

REPORT

Planning and Development Council

Meeting Date: November 1, 2021

FROM: Planning Services Department

DATE: October 19, 2021

SUBJECT: Recommendation Report – Town-initiated Official Plan Amendment – Bronte GO Major Transit Station Area (File No. 42.15.58) – By-law 2021-128 – November 1, 2021

LOCATION: Bronte GO Station and surrounding lands

WARD: Ward 1 and 2

Page 1

RECOMMENDATION:

1. That the report titled “Recommendation Report – Town-initiated Official Plan Amendment – Bronte GO Major Transit Station Area (File No. 42.15.58) – By-law 2021-128 – November 1, 2021”, be received.
2. That the proposed town-initiated Official Plan Amendment No. 41 (OPA 41) be approved on the basis that it is consistent with the Provincial Policy Statement, conforms or does not conflict with the applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters of provincial interest, and represents good planning for the reasons set out in the report from the Planning Services Department.
3. That By-law 2021-128, a by-law to adopt an amendment to the Livable Oakville Plan for the Bronte GO Major Transit Station Area, OPA 41, be passed.
4. That the notice of Council’s decision reflect that Council has fully considered all written and oral submissions relating to this matter and that those comments have been appropriately addressed.

KEY FACTS:

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

-
- This report represents the conclusion of the Bronte GO MTSA Study, subject to any further direction provided by Council.
 - A recommended town-initiated official plan amendment (OPA) for the Bronte GO Major Transit Station Area (MTSA) is attached as **Appendix A**.
 - The recommended OPA implements the findings of the Bronte GO MTSA Study, is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters of provincial interest, and represents good planning.
 - The recommended OPA fully considers and appropriately addresses written comments and oral submissions, attached as **Appendix B**.
 - A tracked-change version of the recommended OPA, showing the changes to the policies from the previous draft OPA presented at the Statutory Public Meeting held on May 10, 2021, is available on the town's project webpage for convenience purposes.
 - Town staff are seeking council approval of the recommended OPA. Should the OPA be approved, it will be forwarded to Halton Region for final approval.
 - Additional studies and strategies will be required to implement the plan for the Bronte GO MTSA. Potential future studies and strategies are identified in the recommended OPA and may form part of future work programs.

BACKGROUND:

The purpose of this report is to present a recommended town-initiated OPA for Council approval, pertaining to the Bronte GO MTSA (subject lands).

The report addresses how the OPA is consistent with and/or conforms with Provincial and Regional policies and plans, and how oral and written comments have been addressed. The report provides an overview of the changes made to the OPA since the previous draft OPA was presented at a Statutory Public Meeting at Planning and Development Council on May 10, 2021.

CHRONOLOGY:

Town of Oakville Official Plan Review & Urban Structure

- The town's Official Plan Review was launched at a Special Public Meeting of Planning and Development Council on May 11, 2015. At that time, a study pertaining to the Bronte GO MTSA was not identified.

- Planning staff has been advancing the Official Plan Review work program while also responding to an evolving Provincial policy regime (e.g., 2017 Growth Plan, 2017 Greenbelt Plan, 2020 Growth Plan (Office Consolidation), Bill 108, Bill 197, 2020 Provincial Policy Statement).
- As part of the Official Plan Review, Council adopted Official Plan Amendment 15 (OPA 15) for a town-wide Urban Structure on September 27, 2017, which was approved by Halton Region on April 26, 2018. The urban structure provides for the long-term protection of natural heritage, public open space and cultural heritage resources, maintains the character of residential areas and is the foundation to direct growth to identified nodes and corridors. Appeals to the Ontario Land Tribunal (formerly Local Planning Appeals Tribunal, LPAT) of OPA 15 were withdrawn on July 9, 2021, and the town-wide urban structure (OPA 15) is in full force and effect.
- The Urban Structure identifies the Bronte GO Station as a “major transit station” and “node for further study.” It states that the future study “shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development.”

Region of Halton Municipal Comprehensive Review

- As part of the ongoing Regional Official Plan Review (i.e. the required “municipal comprehensive review” or “MCR”), Halton Region is determining how to accommodate forecasted population and employment growth in the Region to 2051. This work is being conducted through the Region’s Integrated Growth Management Strategy (IGMS) project. The identification of Strategic Growth Areas, which include major transit station areas, is an important component of the Region’s overall growth management strategy.
- Regional Council adopted Regional Official Plan Amendment No. 48, “An Amendment to Define a Regional Urban Structure” (ROPA 48), on July 7, 2021. ROPA 48 is the Region’s first Amendment adopted for the purpose of its MCR and update to the Halton Regional Official Plan under Section 26 of the *Planning Act*, R.S.O. 1990, as amended. ROPA 48 provides policies that the town must conform to when preparing official plan amendments for the Bronte GO MTSA, including but not limited to the delineation of the Bronte GO MTSA boundary and a minimum density target. ROPA 48 is awaiting final approval by the Province.

Bronte GO Major Transit Station Area Study

- On June 11, 2018, the Bronte GO MTSA Study was initiated at the Livable Oakville Council Subcommittee. A consultant was retained in late 2018 to

complete the study and prepare an Area Specific Plan for the Bronte GO MTSA that would be used as the basis to inform a town-initiated OPA.

