

REPORT

Planning and Development Council

Meeting Date: September 13, 2021

FROM: Planning Services Department

DATE: August 31, 2021

SUBJECT: Public Meeting Report, SmartCentres (on behalf of SmartREIT (Oakville II) Inc./SmartREIT (Oakville) Inc.), Official Plan Amendment and Zoning By-law Amendment, Z.1413.31, 256, 260 and 294 Hays Boulevard, 271 Oak Park Boulevard

LOCATION: 256, 260 and 294 Hays Boulevard, 271 Oak Park Boulevard

WARD: Ward 5

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RECOMMENDATION:

1. That the public meeting report prepared by the Planning Services Department dated August 31, 2021, be received.
2. That comments from the public with respect to the proposed Official Plan Amendment and Zoning By-law Amendment submitted by SmartCentres (on behalf of SmartREIT (Oakville II) Inc. SmartREIT (Oakville) Inc.) (File No.: Z.1413.31), be received.
3. That staff consider such comments as may be provided by Council.

KEY FACTS:

The following are key points for consideration with respect to this report:

- SmartCentres, the owners of the subject lands, has submitted an Official Plan Amendment and Zoning By-law Amendment application to facilitate a mixed use development proposal consisting of two towers, 28 and 29 storeys, with a total of 585 residential units, at-grade commercial space and structured parking.
- The subject lands are located within the Uptown Core Growth Area at the northwest corner of Trafalgar Road and Oak Park Boulevard and are planned to accommodate intensification and high density growth.
- The proposal exceeds the heights permitted within the Main Street 2 and Urban Core land use designations as well as the Mixed Use 4 zone and

therefore requires amendments to the Official Plan and the Zoning By-law to permit the proposed height.

- The application will be considered under Bill 108, which provides for a 120-day timeline before an appeal can be filed for lack of decision. The application was deemed complete on April 30, 2021. The statutory timeframe for processing this application expires on October 30, 2021.
- The applicant held a Virtual Public Information Meeting on April 8, 2021. The meeting was attended by 28 members of the public.

BACKGROUND:

The purpose of this report is to introduce the planning application as part of the statutory public meeting. Council will hear public delegations on the application, ask questions of clarification and identify matters for consideration. The report is to be received and no recommendations on the application are being made at this time.

Proposal

The subject lands are located within the larger SmartCentres land holdings and located along the Trafalgar Road Corridor in the Uptown Core growth area.



Figure 1: Air Photo

The western portion of the site bounded by Oak Park Boulevard and Taunton Road is not part of this application and is identified for future development (Figure 2).

