



OAKVILLE

REPORT

Planning and Development Council

Meeting Date: May 10, 2021

FROM: Planning Services Department

DATE: April 27, 2021

SUBJECT: **Public Meeting Report – Town-initiated Official Plan Amendment – Bronte GO Major Transit Station Area (File No. 42.15.58) – May 10, 2021**

LOCATION: Bronte GO Station and surrounding lands

WARD: Ward 1 and 2 Page 1

RECOMMENDATION:

1. That the staff report titled “Public Meeting Report – Town-initiated Official Plan Amendment – Bronte GO Major Transit Station Area (File No. 42.15.58) – May 10, 2021”, be received.
2. That comments from the public with respect to the draft town-initiated Official Plan Amendment (File No. 42.15.58) 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:

- 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 major transit station area (MTSA) was not identified.
- Planning staff has been advancing the Official Plan Review work program (e.g., Urban Structure Review, Employment and Commercial Review, Main Street Growth Area Reviews, North Oakville Secondary Plans Review, Palermo Village Growth Area Review), 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. 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.
- 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.”
- 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.
- Draft Regional Official Plan Amendment No. 48 to the Regional Official Plan – *An Amendment to Define a Regional Urban Structure (ROPA 48)*, was presented to Regional Council on February 17, 2021. This work resulted in Regional Council authorizing Regional planning staff to initiate the statutory process to bring forward an amendment to the Regional Official Plan to define a Regional Urban Structure. The work being completed through the town’s Official Plan Review provides detailed analysis of local priorities for accommodating future growth in support of Halton Region’s MCR.
- The Bronte GO Major Transit Station Area Study was initiated on June 11, 2018, at the Livable Oakville Council Subcommittee. A consultant, Sajecki Planning, was retained in late 2018 to complete the study and prepare an Area Specific Plan for the Bronte GO MTSA.
- 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 throughout 2019 and 2020.
- An Area Specific Plan for the Bronte GO MTSA was presented to Planning and Development Council on March 8, 2021. At this meeting, Council directed staff to “develop a town-initiated Official Plan Amendment

substantially in accordance with the Area Specific Plan for the Bronte GO Major Transit Station Area, in consideration of comments received, and report back at a future Statutory Public Meeting of Planning and Development Council.”

- A draft Official Plan Amendment for the Bronte GO MTSA has been prepared substantially in accordance with the Area Specific Plan. It has been available for public review since April 15, 2021.
- The purpose of the statutory public meeting at Planning and Development Council is for Council to hear delegations on the draft Official Plan Amendment, ask questions of clarification and to identify additional planning matters to be considered.

BACKGROUND:

The purpose of this report is to introduce a draft Official Plan Amendment (OPA) affecting lands pertaining to the Bronte GO major transit station area, as part of the statutory public meeting at Planning and Development Council on May 10, 2021. The report is to be received and the draft OPA is attached in Appendix C.

The report outlines the draft OPA, which was prepared by town staff. Following the statutory public meeting, and further analysis of the comments received from the public and Council, staff will bring forward a recommendation report for consideration (decision) by Planning and Development Council.

Bronte GO Major Transit Station Area Study

What is a major transit station area?

A major transit station area, also commonly referred to as an MTSA, is the area around a higher order transit station, such as the Bronte GO Station. An MTSA generally includes the land within approximately 500 to 800 metre radius of the transit station, representing about a 10-minute walk.

MTSAs are identified because they are key location which integrate the town-wide transportation system, facilitate easy access to transit and transit connections, and provide a focus for transit-supportive development and intensification.

Why a Study?

The Province’s Growth Plan for the Greater Golden Horseshoe identifies major transit station areas and provides policies pertaining to MTSAs that local official plans must conform to. These policies include planning for a minimum density target of residents and jobs, and the creation of complete, transit-supportive communities.

As part of the town’s ongoing Official Plan Review, which is working toward conforming with the Growth Plan, Council adopted Official Plan Amendment 15 (OPA 15) for a town-wide Urban Structure in September 2017. 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 that provides overall context for where and how the town will grow, and directs growth to identified nodes and corridors.

