



REPORT

Planning and Development Council

Meeting Date: December 7, 2021

FROM: Planning Services Department

DATE: November 23, 2021

SUBJECT: Official Plan Review Update – December 7, 2021

LOCATION: Town-wide

WARD: Town-wide

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RECOMMENDATION:

That the staff report dated November 23, 2021 entitled *Official Plan Review Update – December 7, 2021* from the Planning Services department be received.

KEY FACTS:

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

- This report provides Council with an update about the town's ongoing Official Plan Review, including the status of the various projects within the work program and the anticipated path to completion.
- With Council support, significant progress has been made in advancing the overall work program as indicated in Appendix A. Substantial portions of the Livable Oakville Plan have been reviewed and a number of official plan amendments (OPAs), which updated the Plan's policies, are already in effect. Still other amendments are in various stages of the planning and approval process, including the draft OPA for Midtown Oakville, which is being refined.
- The town's Official Plan Review will conclude with a final official plan amendment, "the Conformity OPA", which will incorporate the recommended policy updates from the remainder of the work program as well as changes required to address conformity with the Regional Official Plan, as amended, and the Growth Plan. At this point, staff are targeting June 2023 for Council's adoption of the Conformity OPA.

BACKGROUND:

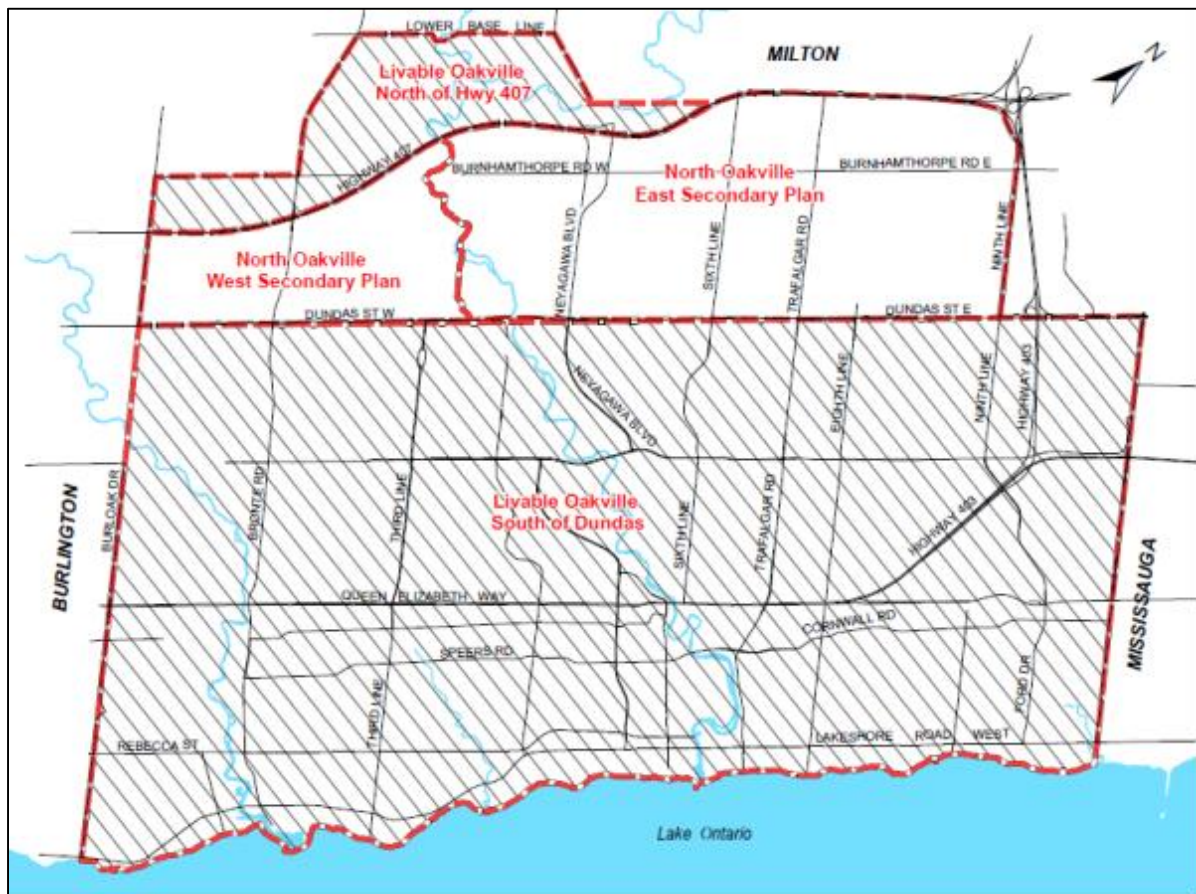
The purpose of this report is to update to Council about the town's ongoing Official Plan Review. Council last received an Official Plan Review Update report at a Special Council Meeting on July 7, 2020 ([Item 1](#)).

