

NOVEMBER 2025

# PLANNING JUSTIFICATION REPORT

Proposed Zoning By-Law Amendment

The Peace Mosque

6735 Caledonia Street, 6980 and 6990 Concord Crescent

Niagara Falls

PREPARED FOR:

Mount Pleasant Islamic Centre

PREPARED BY:



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# 1.0 Introduction

This Planning Justification Report has been prepared by JV Planning & Development Consulting on behalf of the Mount Pleasant Islamic Centre in support of a Zoning By-law Amendment application pertaining to 6735 Caledonia Street, 6980 and 6990 Concord Crescent in Niagara Falls (herein referred to as “the Subject Site” or “the Subject Lands”). The proposed Zoning By-law Amendment is necessary to permit the redevelopment of the Subject Lands for a new two-storey building containing worship, educational, and daycare space to replace the existing single-storey mosque. The intent is to provide an upgraded and expanded community facility that supports the needs of the congregation and surrounding neighbourhood while contributing to a walkable, transit-supportive, and complete community.

The Subject Site is approximately 4,659 square metres in size and is located on the north side of Caledonia Street, east of Dorchester Road, at the intersection of Caledonia Street and Adams Avenue. Comprised of three lots, the Subject Lands contain two single detached dwellings fronting Concord Crescent and an existing mosque fronting Caledonia Street.

The Subject Lands are currently used for a place of worship and residential purposes. The lands are designated “Residential” and located within the “Built-Up Area” in the City of Niagara Falls Official Plan. 6735 Caledonia Street is zoned Residential Single Family 1C (R1C) Zone under Zoning By-law No. 79-200, as amended by Committee of Adjustment Decision A-2020-007, while 6980 and 6990 Concord Crescent are zoned R1C.

The proposal includes the demolition of the dwellings located on Concord Crescent and the existing one-storey mosque, and the merging of these lands with 6735 Caledonia Street to accommodate a new two-storey mosque. The proposed building will include worship space for 210 prayer mats, a Junior Kindergarten to Grade 8 school with 10 classrooms (total capacity of 180 students), and a daycare with infant and toddler rooms accommodating 10 infants and 15 toddlers.

## *About the Peace Mosque:*

*Located at 6735 Caledonia Street, the Peace Mosque—also known as the Mount Pleasant Islamic Centre—has served as a welcoming place of worship and community hub in Niagara Falls since 2017. The congregation acquired the former Kingdom Hall of Jehovah’s Witnesses that year, converting it into a mosque to serve the growing Muslim population of the city.*

*Over the years, the Peace Mosque has become a cornerstone for faith, education, and cultural engagement, offering daily and weekly prayers, children’s and youth programs, and community outreach initiatives. The mosque’s members represent a diverse cross-section of Niagara’s Muslim community, united by a commitment to faith, inclusivity, and service. The proposed expansion continues this legacy, enabling the mosque to better accommodate its congregation and expand its educational and social programming.*

Enhanced facilities associated with the mosque include a library, youth room, women's fitness area, and gymnasium. The original proposal contemplated a two-storey addition to the existing one-storey building but has since evolved into the current redevelopment concept following pre-consultation with the City.

A formal Pre-Consultation meeting was held with the City of Niagara Falls on December 5, 2024, and a second Pre-Consultation meeting was held on August 7, 2025 to review the revised proposal.

The purpose of this Planning Justification Report is to:

- Provide a description of the Subject Property, its existing physical condition, and its context within the surrounding residential community.
- Outline the proposed redevelopment plan for the Subject Lands and corresponding Zoning By-law Amendment application to permit a new two-storey place of worship with associated educational and daycare uses.
- Summarize the supporting technical studies, including the Parking Study, Functional Servicing Report, Stormwater Management Report, and Urban Design Brief, which address matters such as parking supply and management, servicing capacity, drainage, site access, and compatibility.
- Evaluate the proposal in the context of the relevant planning policy framework, including the Provincial Planning Statement (2024), the Niagara Official Plan, and the City of Niagara Falls Official Plan. Particular attention is given to the Residential and Built-Up Area policies that emphasize compact, well-designed, and contextually sensitive infill development.
- Analyze the proposed Institutional zoning framework and site-specific regulations necessary to implement the site and building design, including front yard setback and height, to demonstrate that the proposal maintains

compatibility with adjacent residential uses and satisfies the intent of the City's zoning objectives.

- Incorporate and respond to the City's Pre-Consultation feedback, including justification for building setbacks, confirmation of parking adequacy and management strategies, restriction of vehicle access to Concord Crescent, and the provision of high-quality urban design, landscaping, and pedestrian connectivity consistent with the City's Site Plan and Urban Design Guidelines.

## 1.1 Proposed Application

To advance the vision for the redevelopment of the Subject Lands, the following planning application is being pursued:

**Zoning By-law Amendment (ZBA):** The application seeks to rezone the Subject Lands from *Residential Single Family 1C (R1C)* to *Institutional (I)* Zone to permit the development of a new two-storey place of worship with associated school and daycare uses. The amendment will establish site-specific provisions related to front yard setback, lot frontage, interior side yard, aisle width and building height to reflect the proposed design and functional requirements of the facility. The ZBA will also include adding a private school as a permitted use in the Institutional zone.

Specifically, the ZBA proposes to establish site-specific performance standards tailored to the development's design and operational requirements, including:

- Reduction of the Concord Crescent minimum **lot frontage** recognizing the Caledonia Street frontage as the primary, active frontage.
- Adjustments to the **front yard setback** to recognize the building placement relative to Caledonia Street and the residential context;

- A **maximum building height** that accommodates the architectural form and function of the mosque;
- Recognition of the **proposed parking layout**, based on the Parking Study's demonstrated adequacy and active management plan;
- Clarification of **access restrictions to Concord Crescent** to maintain residential compatibility.

A detailed analysis of the proposed site-specific zoning provisions and conformity with Section 9.2 of the Institutional Zone is provided in Section 5.4.1 of this report.

The application package includes supporting technical studies and plans that address matters identified through pre-consultation with the City of Niagara Falls, including parking and access management, site servicing and stormwater design, urban design, and landscaping.

## Summary Opinion:

*The proposed development represents the logical intensification of an existing place of worship property within an established residential neighbourhood. It will replace a dated single-storey facility with a modern two-storey mosque that integrates educational and daycare functions, thereby making more efficient use of the Subject Lands while enhancing community-serving institutional space. The redevelopment supports the principles of compact, well-designed infill consistent with the Provincial Planning Statement, 2024, which encourages optimization of existing serviced land and the co-location of public service facilities. The project also aligns with the Niagara Official Plan and City of Niagara Falls Official Plan objectives for the Built-Up Area and Residential designation, which promote reinvestment, neighbourhood compatibility, and improved accessibility to community services. The new mosque will continue to serve as an important cultural and religious anchor, supporting social inclusion, walkability, and local character within the surrounding residential area.*

# 2.0 Site Description and Surrounding Land Uses

## 2.1 Site Location and Description

The Subject Site is approximately 4,659 square metres in size and is located on the north side of Caledonia Street, east of Dorchester Road, at the intersection of Caledonia Street and Adams Avenue. Comprised of three lots, the Subject Lands contain two single detached dwellings fronting Concord Crescent and an existing mosque fronting Caledonia Street. The Subject Lands are currently used for a place of worship and residential purposes.

The location of the Subject Lands are shown in **Figure 1**.

## 2.2 Surrounding Land Uses

The surrounding land uses are predominantly low-density residential in character, with single detached dwellings to the north, south, east, and west of the Subject Lands. The immediate context can be described as follows:

**North:** The Concord Crescent properties (6980 and 6990) form part of the Subject Lands and currently contain two single detached dwellings. Beyond these lots, the area consists of additional single detached dwellings fronting Concord Crescent within a stable residential neighbourhood.

**South:** Directly south of the Subject Lands, on the opposite side of Caledonia Street, are single detached residential dwellings. The Niagara Falls Gospel Hall, located at 7154 Adams Avenue, is situated to the south of the site and provides overflow parking for the Peace Mosque congregation during peak attendance periods, such as Friday prayer services.

**West:** To the west of the Subject Lands, across Adams Avenue, is James Morden Public School, which fronts onto Dorchester Road. The school contributes to the institutional character of the broader neighbourhood. Farther west are additional single detached dwellings and local parkland features.

**East:** To the east, the surrounding area consists of single detached homes fronting the north and south sides of Adams Avenue and along Caledonia Street, continuing the low-density residential pattern.

Overall, the Subject Lands are situated within an established and well-serviced residential area characterized by a mix of low-density dwellings and community-serving institutional uses.

**Figure 2** provides a Context Plan illustrating the surrounding land uses.

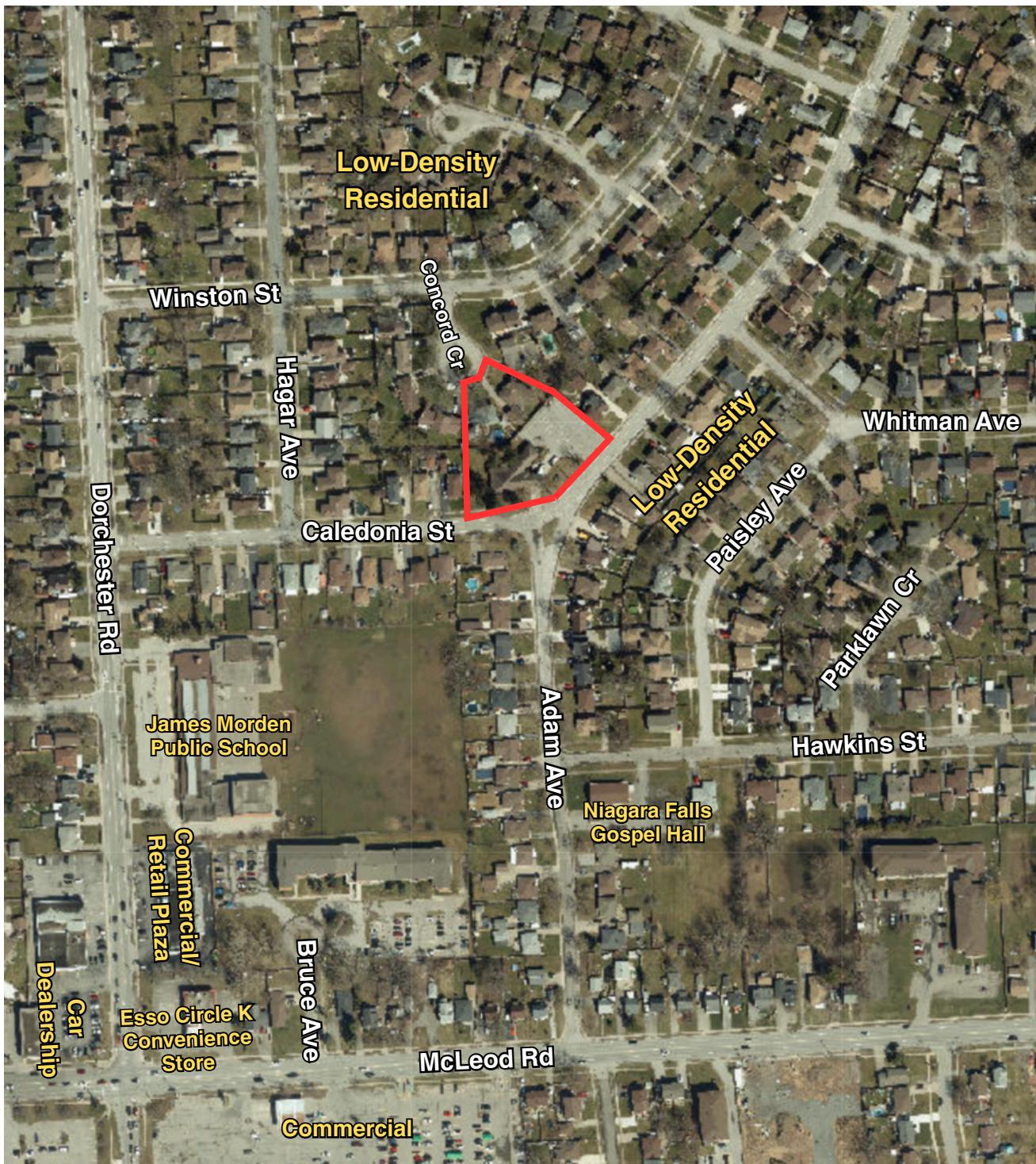


**Figure 1**  
Site Location

Source: Niagara

**LEGEND**  
■ Subject Lands





**Figure 2**  
Surrounding Land Use Context

Source: Niagara

**LEGEND**  
■ Subject Lands

**JV**  
PLANNING & DEVELOPMENT  
CONSULTING

## 2.3 Neighbourhood Context

The Subject Lands are located within a built-up residential area of Niagara Falls, east of Dorchester Road and north of Caledonia Street, in a well-established neighbourhood characterized by single detached dwellings, schools, and community-serving institutional uses. The surrounding neighbourhood is quiet and walkable, with a cohesive residential fabric and mature streetscape.

The area is well connected to nearby amenities, including local schools, parks, and places of worship. James Morden Public School, located to the west along Dorchester Road, is a community facility that anchors the area's institutional presence alongside the Peace Mosque and the Niagara Falls Gospel Hall. The site's location within a stable residential neighbourhood enables the mosque to continue operating in close proximity to its congregation while providing upgraded facilities that complement the surrounding community.

The neighbourhood is fully serviced by municipal infrastructure, sidewalks, and local road connections, with easy access to Dorchester Road and other collector routes providing connectivity throughout Niagara Falls. The area's built form and scale are well-suited to accommodate a modestly sized institutional redevelopment, ensuring compatibility with adjacent land uses while enhancing access to community and educational programming.

## 2.4 Transportation Context

Caledonia Street is classified as a collector roadway under the jurisdiction of the City of Niagara Falls, providing east-west connectivity through the residential neighbourhood. The road has a right-of-way width of approximately 20 metres and accommodates two-way traffic with sidewalks on both sides. Adams Avenue intersects Caledonia Street at the southwest corner of the Subject Lands and provides access to surrounding residential streets. Concord Crescent, a local road to the north,

serves low-volume residential traffic and will not provide vehicular access to the mosque site.

The local transportation network surrounding the site provides safe and convenient vehicular, cycling, and pedestrian access. Caledonia Street serves as the primary east-west collector road, connecting the surrounding residential neighbourhoods to Dorchester Road and other arterial routes. Adams Avenue provides a north-south local connection, intersecting Caledonia Street at the southwest corner of the Subject Lands, while Concord Crescent to the north remains a local cul-de-sac reserved for residential access only.