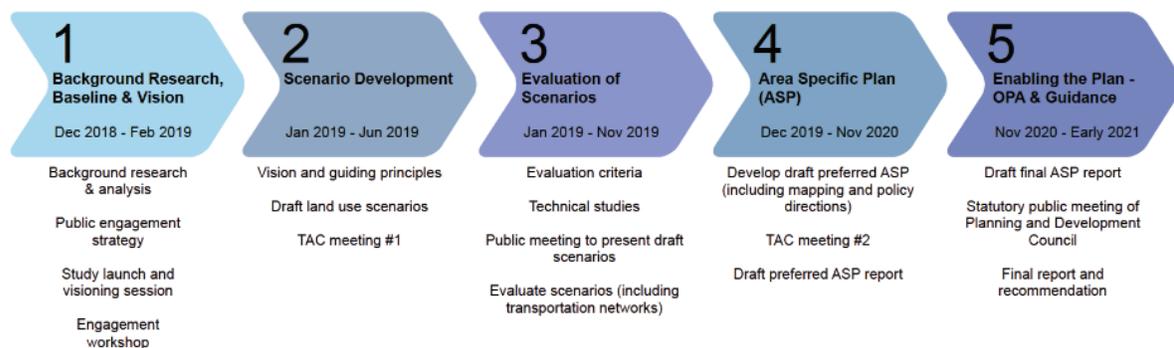
Within the council approved urban structure, the Bronte GO Station is identified as a major transit station area which needs to be studied in order to achieve the objectives set out by the Provincial Growth Plan, and the town’s approved Urban Structure.

What was the study process?

The Bronte GO MTSA Study was initiated at the Livable Oakville Council Subcommittee in June of 2018. At this meeting, key study objectives were identified, and staff noted that consultants would be retained to prepare an Area Specific Plan for the Bronte GO Major Transit Station Area, subject to a Terms of Reference developed by the town.

In December 2018, Sajecki Planning was retained by the town to complete the work required to develop the Area Specific Plan.

The study was broken out into 5 phases, as shown in the study timeline below:



Throughout all project phases, additional land owner meetings, ward councillor meetings, and meetings with various businesses and residents also took place to share information and collect feedback to better inform the development of a preferred plan.

Phase 1 – Background Research, Baseline & Vision

Phase 1 involved reviewing policies and plans; analyzing existing conditions, opportunities and constraints; delineating the MTSA boundary; and launching public and stakeholder engagement.

Phase 1 included a project launch meeting with town departments and agency staff, where town staff led the consultant team on a site walking tour.

A public engagement strategy was developed which set out a plan for engaging with the public throughout the study process.

On March 21, 2019, a public engagement session was held to solicit input from the public and agency staff to assist with developing ideas for a vision statement and guiding principles, as well as to better understand the challenges and opportunities within the study area. The public engagement session was followed by an online survey which was available for several week to solicit input on what is working, and what could be improved within the area.

Phase 2 – Scenario Development

Phase 2 involved developing the draft vision, guiding principles, and the early development of draft land use scenarios. The draft land use scenarios were presented at a Technical Advisory Committee meeting, made up of members from the consultant team, Metrolinx, Halton Region, Schools Boards, Conservation Halton, and town staff from numerous departments. Preliminary comments were collected.

Phase 3 – Evaluation of Scenarios

In Phase 3, the consultant team continued work on supporting technical studies, which were required to evaluate and support a new plan for the area. In the summer of 2019, based on information available, the consultant team prepared two draft land use options for consideration.

The two draft options were presented to the Livable Oakville Council Subcommittee in October 2019, followed by a public engagement workshop held in November 2019. The public engagement session had participants review the two draft options and identify opportunities and constraints of each. The two options were also provided in an online survey as an opportunity to engage with the public and to solicit public input toward the development of a preferred plan.

Phase 4 – Area Specific Plan

Phase 4 included finalizing a draft preferred Area Specific Plan for the Bronte GO Major Transit Station Area.

In the summer of 2020, town staff held a second Technical Advisory Committee meeting to review and assess the final drafts of numerous technical studies and a draft preferred Area Specific Plan. Based on input received from the Technical Advisory Committee, further work was undertaken by the consultant team to complete the required technical studies, and make final changes to the Area Specific Plan.

All input received throughout the study process from the public and Town Council was also considered as part of developing a preferred plan.

Phase 5 – Enabling the Plan, Official Plan Amendment and Guidance

The study is currently in phase 5. On March 8, 2021, a final Area Specific Plan was presented to Planning and Development Council. The meeting provided an opportunity for public and Council input, and council directed staff to develop a town-initiated Official Plan Amendment substantially in accordance with the Area Specific Plan for the Bronte GO Major Transit Station Area, in consideration of comments received, and report back at a future Statutory Public Meeting of Planning and Development Council.

This purpose of this report is to introduce a draft Official Plan Amendment (OPA) affecting lands pertaining to the Bronte GO Major Transit Station Area, as part of the statutory public meeting at Planning and Development Council on May 10, 2021.

The proposed Official Plan Amendment implements the findings of the Bronte GO Major Transit Station Area Study by establishing an area specific plan and policies for a protected Bronte GO MTSA, including delineating boundaries, the mix of land uses and the intensity and scale of development that is contextually appropriate.

