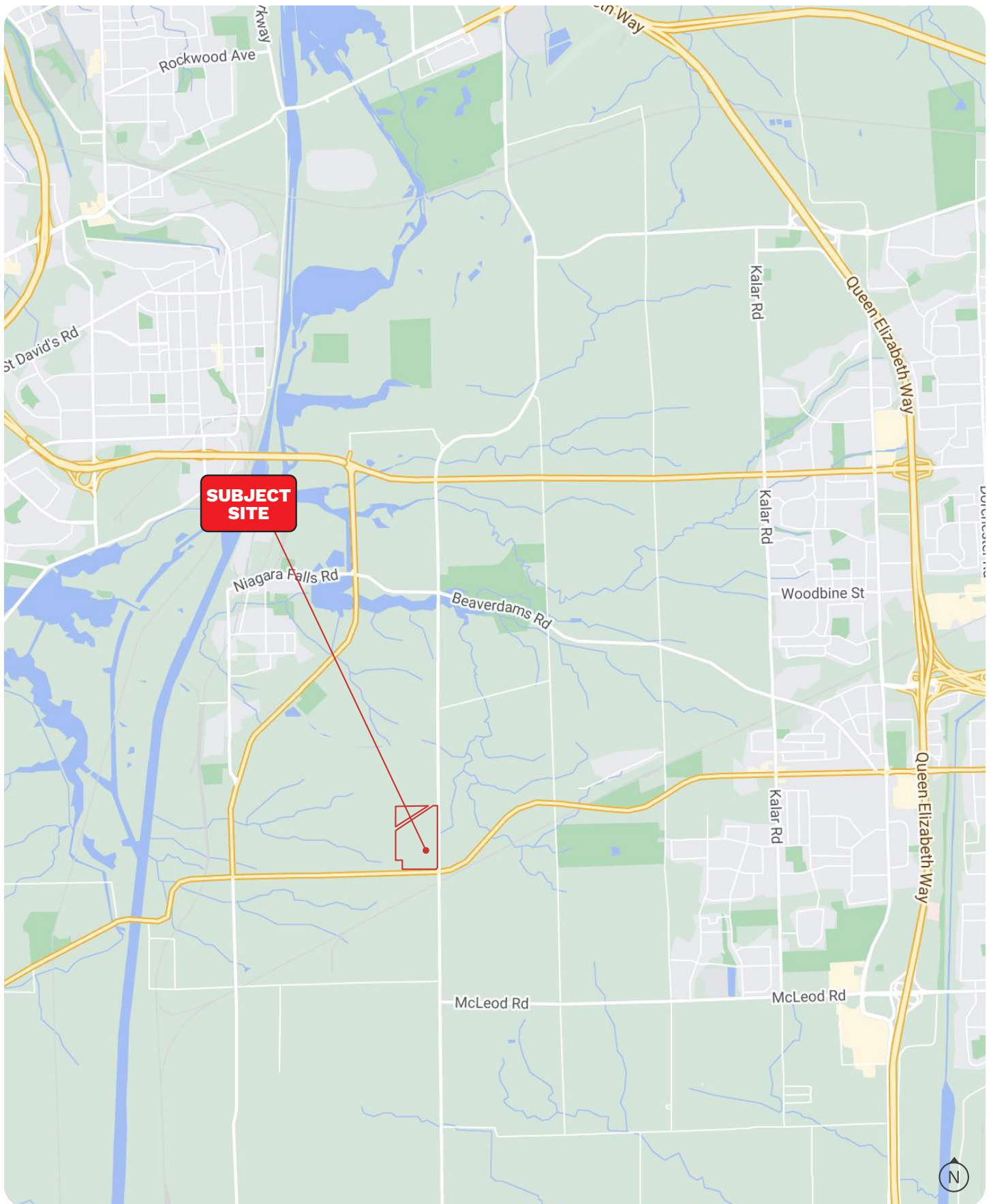


Figure 1 - Location Map

This Planning and Urban Design Rationale Report has been prepared in support of applications for an Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision ("the applications"). The applications are being filed by Rudanco Hospitality Corporation (the "Owner") to permit the development of a 22.97-hectare parcel of land, municipally addressed as 13030 Highway 20 in the City of Thorold, in Niagara Region (the "subject site"). The subject site is located at the northwestern corner of Highway 20 (also known as Lundy's Lane) and Thorold Townline Road (see **Figure 1** – Location Map), abutting the City of Niagara Falls.

The applications seek to facilitate the development of the subject site as a new community ("the Proposal"). The Proposal includes 76 new private development lots and blocks, which are anticipated to include approximately 2,062 residential units in a mix and range of built forms, including single-detached dwellings, townhouse dwellings (with both on-street and rear lane access) and apartment units in standalone and mixed-use building. Approximately 4,556 square metres of commercial space is contemplated, within mixed-use blocks fronting Townline Road. Seven new public roads, to facilitate circulation across the subject site, and one new public lane are contemplated. The deployment of these buildings is demonstrated in a concept plan prepared as part of the submission package. The Proposal includes 1.24 hectares of new public parkland (in three blocks). The resulting anticipated density of the gross site area is 126 people and jobs per hectare.

The subject site is included within a Designated Greenfield Area in the Region of Niagara Official Plan's (the "NROP"), and forms part of the Greenfield Overlay within the Thorold Official Plan (the "OP"). The subject site is included within the OP's Neighbourhoods of Rolling Meadows Secondary Plan area (the "Secondary Plan"), which is identified as a high-priority area for future development within the municipality. The Secondary Plan seeks to achieve a complete community through compact and comprehensive development by integrating a diversity of land uses, including a mix and range of housing types, commercial uses, institutional uses, and parks and open spaces. While the Proposal implements this intent, an Official Plan Amendment is required to reflect the site-specific land use designations anticipated by the Proposal, in addition to the heights contemplated for the higher density blocks.

Zoning By-law No. 2140(97) and Zoning By-law 60-2019 currently zone the subject site for highway commercial, light industrial, and future development uses. An amendment to the applicable by-laws is required to permit the proposed residential and commercial uses, as well as site-specific development standards. A draft plan of subdivision will be required to facilitate the various development parcels, public streets, public parkland and a stormwater management block planned to be created by the Proposal.

From a land use planning perspective, the Proposal is consistent with the Provincial Policy Statement; conforms to the Growth Plan for the Greater Golden Horseshoe and Region of Niagara Official Plan; and meets the intent of the City of Thorold Official Plan and Rolling Meadows Secondary Plan. The Proposal will contribute to accommodating the projected Regional job and population in one of the two Secondary Plan areas that the City has identified to accommodate growth. The Proposal contributes to a complete community and supports the transformation of the subject site from its current low-density use towards a vibrant new neighbourhood, with a mix and range of new housing opportunities and commercial uses, enhanced public realm elements, and a parks and open space system with connections to the balance of the Rolling Meadows neighbourhood. The proposed uses are in keeping with the uses anticipated for the subject site and are compatible with the surrounding area. The Proposal has appropriate regard to the subdivision of land criteria set out in Section 51(24) of the *Planning Act*.

From a built form and urban design perspective, the Proposal efficiently makes use of the land through a compact and pedestrian-oriented form. The Proposal contemplates greater heights at the intersection of Lundy's Lane and Townline Road, resulting in a transition down in scale generally from east to west, which responds to existing and planned land uses. The proposed subdivision introduces a finer-grained scale which will create circulation and porosity across the subject site and provide opportunity for high-quality landscaping and street design. The Proposal is appropriately scaled, and enhances the existing and planned neighbourhood context, as well represents good urban design.

Based on the foregoing, it is our opinion that the Proposal represents good planning and urban design. We recommend the approval of the requested Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision, subject to the condition to demonstrate appropriate land use compatibility between the subject site and the proposed quarry to the northeast.



Site & Surrounding Area

2.1 Subject Site

The subject site is located on the north side of Lundy's Lane and west side of Thorold Townline Road, in the City of Thorold, in the Niagara Region. The subject site is rectangular with an area of approximately 22.97 hectares. The subject site has a frontage of approximately 325 metres along Lundy's Lane and a frontage of approximately 599 metres along Thorold Townline Road.

The subject site, as delineated on **Figure 2**, is an assembly of four parts, as described on the legal survey (Plan 59 R-16622). These parts are as summarized below:

- **Part One:** has no municipal address, in the southeast portion of the subject site;
- **Part Two:** lands municipally addressed as 13030 Lundy's Lane, in the southwest portion of the subject site;
- **Part Three:** has no municipal address, in the north portion of the subject site, on the south side of the hydro corridor; and
- **Part Four:** has no municipal address, in the north portion of the subject site, on the north portion of the hydro corridor.

Part One is a rectangular parcel on the corner of Lundy's Lane and Thorold Townline Road. This part has an approximate area of 1 hectare with a frontage of 95 metres along Lundy's Lane and 77 metres along Thorold Townline Road. It is currently a vacant grass plot without a designated driveway access.

Part Two is a rectangular property with an approximate area of 3 hectares, and a frontage of 230 metres along Lundy's Lane. This part is currently occupied by a former one-storey motel, known as Express Inn, with a two-storey office, tennis court, inground pool, and nightclub space. Surface parking exists between the motel building and Lundy's Lane, as well as to the east of the building. There are currently two vehicular access points off Highway 20. The first driveway leads to the former Express Inn office building and the second driveway leads to the former nightclub. The former office building is set back approximately 11 metres from Lundy's Lane and the former nightclub is set back approximately 47 metres from Lundy's Lane.

Part Three is the largest part, with an area of approximately 15.8 hectares and a frontage of 521 metres is along Thorold Townline Road. This part was previously used for agricultural purposes, specifically for growing cash crops, but is no longer operating as an active field.

Part Four has an area of approximately 3.8 hectares and has no municipal road frontage. This part was previously used for agricultural purposes and is no longer operating as an active field.

There is a Hydro One corridor located between Part Three and Part Four. There is a registered right-of-way (Instrument No. R0718059) across the corridor which connects the two parts.

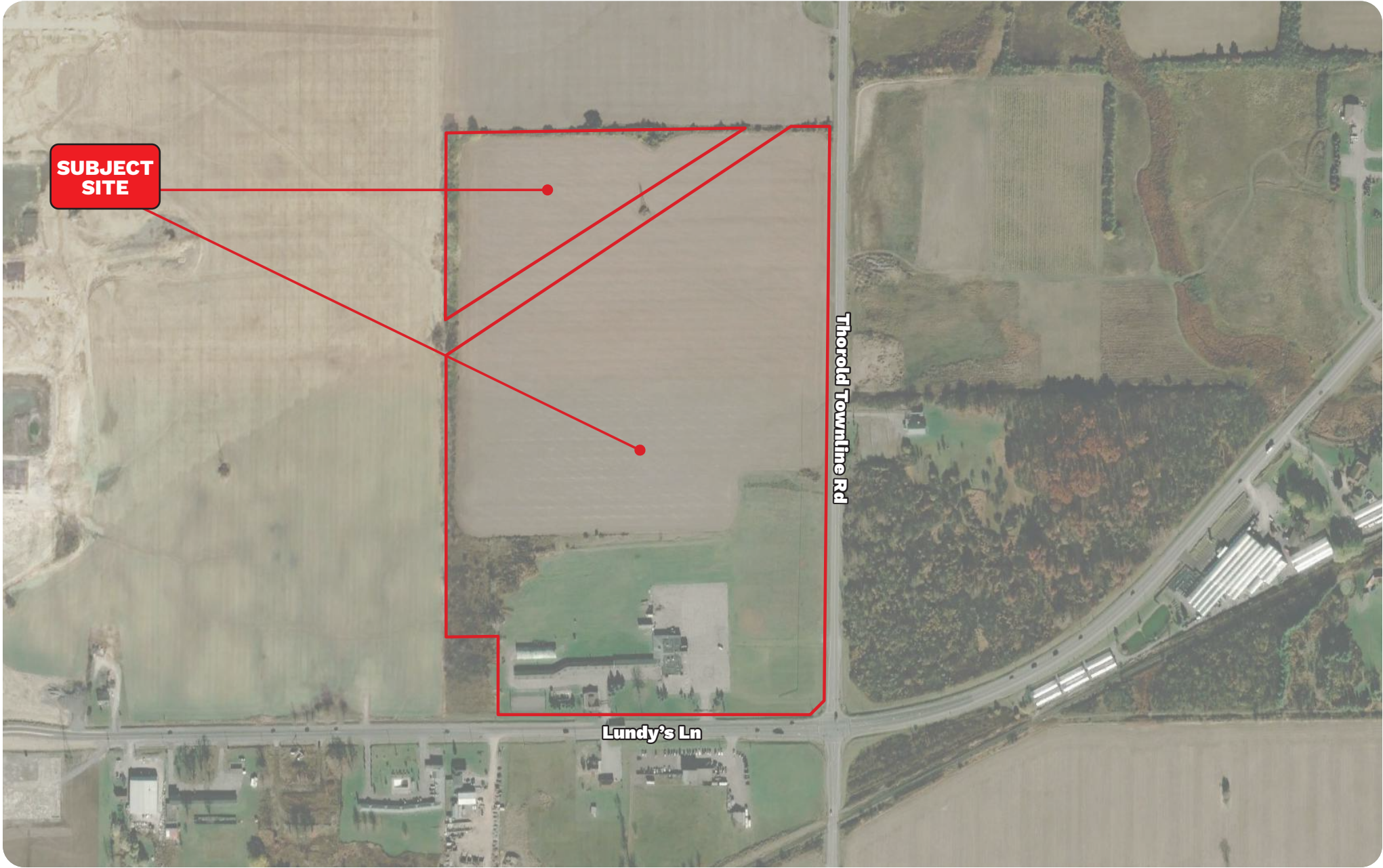


Figure 2 - Aerial of Subject Site



View of Subject Site looking North.



View of Subject Site looking North.



View of Subject Site Looking North.



View of Subject Site Looking North.



View of Subject Site. Looking South.



View of Subject Site. Looking South.

2.2 Area Context

The subject site is located in the southeast corner of the City’s Rolling Meadows neighbourhood. The neighbourhood is generally bounded by Davis Road (also known as Highway 58) to the west, the hydro transmission corridor to the north, Thorold Townline Road to the east, and the properties on the south side of Lundy’s Lane to the south.

Currently, the area includes low-density residential uses, agricultural lands, wooded areas open green spaces, various automotive and landscaping services uses, light industrial uses, commercial uses and places of worship. Future land use and development within the Rolling Meadows neighbourhood is being guided by the Rolling Meadows Secondary Plan, which is discussed in Section 4.0 of this report. Over the last five years, the Rolling Meadows neighbourhood has undergone a transition through the introduction of new dwelling units in subdivisions, public roads, landscaping and parkland. To date, the Secondary Plan area is partially built out, with completed and occupied residential uses constructed generally in the northwest, central and southwest portions of the Secondary Plan area. A significant portion of the build out thus far is in the Rolling Meadows Subdivision, located adjacent to the subject site to the west, which is described in greater detail in Section 2.3 below.



Figure 3 - Area Context

2.3 Immediate Surroundings

To the immediate north of the subject are two large parcels of land used to grow cash crops. Approximately 500 metres north of the subject site, located on the eastern side of Thorold Townline Road, is the Heritage Event Centre (6200 Thorold Townline Road). This property is approximately 9.7 hectares with a large woodlot area, one-storey assembly building, an accessory small storage building, and a designated surface parking area.

Further north is the Niagara Cricket Centre (5114 Thorold Townline Road). The Niagara Cricket Centre is an 18-acre privately-owned cricket ground and practice facility that was newly constructed in 2015. Adjacent to the Niagara Cricket Centre, is another recreation facility, currently occupied by DMZ Paintball and Airsoft Field (2711 Thorold Townline Road). The lands further north are generally undeveloped with agricultural fields, natural heritage areas, and some utility uses. There is a large watercourse that connects into the Beaverdams Creek watershed area, which is regulated by the Niagara Peninsula Conservation Authority ("NPCA"). The watercourse runs east to west following Beaverdams Road and connects into a larger pond located west of Davis Road and Niagara Falls Road.



Agricultural Field Adjacent to Subject Site. View looking west.



6200 Thorold Townline Road, also known as Heritage Event Centre. View looking east.



5872 Thorold Townline Road. View looking east.



5114 Thorold Townline Road, also known as Niagara Cricket Centre. View looking southwest



5114 Thorold Townline Road, also known as Niagara Cricket Centre. View looking west

To the east of the subject site, on the opposite side of Thorold Townline Road, is a woodland area that is part of the Regional Natural Heritage System. At the north end of this property is a single-storey event centre (6200 Thorold Townline Road). Further north, on the east side of Thorold Townline Road, the lands are currently characterized by large agricultural parcels used to grow cash crops.

To the northeast of the subject site, north of the Hydro One corridor, is a proposed quarry on lands comprising approximately 106.3 hectares. Amendments to the Region of Niagara Official Plan, the city of Niagara Falls Official Plan, and the City of Niagara Falls Zoning By-law No. 79-200 were filed on December 23, 2021 to requested to permit a quarry with associated processing and recycling of aggregate material, including an asphalt and concrete mixing plant. The applicant for the quarry lands has also filed an application under the Aggregate Resources Act (ARA) for a new Category 2 (Below Water Quarry) – Class A License to the Ministry of Natural Resources and Forestry. The applications are currently under review. The Owner has provided ongoing comments on the application, as summarized in Section 5.6 of this report.

To the east of the subject site, east of Thorold Townline Road along Lundy's Lane are various low-density developments. A garden centre is located approximately 500 metres from the east property boundary of the subject site (10008 Lundy's Lane). This triangle-shaped property has one-storey commercial store front that connects to numerous greenhouses, has two driveway access points off Lundy's Lane, a gravel surface parking, a two-storey residential dwelling near the southern lot line, as well as additional greenhouses and a pond near the eastern lot line. East of 10008 Lundy's Lane is a one-storey residential dwelling and approximately 20 greenhouses (9944 Lundy's Lane). Further east is a watercourse that forms part of the Regional Natural Heritage System in the Beaverdams Creek watershed area.

On the north side of Lundy's Lane, approximately 1 kilometre east of the subject site is a 24-hectare farm winery known as Lundy Manor Wine Cellars (9941 Lundy's Lane). Lundy Manor Wine Cellars fronts onto the north side of Lundy's Lane and extends west to Thorold Townline Road and east to Beechwood Road. Continuing further east, on the eastern side of Beechwood Road, is Lundy's Lane Driving Range and a residential subdivision known as Fernwood Estates, park, and trail.

To the south of the subject site, on the south side of Lundy's Lane, is an automotive service shop known as Marty's Auto Repair (13011 Lundy's Lane). Marty's Auto Repair has a 1 to 2-storey commercial building, a detached two car garage, a large 'L' shaped parking lot, and two vehicular access points off Lundy's Lane. The eastern and southern portion of this parcel is mostly underutilized as a manicured grass landscape. To the west of the repair shop, is a one-storey building, set back 25 metres from Lundy's Lane, for gutter and eavestrough cleaning service, with a detached garage and paved parking (13209 Lundy's Lane). Immediately to the west is a vacant grass plot with no municipal address.

Located approximately 127 metres south of the subject site is an active rail corridor known as the CN Stamford Subdivision Rail Line. This rail line travels from the Greater Toronto Area to Buffalo, New York. Further south of the rail line are agricultural lands used for cash cropping operations and wooded areas. Continuing further south, located approximately 1.15 kilometres southwest of the subject site and fronting onto Baron Road, is the Hydro One Allanburg Transmission Station (1210 Barron Road). The area south of the Hydro One station does not form part of the Rolling Meadows Secondary Plan area, and the predominant land uses are mostly agricultural lands that is interspersed with some low-scale residential uses and the Wayne E. Hodgson Park/Niagara Rugby Club (1105 Barron Road).