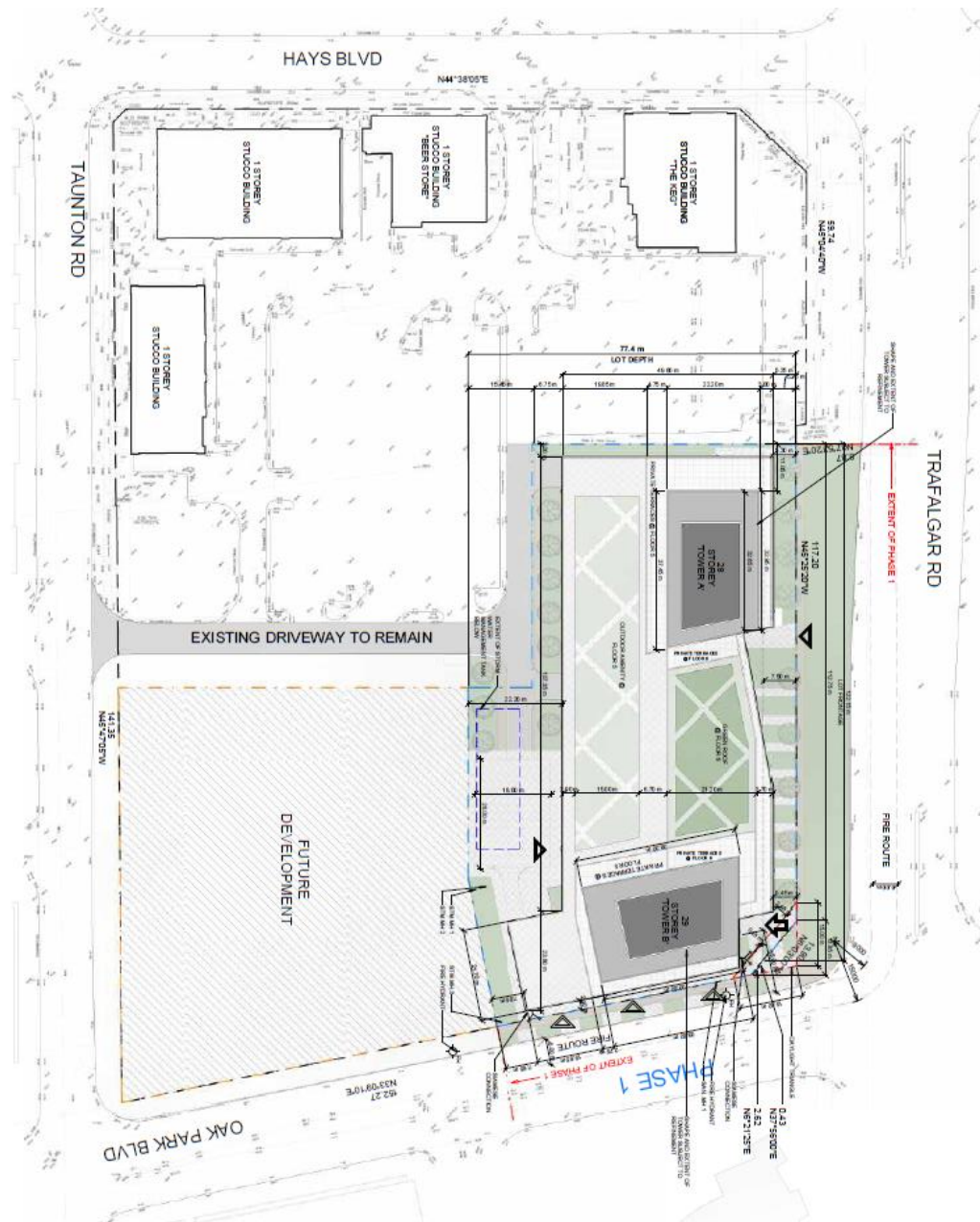


Figure 2: Site context showing entire block and lands for future development

The applicant has submitted an Official Plan Amendment and a Zoning By-law Amendment application to permit a mixed use development consisting of a five storey podium and two residential towers at 28 and 29 storeys, with at-grade commercial uses. The applicant is proposing a total of 585 residential units, eight of which are grade related “townhouses” within the five storey podium. The

development will also create 493 vehicle parking spaces within four levels of above grade, structured parking incorporated within the building. In addition, 590 bicycle parking spaces are located on the ground floor, mezzanine level and within the first level of the parking structure.

The proposed height exceeds the height range permissions within Livable Oakville for the Uptown Core growth area and therefore requires an Official Plan Amendment to evaluate the appropriate heights on this site. In addition, the applicant proposes modifications to the existing zoning to allow for the development as proposed.

There is an existing vehicular driveway from Taunton road which is proposed as the vehicular access to the site and the above grade parking garage. The existing vehicular driveway from Hays Boulevard that provides access to the existing commercial uses along the northern portion of the site is expected to be a future private road. The applicant is proposing to incorporate the use of the future private road into the subject land's site circulation for a drop-off area.

The conceptual site plan, Figure 3, illustrates in plan view the siting of the building on the block fronting onto Trafalgar Road and Oak Park Boulevard, as well as the internal road providing access from Taunton Road. In addition, the 842 square metre green roof is visible in the plan view along with the building step backs from Trafalgar Road and Oak Park Boulevard.