Vehicular access to the mosque will be provided by a single full-movement driveway on Caledonia Street near the west property limit. The driveway location provides adequate stopping sight distance and allows efficient entry and exit movements. The geometry of Caledonia Street includes a horizontal curve east of the site that limits sight distance in one direction; to mitigate this, an All-Way Stop Control (AWSC) is recommended at the Caledonia Street and Adams Avenue intersection. This measure will improve pedestrian safety, calm traffic speeds, and support controlled vehicle egress from the site.

### Pedestrian and Cycling Network and Transit Service

The neighbourhood benefits from a well-connected pedestrian network, with sidewalks on both sides of Caledonia Street and along Adams Avenue providing safe walking routes to nearby schools, parks, and residential streets.

Cyclists can access the site via local streets connecting to Dorchester Road, which forms part of the City's cycling network and links to major east-west routes in Niagara Falls.

The site is also accessible by public transit. Niagara Region Transit provides regular weekday and weekend service along Dorchester Road and Drummond Road, both within convenient walking distance of the Subject Lands. These routes connect

the neighbourhood to key destinations across Niagara Falls, including community facilities, shopping areas, and employment nodes.

The presence of local transit, combined with an established sidewalk and cycling network, ensures the mosque remains well integrated with the

surrounding residential community and supports sustainable, multimodal travel options for congregants and visitors.

# 3.0 Description of the Development Proposal

## 3.1 Proposal

The proposed development consists of a new **two-storey mosque and community facility** containing a combination of worship, educational, recreational, and daycare functions designed to serve the needs of the Mount Pleasant Islamic Centre congregation and the broader community. The new building will replace the existing single-storey mosque and will be situated primarily within the southeastern portion of the enlarged property at 6735 Caledonia Street and 6980–6990 Concord Crescent.

The proposed Site Plan, floor plans and elevations are provided in **Appendix A**.

The building design accommodates a diverse program of uses across multiple levels, organized to separate worship, education, daycare, and community functions while maintaining clear circulation and operational efficiency:

- **Main Floor:** The ground floor will include a **gymnasium**, a **prayer hall** with a total of **210 prayer mats**, and a main vestibule/entry area along Caledonia Street. The prayer hall will serve as the primary worship space for daily and Friday congregational prayers. Ancillary facilities on this level include a main lobby, ablution (wudu) areas, and direct access to outdoor landscaped areas.
- **Basement Level:** The lower level will provide a range of community and support spaces, including a **library/music room**, **women's fitness area**, **youth room**, **commercial kitchen**, **meeting rooms**, **administrative offices**, and a **daycare** area. The daycare will include separate infant (3 months–1 year, 10-child capacity) and toddler (1–3 years, 15-child capacity) rooms, along with age-appropriate play areas and rest spaces.

- **Mezzanine Level:** The mezzanine level above the prayer hall will contain a **dedicated women's prayer area** with a mothers' room and direct visual connection to the main worship space below.
- **Second Floor:** The upper level will accommodate a **private school** (JK–Grade 8) consisting of **10 classrooms**, a **teachers' room**, and ancillary study and storage areas. The school will have a total capacity of **180 students**, operating Monday through Thursday from **9:00 a.m. to 3:00 p.m.** and Fridays from **9:00 a.m. to noon**, with potential for limited after-school programming.

Operationally, the development has been designed to minimize on-site conflicts between different uses. The school and daycare programs will operate during weekday daytime hours only, with no overlap with major prayer or community events. On Fridays, the school schedule concludes prior to the start of the noon prayer service to ensure seamless transition of parking use and site access.

Designated parking and kiss-and-ride areas are provided for school drop-off and pick-up, while the daycare will have separate drop-off spaces and staggered pick-up times to avoid congestion. All parking will be available for mosque and community use during evenings and weekends.

Outdoor play areas for the daycare (infant and toddler) and school have been separated for safety and functionality, with secure fencing and direct internal access from the corresponding program areas.

The proposed building has been sited and designed to balance functional needs, sightline safety, and neighbourhood compatibility. The design incorporates a series of graduated setbacks along the Caledonia Street frontage. The gymnasium is set back 8.5 metres from the southwest corner, increasing to 9.8 metres at the southeast corner.

The entrance vestibule and main prayer hall are generally set back 6.4 metres, while the smallest one-storey element at the southeast corner is set back 3.0 metres. The upper storeys are stepped back to a consistent 6.4 metres, reducing massing impacts and enhancing visual transition to adjacent residential properties.

This front-yard configuration responds to both urban design and transportation considerations. From a transportation safety perspective, the driveway location and building setbacks were determined in consultation with Paradigm Transportation Solutions, whose sightline analysis confirmed adequate visibility and safe operation of the proposed access. From an urban design perspective, while City staff expressed concern that the 3.0-metre setback along portions of Caledonia Street may appear close to the lot line, the curved geometry of the street and the large intersection frontage at Caledonia and Adams create a unique gateway condition distinct from typical residential frontages. The building's articulation, landscaped forecourt, and upper-storey setbacks reduce perceived massing and preserve views along the curve, ensuring that the structure integrates well within the streetscape.

Accordingly, the proposed site-specific zoning provisions include the following:

- Minimum lot frontage (Concord Crescent): 27.4 m (30 m required)
- Minimum front yard depth (Caledonia Street): 3.0 m (8.3 m previously approved by Committee of Adjustment; 10 m normally required in I Zone)
- Minimum interior side yard width (east): 4.0 m (5.0 m required)
- Minimum aisle width: 6.3 m (6.9 m required)
- Maximum building height: 14.5 m (10 m permitted)

The new design accommodates both the technical sightline requirements and the urban design objectives of the City while allowing the mosque to achieve a functional and architecturally distinct form that complements its role as a landmark community institution at the Caledonia–Adams intersection.

# 4.0 Supporting Studies

The following is a summary of the key findings and recommendations of the supporting technical reports and studies that were requested by the City of Niagara Falls at the Pre-consultation meeting held on August 7, 2025.

## 4.1 Functional Servicing Report

The Functional Servicing Report confirms that the proposed development can be adequately serviced by existing municipal infrastructure. The site is serviced by a 150 mm watermain, a 375 mm sanitary sewer, and a 1200 mm storm sewer along Caledonia Street. The report includes calculations for domestic and fire water demand (150 L/s fire flow), sanitary design flows (0.95 L/s peak), and stormwater management designed to maintain post-development flows at or below pre-development levels. The proposed stormwater system includes quality treatment measures and temporary surface detention to control peak flows and maintain water quality. The report concludes that all municipal services have sufficient capacity to support the proposed development.

## 4.2 Stormwater Management Report

The Stormwater Management Report provides a detailed assessment of the pre- and post-development drainage conditions for the site and confirms that the proposed stormwater system will maintain post-development peak flows at or below pre-development levels for the 5-year storm event. The report outlines the use of an on-site minor drainage system consisting of catch basins and storm sewers, with overland flow routes for major events. Quantity control is achieved through temporary storage within oversized storm pipes and manholes, along with surface detention areas in the parking lot. A 75 mm orifice control limits discharge to approximately 25.6 L/s, supported by a total storage volume of 17.5 m<sup>3</sup>, which exceeds the

required 11.9 m<sup>3</sup>. Quality control is provided through a CDS-PMSU2015-4 treatment unit achieving approximately 98.8% annual rainfall treatment and 87.8% total suspended solids (TSS) removal efficiency. The report concludes that the proposed stormwater design will prevent flooding and erosion, provide effective quality treatment, and ensure the development does not negatively impact adjacent properties or the municipal drainage network.

## 4.3 Parking Study

A Parking Study was prepared by Paradigm Transportation Solutions Limited. The study assesses parking supply needs for the proposed two-storey mosque with associated educational space and daycare, focusing on Niagara Falls Zoning By-law requirements and empirically observed peak demand tied to Friday prayer. Key findings and recommendations include:

- **Zoning compliance (vehicle & bicycle):** Applying ZBL 79-200 rates of 1 space/5 prayer mats (place of worship), 1 space/teacher plus 1/2 employees (school), and 1 space/40 m<sup>2</sup> (daycare), the total requirement is 57 spaces; the concept provides 57 on-site spaces (complies). Bicycle parking minimums are 6 long-term + 6 short-term as shown on the concept Site Plan
- Educational/daycare components do not operate concurrently with the main prayer space; thus Friday worship governs peak demand.
- Observed peak demand: Two Friday utilization surveys (April 4 & 11, 2025; 12:30-3:30 pm) recorded a peak of 70

vehicles across on-site and off-site areas, i.e., 0.40 spaces/prayer mat for the existing 175-mat operation. Forecasting to 210 prayer mats yields a peak demand of ~84 spaces; with 57 on-site spaces, a shortfall of ~27 vehicles is anticipated during peak Friday periods.

- **Overflow parking arrangement:** During observations, overflow utilized the Niagara Falls Gospel Hall lot at 7154 Adams Ave (~27 spaces, ~200 m / ~3-minute walk), reducing reliance on nearby streets. The report notes a working relationship between the congregations and encourages formalization/continuation of shared use for peak periods.
- **Active parking management (in practice):** The mosque deployed directed access/parking measures: private security/volunteers acting as traffic marshals, “lot full” driveway signage, temporary no-parking buffer along the Caledonia horizontal curve, and redirection to Whitman, Adams, and Hagar when on-site reached capacity—measures that residents reported have addressed previous concerns.
- **Transportation Demand Management (TDM):** To further moderate peak parking pressure, the study recommends: installing bike parking to ZBL minimums, designating carpool spaces near the main entrance, appointing a TDM coordinator to promote rideshare/transit and communicate overflow procedures, and considering tandem parking under managed/event conditions.
- **Driveway & sight distance assessment:** Consolidation to one full-moves driveway near the west limit on Caledonia is proposed. TAC-based sightline review (assumed 60 km/h design speed) indicates stopping sight distance satisfied, but departure sight

distance to the east is constrained for right-turn-from-stop/left-turn movements due primarily to driver look-back angle and adjacent horizontal curvature—not on-site geometry. Given context (local residential street, typical lower operating speeds), the study identifies a practical mitigation: implement All-Way Stop Control (AWSC) at Caledonia St / Adams Ave to slow westbound traffic, provide a controlled pedestrian crossing, and effectively resolve outbound sight distance concerns from the site driveway.

- Overall conclusion: While ZBL compliance is achieved, empirical peak Friday demand exceeds on-site supply; however, with a combination of formalized overflow at the Gospel Hall, active parking management, TDM measures, and the AWSC at Caledonia/Adams, parking and access impacts can be acceptably managed during peak events while typical weekday operations are accommodated on-site.

#### 4.4 Urban Design Report

An Urban Design Brief was prepared by Masri O Architects in support of the proposed redevelopment of 6735 Caledonia Street and 6980–6990 Concord Crescent. The Brief provides an overview of the site context, neighbourhood character, design intent, and architectural approach for the new multi-use institutional building that will accommodate the mosque, private school, daycare, and community/program areas.

The Brief outlines the site’s position within an established low-density residential neighbourhood characterized by one-storey dwellings, nearby schools, and local commercial amenities. The architects emphasize that the proposed redevelopment seeks to reinforce the existing community-serving role of the Peace Mosque while transitioning the site into a

consolidated institutional hub that provides education, childcare, recreation, and religious services.

From a design standpoint, the proposed building is a two-storey, 14.5-metre-high structure organized with the mosque and gymnasium on the ground floor, the private school on the second floor, and daycare and support functions in the basement.

The building massing incorporates stepbacks along Caledonia Street to reduce perceived height and improve compatibility with adjacent single-detached homes. Generous rear and side yard setbacks (22 m and 32 m) provide a substantial buffer between the institutional use and neighbouring residences, consistent with the compatibility objectives of both the Official Plan and good urban design practice.

Architecturally, the building is expressed through a contemporary material palette of brown and beige brick with expansive transparent glazing at key entrance points to create an open, welcoming street presence. Canopies, landscaped gathering areas, and a clearly defined pedestrian network are incorporated to support accessibility and enhance the public realm. The Brief notes that the material selection draws upon the colours

and textures of nearby homes while enabling a modern interpretation that reflects the evolution of the Peace Mosque as a community anchor.

Site design considerations include surface parking located predominantly at the rear and west sides of the building, two distinct outdoor play areas for the daycare and school, barrier-free circulation, roof-mounted mechanical equipment, and new tree planting and landscape buffers along property edges. The proposed building is positioned toward the Caledonia Street frontage to reinforce the streetscape while maximizing separation from adjacent dwellings to the west and south.

Overall, the Urban Design Brief concludes that the scale, massing, and architectural treatment of the proposed development are compatible with the surrounding residential context, provide a sensitive transition in height and form, and contribute positively to the neighbourhood through improved community services and an enhanced streetscape.

# 5.0 Planning Policy Framework

## 5.1 Provincial Planning Statement

The Provincial Planning Statement (PPS, 2024) provides the Province's overarching policy framework guiding land use planning and development decisions. It came into effect on October 20, 2024 and integrates the previous Provincial Policy Statement (2020) and Growth Plan for the Greater Golden Horseshoe into a single, streamlined policy document.

Under Section 3 of the Planning Act, all decisions affecting planning matters must be **consistent with** the PPS. The proposed Zoning By-law Amendment has been reviewed for consistency with the applicable PPS policies, as outlined below.

### Settlement Areas and Intensification

The subject lands are located within an established settlement area, which the PPS directs to be the *focus of growth and development*. [Policy 2.3.1.1](#) states that settlement areas shall be the focus of growth, while [Policy 2.3.1.3](#) requires planning authorities to support *general intensification and redevelopment* to help achieve complete communities.

The Subject Lands are located within a Built-Up Area of Niagara Falls, identified as a settlement area intended to accommodate growth through infill and redevelopment. The PPS directs that growth and development shall be focused within settlement areas and that land use patterns should be based on densities and a mix of uses that:

- Efficiently use land and resources;
- Optimize existing and planned infrastructure and public service facilities;
- Support active transportation; and

- Are transit-supportive, where appropriate.

The proposal represents institutional intensification of an existing place of worship and community facility within a fully serviced settlement area. The addition of a school, daycare, and educational space supports the efficient use of land and contributes to a more complete community structure.

[Policy 2.1.6](#) further directs planning authorities to support complete communities by accommodating an appropriate range and mix of *public service facilities* and institutional uses to meet long-term needs. The expansion of the Peace Mosque to include educational and child care facilities directly aligns with this direction.

