

Midtown Q/As: Resident Associations Meeting (February 22, 2024)

1. What is the population and employment assigned to Oakville for 2051 and how was it determined?

Response:

The Growth Plan allocates growth across the Greater Golden Horseshoe region to efficiently utilize lands while protecting Southern Ontario's natural resources and agricultural lands. The Growth Plan allocated 1.1M people and 500,000 jobs to Halton Region to be planned for and accommodated by 2051.

The Regional Municipality of Halton, as an upper-tier municipality, is responsible for further allocating the provincially mandated growth targets of 1.1M people and 500,000 jobs by 2051 across the region, in alignment with the Region's growth structure.

The population and employment estimates to 2051 were developed by the Region in collaboration with the lower tier municipalities based on provincially mandated minimum growth targets for Halton through the Growth Plan. The estimates, released by the Region and Oakville in 2023, allocated 444K people and 213K jobs (refined by the Region since August 2023 to 442,941 people and 212,116 jobs) to Oakville, and 32K people and 17K jobs to Midtown.

The population and growth estimates were an update to the 2022 estimates of 350K people and 181K jobs to the Town of Oakville by 2051. The numbers were updated based on three key inputs:

1. The Growth Plan growth targets to 2051;
2. The Provincial Housing Strategy targets of 33K homes by 2031; and
3. Development applications in the pipeline (reflecting market demands).

2. What is the population and employment assigned to areas within Oakville for 2051 and how was it determined?

Response:

The exercise commenced several years ago with the Region's Integrated Growth Management Strategy, which was part of the Region's Official Plan Review programme. The local municipalities collaborated with the Region throughout the ROPR. The people and jobs allocated to the Town of Oakville to 2051 was as a result of the Minister's approval of the ROPR, which reflects the provincially mandated growth targets. The 444K people and 213K jobs were allocated in accordance with the Council-approved Urban Structure, which directs the

majority of forecasted population and employment growth to Strategic Growth Areas – being the town’s network of nodes and corridors supported by higher order transit.

Approximately 72% of Oakville’s future population growth and approximately 53% of future employment growth to 2051 is planned to be accommodated within the town’s Strategic Growth Areas, with the majority of growth directed to Midtown Oakville as the provincially-designated Urban Growth Centre.

3. Can the population and employment for 2051 assigned to Midtown be reassigned to other areas of the town?

Response:

No. The town’s share of the Region’s population and employment to 2051 has been allocated across town with specific focus to Strategic Growth Areas in accordance with the town’s Urban Structure. Midtown Oakville is the primary Strategic Growth Area.

The Urban Structure serves to implement Halton Region’s Official Plan, and the Province’s Growth Plan policies including directing a minimum of 50 per cent of all residential development to the delineated built-up area – effectively the area of Oakville south of Dundas Street.

Both the town’s and Midtown Oakville’s population and employment estimates to 2051 are the result of a collaborative, region-wide, long-range planning process that ensured population and employment densities are allocated in alignment with the Region’s and the town’s approved growth management structures.

The 2051 population and employment estimates have, and will continue, to inform long-term planning for infrastructure and servicing across the Region of Halton and the town. The 2051 population and employment estimates for the Region are the foundation of Halton’s allocation program. The current allocations of population and employment growth across the Region also account for the existing development pipeline which reflects market demands.

Reallocating Midtown Oakville’s planned growth would undermine the town Council-approved town urban structure, and would not conform to the Region’s OP or the Growth Plan. Furthermore, proposed reallocations would have negative repercussions on the Town and Halton Region due to planned infrastructure and servicing.

4. Why do we have to plan population and employment beyond 2051?

Response:

Midtown Oakville must account for anticipated growth beyond the 2051 time horizon, in order to adequately phase, sequence and afford the location, budget and sizing of hard and soft infrastructure. Furthermore, Midtown Oakville includes approximately 140 land parcels with about 50 different landowners. Not all parcels of land will redevelop at the same time. Many parcels will not redevelop for decades. Some landowners have identified zero interest in redeveloping at all. Based on the development pipeline, market trends and landowner mix and readiness to redevelop, Midtown will not be fully developed by 2051.

By creating an Official Plan Amendment (OPA) and the strategies and plans that are premised on growth numbers beyond 2051, the town is looking to ensure that not only will the town remain in compliance with the Growth Plan requirements, but also be able to plan for the critical infrastructure (e.g., water, wastewater, transit), and community services and amenities (e.g., schools, community centres) needed to accommodate redevelopment and growth in the near and long-term future, and ensure livability for Oakville residents.

5. Why can't we do the transportation plan first and how do we adequately plan and phase transportation improvements that will be needed as the plan evolves?