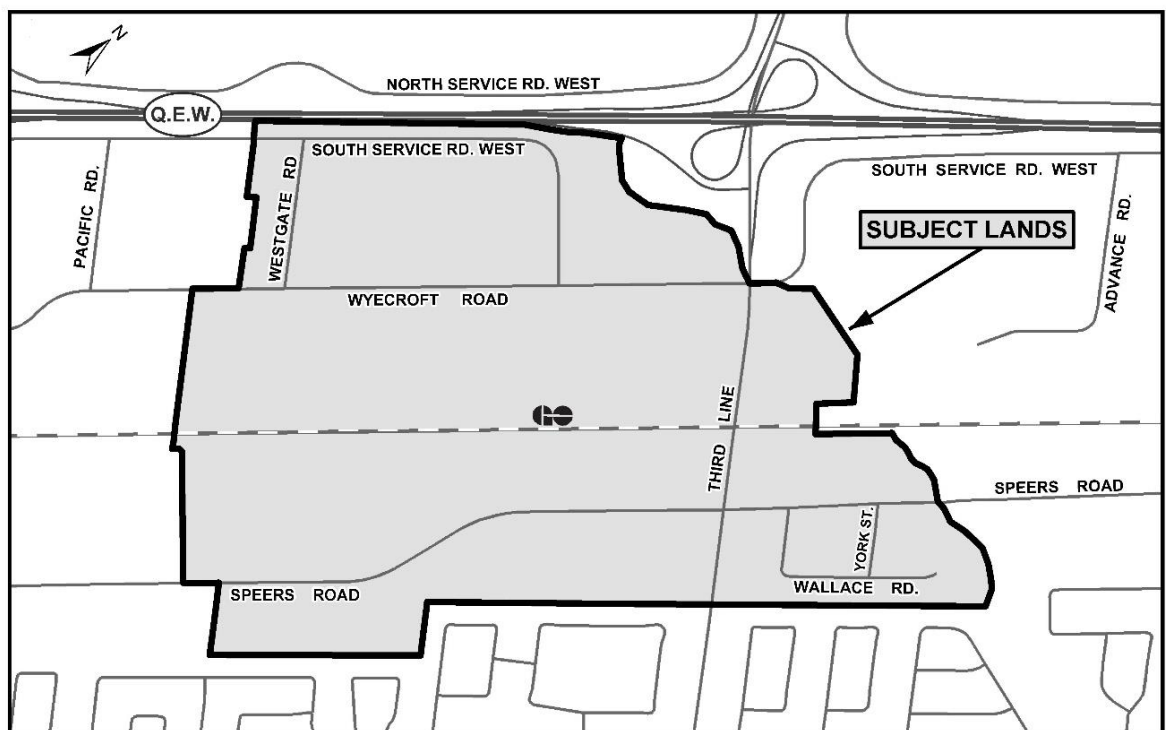
- Throughout 2019 and 2020, a detailed study process, which included community engagement, undertaking supporting technical studies, as well as consultation and coordination with town, regional and agency staff took place. A technical advisory committee was formed for the project which met several times over the course of the study to assist and inform the development of a preferred Area Specific Plan.
- On March 8, 2021, an Area Specific Plan for the Bronte GO MTSA was presented to Planning and Development Council. Council directed staff to “develop a town-initiated official plan amendment substantially in accordance with the Area Specific Plan for the Bronte GO MTSA, in consideration of comments received, and report back at a future Statutory Public Meeting of Planning and Development Council”.
- On April 15, 2021, a draft town-initiated official plan amendment for the Bronte GO MTSA was made available for public review.
- On May 10, 2021, Planning and Development Council held a Statutory Public Meeting to consider the draft town-initiated official plan amendment, provide comments, and solicit comments from the public. The meeting provided an overview of the study process, study inputs including technical studies and community engagement, and the draft amendment.
- A recommended town-initiated official plan amendment has been developed to implement the findings of the Bronte GO MTSA Study, and fully consider and appropriately address written comments and oral submissions.
- The recommended town-initiated official plan amendment was made available for public review on October 18, 2021.
- This report represents the conclusion of the Bronte GO MTSA Study, subject to any further direction that may be provided by Council. Should the recommended OPA be adopted by Council, it will be forwarded to Halton Region for final approval.
- Additional studies and strategies will be required to implement the plan established for the Bronte GO MTSA. Potential studies and strategies are identified in the recommended OPA and may form part of future work programs.

OFFICIAL PLAN AMENDMENT:

Subject Lands

The Bronte GO MTSA, shown in figure 1, is generally bound by the QEW to the north, 14 Mile Creek to the east, the established residential neighbourhood to the south, and Westgate Road and the Employment Area to the west. The Bronte GO MTSA comprises a land area of approximately 146 hectares. The boundary conforms to Halton Region's delineation of the Bronte GO MTSA within Regional Official Plan Amendment 48 (ROPA 48).

Figure 1: Subject Lands



Purpose of the recommended Official Plan Amendment

The purpose of the recommended OPA is to modify the text and schedules of the Livable Oakville Plan pertaining to the Bronte GO MTSA to implement the findings of the Bronte GO MTSA Study, undertaken as part of the town's Official Plan Review, and to be consistent with the Provincial Policy Statement, conform or not conflict with the applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, while having regard for matters of provincial interest.