### Efficient Use of Infrastructure and Public Service Facilities

Chapter 3 of the PPS contains the most relevant policies for the subject application. [Policy 3.1.1](#) provides that *infrastructure and public service facilities shall be provided in an efficient manner*, and that planning for such facilities must:

- be financially viable over their life cycle (3.1.1(a));
- leverage the capacity of development proponents, where appropriate (3.1.1(b)); and
- be available to meet current and projected needs (3.1.1(c)).

This proposal is fully privately funded by the proponent and therefore **leverages the capacity of the development proponent**, consistent with [Policy 3.1.1\(b\)](#). The proposed school and daycare expand community access to education and child care services without requiring municipal capital investment, fulfilling the PPS objective of cost-effective service delivery.

Policy 3.1.2 encourages optimization of existing public service facilities before developing new ones. The proposal achieves this by expanding and intensifying an existing institutional property rather than establishing new stand-alone school or child care sites elsewhere in the City.

Policy 3.1.4 encourages the co-location of public service facilities to promote cost efficiency, service integration, and access to transit and active transportation. The proposal exemplifies co-location by integrating a school, daycare, and community learning spaces within an existing place of worship.

#### **Definition of Public Service Facilities**

The PPS defines *public service facilities* to include “*land, buildings and structures... for the provision of programs and services provided or subsidized by a government or other body, such as... child care and educational programs, including elementary and secondary educational services.*” The proposed elementary school, child care centre, teaching spaces, and related community programming fully meet this definition. As such, the expansion represents the introduction of new public service facilities within a settlement area in a manner that directly responds to community needs.

The proposed redevelopment of the existing Peace Mosque represents a compact, efficient form of community-based intensification that reuses an already serviced and developed site. The new mosque, school, and daycare co-locate complementary institutional and educational uses in a manner that fulfills the PPS objectives of optimizing existing municipal infrastructure and providing community services in proximity to the population they serve.

#### **Transportation Systems (Policy 3.2.2)**

The PPS emphasizes the efficient use of

existing and planned transportation infrastructure and encourages the use of transportation demand management (TDM) strategies. The proposed development includes on-site parking management measures, proposed bicycle parking, carpool spaces, and coordination with adjacent institutions to reduce peak-period impacts. The site’s proximity to public transit routes along Dorchester Road and pedestrian networks along Caledonia Street supports multi-modal travel options for congregants and students, aligning with PPS policy direction for sustainable mobility.

#### **Healthy, Active, and Inclusive Communities (Policy 3.9)**

Policy 3.9 of the PPS promotes planning for communities that are safe, accessible, and inclusive for people of all ages and abilities. The proposed mosque expansion will continue to serve as an important community hub offering inclusive programming for children, youth, women, and seniors. The inclusion of daycare, school, and recreational amenities such as a gymnasium and women’s fitness room directly supports the PPS’s objectives for public facilities that foster social interaction and active living.

#### **Energy Conservation, Air Quality, and Climate Change (Policy 2.9)**

The PPS encourages compact, transit-supportive, and energy-efficient development to reduce greenhouse gas emissions. The project’s design—combining multiple community functions within one modern building—minimizes land consumption and travel needs, thereby reducing vehicular emissions and supporting sustainability goals.

## *Provincial Planning Statement Summary Opinion:*

*Overall, the proposed Zoning By-law Amendment is consistent with the PPS 2024 for the following reasons:*

- *It directs institutional expansion and public service facilities to **settlement areas**, consistent with Policies 2.3.1.1 and 2.3.1.3.*
- *Optimizes use of existing infrastructure and public service facilities;*
- *It contributes to **complete communities** by introducing child care, school, and educational programming (Policy 2.1.6).*
- *It represents an efficient and optimized use of existing infrastructure and facilities (Policies 3.1.1 and 3.1.2).*
- *It leverages the capacity of the development proponent to deliver new community services (Policy 3.1.1(b)).*
- *It co-locates multiple public service facilities on a single site, promoting service integration and cost-effectiveness (Policy 3.1.4).*
- *Supports active transportation, transit, and reduced automobile dependency.*
- *The proposed school and daycare meet the PPS definition of **public service facilities**, and their introduction on the subject lands supports current and projected community needs.*

*Accordingly, the application satisfies the provincial interest and is fully consistent with the Provincial Planning Statement (2024).*

## 5.2 Niagara Official Plan (2022)

The Niagara Official Plan (NOP) was adopted by Niagara Region in 2022 and was approved by the Province with modifications in November 2022. Due to Niagara Region's role in land use planning changing because of Bill 23, effective March, 2025, the Niagara Official Plan is no longer a Regional document but functions as the Official Plan for all twelve local municipalities, including the City of Niagara Falls. The NOP continues to establish a unified policy framework for managing growth, protecting natural and cultural heritage resources, and coordinating infrastructure and community services across Niagara.

### Built-Up Area and Growth Management

The Subject Lands are located within the “Delineated Built-Up Area” of Niagara Falls, as shown on Schedule B – Regional Structure (**Figure 3**) which the NOP identifies as the primary location for accommodating new development through infill and redevelopment.

**Policy 2.2.2.1** direct that forecasted population and employment growth will be primarily accommodated within built-up areas through intensification and infill development, particularly in areas with existing or planned public service facilities.

**Section 2.2.1** and **Policy 2.2.1.1(b)** encourage a compact built form, a vibrant public realm and a mix of land uses—including public service facilities—to support complete communities. The Plan directs that growth within these areas should support compact form, optimize existing infrastructure, and enhance the efficient provision of community facilities.

The proposed mosque redevelopment achieves these objectives by intensifying an existing institutional property within a fully serviced area, optimizing land use efficiency, and co-locating multiple compatible institutional uses—place of worship, daycare, and school within a single modern facility.

This efficient use of land and infrastructure supports the NOP's direction for managing growth within established settlement areas and contributes to complete community objectives.

The NOP sets a minimum residential intensification target of 50% for Niagara Falls (Table 2-2), requiring that at least half of all new development occur within the Built-Up Area. Although this proposal is institutional, it aligns with the broader intensification goals by reusing serviced land, reducing the need for outward expansion, and contributing to the creation of complete and connected communities.

**Policies 2.2.4.2** through **2.2.4.6** provide direction for the planning and location of public service facilities—including schools, childcare centres, and places of worship. The policies encourage these uses to locate within settlement areas where they can be efficiently served by existing infrastructure and where they contribute to multi-functional community hubs.

**Policy 2.2.4.5** promotes maintaining and adapting existing public service facilities through co-location of services, and **Policy 2.2.4.6** identifies community hubs as preferred locations for such co-located uses.



**Figure 3**  
**Niagara Official Plan –**  
**Regional Structure**

Source: Niagara Official Plan, Schedule B, Regional Structure

**LEGEND**  
★ Subject Lands



The proposed mosque, private school, and daycare are consistent with these policies, by expanding an existing facility that already serves as a local hub for cultural, educational and faith-based programming.

The co-location of school, daycare and fitness/community spaces within the mosque promotes multi-generational participation, social inclusion, and efficient delivery of services as they integrate complementary institutional and educational uses in one accessible location within the Built-Up Area.

The NOP defines complete communities as places such as mixed use neighbourhoods providing a range of transportation options, housing choices, and access to public service facilities and amenities that support all ages and abilities.

**Policy 2.2.2.10(a)** requires development standards that support the achievement of complete communities and facilitate compact built form and intensification throughout built-up areas.

The Peace Mosque proposal contributes to the completeness of the neighbourhood by offering institutional and community services within walking distance of existing homes.

### **Transportation Infrastructure and Active Mobility**

The Niagara Official Plan promotes the creation of a safe, accessible, and multimodal transportation system, consistent with Section 5.1 – Multimodal Transportation System. The Region, in collaboration with Local Area Municipalities, is committed to developing an integrated transportation network that allows for the safe and efficient movement of people and goods by all modes of travel (**Policy 5.1.1**).

The Subject Lands are located along Caledonia Street, identified as a collector road within the City of Niagara Falls transportation system, and are well positioned relative to the Region's Transportation Infrastructure and Strategic Cycling Network as shown on *Schedule J1* and *Schedule J2* of the Niagara Official Plan (**Figures 4 and 5**). These schedules identify Caledonia Street as part of the local road network providing connectivity to Dorchester Road, Drummond Road, and the QEW interchange to the west.

Policies within Section 5.1.1 – Transportation Systems Planning, Land Use Planning, and Infrastructure encourage coordination between land use and transportation planning and require development to support existing and planned corridors and facilities shown on Schedule J1.

**Policy 5.1.2** – A Connected Public Transit Network prioritizes investment in public transit infrastructure to improve multimodal access and reduce dependence on automobiles, while **Policy 5.1.3** – Interconnected Active Transportation System promotes the implementation of continuous walking and cycling connections and the advancement of the Strategic Cycling Network identified in Schedule J2.

The proposed redevelopment supports these policies by incorporating pedestrian linkages and bicycle parking that encourage active transportation. Bicycle racks near the main entrance and secure long-term spaces will be provided through the Site Plan process, consistent with **Policy 5.1.3.8**, which directs Local Area Municipalities to include minimum provisions for cycling-supportive facilities in new development.

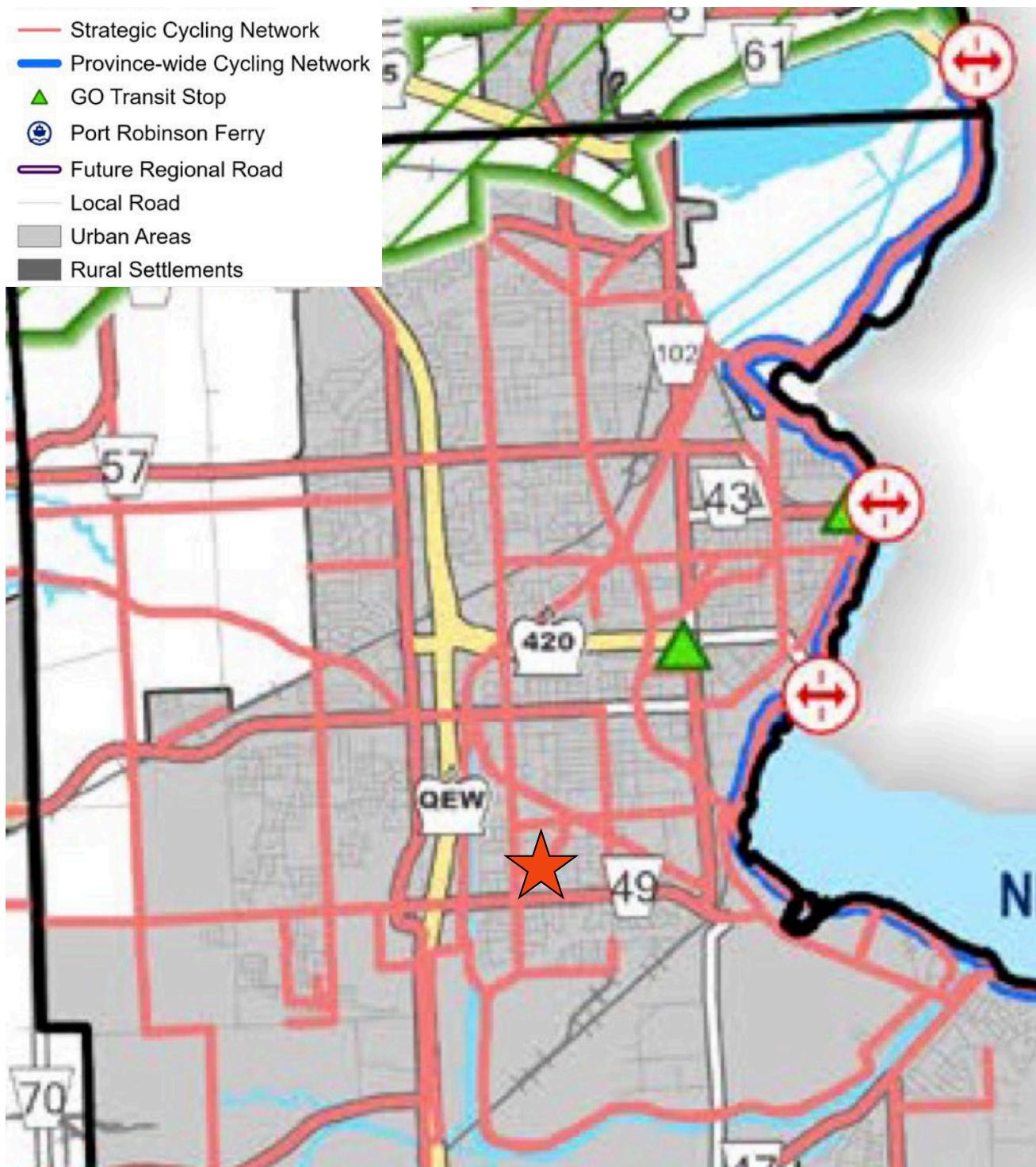


**Figure 4**  
**Niagara Official Plan –**  
**Transportation Infrastructure**

Source: Niagara Official Plan, Schedule J1, Transportation Infrastructure

**LEGEND**  
★ Subject Lands





**Figure 5**  
 Niagara Official Plan –  
 Strategic Cycling Network

Source: Niagara Official Plan, Schedule J2, Strategic Cycling Network

**LEGEND**

 Subject Lands



Further, the proposal integrates several Transportation Demand Management measures—including the designation of carpool spaces, appointment of a TDM coordinator, and coordination of overflow parking—to reduce automobile dependency and manage event-related peak demand. Collectively, these measures support the objectives of the Niagara Official Plan to create a safe, accessible, and connected transportation network that facilitates walking, cycling, transit, and efficient vehicular circulation.

The site is also well served by Niagara Region Transit, which operates along Dorchester Road and Drummond Road, both within walking distance of the site. These transit routes provide frequent connections to major destinations across Niagara Falls, aligning with **Policy 5.1.2.2(d)**, which promotes linkages between neighbourhoods, public service facilities, and key trip generators. The combination of sidewalks, protected cycling routes, and nearby transit options ensures that the mosque is integrated within the regional mobility framework and supports sustainable, multimodal access for congregants.