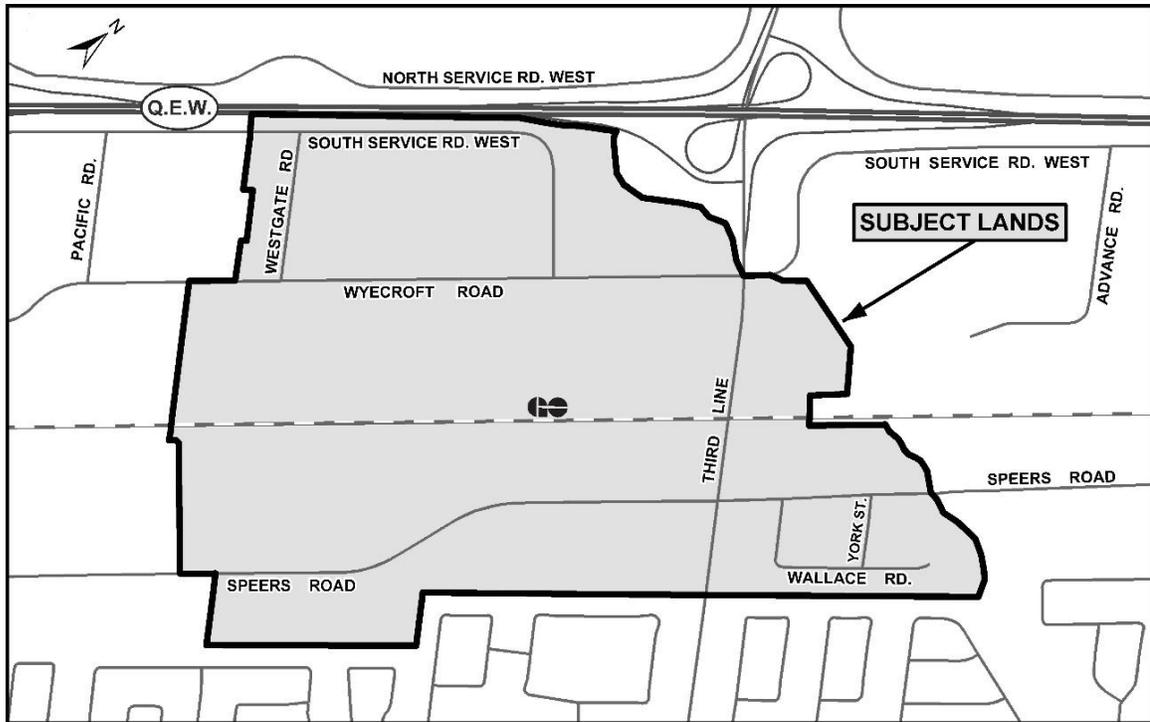
DRAFT OFFICIAL PLAN AMENDMENT:

Subject Lands

As shown on Figure 1, the draft OPA affects the lands within approximately 800 metres from the Bronte GO Station. The subject lands are known as Bronte GO Major Transit Station Area, or “MTSA”.

The Bronte GO MTSA 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 has been coordinated with Halton Region, and is being delineated as part of Regional Official Plan Amendment 48 (ROPA 48).

Figure 1: Subject Lands



Purpose of the draft Official Plan Amendment

The purpose of the Official Plan Amendment is to modify the text and schedules of the Livable Oakville Plan pertaining to the Bronte GO Major Transit Station Area (MTSA) to implement the findings of the Bronte GO MTSA Study, undertaken as part of the town's Official Plan Review.

Effect of the draft Official Plan Amendment

The effect of the Official Plan Amendment to the Livable Oakville Plan is to:

- update the general policies and schedules to identify the Bronte GO station and surrounding lands as a protected major transit station area and a strategic growth area
- introduce area-specific policies for the protected Bronte GO Major Transit Station Area, including a goal, objectives and development concept, as well as functional, urban design, land use, park and open space, 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 Major Transit Station Area
- introduce a land use, building height, density, transportation, and urban design schedule for the protected Bronte GO Major Transit Station Area

Overview of the draft Official Plan Amendment for the Bronte GO MTSA

The draft Official Plan Amendment for the Bronte GO Major Transit Station Area, is provided in Appendix C. It implements the Area Specific Plan that was presented to Planning and Development Council on March 8, 2021. 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 eight development districts, made up of five mixed-use districts, and three employment districts;
- functional policies as they pertain to:
 - target population and employment densities;
 - 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 industrial 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 consider:
 - the Livable by Design manual;
 - future urban design direction for the Bronte GO MTSA;
 - public realm and skylines;
 - improved streetscapes and areas where active at-grade uses are required to create vibrant streets;
 - pedestrian access and circulation, 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;
 - built form;
- park and open space policies that established an open space network throughout the area and provide amenity to future employees, residents and travelers;
- 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 and east of Third Line;
 - ensure the employment space is retained for jobs in all redevelopment;
 - establish permitted building heights;
 - establish permitted densities;

- 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;
 - provide for programs and initiatives that may be undertaken as part of future planning for the areas including:
 - a parkland strategy;
 - 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 FRAMEWORK:

The Provincial planning framework has evolved since the town initiated its official plan review in 2015, and there have been a number of key changes to Provincial plans and policies. The Halton Region Official Plan is also being reviewed and updated. The following policy framework applies to the subject lands:

- *Planning Act*;
- 2020 Provincial Policy Statement;
- 2019 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020 Office Consolidation);
- Halton Region Official Plan; and,
- Livable Oakville Plan.

