

**Planning Justification Report
Addendum
(Revision 1)**

**Rolling Meadows Subdivision
Phases 17, 19-22
Thorold, ON**

Technical Zoning By-law Amendment

April 2026

Upper Canada Consultants
3-30 Hannover Drive
St. Catharines, ON, L2W 1A3



**UPPER CANADA
CONSULTANTS**
ENGINEERS / PLANNERS

File No. 0695

PREFACE

The subject lands are part of the Rolling Meadows subdivision, originally draft approved in 2007 and revised and approved in 2023 for Phases 17 to 21 and Block 1239. Hydro One filed an appeal regarding easement encroachments, though the parties reached a settlement, and a revised draft plan (May 2025) was prepared. The updated plan resolves the appeal, accommodates a future school site, provides for a Village Square within Block 1239, and addresses road network considerations. The appeal was withdrawn following a settlement agreement, allowing the plan to proceed to final approval. However, a technical Zoning By-law Amendment is still required for a few specifically identified lots in Phases 17, 19-22 to implement the OLT decision.

Further to Phases 19-22, several lots within Phase 17 of the OLT-approved draft plan of subdivision are also subject to the proposed technical Zoning By-law Amendment, to rectify an oversight in the 2023 Zoning By-law Amendment to address a lot frontage deficiency, where several lots in the approved zoning require a minimum 9.0m lot frontage, but the lots have a lot frontage of only 8.2m. These lots are now reflected in the Draft Zoning By-law Amendment. Also included in this submission is correspondence from Hydro One as to the Utility Zoning for the SWM facility in Phase 17, confirming that no further adjustments are required to the Phase 17 zoning that was previously approved.

The approved plan maintains the original intent of the plan which was to create a thriving and vibrant community that includes residential, commercial, open space and institutional uses. It provides for an increase in residential units and density, and adjustments to the street and lotting pattern to provide for improved efficiencies of land use and good urban design.

NIAGARA OFFICIAL PLAN (2022)

The Niagara Official Plan (NOP) outlines the long-term strategic policy planning framework for managing growth in the Region to a planning horizon ending in 2051.

The Plan's focus is primarily on implementing the Provincial Policy Statement and other Provincial Plans and Guidelines and providing regional-level land use planning direction on growth, the natural environment, infrastructure and other attributes or circumstances unique to Niagara.

2.3 Housing

2.3.1 Provide a Mix of Housing Options

Policy 2.3.1.1 directs that a range and mix of densities, lot and unit sizes and housing types should be accommodated in the settlement area to meet housing needs at all stages of life.

Phases 17, 19-22 within the Neighbourhoods of Rolling Meadows subdivision facilitates a range of low and medium density housing forms that include single-detached, semi-detached, and townhouse dwelling units on adequately sized lots. These different housing configurations improve accessibility and affordability as they increase the housing supply within the area.

Within Phases 19-22 of the subdivision, back-to-back townhouses have also been included to provide an additional housing option. The mixed-use blocks are planned to include apartment type dwelling units as part of a mixed-use development, such as Block 1239 of Phase 23 that consists of commercial and residential uses and will be part of a Village Square located at the intersection of Uppers Lane and Barker Parkway. The variety of housing improves accessibility and affordability for both homeowners and renters. Therefore, this development effectively addresses the provision of diverse housing options and meets the needs of individuals at various stages of life, aligning with the goals outlined in this policy.

2.3.2 Provide for Affordable and Attainable Housing

Policy 2.3.2 supports the provision of affordable and attainable housing in alignment with the Housing and Homelessness Action Plan. The policy established minimum targets of 20% affordable rental units and 10% affordable ownership units, while encouraging housing to be in areas with existing services, transit access, and community amenities. It also promotes collaboration to identify suitable lands for affordable housing and required municipalities to protect existing rental housing supply.