9944 Lundy's Lane. View looking south.



10008 Lundy's Lane, also known as County Basket Gard Centre. View looking south.



9941 Lundy's Lane, also known as Lundy Manor Wine Cellars. View looking north.



Trail Access to Residential Neighbourhood known as Fernwood Estates. View looking north.



Fernwood Park. View looking south.



13011 Lundy's Lane, known as Marty's Auto Repair. View looking south.



1210 Barron Road, Hydro One Allanburg Transmission Station. View looking north.



1105 Barron Road, Wayne E. Hodgson Park. View looking south.

The lands to the immediate west of the subject site are part of a master planned community approximately 160 hectares in size, known as the Rolling Meadows Subdivision. The subdivision is generally bound by the subject site's west property line to the east, Lundy's Lane to the south, Highway 58/Davis Road to the west, and the Hydro Corridor and the south side of Upper's Lane to the north. These lands received Draft Plan Approval in 2007 and have been developed on a phase-by-phase basis. Phases 18-21 are located to the immediate west of the subject site. Based on the approved Plan of Subdivision, once a full build out is complete, the community will include five parks, two elementary schools, one church, commercial uses, and residential dwellings in single-detached, semi-detached, and townhouse form.

Twelve of the phases have been registered and are under construction or occupied by residents. Additional overall density has been sought for Phase 13 & 15 and Phase 14 & 16, with Zoning By-law Amendments approved in 2020 and 2021, respectively. Most recently, City Council adopted and approved an Official Plan Amendment, Zoning By-law Amendment and modified Draft Plan of Subdivision for Phases 17 to 21 and Block 1239 of the Rolling Meadows Subdivision on July 11, 2023. As part of the modifications, Discovery Road terminates at the east end of the subdivision, eliminating the opportunity for connection to the subject site (the previous instruments maintained this connection). The impacts of this with respect to the development of the subject site is outlined in Section 3.1 of this report. The Owner has appealed Council's decision due to the objection with the modified road pattern. As the amendments are under appeal they are not yet in force.

The land uses further west of the subject site fronting onto Lundy's Lane include a mix of residential, commercial, service and agricultural uses. Located approximately 170 metres west of the subject site, on the south side of Lundy's Lane, is a one-storey "L" shaped inn called Milan Garden Inn (13055 Lundy's Lane). Milan Garden Inn has a two-storey office in the northeastern portion of the parcel, an outdoor pool in the centre of the parcel, two driveway access points off Lundy's Lane, and is setback approximately 30 metres from Lundy's Lane. Continuing west on the south side of Lundy's Lane is a vacant unmaintained lot. Further west is another one-storey "L"-shaped motel, known as Golf Inn (13071 Lundy's Lane) and a two-storey commercial building, which sells renovation supplies (13085 Lundy's Lane). Immediately north of the commercial building is a one-storey residential building and one car detached garage (13084 Lundy's Lane).

Located at the intersection of Lundy's Lane and Allanport Road are Esso and Petro gas stations, which include convenience stores and fast-food eateries. The land uses further west towards the Allanburg Bridge is primarily residential uses, as well as the Allanburg Community Centre and Park (1560 Falls Street).



13055 Lundy's Lane, Milan Garden Inn. View looking South.



13085 Lundy's Lane, Commercial Building. View looking South.



13084 Lundy's Lane. View looking North.



Rolling Meadows Subdivision - Gil Gordon Park, 12 Sunset Way. View looking Northwest.



Rolling Meadows Subdivision - Rolling Meadows Bible Chapel, 54 Sunset Way. View looking West.



13210 Lundy's Lane, Esso Gas Station. View looking East.

2.4 Transportation Network

Road System

The section of Lundy's Lane abutting the subject site is identified as a Provincial Highway on Schedule D of the City of Thorold Official Plan (**Figure 4**). Accordingly, this section (included in the segment from the rail line west of Davis Road to Thorold Townline Road) is maintained and operated by the Ministry of Transportation ("MTO"). Lundy's Lane generally has a planned right-of-way width of 35 metres wide, subject to detailed road design (as identified on the Niagara ROP Schedule M – Road Allowance widths). Lundy's Lane provides for two-way traffic with one lane in each direction, wide shoulders with no sidewalks, and a posted speed limit of 80 kilometres per hour.

Thorold Townline Road (Regional Road 70) is identified as a Regional Collector Road on Schedule D of the City of Thorold Official Plan (**Figure 4**). Thorold Townline Road has a planned right-of-way width of 26.2 metres wide and provides two-way traffic with one lane in each direction, as identified in the Niagara ROP Schedule M – Road Allowance Widths. Thorold Townline Road provides for two-way traffic with one lane in each direction and is recognized as a future aggregate haul route. No sidewalks, with narrow shoulders, are provided on Thorold Townline Road and the road has a posted speed limit of 80 kilometres per hour. As described in Section 3.0, a 0.183 hectare road widening has been provided along Thorold Townline Road.

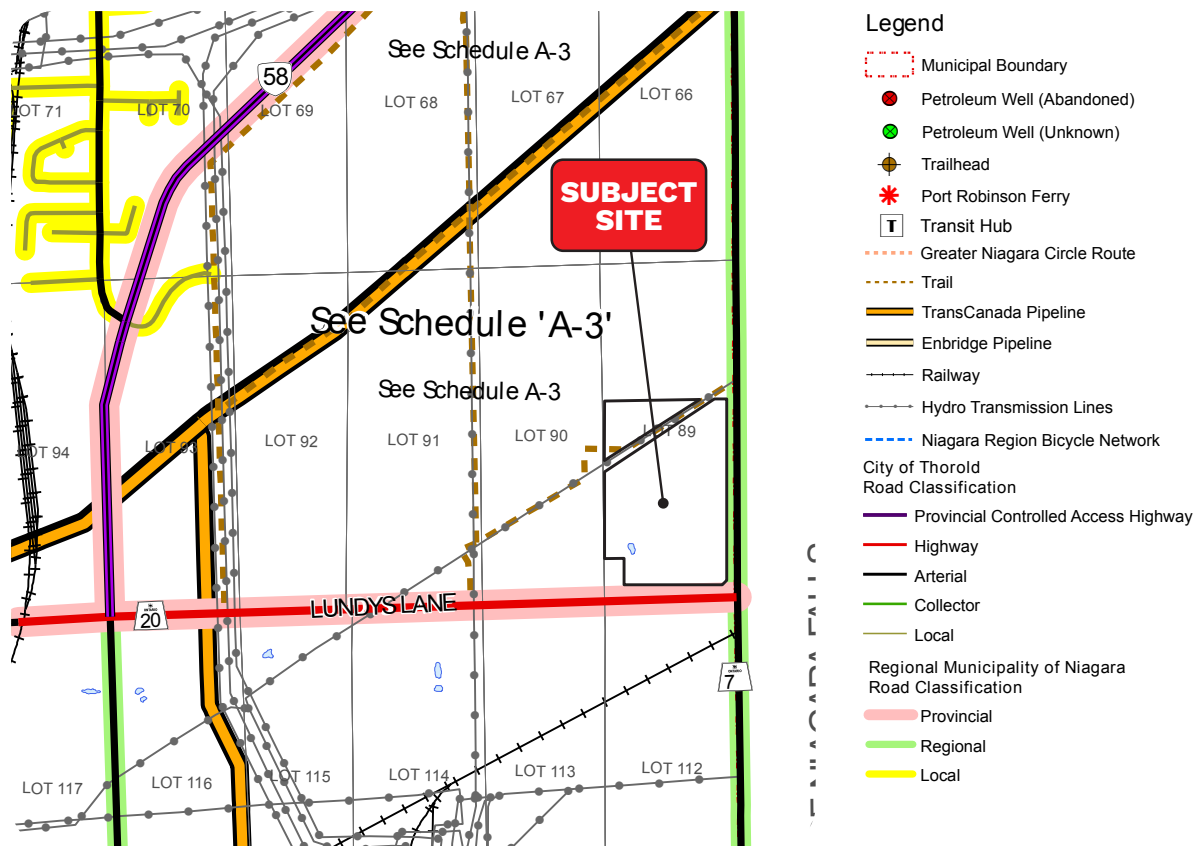


Figure 4 - Thorold Official Plan Schedule 'D' – Transportation & Utilities

Transit System

The subject site is serviced by Niagara Region Transit. 322 Thorold South route operates out of the Thorold Towpath Terminal and loops around Davis Road, Allanburg Road, and Niagara Falls Road. The closest stop is located at the intersection of Davis Road and Allanburg Road, which is approximately 2.7 kilometres from the southwest corner of the subject site. The 322 route runs morning to evening, every hour, from Monday-Saturday.

The subject site is also in proximity to the Niagara Falls WEGO Transit services. The 601 red route at 9387 Lundy's Lane (Campark turnaround), which is approximately 2 kilometres east of the subject site. WEGO is a year-round transportation system that connects all Niagara Parks locations to major attractions and hotels in the Niagara Falls tourist district. The WEGO Red route runs east/west along Lundy's Lane to the Falls and offers services morning to late evening, every 30 minutes, everyday.

Additional transit connections are available from the Towpath Terminal to serve throughout the Niagara Region, including a GO bus stop and two GO/VIA train stations. The subject site is approximately 10 kilometres southeast of the Brock University GO bus stop and the St. Catharines GO and VIA Station is located approximately 15 kilometres from the subject site. The Provincial Government has announced the expansion of GO Rail service to the existing St. Catharines VIA Station, thus providing regional rail and bus services to other cities like Grimsby, Hamilton, and Toronto. Construction is expected to begin Spring 2024.

Proposal

THOROLD TOWNLINE ROAD

3.1 Description of Proposal

The Proposal seeks to transform the subject site from low-rise commercial and agricultural uses to a vibrant, mixed-use community featuring a variety of housing choices with supporting retail, parks and infrastructure. The Proposal includes 82 blocks (see **Figure 7** - Proposed Draft Plan of Subdivision), summarized as follows:

- approximately 191 freehold units in single detached, on-street townhouse and rear lane townhouse forms;
- two (2) condominium blocks (total of 3.154 ha) proposed for townhouse uses;
- one (1) condominium block (4.107 ha) proposed for mid- to high-density residential use;
- two (2) condominium blocks (total of 3.192 ha) anticipated for mid-density, mixed-use;
- 1.243 hectares of new public parkland;
- seven (7) new public roads and three new public laneways;
- 1.704 ha of a stormwater management pond and pumping station block; and
- a 0.183-ha road widening.

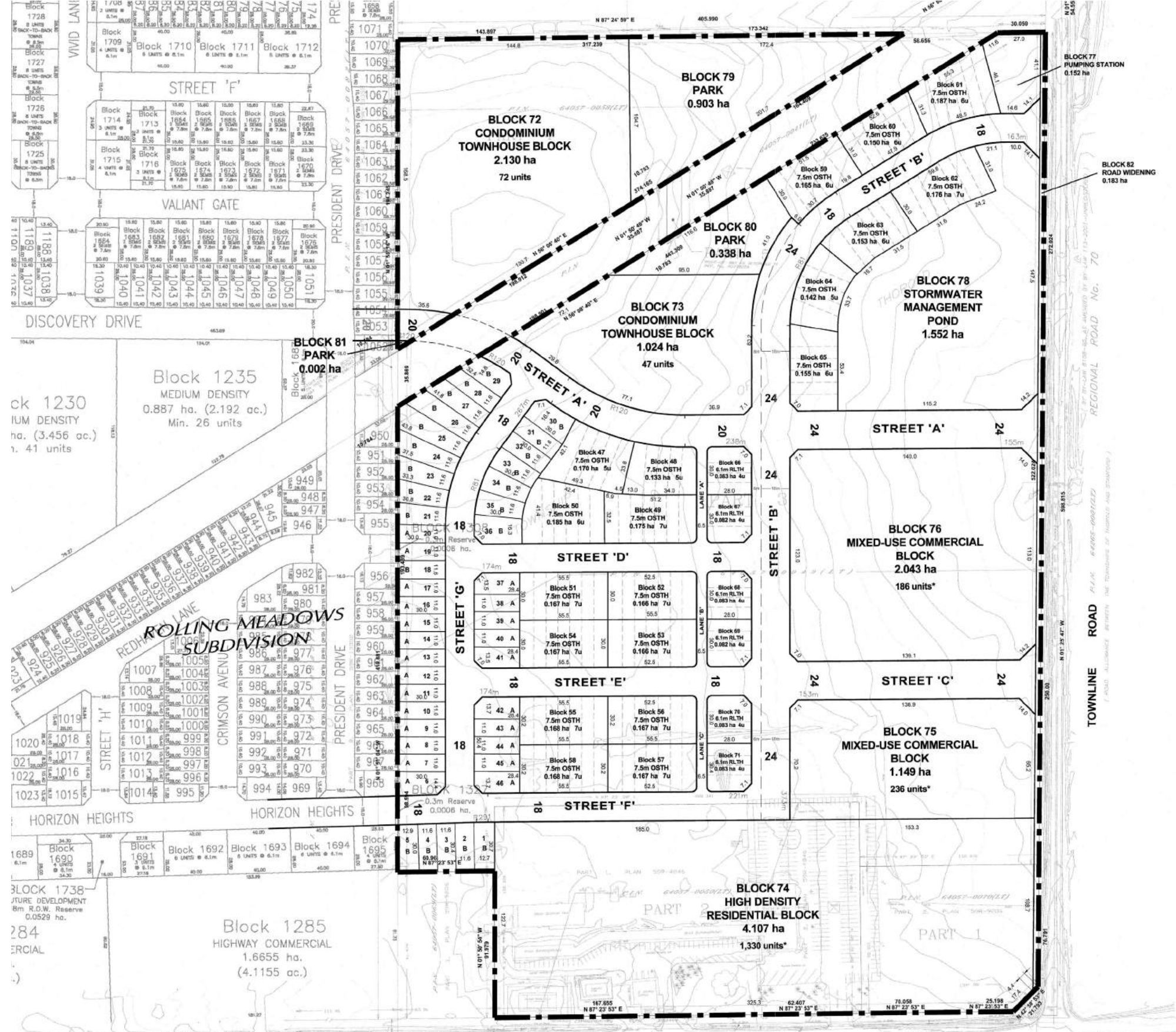


Figure 5 - Draft Plan of Subdivision
(Prepared by Giannone Petricone Associates)



A Concept Plan has been submitted with the application which demonstrates how development of all blocks identified on the plan of subdivision could proceed (see **Figure 8 - Concept Plan**). The Concept Plan shows how the community will ultimately be developed, and how the network of streets and residential uses will function. The Concept Plan illustrates how the Proposal will include a community of 2,062 residential units and an estimated 98 jobs (calculations provided in Section 5.1 of this report), deployed across single-use and mixed-use buildings ranging in height from 1 to 18 storeys.

These preliminary unit counts for the development blocks have been included within the concurrently submitted Draft Plan of Subdivision, and the resulting densities have been secured for as part of the accompanying draft Zoning By-law Amendments. The final unit counts will be determined as part of the Site Plan Approval applications for individual blocks.

Figure 6 - Concept Plan
(Prepared by Giannone Petricone Associates)

New Street Network

The Proposal introduces a new municipal street grid, to be implemented through the plan of subdivision. The new public streets will enhance pedestrian and vehicular connectivity throughout the subject site, as well as to existing and planned adjacent uses. The proposed street pattern is based on the road hierarchy anticipated in the Rolling Meadows Secondary Plan (Schedule A-3). A summary of the proposed streets is set out below:

- **Street A** extends from Townline Road to the Rolling Meadows subdivision to the east. Street A has been designed to connect Townline Road to Barker Parkway via Discovery Drive, planned to the immediate west (part of the Rolling Meadows Subdivision lands). In addition to the terminus points, Street A intersects with Street B, Street G and the hydro corridor. The easterly portion of Street A (east of Street B) is oriented in an east-west direction and has a right-of-way width of 24 metres. The westerly portion of Street A generally curves northwards, and reduces in width to 20 metres.
- **Street B** extends from Street F to Townline Road. In addition to the terminus points, Street B intersects with Street C, Street D, Street E and Street A. The southern portion of Street B is oriented in a north-south direction with a right-of-way width of 24 metres. The northern portion curves to meet Townline Road in an east-west orientation, with a right-of-way width of 18 metres.
- **Street C** extends from Townline Road to Street B. It is oriented in an east-west direction and has a right-of-way width of 24 metres.
- **Street D** extends between Street B and Street G in an east-west direction, with a right-of-way width of 18 metres.
- **Street E** extends between Street B and Street G in an east-west direction, with a right-of-way width of 18 metres.
- **Street F** extends between Street B and the westerly limit of the subject site (intersecting with Street G) in an east-west direction, with a right-of-way width of 18 metres.
- **Street G** extends from Street F to Street A, generally in a north-south direction, curving to meet Street A. Street G has a right-of-way width of 18 metres.
- A new **rear laneway** system, comprised of three segments, extends from Street F to Street A, intersecting with Street D and E. The proposed right-of-way width for each segment of the lane is 6.5 metres.

As noted in Section 2.3 of this Report, as part of the recently adopted draft plan modifications related to the Rolling Meadows Subdivision, Discovery Road terminates at the east end of the subdivision, eliminating opportunity for connection to the subject site. The alignment of Street A continues to reflect the original draft plan, which will enable a connection through the local roads into broader network. Notably, the complete build out of Street A will require a transfer of land or an easement across the hydro corridor. This will be determined with Hydro One and the City.

As part of the Proposal, a road widening along Townline Road will be secured for, which has an overall area of 0.183 ha.

Landscaping is proposed along the new public streets, including new tree planting.

In addition to the development of the new public road network, new private driveways are anticipated as part of the condominium blocks, with access from the public streets. These are described in more detail in the description of the various development blocks.

Parks and Open Space

A parkland and open space strategy has been developed to positively contribute to the public realm and provide high-quality connections across the subject site. New public parkland is included in the draft plan of subdivision. Private open spaces are anticipated for the future condominium blocks. In addition, landscaping and trail connections are contemplated within the hydro corridor (which is not part of the subject site) to demonstrate how this open space can contribute to a positive transition space between the two portions of the subject site.

Three new public parks will be included on the subject site:

- Block 79 is located to the north of the hydro corridor, with an area of 0.903 ha.
- Block 80 is located on the opposite side of the hydro corridor, directly south of Block 79, with a size of 0.338 ha.
- Block 81 is located in the small portion of land between the hydro corridor and Street A at the far west edge of the subject site, with a size of 0.002 ha.

The proposed 1.243 ha of parkland will be an extension of the existing green space within the hydro corridor. Its intended pedestrian access between the parks will be facilitated through the existing easement across the hydro corridor lands. Overall, the public parkland being dedicated is 5% of the total area for redevelopment (inclusive of lands planned for public roads). The submitted landscape concept includes contemplated design options for the new parkland.

The Proposal includes two blocks which deliver on-site infrastructure services, to be conveyed to the City through the plan of subdivision, but will function secondarily as open space. Block 78, located on the north side of Street A and the west side of Townline Road, is a 1.552 ha stormwater management pond. To the north of the stormwater management pond, on Block 77 is a 0.152 ha pumping station.

As detailed in the Concept Plan, the Proposal envisions private open space on Block 72, Block 74, Block 75 and Block 76, as described in greater detail in the subsequent section of this report.

Development Blocks

The Concept Plan and the associated statistics sets out detail with respect to the different development lots and blocks, integrating single-detached dwellings, on-street townhouses, rear-lane townhouses, condominium townhouses, and mixed-use mid-rise and higher-rise buildings.