The Area Specific Plan developed for the Bronte GO Major Transit Station Area, as presented to Planning and Development Council on March 8, 2021, considered the policy frameworks above, in addition to other applicable plans and guidelines. This review has informed the Area Specific Plan and its recommendations. The draft Official Plan Amendment implements the Area Specific Plan, and in doing so provides alignment and conformity with Provincial and Regional plans.

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*. These matters will be assessed as part of a final recommendation to Council.

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 (emphasis added).

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.

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.

Section 17(36.1.4) of the *Planning Act* provides that there is no appeal:

- To the Halton Region Official Plan in regard to policies that:
 - identify and delineate a protected major transit station area; and,
 - identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated;
- To the Town's Official Plan, when the Regional Official Plan includes the policies above, in regard to policies that:
 - identify the authorized uses of land in the area and of buildings and structures on lands in the area; and,
 - identify the minimum and maximum densities that are authorized with respect to buildings and structure on the lands in the area.
- Identify the minimum or maximum heights that are authorized with respect to buildings and structures on lands in a protected major transit station area, except if the maximum height would result in the building or structure not satisfying the minimum density that is authorized in respect of that parcel.

As discussed in this report, the Bronte GO Major Transit Station Area is proposed to be identified as a protected major transit station area as part of the Halton Region Municipal Comprehensive Review (ROPA 48).

Provincial Policy Statement

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 PPS promotes a policy-led planning system which recognizes that there are complex relationships among environmental, economic and social factors in land use planning. It encourages building strong healthy communities, the wise use and management of land and resources and the protection of public health and safety. Key components of the PPS include directing growth to settlement areas to achieve efficient land use patterns and promoting a compact development form.

The subject lands of the draft OPA are located within the settlement area and shall be the focus for growth and development.

Growth Plan for the Greater Golden Horseshoe

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).

The Growth Plan is a long-term plan to manage growth and build complete communities, providing 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.

The town, and the subject lands of the OPA are located within the Growth Plan area. The *Planning Act* requires that all decisions in respect of planning matters shall conform with any applicable Provincial plan, or shall not conflict with it, as the case may be.

There are specific policies in the Growth Plan for how municipalities must plan for growth in major transit station areas. For the Bronte GO major transit station area, which is located on a priority transit corridor (i.e. Lakeshore West Line), this includes planning to achieve a minimum density of 150 residents and jobs combined per hectare.

The Growth Plan policies have been reviewed and are considered in the draft Official Plan Amendment. A fulsome review will be provided as part of a final recommendation report to Council.

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 Plan. The subject lands of the draft OPA are designated Urban Area in the Halton Region Official Plan where growth is to be directed. They also currently form part of the Regional Employment Area, which permit employment uses only.

The Halton Region Official Plan is in full force and effect for the subject lands.

Halton Region's Official Plan Review (Municipal Comprehensive Review)

The Halton Region Official Plan is under review as required by the *Planning Act*. This review, called the municipal comprehensive review (MCR), will result in updates to the Regional 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.

As reported by Halton Region, there are several local planning initiatives that define growth, intensification and urban structure that have been prepared and/or endorsed by local municipalities, but not yet recognized in the Regional Official Plan. In many cases, these initiatives are generally supported by the community and local Councils, but need to be reflected in the Regional Official Plan in order to be implemented.

In a letter to Halton Region dated November 12, 2019, the Minister of Municipal Affairs and Housing confirmed that an upper-tier municipality like Halton Region may advance the municipal comprehensive review of its official plan in a phased manner. As such, on September 16, 2020, Regional Council directed Regional planning staff to prepare an initial Regional Official Plan Amendment (ROPA) under Section 26 of the *Planning Act* to address certain strategic local municipal planning priorities related to urban structure – to the extent appropriate at this stage of the overall Regional Official Plan Review.

Draft ROPA 48 to the Regional Official Plan – *An Amendment to Define a Regional Urban Structure*, was presented to Regional Council on February 17, 2021. This work resulted in Regional Council authorizing Regional planning staff to initiate the statutory process to bring forward an amendment to the Regional Official Plan to define a Regional Urban Structure.

The work being completed through the town's Official Plan Review provides detailed analysis of local priorities for accommodating future growth in support of Halton Region's MCR.