Phases 17, 19-22 contribute to the Region's affordable and attainable housing objectives by providing a diverse mix of housing types, including single-detached, semi-detached and townhouse dwelling units, which supports a range of price points and housing options. Additional housing options such as apartment dwelling units included in mixed-use Block 1239 of Phase 23 assist in providing a variety of options. This mix enhances overall housing choice and contributes to attainability within the market. The development is located within a Secondary Plan Area and is designed within access to active transportation infrastructure and nearby existing and future amenities, consistent with the intent of the policy to locate housing in complete, connected communities.

Overall, the proposed development consists of a variety of housing types to accommodate a range of household sizes and incomes, and increases the housing supply, which support the development of affordable and attainable housing.

5.1 Multimodal Transportation System

5.1.3 Interconnected Active Transportation System

Policy 5.1.3 promotes the development of a safe, convenient, and fully interconnected active transportation system that supports both local and regional travel. The policy emphasizes creating continuous linkages between neighbourhoods and key destinations such as growth areas, employment lands, transit stations, and public services through infrastructure like sidewalks and cycling facilities. Implementation focuses on advancing the Strategic Cycling network, while coordinating with local municipalities, the Province, and other agencies to expand and integrate infrastructure across jurisdictions. The Region also commits to establishing guidelines and stands to ensure that new development and public works incorporate active transportation-friendly design.

The subdivision has been designed to support the Region's active transportation objectives by incorporating a safe and connected pedestrian and cycling network. Sidewalks are planned to be provided throughout the development to facilitate safe and convenient pedestrian movement, while multi-use trails are proposed along the Hydro One and Trans Canada Pipeline easements within the overarching Rolling Meadows area. These trails will support both recreational uses, such as walking and jogging, and active transportation, including cycling and will contribute to a broader, interconnected network that links residents to surrounding areas and key destinations. Connectivity is prioritized within the subdivision, and the planned 18-metre right-of-way for local roads is conducive to accommodating all forms of transportation, including pedestrian, cyclists, and vehicles.

5.1.4 Complete Streets at Regional and Local Levels

Policy 5.1.4 promotes a Complete Streets approach to transportation planning and design, requiring that roads be designed, reconstructed, and maintained to safely accommodate all users, including pedestrians, cyclists, transit users, and vehicles. The Region's Complete Streets Design manual serves as the guiding framework, with Local Area Municipalities expected to adopt these principles in their own road networks and projects, including through environmental assessments and detailed design processes.

The planned subdivision reflects a Complete Streets approach by designing a road network that accommodates all users in a safe and efficient manner. The proposed 18-metre right-of-way for local roads provides sufficient space to support pedestrians, cyclists, and vehicular traffic, including the integration of sidewalks and connections to multi-use trails. The overall design prioritizes connectivity, accessibility, and safety, aligning with the intent of the Region's Complete Streets policies by ensuring that all modes of transportation are appropriately considered within the subdivision.

6.1 – District Plan

Secondary Plans establish detailed policies and guidelines and build on significant community consultation that directs development within a certain area. They are intended for proactively planning for growth which assists in achieving mixed-use, compact built forms, providing a range and mix of housing options, protecting established neighbourhoods, encouraging transit-supportive development, supportive public service facilities, protecting and enhancing the natural environment, establishing direction to mitigate and adapt to climate change and support high quality public spaces

As per Section 6.1.4.7, secondary plan policies and schedules are to ensure there is diversity and a mix of land uses and built forms; high quality urban design and public realm, parks and open space; refinement and implementation of the Region’s natural environmental system; adequate infrastructure including transit and active transportation; support of sustainable and resilient communities; and locations with public service facilities.