## *Niagara Official Plan Summary Opinion:*

*The proposed Zoning By-law Amendment and redevelopment of the Peace Mosque conform to the policies of the Niagara Official Plan by:*

- *Locating a community-serving institutional use within the Built-Up Area of Niagara Falls;*
- *Supporting intensification, compact form, and efficient use of existing infrastructure;*
- *Providing co-located public service facilities that contribute to complete community objectives;*
- *Supporting multimodal transportation and safe pedestrian connections; and*
- *Advancing sustainability, community inclusivity, and urban design consistent with the vision of the Niagara Official Plan for strong, complete, and connected communities.*

## 5.3 City of Niagara Falls Official Plan

The City of Niagara Falls Official Plan (the “Official Plan”) was approved by the Ministry of Municipal Affairs on October 6, 1993 and serves as the primary land use policy document guiding growth and development within the City to the year 2031. The Official Plan establishes a vision for sustainable and efficient development that promotes compact, livable communities, protects natural and agricultural resources, and ensures the orderly use of land and infrastructure.

The City is currently undertaking a comprehensive Official Plan Review to extend its planning horizon to 2051, which will set a renewed framework for growth and land use planning across Niagara Falls.

### Strategic Direction (Part 1 – Plan Overview & Strategic Direction)

Part 1 of the Official Plan outlines the overall goals and strategic direction for managing growth and community development. The Plan promotes an orderly and sustainable pattern of urban development by encouraging infill and intensification in the Built-Up Area, optimizing existing services, and enhancing community facilities.

The proposed redevelopment of the Peace Mosque supports these objectives by reinvesting in a fully serviced property, co-locating a place of worship, school, daycare, and recreational facilities, and strengthening community infrastructure in an established neighbourhood. The development aligns with the Plan’s strategic goals of:

- Promoting compact, efficient development and the use of existing infrastructure;
- Encouraging a diversity of land uses that contribute to complete communities;
- Providing accessible community services and public facilities within walking distance of residential areas; and
- Enhancing the social and cultural fabric of the community.

### Land Use Designation

The Subject Lands are identified on **Figure 6 – Niagara Falls Official Plan: Future Land Use (Schedule A)** as being designated **Residential**, and on **Figure 7 – Urban Structure Plan (Schedule A2)** as located within the **Built-Up Area**. These designations establish the policy framework for evaluating infill and institutional uses within an established residential neighbourhood.

### Part 2 – Land Use Policies, Section 1 – Residential

Section 1 - Residential (General Policies) establishes the primary intent of this designation to accommodate a range of housing types and densities, while also recognizing that compatible community and institutional uses—such as schools, daycares, and places of worship—are essential components of a complete residential environment.

[Policy 1.2](#) directs that a variety of ancillary uses including schools, churches, recreational and community facilities are permitted within Residential areas where compatibility is demonstrated.

The proposed redevelopment maintains and enhances an existing place of worship that has long served the community and introduces complementary institutional uses that provide educational and child-care services for residents. The design incorporates upper-storey stepbacks, landscaped buffers and sensitive massing transitions to ensure the facility appropriately integrates within the existing residential context.

The proposal conforms to the intent of the Residential designation by introducing compatible, community-serving institutional uses that contribute to the neighbourhood’s role as a complete community.

Policy 1.2.1 states that ancillary uses within the Built-up Area that have potential of generating large volumes of traffic are generally encouraged to locate:

- On an arterial or collector in proximity to an arterial road in order to minimize disturbances to area residents;
- Such that area residents can conveniently access the uses by means of walking, cycling, public transit or motor vehicle;
- In proximity to a transit stop.

The proposed development conforms with Policy 1.2.1 by locating a community-serving institutional use along Caledonia Street, a collector road which connects directly to the arterial road network via Dorchester Road. The mosque is accessed from this collector, ensuring that vehicle movements are concentrated away from smaller local streets such as Concord Crescent.

The site is also well positioned for multi-modal access, with sidewalks, nearby transit stops, and convenient walking and cycling connections that allow area residents to reach the facility by a variety of modes. In this way, the proposal meets the intent of Policy 1.2.1 by situating an institutional use that may generate higher traffic volumes in a location that minimizes disturbance to surrounding homes while maintaining accessibility and connectivity for the neighbourhood.

## Section 1.10 – Built-Up Area Policies

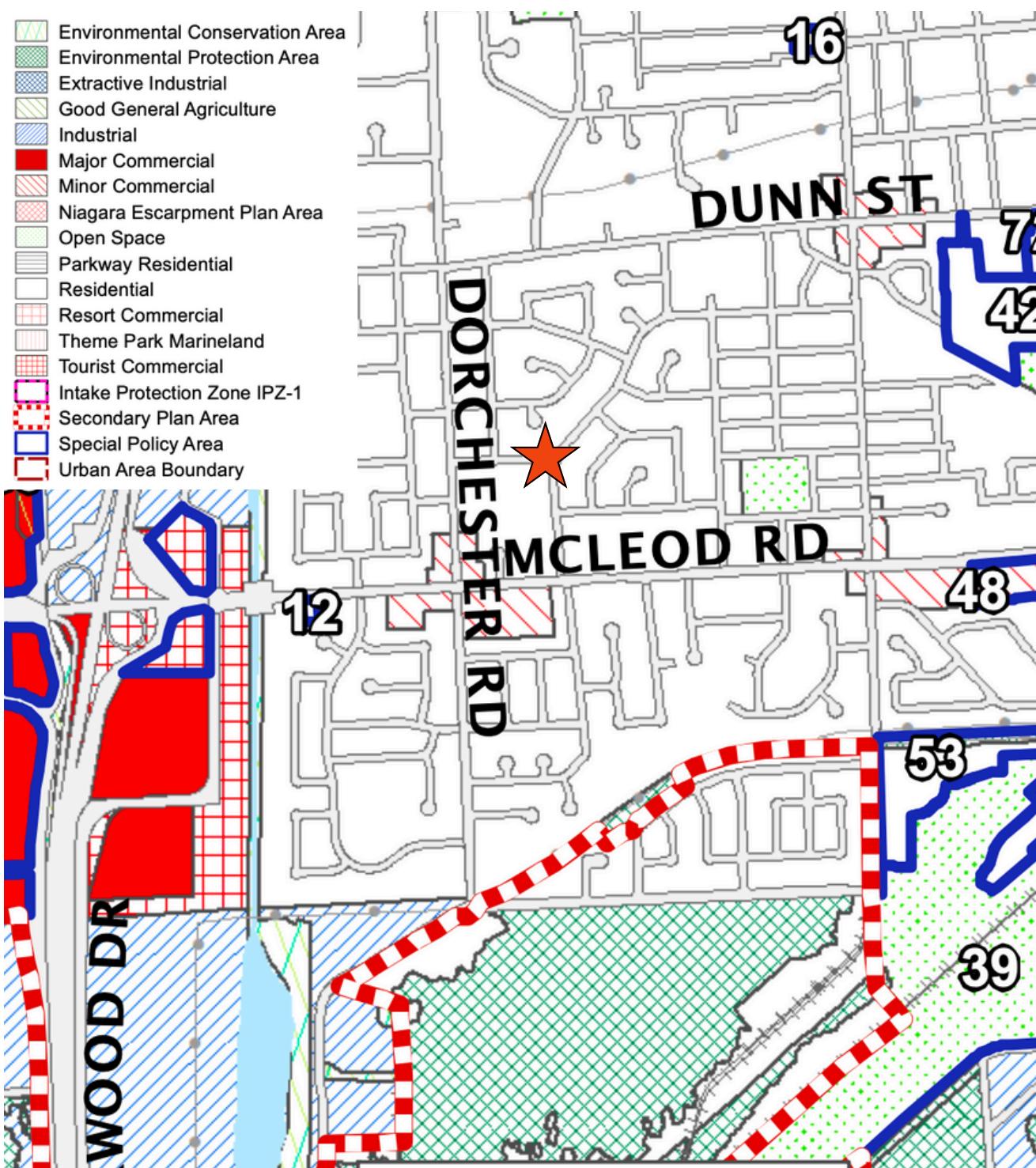
Section 1.10 of the City of Niagara Falls Official Plan establishes policies for development within the Built-Up Area, emphasizing reinvestment, efficient use of existing services, and well-designed infill that contributes positively to established neighbourhoods. The policies direct that redevelopment should support a compact urban form, make use of existing infrastructure, and demonstrate compatibility with surrounding development. Policy 1.10.1 further requires that the character of existing neighbourhoods be retained, and that new development, intensification, and infill blend into the lot fabric, streetscape, and built

form of the area in which it is located. Together, these policies set a framework for context-sensitive growth that reinforces neighbourhood identity while accommodating appropriate redevelopment within the City's existing urban structure.

Building on this policy framework, the proposed redevelopment of the Peace Mosque site appropriately applies the Built-Up Area policies by introducing a modern institutional facility that is context-sensitive, compact, and compatible with the surrounding residential neighbourhood. The development intensifies a long-standing community use on a fully serviced property, consistent with the City's strategic direction in Part 1, Section 2, which encourages reinvestment and efficient use of existing urban land.

Although the new building is larger than the existing structure, its design incorporates graduated setbacks, upper-storey stepbacks, façade articulation, and substantial landscaping to ensure that it blends with the established lot fabric, streetscape, and low-rise character of Caledonia Street, as required by Policy 1.10.1. The building is oriented toward the Caledonia frontage, with active façades and appropriately scaled massing, while sensitive interfaces—particularly along the east property line—are mitigated through buffering, and screening. The proposal therefore respects neighbourhood character while supporting the Official Plan's goals for high-quality infill, sustainable growth, and enhanced community services within the Built-Up Area.

The development promotes a walkable environment, supports active transportation, and aligns with the Built-Up Area policies that encourage well-designed infill and accessible community facilities within established neighbourhoods.



**Figure 6**

Niagara Falls Official Plan –  
Future Land Use

Source: City of Niagara Falls Official Plan Schedule A

**LEGEND**

★ Subject Lands





Niagara Falls Official Plan –  
Urban Structure Plan

Source: City of Niagara Falls Official Plan Schedule A2

# *Niagara Falls Official Plan Summary Opinion:*

*In summary, the proposed Zoning By-law Amendment and redevelopment of the Peace Mosque conform to the relevant policies of the City of Niagara Falls Official Plan, including:*

- **Part 1: Strategic Direction** – by promoting compact development, reinvestment in existing neighbourhoods, and the co-location of community facilities on serviced lands;
- **Part 2: Land Use Policies, Section 1 Residential (General Policies)** – by integrating compatible institutional uses that support complete communities;
- **Section 1.10: Built-Up Area Policies** – by supporting intensification and infill development on serviced lands in a compatible built form.

*Overall, the proposal represents a well-planned, contextually appropriate form of institutional intensification that strengthens community cohesion and fulfills the Official Plan's vision for complete, inclusive, and sustainable neighbourhoods.*

## 5.4 City of Niagara Falls Zoning By-law 79-200

The Subject Lands are zoned Residential 1C Density Zone (R1C Zone) in accordance with the City of Niagara Falls Zoning By-law No. 79-200 (**Figure 8**). Under the existing zoning, places of worship are not a permitted use; however, Section 5.8 – Existing Places of Worship provides that a building in a residential zone which was lawfully used for the purpose of a place of worship on the date of the passing of the By-law may be altered, renovated, or reconstructed, and that such use may continue provided that the regulations of Section 9.2 (Institutional Zone) are satisfied. The existing mosque at 6735 Caledonia Street benefits from this provision and may therefore be redeveloped within the current property limits.

The current proposal, however, incorporates the adjoining Concord Crescent properties (6980 and 6990), which are also zoned R1C and used for residential purposes. Since these properties are proposed to be merged with the mosque site to form a single institutional parcel, a Zoning By-law Amendment is required to rezone the entirety of the lands from R1C to Institutional (I) to reflect their proposed use.

Within the Institutional Zone, a place of worship

and day nursery (daycare) are permitted uses, and therefore no special permission is required for that component of the proposal. A private school, however, is not specifically listed as a permitted use in the Institutional Zone, nor is it addressed in the general public service provisions of Section 4.4, which refer only to public schools. Accordingly, the proposed amendment will also include a private school as a permitted use.

In addition to expanding the permitted uses, the Zoning By-law Amendment proposes site-specific regulations to the Institutional Zone provisions to accommodate the proposed site design. These include adjustments to minimum front and side yard setbacks, building height, and parking aisle width. The following Site Data Chart (**Table 1**) and Zoning By-law Summary Table (**Table 2**) summarize the existing and proposed zoning regulations and the nature of the requested site-specific amendments. A detailed justification for each proposed site-specific provision is provided in the sections that follow.

The proposed draft Zoning By-law Amendment is provided in **Appendix B**.