Town Comments on draft ROPA 48

On March 22, 2021, the Town's Planning and Development Council received a staff report from town staff titled "*Regional Official Plan Review – Draft Regional Plan Amendment 48 – An Amendment to Define a Regional Structure*". The report provided town staff opinion in consideration of draft ROPA 48, which is to be forwarded to Halton Region for consideration at its statutory public meeting.

In regard to the proposed delineated boundary of the Bronte GO MTSA in draft ROPA 48, as shown in figure 2, the following comments were provided:

"Town Staff Opinion: Town staff has reviewed the proposed boundary for Bronte GO MTSA and has no concerns since it [is] consistent with the results of the town's Bronte GO MTSA Study."

In regard to the partial removal of the Regional Employment Area designation overlay within the proposed delineated boundary of the Bronte GO MTSA in draft ROPA 48, as shown in figure 2, the following comments were provided:

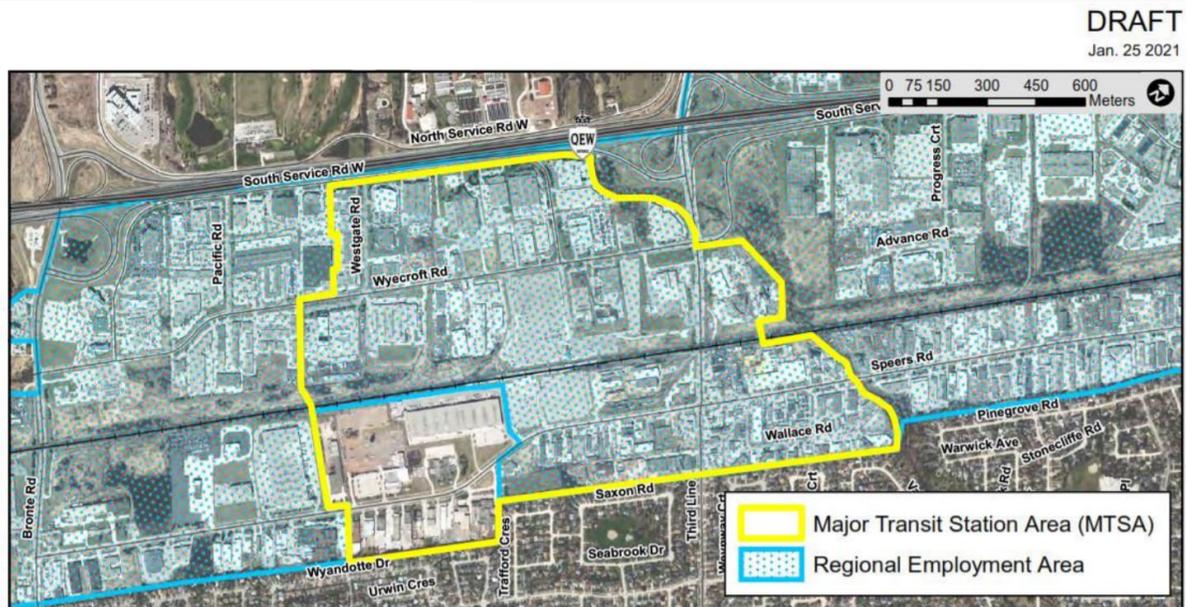
“Town Staff Opinion: Town staff is of the opinion that the entire MTSA area should be removed from the region’s employment overlay in draft ROPA 48. This would be appropriate since it reflects the town’s priorities, provides local flexibility to develop a mixed use node and would be the consistent with local Official Plan Amendments being advanced in the town’s Official Plan Review.

Notwithstanding the previous, regional staff indicate that the balance of the Bronte GO MTSA lands will be removed from the Regional Employment Area designation overlay following the completion of the MCR.”

Town staff continue to emphasize the significant importance of removing the lands from the Regional Employment Area designation overlay in order to enable the vision and development concept for the Bronte GO Major Transit Station Area, which was established in coordination with the Technical Advisory Committee including Halton Region. Without the removal of lands from the Regional Employment Area designation overlay, a substantial portion of the development vision and concept would not be realized, and has the potential to jeopardize the achievement of provincial Growth Plan conformity requirements.

Town staff note that the conversion of Employment Areas to non-employment uses is considered as part of a Municipal Comprehensive Review. To this end, town staff are concerned that if these lands are not considered for conversion as part of the Region’s Municipal Comprehensive Review, the Region may not consider the conversion of these lands until the next MCR, which would not take place for another 10 years. This would substantially remove the flexibility for this area to achieve the planned intent over time, in accordance with applicable land use compatibility assessments and policies as proposed for the Bronte GO MTSA.

Figure 2: Draft ROPA 48 – Bronte GO MTSA Boundary and Regional Employment Area designation overlay



Airphoto flown Spring 2019

30
January 25, 2021

In regard to the identification of a minimum density target of 150 residents and jobs combined per hectare for the Bronte GO MTSA in draft ROPA 48, the following comments were provided:

“Town Staff Opinion: Town staff has no concerns with the Minimum Density Targets proposed for UGCs and MTSA’s since these are required by the 2019 Growth Plan, as amended, and are considered non-discretionary.”