As Council is aware, there are currently two local official plans that guide land use decisions within the Town of Oakville:

- The 2009 Livable Oakville Plan, as amended, applies to the lands south of Dundas Street and north of Highway 407. It was originally prepared to establish the desired land use pattern to the year 2031.
- The 1984 Official Plan, as amended, remains in effect as the parent official plan to the North Oakville Secondary Plans, which apply to the lands between Dundas Street and Highway 407. The 2008 North Oakville East Secondary Plan (NOESP) has a planning horizon of 2021, and the 2009 North Oakville West Secondary Plan (NOWSP) has a planning horizon of 2031.

These documents were the outcome of comprehensive planning exercises that involved extensive public consultation and participation, contentious negotiations at the Ontario Municipal Board, numerous background and technical studies, and detailed analysis of issues and policy development.

Figure 1: Livable Oakville Plan Area (hatched) vs. 1984 Official Plan Area



The primary intent of the Official Plan Review is to consolidate and harmonize the town's official plan documents under the Livable Oakville Plan. It will also ensure conformity with the most current Provincial legislation and policies, and the Halton Region Official Plan, as amended through the ongoing Regional Official Plan Review.

Since the town's Official Plan Review was initiated in 2015, the Provincial planning context has changed significantly. The 2014 Provincial Policy Statement was replaced in 2020, and the 2017 Growth Plan for the Greater Golden Horseshoe was replaced in 2019, and amended in August 2020.

Municipalities within the Growth Plan area are now required to update their official plans to accommodate forecasted population and employment growth to the year 2051. Previously, municipalities were working on policy updates to accommodate forecasted growth to 2041.

The Growth Plan's Schedule 3, Distribution of Population and Employment for the Greater Golden Horseshoe to 2051, indicates a population of 1,100,000 and employment of 500,000 for Halton Region. In 2019, Halton had a population of 596,000 and employment of 293,000 jobs.

As an upper-tier municipality, Halton Region must adopt the amendments necessary to bring the Regional Official Plan into conformity with the Growth Plan by July 1, 2022. Those amendments are subject to Provincial approval by the Minister of Municipal Affairs and Housing. Within one year of the Minister's approval coming into effect, the Region's lower-tier municipalities, including the Town of Oakville, must adopt the amendments necessary to bring their official plans into conformity with the Regional Official Plan, as amended, and the Growth Plan (*Planning Act*, s. 27(2)).

As reported previously, Town planning staff have been working closely with community stakeholders, internal departments and external agencies – including Regional planning staff – to advance local land use planning objectives.

COMMENT/OPTIONS:

Substantial portions of the Livable Oakville Plan have already been reviewed and updated through the Official Plan Review. So far, 14 OPAs are in effect (including four interim OPAs to the 1984 Official Plan), and a six other OPAs have been adopted and are being reviewed for approval by Halton Region.

Appendix A provides a snapshot of the status of each of the town's Official Plan Review projects. While a table row cannot capture the incredible volume of work associated with each completed project, comprehensive reporting has been provided to Council separately. An updated consolidation of the Livable Oakville

Plan (dated August 31, 2021) is also available online at:

<https://www.oakville.ca/townhall/livable-oakville-official-plan.html>

The focus of the Official Plan Review continues to be the implementation of the town's urban structure (OPA 15), which aims to: protect natural heritage, open space and cultural heritage; maintain the character of residential areas; and, direct growth to an identified system of transit-supportive nodes and corridors. For reference, Schedule A1, Urban Structure, of the Livable Oakville Plan is attached as Appendix B.