**Table 1: Institutional Zone (I Zone) Site Data Chart**

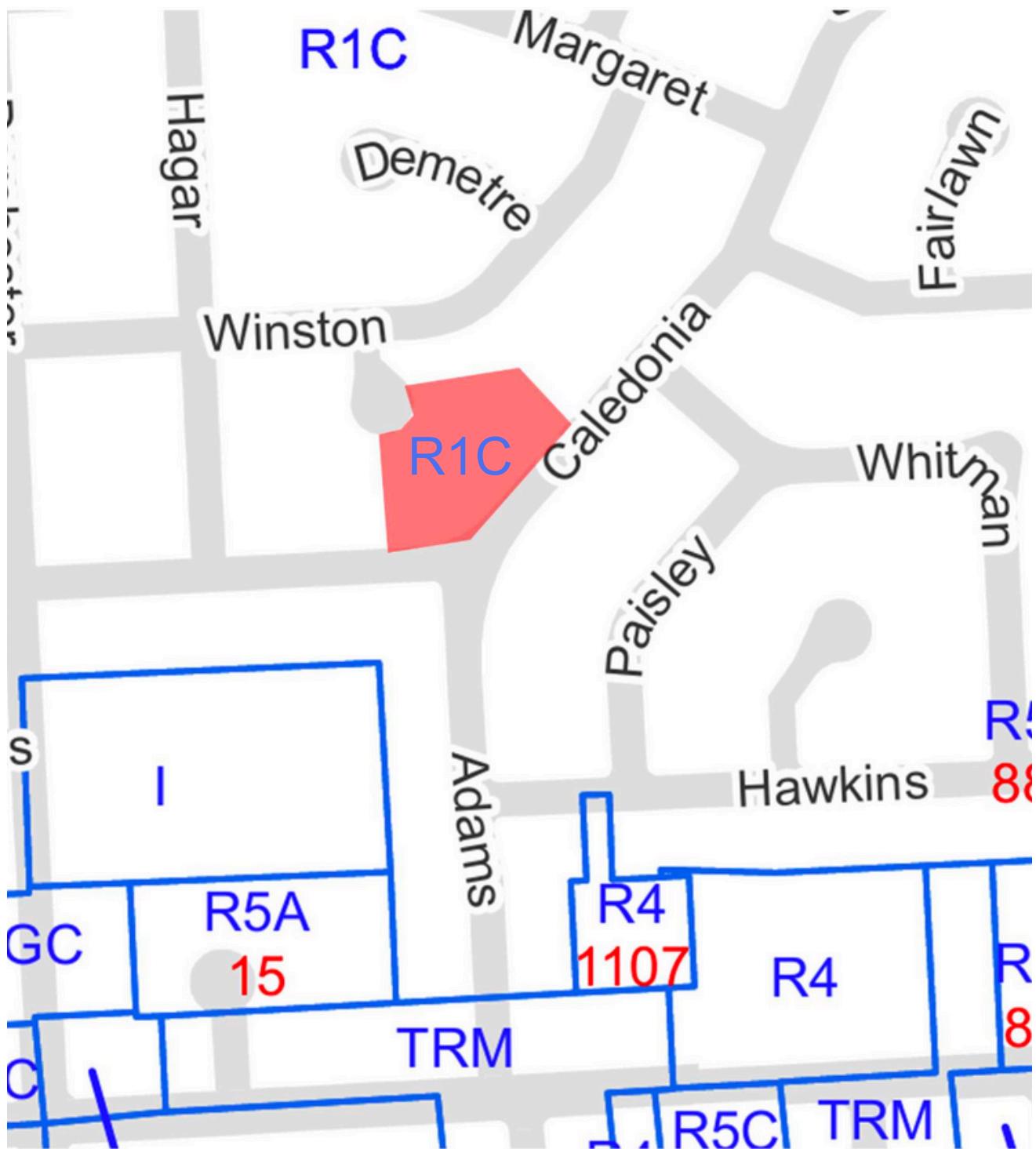
Regulation	REQUIRED	Proposed	
		Existing	New
LOT AREA	<i>min.</i> 1,500 m <sup>2</sup>	3,071.5 m <sup>2</sup>	4,659.4 m <sup>2</sup>
GROSS FLOOR AREA	—	408.0 m <sup>2</sup>	3,025 m <sup>2</sup>
BUILDING AREA	—	408.0 m <sup>2</sup>	1,400 m <sup>2</sup>
LOT COVERAGE	<i>max.</i> 35%		30%
LOT FRONTAGE ( <i>Caledonia</i> )	<i>min.</i> 30.0 m	60.0 m	60.0 m
LOT FRONTAGE ( <i>Concord</i> )	<i>min.</i> 30.0 m	27.4 m	<b>27.4 m</b>
SETBACKS			
• Front Yard ( <i>Caledonia</i> )	8.3 m *	—	<b>3.0 m</b>
• Front Yard ( <i>Concord</i> )	10.0 m	—	32.0 m
• West Side Yard	5.0 m	—	22.0 m
• East Side Yard	5.0 m	—	<b>4.0 m</b>
NUMBER OF STOREYS	—	1	2
BUILDING HEIGHT (m)	10.0 m	4.0 m	<b>14.5 m</b>

LANDSCAPE OPEN AREA	<i>min. 5%</i>	1,311.4 m <sup>2</sup> (42%)	1,200 m <sup>2</sup> (25.8%)
PARKING SPACES			
• 210 Prayer Mats (210 ÷ 5 = 42)	42	36	42
• 1 per Teacher + 1 per 2 Employees	11	—	11
• Daycare Parking (135 m <sup>2</sup> ÷ 40 m <sup>2</sup> = 3.4)	4	—	4
• Barrier-Free Parking (4%)	3	—	3
TOTAL PARKING	57	—	57
MINIMUM PARKING REQUIREMENTS			
• Min. Stall Width	2.75 m	—	2.75 m
• Min. Stall Length	6.0 m	—	6.0 m
• Min. Aisle Width	6.9 m	—	<b>6.3 m</b>
• Min. Driveway Width	4.5 m	—	4.5 m
FRONT YARD 'I' ZONE (Caledonia / Concord) Parking within a front yard in an institutional zone (Section 4.19.3(d))	Caledonia (33%)	—	8.4%
	Concord (33%)	—	32.96%

**Table 2: Zoning By-law Summary Table**

REGULATION	INSTITUTIONAL (I) ZONE REQUIREMENT	PROPOSED (SITE-SPECIFIC)	COMMENTS / RATIONALE
Permitted Uses	Place of Worship, Public School, Daycare	Private School (JK-Grade 8),	Co-location of compatible institutional uses within Built-Up Area; consistent with community-serving functions.
Minimum Lot Area	1,500 m <sup>2</sup>	4,659.4 m <sup>2</sup>	Exceeds minimum requirement.
Minimum Lot Frontage (Caledonia)	30.0 m	60.0 m	Exceeds minimum requirement.
Minimum Lot Frontage (Concord)	30.0 m	27.4 m	Minor deficiency justified by overall lot consolidation; adequate site access and frontage on Caledonia. No access to site provided from Concord.
Minimum Front Yard Depth (Caledonia)	10.0 m	3.0 m (8.3 m previously approved, (CoA A-2020-007)	Reduced setback required for functional layout and sightline optimization; building massing mitigated through stepbacks, canopy and landscaping.
Minimum Front Yard Depth (Concord)	10.0 m	32.0 m	Exceeds minimum requirement.
Minimum Interior Side Yard (East)	5.0 m	4.0 m	Reduced to accommodate site circulation and building placement; screened and buffered.
Minimum Interior Side Yard (West)	5.0 m	22.0 m	Exceeds minimum requirement.

Maximum Building Height	10.0 m	14.5 m	Increased height required to accommodate second storey; compatible with institutional function.
Minimum Landscaped Open Space	5%	25.8%	Exceeds minimum requirement.
Maximum Lot Coverage	35%	30%	Meets requirement.
Minimum Aisle Width	6.9 m	6.3 m	By-law permits a 6.3 m aisle width for 2.75 m parking stall in Residential and Industrial zones only.
Parking Requirement (ZBL 79-200)	1 per 5 prayer mats + 1 per teacher + 1 per 2 staff + 1 per 40 m <sup>2</sup> daycare	57 spaces	Meets requirement.
Bicycle Parking	Long term: 1 space/500 m <sup>2</sup> of GFA Short term: 1 space/500 m <sup>2</sup> of GFA	6 long-term + 6 short-term	Shown on concept site plan.
Access / Driveway	4.5 m width (min.)	4.5 m width (one access)	Meets safety standards; confirmed by sightline assessment.



**Figure 8**  
Niagara Falls Zoning By-law

Source: City of Niagara Falls Zoning By-law 79-200

**LEGEND**  
 Subject Lands



## 5.4.1 Site Specific Regulations

### Minimum Lot Frontage (Concord Crescent)

The Institutional (I) Zone requires a minimum lot frontage of 30.0 metres. The proposed consolidated lot provides 27.4 metres of frontage along Concord Crescent, representing a reduction of 2.6 metres from the zoning requirement.

This reduction is considered minor in nature and appropriate in the context of the proposed development. Concord Crescent functions as a local municipal road that serves a small number of single detached dwellings and does not provide direct vehicular access to the mosque site. The active frontage for the property is along Caledonia Street, which is classified as a local collector road and serves as the only access point for vehicles, pedestrians, and cyclists.

The reduced frontage along Concord Crescent does not impact the functionality, design, or accessibility of the site, as it is limited to a landscaped edge and provides visual continuity with the adjacent residential properties. The site maintains sufficient width to accommodate appropriate side yard setbacks, landscaping, and buffering along this interface.

Given that the functional and visual orientation of the development is directed toward Caledonia Street, the modest reduction in lot frontage on Concord Crescent is considered technical in nature.

### Minimum Front Yard Setback (Caledonia Street)

The Institutional (I) Zone requires a minimum front yard depth of 10.0 metres, whereas the proposal provides a series of graduated setbacks along Caledonia Street ranging from 3.0 metres to 10 metres. The proposed setback pattern has been deliberately designed to respond to both functional site needs and the unique streetscape geometry along the Caledonia–Adams curve.

The smallest setback of 3.0 metres applies only to a one-storey portion of the building, while the

predominant façade—including the main prayer hall, gymnasium, and entrance vestibule—is set back between 6.4 metres and 10 metres. The upper storeys are also stepped back to a consistent 6.4 metres, further reducing the massing and ensuring compatibility with adjacent residential dwellings.

From a transportation perspective, the driveway and building placement were designed in consultation with Paradigm Transportation Solutions, who undertook a sightline assessment to evaluate the available stopping and departure sight distances at the proposed Caledonia Street access. The analysis confirmed that the horizontal curve of Caledonia Street—not the proposed building setback—limits the eastbound departure sightline. Paradigm's recommended mitigation, the introduction of an All-Way Stop Control (AWSC) at the Caledonia Street and Adams Avenue intersection, effectively addresses this concern and improves pedestrian and vehicular safety.

From a planning and urban design perspective, Planning Staff's concern that the building "impedes sightlines" relates primarily to visual openness and streetscape consistency. The Subject Lands are distinct from the smaller single detached lots that characterize the block; they are significantly larger, located at a broad corner curve, and function as a gateway site. The combination of site size, intersection exposure, and width of public right-of-way (approximately 20 metres wide) creates a context that can comfortably accommodate a slightly reduced setback without compromising views or streetscape character.

Further, the proposed design maintains a landscaped areas and articulated façades, which soften the visual transition to adjacent dwellings. The only residential property directly affected by the building's setback is located on the east side, and this interface is buffered through landscaping and a reduced two-storey scale on that portion of the façade.

In the surrounding R1C zone, the required front yard setback is 6.0 metres. The proposed mosque setbacks of 6.4–10 metres therefore align more closely with the prevailing residential pattern than the Institutional Zone's 10.0-metre standard. The limited 3.0-metre segment reads as a minor architectural projection, comparable in scale to a porch or canopy feature, and does not function as the primary building frontage.

Functionally, the modest reduction also preserves the depth of the rear outdoor play yards required for the daycare and school, ensuring compliance with safety and programmatic requirements. A deeper uniform setback would eliminate or compromise these play areas, contrary to the Provincial Planning Statement (2024) and Niagara Official Plan policies supporting co-located, community-serving facilities that promote active and healthy living.

In conclusion, the requested reduction in the minimum front yard depth from 10.0 metres to 3.0 metres (modulated façade) is minor, intentional, and justified. It accommodates operational needs, respects the site's unique geometry, and integrates effectively within the existing streetscape. The combination of tiered setbacks, upper-storey stepbacks, and landscape treatment ensures a balanced transition between the institutional building and its residential surroundings. The proposal therefore maintains compatibility, safety, and good planning principles consistent with the intent of the City's Zoning By-law and design objectives.

### **Minimum East Side Yard Width**

The Institutional (I) requires a minimum interior side yard width of 5.0 metres. The proposed development provides a 4.0-metre east side yard, representing a 1.0-metre reduction from the requirement.

This reduction is minor in scale and arises from the practical need to accommodate the functional layout of the building, parking, and circulation areas within the consolidated site. The east side

yard occurs along the shared property line with a single detached dwelling at 6665 Caledonia Street, which is the only residential property directly abutting the new mosque.

Several factors support the appropriateness of the reduced setback:

- 1. Adequate separation and buffering**  
The proposed 4.0-metre setback provide sufficient distance for a landscape buffer and privacy fencing consistent with the City's urban design and buffering standards for institutional-residential interfaces. The mosque's design will incorporate landscaping and a continuous solid-board wood fence, ensuring no adverse visual or privacy impacts to the adjacent dwelling.
- 2. Building articulation and limited massing on the east elevation**  
The east façade contains no primary entrances or gathering areas and has been intentionally designed with limited window openings and a reduced two-storey profile to minimize overlook and shadowing. Along the majority of the east elevation, the second storey is set back approximately 4.5 metres, providing an appropriate separation from the adjacent residential lot and reducing perceived massing. At the front portion of the building, the upper storey is further recessed to align with the 6.4-metre setback plane, consistent with the massing transition strategy along Caledonia Street. Together, these stepbacks ensure a sensitive built-form relationship and a compatible interface with the neighbouring dwelling.
- 3. Functional efficiency and circulation**  
The reduced east side yard allows the building and parking layout to maintain proper drive aisle alignment, barrier-free access routes, and rear play-area space for the daycare and school. A full 5.0-metre setback would require shifting the building

footprint westward, compromising internal circulation and the spacing of parking aisles that have been designed to satisfy transportation and site-access standards.

#### 4. **Neighbourhood compatibility**

The overall separation between the mosque and the neighbouring dwelling, when combined with the landscaped buffer, exceeds typical residential side-yard conditions in the R1C zone (which are commonly 1.2–1.5 metres). In relative terms, the proposed interface is generous and achieves the intent of the by-law—to provide adequate light, air, and privacy between buildings.

#### 5. **Planning policy alignment**

The proposal supports the Niagara Official Plan and City of Niagara Falls Official Plan objectives for compact, efficient, and context-sensitive development within the Built-Up Area. The modest reduction facilitates a well-proportioned building footprint and maintains full operational functionality of the co-located community uses on the site.

In summary, the reduction from 5.0 metres to 4.0 metres along the east property line is minor, technically justified, and fully compatible with the surrounding residential context. The combination of landscaping, fencing, and upper-storey stepbacks ensures that the intent of the Zoning By-law is maintained, providing a sensitive and well-screened transition between the institutional and residential uses while optimizing the site's functionality.

#### **Maximum Building Height**

The Institutional (I) Zone permits a maximum building height of 10.0 metres. The proposed development includes a two-storey building with a maximum height of 14.5 metres, representing an increase of 4.5 metres to accommodate the functional design of the new mosque.

The requested increase in height is program-driven and not architectural or ornamental in nature. The additional height is required to accommodate the gymnasium, which requires a clear interior height of approximately 7.0 to 9.0 metres for proper structural and functional operation, as well as the second-floor classrooms and mechanical systems. The design reflects a contemporary community facility that integrates multiple functions within a single, efficient building form.

Several factors demonstrate that the proposed height is appropriate and compatible with the surrounding neighbourhood context:

##### 1. **Design and Stepbacks Reduce Perceived Height**

The proposed building incorporates stepbacks at the upper levels, with the second storey set back 6.4 metres from Caledonia Street. These stepbacks, along with the articulation of the façade and use of glazing, help visually reduce the apparent height of the building when viewed from the street. The ground floor is further modulated with setbacks ranging from 3.0 metres to 9.8 metres, creating visual depth and minimizing massing along the Caledonia frontage.