Response:

To provide a detailed evaluation of the transportation network, an Official Plan Amendment is needed first. Planning for transportation network improvements is based on the overarching plan for Midtown Oakville. Creating an Official Plan Amendment (OPA) for Midtown premised on growth numbers beyond 2051 enables the municipality to use the OPA and the estimates upon which it is based to inform Order-of-Magnitude cost estimates and municipal budget processes for subsequent plans including, the Midtown Transportation Plan.

Previous work, such as the Midtown Transportation and Stormwater Environmental Assessment, establishes the road network and connections necessary for the long-term functionality of Midtown. Additional transportation studies are intended to understand and make minor adjustments to the transportation network, and specify the phasing and sequencing required for implementation of the Midtown Transportation Plan.

The Midtown OPA will include enabling policies around implementation, phasing, and monitoring / evaluation, as well as other aspects of Midtown Oakville.

6. How do we adequately plan for adequate storm, water and wastewater services needs to support the growth in the long term?

Response:

Municipalities plan for infrastructure and servicing like stormwater, water and sanitary servicing through long-range growth planning estimates beyond mandated minimum requirements.

Creating an OPA for Midtown premised on growth numbers beyond 2051 enables the municipality to use the OPA and the estimates upon which it is based to inform Order-of-Magnitude cost estimates and municipal budget processes for subsequent plans including the Midtown Stormwater Plan, Area Servicing Plan, Functional Servicing Report and Utilities Plan that will be developed as part of the Midtown Implementation Program.

The OPA will include enabling policies around implementation, phasing, and monitoring / evaluation of area servicing and hard infrastructure. More generally, on-going monitoring to assess need for adjustments based on market demands and pressures will be included as part of the draft OPA policies.

7. Do we “resize” the sewers every 5 years?

Response:

No. The Midtown OPA and its policies and subsequent plans guide growth, intensification and redevelopment within the area. These are based on growth estimates beyond the 2051 time horizon in order to plan for hard infrastructure (e.g., sewers, transit) and soft infrastructure (e.g., schools, community centres) over the long term, to ensure that infrastructure and servicing capacity is planned for, can be financed through municipal budget processes, and implemented to accommodate growth over the long-term.

8. How do we plan a complete community when we know the total area won't be built out?

Response:

No community is built out – market trends and demographic shifts ensure that. Planning for Midtown as a complete community with a range of housing options, local employment, retail and service commercial, community services, transit, and cultural and recreational amenities requires forward-thinking OPA policies premised on long-term (beyond 2051) growth estimates.

A long-term focused Midtown OPA positions the town with the policy framework to guide development applications submitted in Midtown, to ensure services and amenities are provided that will benefit Midtown and Oakville. The phasing, sequencing, implementation and monitoring policies in the OPA, and more detailed implementation plans will further support town staff in assessing the types of employment, housing, cultural, and community services needed as Midtown redevelopments over the next 30 years and beyond.

9. Why can't we stay at the 2009 plan?

Response:

The 2009 Plan is not in conformity with provincial or regional policies (it was based on a Provincial Policy Statement and Growth Plan that have been amended several times). There is a need to consider the development pipeline and market forces that have delivered far higher densities and heights in other comparable UGCs and which are coming to Oakville.

The existing, in-effect policies and schedules for Midtown Oakville are out of date, and must be made current through the OPA to ensure conformity with the provincial Growth Plan and Regional Official Plan. New OP policies will also:

- enable affordable housing tools that may include Inclusionary Zoning and the Community Planning Permit System (CPPS);
- incorporate an updated transportation network,
- include an updated approach to employment uses;
- include updated park and public realm policies and schedules;
- update land use policies to remove bonus zoning policies and facilitate the town's Community Benefits Charge.

a) What do you support in the 2009 plan that you want to continue?

Response:

The goals and objectives for Midtown to be a vibrant, transit-support, mixed-use urban community remain. The current, in-effect policies assumed heights above 20 storeys, in keeping with an urban, compact, transit-oriented community with a mix of mid-rise and tall buildings. These goals and objectives are enabled through intensification in accordance with Midtown being a designated Urban Growth Centre, commensurate with a population and jobs estimates to 2051 and beyond.

b) What is the yield of the in-effect policies?

Response:

The in-effect policies have no density range – no minimum and no maximum. Therefore, it is difficult to identify the yield of the in-effect policies. For infrastructure modelling as part of an Area Servicing Plan, Halton Region made a number of assumptions and created a quantum of people and jobs - 68K people and jobs by 2061 is a baseline, gross estimate. In other words, it assumes all properties in Midtown redevelop to the fullest exempt permitted through the policies. It does not account for any land reserved for new parkland, open spaces and/or school facilities.