The technical Zoning By-law Amendment is to ensure the zoning is in alignment with the OLT-approved red-line revised subdivision plan that increases density and provides a variety of built forms and land uses, in an area where adequate infrastructure is planned to be improved through the build out of the Secondary Plan area. The plan contributes positively to the establishment of a thriving community with a mix of uses and compact built forms that provide a range of housing types at densities that are more transit supportive. A neighbourhood park is proposed that will integrate with the open space system associated with the Hydro One corridor. Block 1239 of Phase 23 is intended to be developed for a mix of commercial and residential uses with the commercial functioning as the Village Square. Block 1239 was changed from a high-density residential block consisting of 411 units to a mixed-use block consisting of 211 units, introducing commercial uses to support the creation of a Village Square at Uppers Lane and Barker Parkway. Overall, the OLT-approved draft plan is consistent with the Secondary Plan policies and will contribute positively to the Rolling Meadows community.

6.2 – Urban Design

As per Section 6.2, Urban Design has been taken into consideration to ensure the dwelling units are both attractive and functional, and incorporate with the surrounding neighbourhood to create a complete community. The mix of dwellings will contribute to the creation of a liveable and vibrant urban area that is safe and offers high quality streetscapes and public spaces. The objective is to strengthen community identity and diversity, and the integration of this development will do just that. The values of Urban Design have been taken into great

consideration with this development, as it illustrates how the built form, streetscape and public realm can achieve the desired level of quality required.

Through the overall development of the Neighbourhoods of Rolling Meadows Secondary Plan, Urban Design Guidelines were prepared and all development within the Secondary Plan Area is to be consistent with these Design Guidelines. The draft plan of subdivision conditions of approval will ensure the implementation of the Guidelines.

CITY OF THOROLD OFFICIAL PLAN (2011)

B1.8.5 Design Guidelines and Appendix B

To assist in guiding the built form of the Neighbourhoods of Rolling Meadows, urban design guidelines are to be prepared in consultation with the Region. These guidelines form Appendix B and will function as an implementation tool for successive development and approval processes, particularly plans of subdivision.

The OLT-approved draft plan of subdivision does not contemplate any changes to the approved Design Guidelines and they will continue to apply to ensure a high-quality urban design and public realm enhancements are achieved and that the development contributes to fostering sustainable and resilient communities. Conditions 27 and 46 of the draft plan of subdivision conditions of approval further confirms this, stating:

27. That the owner agrees to provide a detailed streetscape plan in accordance with the Rolling Meadows Urban Design Guidelines (Appendix B in the City's Official Plan) to the satisfaction of the City.

46. That the approved Rolling Meadows Urban Design Guidelines (Appendix B in the City's Official Plan) for both the public and private realm be implemented in engineering drawings and building permit plans submitted to the City for review and approval.

The OLT-approved draft plan of subdivision, and this technical Zoning By-law Amendment are consistent with the applicable Urban Design Guidelines and the Guidelines will be implemented in engineering drawings and building permit plans. Below illustrates that the requested zoning relief will not negatively impact the streetscape and continue to provide quality urban design through the plan.



B1.8.6 Residential Policies

B1.8.6.2 Housing Density

Section B1.8.6.2 specifies general targets for different forms of residential development including low, medium and high density. Within Residential areas, the following percentage of composition and development densities are to be achieved for each category of residential land use:

- Low Density – 60% (Single-detached, Semi-detached) at a density between 12 units per hectare and 23 units per hectare
- Medium Density – 30% (multiple attached) at a density between 24 units per hectare and 47 units per hectare
- High Density – 10% (multiple attached and apartments) at a minimum density of 48 units per hectare

As proposed, the housing mix provided for Phases 19-22:

Phases 19-22 Total Subdivision	Units	Percent Mix
RM LD - Singles & Semi's	442	61%
RM MD - Street Towns	285	39%
RM HD - Mixed Use / Apartments	0	0%
Total Units	727	
Total Area	29.233	
Total Units Per Hectare	24.869	

While these phases consist solely of low-to medium-density dwelling types, including single-detached, semi-detached, and street townhouse dwelling units, higher density development is planned beyond these phases. The adjacent Block 1239 is designated for mixed-use development, including commercial uses and residential apartments at a density of 55.44 units/ha, and is intended to function as the Village Square.