In regard to the identification of a target proportion of residents and jobs in strategic growth areas, including a target of 40% residents and 60% jobs for the Bronte GO MTSA in draft ROPA 48, the following comments were provided:

“Town Staff Opinion: ...town staff has concerns with the proposed Target Proportion of Residents & Jobs and is of the opinion that these targets should be removed from draft ROPA 48...

Consistent with past comments, town staff supports retaining and accommodating employment opportunities in SGAs [strategic growth areas] but remains concerned that the target proportion approach creates uncertainty and raises questions and challenges regarding implementation...

Town staff supports mixed use development due to the synergies created between the uses that locate in these areas. For example, mixed use areas that permit residential uses will attract better employers and better jobs. Likewise, higher density mixed use areas will produce more jobs and greater employment densities.”

In addition to the comments provided in the staff report received by Planning and Development Council on March 22, 2021, staff note that draft ROPA 48 also provides that the Bronte GO major transit station area is to be identified as a “protected” major transit station area. This allows for the introduction of inclusionary zoning in this area, and also protects some policies within the protected major transit station area from appeal, as described in the *Planning Act* section of this report.

Town staff continue to work collaboratively with Halton Region as part of its MCR. It is anticipated that a recommendation on ROPA 48 will be provided to Regional Council in summer 2021, in advance of a final recommendation being made for the Bronte GO MTSA policies.

Livable Oakville Official Plan

Council adopted the Livable Oakville Plan on June 22, 2009. Halton Region approved the Plan, with modifications, on November 30, 2009, as it was deemed to conform to the 2006 Growth Plan, and the Regional Official Plan, as amended, including the proposed ROPA 38 to the Regional Official Plan. The Livable Oakville Plan was also deemed to be consistent with the 2005 Provincial Policy Statement.

The Region’s approval decision was appealed by a number of parties. Following the resolution of a majority of the appeals, the Ontario Municipal Board approved the Plan with further modifications on May 10, 2011. Currently, all but one outstanding site-specific appeal have been adjudicated by the Board (OMB Case No. PL100058). Since 2012, Council has passed a number of by-laws to adopt amendments to the Livable Oakville Plan.

Section 26 of the *Planning Act*, as amended, requires municipalities to review their official plans no less frequently than 10 years after it comes into effect as a new official plan and every five years thereafter, unless the plan has been replaced by another new official plan.

Town of Oakville Official Plan Review

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.

Since that time, several Provincial policy documents have been updated, and new policy regimes have emerged, including updates to the Provincial Policy Statement

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

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. 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.

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.”

Subsequent to the Region’s approval, OPA 15 was appealed to the Local Planning and Appeal Tribunal (LPAT). As a result of this appeal, the Urban Structure is not in full force and effect. Notwithstanding this appeal, the Urban Structure represents a community-based view and a unanimous Council direction to provide for the long-term protection of natural heritage, public open space and cultural heritage resources, maintain the character of residential areas, and direct growth to identified nodes and corridors.

As noted previously, all of the work being completed through the town’s Official Plan Review provides detailed analysis of local priorities for accommodating future population and employment growth in support of Halton Region’s MCR. In addition to the Urban Structure Review, the town has completed its Employment and Commercial Review, the Speers Road Corridor Study, the Main Street Growth Area Reviews, the first part of the North Oakville Secondary Plans Review, and the Palermo Village Growth Area Review including the North West Secondary Plan Area. The intent is for Town Council to provide further input to the Region’s MCR through the adoption of local Official Plan Amendments related to a number of areas throughout the town, including the Bronte GO Major Transit Station Area, at future Planning and Development Council meetings.

As studies are brought forward as Official Plan Amendments, OPA 15 is also proposed to be modified to reflect the boundaries that have been delineated through these study processes, as applicable.

TECHNICAL & PUBLIC COMMENTS:

Technical Comments and Input

A number of technical studies were undertaken in support of the Area Specific Plan for the Bronte GO Major Transit Station Area, discussed in the Area Specific Plan that was presented to Planning and Development Council on March 8, 2021. These studies are available on the town project webpage. Salient points that are directly reflected in the town's draft OPA are provided below. Notwithstanding the section below, all technical considerations will continue to be evaluated as part of privately initiated planning applications.

Pre-Feasibility Noise and Vibration Study

Key recommendations stemming from the Pre-Feasibility Noise and Vibration Study include:

- For site-specific development applications, detailed noise and vibration studies should be conducted for all noise-sensitive land uses as part of the land use planning and approvals process (to ensure that applicable noise and vibration limits are recognized) and,
- A Class 4 designation is recommended for addressing stationary noise impacts from the industrial facilities, which offset the NPC-300 criteria limits by 10 decibels. Developments will be permitted if the noise, vibration, dust and odour guideline limits are met.