##### 2. **Separation from Adjacent Residential Uses**

The Subject Lands are substantially larger than the surrounding single detached lots, and the building is positioned with generous setbacks on three sides. The closest dwelling is located at 6665 Caledonia Street to the east, which is separated from the mosque by a 4.0-metre side yard, privacy fencing, and landscaped buffering. The dwelling at 6765 Caledonia Street—located closest to the **existing** mosque—is located further away under the proposed plan, and the houses on Concord Crescent (7001 and 6970) and those fronting the Caledonia-Adams curve are all well removed from

the new building footprint. The west side yard of 22 metres in addition to the Concord front yard setback of 32 metres provides a significant visual and spatial buffer to the surrounding residential context.

### 3. Contextual Fit within a Gateway Condition

The Subject Lands are located at the intersection of Caledonia Street and Adams Avenue, where the road curves and widens to form a more open streetscape. This configuration establishes a gateway location at the edge of the residential neighbourhood. The proposed height and architectural form are appropriate for this prominent corner condition and provide a sense of community presence without dominating the streetscape. The building's design incorporates a balanced horizontal emphasis that relates well to the surrounding context.

### 4. Limited Shadow Impacts

The property is located on the north side of Caledonia Street. As a result, shadows cast by the building will fall primarily northward, toward the interior of the site and the rear yards of Concord Crescent, rather than onto the houses to the south of Caledonia. The increase in height will have minimal impact on sunlight access for surrounding dwellings. During summer and equinox periods, midday shadow lengths will remain short and contained within the site. Even during winter months, shadows will primarily extend to the north and will be temporary and limited in extent.

### 5. Functional and Design Necessity

The increase in height is essential to accommodate the gymnasium, mezzanine, and upper-level school use

within a compact footprint. Maintaining the height at 10.0 metres would result in a constrained interior volume, compromising the functional use of the space and the efficiency of the building design. The proposed height allows for flexibility, durability, and modern design standards consistent with contemporary institutional buildings.

Overall, the increase in building height from 10.0 metres to 14.5 metres is reasonable, functional, and compatible with the character of the surrounding neighbourhood. The building's stepbacks, articulation, setbacks, and landscaping mitigate any potential visual or massing impacts. Given the site's large size, corner location, and separation from adjacent homes, the proposed height will not adversely affect surrounding properties and represents good planning and urban design consistent with the intent of the Zoning By-law and Official Plan policies for institutional development within the Built-Up Area.

#### Minimum Aisle Width

Section 4.19 requires a minimum aisle width of 6.9 metres for standard two-way circulation. The proposed development provides an aisle width of 6.3 metres for parking spaces measuring 2.75 metres in width. While the reduced aisle width is not specifically referenced in the Institutional Zone provisions, Section 4.19 – Parking Areas of the Zoning By-law permits a 6.3 metre aisle width for spaces of the same width within Residential and Industrial zones. Transportation Staff have confirmed that this standard is acceptable for the proposed institutional use and that it maintains appropriate manoeuvring and access within the site.

The modest reduction allows for improved site design by creating additional space for perimeter landscaping and screening along property boundaries shared with adjacent residential dwellings.

The requested reduction from 6.9 metres to 6.3 metres is therefore technical in nature and facilitates an enhanced landscape treatment without impacting site circulation or safety.

### **Addition of Private School as a Permitted Use**

The Institutional (I) Zone does not explicitly list schools as a permitted use. Instead, Section 4.4 – Public Services of the General Provisions allows public service uses, including public schools, to be established in any zone, subject to applicable zoning regulations. This provision does not extend to private schools, which are therefore not permitted unless specifically identified through a site-specific zoning amendment.

The proposed amendment therefore includes an additional permission to allow a private elementary school (Junior Kindergarten to Grade 8).

From a land use planning perspective, there is no functional distinction between a public and a private school. Both are community-serving educational facilities that operate during regular school hours, generate similar traffic and parking characteristics, and are compatible with surrounding residential neighbourhoods. The proposed private school will be smaller in scale than a typical public school, accommodating approximately 180 students across 10 classrooms, and will function in conjunction with the mosque's educational and community programming. Operations will not overlap with major prayer times or community events, and the design incorporates a dedicated drop-off area and separate daycare access to maintain efficient site circulation.

The addition of a private school as a permitted use is therefore appropriate, compatible, and consistent with the intent of the Zoning By-law, which already recognizes educational and community-serving institutions as compatible uses within built-up residential areas.

## *Zoning By-law Summary Opinion:*

*The proposed Zoning By-law Amendment will rezone the Subject Lands from Residential 1C Density Zone (R1C Zone) to a site-specific Institutional (I) Zone to permit the redevelopment of the existing mosque and the consolidation of the adjoining Concord Crescent properties. The amendment will also add a private school as a permitted use.*

*In addition, the amendment will establish site-specific regulations related to lot frontage (Concord Crescent), front yard setback (Caledonia Street), east interior side yard width, building height, and aisle width to reflect the functional and design requirements of the proposed development. Each of the site-specific provisions has been reviewed in detail and is supported by planning rationale, technical justification, and transportation analysis.*

*Overall, the proposed zoning framework maintains the intent and purpose of Zoning By-law No. 79-200 by ensuring a compatible, well-designed institutional redevelopment that provides enhanced community, educational, and childcare facilities within an established residential area.*

*The amendment represents good planning and appropriate zoning implementation consistent with the Provincial Planning Statement (2024), the Niagara Official Plan, and the City's Official Plan policies for the Built-Up Area.*

## 6.0 Conclusion

This Planning Justification Report has been prepared by JV Planning & Development Consulting on behalf of the Mount Pleasant Islamic Centre in support of a Zoning By-law Amendment application pertaining to 6735 Caledonia Street and 6980–6990 Concord Crescent in the City of Niagara Falls. The proposed amendment is necessary to permit the redevelopment of the existing mosque property and the consolidation of the adjoining Concord Crescent parcels to accommodate a new two-storey mosque with associated educational and daycare uses.

The proposed development will replace an aging single-storey facility with a modern, purpose-built institutional building that integrates a mosque, private school, and daycare within a single, efficiently designed building. The redevelopment will enhance the functionality of the site, strengthen community programming, and provide upgraded facilities for worship, education, and recreation in a form that is compatible with the surrounding neighbourhood.

This Planning Justification Report concludes that the proposed Zoning By-law Amendment is appropriate and represents good planning for the following reasons:

- It is consistent with the Provincial Planning Statement (2024), which promotes the optimization of serviced land, compact development, and co-location of community uses within settlement areas.
- It conforms with the Niagara Official Plan which directs growth and reinvestment to the Built-Up Area, encourages complete communities, and supports the efficient use of existing infrastructure.
- It conforms with the City of Niagara Falls Official Plan, which identifies the Subject Lands within the Residential designation and Built-Up Area, supporting the co-location of compatible institutional and community uses that serve local residents.
- The proposed site-specific zoning

provisions—including those related to lot frontage, front yard setback, east side yard, building height, and aisle width—are appropriate, functionally justified, and consistent with sound land use planning principles.

- The proposal will result in a compatible and contextually appropriate institutional redevelopment, with building massing, setbacks, and landscaping designed to integrate harmoniously with adjacent residential uses.
- The development will utilize existing municipal servicing and transportation infrastructure efficiently and incorporates transportation demand management measures, including bicycle parking, carpool spaces, and coordinated parking management.
- The new mosque, school, and daycare represent a significant community investment that will enhance educational, cultural, and social opportunities for residents, contributing positively to the overall vitality and inclusiveness of the surrounding neighbourhood.

Accordingly, the proposed Zoning By-law Amendment to permit the redevelopment of the Peace Mosque property at 6735 Caledonia Street and 6980–6990 Concord Crescent is appropriate, desirable, and represents good planning consistent with the applicable Provincial, Region, and City policy frameworks.

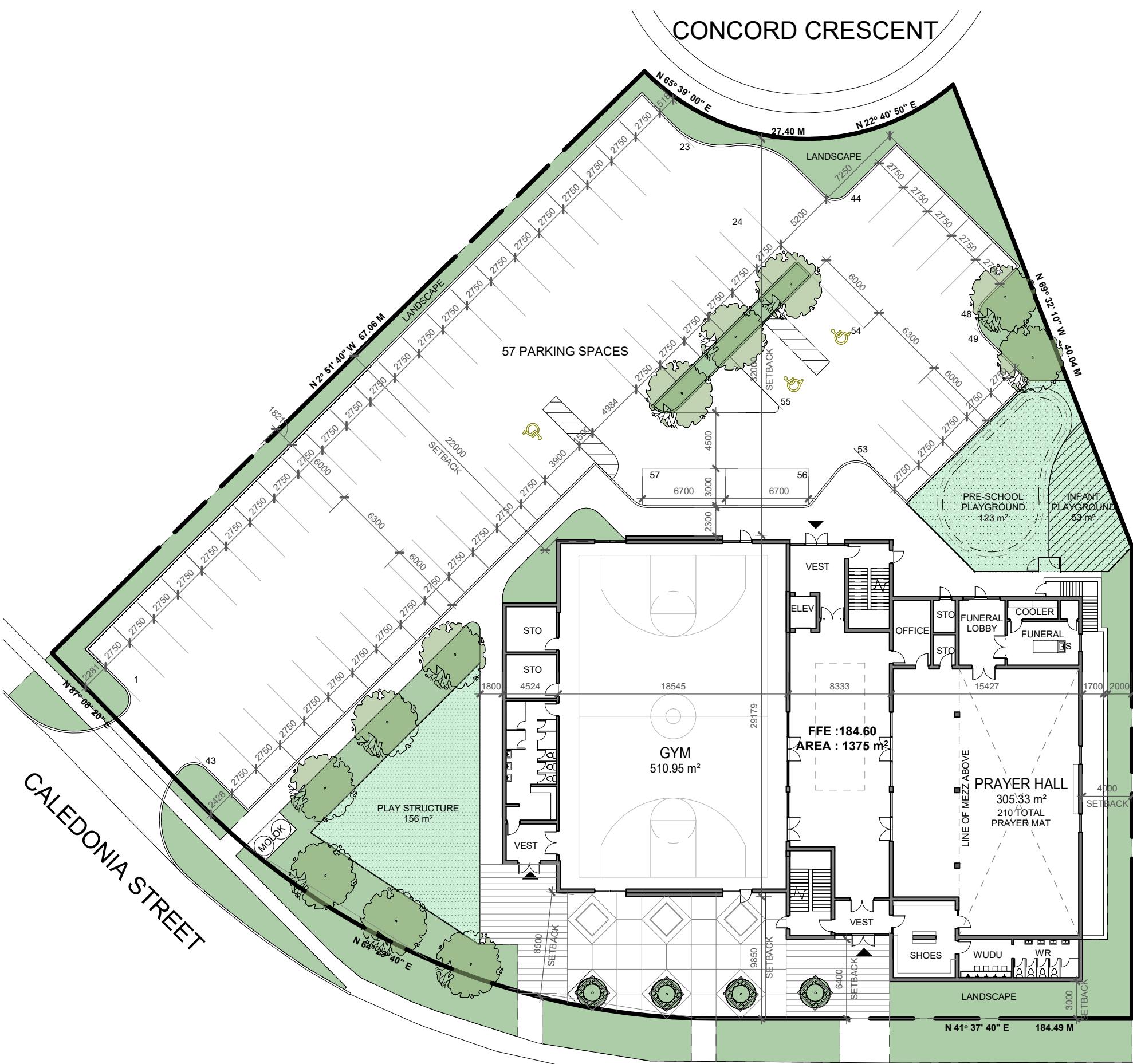
This report has been prepared and respectfully submitted by,