Lots 1-46 are proposed for a total of 46 freehold, single-detached dwelling units. Lots 1-5 are located on the south side of Street F and Lots 6-46 are located on the east and west side of Street G. The lots have minimum frontages of 11.0 to 11.6 metres, with corner lots having greater widths up to 16.4 metres. Heights of up to three storeys are contemplated.

Blocks 47-65 are proposed for on-street townhouse uses. These blocks are located: on the north side of Street F; north and south sides of Street E; north and south sides of Street D; south side of Street A; and the northerly portion of Street B. Each block contains between 5 and 7 units, resulting in a total of 121 on-street townhouse units. Heights of up to three storeys (plus a rooftop access) are contemplated.

Blocks 66-71 are proposed for rear-lane townhouse uses. These blocks are located on the west side of Street B, with flankage on Street F, Street E, Street D and Street A. The rear-lane townhouses will be serviced by the proposed 6.5-metre laneway. Each block contains 4 units, resulting in a total of 24 rear-lane townhouse units. Heights of up to three storeys (plus a rooftop access) are contemplated.

Blocks 72 and 73 are proposed to be condominium townhouse blocks. Block 72 is located on the north side of the hydro corridor. Block 73 is located on the south side of the corridor, between Street A and the park on Block 80. As outlined in the Concept Plan, Block 72 includes 11 townhouse blocks, comprised of 72 units, and 6 townhouse blocks in Block 73, comprised of 47 units. Private driveways coming off Street A would service the blocks. It is anticipated that these condominium townhouse units will have heights of up to 4 storeys.

Block 74 is proposed to be a mixed-use residential block. The Concept Plan includes 8 mid- and high-rise buildings for Block 74. Heights of 5 to 18 storeys are contemplated, with heights increasing from west to east. The block is proposed exclusively for residential uses, with a total of 1,330 units contemplated. The Concept Plan includes the following buildings:

- Building 74A is a 14-storey building with a 4-storey podium;
- Building 74B is a 14-storey building with a 4-storey podium;
- Building 74C is a 14-storey building with a 4-storey podium;
- Building 74D is a 14-storey building with a 4 storey podium;
- Building 74E is an 18-storey building;
- Building 74F is a 5-storey mid-rise building;
- Building 74G is a 5-storey mid-rise building;
- Building 74H is a 6-storey mid-rise building; and
- Building 74I is a 6-storey mid-rise building.

In general, all buildings on Block 74 maintain the following setbacks:

- 3.0 metres from the north parcel line (shared with Street F);
- 6.0 metres from the east parcel line (shared with Townline Road);
- 14.0 metres from the south parcel line (shared with Lundy's Lane)¹; and
- 12.0 metres from west parcel line.

All mid-rise and podium components of buildings are separated by at least 15 metres. The tower components of the buildings are separated by at least 25 metres. New shared private open space is included as part of the Concept. As outlined in the Concept Plan, Block 74 can be accessed by a private driveway coming from Street F in three locations. Underground parking is contemplated.

Block 75 is proposed as a mixed-use condominium block. The Concept Plan includes two mid-rise buildings on this block, both with a single storey podium. 607 square metres of retail is proposed in the base of the easterly building (Building 75A), located closest to Townline Road. A total of 236 residential units are contemplated between the two buildings.

Building 75A is set back 3.0 metres from Street C and 6.0 metres from Townline Road. A greater setback is provided to the retail portion of Building 75A, which is contemplated a plaza space. Building 75B is set back 3.0 metres from Street C, Street B and Street F. Private driveways from Street C and Street F will provide access to the block. Surface parking is contemplated for the retail portion, in addition to underground parking.

Block 76 is also proposed as a mixed-use condominium block. The Concept Plan includes two mid-rise buildings on this block, both with a single storey podium, as well as three standalone commercial (retail/restaurant) buildings. Retail is proposed at the base of the mid-rise buildings, including a foodstore in Building 76A, with residential uses above. A total of 186 residential units are contemplated for the Block, along with a total of 4,210 square metres of retail space.

The two mid-rise buildings (Building 76A and 76B) are located on the west side of the block, set back 3.0 metres from each of Street A, Street B and Street C. The restaurant, proposed to be located at the south end of the block, is set back 10.0 metres from Street C, which would allow for private open plaza space. The standalone retail (Building 76E) is proposed at the corner of Street C and Townline Road, with setbacks of 6.0 metres and 6.0 metres respectively. Standalone retail Building 76D is proposed at the corner of Street A and Townline Road, with setbacks of 3.0 metres and 6.0 metres respectively. Private driveways from Street A, Street B and Street C will provide access to the block. Surface parking is contemplated for the retail portion, internal to the block, in addition to underground parking.

The Concept Plan includes high-level landscaping options for the condominium townhouse blocks and mixed-use development blocks. More detailed landscape design would be included in future site plan applications.

¹ Based on the minimum setback requirement to a provincial highway as set out by the Ministry of Transportation.

3.2 Phasing of Development

The development of the Proposal will occur in phases. A colour-coded identification of the three anticipated phases is included as **Appendix A** of this report. The phases are summarized as:

- **Phase 1** includes the build out of all new public roads, public parkland and stormwater infrastructure. In addition, a servicing easement across Block 74 will be required to connect Street F to Lundy's Lane. The first phase of development will include all freehold residential blocks (i.e. Lots 1-46 and Blocks 47-71) and the condominium block on the south side of the hydro corridor (Block 73).
- **Phase 1b:** It is anticipated that the condominium townhouse block on the north side of the hydro corridor (Block 72) can be developed in the first phase. However, the development of Block 72 is dependent on securing a land transfer or easement across the hydro one corridor to provide for the full connection of Street A. It is anticipated this will happen at the later end of the first phase of development.
- **Phase 2** includes the mixed-use/commercial block (Block 76).
- **Phase 3** includes the mixed-use/residential blocks at the south end of the subject site (Block 74).

Through the application review process, any external infrastructure improvements identified as necessary for the development to proceed can be incorporated into the proposed phasing. The details of the phasing will be secured through the draft plan of subdivision conditions, plan registration and subdivision agreement.

3.3 Key Statistics

The summary of the proposed lots and blocks, to be secured in the draft plan of subdivision, are summarized in **Table 1** below.

Table 1 - Key Statistics of the Draft Plan of Subdivision

Land Use	No. of Lots/Blocks	Area(ha)
Single Family Residential	Lots 1-46	1.742
On-Street Townhouses	Blocks 47-65	3.131
Rear Lane Townhouses	Blocks 66-71	0.496
Condominium Townhouse Blocks	Blocks 72-73	3.154
Mixed-use/Residential Block	Block 74	4.107
Mixed-use/Commercial Block 1	Block 75	1.149
Mixed-use/Commercial Block 2	Block 76	2.043
Pumping Station Block	Block 77	0.152
Stormwater Management Block	Block 78	1.552
Parks	Blocks 79-81	1.243
Road Widening	82	0.183
Roads	-	4.016
Total		22.968ha

A summary of key statistics of the Proposal, as outlined by the built form illustrated in the Concept Plan, is included in **Table 2** below².

Table 2 - Summary of Concept Plan

Statistics	Proposed
Detached dwelling units	46 units
Townhouse dwelling units	263 units
Apartment dwelling units	1,753 units
Commercial GFA	4,556 sq. m
Residential GFA	135,823 sq. m
Total GFA	140,379 sq. m
Total density (people and jobs per hectare)	126 people and jobs per ha

² For the purposes of the Concept Plan, an average unit size of 60 square metres has been applied to the units in the mid- and high-rise buildings.

3.4 Required Approvals

The Proposal conforms to the Niagara Region Official Plan. It requires an amendment to the City of Thorold Official Plan to redesignate certain blocks to permit the anticipated uses. Specifically, it is proposed to redesignate the subject site, as necessary, to *RM – Residential*, *RM – Village Square Commercial* and *RM – Open Space & Park*. An amendment is also required to Policy B1.8.6.4 to permit the anticipated heights.

A Zoning By-law Amendment application is required to introduce appropriate zoning categories and development provisions for the lots and blocks within the proposed draft plan. An amendment is required to the City of Thorold Zoning By-law No. 60-2019 to introduce blocks into the R1D, R3B, R3D and C6 zones, subject to site-specific development standards, in addition to the U and OS1 zones. An amendment is also required to the former City of Thorold Zoning By-law 2140(97) to rezone the lands proposed for residential uses to the RM-R2 and RM-R3 zoning categories, subject to site-specific development standards.

The Draft Plan of Subdivision is required in order to establish the proposed residential and mixed-use development lots and blocks, park block and stormwater management blocks as well as the proposed street network.

Site Plan approval will be required at a later stage of the development approval process, as necessary.



Policy & Regulatory Context

4.1 Overview

The Proposal is supportive of numerous policy directions for the subject site as set out in the *Planning Act*, the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe, the Region of Niagara Official Plan, the City of Thorold Official Plan, and the Rolling Meadows Secondary Plan, all of which promote and encourage the efficient use of land and infrastructure within settlement areas.

4.2 The Planning Act R.S.O 1990 c. P.13

Section 2 of the *Planning Act*, R.S.O. 1990, c. P.13 (the "*Planning Act*") outlines the matters of provincial interest for which the council of a municipality, a local board, a planning board and the Tribunal shall have regard to, in carrying out their responsibilities pursuant to the legislation. Matters of provincial interest include, among others:

- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- the orderly development of safe and healthy communities;
- the adequate provision of a full range of housing, including affordable housing;
- the adequate provision of employment opportunities;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- the promotion of built form that is well designed, encourages a sense of place and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and
- the mitigation of greenhouse gas emissions and adaptation to a changing climate.

Section 2 (1) requires that when approval authorities make a decision under subsection 17(34) of the *Planning Act* or the Tribunal makes a decision in respect of an appeal, it shall have regard to:

- a. any decision that is under the *Act* by a municipal council or by an approval authority and relates to the same planning matter; and,
- b. any information and material that the municipal council or approval authority considered in making the decision described in clause (a).

Section 3(1) gives the Minister the authority to issue policy statements, and Section 3(5) (Policy Statements and Provincial Plans) requires that a decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a ministry, board, commission or agency of the government, including the Tribunal, in respect of the exercise of any authority that affects a planning matter:

- a. shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and,
- b. shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be.

4.3 Provincial Policy Statement (2020)

Section 51(24) forms criteria on which a Draft Plan of Subdivision is assessed. Section 51(24), specifies that, in considering draft plans of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare to the present and future inhabitants of the municipality and to:

- a. the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;
- b. whether the proposed subdivision is premature or in the public interest;
- c. whether the plan conforms to the official plan and adjacent plans of subdivision, if any;
- d. the suitability of the land for the purposes for which it is to be subdivided;
- e. the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;
- f. the dimensions and shapes of the proposed lots;
- g. the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;
- h. conservation of natural resources and flood control;
- i. the adequacy of utilities and municipal services
- j. the adequacy of school sites;
- k. the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;
- l. the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and
- m. the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act or subsection 114 (2) of the *City of Toronto Act, 2006*. 1994, c. 23, s. 30; 2001, c. 32, s. 31 (2); 2006, c. 23, s. 22 (3, 4); 2016, c. 25, Sched. 4, s. 8 (2).

For the reasons set out Section 5.0 of this report, it is our opinion that the Proposal is in keeping with the requirements of the *Planning Act* R.S.O. 1990 and has had appropriate regard to Section 51(24).

The Provincial Policy Statement ("PPS") came into effect on May 1, 2020 and is a consolidated statement of the Ontario government's policy foundation for regulating the development and use of land. The PPS provides key policy direction on the efficient use and management of land and infrastructure, emphasizes an increased mix and supply of housing, provides for the protection of the environment and resources, and opportunities to support economic development and job creation.

In accordance with Section 3(5) of the *Planning Act*, all decisions affecting planning matters are required to be consistent with the PPS. In this regard, Policy 4.2 provides that the PPS "shall be read in its entirety and all relevant policies are to be applied to each situation".

Part IV of the PPS sets out the Province's vision for Ontario, and promotes the wise management of land use change and efficient development patterns:

"Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities. These land use patterns promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel. They support the financial well-being of the Province and municipalities over the long term, and minimize the undesirable effects of development, including impacts on air, water and other resources. They also permit better adaptation and response to the impacts of a changing climate, which will vary from region to region".

In accordance the PPS direction on building strong communities by promoting efficient development and land use patterns, Part V of the PPS contains a number of policies promoting intensification, redevelopment, and compact built form. Section 1.1 of the PPS provides policy direction with regard to managing and directing land use to achieve efficient and resilient development and land use patterns in Ontario.

Policy 1.1.1, as summarized includes, that healthy, liveable and safe communities are to be sustained by promoting efficient development and land use patterns; accommodating an appropriate range and mix of residential types, employment, institutional, recreation, park and open space, and other uses; and promoting cost-effective development patterns and standards to minimize land consumption and servicing costs.

Section 1.1.3 of the PPS provides specific policy direction with respect to development in settlement areas. Ontario's settlement areas are urban areas and rural settlement areas (such as cities, towns, villages, and hamlets) that vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available. Furthermore, settlement areas are lands which have been designated in an official plan for development over the 25-year planning horizon. The subject site is located within a "settlement area" as defined by the PPS as it is located within the urban area boundary and designated to accommodate long-term growth.

Policy 1.1.3.1 directs that settlement areas shall be the focus of growth and development. Policy 1.1.3.2 provides that land use patterns within settlement areas shall be based on densities and a mix of land uses which, among others, efficiently use land, resources, infrastructure, and public service facilities which are planned or available. Policy 1.1.3.4 states appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

Policy 1.1.3.6 speaks to the need for new development within designated growth areas to occur adjacent to existing built-up areas. Development is encouraged to have compact form and a mix of uses and densities that promote the efficient use of land, infrastructure and public service facilities. The PPS defines "designated growth areas" as lands within settlement areas designated in an official plan for growth over the long-term planning horizon, but which have not yet been fully developed, including lands which are designated and available for residential growth. The subject site is located within a designated growth area as defined by the PPS.

Policy 1.2.4 provides that where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities shall:

- a. identify and allocate population, housing and employment projections for lower-tier municipalities. Allocations and projections by upper-tier municipalities shall be based on and reflect provincial plans where these exist and informed by provincial guidelines;
- b. identify areas where growth or development will be directed, including the identification of nodes and the corridors linking these nodes;
- c. identify targets for intensification and redevelopment within all or any of the lower-tier municipalities, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8;
- d. where major transit corridors exist or are to be developed, identify density targets for areas adjacent or in proximity to these corridors and stations, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8; and
- e. provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.

In terms of land use compatibility, Policy 1.2.6.1 indicates that major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

Section 1.4 of the PPS provides direction with respect to housing. Policy 1.4.1 states that planning authorities should 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:

- a. a. 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
- b. b. 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 requires provision to be made 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 by, among other matters:

- permitting and facilitating 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
- all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3
- 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 directing new housing to locations where infrastructure and public service facilities are or will be available; and
- 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.

With respect to public spaces, recreation, parks, trails and open space, policy 1.5.1 states that healthy, active communities can be promoted by, among others:

- planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity; and
- planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parkland, public spaces, open space areas, trails and linkages.

Section 1.6 of the PPS identifies policies for infrastructure and public service facilities. Policy 1.6.3(a) provides that before consideration is given to developing new infrastructure and public service facilities, the use of existing infrastructure and public service facilities should be optimized.

With respect to sewage, water and stormwater, policy 1.6.6.1, as summarized, includes that planning for sewage and water services shall accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services; and private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available or feasible.

Policy 1.6.6.2 states that municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety.

Policy 1.6.6.6 provides that planning authorities may allow lot creation only if there is confirmation of sufficient reserve sewage system capacity and reserve water system capacity within municipal sewage services and municipal water services or private communal sewage services and private communal water services, inclusive of treatment capacity.

With respect to stormwater management, Policy 1.6.6.7 provides that planning for stormwater management shall:

- be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term minimize, or, where possible prevent increased in contaminant loads;
- minimum changes in water balance and erosion;
- not increase risks to human health and safety and property damage; and
- promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development.

With respect to transportation systems, Policy 1.6.7.1 states that transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods and are appropriate to address projected needs. Policy 1.6.7.4 promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips. The Proposal will connect to existing and planned road infrastructure.

Section 1.7 of the PPS provides policy direction with respect to long-term economic prosperity. Policy 1.7.1 of the PPS states that long-term prosperity should be supported by, among other considerations:

- promoting opportunities for economic development and community investment-readiness (a);
- encouraging residential uses to respond to marked-based needs and provide housing for a diverse workforce (b); and
- optimizing the long-term availability and use of land, resources, infrastructure, and public service facilities (c).

With respect to energy conservation, air quality and climate change, Policy 1.8.1 directs that 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, among others:

- promote compact form and a structure of nodes and corridors (a);
- promote the use of active transportation and transit in and between residential, employment, institutional uses and other areas (b);
- encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion (e); and
- promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation and green infrastructure (f).

Regarding natural heritage, Section 2.1 of the PPS speaks to the protection of natural features. Policy 2.1.1 states that natural features and areas shall be protected for the long term.

Section 2.5 of the PPS identifies policies for the Mineral Aggregate Resources. The eastern portion of the subject site is within 500 metres of an aggregate resource area. Policy 2.5.2.2 states that extraction shall be undertaken in a manner which minimizes social, economic and environmental impacts.

Policy 2.5.2.5 provides that in known deposits of mineral aggregate resources and on adjacent lands, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if:

- a. resource use would not be feasible; or
- b. the proposed land use or development serves a greater long-term public interest; and
- c. issues of public health, public safety and environmental impact are addressed.

For the reasons set out in Sections 5.0 of this report, it is our opinion that the Proposal is consistent with the PPS, in particular, the policies relating to residential intensification within settlement areas and the efficient use of land and infrastructure.

4.4 Proposed Provincial Planning Statement (2023)

On April 6, 2023, the Provincial government released a draft PPS ("PPS 2023", and introduced Bill 97, *the Helping Homebuyers, Protecting Tenants Act, 2023*, as part of Ontario's Housing Supply Action Plan. The proposed Provincial Planning Statement was open for public comment until August 4, 2023 on the Environmental Registry of Ontario website. On June 16, 2023, the proposal notice was updated to provide notice that natural heritage policies had been added to the proposed Provincial Planning Statement and were available for review and input.

At the time of writing, the commenting period is closed however no updated PPS 2023 has been released. If adopted, the proposed PPS 2023 would replace the current PPS 2020 and the Growth Plan. It is the Province's intent to integrate the two planning documents into a single, province-wide land use planning document, and remove barriers and speed up the approvals processes to construct 1.5 million new homes by 2031.

Any decision on a planning matter made on or after the effective date of the new statement would be subject to the new policies, regardless of the application submission date. The Province has proposed to release the final policies before they are proclaimed into effect and have targeted Fall 2023.

4.5 Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the "Growth Plan") came into effect on May 16, 2019. The 2019 Growth Plan was amended (Amendment 1, 2020) on August 28, 2020. Under the *Planning Act*, all decisions with respect to land use planning matters shall conform to the Growth Plan. Section 1.2.3 provides that the Growth Plan is to be read in its entirety and the relevant policies are to be applied to each situation.

The Growth Plan provides a framework for implementing the Province's vision for managing growth across the Greater Golden Horseshoe (GGH) to year 2051, and encourages the efficient use of land and infrastructure. The Growth Plan policies emphasize the importance of integrating land use and infrastructure planning and the need to optimize the use of the land supply and infrastructure, as well includes objectives that support the development of complete communities.