Both of these recommendations have been integrated into policies in the draft Official Plan Amendment. Staff note that it may be a requirement of town Council, at the time of making a decision on a final recommendation, that town council pass a by-law to identify the lands as a Class 4 area, pursuant to Publication NPC-300 (Ministry of Environment and Climate Change Environmental Noise Guideline - Stationary and Transportation Sources - Approval and Planning, August 2013).

Air Quality Impact Assessment

The Air Quality Impact Assessment found several Class II and Class III industrial facilities within the MTSA that may cause compatibility concerns with the introduction of sensitive land uses, such as residential. Given this, the Area Specific Plan provided for a two-phased approach with separation buffers to identified developable areas. Key recommendations from the Air Quality Assessment include:

- Requiring minimum separation distances of 70 metres for Class II facilities and 300 metres for Class III facilities;

- Proposed high-rise developments may require additional assessment of impacts like contaminants and odours from industrial point sources on elevated receptors; and,
- New developments should maintain minimum setback distances from roads, railways, and industrial facilities. Where minimum setbacks cannot be maintained, site-specific air quality assessments should be conducted to establish whether at-receptor or at-source mitigation is required.

Within the Area Specific Plan, two development phases were contemplated, where Phase 2 was predicated on certain existing industrial uses moving away from the area, thus allowing for the introduction of mixed use development. However, without knowing when existing industrial operation may leave the area, the approach to “phase” certain lands was not pursued in the draft OPA. Instead, an approach which is based on land use compatibility assessments, and prohibiting sensitive land uses within the required buffer areas of existing industrial facilities, was used instead. This approach provides for flexibility within the policy framework to allow the area to transition over the long-term in response to evolving circumstances and land uses in the area, while still ensuring land use compatibility is maintained and assessed at all points during future planning application processes.

Using this approach, the recommendations from the Air Quality Impact Assessment work have been integrated into the policies of the draft Official Plan Amendment. Development phasing is discussed again in the Public Comments section of this report.

Transportation Assessment

The Transportation Assessment indicated that a number of intersections are expected to have significant capacity constraints by the year 2041. The Area Specific Plan noted that some level of capacity constraint is acceptable and can have positive implications. However, to best address these constraints, successful traffic management within the MTSA will rest heavily on increasing transit and active transportation mode shares. Key recommendations include:

- Provide additional access points to/from the adjacent road network at Third Line and Bronte Road, if feasible;
- Phase new development with timely and integrated road and intersection improvements;
- Adopt policies to reduce parking supply and programs to provide targeted transit and shuttle services to/from the Bronte GO Station and key

destinations for residents and employees including surrounding neighbourhoods; and,

- Transit and active transportation mode shares will need to be increased for traffic to function at an acceptable level within the MTSA.

These recommendations have been integrated into policies in the draft Official Plan Amendment, including: planning for increased active transportation facilities and transit use, road connections with access to/from Third Line and adjacent road network, the consideration of development phased with the timely provision of infrastructure, and policies which support and promote reduced parking, transportation demand management programs, and more. The findings of the transportation assessment have also informed permitted development densities.

Stormwater Management Functional Servicing Study

A key recommendation stemming from this study included that required stormwater management facilities should be subsurface storage facilities located in the proposed open spaces to retain the available developable area, be consistent with existing storm sewer infrastructure elevations, and provide centralized storage locations.

These recommendations have been incorporated into the policies for the Bronte GO Major Transit Station Area.

Community Services and Facilities Strategy

Policy directions provided by the Community Services and Facilities Strategy include, among other matters:

- locational considerations;
- planning for multi-functionality
- collaborating around co-benefits, including public realm interventions;
- working with the development community to consider community benefits.

The policy directions pertaining to community services and facilities have been integrated into the draft Official Plan Amendment.

Public Comments

Written comments received on the Area Specific Plan, between when the Area Specific Plan was made available on February 26, 2021, and prior to the draft Official Plan Amendment being made available, are provided in Appendix A.

An in-depth discussion about the Area Specific Plan was held at the Planning and Development Council meeting on March 8, 2021. Several points from this discussion continue to be reviewed. Preliminary responses are provided in Appendix B, including other answers to questions commonly heard during the study process.

Comments have been received seeking further clarification about the Area Specific Plan and its approach to the progression of development densities and phasing. The following is provided:

Minimum Densities

Within the Area Specific Plan, the exercise to map out 2031, 2041, and 2051 projected densities expressed as Floor-Space-Index (FSI) — a ratio between the total building floor area and the property lot area — was to generally understand incremental change over-time. It was not expected that each individual site would grow incrementally in density over-time, but that various sites would develop at different times. However, without knowing which sites would develop first, increasing densities were applied on all sites, with the 2051 densities achieving the required minimum density target of 150 people and jobs combined per gross hectare.