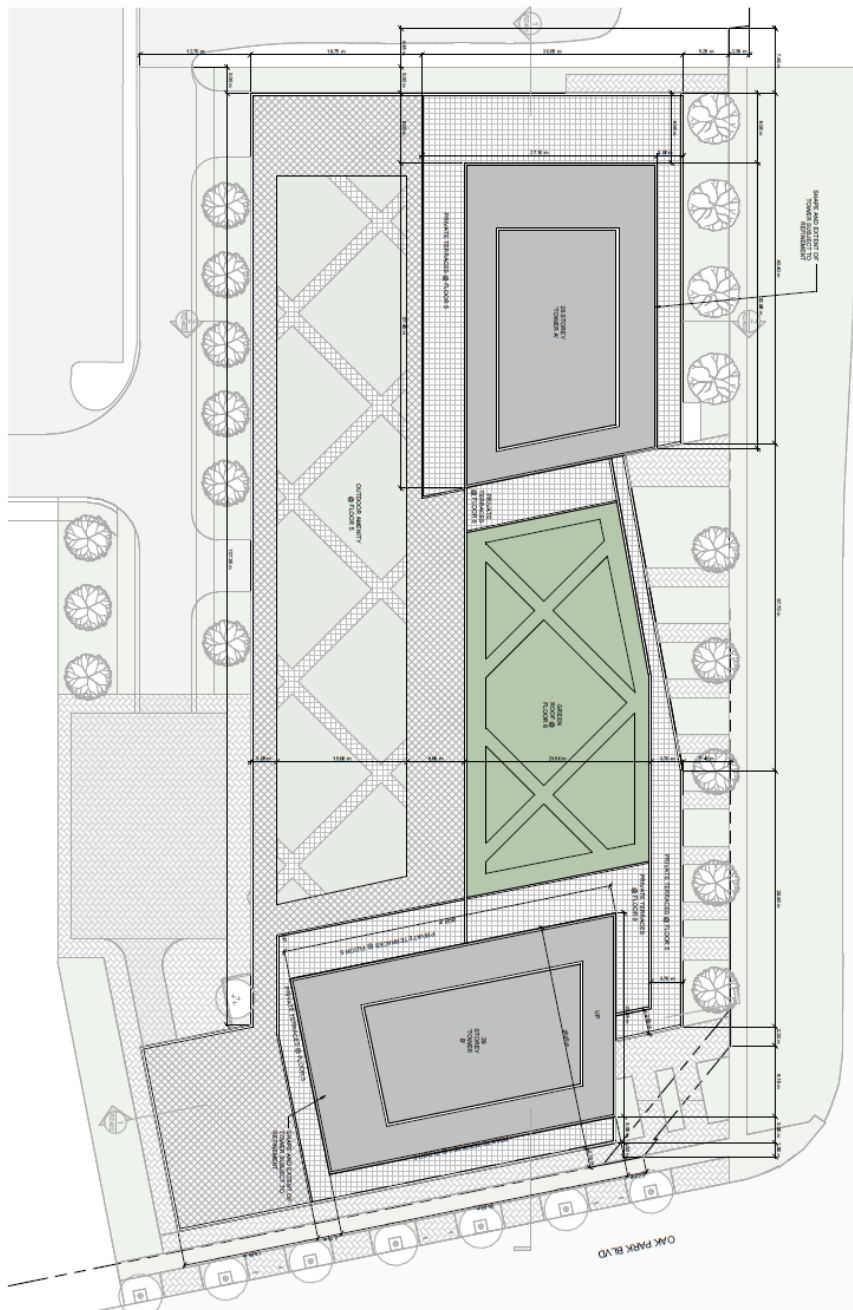


Figure 3: Conceptual Site Plan

Figures 4, 5 and 6 provide street level/pedestrian perspectives of the development from the corner of Trafalgar Road and Oak Park Boulevard as well as from the internal road. These views illustrate the grade related experience for a pedestrian, cyclist or from a vehicle. The five storey podium will have active uses at-grade in the form of two-storey integrated townhouse units and amenity space which will occupy the ground floor along Trafalgar Road. The proposed retail space along Oak Park Boulevard is consistent with the main street vision for this area.

The primary residential lobby entrance is located at the southeast corner of the podium. Two secondary entrances are provided at the east façade of the podium along Trafalgar Road and at the rear of the podium adjacent to the drop-off area. The townhouses will have direct access to Trafalgar Road as well as internally through the building.



Figure 4: Conceptual street level perspective from the corner of Trafalgar Road and Oak Park Boulevard



Figure 5: Conceptual pedestrian perspective from the corner of Trafalgar and Oak Park Boulevard



Figure 6: Conceptual street level perspective from the internal access off of Taunton Road

Submission materials are available at the following link on the Town's website:
<https://www.oakville.ca/business/da-37956.html>.

Location & Site Description

The subject property has a lot area of approximately 0.9 hectares and is located at the northwest corner of Trafalgar Road and Oak Park Boulevard, bounded on the west by Taunton Road and the Keg Restaurant to the north. The property has 125 metres of frontage on Trafalgar Road, and 70 metres of frontage on Oak Park Boulevard.

Surrounding Land Uses

The surrounding land uses are as follows:

North: The Keg restaurant as well as other 1-storey commercial uses

East: Trafalgar Road, a wide range of 1-storey commercial uses

South: Oak Park Boulevard, Oakville Chrysler car dealership, 12 storey residential building

West: Taunton Road, four storey commercial/office use building

PLANNING POLICY & ANALYSIS:

The properties are subject to the following policy and regulatory framework:

- Provincial Policy Statement (2020);
- Growth Plan for the Greater Golden Horseshoe (2019);
- Halton Region Official Plan;
- *Livable Oakville* Plan; and,
- Zoning By-law 2014-014

Provincial Policy Statement (2020) – Effective May 1, 2020

The Provincial Policy Statement (2020) ('PPS') is intended to promote a policy led system, which recognizes that there are complex relationships among environmental, economic and social factors in land use planning. The PPS encourages the wise management of land to achieve efficient compact development form by directing growth to settlement areas, and encourages Planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs for a time horizon of up to 25 years.

The PPS promotes the integration of land use planning, growth management and transit-supportive development, intensification and infrastructure planning to achieve

cost-effective development patterns, optimization of transit investments and standards to minimize land consumption and servicing costs.

The subject lands are located within a settlement area, which are to be the focus of growth and development. The land use patterns within the settlement areas are based on densities and a mix of land uses that, among other matters, efficiently use land and resources, appropriately use the infrastructure and public service facilities that are planned or available and are transit supportive.

The future recommendation report will provide a full review of the development proposal in accordance with the PPS (2020).

Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan (2019) is a long-term plan that intends to manage growth, build complete communities, curb sprawl and protect cultural heritage resources and the natural environment.