B1.8.6.5 RM Medium Density Residential

As directed by Policy B1.8.6.5, Medium Density Residential Development is to be dispersed throughout the Neighbourhoods of Rolling Meadows to ensure variation in built form and the achievement of increased densities. Development is to be evaluated against the following locational criteria:

- a) *Type and scale of development proposed for the site as it relates to the surrounding area;*
- b) *Nature and extent of existing land uses within the general area of the site*
- c) *The relationship of the building to the established streetscape pattern in the area, particularly building spacing and setback;*
- d) *Proximity to natural amenities such as open space areas, parks and natural heritage features;*
- e) *Proximity to commercial areas, including the Village Square;*
- f) *Proximity to public transit, pedestrian pathways and the neighbourhood trail network; and*
- g) *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.*

Phases 17, 19-22 conform with Policy B1.8.6.5 by appropriately integrating medium density residential development throughout this portion of the Rolling Meadows neighbourhood, contributing to a varied built form and supporting increased overall densities. The location of the medium density blocks has been carefully considered in relation to the surrounding context, ensuring compatibility.

The medium density blocks are situated in proximity to planned open space features, including parkland and the multi-use trail network, providing residents with direct access to natural amenities. The subdivision is also well-positioned relative to future commercial areas, including the Village Square, and a future elementary school, supporting convenient access to daily needs and community services. Connectivity is further enhanced through access to pedestrian walkways and active transportation infrastructure throughout the community.

Overall, the proposal satisfies the criteria of the policy and supports the creation of a complete, well-integrated community.

B1.8.12 Land Use Compatibility

The Official Plan requires 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.

The assurance of compatibility will be implemented through the conditions of approval and clauses in the subdivision agreement to reflect the noise conditions of the surrounding roadway corridor of Highway 20. Conditions 47 and 48 state:

47. That a detailed noise impact assessment prepared and endorsed by a qualified acoustical consultant be submitted to the Niagara Region and the City of Thorold for review and approval assessing the impact of noise on the subdivision and recommending appropriate measures to reduce noise levels within the development in accordance with the Ministry of the Environment's noise criteria.

48. That the subdivision agreement between the owner and the City of Thorold contain provisions whereby the owner agrees to implement the approved noise control measures required in accordance with Condition 47 above.

B1.8.12.3 Aggregate Resource Protection Policies

Policy B1.8.12.3 states that development within 500-metres of a potential bedrock resource area must ensure that future aggregate extraction is not hindered and that land use compatibility is maintained, supported by appropriate technical studies and mitigation measures such as setbacks, building design, and buffering, while recognizing designated haul routes.

As part of the subject lands are overlaid by Aggregate Impact Area, compatibility is ensured through Condition 49 and 50 in the draft plan of subdivision conditions of approval that reads:

49. That prior to final approval for registration of any lands situated within the 500 Metre Study Area from potential future aggregate extraction as identified on Schedule "A-3" in the City's Official Plan, the owner shall submit to the City of Thorold and the Niagara Region for review and approval copies of the following studies demonstrating that future aggregate extraction will not be precluded or hindered and recommending appropriate mitigation measures to achieve land use compatibility: operational noise, blasting, traffic, and any other technical report considered appropriate.

50. That the subdivision agreement between the owner and the City of Thorold contain provisions whereby the owner agrees to implement the approved mitigation measures required in accordance with Condition 49 above.

In summary, Phases 17, 19-22 are consistent with the applicable policies of the Niagara Region Official Plan and the City of Thorold Official Plan, and represents good planning, supporting a complete community through appropriate land use mix, connectivity, and design.

Prepared by,



Chelsea Liotta
Planner
Upper Canada Consultants

Reviewed and Submitted by:



William Heikoop, B.U.R.Pl., MCIP, RPP
Planning Manager
Upper Canada Consultants