The minimum densities that are applied within the draft Official Plan Amendment are based on the 2051 densities as shown in the Area Specific Plan, so as to ensure the achievement of the minimum required gross density of 150 people and jobs combined per hectare, as required by the Growth Plan.

Phasing

Within the Area Specific Plan, two development phases were contemplated, where Phase 2 was predicated on certain existing industrial uses moving away from the area, thus allowing for the introduction of mixed use development. However, without knowing when existing industrial operation may leave the area, the approach to “phase” certain lands was not pursued in the draft OPA. Instead, an approach which is based on land use compatibility assessments, and prohibiting sensitive land uses within the required buffer areas of existing industrial facilities (requiring an OPA), was used instead. This approach provides for flexibility within the policy framework to allow the area to transition over the long-term in response to evolving circumstances and land uses in the area, while still ensuring land use compatibility is maintained and assessed at all points during future planning application processes.

Issues under Review/Matters to be Considered

Staff continue to remain particularly concerned about a number of issues with respect to Halton Region's Municipal Comprehensive review and ROPA 48 in relation to the Bronte GO MTSA:

- the approach and implementation of phasing for the mixed use areas, and removal of the Regional Employment Area designation overlay — As indicated earlier in this report, a substantial portion of the development vision and concept for the Bronte GO MTSA cannot be realized without the removal of the MTSA lands from the Regional Employment Area designation overlay. This then has the potential to jeopardize the achievement of provincial Growth Plan conformity requirements.
- a proportional target ratio of the number of jobs to resident, including how this is implemented — As indicated earlier in this report, the target proportion approach being introduced in ROPA 48 creates uncertainty and raises questions and challenges regarding its implementation at the local level. Staff are concerned that the prescriptive nature of the proposed policies may be challenging and/or overly onerous to implement which may jeopardize achievement of the development vision and concept for the Bronte GO MTSA.

In addition, the following issues have been identified and continue to be addressed as part of the final recommendation:

- In coordination with the Halton Region Municipal Comprehensive Review:
 - request to expand the delineated major transit station area boundary;
 - broader conformity considerations;
- potential to consolidate development districts in the plan;
- potential to add view corridors on the urban design schedule;
- request to consider taller building heights and fewer road connections on 2172 Wycroft Road; and,
- land use compatibility policies, including and the town's future approach to implementing zoning which may impact existing industrial facilities.

Additional matters to be considered may be identified as part of the statutory public meeting or as part of the draft Official Plan Amendment circulation for review.

CLIMATE CHANGE:

The draft OPA will be reviewed to ensure conformity with the town's sustainability objectives in the Livable Oakville Plan. It will also be reviewed in the context of Council declaring a Climate Change Emergency on June 24, 2019 to provide opportunities to reduce the impact of, and increase the resilience of, land uses on climate change.

CONCLUSION:

The town-initiated draft Official Plan Amendment to the Livable Oakville Plan is attached as Appendix C to this report. The Official Plan Amendment proposes updated policies and mapping for the subject lands to implement the findings of the Bronte GO Major Transit Station Area Study and Area Specific Plan.

This report and meeting are intended to satisfy the statutory public meeting requirements of the *Planning Act*, and provide Council the opportunity to hear public delegations of the draft OPA, ask questions of clarification and identify additional planning matters to be considered.

Comments from the public, town departments and external agencies may result in changes to the draft OPA before it is recommended for adoption by Council at a future Planning and Development Council meeting.

CONSIDERATIONS:

(A) PUBLIC

The draft Official Plan Amendment was made available for review on April 15, 2021. 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.

(B) FINANCIAL

There are no financial implications arising from this report. However, the plan for the Bronte GO major transit station area 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

The draft Official Plan Amendment was circulated to internal departments and external agencies for review.

(D) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goal(s) to:
Creating a livable town that enables opportunities for increased mobility options through development patterns and development relating decision making which helps to address the impacts of a change climate and the improve the environment. The study process provided opportunities for community engagement, and the public process provides for accountability and transparent decision making.

(E) CLIMATE CHANGE/ACTION

The draft Official Plan Amendment for the Bronte GO Major Transit Station Area is intended to enhance the social, economic and built environment of the area.

APPENDICES:

Appendix A	Comment received on the Area Specific Plan, February 26, 2021 to April 12, 2021
Appendix B	Discussion Summary – Questions and Answers
Appendix C	Draft town-initiated Official Plan Amendment for the Bronte GO Major Transit Station Area

Prepared by:
Brad Sunderland, MCIP RPP
Policy Planner, Policy Planning and Heritage

Recommended by:
Diane Childs, MCIP RPP
Manager, Policy Planning and Heritage

Submitted by:
Gabe Charles, MCIP RPP
Acting Director, Planning Services