The estimated FSI for Midtown Oakville (based on the current, in-effect policies and schedules) is approximately:

- 7.4 FSI for Urban Core (mixed use) lands – 20 storeys
- 4.8 FSI for Employment lands – 12 storeys
- 3.4 FSI for Urban Centre (mixed use) between Cornwall and the railway tracks – 10 storeys

Per the in-effect Midtown Land Use Schedule, a height of 20 storeys was applied over the lands in light brown (along Cross Avenue on the west side of Trafalgar, to the Metrolinx lands east of Trafalgar), which have a maximum of 12 storeys. Bonussing of approximately 8 storeys on these lands was factored into the 2017 Midtown Area Servicing Plan estimate of 68K by 2061.

10. Can you achieve the density minimums in lesser heights?

Response:

Town staff and the consultant team are exploring different built form options. The intent is to plan the area comprehensively from a policy perspective, establish the critical community elements first, and then look at the developable area from an urban design perspective.

Reducing parkland and roads within Midtown Oakville may increase the net developable area, which could enable density to be spread out, and heights potentially lowered. Based on the preliminary analysis though, this approach would sacrifice livability elements critical to facilitating elements such as multi-modal transportation networks, ample parks and open spaces, and other elements critical to building a complete community.

Furthermore, the plans for Midtown are about facilitating greater housing options and choice. The developable area in Midtown is approximately 40 hectares after accounting for public roads, parks, rail corridor, and utilities. In order to provide a

range of housing types, we will need to include a range of tall and mid-rise built forms throughout Midtown.

The proposed concept aims to provide a range of built form typologies (not just tall towers) by incorporating about 57% of the developable land base as tall buildings (heights between 8 – 48 storeys), with about 43% of the developable land base as mid-rise and low-rise buildings and podiums (between 4 – 7 storeys). Taller buildings result from trying to accommodate the same density while creating more slender tower floorplates to achieve design objectives. A taller built form can be positioned on a podium, with appropriate setbacks and design, to ensure a human-scale at street level is maintained.

Other comparator UGC/PMTSAs within the GTHA have heights comparable to those in the Midtown proposed concept (~48 – 60 storeys), with mid-rise podium components integrated into tall buildings to facilitate that human-scale at the ground level. Lesser heights and densities would not represent good planning for this UGC/PMTSA.

11. What is the developable area of midtown?

Response:

The net developable area is 41.7 ha (of the 103.6 ha Midtown Oakville study area) once you account for the non-developable areas:

- Public roads: 26 ha
- Utilities / Rail Corridor / MTO lands: 21 ha
- Parks (Existing and Proposed): 12.8 ha
- Natural Heritage: 1.4 ha
- Other non-developable areas: 0.7 ha
(includes, for example, public rights-of-way between privately owned lands and the QEW left over after street realignment).

12. What are the Persons Per Unit (PPU) that are being used to define the number of units and where did they come from and how do they compare to other municipalities?

Response:

The PPU assumptions for Midtown and the other Strategic Growth Areas are based on the town's 2022 Development Charges Report, which uses 1.7 PPU for apartments. This includes 1-bedroom or less (1.394 PPU) and 2-bedrooms or

more (1.849), resulting in a blended average of 1.7 PPU. The PPU is generated from an adjusted Statistics Canada Custom 2016 Census database. The forecast unit mix is based upon historical trends and housing units throughout the development process.

13. If we planned to 2051 as a max what do we do in 5 years when the population goes up?

Response:

The proposed concept plans for population and employment beyond the 2051 time horizon. This is done to ensure that infrastructure and servicing is planned for, and budgeted for, to accommodate growth over the long term. The town is required by law to regularly update its Official Plan as a community matures to account for changes in provincial policy and respond to changes in market trends.

14. How do we reconcile that the existing plan has a build out population of 68,000 people and jobs?

Response:

The 68K growth estimate by 2061 for Midtown was based on the 2017 Midtown Oakville Area Servicing Plan (based on the now out-dated Midtown policies). The Midtown Area Servicing Plan was a **baseline estimate**, used to inform servicing and infrastructure for Midtown over a more than 40-year time horizon. It is **not** a build-out population.

15. What are the time constraints? Can we take more time with this?

Response:

The existing policies are out-of-date and do not conform to provincial policy, as is required by law. They must be updated to conform.

Further, with new population and employment allocated to the town by the Province and the Region, implementation work must be undertaken to advance the servicing plans, phasing and delivery of transportation facilities.

It is also noted that there are a number of development applications in the Midtown pipeline which respond to provincial direction, but do not have the local land use policy to inform the applications. Three of these development applications have been appealed to the OLT. A robust policy framework that conforms with provincial requirements represents good planning to guide development applications in Midtown Oakville.