In addition to the projects in Appendix A, the following town-wide supporting strategies are underway, and will be reported on in the first quarter of 2022:

- The Parks and Open Space Strategy will consider the town's evolving parks and open space needs, and how to meet those needs over the long-term (e.g., acquisition and access). The strategy will define and classify parkland and open space to address changing demographics and planned densities – with a specific focus on the town's more urban neighbourhoods.
- The Urban Mobility Strategy will integrate the town's urban structure and be a key input to future transportation master plans. It will provide principles and implementation tools that respond to societal changes, and advances in urban mobility and transportation planning, to support the movement of people and goods within and through Oakville. There will be a particular focus on destination areas – such as the designated growth areas – and connections between them.

As current priority projects are completed, projects that were previously initiated but put on hold will be reactivated and advanced throughout 2022. All of the planned discussion papers will also be started in 2022. Staff intend to consolidate the majority of the recommended policy updates that arise through the remaining OP Review work into a final "Conformity OPA" targeted for June 2023.

Growth Areas

Staff resources have primarily been devoted to projects related to the town's growth areas. Most recently, Council adopted amendments implementing the recommendations of the Palermo Village Growth Area Review (OPAs 34 and 37), the Hospital District Study (OPA 35) and the Bronte GO Major Transit Station Area Study (OPA 41). Regional Planning staff are now reviewing those amendments for approval. Modifications may be required for conformity with Regional Official Plan Amendment 48 (ROPA 48), which was approved by the Minister of Municipal Affairs and Housing and came into effect on November 10, 2021. ROPA 48 defines the Region's urban structure and establishes performance targets related to the proportional mix of jobs and residents in strategic growth areas, among other things.

Work continues on the Midtown Oakville Growth Area Review to address issues identified since the initial draft OPA was presented in March 2021, and the virtual public information sessions on urban design and transportation matters were held in May and June 2021. Staff will be presenting a revised draft OPA in the first or second quarter of 2022. The Midtown Oakville urban growth centre around the Oakville GO Station is key to the town's and Region's long-term growth management.

As reported to Council in September 2021, the Neyagawa Urban Core Review will delineate a boundary for a new strategic growth area (SGA) around the intersection of Neyagawa Boulevard and Burnhamthorpe Road West, and recommend policies to enable development with an appropriate scale, intensity and mix of land uses. Staff will be engaging with area landowners, residents and stakeholders in the months ahead to explore options and seek feedback.

The Uptown Core Growth Area Review, and related engagement, will also resume in 2022. This project considers revisions to the boundary of the growth area at the intersection of Trafalgar Road and Dundas Street, as well as policy updates to reflect the area's role as a major mixed use node within the town's urban structure.

With respect to the growth area policies that have already been reviewed (e.g., Bronte Village), further updates will be recommended as part of the Conformity OPA to address matters including, but not limited to, the extended planning horizon of 2051, minimum density targets, and changes to the *Planning Act* (e.g., the removal of bonusing permissions). Amendments to the Kerr Village policies will also be considered through a recently filed private application.

North Oakville: Advancing Toward One Official Plan

Council has already adopted OPAs 34, 35, 37 and 38, which would collectively have the effect of bringing all of the lands currently subject to the North Oakville West Secondary Plan (to the 1984 Official Plan) into the Livable Oakville Plan. Those OPAs are being reviewed by Halton Region for approval.

Ultimately, staff will be recommending policies to bring the lands currently subject to the North Oakville East Secondary Plan into the Livable Oakville Plan. The North Oakville East Secondary Plan Review will provide a detailed analysis of how the existing policies may be adapted and incorporated into the Livable Oakville Plan's policy framework. It will also propose policy updates to address directions from the Employment and Commercial Review (e.g., how to facilitate viable commercial areas), the Neyagawa Urban Core Review and the Uptown Core Growth Area Review.

Residential Areas Review

This project was formerly known as the Residential Policy Review, and it was intended to assess Livable Oakville's existing Residential policies and consider new or revised policies. Staff now intend to look at the broader Residential Areas identified on Schedule A1, Urban Structure (Appendix B), which encompass the residential communities outside of the growth areas, including lands subject to the Neighbourhood Commercial, Community Commercial and Private Open Space designations. While the focus will be south of Dundas Street, there will be overlap with the North Oakville East Secondary Plan Review as it relates to existing neighbourhoods north of Dundas Street.