Effect of the recommended Official Plan Amendment

The effect of the recommended OPA to the Livable Oakville Plan is to:

- update the general policies and schedules to identify the Bronte GO station as a protected MTSA and a strategic growth area;
- introduce area-specific policies for the protected Bronte GO MTSA, including a goal, objectives and development concept, as well as functional, urban design, park and open space, land use and implementation policies, to enable redevelopment that is contextually appropriate;
- update the policies pertaining to the Speers Road Corridor Special Policy Area which would no longer apply to the area forming part of the protected Bronte GO MTSA;
- introduce a land use, building height, density, transportation, and urban design schedule for the protected Bronte GO MTSA; and,
- introduce new definitions into the Livable Oakville Plan.

Overview of the recommended Official Plan Amendment

The recommended OPA is attached in **Appendix A**. The policies provide for:

- a description of the area, including the identification of the area as a protected major transit station area;
- a goal statement (vision);
- objectives (guiding principles);
- a development concept based on seven development districts, made up of four mixed-use districts, and three employment districts;
- functional policies as they pertain to:
 - target population and employment densities and composition;
 - general policies to implement town master plans and documents, including the encouragement of innovative engineering and design solutions appropriate for a high density urban area;
 - transportation networks, including securing the required transportation network for roads, active transportation infrastructure and transit

- facilities, as well as the prioritization of pedestrians, transportation demand management, and the consideration of parking;
- stormwater management facilities and the integration of low impact development techniques and the provision of stormwater facilities within an urban context;
- land use compatibility, including the process for how new sensitive land uses may be considered and integrated with future development, the protection of existing major facilities, and the minimization and mitigation of impacts;
- housing, including the recognition that affordable housing should be provided, and that an inclusionary zoning framework may be established for the area as it is a protected major transit station area;
- public service facilities and how they may be considered and integrated with future development;
- urban design policies that include:
 - evaluation of development in accordance with the Livable by Design Manual;
 - the potential for additional urban design direction for the Bronte GO MTSA in the future;
 - public realm and skylines;
 - improved streetscapes and areas where active at-grade uses are required to create vibrant streets;
 - pedestrian access and connections, including linkages into the established residential community to the south;
 - gateways and enhanced feature areas that emphasize the Bronte GO Station as the heart of the community and provide for enhanced pedestrian facilities across the rail corridor;
 - mid-block connections to provide enhanced mobility within and through the area;
 - appropriate transitions to the existing residential area, south of the Bronte GO MTSA, through means such as compatible built form, appropriate transition of height, spatial separation and landscape buffering;

- built form directions;
- park and open space policies that establish an open space network throughout the area and provide amenity for future employees, residents and travellers;
- land use policies that:
 - establish permitted uses throughout the area, and which focus on the long-term evolution of the Bronte GO major transit station area into an urban mixed use area, while maintaining areas for employment along the QEW corridor, Third Line, and east of Third Line;
 - ensure employment space is retained for jobs in all redevelopment;
 - establish permitted building heights;
 - establish permitted densities;
- exception policy that recognizes an existing major facility with outdoor storage and processing;
- implementation policies that:
 - consider phasing and transition coordinated with the provision of infrastructure;
 - consider land use compatibility;
 - ensure that initial phases of development do not preclude the long-term development vision of the Plan;
 - establish a framework where applicants must consider the design of the broader area to ensure proposed development fits within the overall plans for the area;
 - provide a framework for allowances for additional building heights when accommodating for future roads, parks and open spaces, and office uses, and the transferring of building height within comprehensive development proposals;
 - provide for programs and initiatives that may be undertaken as part of future planning for the areas including:
 - park and open space considerations;

- detailed station planning including a parking strategy or management plan;
- detailed transportation studies, environmental assessments or transit project assessment process;
- area servicing plans;
- streetscape plans;
- a community improvement plan;
- sustainability initiatives, including district energy;
- land acquisition strategy; and,
- provide for future monitoring of development in the area, which may be used to understand required transportation improvements, and the need for public service facilities, as applicable.

PLANNING POLICY & ANALYSIS:

The following policy framework applies to the subject lands:

- *Planning Act*
- Provincial Policy Statement, 2020
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Office Consolidation 2020)
- Halton Region Official Plan (ROPA 48)
- Livable Oakville Plan

The recommended OPA sits within a comprehensive policy framework forming part of the Halton Region Official Plan and the town's Livable Oakville Plan. These two plans provide, respectively, region-wide and town-wide policies that address matters of provincial interest, and the broad themes contained within the Provincial Policy Statement and A Place to Grow (Growth Plan). The region-wide and town-wide policies continue to apply to the Bronte GO MTSA.

The recommended OPA is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters of provincial interest, and represents good planning for the reasons set out below.

Planning Act

Matters of Provincial Interest

Section 2 of the *Planning Act* sets out matters of provincial interest that decision makers must have regard to when making decisions under the *Planning Act*. There are 20 matters of provincial interest that address a wide range of matters including protecting resources, ensuring orderly development and the health and safety of people. The Bronte GO MTSA OPA has regard for the matters of provincial interest. A detailed analysis is provided in **Appendix C**.

Protected Major Transit Station Area

Section 16(16) of the *Planning Act* provides that an upper-tier municipality (Halton Region) may include policies that identify the area surrounding and including an existing or planned higher order transit station or stop as a protected major transit station area and may delineate the areas boundaries. If Halton Region identifies a protected major transit station area, it must identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated within the area, and require lower-tier municipalities (i.e. Town of Oakville), to include policies in its official plan that identify permitted land uses and minimum densities.