While many policies in the 2019 Growth Plan are unchanged from the 2017 Growth Plan, modifications were made to policies related to employment areas, settlement area boundary expansions, natural heritage systems, intensification and density targets, and major transit station areas. Furthermore, revisions to the population and employment forecasts were updated and extended from 2041 to 2051 to ensure municipalities have sufficient land to build complete communities, promote investment, provide housing affordability, and job creation.

The Guiding Principles which are important for the successful realization of the Growth Plan, are set out in Section 1.2.1. Key principles relevant to the proposal are summarized as follows:

- 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;
- Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households;
- Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government;
- Provide for different approaches to manage growth that recognize the diversity of communities in the GGH;
- Protect and enhance natural heritage, hydrologic, and landform systems, features, and functions;
- Improve the integration of land use planning with planning and investment in infrastructure;
- Provide for different approaches to manage growth that recognize the diversity of communities in the GGH; and
- Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure.

Aligning with the PPS, the guiding principles of the Growth Plan emphasize objectives that support development of complete communities, prioritizing intensification, the importance of integrating land use and infrastructure planning, and the need to optimize the use of land supply and infrastructure.

Section 2 of the Growth Plan provides policy direction with respect to where and how to grow within the Greater Golden Horseshoe. As noted in Section 2.1 of the Growth Plan:

"To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification, with a focus on strategic growth areas, including urban growth centres and major transit station areas, as well as brownfield sites and greyfields. Concentrating new development in these areas provides a focus for investments in transit as well as other types of infrastructure and public service facilities to support forecasted growth, while also supporting a more diverse range and mix of housing options."

Section 2.1 further notes the optimization of compact development of Greenfields as an important growth management strategy, which states that building more compact greenfield communities reduces the rate at which land is consumed.

The Growth Plan defines Designated Greenfield Areas as *"Lands within settlement areas but outside of delineated built-up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands"*. The subject site is subject to the growth management policies of the Growth Plan respecting Designated Greenfield Areas, as the subject lands are located within a Designated Greenfield Area, based on Schedule 2: A Place to Grow Concept of the Growth Plan (see **Figure 9**).

Generally, the management of growth is directed to settlement areas within the Growth Plan boundary. The Growth Plan adopts the PPS definition for 'Settlement Areas', and as such, the subject lands are located within a Settlement Area based on the Growth Plan's definition.

Policy 2.2.1(2)(a) provides that the vast majority of growth will be directed to settlement areas that have a delineated built boundary, have existing or planned municipal water and wastewater systems, and can support the achievement of complete communities. Policy 2.2.1(2)(c) provides that within settlement areas, growth will be focused in delineated built-up areas, strategic growth areas, and locations with existing or planned transit, and areas with existing or planned public service facilities. Strategic growth areas are defined as locations identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form.

Schedule 3 of the Growth Plan forecasts a population of 674,000 people and 272,000 jobs for the Niagara Region by 2051. In this respect, Policy 2.2.1(3)(c) requires that municipalities undertake integrated planning to manage this forecasted growth in a manner which provides direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, and to support the achievement of complete communities through a more compact built form.

Regarding the notion of complete communities, Policy 2.2.1(4) states that applying the policies of the Growth Plan will support the achievement of complete communities. Relevant policies with respect to the Proposal are:

- feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;

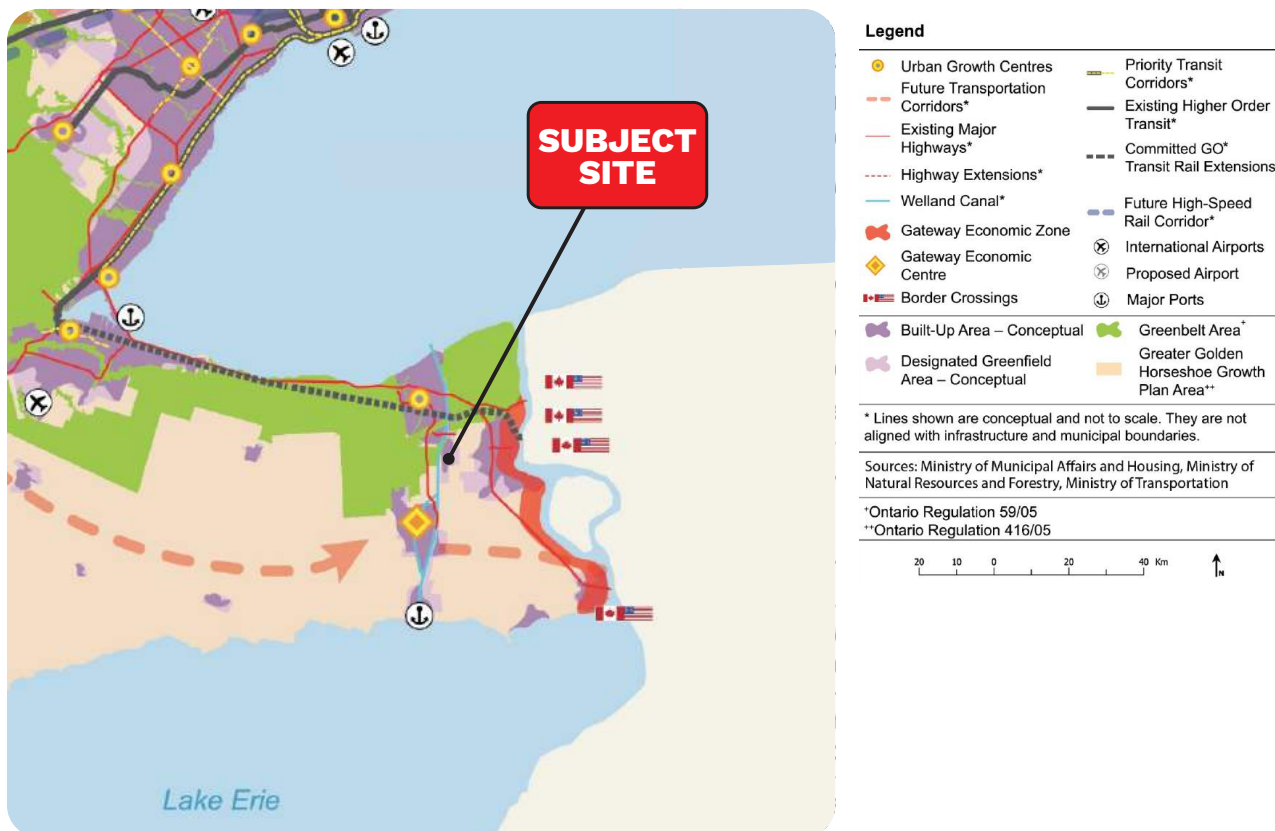


Figure 7 - Schedule 2: A Place to Grow Concept of the Growth Plan

- c. provide a diverse range and mix of housing options, including additional residential 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, including options for the safe, comfortable, and convenient use of active transportation;
 - ii. public service facilities, co-located and integrated into community hubs; and
 - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities;
- e. provide for a more compact built form and a vibrant public realm, including public open spaces;
- f. mitigate and adapt to the impacts of a changing climate, improve resilience, and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
- g. integrate green infrastructure and appropriate low impact development.

Policy 2.2.2(1) provides that by the next municipal comprehensive review is approved and in effect, and each year thereafter, a minimum of 50 per cent of all residential development occurring annually within the Region of Niagara will be within the delineated built-up area. Policy 2.2.1(3) provides that all municipalities will develop a strategy to achieve the minimum intensification target throughout the delineated built up area.

Section 2.2.5 of the Growth Plan relates to employment. Policy 2.2.5(1) provides that economic development and competitiveness will be promoted by, among others: ensuring the availability of sufficient lands for a variety of employment to accommodated forecasted employment growth to the horizon of the Growth Plan; and integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment. Policy 2.2.5(3) provides that retail and office uses will be directed to locations that support active transportation and have existing or planned transit.

Section 2.2.6 of the Growth Plan provides policy direction with respect to housing. Policy 2.2.6(1) requires municipalities to develop housing strategies that, among other matters, support housing choice through the achievement of minimum intensification and density

targets by identifying a diverse range and mix of housing options and densities and establishing targets for affordable ownership housing and affordable rental housing.

Notwithstanding Policy 1.4.1 of the PPS, Policy 2.2.6(2) states that municipalities will support the achievement of complete communities by:

- planning to accommodate forecasted growth;
- achieve the minimum intensification and density targets;
- considering a range and mix of housing options and densities; and
- planning to diversify overall housing stock across the municipality

Section 2.2.7 includes policies for designated greenfield areas which refers to the criteria that must be met when developing designated greenfield areas. Designated greenfield areas are defined as lands within settlement areas but outside of delineated built-up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of the Growth Plan.

Policy 2.2.7(1) of the Growth Plan indicates that new development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that: supports the achievement of complete communities; supports active transportation; and encourages the integration and sustained viability of transit services.

With respect to the Region of Niagara, Policy 2.2.7(2) states the minimum density target that applies to the designated greenfield area is not less than 50 residents and jobs combined per hectare. Policy 2.2.7(3) specifies that the minimum density target will be measured over the entire designated greenfield area of each upper- or single-tier municipality, excluding the following:

- a. natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas;
- b. rights-of-way for:
 - i. electricity transmission lines;
 - ii. energy transmission pipelines;
 - iii. freeways, as defined by and mapped as part of the Ontario Road Network; and
 - iv. railways;
- c. employment areas; and
- d. cemeteries.

Section 3 of the Growth Plan provides policy direction with respect to the infrastructure required to support growth in the Greater Golden Horseshoe. Generally, the infrastructure policies set out in Section 3 place an emphasis on the need to coordinate infrastructure planning, land use planning and infrastructure investment. The preamble text in Section 3.1 states that:

“The infrastructure framework in this Plan requires that municipalities undertake 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 per cent of infrastructure capital costs, and 15 per cent of operating costs, could be saved by moving from unmanaged growth to a more compact built form.”

Policies relevant to the Proposal which speak to infrastructure to support growth include, but are not limited to, the following:

- Policy 3.2.3(3) provides policy direction with respect to transportation system planning, and indicate that in the design, refurbishment, or reconstruction of the existing and planned street network, a complete streets approach will be adopted that ensures the needs and safety of all road users are considered and appropriately accommodated.
- With respect to stormwater management, Policy 3.2.7(2) requires that proposals for large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan or equivalent.

Section 4.2 of the Growth Plan provides policy direction with respect to protecting what is valuable in the Greater Golden Horseshoe. Policies in this section applicable to the Proposal include matters relating specifically to water resource systems, natural heritage systems, public open space, and climate.

With respect to public open space, Policy 4.2.5(1) encourages municipalities, conservation authorities, non-governmental organizations, and other interested parties to develop a system of publicly accessible parkland, open space, and trails within the GGH, and that municipalities are encouraged to establish an open space system within settlement areas, which may include opportunities for urban agriculture, communal courtyards, and public parks (policy 4.2.5(2)).

Policy 4.2.10(1) requires that municipalities develop policies within their official plans that will reduce greenhouse gas emissions and address climate change adaptation goals that will include, among other things, supporting the achievement of complete communities as well as the minimum intensification and density targets in the Growth Plan, and reducing dependence on the automobile and supporting active transportation.

For the reasons set out in Section 5.0 of this report, it is our opinion that the Proposal conforms with the Growth Plan, in particular, the policies that support the development of complete communities and the policies that seek to optimize the use of land and infrastructure within designated greenfield areas.

4.6 Ministry of Environment Guideline D-6 Compatibility

The Ministry of the Environment, Conservation and Parks ("MECP") works to protect and sustain the quality of the Province's air, land and water. In the 1990's, MECP D-series guidelines were developed to identify potential land uses appropriate between sensitive land uses and industrial land use. The objective of the guidelines is to assess recommended separation distances and other land use control measures to prevent or minimize 'adverse effects' from the encroachment of incompatible mixed land uses and incompatible intensification of land uses.

MECP Guideline D-6 "Compatibility Between Industrial Facilities" is specific to industrial land uses in proximity to more sensitive land uses (i.e. any building or amenity areas (indoor or outdoor areas) that may be associated with residences, schools, hospitals, campgrounds, churches and other similar institutional uses, etc., or recreational uses deemed to be sensitive). These land uses are normally incompatible due to possible adverse effects on sensitive land uses created by industrial operations and require adequate buffering in supplementation of legislative controls at the facility source.

Industrial facilities in the MECP D-6 Guidelines are categorized into three classes according to the nature of their emissions, physical size/scale, production volumes and/or intensity of operations. Historically, facilities that do not meet the criteria of the associated category definitions have little to no potential to create nuisance issues resulting in complaints. Recommended minimum separation distance and potential influence area between industrial facilities and sensitive land uses for each class are set out in the D-6 Guidelines.

4.7 Niagara Region Official Plan (2022)

Niagara Region Official Plan ("NROP") is the Region of Niagara's long-term, strategic policy planning framework for managing growth, and the policies of the NROP will guide land use and development in Niagara until 2051 and beyond. The Region of Niagara Official Plan, was adopted by Regional Council in June 2022 and was approved by the Minister of Municipal Affairs and Housing ("MMAH") with modifications in November 2022 (the "2022 ROP". The 2022 ROP replaced the former 1994 Regional Official Plan ("1994 ROP") and applies to new development unless transition provisions provide otherwise.

On November 16, 2023, the MMAH introduced the Planning Statute Law Amendment, 2023 to enact the Official Plan Adjustments Act, 2023 (Bill 150). The Act received Royal Assent on December 6, 2023. This legislation reverses decisions on official plans affecting 12 municipalities and regions, including for Niagara Region. Accordingly, the June 2022 ROP, subject to certain modifications included in Bill 150, is in effect.

The subject site is identified within the *Urban Area – Designated Greenfield Area* of the NROP on Schedule B – Regional Structure (see **Figure 8**).

Section 2.1.1 sets out policies for Regional Growth Forecasts. Specifically, policy 2.1.1.1 identifies population and employment forecasts for all lower tier municipalities that are the basis for all land use decisions to 2051. Table 2-1 of the NROP identifies that by 2051 the City of Thorold is forecasted to have a population of 39,690 and 12,510 employees. Policy 2.1.1.2 states that forecasts in Table 2-1 are a minimum. Further, policy 2.1.1.4 states that forecasts in Table 2-1 are used to determine the location and capacity of infrastructure, public service facilities, and the delivery of related programs and services to 2051.

Section 2.2 of the NROP provides that most development will occur in urban areas, where municipal water and wastewater systems/services exist or are planned, and a range of transportation options can be provided. Policy 2.2.1.1 provides that development in urban areas (which includes designated greenfield areas) will integrate land use planning and infrastructure to manage forecasted growth and to support (among others):

- a compact built form, a vibrant public realm, and a mix of land uses, including residential uses, employment uses and public service uses, to support the creation of complete communities;
- a diverse range and mix of housing types, unit sizes and densities to accommodate current and future market-based and affordable housing needs;
- built forms, land use patterns and street configurations that minimize land consumption, reduce costs of municipal water and wastewater systems/services, and optimize investments in infrastructure;
- opportunities for transit-supportive development;
- opportunities for intensification;
- opportunities for the integration of gentle density, and a mix and range of housing options that considers the character of the established residential neighbourhoods.

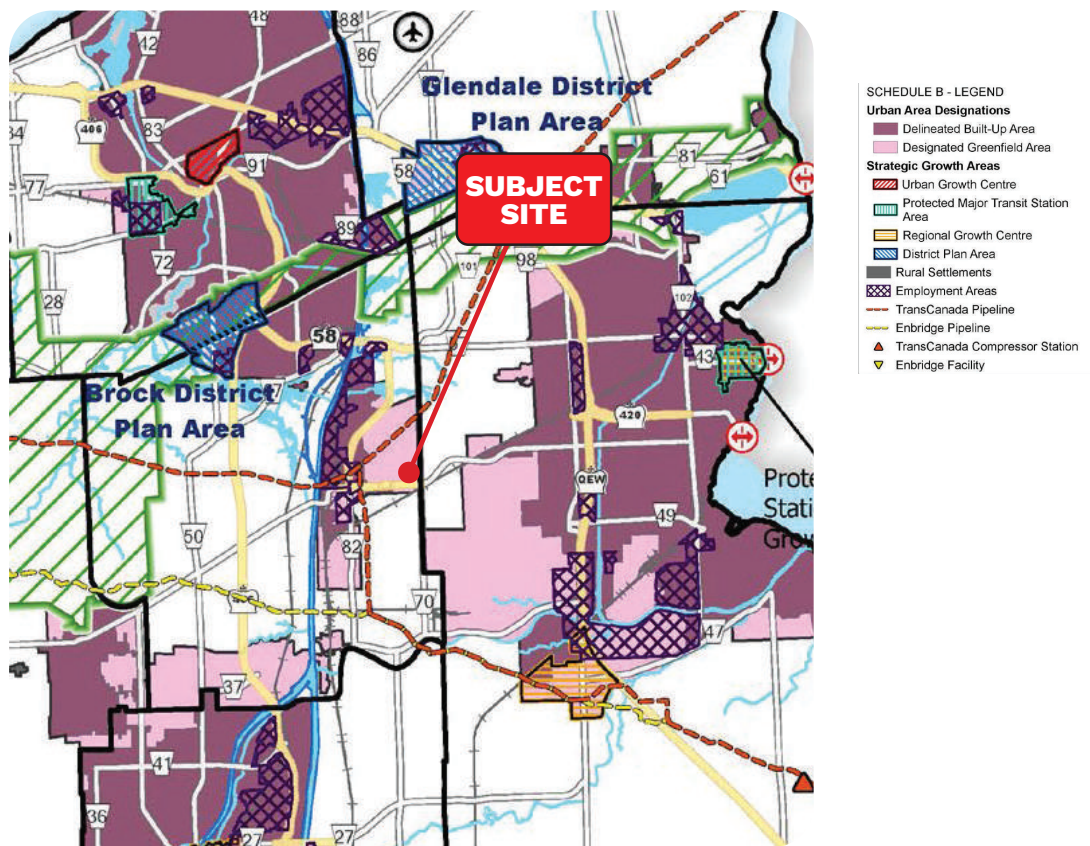


Figure 8 - Niagara Region Official Plan Schedule B – Regional Structure

Policy 2.2.2.6, through Table 2-2, requires a minimum residential intensification target of 25% for Thorold.

Policy 2.2.2.23 provides that designated greenfield areas shall achieve a minimum density of 50 residents and jobs combined per hectare as measured across the entire region.

Policy 2.2.2.25 states that designated greenfield areas will be planned as complete communities by:

- a. ensuring that development is sequential, orderly and contiguous with existing built-up areas;
- b. utilizing proactive planning tools in Section 6.1 and Section 6.2, as appropriate;
- c. ensuring infrastructure capacity is available; and
- d. supporting active transportation and encouraging the integration and sustained viability of public transit service.

Section 2.3.1 of the NROP sets out policies to provide a mix of housing options. Specifically, policy 2.3.1.1 states that the development of a range and mix of densities, lot and unit sizes, and housing types, including affordable and attainable housing, will be planned for throughout settlement areas to meet housing needs at all stages of life.

Policy 2.3.1.3 provides that the forecasts in Table 2-1 will be used to maintain, at all times:

- a. the ability to accommodate residential growth for a minimum of 15 years through residential intensification, and lands designated and available for residential development; and
- b. where new development is to occur, land with servicing capacity to provide at least a three-year supply of residential units through lands suitably zoned to facilitate residential intensification, and lands in draft approved or registered plans.

Policy 2.3.1.4 states that new residential development and residential intensification are encouraged to be planned and designed to mitigate and adapt to the impacts of climate change by facilitating compact built form and incorporating sustainable housing construction materials or practices, green infrastructure, energy conservation standards, water efficient technologies, and low impact development.