Jennifer Voss, MCIP, RPP

## Appendix A – Architectural Drawings

# CONCORD CRESCENT



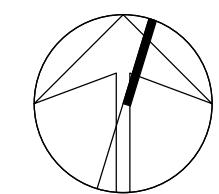
# SITE DATA CHART

6735 CALEDONIA STREET, NIAGARA FALLS

ZONING: R1C - Existing Place of Worship: I ZONE

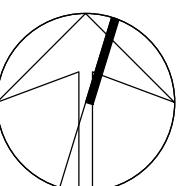
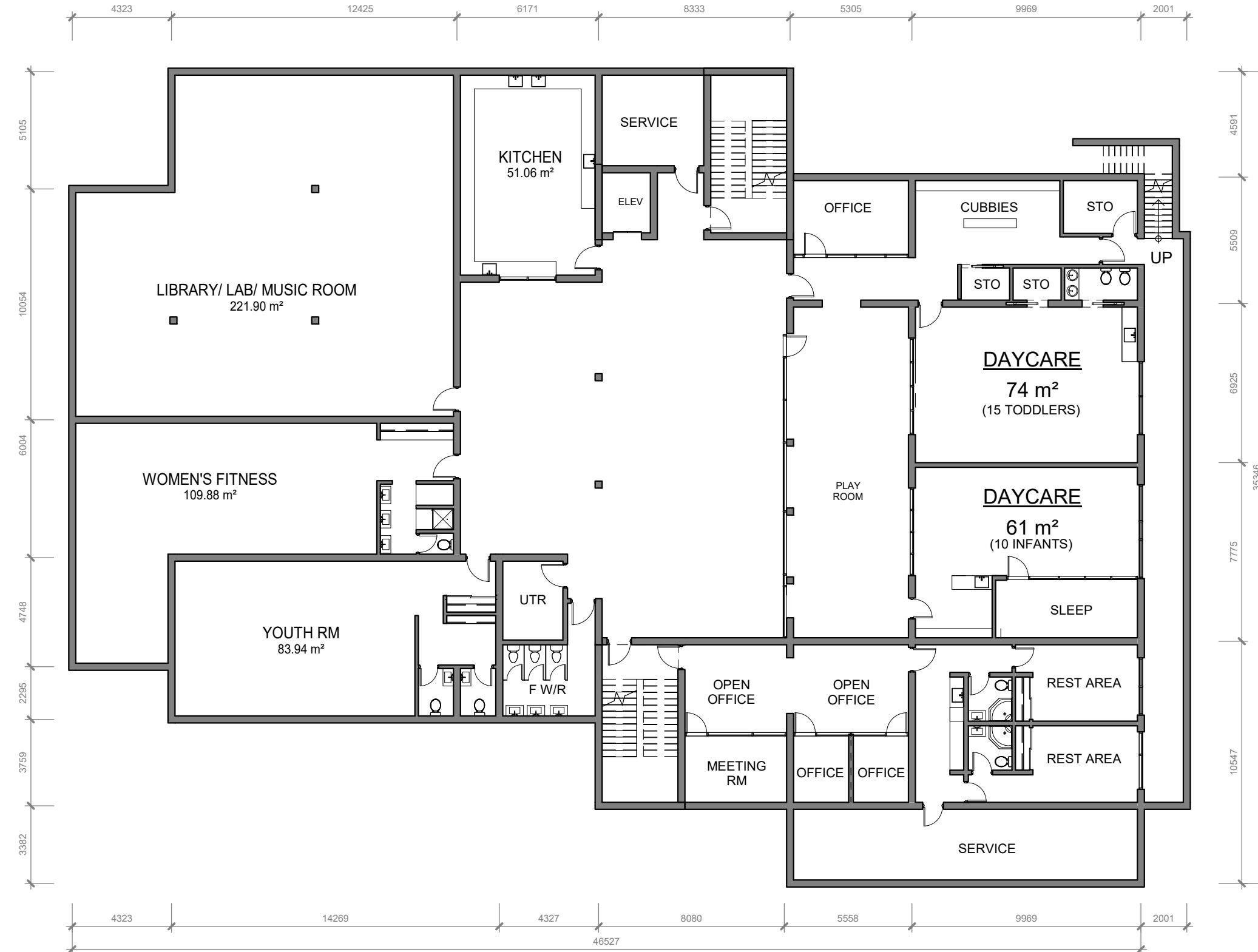
DATA	REQUIRED	PROVIDED	
		EXISTING	NEW
LOT AREA	min. 1,500m <sup>2</sup>	3071.5m <sup>2</sup>	4,659.4 m <sup>2</sup>
GROSS FLOOR AREA		408.0 m <sup>2</sup>	2,771.2 m <sup>2</sup>
BUILDING AREA		408.0 m <sup>2</sup>	1,331.4 m <sup>2</sup>
LOT COVERAGE	max. 35.0%	28.6 %	
LOT FRONTAGE CALEDONIA	min. 30.0m	60.0 m	
LOT FRONTAGE CONCORD	min. 30.0m	27.4m	
SETBACKS			
FY CALEDONIA	8.3m*	3.0m	
FY CONCORD	10.0m	32.0m	
RY	N/A	N/A	
W.SY	5.0m	22.0 m	
E.SY	5.0m	4.0 m	
NUMBER OF STOREYS	-	1	2
BUILDING HEIGHT (m)	12.50 m	4m	14.5m
LANDSCAPE OPEN AREA	5.0%	1,311.4m <sup>2</sup> (42%)	1,438.0m <sup>2</sup> (30.8%)
PARKING SPACES			
210 PRAYER MATS 210/5=42	42	36	42
1 PER 1 TEACHER 1 PER 2 EMPLOYEES	10 TEACHERS 2 EMPLOYEE =11		11
DAYCARE PARKING (FLOOR AREA/40m <sup>2</sup> ) 135m <sup>2</sup> /40m <sup>2</sup> = 3.375	4		4
B/F PARKING SPACES (4%)	3		3
TOTAL PARKING	57		57
MINIMUM PARKING REQUIREMENTS			
MIN. STALL WIDTH	2.75m	2.75m	
MIN. STALL LENGTH	6.0m	6.0m	
MIN. AISLE WIDTH	6.9m	6.3m	
MIN. DRIVEWAY WIDTH	4.5m	4.5m	
FRONT YARD "I" ZONE CALEDONIA / CONCORD	Caledonia (33%) Concord (33%)	8.4% 32.96%	

\*As per CofA File # A-2020-007 the minimum front yard depth of 8.3 metres has been approved



2 STOREY PROPOSED  
NEW BUILDING  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06

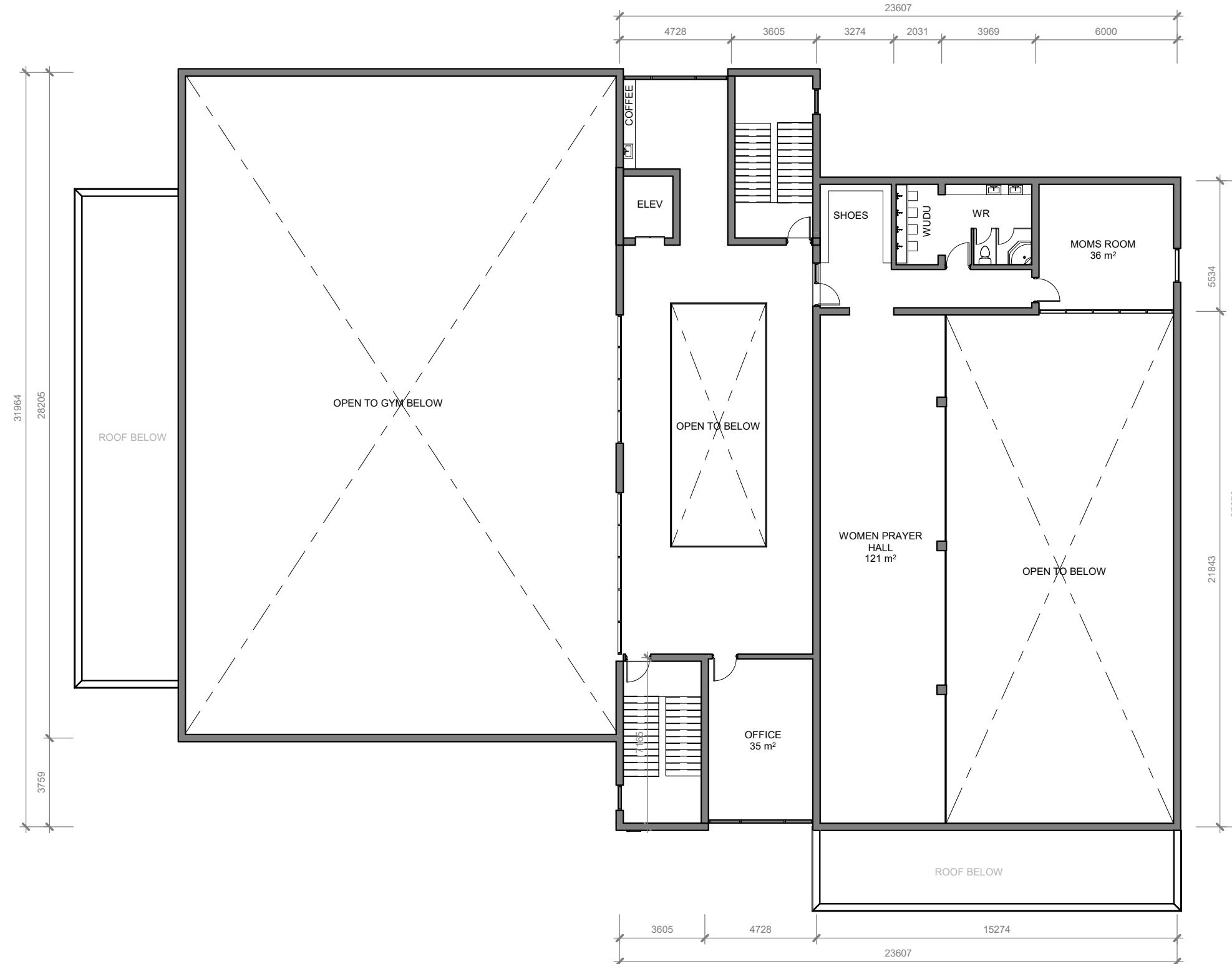
**SITE PLAN**  
As indicated



**2 STOREY PROPOSED  
NEW BUILDING**  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06

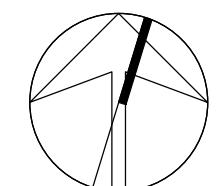
## BASEMENT FLOOR PLAN

1 : 200

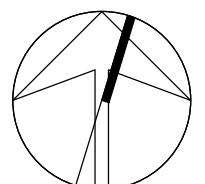
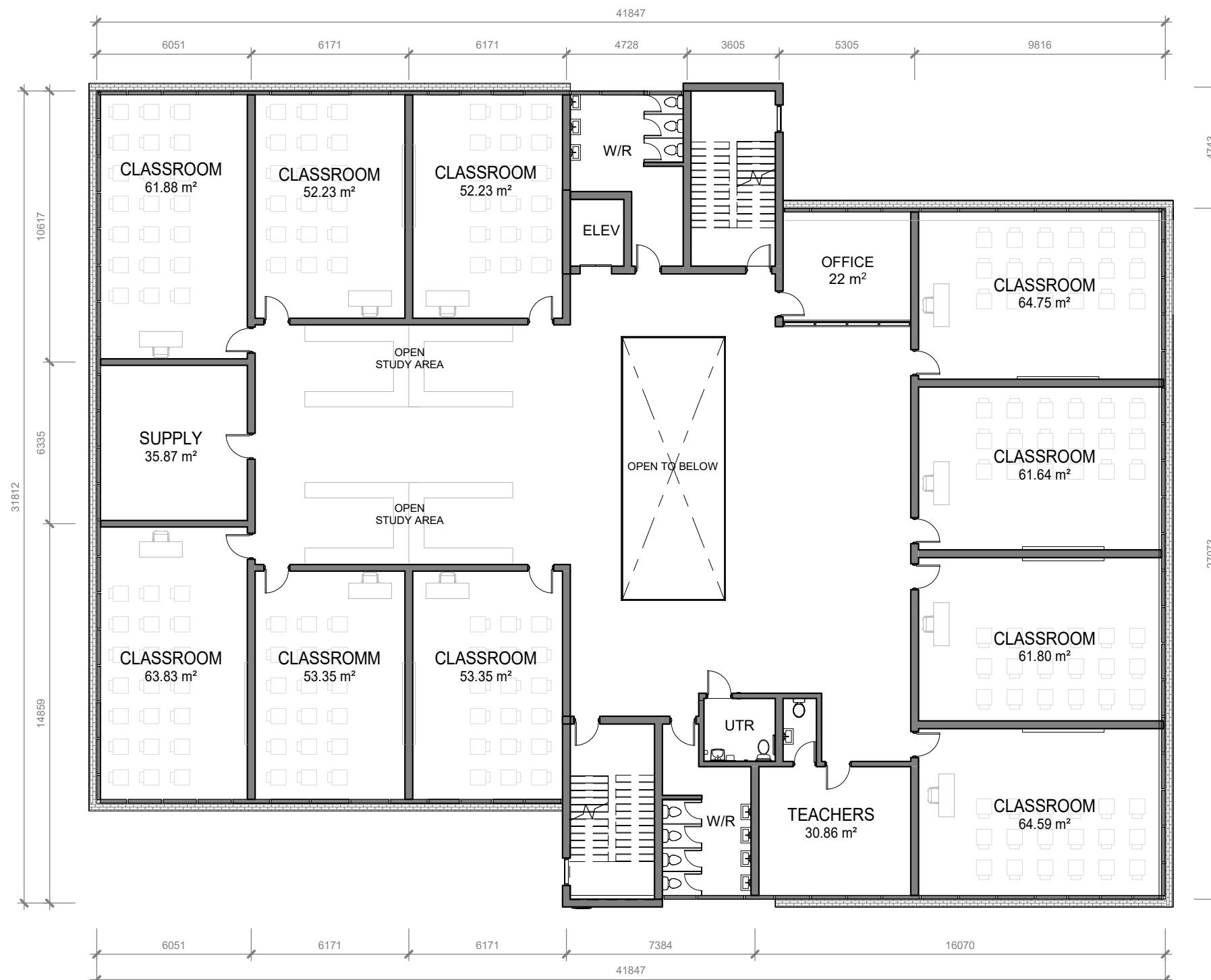


## MEZZANINE FLOOR PLAN

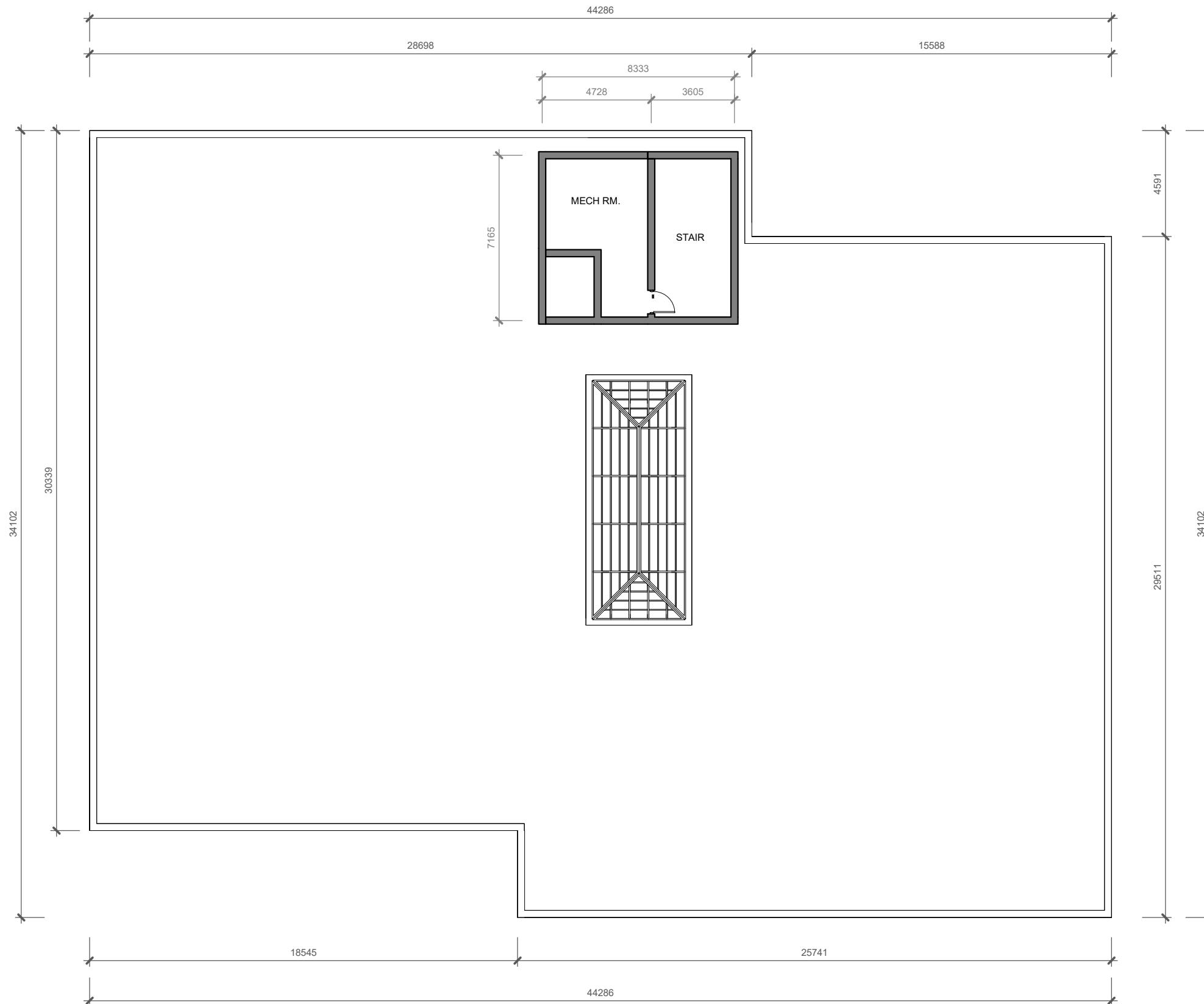
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**2 STOREY PROPOSED  
NEW BUILDING**  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06