The Growth Plan provides policies for where and how to grow, directing population and employment growth to urban areas and rural settlement areas with delineated built boundaries on full municipal services (policy 2.2.1). The policies of the Growth Plan are to be applied to support complete communities that feature a diverse mix of land uses with convenient access to local stores, services, and public service facilities, provide a diverse range and mix of housing options, and expand convenient access to transportation options.

The subject lands are located within an identified “Built-Up Area” and a “Settlement Area”, where intensification is encouraged to efficiently make use of the existing infrastructure, municipal servicing availability and convenient access to services that meet the daily needs of residents. Key principles, set out in Section 1.2.1 include prioritizing intensification and higher densities in order to make efficient use of land and infrastructure and support transit viability while at the same time consider adjacent uses, compatible built form and transitioning.

Support for the development of complete communities and transit supportive development is emphasized in Section 2.1:

“To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification ... concentrating new development in these areas provides a focus for investment in transit as well as other types of infrastructure and public service facilities to support forecasted growth,

while also supporting a more diverse range and mix of housing options. It is important that we maximize the benefits of land use planning as well as exciting and future investments in infrastructure so that our communities are well-positioned to leverage economic change.”

In addition, the Growth Plan establishes intensification targets for development within “Delineated Built-Up Areas”, stating in Section 2.1 the importance:

“...on optimizing the use of the existing urban land supply represents an intensification first approach to development and city-building, one which focuses on making better use of our existing infrastructure and public service facilities, and less on continuously expanding the urban area.”

The Town of Oakville is included within these areas and anticipates that a minimum of 50 percent of all residential development occurring annually is expected to be within the delineated built-up area.

Metrolinx Regional Transportation Plan 2041 (2018)

The subject lands front onto Trafalgar Road which is identified in the 2041 RTP as a Bus Rapid Transit/Light Rail Transit (BRT/LRT) route. The 2041 RTP uses the Growth Plan 2017’s planning horizon of 2041 and sets out a series of goals and strategies to complete the delivery of current regional transit projects, integrate transportation and land use and prepare for an uncertain future. One of the priority actions under Strategy 2: Connect More of the Region with Frequent Rapid Transit is to build additional LRT/BRT projects by 2041. Trafalgar Road is identified in the RTP as a proposed BRT/LRT, with transit running in an exclusive right-of-way. Several approaches are identified in the RTP for integrating transportation and land use planning for the successful delivery of the Strategy 2 projects, including among others, the planning and design of the community, including development and redevelopment sites to support the greatest possible shift in travel behaviour, as well as embedding travel demand management (TDM) into planning decisions.

The Town continues to participate as an active stakeholder in the strategic planning for these facilities and will continue coordinating with Halton Region and Metrolinx towards the successful completion of these facilities for Oakville and GTA residents.

Halton Region Official Plan

The subject lands are designated “Urban Area” in 2009 Regional Official Plan (ROP). The Urban Area is “planned to accommodate the distribution of population and employment for the Region and the four Local Municipalities”. The policies of the Urban Area designation (Policy 72 of Part III) support a form of growth that is compact and supportive of transit and reduces the dependence on the private

automobile, and the development of vibrant and healthy mixed-use communities which afford maximum choices for housing, work and leisure. The Urban Area is intended to facilitate and promote intensification and increased densities by attracting a significant portion of population growth, and by achieving higher densities than the surrounding areas that will, in turn, support transit and active transportation for everyday activities.

The subject lands are within the identified “Built-Up Area”. Regional Phasing policies to 2021 require the Town of Oakville to intensify within the built boundary. Policy 76 notes that the range of permitted uses is to be in accordance with Local Official Plans and Zoning By-laws. All development, however, is subject to the policies of the Regional Plan.

Halton’s planning vision for a healthy community is found in Policy 31(3) stating that a healthy community is physically designed to minimize the stress of daily living and meet the life-long needs of its residents where a full range of housing, social, health and recreational opportunities are present and where mobility is provided primarily through an affordable, convenient, safe and efficient public transportation system.

The subject lands front onto Trafalgar Road, a Higher Order Transit Corridor (Map 3) which is part of a regionally identified *Intensification Area*. Policy 80 provides that Higher Order Transit Corridors have a concentration of residential and employment uses with development densities and patterns supportive of public transit and pedestrian traffic. Policy 81(1) states that it is the policy of the Region to direct development with higher densities and mix of uses to Intensification Areas/Higher Order Transit Corridors and to require Local Municipalities to do the same. The intent behind a defined Corridor is that all forms of transit (light rail, buses, etc.) will generally operate in a dedicated right-of-way, outside of mixed traffic and therefore can achieve a frequency of service greater than what is feasible when sharing lanes. The vision for Trafalgar Road is for the curb lane to be a dedicated Bus Rapid Transit (BRT) lane providing a facility for greater services levels and encourage a transit supportive behavioural shift.

Livable Oakville Plan

The Livable Oakville Plan was approved by the Ontario Municipal Board on May 10th, 2011. The subject lands are located within an identified growth area that is planned to accommodate intensification and high density growth in accordance with the policies of Livable Oakville:

Section 2.2.1 b) reinforce the Town’s Urban Structure:

“b) direct the majority of growth to identified locations where higher density, transit and pedestrian oriented development can be accommodated.”