Policy 2.3.2.3 provides that to encourage the development of affordable housing, the following minimum targets will be implemented to the horizon of this Plan, unless local targets are higher in which case those apply: a. 20 per cent of all new rental housing is to be affordable; and b. 10 per cent of all new ownership housing is to be affordable.

Section 4.3 of the NROP sets out policies for Mineral Aggregate Resources. Policy 4.3.1.3 provides that proposed new development in areas located on, or within 300 metres (sand and gravel) or 500 metres (bedrock) of known deposits of mineral aggregate resources, which would preclude or hinder the establishment of new mineral aggregate operations or access to the resources, is not permitted, except where it can be demonstrated by the applicant that:

- a. resource use would not be feasible;
- b. the proposed land use or development serves a greater long-term public interest; and,
- c. issues of public health, public safety and environmental impacts are addressed.

The eastern portion of the subject site is identified within 500 metres of an aggregate resource area on Schedule H – Known Deposits of Mineral Aggregate Resources and Mineral Aggregate Operations in the NROP. Policy 4.3.1.3 states that proposed new development in areas located on, or within 300 metres (sand and gravel) or 500 metres (bedrock) of known deposits of mineral aggregate resources, which would preclude or hinder the establishment of new mineral aggregate operations or access to the resources, is not permitted, except where it can be demonstrated by the applicant that:

- a. resource use would not be feasible;
- b. the proposed land use or development serves a greater long-term public interest; and
- c. issues of public health, public safety and environmental impacts are addressed.

Section 6.2 of the NROP sets out urban design policies. The urban design policies are intended to serve as a tool to integrate urban design elements into planning decisions and the preparation of engineering standards undertaken at the Regional scale, such as, the design of Regional Road allowances and public services facilities. At a Local municipal scale, it is expected that the Region's urban design policies will be further refined and implemented through comprehensive Local official plan policies, urban design guidelines, standards, manuals, zoning, and site plan control.

The subject site is identified as an Area of Archaeological Potential on Schedule K – Areas of Archaeological Potential in the NROP.

The objectives of the NROP urban design policies are to commit to excellence in urban design, enhance the public realm and promote active transportation, and identify and establish tools for urban design implementation. In this regard, Policy 6.2.3.1 provides that the Region's Model Urban Design Guidelines, as amended, will complement and work in conjunction with the Region's Complete Streets Design Manual and Guidelines upon completion of the guidelines.

For the reasons set out in Section 5.0 of this report, it is our opinion that the Proposal conforms with the NROP.

4.8 City of Thorold Official Plan (2016)

The City of Thorold Official Plan ("OP") was approved by Niagara Region on April 28, 2016. The City of Thorold's OP identifies the the long-term objectives of the City with respect to the growth and development in the City, among other matters, to the year 2031. The City's OP is guided by a vision to revitalize the City's economic and civic identity through growth and development in the Downtown, the employment areas, the existing urban area and the Secondary Plan areas. The City of Thorold will be required to update their Official Plan to conform to the NROP 2022. However, at the time of writing this report, the City has not yet commenced their review process.

The settlement area strategy of the OP is set out in Section A3 and includes directing future residential growth to be accommodated primarily within the traditional urban areas of Thorold and two Secondary Plan areas, one of which is the Neighbourhoods of Rolling Meadows. The growth management policies of the OP are based on the 25-year Regional growth forecasts that have allocated growth of 5,186 people, 2,345 housing units, and 1,400 new jobs to 2031.

With respect to greenfield policies, Policy A4.1.9 provides that lands designated *Greenfield Overlay* are lands within urban areas that are located outside of the built boundary and are to be planned to achieve future population and employment with a minimum density of 50 residents and jobs combined per hectare.

Section A5.3 indicates that *Greenfield Areas* are undeveloped areas located within the urban area boundary but outside of the built-up area and are referred to as a *Greenfield Overlay* in the OP. In addition, this section reiterates that development occurring within the *Greenfield Overlay* designation shall be planned to achieve a minimum of 50 residents and jobs combined per hectare. Section A5.3 further notes that 90% of the total supply of Greenfield land in the City is within the two Secondary Plan areas.

Policy B1.11 provides that the Rolling Meadows Secondary Plan area is considered "high priority", which are lands that the City views as being essential to the City's Settlement Area Strategy and as such, are anticipated to accommodate new development within the first 10 years that this Plan is in effect. Policies guiding lands within the Secondary Plan such as the subject site are included in Section 4.9 of this report.

Section B1.6 provides the *Open Space and Parks* designation policies for the City of Thorold. Policy B1.6.1 states that the purpose of the *Open Space and Parks* designation is to ensure that the residents of the City have access to a well-planned and accessible parkland system, which incorporates the principles of active transportation. Policy B1.6.3 speaks to the permitted uses on lands designated *Open Space and Parks* within the urban areas, which may also include buildings and structures utilized for recreational purpose such as, but not limited to arenas, swimming pools and gymnasiums. Policy B1.6.5 states that all lands in the *Open Space and Parks* designation shall be placed in an Open Space Zone or other appropriate zone in the Implementing Zoning By-law.

As noted, a hydro corridor diagonally transects the mid-to-northern portion of the subject site. Policy B1.6.4.5 states that hydro corridors shall continue to be used primarily for the transmission of energy. However, lands within hydro corridors may also be utilized to accommodate secondary open-space-type uses under the Provincial Secondary Land Use Program. In order to ensure compatibility, public safety, and feasibility from a technical and operational perspective, secondary uses within hydro corridors shall only be established in consultation with OPG and/or Infrastructure Ontario.

Section C9 of the OP states that it is recognized that some uses may be sensitive to the odour, noise, vibration or other emissions associated with highways, and various type of industries. It is a policy of this Plan that incompatible land uses be separated or otherwise buffered from each other. Where a proposed development is located adjacent to a potentially incompatible land use, an assessment of the compatibility of the proposal may be required.

4.9 The Neighbourhoods of Rolling Meadows Secondary Plan (2007)

Section B2.6 speaks to aggregate extraction area policies. With respect to land use compatibility, Policy B2.6.3.2 states that mineral aggregate operations shall be protected from development that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for an Official Plan Amendment, Zoning By-law Amendment, or Development Permit under the Planning Act. Where Planning Act approvals are required for development within 300 metres of a mineral aggregate operation, the City shall require a Mineral Aggregate Resource Study to demonstrate land use compatibility, including appropriate setbacks and buffer distances:

With respect to archaeological resources, Policy D3.3.1 states that Council shall require archeological assessment reports by licensed archaeologists and the conservation or excavation of significant archaeological resources in accordance with Provincial guidelines, requirements and protocols. An archeological assessment has been completed by Archaeological Services Inc., dated November 29, 2022, and is discussed in Section 5.0 of this report.

For the reasons set out in Section 5.0 of this report, it is our opinion that the Proposal conforms with the City of Thorold Official Plan.

The Neighbourhoods of Rolling Meadows Secondary Plan ("the Secondary Plan") was originally approved in 2000 and amended in 2007 to ensure conformity with the Provincial Growth Plan in place at that time. The Secondary Plan was integrated into the 2016 Official Plan with no changes to the land uses or development policies. Part B1.8 of the City of Thorold Official Plan provides the policies of the Neighbourhoods of Rolling Meadows Secondary Plan.

The Secondary Plan seeks to provide a long-term planning program which recognizes the strategic position of the Secondary Plan area as a new community providing the integration of diverse land uses including various housing types, community facilities such as schools and recreational areas, a range of commercial uses, compatible employment lands and open space/natural heritage areas. This Secondary Plan embraces the principles of Smart Growth and provides for compact development resulting in a comprehensively planned complete community.

Policy B1.8.2 provides that the primary goal of the Secondary Plan is to develop a Mixed-Use Community. The Secondary Plan shall be guided by the following objectives:

- a. Provide an integrated mixture of housing types, tenure and densities;
- b. Integrate commercial and other employment opportunities throughout the Community;
- c. Provide affordable housing;
- d. Provide a land use distribution that achieves a compatible and aesthetically pleasing development pattern;
- e. Enhance the attractiveness of the planning community and its surroundings by protecting natural features and the provision of linear parks and pedestrian pathways, including hydro corridors;
- f. Coordinate the provision of recreation and education facilities with the growth of population in the Community;
- g. Establish a desirable and safe traffic pattern which will minimize impacts on existing roads and development, and which will provide the necessary connections to the external transportation network;
- h. Ensure the location of services including sanitary sewers water distribution system and stormwater management facilities is appropriate; and,

- i. Encourage a high standard of site and building design, landscape and streetscape through urban design guidelines.

Policy B1.8.4 lists the following principles of the Secondary Plan, among others:

- a. The lands are to be developed with a compact urban form at an appropriate scale that is pedestrian-oriented and fosters interaction throughout the neighbourhoods;
- b. A sense of identity throughout each neighbourhood is to be created through good quality urban design;
- c. A wide range of dwelling units differing in form, density, size, tenure and price are to be provided within each neighbourhood;
- d. The protection and enhancement of important natural heritage features is to be achieved; and
- e. A land use pattern and transportation system that supports pedestrian and vehicular traffic are to be developed.

As identified on Schedule A-3, Land Use Plan (see **Figure 9**), the majority of the subject site is designated *RM – Residential*. The southern portion of the subject site, abutting Lundy's Lane, is designated *RM – Highway Commercial* and the lands on the north side of the Hydro Corridor are designated *RM – Employment – Prestige Industrial*. The entirety of the subject site has a *Greenfield Overlay* and approximately half of the subject site is within the *Aggregate Impact Area* overlay.

The Hydro Corridor, which traverses the subject site is designated *RM – Open Space & Parks*, and is identified as having off-road multi-use trail. Lands to the immediate south, west and northwest of the subject site are designated *RM – Highway Commercial* along Lundy's Lane, *RM – Residential*, and *RM – Institutional*. Lands to the immediate north are designated *RM – Employment – Prestige Industrial*. On-road cycling trail is identified along Thorold Townline Road, and a Local Road, travelling in an east to west direction, is also identified in the middle portion of the subject site.

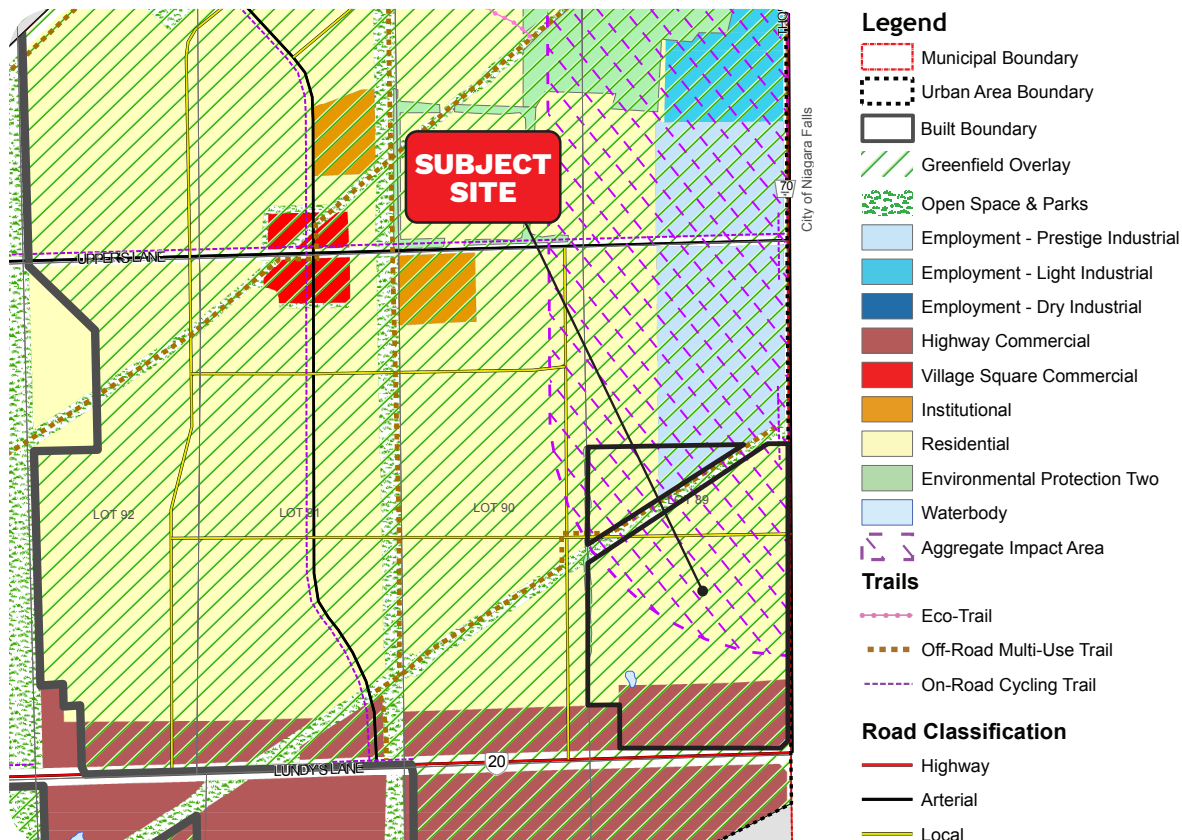


Figure 9 - Schedule 'A-3' The Neighbourhoods of Rolling Meadows Secondary Plan Land Use

Policy B1.8.3 states that boundaries of land uses as shown on Schedule 'A-3' are intended to be general and approximate. Adjustments to the approximate location of land use boundaries, streets and trails as well as implementing zoning by-law boundaries provided the general intent of the Official Plan and this Secondary Plan are maintained.

Section B1.8.6 of the Secondary Plan provides residential policies. Policy B1.8.6.1 states that the predominant use of lands designated as *RM – Residential* shall be for residential dwellings. Policy B1.8.6.1 includes permitted secondary uses, such as nursery schools and daycare centres, neighbourhood parks and interconnected trails, churches and places of worship, stormwater management facilities, among others.

With respect to housing density, the Secondary Plan provides that no areas have been designated on Schedule 'A-3' – Land Use Plan for the various densities and housing types as in order to achieve a compact built form. Specifically, Policy B1.8.6.2 states that in order to achieve a compact built form within the Secondary Plan, a minimum residential density of 19 units per hectare ("uph") per draft plan of subdivision is required. Policy B1.8.6.2 provides the residential mix to be achieved within the Rolling Meadows area; however variations to these housing targets and residential densities may be permitted when the minimum overall density target of 19 uph is achieved. The residential mix includes:

- a. RM Low Density – 60% single detached and semi-detached for a minimum of 12 uph net units
- b. RM Medium Density – 30% multiple attached for a minimum of 24 uph net units
- c. RM High Density – 10% multiple attached and apartments for a minimum of 48 uph net units³

Policy B1.8.6.3 provides the City's housing affordability policies. Policy B1.8.6.3 states that the The City of Thorold will have regard to the housing policies in the Provincial Policy Statement and the housing policies in the Regional Official Plan with particular emphasis on the affordability guidelines set by the Province and Region when reviewing residential development and mixed-use proposals. Policy B1.8.6.3 further states that in order to provide a range of affordable housing, a mix of dwelling unit types and lot sizes will be provided within the Neighbourhoods of Rolling Meadows Secondary Plan area. This mix of type and range of lot size will provide the opportunity for a range of affordable residential accommodation.

Policy B1.8.6.4 states that prior to the approval of any application for plan of subdivision and/or Zoning By-law Amendment the proponent shall effectively demonstrate how the proposed development achieves the housing mix and density targets of this Plan and provide a housing mix and density plan that geographically distributes house forms/types, lot sizes and densities based on the objectives and policies of this Plan. Policy B1.8.6.4 further states that a gradation of building heights and densities will be encouraged together with sufficient horizontal separation distances between taller buildings and low-rise dwellings in order to ensure a complementary arrangement of residential uses. Developments incorporating a harmonious mix of single and multiple accommodation will be provided in all of the neighbourhoods so that at any one time a variety of housing types will be available suitable for different age groups, household sizes and incomes. Further, Policy B1.8.6.4 provides that the building height of high-density development should range in height from eight (8) storeys to ten (10) storeys.

Policy B1.8.6.5 speaks to the RM Medium Density Residential development. Policy B1.8.6.5 states that the siting of RM Medium Density development throughout the Neighbourhoods of Rolling Meadows shall be guided by the following locational criteria, but not limited to:

- The relationship of the building to the established streetscape pattern in the area, particularly building spacing and setback;
- Proximity to natural amenities such as open space areas, parks and natural heritage features;
- Proximity to commercial areas, including the Village Square; and
- Proximity to collector and neighbourhood collector roads so as to provide controlled access to such roads and minimize traffic infiltration of low density housing areas.

Policy B1.8.6.5 further states that RM Low Density and RM Medium Density development will not be designed to have reverse frontages on arterial roads.

³ Net density is defined by the OP as: the total number of dwelling units divided by the net area of the lot or site. The net area excludes streets, alleys, public open spaces, utility rights-of-way, easements, and other public facilities or utility facilities.

With respect to RM High Density Residential development, Policy B1.8.6.6 provides that where RM High Density Housing abuts lower density residential housing, site design consideration will be undertaken to ensure that the amenity of the lower density area is maintained. Site design considerations may include, increased setbacks, sensitive building siting, provision of landscaped buffers, among others.

Section B1.8.7 of the Secondary Plan provides the Commercial Policies. The preamble of this section notes that the *RM Highway Commercial* designation is to recognize the historic commercial corridor along Highway 20.

Policy B1.8.7.1 states that recognizing that the form and function of land uses to the north of Highway 20 has changed and is principally of a residential nature, the following policies, in addition to those of Section B1.4 of this Plan, apply. The development and redevelopment of the *RM Highway Commercial* areas shall capitalize upon the sites strategic location to the travelling public, major tourism destinations, urban centres, existing industrial areas, and the developing residential community. Policy B1.8.7.2 provides design guidelines in the Highway Commercial designation.

RM Mixed Use policies are provided in Policy B1.8.7.3 of the Secondary Plan. Policy B1.8.7.3 states that it may be appropriate at preferred locations, such as street intersections or on large lots to consider, by Zoning By-law Amendment, mixed-use developments, churches or places of worship or nursing homes. Proposals to amend the Zoning By-law shall be evaluated based upon the following criteria, but not limited to, the type of development proposed for the site; the nature and extent of existing land uses within the general area of the site; and the adequacy of available municipal services.

Section B1.8.7.4 provides the *RM Village Square Commercial* designation policies. Policy B1.8.7.4.1 states that the purpose of the *RM Village Square Commercial* Centre is to establish a local convenience centre that services the day-to-day needs of nearby residents. The Village Square should be designed as a community focal point. Policy B1.8.7.4.2 states the development policies of the *RM Village Square Commercial*, which include:

a. A clearly defined "Main Street" concept shall be created. One with a strong urban image and a highly developed streetscape appearance at a human scale incorporating a 0 metre setback for development and with the commercial uses being designed to provide a continuous retail face along the street edge;

- b. Residential uses will be permitted in this commercial area to promote life and movement beyond the workday hours. The residential uses will locate above commercial uses. Freestanding residential uses will not be permitted in the RM Village Square Commercial area;
- c. It is intended that the Village Square, as a mixed-use node for the larger community, will achieve residential densities of 39 units per hectare;
- d. The design of the Village Square will provide residents with ample private open space in the form of terraces and patios. Such accommodation will provide privacy and separation from commercial activity. Stepping back building facades or terracing above the ground level commercial as a method of achieving privacy will be encouraged;
- e. e) Direct automobile access from collector roads will not be allowed. Access shall generally be via back lanes. Treatment of access to the street from individual lots shall be given careful design consideration in order to maintain pedestrian amenability;
- f. The Village Square shall be designed and developed in a manner that minimizes the negative impact on adjacent residential areas and encourages pedestrian activity;
- g. Adequate parking shall be provided for all permitted uses, and access points to such parking shall be limited in number and designed in a manner that will minimize the danger to both vehicular and pedestrian traffic;
- h. Where a rear or exterior lot line or building facade abuts a public road, public open space, and/ or a residential lot, special landscaping/building treatments shall be required to ensure that the rear and/or side building facades are attractive and/or appropriately screened from view;
- i. All parking, storage and loading areas shall be appropriately screened, landscaped and buffered from all adjacent land uses and road rights-of-way;
- j. All storage and display areas for retail sales shall be carried out entirely within wholly enclosed buildings; and
- k. The total gross leasable floor area per individual use shall not exceed 300 square metres.