Through Regional Official Plan Amendment 48 (ROPA 48), discussed in more detail later in this report, Halton Region has identified the Bronte GO station and surrounding area as a protected major transit station area, provides a delineated boundary, minimum density target and a general target proportion of residents to jobs that is to be achieved. The recommended OPA for the Bronte GO MTSA conforms to ROPA 48 including the delineated area and density target, and includes permitted land uses and minimum densities.

Section 17(36.1.4) of the *Planning Act* limits the appeal rights of the Bronte GO MTSA OPA to the Ontario Land Tribunal (OLT) as it is located within a protected major transit station area.

Inclusionary Zoning

Inclusionary zoning is a tool that allows municipalities to require the inclusion of affordable housing units within buildings or projects, containing other residential units, which are to be maintained as affordable housing units over time. Inclusionary zoning is implemented through by-laws passed under section 34 of the *Planning Act*, subject to policies provided in an official plan.

Section 16(4) of the *Planning Act* provides that an official plan may contain policies authorizing the inclusion of affordable housing units within buildings or projects containing other residential units, which are to be maintained as affordable housing units over time, and section 16(5) provides that the policies for inclusionary zoning may be adopted in respect of an area that is identified as a protected major transit station area in an official plan.

Policies are required to be based on the completion of an assessment report.

Section 17(24.1.2) of the *Planning Act* provides that there is no appeal in respect of policies described in subsection 16(4) for inclusionary zoning, including, for greater certainty, any requirements or standards that are part of such policies.

The recommended Bronte GO MTSA OPA provides a definition of inclusionary zoning and identifies the Bronte GO MTSA as a potential location for inclusionary zoning. The policies recognize the need to complete an assessment report, to be prepared in coordination with Halton Region.

Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) sets the policy foundation for land use planning in Ontario, providing policy direction on matters of provincial interest and key land use planning issues. The PPS recognizes that municipal official plans are the most important vehicle to implement the PPS and achieve comprehensive, integrated and long-term planning. The PPS 2020 is issued under Section 3 of the *Planning Act* and came into effect on May 1, 2020. All planning decisions must be consistent with the PPS.

The recommended OPA sits within a comprehensive policy framework forming part of the Halton Region Official Plan and the town's Livable Oakville Plan. These two plans provide region-wide and town-wide policies that address many of the themes in the PPS.

The recommended Bronte GO MTSA OPA is consistent with the PPS; and a detailed analysis is provided in **Appendix C**.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Office Consolidation 2020)

On May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect. It was later amended by Growth Plan Amendment 1, which came into effect on August 28, 2020 (Office Consolidation 2020). All decisions that affect a planning matter must conform with the Growth Plan.

The Growth Plan is a long-term plan to manage growth and build complete communities. It provides a horizon year for land use planning to 2051. The Growth Plan builds upon the policy foundation provided by the PPS and provides additional and more specific land use planning policies to address issues facing the Greater Golden Horseshoe, which includes Oakville. Its policies are grouped into three thematic areas: where and how to grow, infrastructure to support growth and protecting what is valuable.

The Bronte GO MTSA OPA conforms, or does not conflict with, the Growth Plan; and a detailed analysis is provided in **Appendix C**.

Provincial Land Use Compatibility Guideline

Draft updates to the Provincial D6 land use compatibility guidelines are anticipated. A draft of a new land use compatibility guideline was released on the Provincial Environmental Registry earlier this year for consultation. Given the draft guidelines, a revised policy framework has been developed to ensure that, should the updated guidelines be approved, the policies continue to align with the direction provided at this time.

Halton Region Official Plan

The Halton Region Official Plan provides policy direction for land use planning in Halton Region. All development in Oakville is subject to the policies of the Regional Official Plan. The subject lands of the recommended OPA are designated Urban Area in the Halton Region Official Plan where growth is to be directed. They also form part of the Regional Employment Area, which permit employment uses only.

Municipal Comprehensive Review and ROPA 48

The Halton Region Official Plan is under review as required by the *Planning Act*. The review, called the municipal comprehensive review (MCR), will result in updates to the Regional Official Plan that provide for conformity with updated Provincial Plans and consistency with the updated Provincial Policy Statement.

As part of the municipal comprehensive review, Halton Region is undertaking an Integrated Growth Management Strategy. The purpose of the strategy is to determine how the Region will accommodate forecasted population and employment growth, in conformity with the 2020 Growth Plan. The Growth Plan forecasts Halton Region will accommodate 1.1 million people and 500,000 jobs by the year 2051.

The identification of Strategic Growth Areas to accommodate required growth, which includes major transit station areas, is an important component of the Region's overall growth management strategy.

A key aspect of this strategy also includes the examination of the supply, location and distribution of the Regional Employment Areas, which are lands intended to accommodate certain types of employment activity over the long-term, and are protected by the policies of the Regional Official Plan and the Provincial Growth Plan. Through the MCR, the Region may consider requests to convert employment areas to permit non-employment uses.

The Regional Official Plan Review is being advanced in partnership with the Region's local municipalities. Many of the foundational studies examining growth and intensification opportunities are being prepared by the local municipalities, including the Bronte GO Major Transit Station Area Study. It is important that a Regional vision for growth is compatible with and supported by local municipal plans and priorities.

On July 7, 2021, Regional Council adopted Amendment No.48: "An Amendment to Define a Regional Urban Structure" (ROPA 48) to the Halton Region Official Plan. ROPA 48 is the Region's first amendment adopted for the purpose of its MCR and update to its Official Plan.