Section 2.2.2

“Providing choice throughout the Town in order to:

- a) Enable the availability and accessibility of a wide range of housing, jobs, and community resources to meet the diverse needs of the community through all stages of life;*
- b) Providing choices for mobility by linking people and places with a sustainable transportation network consisting of roads, transit, walking and cycling trails; and,*
- c) Foster the Town’s sense of place through excellence in building and community design.”*

The Livable Oakville Plan is currently undergoing a 5-year Official Plan Review to ensure the policies are consistent with the Provincial and Regional policies, support the Town’s strategic goals, and reflect the visions and needs of the community.

Urban Structure

The Town’s urban structure most recently updated through Official Plan Amendment 15 provides for nodes and corridors, where higher intensity forms of mixed use growth that would support frequent transit service are to be accommodated. Nodes include the Town’s growth areas, such as the Uptown Core. These areas will accommodate intensification through development and redevelopment. Corridors such as Trafalgar Road and Dundas Street are identified as Transit Priority Corridors.

As part of the Town’s Official Plan Review the growth area reviews will examine the policies introduced through Livable Oakville in 2009. The Uptown Core Review is underway and will account for revised growth targets (existing population and employment, and the addition of residential units) to align with the PPS, Growth Plan and Halton Region’s Integrated Growth Management Strategy.

The development proposal for the subject lands is responding to provincial and municipal land use directions to assess opportunities within designated growth areas and corridors for intensification. To efficiently utilize the site, as well as the frontage along a Priority Transit Corridor, the applicant is requesting height increases beyond what is currently available through the in-effect land use designations in the Livable Oakville Plan.

Official Plan Objectives

The subject lands are located within the Uptown Core growth area. The site is split by the Urban Core designation to the north of the parcel and the Main Street 2 designation on the southern portion of the site on Schedule M1: Uptown Core Land Use Plan in the Livable Oakville Plan, shown in Figure 7. Policies within Part C of the Livable Oakville Plan state that the Mixed Use designations are to be:

“primarily focused within the Growth Areas and in specified locations reflective of an area’s planned function. The six Growth Areas provide for a concentration of mixed use, higher density development: Midtown Oakville (urban growth centre), Uptown Core, Palermo Village, Downtown Oakville, Bronte Village and Kerr Village.”