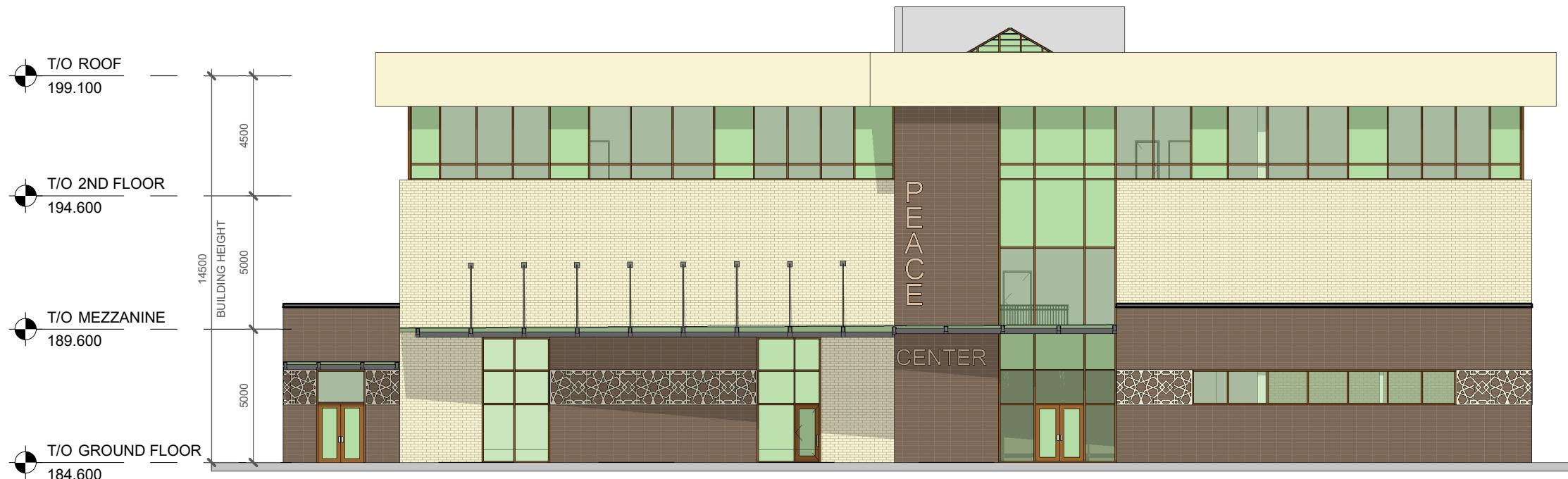


2 STOREY PROPOSED  
NEW BUILDING  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06



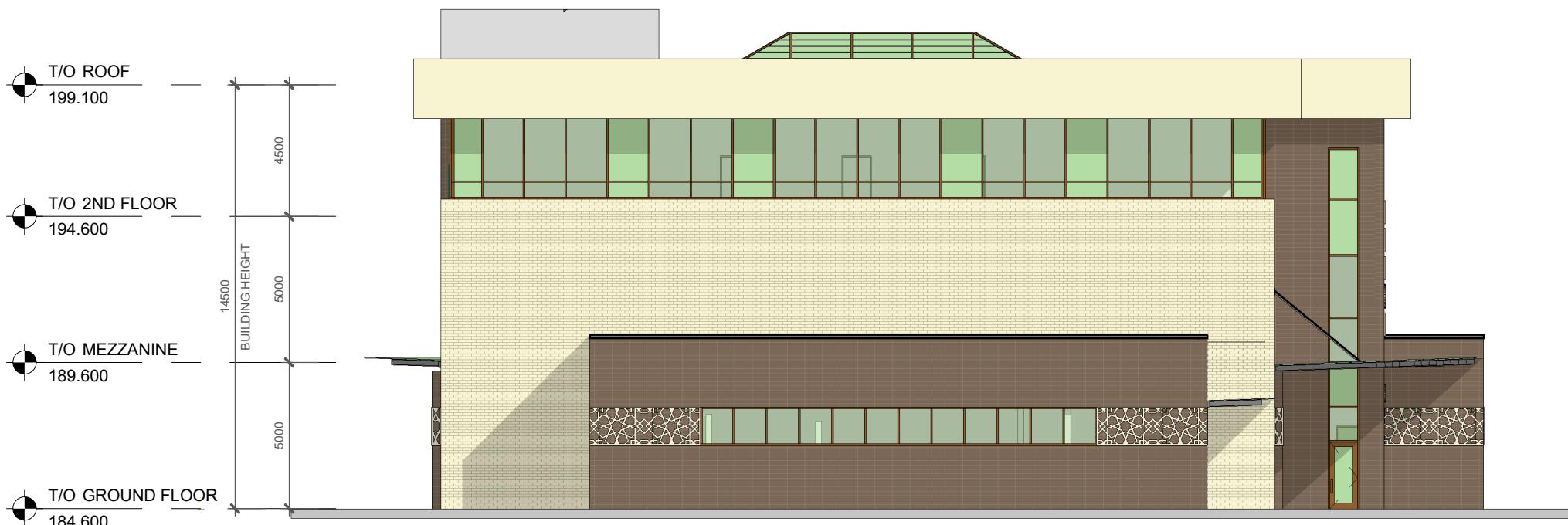
**2 STOREY PROPOSED  
NEW BUILDING**  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06

**ROOF PLAN**  
1 : 200



**SOUTH ELEVATION**

SCALE: 1 : 200



**WEST ELEVATION**

SCALE: 1 : 200

**SOUTH AND WEST ELEVATIONS**

1 : 200

**2 STOREY PROPOSED  
NEW BUILDING**  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06



**MASRI O Inc.  
ARCHITECTS**  
101-609 KUMPF DRIVE  
WATERLOO, ON, N2V 1K8  
PH. 519.579.0072  
www.Masri.ca



## North Elevation DESIGN

SCALE: 1 : 200



## East Elevation DESIGN

SCALE: 1 : 200

## NORTH AND EAST ELEVATION

1 : 200

2 STOREY PROPOSED  
NEW BUILDING  
6735 CALEDONIA ST.  
NIAGRA, ON  
MPIC  
2025.11.06

## Appendix B – Draft Zoning By-law Amendment

CITY OF NIAGARA FALLS

By-law No. 2025-XXX

A BY-LAW TO AMEND BY-LAW NO. 79-200, TO REZONE THE LANDS TO AN INSTITUTIONAL (I-XX) ZONE AND TO PERMIT A PRIVATE SCHOOL AND SITE-SPECIFIC REGULATIONS FOR THE REDEVELOPMENT OF THE PEACE MOSQUE.

THE COUNCIL OF THE CORPORATION OF THE CITY OF NIAGARA FALLS ENACTS AS FOLLOWS:

1. The Lands that are the subject of, and affected by, the provisions of this By-law are described in Schedule 1 of this By-law and shall be referred to in this By-law as the "Lands". Schedule 1 forms part of this By-law.
2. The purpose of this By-law is to amend the provisions of By-law No. 79-200 to rezone the Lands from Residential 1C Density Zone (R1C) to Institutional (I-XX) Zone, to add a private school as a permitted use, and to establish site-specific regulations to permit the redevelopment of the Lands in a manner that would otherwise be prohibited by the By-law.
3. Notwithstanding the provisions of By-law No. 79-200 to the contrary, the Lands shall be zoned Institutional (I-XX), and the permitted uses and regulations governing the permitted uses on and of the Lands shall be as follows.
4. Permitted Uses:
  - (a) Private School
  - (b) All other uses permitted in the Institutional (I) Zone under Section 9.1 of By-law 79-200.

5. Regulations Governing the Lands:

- (a) Minimum Lot Frontage (Concord Crescent): 27.4 metres
- (b) Minimum Front Yard Depth – Caledonia Street:
  - 8.5 metres at the southwest corner of the gymnasium
  - The remainder of the gymnasium frontage shall maintain a setback equal to or greater than 8.5 metres
  - 6.4 metres at the main front entrance and the second-storey façade of the prayer hall
  - 3.0 metres for the one-storey portion of the prayer hall only
  - Only the first storey of the prayer hall may encroach to 3.0 metres
- (c) Minimum Interior Side Yard (East): 4.0 metres
- (d) Maximum Building Height: 14.5 metres
- (e) Minimum Parking Aisle Width: 6.3 metres
- (f) All other applicable regulations of the Institutional (I) Zone and By-law No. 79-200 shall continue to apply.

6. Use Restrictions:

- (a) No person shall use the Lands for a use that is not a permitted use.
- (b) No person shall use the Lands in a manner that is contrary to the regulations of this By-law.

7. Schedule and Mapping Amendments:

The provisions of this By-law shall be shown on the applicable Sheet of Schedule "A" of By-law No. 79-200 by redesignating the Lands from R1C to I-XX.

8. Section 19 of By-law No. 79-200 is amended by adding:

19.1.XXXX – Refer to By-law No. 2025-XXX

READ A FIRST, SECOND AND THIRD TIME; PASSED, SIGNED AND SEALED IN OPEN  
COUNCIL THIS XXTH DAY OF XXXXX, 2025.

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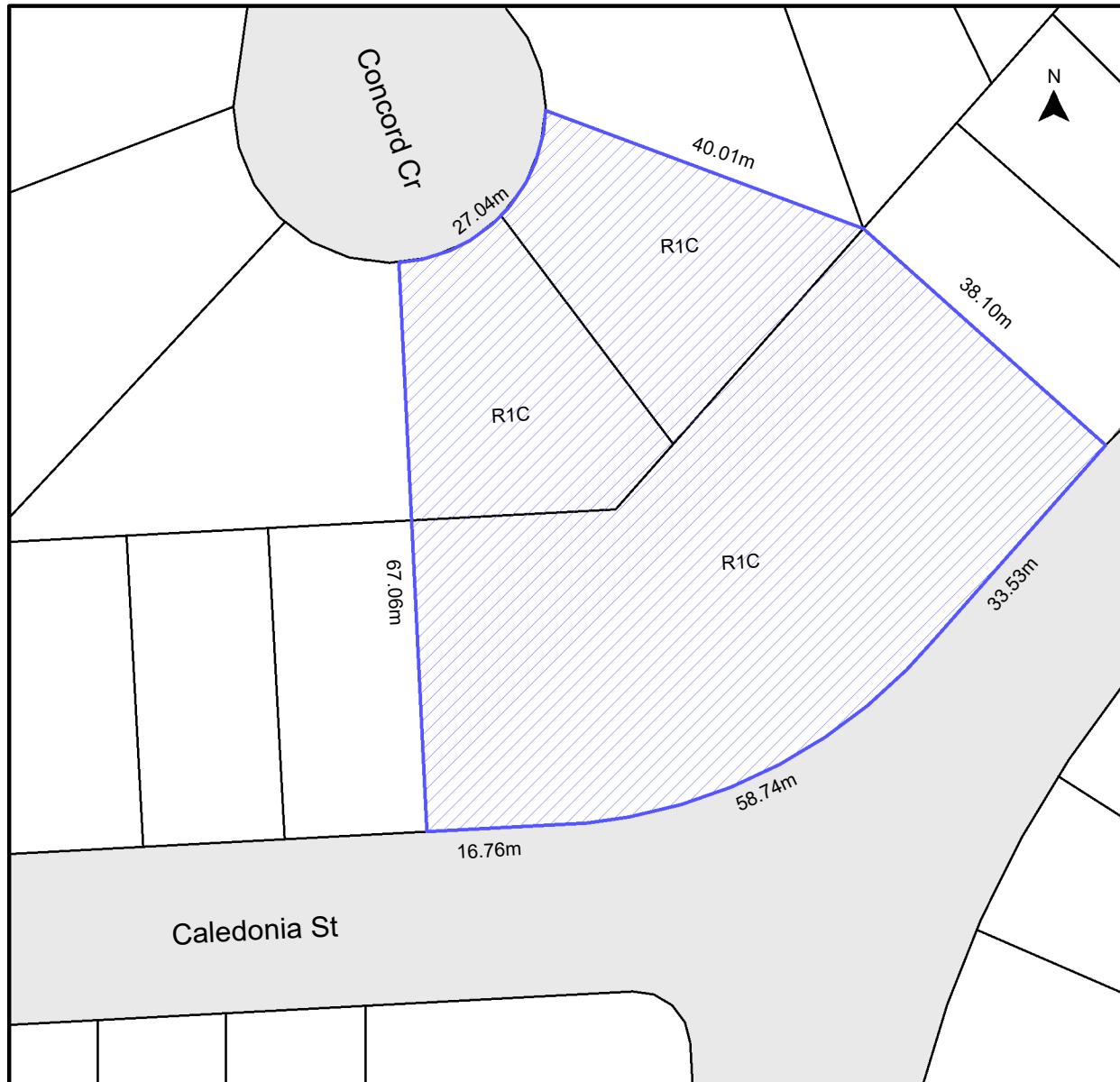
MAYOR

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CITY CLERK

# SCHEDULE 1 TO BY-LAW. 2025-XXX

Area Affected by this Amendment 



Amending Zoning By-law No. 79-200

Description: Lot 187-191, 220 & 221, Township of Drummond; City of Niagara Falls

Applicant: Mount Pleasant Islamic Center

Assessment: TMPPL20250001706

November-11-2025