The recommended OPA for the Bronte GO MTSA conforms to the Regional Official Plan, and ROPA 48 as it:

- Delineates the boundary of the Bronte GO MTSA in accordance with the delineation approved in ROPA 48, as shown on Map 1H and Map 6 of the Regional Plan.
- Plans for a minimum density target of 150 residents and jobs combined per hectare, as well as a general target proportion of residents and jobs of approximately 40 percent residents and 60 percent jobs across the entire MTSA over the long-term.
- Achieves the objectives of the regional urban structure by:
 - directing population and employment growth to the urban area;
 - focusing growth within a strategic growth area through mixed use intensification that is supportive of the local role and function of growth nodes, which is reflective of its place in the hierarchy of strategic growth areas as a major transit station area on a priority transit corridor (Lakeshore West GO Line);

- provides increased opportunities for the development of affordable housing;
 - provides land uses and permissions that conform to the Regional Employment Areas within the MTSA providing a range of economic opportunities; and,
 - providing an area specific plan for the Bronte GO MTSA that generally address the policies in section 77(5) through the Bronte GO MTSA Study and resulting plan.
- Achieves the objectives of a strategic growth area by:
 - promoting the development of complete communities;
 - providing opportunities for innovative urban design;
 - providing permissions for a range of employment opportunities, facilities and services that are accessible by transit;
 - providing permissions for a diverse mix of land uses, including residential and employment uses;
 - planning for development patterns that are pedestrian oriented;
 - planning to attract significant population and employment growth;
 - enabling plans for a high quality public open spaces and vibrant places;
 - providing land use patterns which support transit and provides a plan for active transportation facilities;
 - planning to achieve higher densities than the surrounding areas; and,
 - planning for a contextually appropriate transition of built form to adjacent areas.
- Conforms to the policies for strategic growth areas by:
 - providing detailed policies which establish an area specific plan for the development of a new strategic growth area (major transit station area);

- includes a transportation network designed to integrate active transportation, local transit and services, including inter-regional higher order transit services
 - providing urban design policies to promote active transportation and transit supportive land uses
 - provides opportunities to integrate the MTSA with surrounding neighbourhoods through pedestrian connections that are contextually appropriate, as applicable,
 - provides for the review of inclusionary zoning to promote and support the further development of affordable housing, subject to the completion of the necessary assessment report(s);
 - providing policies that ensure the long-term operational and economic viability of existing major facilities and the achievement of land use compatibility; and,
 - establishing policies to ensure space for jobs is retained in redevelopment of employment lands.
- Achieves the objectives for major transit station areas by:
 - leveraging infrastructure investment and the development of public service facilities to support growth and transit-supportive densities;
 - providing a range and mix of transit-supportive uses, including affordable housing;
 - providing multi-modal access to transit stations;
 - protecting existing employment uses and providing policies to ensure land use compatibility is a prominent consideration in land use designation making;
 - maximizing the number of potential transit users within walking distance of the Bronte GO Station, in a manner which is contextually appropriate.
- Conforms to the policies for major transit station areas by:
 - directing development and higher densities to the MTSA;

- providing development permissions that would achieve the minimum density targets set out by the Region, including a plan that sets out a general target proportion of residents and jobs to be achieved within the MTSA;
- delineating the MTSA boundary in consultation with the Region;
- providing for land uses that support complete communities;
- prohibiting the establishment of land uses and built form that would adversely affect the achievement of the minimum density target;
- protecting for lands that may be needed for future enhancement or expansion of transit infrastructure;
- ensuring sensitive land uses are planned for appropriately, and considered land use compatibility;
- providing a transportation and transit network that is transit-supportive
- enabling development standards that would allow for reduced parking standards; and,
- enabling opportunities to review and future planning for inclusionary zoning.

Livable Oakville Plan

Urban Structure

As part of the Official Plan Review, Council adopted Official Plan Amendment 15 (OPA 15) for a town-wide Urban Structure on September 27, 2017, which was approved by Halton Region on April 26, 2018. The urban structure provides for the long-term protection of natural heritage, public open space and cultural heritage resources, maintains the character of residential areas and is the foundation to direct growth to identified nodes and corridors. Appeals to the Ontario Land Tribunal (formerly Local Planning Appeals Tribunal, LPAT) of OPA 15 were withdrawn on July 9, 2021, and the town-wide urban structure (OPA 15) is in full force and effect.

The urban structure identifies the Bronte GO Station as a “major transit station” and “node for further study”. Nodes are key areas of the town identified as the focus for mixed use development and intensification. The urban structure states that “Bronte GO Station is identified as a major transit station area by the Growth Plan and is intended to accommodate transit-supportive growth and intensification,” and that

further study “shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development”.

Through the Bronte GO MTSA Study, the Bronte GO Station and surrounding lands are identified as a major transit station area and strategic growth area where significant population and employment growth is to be directed to support transit investment and create land use patterns that help to mitigate and adapt to the impacts of a changing climate.

The Bronte GO MTSA was delineated by Halton Region (ROPA 48), in consultation with the Town. It is planned to achieve the density targets of the Provincial Growth Plan and Regional Official Plan of 150 residents and jobs combined by the year 2051.

Land Use Policies

The Bronte GO MTSA is planned to accommodate increased population and employment densities, and transform over the long-term from an area dominated by employment and industrial uses, to a transit-supportive, mixed use, urban community which maintains an employment focus. It will become home to thousands of new residents and employees who are attracted by the features of a complete community developed with a compact urban form which meet peoples’ needs for daily living, including walkable streets, open spaces and amenities, options for getting around, and an attractive public realm.