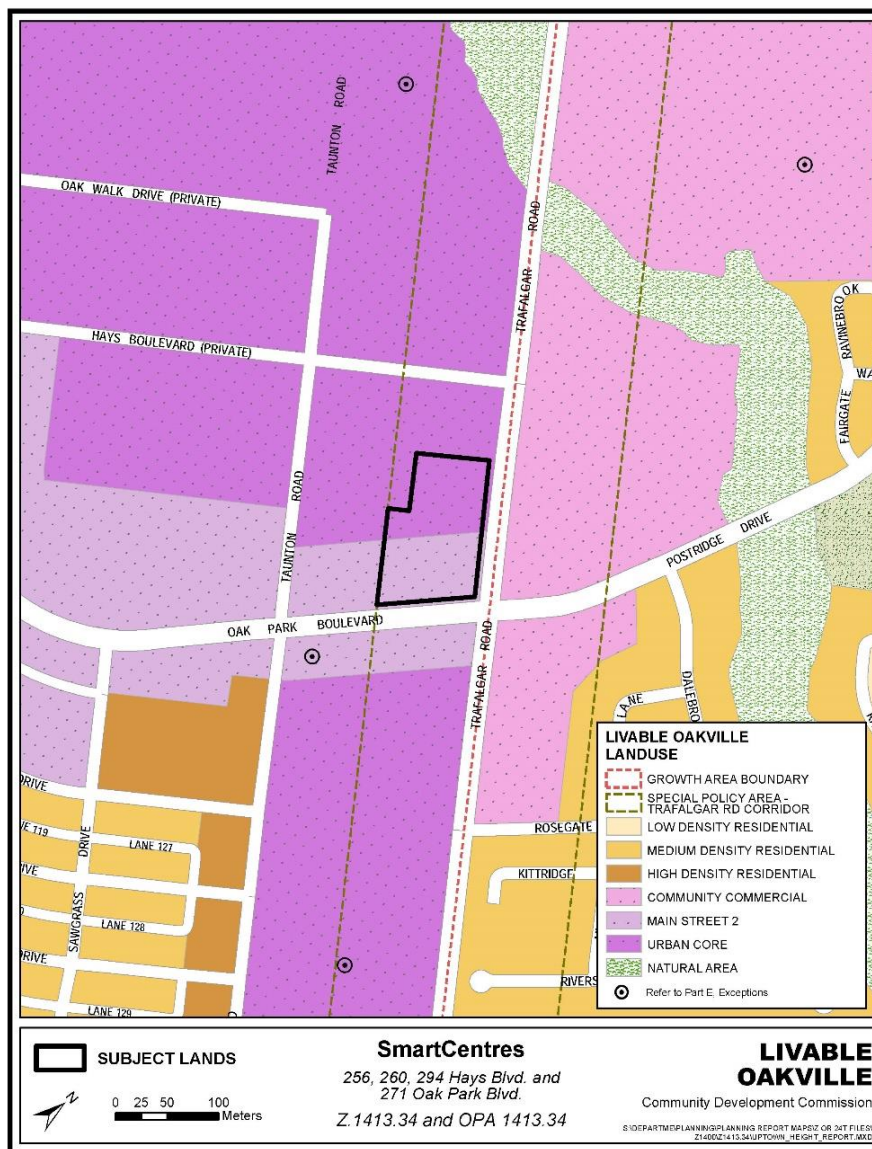


Figure 7: Official Plan Land Use Excerpt

Schedule M2: Uptown Core Building Heights identifies building heights for Main Street 2 as four to six storeys and Urban Core as twelve to sixteen storeys for the subject lands, with potential bonusing opportunities.

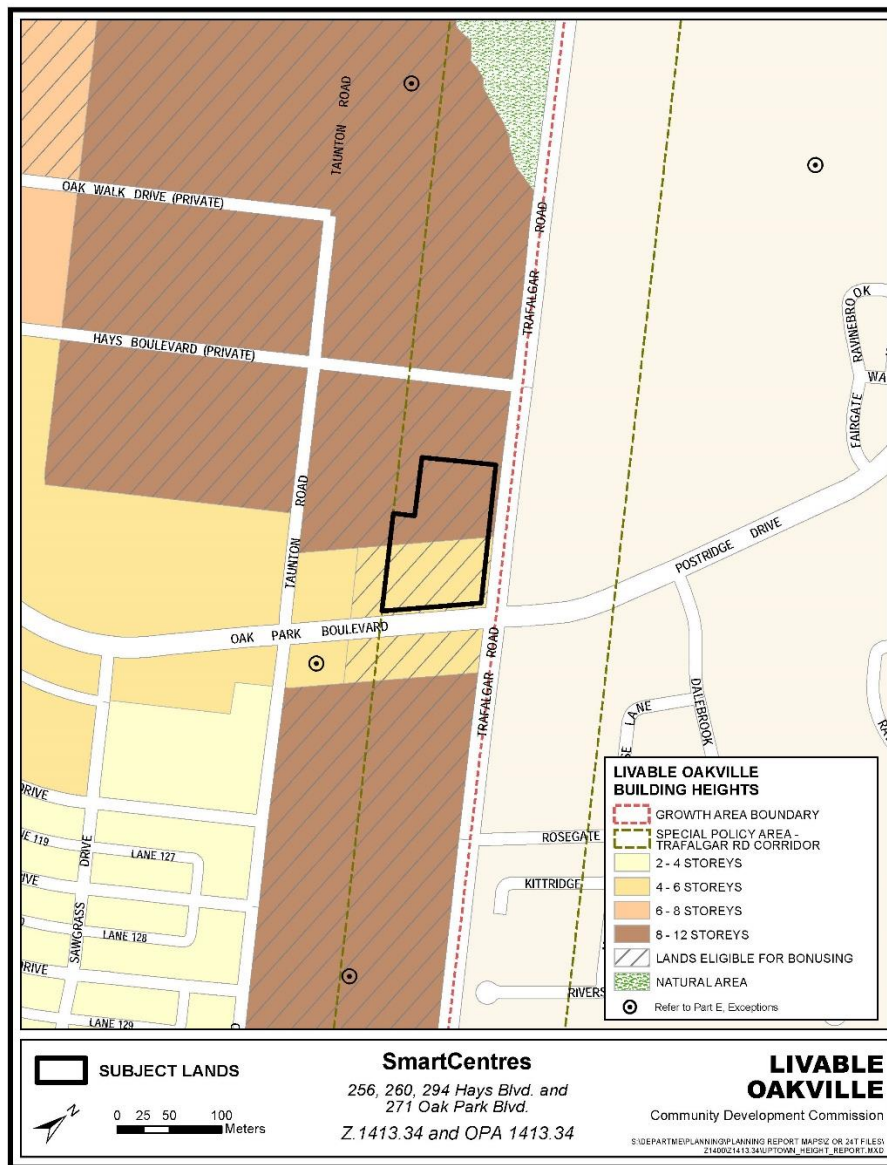


Figure 8: Official Plan Building Heights Excerpt

Section 21 of the Livable Oakville Plan states that the Uptown Core will function as an urban community with an emphasis on mixed use development that supports pedestrian-oriented and transit-supportive development and redevelopment. The policies and objectives for the Uptown Core include promoting high density forms of residential and mixed use development by coordinating land use, transportation infrastructure and urban design.

The lands are located within the Main Street District which is intended to develop as the focal point of pedestrian and community activity in the Uptown Core. Trafalgar Road is designated as a Transit Priority Corridor and the Town encourages a high

degree of transit usage that in turn attracts intensification opportunities within the Uptown Core.