The RM Industrial Policies are provided in Section B1.8.8 of the Secondary Plan. The preamble of this section notes that the Neighbourhoods of Rolling Meadows Secondary Plan, consistent with the principle of developing a mixed-use community and the need to provide employment uses in such a manner to achieve the Provincial target of 50 residents and jobs combined per hectare, has established, in addition to the commercial areas, the following three industrial designations are *RM Employment - Dry Industrial* designation, *RM Employment - Prestige Industrial* designation, and *RM Employment - Light Industrial* designation.

Policy B1.8.8.2.1 states the permitted uses in the *RM Employment - Prestige Industrial* designation shall include, among others enclosed warehousing, offices, limited product distribution services, product showroom and display centres, research and development facilities, and business and government services. Policy B1.8.8.2.1 states that uses that are incidental or ancillary to the industrial operation such as a retail and wholesale division that is operated as a subsidiary function of any industry may also be permitted in the Industrial areas providing the floor area devoted to such use does not exceed 20% of the total floor space of the industry. Policy B1.8.8.2.2 provides design guidelines in the *RM Employment - Prestige Industrial* designation.

With respect to open space and recreation policies, section B1.8.11 of the Secondary Plan speaks to the parks and open space area policies in the Rolling Meadows area. Policy B1.8.11.2 provides that the locations for the neighbourhood parks have not been illustrated on Schedule 'A-3'. Furthermore, it is intended that the location, size and type of neighbourhood park will be determined through the plan of subdivision approval process and shall be based upon the following criteria:

- a. A range of neighbourhood parks and parkettes shall be provided throughout the community in order to contribute to the structure and identity of the various neighbourhoods;
- b. Neighbourhood parks and parkettes shall range in size from 0.3 hectares to 0.8 hectares and be centrally located to the neighbourhood within safe and convenient walking distance of the majority of neighbourhood residents;
- c. Neighbourhood parks and parkettes should have extensive street frontage for visibility and safety;
- d. Neighbourhood parks and parkettes should have a range of passive and active recreational elements based upon park size and setting; and
- e. Neighbourhood parks and parkettes should be integrated with school sites, open space areas and recreational trails whenever possible.

Policy B1.8.11.3 of the Secondary Plan speaks to trails and bikeways, which encourages the development of the Neighbourhood of Rolling Meadows to provide opportunities to ensure that strategic linkages and interconnections are created from neighbourhood to neighbourhood and to the Regional Bikeway System. Further, Policy B1.8.11.3 states that bicycle pathways and walkway systems in the form of side trail loops shall be integrated into the development and provide bicycle and pedestrian access throughout the neighbourhoods. It will include sidewalks and bicycle pathways integrated with the road system as well as a separate system forming part of the open space system and pedestrian corridor system.

Land use compatibility policies are provided in Section B1.8.12 of the Secondary Plan. The preamble of this section states that it is a requirement of this Plan that appropriate measures be undertaken to attenuate the effects of noise, visual intrusion or other undesirable impacts of residential development adjacent to Highways 58 and 20, Thorold Townline Road and other environmentally incompatible land uses.

Policy B1.8.12.1 provides that where residential development is proposed to be located adjacent to Highway 58 and 20 three alternative design considerations can be utilized to achieve environmental compatibility:

- a. Acoustical barriers such as berms or walls; or
- b. Minimum building setbacks of 65 metres from Highway 20 and 85 metres from Highway 58; or
- c. Single loaded window streets with the dwelling units facing the highway.

Policy B1.8.12.1 further states that for residential development within 250 metres of Highway 58 and 20 and 100 metres of Thorold Townline Road the developer shall be required to prepare a detailed noise study.

Policy B1.8.12.3 of the Secondary Plan relates to the identified aggregate resource area. As noted above, Schedule 'A-3' identifies the east portion of the subject site as within the Aggregate Impact Area overlay.

Policy B1.8.12.3 states that the Ministry of Natural Resources and Forestry has identified the lands east of Thorold Townline Road, north of the Hydro One corridor, as a potential bedrock resource area. Development applications within 500 metres of this potential bedrock resource area shall be reviewed to demonstrate land use compatibility. Mitigation measures which shall be determined through appropriate studies prepared by the developer may be necessary and include but shall not be limited to the following: building orientation; the utilization of window streets and dwelling units having flanking yards; sound proofing and construction techniques; increasing building setbacks or possibly the need for additional spatial separation; and landscape treatments.

Additionally, Policy B1.8.12.3 further identifies that if a development application proceeds before a quarry application located on the east side of Thorold Townline Road, the following studies will be required to be prepared:

- a. Operational noise;
- b. Blasting;
- c. Traffic; and,
- d. Any other technical report considered appropriate by Council.

Furthermore, this policy states that once the proponent has prepared the appropriate studies and the necessary mitigation is incorporated into the proposed development, if necessary, the utilization of such mitigation measures does not relieve the new mineral aggregate operation from providing appropriate setbacks and mitigation measures in order to achieve land use compatibility.

Policy B1.8.12.4 provides that when residential development is proposed to be located adjacent to the Townline Road and the easterly located agricultural lands in the City of Niagara Falls consideration shall be given to utilizing design elements of dwelling orientation, window streets, increased building setbacks, and landscape treatments to achieve land use compatibility.

Section B1.8.13 of the Secondary Plan speaks to servicing and transportation policies. Policy B1.8.13.1 requires that all development in the Neighbourhoods of the Rolling Meadows is to be developed with full municipal services, and that the orderly development of land will be required to ensure proper co-ordination of services.

With respect to infrastructure improvements, Policy B1.8.13.2 states in order to accommodate development within the Neighbourhoods of Rolling Meadows, off-site upgrading or expansion of infrastructure will include:

- a. The extension of the Allanburg Road trunk sanitary sewer easterly to the Neighbourhoods of Rolling Meadows;
- b. The construction of a trunk sanitary sewer on Thorold Townline Road;
- c. The extension of the Allanburg Road trunk watermain easterly to the Neighbourhoods of Rolling Meadows;
- d. Signalization of, and upgrading of, collector road intersections with Highway 58 and 20; and
- e. Upgrading of the Thorold Townline Road/Highway 20 intersection.

The preferred stormwater management strategy for the development is based upon the "Neighbourhoods of Rolling Meadows Subwatershed Study" and involves a number of stormwater management systems, with discharge into local watercourses (Policy B1.8.13.5).

Policy B1.8.14.1 provides the general stormwater policies, including, among others:

- Development shall utilize modern stormwater management techniques to control the quantity and quality of run-off and control erosion and sedimentation during and after construction, in order to minimize adverse effects on water resources; and
- The stormwater management facilities are proposed to be an integral component of site design and development. As a result, the facilities are to function as part of the open space system.

With regard to the road network, Policy B1.8.14.2 provides that the local road system is intended to be flexible in terms of specific locations, and that the alignment of the road network may be modified to a reasonable degree, in the interest of achieving desirable and appropriate urban design and subdivision patterns. The Secondary Plan further includes, generally, to guide in the preparation of plans of subdivision, the following policies relevant to the proposed development include:

- a. Local neighbourhood roads should have a right-of-width of 18 metres and a pavement width of 8.5 metres;
- b. Neighbourhood collector roads should have a right-of-way width of 20 metres, contain a bike lane and a pavement width of 9.0 metres; and
- c. Collector roads should have a right-of-way width of 22 metres, contain a bike lane on either side of the travelled portion of the roadway and a pavement width of 11.0 metres.

As previously noted, there are number of Hydro One distribution corridors through the Rolling Meadows Secondary Plan. Policy B1.8.14.5 states that existing utility corridors are permitted uses and adjacent development will be required to recognize the constraints associated with the utilities. Subject to approval from the appropriate authority, the utility corridor will also be used for open space purposes and as part of the pedestrian and bicycle trail system.

Policy B1.8.15.2 speaks to the phasing of development in the Rolling Meadows Secondary Plan area. Development shall be phased to provide for the continuous, orderly extension of the community and to ensure the most efficient and economical use of existing and proposed infrastructure (B1.8.15.2). Policy B1.8.15.2 further provides the following phasing criteria shall be considered in the review of all development applications:

- a. The development contributes to, or can be appropriately integrated within the logical sequence of construction of all required sewer, water, stormwater and transportation facilities; and
- b. The development satisfies all requirements regarding the provision of parkland and other facilities.

Policy B1.8.15.4 relates to the implementation of Zoning By-laws in the Rolling Meadows Secondary Plan. The policy states the City may designate a Holding zone and specify the future uses of lands that are considered premature and inappropriate for development for several reasons, including but not limited to services and facilities such as sanitary sewers, stormwater management, water supply are insufficient to serve the proposed development.

Policy B1.8.15.5 speaks to plans of subdivision. The policy states that the Secondary Plan area is subject to subdivision control and part lot control and that only those plans of subdivision shall be recommended for approval which:

- a. Conform with the policies and designations of this Plan;
- b. Can be provided with adequate services and facilities as required by this Plan; and,
- c. Are not premature and are in the best interests of the City.

For the reasons set out in Section 5.0 of this report, it is our opinion that, subject to the proposed Official Plan amendment, the Proposal meets the intent of the Rolling Meadows Secondary Plan policies and specifically the policies that: support a range of uses which contribute to a complete community, including a mix and range of housing types and commercial uses; intensification in an area designated for future growth; and the policies pertaining to the continuation of a parks and open system within the community.

4.10 Rolling Meadows Urban Design Guidelines

The Neighbourhood of the Rolling Meadows Secondary Plan area is subject to urban design guidelines provided in Appendix B of the Official Plan, which are intended to function as an implementation tool for successive development and approval processes, particularly plans of subdivision (Policy B1.8.5).

The preface section of the Rolling Meadows Urban Design Guidelines details the purpose of the Guidelines is to provide general guidance for the harmonization of community and neighbourhood public realm with those of the private realm to achieve objectives of creating an enjoyable, livable, walkable, community environment.

The Guidelines illustrate four generalized neighbourhoods, centered by a village square planned at the intersection of Uppers Lane and Barker Parkway in the Rolling Meadows Secondary Plan area. The Guidelines provide for more detailed lotting and locations of neighbourhood and community gateways; however, the subject site is not included in this illustration.

The Guidelines discuss features of the open space network, which are comprised of a collection of utility corridors and natural feature areas. The guidelines encourage open spaces to predominately remain in their natural state, and where possible, views onto natural feature areas should be promoted while access is to remain tightly controlled.

With respect to the neighbourhood private realm, the Guidelines address aspects of ground based residential units such as building siting and privacy fencing, as well as architectural aspects such as elevations for single detached and townhouse units, exterior materials and colours, garages and driveway treatments. Among others, the Guidelines encourage development to contain a variety of dwelling elevations and prohibit the placement of houses with the same elevations and colour treatment next to each other. Additionally, there are siting and architectural guidelines provided for single-storey residential units, including discouraging placement of single storey units on corner lots and encouraging one- and one-half storey design features on single storey units.

The applicable local and regional urban design guidelines will be further discussed in Section 5.0 of this report.

4.11 Niagara Model Urban Design Guidelines (2005)

The Niagara Region Model Urban Design Guidelines ("Model Guidelines") was adopted as part of the Region's Smart Growth initiative to implement ten Smart Growth principles for development and redevelopment in the Region. The intent of the Model Guidelines is to facilitate development and redevelopment in the Region that progressively results in the broad implementation of ten Smart Growth Principles.

The Model Guidelines provide design principles and specific guidelines for a range of development types and conditions relevant to the Niagara region and emphasizes the distinction between the public realm and private realm as a key element in the document. The Model Guidelines is comprised of six sections, including a background and context section, a public realm section, a private realm section, an environmental sustainability section, a critical success factors section, and test site analysis section.

The Region is currently undertaking an update to the Model Guidelines, to ensure they adequately address current provincial planning policies and urban design practices, particularly with respect to complete communities, resiliency and sustainability.

4.12 City of Thorold Zoning By-law No. 60 (2019)

The City of Thorold Zoning By-law 60 (2019) applies to all lands within the City of Thorold, except for residential zones and associated residential parking requirements, as the entirety of the Residential Zones section of Zoning By-law No. 60 (2019) is subject to an ongoing appeal. Applications for properties zoned residential will be reviewed by the in-force Zoning By-law No. 2140 (97).

The in-effect City of Thorold Zoning By-law No. 60 (2019), as amended, zones the majority of the subject site as Future Development (FD) Zone and the portion of the subject site abutting Lundy's Lane as Highway Commercial (C5) (see **Figure 10**).

The FD zone permits a limited range of legally existing uses, building and structures. This includes agricultural use, including existing buildings and structures, existing single detached dwelling, existing use, and home occupation.

The C5 zone permits a variety of commercial uses, including convenience store, farmer's market, garden centre, motor vehicle service station, restaurant, warehouse, among others. Residential and mixed uses are not permitted in the C5 zone. Table 7.3b of the zoning by-law provides lot, building and structure requirements for the Highway Commercial zone.

Regulation 3.5 of the zoning by-law provides regulatory setbacks for the highway corridor. Regulation 3.5 states that notwithstanding any other provision of this by-law, all buildings and structures and the following features shall be setback a minimum of 14.0 metres from the highway corridor: a) any parking space, including a barrier-free parking space, bicycle parking space, or stacking lane required by this by-law; b) any loading space; c) utilities; d) fire routes; and e) stormwater management facility.

The Applications propose to amend Zoning By-law 60 (2019) to permit development of the subject site. It is proposed to rezone the subject site to Single Detached (R1D), Townhouse (R3B), Private Street Development (R3D), Apartment and Long-Term Care Facility B (R4B), Mixed Use Commercial (C6), Open Space – Parks and Recreation (OS1), and Utility (U), subject to site-specific standards.

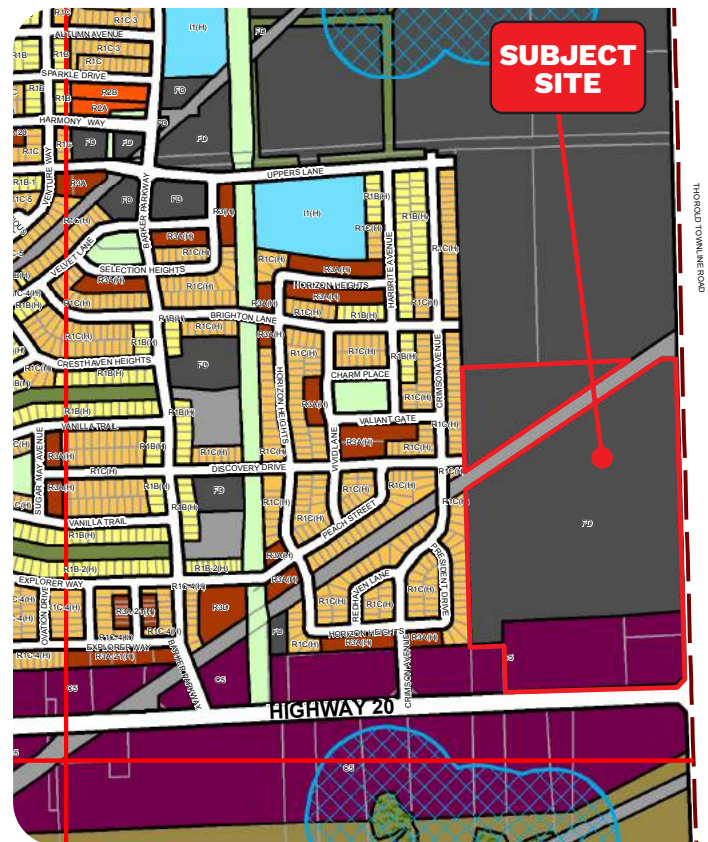


Figure 10 - City of Thorold Zoning By-law No. 60 (2019)

4.13 City of Thorold Zoning By-law No. 2140 (97)

As stated above, the City of Thorold Zoning By-law 60 (2019) does not apply to residential zones and associated parking requirements due to an ongoing appeal. Applications for properties zoned residential will be reviewed by the in-force Zoning By-law No. 2140 (97).

The City of Thorold By-law 2140 (97) zoned the majority of subject site Light Industrial (LI) with a holding symbol (H), Light Industrial (LI), and the portion abutting Lundy's Lane as Highway Commercial (HC) with a special provision (HC-4) (**Figure 11**). These zones are no longer in effect, given that the comparable zones in By-law 60 (2019) are in full force.

The Applications propose to amend Zoning By-law 2140 (97), as it relates to the proposed residential land uses given that the applicable sections in Zoning By-law 60 (2019) remain under appeal. It is proposed to rezone the subject site to Rolling Meadows Residential Second Density Zone (RM-R2) and Rolling Meadows Third Density Zone (RM-R3), subject to site specific standards.