As the area transforms, land use compatibility with surrounding employment areas, existing major facilities, and the residential area to the south, is a key objective.

Land use policies have been devised, accompanied by functional policies, urban design policies, and open space policies, among others, which permit new land uses which are contextually appropriate.

Zoning By-law

The policies in the recommended OPA state that should the town undertake a comprehensive review to update the zoning by-law to implement this plan, a holding provision “H” symbol shall be applied to require a land use compatibility assessment be undertaken where a sensitive land use is proposed, prior to the removal of the holding “H” symbol.

TECHNICAL & PUBLIC COMMENTS:

Technical comments have been incorporated in the recommended OPA. No changes have been proposed to the OPA as a result of new technical comments

received following the statutory public meeting held on May 10, 2021. Technical inputs were discussed in the statutory public meeting staff report provided to Planning and Development Council at its meeting on May 10, 2021.

Public comments received following the public information meeting and statutory public meeting are summarized in **Appendix B**, and include town staff responses and actions, where applicable.

Matters of Interest to Council

An analysis of matters of interest to Council, identified at the Statutory Public Meeting of Planning and Development Council held on May 10, 2021, are discussed below.

a. Making the best use of these lands in terms of employment opportunities.

The Bronte GO MTSA is planned to accommodate increased population and employment densities, and transform over the long-term from an area dominated by employment and industrial uses, to a transit-supportive, mixed use, urban community which maintains an employment focus.

Lands along the QEW Corridor, Third Line, and east of Third Line, are designated as employment areas providing a range of continued employment opportunities. The lands which have been redesignated to a mixed-use designation, require that space for jobs be maintained in redevelopment in order to retain employment on these lands and accommodate a similar number of jobs. To do this, the town may utilize tools such as implementing zoning by-laws or development guidelines for retaining employment space for jobs in redevelopment, and support the development of employment uses.

b. Is 60/40 [jobs/residents] the correct ratio, or would another ratio be better to achieve our goals?

A general target proportion for the Bronte GO MTSA, of approximately 40 percent residents and 60 percent jobs, has been established and approved as part of ROPA 48. The town is required to conform to the Regional Official Plan and ROPA 48, and as such is planned to accommodate this ratio. ROPA 48 provides that the target is to be achieved over the long-term and that development is to be monitored to assess the progress toward this target. Where there are significant deficits or deviations from the target, a strategy may be developed to redress them in conjunction with the Region.

c. Will we be able to estimate the affordable housing yield created through the inclusionary zoning policy, including identifying potential housing unit type?

It is unknown at this time what the estimated affordable housing unit yield and unit type will be created through inclusionary zoning. The *Planning Act* requires that an assessment report for inclusionary zoning be completed to inform and establish a rate for the provision of inclusionary zoning units within specified developments. An assessment report has not yet been completed.

The policies for the Bronte GO MTSA provide that the assessment report may inform the development of a town-initiated official plan amendment for the Bronte GO major transit station area including an affordable housing target, as applicable; and, the minimum number of affordable housing units and/or the minimum gross floor area of affordable housing required within residential and mixed use buildings, as applicable.

- d. *Is the Sajecki Plan [Area Specific Plan] consistent with Council's objectives relative to planning for climate change resiliency, and protecting greenspace, etc.?*

At its Planning and Development Council meeting held on March 8, 2021, Council directed staff to prepare a town-initiated OPA substantially in accordance with the Area Specific Plan prepared for the Bronte GO MTSA.

The Bronte GO Station and surrounding lands are identified as a major transit station area and strategic growth area where significant population and employment growth is to be directed to support transit investment and create land use patterns that help to mitigate and adapt to the impacts of a changing climate.

The recommended OPA provides a plan to create a high density, mixed use, pedestrian friendly and transit-supportive complete community. These qualities of an urban place are supportive of climate change mitigation, and the plan is a direct response in adapting to a changing climate.

Adapting to a changing climate and creating more efficient land use patterns are fundamental objectives of the Province's A Place to Grow: Growth Plan for the Greater Golden Horseshoe. 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 the dependence on the automobile. Creating walkable, transit supportive complete communities enables the built environment necessary to reduce emissions that are generated by how we live, work, and move around.

The recommended OPA increases the amount of greenspace in the area, and better utilizes existing utility corridors for open space networks and active transportation.

-
- e. Confirm moving of the station to the south side of the track as part of recommendation report.*

Metrolinx formed part of the town's Technical Advisory Committee which informed the Bronte GO MTSA Study and resulting Area Specific Plan. Moving the Bronte GO bus terminal to the south side of the train tracks conforms to the Metrolinx Master Plan for the Bronte GO Station, and better enables the establishment of Speers Road as a regional transit priority corridor as per the town's approved urban structure.

- f. Explore other opportunities for identifying or shaping height, such as angular planes.*

In response to comments received, additional policies regarding the transition of building heights to the established residential area have been added to the plan. This includes an angular plane policy which assist to inform the deployment of building heights on lands south of Speers Road and west of Third Line.

A new policy is also added to provide design flexibility for the deployment of building heights across a comprehensive development plan, promoting a variety of building forms and heights.

- g. Clarify the 800 metre radius.*

The provincial Growth Plan defines a major transit station area as "The area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800 metre radius of a transit station, representing about a 10-minute walk."