Section 21.7.1d) states that the Uptown Core shall evolve and transition in such a way to not preclude or undermine the long-term vision for higher density mixed use development, and to incorporate urban design policy requirements as set out in Part C of Livable Oakville.

Urban Design Requirements

The proposal is being reviewed in context of the Livable by Design Urban Design Manual for the Town of Oakville. The Livable by Design Manual provides a comprehensive and detailed design direction for development to ensure designed and built elements are integrated with their surroundings and result in projects that are functional, support community vitality, and improve the overall livability of the area.

The proximity of the site within the Uptown Core, along the Trafalgar Road Corridor as well as within a five minute walk to the Uptown Core Transit Terminal will play an important role in the evaluation of the urban design principles used on this site.

Excerpts of relevant Livable Oakville policies to the application are attached as Appendix 'A'.

Zoning By-law (2014-014)

The subject lands are zoned MU2-178 (Mixed Use Main Street 2) and MU4-178 (Mixed Use Urban Core), shown in Figure 9 below. The Mixed Use zone permits a range of residential and non-residential uses, including apartment dwellings, long term care facilities, restaurants, retail stores and business offices, as well as other uses.

The applicant proposes to amend the existing Special Site Provision 178 which would have the effect of replacing the current MU2 and MU4 site specifics with one MU4 special provision with the following modifications:

- Minimum and maximum yard flexibility
- Maximum height provisions for the podium and towers
- Maximum height of rooftop mechanical equipment
- Regulating the number of dwelling units
- Permissions for at-grade dwelling units facing Trafalgar Road and Oak Park Boulevard
- Minimum number of parking spaces for all uses and visitors
- Minimum number of bicycle parking spaces

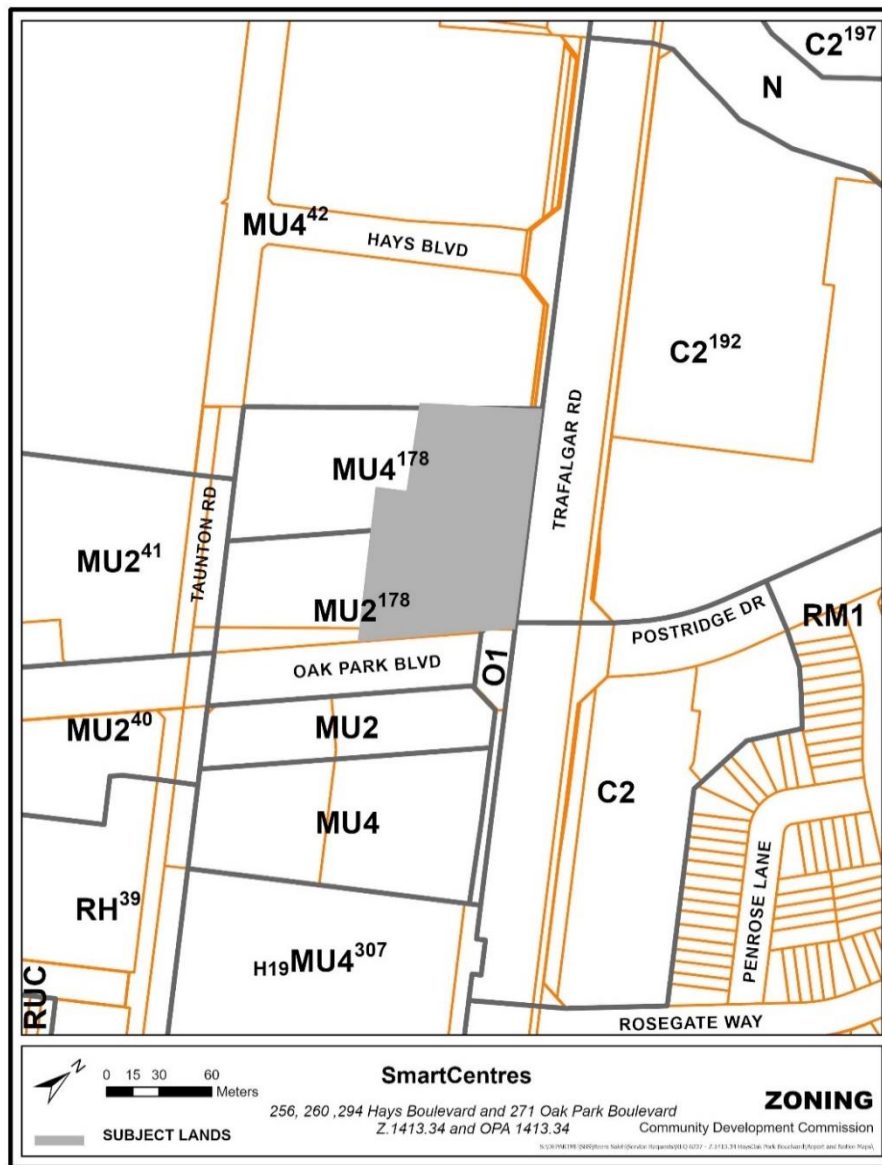


Figure 9: Zoning Excerpt

TECHNICAL & PUBLIC COMMENTS

The proponent has provided technical studies in support of the application which have been circulated to various public agencies and internal town departments, and which are under review. The following studies and supporting documentation are also accessible on the town's website:

- Planning Justification Report
- Site Plan
- Building Elevations and Coloured Renderings
- Functional Servicing and Stormwater Management Report
- Urban Design Brief
- Transportation Impact Assessment
- Shadow Impact Analysis
- Landscape Plan
- Phase 1 and 2 Environmental Site Assessments
- Wind Study

Issues Under Review / Matters to be Considered

The following reflects issues and matters that have been identified for further review and consideration. Not all circulation comments have been received to date but will be considered in the future recommendation report.

- Consistency with the Provincial Policy Statement, 2020 and conformity to the 2019 Growth Plan for the Greater Golden Horseshoe.
- Conformity to the Region of Halton Official Plan policies regarding density, intensification, transit-supportive and to ensure there is adequate water and wastewater capacity available in accordance with regional regulations and policies.
- Does the proposal contribute to the healthy communities objectives identified by the Region for meeting the life-long needs of its residents by offering additional housing units, daily services, recreational opportunities and access to convenient and efficient public transportation.
- Does the proposal support Metrolinx's RTP 2041 planned delivery of the future Bus Rapid Transit/Light Rail Transit (BRT/LRT) along Trafalgar Road and Dundas Street.
- Conformity with Livable Oakville policies including whether the development proposal is appropriate for its context.

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- Does the proposal meet the intent of the intensification objectives of the Uptown Core growth area by appropriately balancing building height, density, massing and form with meeting intensification targets.
 - Does the proposal meet the locational criteria for a transit-supportive development that will contribute to the Town's Transportation Master Plan goals of encouraging transit use and modal shifts from single occupant vehicles.
 - Compliance with the Livable by Design Guidelines Parts A and C, including scale, massing, appropriate tower separation distances and shadow impacts.
 - Evaluation of the development potential of the vacant parcel as well as the redevelopment of the surrounding properties in context of the proposal.
 - Will the proposal contribute to the transit supportive environment as well as the public realm along Trafalgar Road and Oak Park Boulevard in accordance with the objectives of the Main Street District in Livable Oakville.
 - Are the at-grade residential units (eight townhouses) facing Trafalgar Road appropriate.
 - Does the Trafalgar Road and Oak Park Boulevard treatment of the ground floor enhance the public-private interface.
 - Justification for the proposed modifications to the parent zoning by-law ensuring the proposed zoning by-law amendment appropriately implements the vision of the Livable Oakville Plan.
 - Establishment of an appropriate parking standard for residential parking including visitor parking.
 - Assessment of the transportation impacts on the existing regional and local road network.
 - Travel Demand Management (TDM) measures proposed for consideration that will support a resident's choice to use transit or other means of alternative transportation.
 - Alignment with the Climate Emergency declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints.

Public Comments

Public comments received to date and minutes from the applicant's Virtual Public Information Meeting have been included within Appendix "B". These comments will be addressed as part of the future recommendation report. Public concerns include traffic capacity, safety, air quality, lack of park space in the area, radio tower signals, shadowing, existing state versus future state of the surrounding neighbourhoods, water supply, and over-crowding.

Comments received at this public meeting will be considered and included in a forthcoming recommendation report.

CONSIDERATIONS:

(A) PUBLIC

Notice for the public meeting has been distributed in accordance with the *Planning Act*. In recognition of the scale of the proposal the limits of the public notification were expanded to include surrounding neighbourhoods that were outside of the 120 metre legislative requirements.

Comments from the community with respect to the proposal are included in Appendix "B".

A Virtual Public Information Meeting was hosted by the applicant on April 8, 2021. The meeting was attended by 28 members of the public. A summary of comments received at the meeting is included in Appendix 'B'.

(B) FINANCIAL

Development charges and parkland dedication would be applicable to this development

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The application is currently in circulation to internal departments and public agencies for comment.

(D) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goal(s) to:

- be the most livable town in Canada

(E) CLIMATE CHANGE/ACTION

The proposed development will be reviewed to ensure compliance with the Town's sustainability objectives of the Livable Plan. The proposal will also be reviewed in the context of Council declaring a Climate Change Emergency on

June 24, 2019, and where there are opportunities to reduce the development footprint of the proposal and the future residents.

CONCLUSION:

Planning staff will continue to review the proposed application, including departmental, agency and public feedback and report back to Council with a recommendation. No further notice is required, however, written notice of any future public meetings will be provided to those who have made written submissions.

APPENDICES:

Appendix A: Livable Oakville Plan Policy Excerpts

Appendix B: Public comments

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Recommended by:

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Director, Planning Services