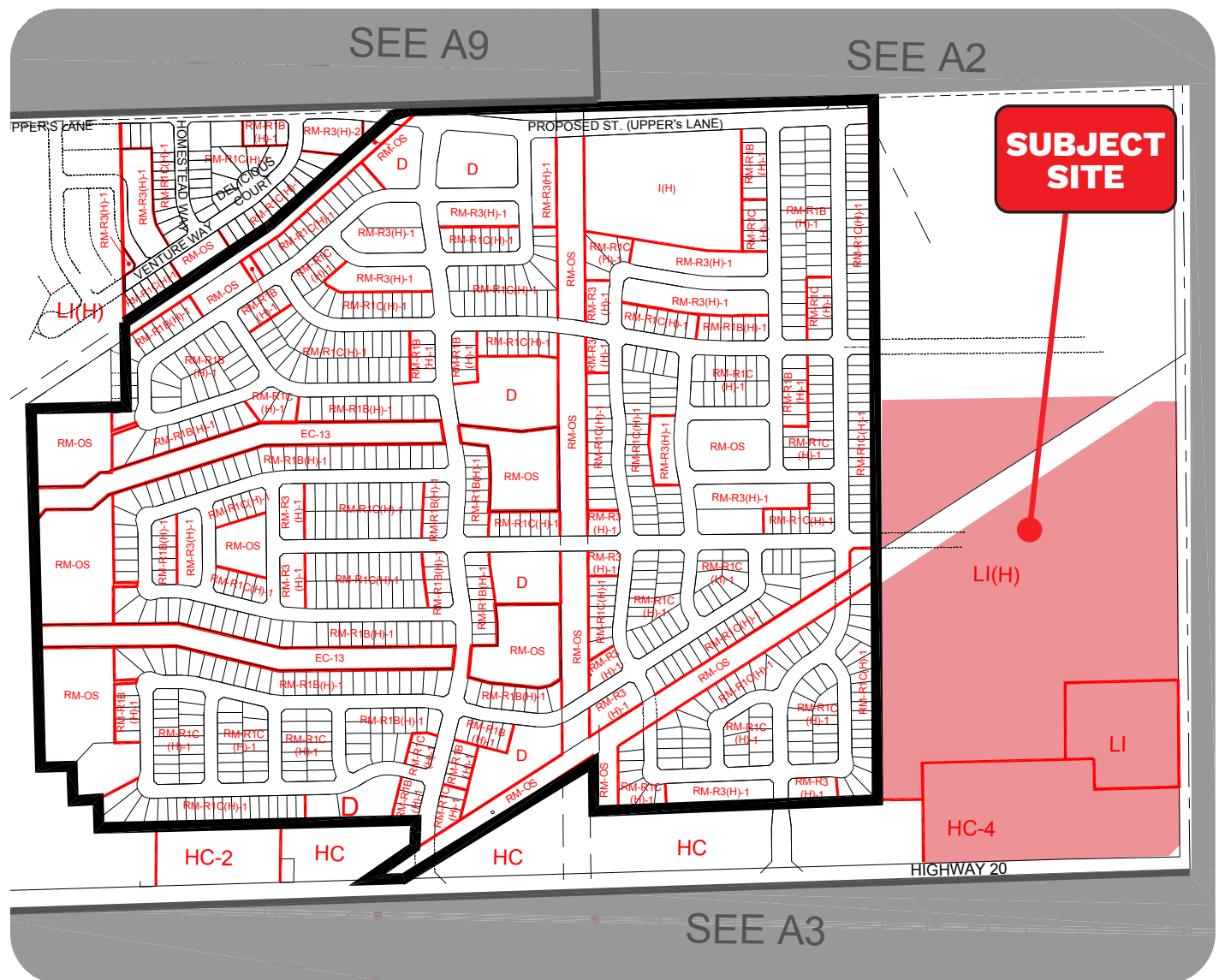


Figure 11 - City of Thorold Zoning By-law No. 2140 (97)

A photograph of two women in a professional setting, likely an office or design studio. They are looking down at a large-scale architectural model of a city, which is composed of numerous white rectangular blocks of varying heights. The woman on the left is wearing a black and white striped shirt, and the woman on the right is wearing a light blue button-down shirt. The background is slightly blurred, showing office shelves and a blue wall. A semi-transparent dark blue overlay covers the entire image, and a white circle with the number '5' is positioned on the left side.

5

Planning & Urban Design Analysis

5.1 Intensification

The Proposal provides a comprehensively planned mixed-use community that is appropriate and desirable development given the policy direction to densify lands within a designated greenfield area. Development of the subject site will contribute to accommodating the projected Regional growth in an area identified by the Thorold OP to accommodate a significant amount of the City's projected growth. The subject site is located within the Neighbourhoods of Rolling Meadows Secondary Plan, which is identified in the OP as a high priority future development in the City.

Residential intensification on the subject site is consistent with the PPS, and conforms to the Growth Plan, the NROP, and the Thorold OP, all of which support the efficient use of lands within settlement areas, and more specifically within designated greenfield areas. In Ontario, settlement areas are the focus for growth and development, and land use patterns within these areas are based on densities and a mix of uses that, among other matters, achieves efficient and resilient development and land use patterns. The Proposal supports the direction that communities are sustained by the provision of the long-term supply of residential uses in an efficient and cost-effective pattern of development that will minimize servicing costs and to avoid areas of environmental concerns.

The integration of land use planning, growth management, and intensification is, in part, one strategy used to sustain healthy, livable, and safe communities. As a result, intensification also helps promote the achievement of cost-effective development patterns and minimizes land consumption and servicing costs. Furthermore, accommodating a mix of residential and non-residential uses, complete with public parkland supports the achievement of efficient and resilient development and land use patterns. In this regard, the Proposal has been designed to accommodate a compact form that makes efficient and cost-effective use of existing and planned services and infrastructure, as well as creates walkable opportunities and encourages transit-supportive densities.

In keeping with the Growth Plan direction for designated greenfield areas, the Proposal seeks to develop the subject site in a manner that supports the achievement of complete communities, supports active transportation, and encourages the integration and sustained viability of transit services. From a density perspective, the Proposal is expected to generate a density of approximately 126 people⁴ and jobs⁵ combined per hectare, therefore meeting and exceeding the overall minimum density target of 50 people and jobs for designated greenfield areas established in the Growth Plan, NROP and Thorold OP. In addition, work-from-home positions anticipated within the residential dwellings units could add up to 123 more jobs⁶, or an additional 5 jobs per hectare.

⁴ Population calculation derived from Persons Per Unit (PPU) provided in the City of Thorold Development Charges Background Study (March 21, 2019) prepared by Watson & Associates. PPU for single detached dwellings of 3.077 (46 units*3.077 = 141.54 people), PPUs of 2.035 for townhouses were utilized (263 units*2.035 = 535.21 people), and PPUs for apartments of 1.215 (1753 units*1.215 = 2129.9 people). 141.54 people + 535.21 people + 2129.9 people = 2,806.64 people/22.968 ha = **122.2 people per hectare**. A gross site area of 22.968 ha was used as there are no natural heritage features on the subject site.

⁵ Job calculation derived from 500 ft² per employee for commercial/population-related jobs provided in the City of Thorold Development Charges Background Study (March 21, 2019) prepared by Watson & Associates. 49,037ft² of proposed commercial GFA/500ft² = 98.07 jobs / 22.968 ha = **4.3 jobs per hectare**. A gross site area of 22.968 ha was used as there are no natural heritage features on the subject site.

⁶ Calculation derived from a total of 2,062 total dwelling units by the work from home rate of 6% specified in the DC Background Study (2,062*0.06 = 123.72 jobs). 123.72 jobs / 22.968 ha = **5.4 jobs per hectare**. A gross site area of 22.968 ha was used as there are no natural heritage features on the subject site.

OP Secondary Plan Policy B.1.8.6.2 requires a minimum residential density of 19 unit per hectare ("uph") per draft plan of subdivision and permits variations to housing targets and residential densities when the minimum overall density target of 19 uph is achieved.

Table 3 summarizes the densities allocated in the proposed draft plan of subdivision. As demonstrated in the table, the minimum density requirements set out in the Secondary Plan have been met and exceeded by the unit counts anticipated by the Concept Plan.

Optimizing the use of land and infrastructure on the subject site would be consistent with both good planning practice and overarching Provincial, Regional and City policy direction, subject to achieving appropriate built form relationships. Further, the density generated from the Proposal can be deployed across the subject site in a manner that does not result in unacceptable built form impacts.

Table 3 - Draft Plan of Subdivision Residential Density

Use Type	# of Units	Block Area	Net Density
Single-Detached Dwellings	46	1.742	26 uph
On-Street Townhouses	121	3.131	39 uph
Rear Lane Townhouse	24	0.496	48 uph
Condominium Townhouses	119	3.54	34 uph
Residential Apartment Units	1,753	7.299	240 uph

5.2 Land Use

In accordance with Provincial, Regional and Municipal direction, the Proposal accommodates a range of uses which contribute to a complete community, including a mix and range of new housing opportunities and commercial uses, enhanced parks and open spaces system connections to the broader Rolling Meadows neighbourhood, and the extension of planned infrastructure. Through the introduction of these uses, the Proposal contributes to the opportunity to both live and work within the Rolling Meadows neighbourhoods. These uses are generally compatible with the existing and planned uses on the surrounding lands, including the planned and existing urban residential uses to the west and northwest, surrounding open green space landscapes, and community uses.

It is noted that additional coordination is required with the owners of the proposed Upper's Quarry lands to the northeast to secure land use compatibility through mitigation strategies, in accordance with OP policy (see Section 5.9 of this report). In accordance with Policy B1.8.12.3 of the Secondary Plan, considerations with respect to operational noise, blasting and traffic are included with technical reports submitted for the subject Applications being filed in support of the Proposal, with reliance on the material already filed by the quarry land applicant.

Dwelling units are permitted uses within the *RM – Residential* land use designation, which is proposed for the majority of the blocks. Dwelling units are also permitted in the *RM – Village Square* designation, provided that they are above commercial uses. The *RM – Village Square Commercial* designation is proposed for Blocks 75 and 76, which contemplates mixed-use or standalone commercial buildings (no standalone residential is proposed). The unit counts set out in the Concept Plan result in a residential density of 205 uph for Block 75 and 91 uph for Block 76, meeting the minimum residential density of 39 uph set out in Policy B1.8.7.4.2 the OP.

In terms of the housing mix, the development of single-detached units, townhouse dwellings and apartment units on the subject site will expand the housing options in the Rolling Meadows neighbourhood. The Proposal contemplates 85% apartment units, 13% multiple attached units and 2% single detached units. A range and mix of bedroom counts are anticipated for the various typologies. In accordance with Policy B1.8.6.3, this mix of type and range will provide opportunity for a range of affordable and attainable residential accommodation.

The Proposal includes approximately 4,500 square metres of commercial GFA in mixed-use and standalone buildings, within Blocks 75 and 76 which are planned to be redesignated to the *RM – Village Square Commercial* designation. The clustering of the commercial uses will help establish a local convenience centre that provides services to support the day-to-day needs of nearby residents and create a community focal point. The integration of job opportunities with residential uses will support the transformation of the subject site as a mixed-use community. The commercial uses are proposed along the two public roads, which will provide ease of access and enhance visibility, and liven the street frontages. The proposed mix of grade-related retail, along with private open spaces, and residential uses above, meets the land use policies for the designation, and will establish a vibrant, mixed-use node to both live and work.

The new public parkland will contribute to open space opportunities for future residents on the subject site and on adjacent properties. The *Open Space and Parks* designation of the OP seeks to ensure that the residents of the City have access to a well-planned and accessible parkland system and allows hydro corridors to accommodate secondary open-space-types uses. The proposed three park blocks, adjacent to the hydro corridor, provide for a connected, well-planned and accessible parkland system for the Rolling Meadows Neighbourhood. The public parkland makes effective use of irregularly shaped parcels resulting from the alignment of the hydro corridor. The public parkland is also in proximity to the stormwater management pond and pumping station, which will form part of a secondary open space network.

To secure the parkland location, it is proposed to redesignate both Block 79 and 80 to *Open Space and Parks*. Accordingly, Block 79 would be redesignated from *RM – Prestige Employment*. In our opinion, this change in designation is appropriate, particularly given that this parcel of land would otherwise not be feasible for an employment building as it is irregularly shaped and does not have public road access. The new parkland would be well-connected to the existing and anticipated open space network and serve the community, including future users of the employment area to the north.

Per the request of the Region, **Table 4** has been prepared to review the maximum number of jobs that could be achieved within the lands currently designated on the subject site for employment. If the lands designated *RM – Prestige Employment* (i.e. Block 80) were to develop at a maximum of 50% lot coverage, the resulting footprint could theoretically accommodate 41 industrial jobs, 97 commercial jobs or 69 institutional jobs⁷. However, in our opinion, the realization of these jobs is unlikely given the irregularity and location of the parcel (as noted above).

As stated in Section 5.1 above, the commercial component anticipated on Blocks 75 and 76 is anticipated to provide for a total of 98 commercial/ service jobs. In addition, up to 124 work-from-home jobs are anticipated given the number of residential dwelling units proposed. Accordingly, the Proposal would result in a greater number of jobs than what could theoretically be accommodated on Block 80.

Table 4 - Employment Land Redevelopment Calculations

Existing Employment Lands	
Maximum Potential Employment Square Footage: 0.903ha (Prestige Employment Site Area) / 50% (Max. Lot Coverage)	48,599 ft ²
Existing Employee Assumptions ⁸	
Industrial 48,599 ft ² / 1,200 ft ²	41 jobs
Commercial/population-related: 48,599 ft ² / 500 ft ²	97 jobs
Institutional employment: 48,599 ft ² / 700 ft ²	69 jobs

⁷ It is noted that applying more specific zoning by-law standards would not result in a more permissive zoning envelope, given the maximum lot coverage which applies.

⁸ Imperial calculations have been used based on rates provided by the Region.

The proposed public road and laneway network supports pedestrian and vehicular traffic. The proposed street configuration will provide permeability across the subject site and provide connections to the broader neighbourhood area, planning for local road connections which integrate into the municipal and regional network. The proposed right-of-way widths conform to the policies in the Region and City’s Official Plans.

In our opinion, the proposed land uses are appropriate as the Proposal includes a mix and range of housing options, commercial space, new public roads and laneways, and open green space in a compact form and in particular provides for continuation of a residential and mixed-use community within the Rolling Meadows neighbourhood. The proposed land uses are to be secured through a phased development strategy, which will set out a logical sequence of construction of all required sewer, water, stormwater and transportation facilities, and secure appropriate provision of parkland.

5.3 Draft Plan of Subdivision

Section 51(24) of the *Planning Act* R.S.O. 1990, specifies that, in considering draft plans of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare to the present and future inhabitants of the municipality. The proposed draft plan of subdivision meets the criteria set out in Section 51(24) of the *Planning Act*, as discussed in **Table 5**.

Table 5 - Criteria for Considering Draft Plans of Subdivision

Section 51(24) Criteria	Response
(a) <i>the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;</i>	The Proposal addresses matters of provincial interest, in accordance with Section 2 of the <i>Planning Act</i>. Considerations addressed include: • the efficient use of planned infrastructure; • the planning of a new community through a phased approach; • the provision of a range of new housing options; • the provision of new employment opportunities; • growth and development in an appropriate location; • pedestrian-oriented development that is supportive of future transit options; • the promotion of high-quality built form; and • the mitigation of greenhouse gas emissions through the reduced reliance on private automobiles.
(b) <i>whether the proposed subdivision is premature or in the public interest;</i>	The proposed Draft Plan of Subdivision is not pre-mature. The lands are part of a designated greenfield area planned for growth by the municipality. The subdivision of land facilitates a logical and continuous extension of development from the east. The Proposal is in the public interest and creates options of housing, employment and recreation opportunities.
(c) <i>whether the plan conforms to the official plan and adjacent plans of subdivision, if any;</i>	The Proposal conforms with the ROP and the intent of the policies of the Thorold OP. An amendment to the OP will permit a layout of land uses which optimizes the use of the subject site. The Proposal is compatible with the adjacent approved plan of subdivision (the Rolling Meadows Subdivision to the west). The development of open spaces and public and private roads are coordinated with the approved plans of subdivision. The road pattern aligns with the original draft approval, and it is our recommendation that the modified draft approval (which cuts off the opportunity to connect to Discovery Drive) be revised through the appeal process.
(d) <i>the suitability of the land for the purposes for which it is to be subdivided;</i>	The Proposal implements the land use vision set out in the Secondary Plan, through the introduction of residential, commercial, and public open spaces. The supporting studies included with the application demonstrate that the proposed subdivision facilitates a suitable use of the land. In particular, the studies demonstrate that the proposed uses can be developed within the aggregate resource area

Section 51(24) Criteria

Response

- | | |
|--|---|
| (e) <i>the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;</i> | The Draft Plan of Subdivision includes the number, width, location and proposed grades and elevations of the proposed public roads, including connections to the adjacent existing road network. The supporting transportation study and functional servicing report includes analysis regarding the adequacy of this road network. It is noted that the alignment of Street A continues to assume a connection to Discovery Drive, in accordance with the approved draft plan for the Rolling Meadows Subdivision lands. |
| (f) <i>the dimensions and shapes of the proposed lots;</i> | The dimensions and shapes of the proposed blocks are provided on the plan at an appropriate scale and with good proportion. The residential and mixed-use blocks will be subject to future site plan applications prior to their development. |
| (g) <i>the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;</i> | There are no restrictions or proposed restrictions applicable to the developable portion of the subject lands. The subdivision has regard for the existing hydro corridor which traverses the subject site. |
| (h) <i>conservation of natural resources and flood control;</i> | There are no natural heritage constraints on the subject site. |
| (i) <i>the adequacy of utilities and municipal services</i> | The accompanying functional servicing report prepared by MTE Consulting Engineers confirms the adequacy of utilities and municipal services. Based on MTE's findings, the proposed development can be adequately serviced for sanitary and water services, and stormwater can be appropriately managed on site. |
| (j) <i>the adequacy of school sites;</i> | There are no school sites proposed in the plan of subdivision. Two schools are proposed in the plan of subdivision to the immediate west of the subject site. |
| (k) <i>the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;</i> | The plan includes two park blocks that will be conveyed and dedicated for public purposes. |

Section 51(24) Criteria

Response

(l) *the extent to which the plan's design optimizes the available supply, means of supplying, efficient use, and conservation of energy; and*

The intensification of the subject site contributes to an efficient use of land and infrastructure. The proposed plan of subdivision contributes to a complete community, with a compact built form, which will accommodate growth within the urban area boundary and limit the need for further expansion.

(m) *the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act or subsection 114 (2) of the City of Toronto Act, 2006.*

The Concept Plan demonstrates the interrelationship between the proposed plan of subdivision and how each block could be developed. Site plan control matters will be dealt with through future site plan applications for the townhouse and apartment units and, if applicable applications for Draft Plan of Condominiums.

Based on the foregoing, it is our opinion that the Proposal meets the criteria set out in Section 51(24) of the Planning Act.

5.4 Built Form and Urban Design

The Concept Plan has been designed in a manner that conforms with the appropriate built form and urban design policies of the Thorold OP, and has regard for both the Region's Model Urban Design Guidelines and the Rolling Meadows Urban Design Guidelines.

With respect to the overall neighbourhood structure, the Proposal is for a new community layout that is fine-grained and permeable, allowing for pedestrian and vehicular flow between a varied block composition which facilitates a range of densities and uses. The proposed subdivision of land enables a compact urban form at an appropriate scale, as outlined in the Concept Plan.

The proposed building heights are appropriate for the subject site, given: its size and shape; its existing and planned context; and the opportunity to accommodate an increased number of residents and jobs in this area. The lowest scale and form (up to 3 storeys) is established in the centre of the subject site, in alignment with the existing subdivision immediately to the west. Low-rise form at greater densities are anticipated for the northwesterly portion of the subject site, also in alignment with the adjacent subdivision.

As set out in the Concept Plan, heights will transition from this lower scale upwards to greater heights towards Lundy's Lane and Townline Road. In our opinion, this shift to mid-rise and tall building form is appropriate given the relationship of Blocks 74, 75 and 76 with the adjacent rights-of-way. In addition, the concentration of height is appropriate given the relationship of these blocks to the future *Village Square* designation, which is anticipated to be a mixed-use focal point of the new community. This height strategy conforms with OP Policy B1.8.6.4 by providing a gradation of building heights and densities, creating a complementary arrangement uses. In accordance with the OP, the higher density residential uses are located generally adjacent to the arterial road system, and in proximity to the *Village Square*.

An amendment is requested to Policy B1.8.6.4 to permit buildings at heights greater than the specified high-density development range of 8-10 storeys. In our opinion, achieving greater heights is appropriate and reflective of the opportunity to intensify lands within the designated greenfield area in order to accommodate a growing population, without built form impacts. In accordance with OP Policy B1.8.6.5 and B1.8.6.6, regarding medium and high-density development, the heights can be achieved through sensitive building siting and appropriate setbacks. The proposed heights successfully allow for a deployment of density across the subject site and do not result in any unacceptable built form impact, as outlined in greater detail in Section 5.5 below.

The Proposal has regard for the Region's current Model Urban Design Guidelines (the "Region's Guidelines"). At a high-level, the Proposal meets the key structuring elements of the guidelines, driven by the Region's Smart Growth Principles, by: creating a mix of land uses; promoting compact built form; offering a range of housing opportunities; promoting walkability; and creating an attractive community. As an outcome of efficient land use, the Proposal contributes to the preservation of farmland and natural resources, directs development into existing communities and expands longer-term transportation choices.