As a basis to begin establishing the delineated boundary of the Bronte GO MTSA, an 800 metre radius was used around the Bronte GO Station. The delineation of the Bronte GO MTSA was developed in coordination with Halton Region, and a final boundary was approved by Regional Council as part of ROPA 48. The recommended town-initiated OPA conforms to the delineated boundary as per ROPA 48.

- h. Report back on the town's abilities to enforce regulations.*

The recommended OPA will provide a policy framework to guide decision making and assess planning applications. Should an application not conform to the Official Plan, Official Plan Amendments may be filed, and a public process to assess the appropriateness of the application will take place. Regulations are to

be established through the implementing zoning by-law. Urban design direction, such as the Livable by Design Manual, are used to guide and shape the form of development that takes place on a site, and assist in the creation of zoning regulations.

Discussion of Changes to Recommended OPA

A tracked-change version of the recommended OPA, showing the changes to the policies from the previous draft OPA presented at the Statutory Public Meeting held on May 10, 2021, is available on the town's project webpage for convenience purposes. Below is a description of the proposed changes that are reflected in the recommended OPA, attached as **Appendix A**. Changes are also discussed in **Appendix B**, in response to comments received.

1. Residential Area

- The wording “residential neighbourhood” is changed to “residential area” to better reflect the terminology used in the town's approved urban structure.

2. Major Facility

- The term “major facility” is added as a defined term, and introduced throughout the OPA, as this is a term used within the policy framework for sensitive land uses in the PPS (including a definition), Provincial Growth Plan, and Regional Official Plan, and is a proposed definition in ROPA 48.

3. Goal Statement

- The goal statement is revised for clarification purposes, to further explain that the “heart of the community” means the area where the highest densities, buildings heights and mix of uses are to be located.

4. Public Roads

- Clarification is provided that the proposed future roads within the plan are intended to be ‘public’ roads.

5. Development Concept

- Two development districts, the East Transition District and the West Transition District, are consolidated as they have the same objectives and the policies were duplicative. Edits are made to reflect their consolidation, including policy and mapping changes.

6. Population and Employment Densities

- A general target proportion of residents and jobs is added to conform to the policies in ROPA 48.
- The population and employment target is expressed as a ‘minimum’ to reflect that these targets are expressed as minimums, in conformity with the Growth Plan.
- A monitoring policy is added to conform to ROPA 48, indicating that a strategy may be developed to redress the general target proportion of residents and jobs, if these targets are not being achieved over time.

7. Transportation

- An edit to indicate that roads, transit and active transportation infrastructure should be provided in accordance with the plan. The policy is changed to “should” from “shall” as the requirement and alignment of future roads is to be determined through future studies and the planning approval process.
- In response to comments received, a policy is added to indicate that an objective of the future Environmental Assessment required for the Westgate Road extension (including the grade separated crossing at the rail corridor), will be to minimize property impacts to the extent possible so as to maximize development opportunities on the remainder of impacted properties.
- Clarification that the grade separated pedestrian crossing at the rail corridor, at the east end of the Bronte GO Station, is shown as an enhancement feature area on the urban design Schedule S5.
- Clarification that the trail network proposed along the 14 Mile Creek must be supported by a future feasibility study.
- Clarification that active at-grade uses should be provided within the first floor of parking structures facing public streets in all instances, and are required in locations that face a primary street as shown on Schedule S5.

8. Land Use Compatibility

- Clarification that major offices are also considered a sensitive land use as per the policies of the Growth Plan.
- A revised policy that identifies what needs to be considered as part of a compatibility assessment, in conformity with ROPA 48.

- A revised policy that indicates that sensitive land uses are not permitted within the minimum separation distance of a major facility, reflecting the preferred approach in the existing and emerging provincial land use compatibility guidelines.
- A revised policy to indicate that additional technical studies may be required as part of an application for a proposed light industrial use, or expansion of an existing industrial use, within the Bronte GO MTSA.
- Two revised policies in regard to rail facilities, responding to comments received by Metrolinx, including vegetation zones along the railway, as well as the need for easements for operational emissions from the railway within 300 metres of the railway corridor.

9. Urban Design

- A policy is revised regarding buildings transitioning down in height in all directions from the Station District. The mid-rise area, surrounding the Station District, allows for a range of building heights of 3-8 storeys, plus an additional four storeys where land is given for public facilities (e.g. roads, parks) or as part of comprehensive development schemes. This flexibility does not necessarily require transitioning down of building heights in all directions from the Station District. However, new policies are added to require the transition of building heights south of Speers Road, to the adjacent residential area.
- A clarification that gateways should provide well-designed 'landmark' built form. All built form should be well-designed.
- Addition of a new urban design policy section with specifically provides direction for the transitional area, south of Speers Road, to the established residential area.

10. Parks and Open Space

- The proposed park adjacent to the proposed relocated bus terminal on the south side of the railway corridor, is moved slightly westward in response to comments received about providing high densities directly within the Station District and adjacent to transit connections.

11. Land Use Policies

- The reference to Class II and Class III industrial facilities is removed and replaced with “major facilities” to conform to the PPS, Growth Plan, and Regional Official Plan, and in response to proposed revised provincial land use compatibility guidelines.
- Redesignate the lands within the utility corridor, north of the railway corridor, as “parks and open space” and “utility” to reflect the intended land use vision for the Bronte GO MTSA, including new permitted use policies to reflect these designations.
- Revised policies pertaining to the tools the town may use to retain space for jobs in redevelopment, in conformity with ROPA 48.
- Revised building height policies to reflect the revised urban design policies introduced for transitioning to the established residential areas to the south, as well as the introduction of the Utility designation.
- New policy to reflect that compatibility assessments need to take into consideration building heights, and that building heights may be limited as a result of findings of a compatibility assessment if mitigation measures cannot appropriately address impacts, as applicable. This policy was added in response to comments received from area landowners.
- Revised policies pertaining to minimum densities in response to the land use designation changes in the utility corridor, which adds the land use designation “parks and open space”. Minimum densities would continue to not apply to the utility corridor.