The current objectives are to:

- ensure conformity and consistency with Provincial and Regional policies;
- consider the role of the town's Residential Areas within the urban structure, and how to provide for complete communities over the long-term; and,
- address policy directions related to Residential Areas from other town studies, including the Residential Character Study;

Building Services and Planning Services staff are undertaking a related, but separate, project to review and recommend updates to the residential zone provisions in Zoning By-law 2014-014. That project will address the recommendations from the Residential Character Study related to zoning by-law regulations for setbacks, height and landscaping in the residential areas developed prior to the 1980s. Once the Official Plan Review is completed, additional comprehensive updates to the town's zoning by-laws will be required to implement all of the updated policies.

Discussion Papers

Work on the discussion papers will begin in earnest in 2022. These papers will address a number of important topics, and will recommend updates to policies throughout the Livable Oakville Plan. The papers will address the most current Provincial and Regional policies and standards, and incorporate the findings of related town studies and master plans, as well as best practices reviews.

As indicated in Appendix A, there will be discussion papers on the following policy areas:

- Climate Action and Sustainability
- Transportation and Mobility
- Natural Areas and Open Spaces
- Community and Institutional Uses
- Physical Services and Utilities
- Implementation and Interpretation

Other issues may arise before the conclusion of the Official Plan Review that warrant a specific discussion paper, or consideration through a future study. The official plan is not static; updates will be recommended continuously in response to changes in legislation, and area- or issue-specific studies.

Conformity and Consistency Review

The Conformity and Consistency Review will assess the conformity of town's existing and proposed official plan policies with all applicable Provincial legislation and policies as well as the Regional Official Plan, as amended through the Regional Official Plan Review, including the extension of the planning horizon to 2051.

As noted previously, ROPA 48 is in effect and some conformity matters may be addressed through Regional modifications to the town OPAs currently awaiting Regional approval. ROPA 49, including Regional staff's preferred growth concept, is to be presented to Regional Council in February 2022, and is targeted for adoption in May 2022. After the Region's Growth Plan Conformity deadline of July 1, 2022, a subsequent ROPA is to be presented to Regional Council regarding agricultural areas, the Regional Natural Heritage System and climate change. At this point, that ROPA is targeted for Regional Council adoption in March 2023. Town staff will continue to provide separate reports and memos to Council on Regional Official Plan Review matters.

The town's Conformity OPA will propose appropriate policy updates throughout the Livable Oakville Plan (e.g., a new Section 4, Managing Growth and Change). It will also incorporate the recommended policy updates from the remainder of the town's Official Plan Review work program, and edits for clarity and readability. Staff will continue to work collaboratively with Regional staff – particularly with respect to natural heritage and climate change – to ensure that proposed updates to the Regional Official Plan are considered in a timely manner as part of the town's Conformity OPA.

The need for a town-wide fiscal impact and market overview study will also be determined at this stage of the Official Plan Review (as done when the Livable Oakville Plan was first prepared).

Staff are currently targeting June 2023 for Council's adoption of the town's Conformity OPA. However, the timing is linked to the Regional Official Plan Review, and the approval of the Regional official plan amendments arising from that process.

CONSIDERATIONS:

(A) PUBLIC

No public notice was required or provided in relation to this report. Staff will continue to communicate and engage with stakeholders as part of the

remaining projects within the Official Plan Review work program. Notice of any proposed official plan amendments will be provided in accordance with the *Planning Act*.

(B) FINANCIAL

There are no financial impacts from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

There are no impacts on other departments and users from this report.

(D) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goals related to livability, the environment and mobility. Through the Official Plan Review, Council is incrementally updating its land use policies in accordance with the established urban structure, which aims to: protect natural heritage, open space and cultural heritage; maintain the character of residential areas; and, direct growth to an identified system of transit-supportive nodes and corridors.

(E) CLIMATE CHANGE/ACTION

The town's Official Plan Review will continue to recommend policy changes that enable the creation of more efficient land use patterns that are supportive of climate change mitigation. The Growth Plan requires municipalities to progressively manage growth and change by planning for intensification and transit-supportive development in appropriate locations, and to reduce urban sprawl and dependence on the automobile. This type of built form helps to reduce greenhouse gas emissions by providing opportunities to live and work within the same community, thereby reducing reliance on personal vehicles.

APPENDICES:

Appendix A	Town of Oakville Official Plan Review: Status of Projects
Appendix B	Schedule A1, Urban Structure, of the Livable Oakville Plan

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