Section 3a of the Region's Guidelines includes design principles and guidance related to the neighbourhood structure. The Proposal has regard for these guidelines, including that it:

- has an interconnected proposed local street network, with short block lengths;
- is at a scale to enable easy walking, including to parks and recreation areas;
- provides for a variety of block sizes and street widths, which will encourage a mix of housing forms and densities, as well as of commercial and employment uses;
- ensures block lengths generally do not exceed 250 metres, with the exception of Block 74 (which will incorporate a finer-grain structure upon the more detailed design of the block, as demonstrated in the Concept Plan);
- includes lot shapes are simple and rectilinear, and a variety of lot sizes are incorporated to contribute to a range of density and affordability; and
- establishes development at a compact form and density that would be supportive of an increase in public transit ridership.

Section 4a of the Region's Guidelines includes design principles and guidance related to the private realm. The Proposal has regard for these guidelines, including that it:

- includes housing variety, with a range of densities;
- sites the highest densities in an appropriate location, with transition to adjacent areas secured through appropriate setbacks and building forms;
- generally secures for the setback guidelines that apply to single detached and townhouse dwellings included in Guideline 4a.5, with heights in the range set out in Guideline 4a.6;
- incorporates mixed-use, mid-rise buildings (of at least 3 storeys) within the proposed *Village Square* designation;
- concentrates higher-rise buildings near the intersection of the existing major roads, as well as the future mixed-use node;
- incorporates an appropriate tall building design framework, with a base and tower component, which appropriately frames public streets and open spaces; and
- has designed tall buildings to limit potential negative impacts on adjacent properties, as evidenced on the outcomes of the shadow and wind study analyses, as set out in Section 5.5 of this report), and a general fit within a 45-degree angular plane taken from the lands planned for *Residential* designation.

Greater detail on the condominium blocks, and how their development relates to the Region's Guidelines, will be secured for in future site plan applications. The design of the public roads, public parks and stormwater management facilities would be determined by the City, subsequent to the dedication of this land. The current Concept Plan helps demonstrate that these elements could be designed in accordance with the Region's Guidelines related to the public realm.

The Proposal also has regard for the Rolling Meadows Urban Design Guidelines (the "Rolling Meadows Guidelines"). The majority of the subject site is identified by the Rolling Meadows Guidelines as being part of the Generalized Neighbourhoods category, with a Neighbourhood Gateway identified at the south end of the subject site, along Lundy's Lane. The Proposal will facilitate a Neighbourhood Gateway through the introduction of a mix of uses in the southeast quadrant of the subject site. (It is noted that the Neighbourhood Gateway identified by the Rolling Meadows Guidelines anticipates a direct connection to Lundy's Lane, which is not supported by the Region.) The architectural and landscape features anticipated for this Gateway feature will be developed through the site plan application processes.

Through the development process, the new public roads will be designed to City standards to ensure that a strong public realm component can be achieved. The new public park blocks have been located to relate to the planned linear open space network, and to optimize the opportunity to address community park urban design guidelines.

From a private realm perspective, the Rolling Meadows Guidelines only includes direction for low-rise uses. Placeholders for residential apartment and village square uses are included within the document, but without any detail. Accordingly, the Rolling Meadows Guidelines provides limited direction for the Proposal overall. Based on the lots and blocks anticipated for low-rise uses, the Proposal generally will have regard for applicable Rolling Meadows Guidelines. In accordance with these guidelines, the Proposal will site single-detached and townhouse dwellings in a manner that achieves appropriate transition. The Proposal does not contemplate single-storey units on corner lots, and has designed the on-street townhouse blocks to have no more than 8 units in a single row. The architectural details, as well as the garage orientations and driveway treatments, will be reviewed in closer detail at the site plan control stage.

5.5 Built Form Impacts

Light View and Privacy

Light, View and Privacy (LVP) impacts are generally dealt with through a combination of spatial separation, orientation and mitigating measures between buildings.

As a matter of good urban design practice, a minimum distance of 11 metres is generally used as an appropriate separation distance between main windows of mid-rise buildings (or 5.5 metres to side and rear property lines). For tall buildings, a separation distance of 25 metres between tower faces, measured to the external walls of the building (i.e. balconies are permitted within this setback zone) is generally used as an appropriate separation distance. For low-rise buildings, a side yard setback of 1.2 metres where there is a window is typically secured, with further reductions permitted if there are no openings.

The lots and blocks accommodating single detached and townhouse dwelling units are sized to accommodate the side yard setback requirements, and accordingly there are no LVP concerns with respect to these lower-rise residential elements. With respect to the condominium blocks, the Concept Plan generally reflects the above-noted minimum separation distances, demonstrating that the scale of development can be sited in keeping with these built form design principles. Accordingly, given the size and scale of the subject site, the proposed built form can be accommodated without any unacceptable LVP impacts.

The Concept Plan also includes tower forms with maximum floorplates of 750 square metres. LVP impacts will be additionally mitigated through their siting and orientation, and the narrower form will reduce overall built form impact.

Shadow Study

A Sun Shadow Study dated December 14, 2023 (the "Shadow Study") was prepared by Giannone Petricone Associates Inc. Architects (GPAIA) in order to assess the shadow impacts of the built form anticipated through the Concept Plan on the subject site and surrounding properties with a focus on residential uses and open spaces/parks. The Shadow Study has been completed at the equinoxes (March 21st/September 21st) and solstices (June 21st/December 21st) at two-hour intervals between 10 am to 6 pm; however, the winter shadows (December 21st) were only analyzed between 10am to 2 pm.

Generally, built form that is less than 6 storeys in height is not subject to shadow impact analysis. Accordingly, the shadow impact from the lower-rise residential form anticipated for the majority of the block can generally be considered acceptable.

For the taller building elements, given the proposed tower floorplate size, the shadows generally will move quickly across the subject site. At no times will shadow be cast onto the proposed park blocks. The location and orientation of Blocks 74, 75 and 76 support the limiting of shadow impact on the more sensitive low-rise residential uses in the interior of the block. In general, the proposed built form within Blocks 74, 75 and 76 does not result in any shadow impact on the single detached dwellings. Shadow impact resulting from these mid- and high-rise buildings is anticipated at 10am on some of the rear lane townhouse blocks fronting on Street B and the on-street townhouse blocks fronting Street F and Street E. No shadow impact from Blocks 74, 75 or 76 is anticipated on the balance of the on-street townhouse blocks or condominium townhouse blocks. In general, the shadowing of the new public streets is limited, and move throughout the day.

The shadows produced from the Concept Plan do not result in unacceptable impact surrounding properties through the day and the year. From 4:00pm to sundown, there are incremental shadows on Thorold Townline Road and on the vacant parcel of land to the immediate east. In our opinion, these shadows are not of concern as this parcel of land cannot be developed due to the natural heritage constraints.

Wind Study

A Pedestrian Level Wind Study dated December 15, 2023 (the "Wind Study") was prepared by SLR Consulting (Canada) Ltd. (SLR). The main focus of the Wind Study is the east and south property edges where there are proposed mid-rise and high-rise buildings and specifically, building entrances or exits within the pedestrian realm along Thorold Townline Road and Lundy's Lane, as requested by the Region.

A qualitative assessment was conducted using computational fluid dynamics (CFD), which is tool to identify potential wind issues. Wind comfort conditions were predicted on and around the Subject Site to identify potentially problematic windy areas. SLR assessed two configurations for comparison, including existing site with existing surroundings (existing configuration) and proposed development with existing surroundings (proposed configuration). Results are presented through discussion of the wind conditions along major streets and the areas of interest.

The analysis completed as part of the Wind Study found the wind safety criterion is exceeded at several proposed building corners and nearby areas on site. On-site wind conditions resulting from the Proposal are predicted to be comfortable for walking or better in the summer; however, during the winter season, similar wind conditions are predicted, with uncomfortable wind conditions at the proposed buildings at the southeast corner of the site. Further, at the proposed building entrances or exits, wind conditions are generally comfortable for sitting or standing throughout the year, except near the entrances to Building 74A, 74E and 75A.

With respect to the future sidewalks, wind conditions along the shoulders of Thorold Townline Road and Lundy's Lane are expected to be suitable for walking year-round; however, at the intersection of Thorold Townline Road and Lundy's Lane, near the southeast corner of Building 74C, wind conditions are uncomfortable in the winter.

SLR has noted that strong wind flows on the subject site are due to overall exposure of the site to the prevailing westerly and southwesterly winds, as well as the open nature of the vicinity. Wind control measures are recommended for some on-site areas including building corners and entrances. The Wind Study provides recommendations on potential further massing modifications (including setbacks, a stepped building façade or rounded corners) as well as the inclusion of local wind mitigation features (such as canopies and wind screens to reduce the strong wind flows at grade). SLR has indicated that they can further work with the consultant team to develop appropriate wind control measures as the design of the Proposal and individual buildings evolves.

5.6 Land Use Compatibility

Thoronton Tomasetti (TT) has prepared a Noise Impact Study & D6 Compatibility Review (the "LUC Report"), dated December 15, 2023 in support of the Applications. The LUC Report includes a transportation and stationary noise assessment in regard to the associated Proposal and concludes that the noise impacts are expected to generally meet all applicable relevant Land Use Planning Authority (LUPA) noise requirements and should therefore be allowed to progress with the inclusion of noise control measures and warning clauses as summarized in Figure 9 of the report.

The LUC Report outlines several different potential noise, blasting, and air mitigation measures with respect to the Proposal and the proposed quarry. Mitigation measures are based on worse-case scenario modelling of the proposed quarry blasting techniques. The LUC Report concludes that there will need to be additional coordination with the proposed quarry applicant in order to address potential land use compatibility concerns, especially in respect to the northeast corner of the subject site, which will include the proposed townhouse units in Blocks 59-65.

Noise mitigation measures with respect to the proposed quarry could include fitting temporary noise barriers to mitigate the noise associated with the sinking cut. TT also recommends communal outdoor living areas should be located on the opposite side of the proposed building(s) from nearby industrial land uses and/or screened from these land uses so that there is no direct line of sight in order to minimize the potential impacts from the adjacent industrial facilities. Additionally, TT recommends a Type E warning clause "purchasers/tenants are advised that due to the proximity of the adjacent planned quarry noise from the quarry operations may at times be audible" to be provided.

With respect to blasting mitigation measures, if the Proposal and the proposed quarry are to progress, TT recommends that an agreement be reached between the limit placed on the explosive load used in the blasting in proximity to the Proposal to address ground borne vibration and overpressure.

The LUC Report does not expect air emissions from the proposed quarry operations to have a significant impact on the subject site. For the nearby industrial facilities, TT recommends communal outdoor living areas should be located on the opposite side of the proposed building(s) from nearby industrial land uses and/or screened from these land uses so that there is no direct line of sight, as well as recommends that air intakes for central HVAC equipment particular those at elevated heights should be fitted with air filters to remove fine airborne particulate matter resulting from road traffic and other surrounding sources.

To date, the Owner has provided its objections to the Upper's Quarry applications (both under the *Planning Act* and the *Aggregate Resources Act*). The quarry applications should be evaluated within the broader policy framework, and consider the planned residential land uses on the subject site. Formal recommendations to quarry owners have included: establishing operational setbacks; adopting alternative and more sensitive blasting and extraction methods; coordinating the phasing of quarry operations; establishing appropriate haul routes and site access; and other measures to mitigate noise, vibration and air quality impacts to the subject site. These recommendations would maintain the limits of extraction for the proposed quarry and not preclude or hinder the proposed extraction.

5.7 Archaeological Considerations

Archaeological Services Inc. (ASI) was retained and has prepared a Stage 1 and 2 Archaeological Assessment dated November 29, 2022 in support of the Applications. The Ministry of Citizenship and Multiculturalism was circulated the Stage 1 and 2 assessments and provided a letter on January 5, 2023. The letter concludes that the ministry is satisfied that the fieldwork and reporting for the archaeological assessment are consistent with the ministry's *2011 Standards and Guidelines for Consultant Archaeologists* and the terms and conditions for archaeological licenses. The letter also notes that the Stage 1 and 2 report has been entered into the Ontario Public Register of Archaeological Reports. The Stage 1 and 2 report concluded further study is required for sites AgGt-292 and AgGt-293, therefore a Stage 3 site-specific assessment is required. The Stage 3 site-specific assessment is underway at the time of writing this report.

5.8 Environmental Impact Considerations

Myler Ecological Consulting (Myler) has prepared an Environmental Impact Statement (EIS) dated November 15, 2023 in support of the Applications. The EIS concludes that there are no potential impacts to natural heritage features and their ecological functions. The EIS notes potential impacts of the development being limited to erosion/sedimentation to downstream receiving waters and recommends standard mitigation measures of erosion/sedimentation controls to be implemented during construction. Further, the EIS notes the potential impact of the development to harm or "incidental take" of nesting migratory birds or their eggs and young during nesting seasons and recommends to remove buildings and cultural vegetation during the September-March period to avoid the April-August bird nesting season.

5.8 Servicing Considerations

MTE Consultants Inc. ("MTE") has prepared a Preliminary Functional Servicing Report ("FSR") and a Preliminary Stormwater Management Report ("SWMR"), dated December 14, 2023, in support of the Applications. The purpose of these reports is to demonstrate that development of the subject site is feasible with respect to water, wastewater, and stormwater servicing and to address the stormwater management requirements set forth by the City of Thorold and Niagara Region.

The summary of the findings of the Preliminary Functional Servicing Report are as follows:

- Proposed grading of the subject site has been designed in accordance with City of Thorold standards; to convey storm runoff to a SWM facility for treatment;
- The south and west portion of the subject site can be serviced through the extension of existing gravity sanitary sewers from Lundy's Lane through the subject site along a proposed easement and proposed municipal roads. The remainder of the subject site can be serviced through the extension of existing gravity sanitary sewers from the Upper Grove development northwest of the subject site along Upper's Lane and Thorold Townline Road to the limit of the subject site then through the Subject Lands along proposed municipal roads.

- Storm drainage will be collected and conveyed to a proposed wet pond stormwater management facility within the subject site which will treat stormwater prior to discharging to existing roadside ditch on Thorold Townline Road.;
- Water supply for the proposed can be provided by connecting to proposed watermain within the Rolling Meadows development adjacent to the subject site. Should the subject site proceed before these connections are available, then water supply can be provided through extension of the existing municipal watermain from Barker Parkway to the Subject Lands along Upper's Lane and Thorold Townline Road.
- All stormwater management criteria for the proposed development through incorporation of SWM measures as described in the Preliminary SWM report for the project.
- Erosion & Sedimentation Controls can be implemented to ensure that site soils remain on site during grading and construction works.
- The proposed development can be adequately serviced through the extension of existing utilities including hydro, gas, cable TV and telephone.
- Water and sanitary infrastructure proposed along the Upper's Lane corridor will benefit future development lands outside of the subject site. Cost sharing of this infrastructure with benefitting third parties is recommended.

The Preliminary Stormwater Management Report concludes the proposed stormwater management design provides adequate attenuation for the 2 to 100-year storm events and meets the design requirements set by the Region of Niagara; and post-development flows will be controlled by orifice controls in the stormwater management pond; sufficient storage volume is provided within the pond. The SWMR recommends the Draft Plan be approved and the detailed design for the Subject Site be completed in accordance with the preliminary design included within the report.

5.10 Transportation Considerations

Paradigm Transportation Solutions Limited (Paradigm) has prepared a Transportation Impact Study ("TIS") dated December 14, 2023 in support of the Applications. The purpose of the TIS was to assess the impact of the proposal on the transportation network in the area and identify any improvements that are needed to support the proposal.

The TIS found that the Proposal at full build-out will generate around 817 new trips in the AM peak hour and 1,043 new trips in the PM peak hour. The TIS identified that as the traffic volumes increase within the area, capacity issues are exacerbated from year 2030 at Lundy's Lane and Thorold Townline Road, at Lundy's Lane and Barker Parkway, and at Thorold Townline Road and Beaverdams Road. Further, the capacity deficiencies identified under background conditions will continue to occur with the addition of site generated traffic, at the previous noted intersections.

Remedial measures are identified in the TIS, which some are warranted regardless of whether the development on the subject site occurs. These include:

- A northbound left-turn lane with 40 metres of storage is warranted on Thorold Townline Road at Street A from the 2030 total horizon.
- A southbound right-turn taper on Thorold Townline Road at Street A is warranted from the 2030 total horizon.
- A northbound left-turn lane with 15 metres of storage is warranted on Thorold Townline Road at Street B from the 2030 total horizon. However, if the speed limit on Thorold Townline Road is reduced, a northbound left-turn lane would not be warranted.
- A northbound left-turn lane with 30 metres of storage is warranted on Thorold Townline Road at Street C from the 2030 total horizon.
- A southbound right-turn taper on Thorold Townline Road at Street C is warranted from the 2030 total horizon.

The TIS has recommended the MTO and Region monitor

future traffic volumes within the study area intersection and implement when necessary:

- At Lundy's Lane and Thorold Townline Road, a second eastbound and westbound through lanes starting from the 2030 background horizon;
- At Lundy's Lane and Barker Parkway, a widening of the roundabout and the eastbound and westbound approaches to two lanes from the 2030 background horizon; and
- At Thorold Townline Road and Beaverdams Road, installation of warranted traffic control signals and auxiliary left-turn lanes (if possible) starting from the 2030 background horizon.

With respect to the subject site design, the TIS recommends a northbound left-turn lane with 40 metres of storage and a southbound right-turn taper be constructed on Thorold Townline Road when the Street A connection is established, along with a northbound left-turn lane with 30 metres of storage and a southbound right-turn taper be constructed on Thorold Townline Road when the Street C connection is established.



Conclusion

For the reasons set out in this report, it is our opinion that the Proposal, and specifically the requested official plan and zoning by-law amendments and draft plan of subdivision, represent an appropriate use of the subject site to introduce a new residential and mixed-use community.

Located in the Rolling Meadows neighbourhood, an area identified as a high-priority area for future development in the municipality, the Proposal provides an integrated mixture of housing types and densities and integrates commercial employment opportunities within the new neighbourhood. For these reasons, the Proposal contributes to the opportunity to both live and work within the Rolling Meadows neighbourhood.

The report concludes that the Proposal is consistent with the PPS, conforms with the policies of the Growth Plan and Niagara Region OP, and meets the intent of the City of Thorold OP and Rolling Meadows Secondary Plan, all of which support the efficient use of lands within settlement areas and the direction to densify lands within a designated greenfield area.

From a land use planning perspective, the Proposal will contribute to accommodating the projected Regional job and population targets by providing for up to 126 residents and jobs combined per hectare. The proposed uses are compatible with the surrounding area. Ultimately, the Proposal contributes to a complete community and supports the transformation of the subject site by providing a mix and range of new housing opportunities and commercial uses, enhanced public realm elements, and a parks and open space system with connections to the balance of the Rolling Meadows neighbourhood.

From a built form and urban design perspective, the Proposal efficiently makes use of the land and infrastructure through a compact and pedestrian-oriented form of development. The Proposal, as demonstrated through the Concept Plan, contemplates greater heights at the intersection of Lundy's Lane and Townline Road, resulting in a transition in down in scale generally from east to west, which responds to existing and planned land uses in the Secondary Plan area. In our opinion, the anticipated built form is appropriately scaled, and enhances the existing and planned neighbourhood context, as well sets a framework to implement good urban design.

In summary, it is our opinion that the Proposal results in an appropriate and desirable use of the subject and represents good planning and urban design. We recommend the approval of the requested Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision, subject to the condition to demonstrate appropriate land use compatibility between the subject site and the proposed quarry to the northeast.

Appendix A

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Phasing Plan

PHASING PLAN