12. Exception Policies

- In response to comments received, adding a new exception policy to allow the continuation of outdoor storage and processing at 731 Third Line, given that this aggregate operation has indicated its intention to stay within the MTSA over the long-term.

13. Implementation Policies

- Revised policy that identifies property consolidation may be required to accommodate planned intensification, and that if property consolidation cannot take place, development permissions may be limited.

- In response to comment received, revised policy for clarification purposes that the redevelopment of existing low-rise employment uses, including existing commercial and motor vehicle related uses, may occur gradually over the long-term and that building additions and alterations may be permitted without being subject to the minimum building height and densities within the plan.
- A new policy is added to clarify how the minimum building heights and minimum densities are to be interpreted when the requirement for, and alignment of, future public roads is finalized.
- A new policy is added to provide design flexibility for the deployment of building heights across a comprehensive development plan, promoting a variety of building forms and heights.
- A new policy is added to clarify and streamline how the transfer of minimum floor space index (FSI) is considered when land required to be dedicated to the town straddles two FSI measurements on the plan.

14. Urban Structure

- The new urban structure (OPA 15) is added to the amendment, now that it is in full force and effect.

CONCLUSION:

The recommended official plan amendment is the outcome of a comprehensive study and advances key policy directions and objectives including:

- coordinating land use and transportation planning;
- directing growth to a system of nodes and corridors;
- ensuring transit supportive development that responds to the impacts of a changing climate;
- providing housing choice and employment opportunities;
- creating a multi-modal transportation network providing mobility options;
- ensuring compatible development; and,
- providing for a complete community, with community services and facilities that are provided to support growth.

It is staff opinion that the recommended OPA is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters

of provincial interest, and represents good planning. It is staff recommendation that council approve the OPA.

NEXT STEPS:

Should Council approve the OPA, it will be forwarded to Halton Region for final approval. Final approval will be coordinated with the ongoing Halton Region municipal comprehensive review.

CONSIDERATIONS:

(A) PUBLIC

A draft OPA for the Bronte GO MTSA was made available on April 15, 2021, and a statutory public meeting at Council was held on May 10, 2021 to solicit input and comments from council and the public. Notice of the statutory public meeting was:

- published in the Oakville Beaver on April 15, 2021;
- mailed to property owners on the subject lands, and within 120 metres of the subject lands;
- emailed to the town's agency list and resident associations;
- emailed to persons who directly participated or expressed interest in the study, totalling approximately 100 email addresses;
- emailed to the Official Plan Review email distribution list, totalling approximately 1,400 email addresses; and,
- posted on the town's website.

Following the statutory public meeting, additional meetings and communications were held with interested participants, including ward councillors. All written and oral submissions relating to this matter have been fully considered and have been appropriately addressed.

A recommended OPA was made available on October 18, 2021. Notice of the recommendation meeting was provided to:

- persons who attended a public meeting, public information meeting or workshop with respect to this matter;
- persons/agencies that requested to be notified of the decision;
- the town's agency list and resident associations; and,
- the town's website.

(B) FINANCIAL

There are no financial implications arising from this report. However, the plan for the Bronte GO MTSA contains identified capital projects and improvements that may need to be included in future capital budgeting and/or forecasting.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Additional studies and strategies will be required to implement the plan for the Bronte GO MTSA. Potential future studies and strategies are identified in the recommended OPA and may form part of future work programs for multiple town departments, including:

- detailed station plan including a parking strategy or management plan;
- detailed transportation studies, environmental assessments or transit project assessment process;
- area servicing plans;
- streetscape plans;
- a community improvement plan;
- sustainability initiatives, including district energy;
- land acquisition strategy; and,
- development monitoring.

(D) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goals to create a livable town that enables opportunities for transit-supportive development patterns and increased mobility options, which address the impacts of a changing climate and improves the environment. The study process to develop the OPA provided opportunities for community engagement and was implemented under a prescribed public process under the *Planning Act*, providing for accountability and transparent decision making.

(E) CLIMATE CHANGE/ACTION

The recommended OPA will put in a place a plan to create a high density, mixed use, pedestrian friendly and transit-supportive complete community. These qualities of an urban place are supportive of climate change mitigation, and the plan is a direct response in adapting to a changing climate.

Adapting to a changing climate and creating more efficient land use patterns are fundamental objectives of the Province's A Place to Grow: Growth Plan for the Greater Golden Horseshoe. 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 the dependence on the automobile. Creating walkable, transit supportive complete communities enables the built environment necessary to reduce emissions that are generated by how we live, work, and move around.

APPENDICES:

Appendix A – Recommended Town-initiated Official Plan Amendment (OPA 41)

Appendix B – Comments and Response Matrix

Appendix C – Provincial Policy Analysis

Prepared by:

Brad Sunderland, MCIP, RPP

Planner, Policy Planning and Heritage

Recommended by:

Diane Childs, MCIP, RPP

Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP

Director, Planning Services