16. Can we finalize a transportation plan for each time period 2031/41/51 prior to the OPA? Why is this not a pre-requisite to the OPA?

Response:

Transportation Plans require a policy framework (the OPA) upon which to be developed. Transportation Plans are extensive and costly undertakings that require detailed technical analysis by town and consultant staff, Municipal Class Environmental Assessments (MCEAs), rigorous public and Indigenous engagement, and design. To undertake three short term Transportation Plans for three different time horizons would not be a prudent use of public dollars, particularly in light of changes that have impacted Development Charges (DCs).

17. Has there been a further review of the Sprawson submission and how will it influence the proposed concept?

Response:

At the request of the public and Council, the O.M.G. proposal that was presented to the Committee of the Whole on January 30-31, 2024 was reviewed by the consultant team and town staff. Staff and the consultant team also met with OMG on Tuesday February 20th to further discuss their proposal. O.M.G. and the town are aligned on a number of initiatives to create a liveable urban centre such as focussing on walkability, pedestrian orientation, and vibrancy at-grade. The latter is created by having a mix of uses at street level, and framing the street with a human-scaled built form. Where the Town and the OMG proposal are not aligned generally involve the approach to development yield assumptions and the resulting ability to achieve population and job projections, the street and block network and the resulting built form.

There are a range of policy directions for what UGCs and PMTSAs are to achieve, including minimum population and jobs. The planning framework for Midtown must also reflect requirements of the Town, Region, MTO, Hydro,

School Boards and others - which have been gathered through ongoing technical advisory committee meetings, which influence important base assumptions related to things like rights of way and land uses. There is more information that staff are seeking related to the OMG proposal and staff is anticipating receiving OMG' s base assumptions and most current proposal shortly. It is not clear however, based on the meeting, that the O.M.G. proposal would conform to provincial policy and adequately demonstrate that it would be meeting policy objectives and requirements.

Based on the meeting, it is apparent that there is a significant difference between the base assumptions used to develop the OMG proposal and the consultant team' s proposed concept. There are significant differences in, among other things, developable area, road configuration and rights of way, persons per unit and unit size and how employment is integrated and accounted for in the proposal, and how and where schools are accommodated.

There is a lack of clarity on the role and function of the road network. The OMG proposal eliminates the north/south roads in favour of private laneways and eliminates the "Avenue" concept in order to narrow the east/west roads. This approach will have significant impact the transportation functioning. It is not clear how the OMG proposal would accommodate transit and active transportation, goods movement, on street parking in support of the businesses along the roadways or how the roads would contribute to the sense of place that the current proposal is promoting.

The underlying objective of the OMG concept, which is to create a liveable, walkable, vibrant community, is valuable input to our team and to the policy development process. Additional attention and emphasis can be considered in the policy approaches to enhance these concepts and promote design approaches that are intended to realize these common objectives.

18. Can we have an understanding of the financial impact before the plan is approved?

Response:

A significant amount of work has already been done based on the existing in place plan for Midtown, however an update Official Plan Amendment is needed to produce the details that will need to be done following its approval.

Notwithstanding this, the current financial plan finds the majority of the infrastructure costs required for Midtown will be funded through Development

Charges (DCs). A total of \$393M (2024) in transportation infrastructure costs are forecast based on previously completed Midtown studies and projects identified in the 2022 DCs Background Study completed by Watson (one of Midtown's consultants), for which \$386M (or 98%) will be funded by DCs and through anticipated cost-sharing agreements with the Ministry of Transportation (MTO), Metrolinx, and Halton Region.

The town's 2024-2033 Capital Forecast included \$304 million in Midtown-related transportation infrastructure. Of this total, \$297 million, or 98%, will be funded by DCs and anticipated cost-sharing arrangements with MTO and Metrolinx. Beyond the ten year forecast, \$89 million in costs are forecast, all of which are expected to be funded by DCs and cost-sharing arrangements with MTO and Halton region. Water and Wastewater projects required to support Midtown are the responsibility of the Region and they are predominantly funded through DCs.

19. How can you ensure each phase of development 2031/41/51, is provided with the necessary amenities (schools, parks) which make the community liveable?

Response:

Planning for Midtown as a complete community with a range of housing options, local employment, retail and service commercial, community services, transit, and cultural and recreational amenities requires forward-thinking OPA policies premised on long-term (beyond 2051) growth estimates. A long-term focussed Midtown OPA positions the town with the policy framework to guide development applications submitted in Midtown, to ensure developers work with the town to provide services and amenities that will benefit Midtown and Oakville.

In addition, it is anticipated that there will be monitoring policies as part of the Midtown OPA which will allow the town to review, adjust and refine the land use policies on an on-going basis to ensure the town's objectives for livability are maintained.