## Midtown Oakville Draft Official Plan Amendment

~September 2024 version~

Committee of the Whole Workshop October 10, 2024



#### **Purpose and Outline**

 To provide Council with an overview of the September 2024 draft OPA.

#### **Presentation Outline:**

- Introduction
- Community Building
- Midtown Oakville draft OPA
- Next Steps

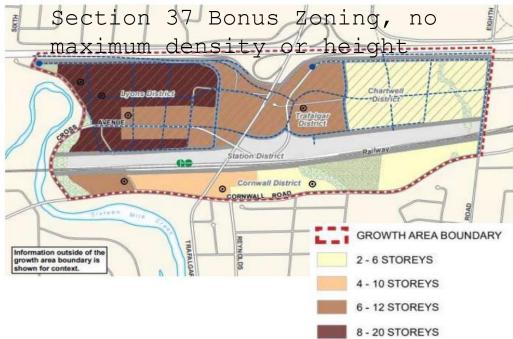


Current context and built form.



#### Midtown OP (2010) and Design Guidelines (2013)

- OP conforms with Growth Plan for the Greater Golden Horseshoe, 2006
- As-of-right height 6 20 storeys depending on location, with permission for more via

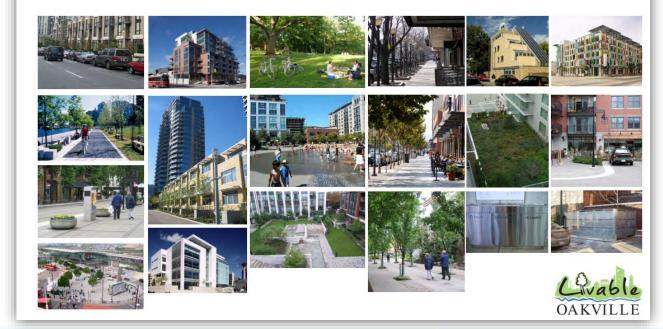


Design guidelines implement 2010 OP policies

- contemplate building 20+ storeys, as well

as mid-rise buildings.

Designing Midtown Oakville







#### **NEW INFORMATION**



### **Growth Projection Analysis\***

- JBPE population and job forecast for Town is **not** likely to be realized by 2051.
- Based on economic and demographic analysis, Watson estimates Townwide forecasts of 388,000 residents and 190,600 jobs.
- Conservative estimates for Midtown Oakville are a total of 29,900 residents and jobs combined by 2051.

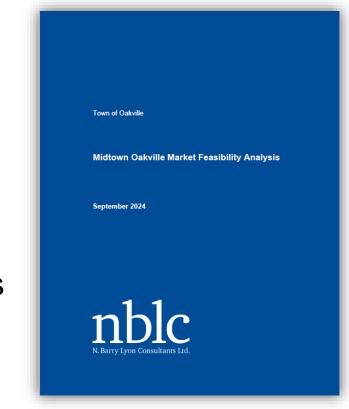
Growth Analysis Study	ECONOMISTS LTD
Town of Oakville  Final Report	
October 2024	Watson & Associates Economists Ltd. 905-272-3600 info@watsonecon.ca

Source: Watson and Associates, Oct. 2024



### **Market Analysis\***

- Market trends will evolve the OPA work needs to consider the long term and respond to market trends.
- Initial phases of development will be challenging town will need to incentivize development to achieve more amenities and services.
- Office market remains soft for the near future.
- At-grade retail is working well in Oakville, where there is existing population and jobs to support it.



Source: NBLC, Sept. 2024

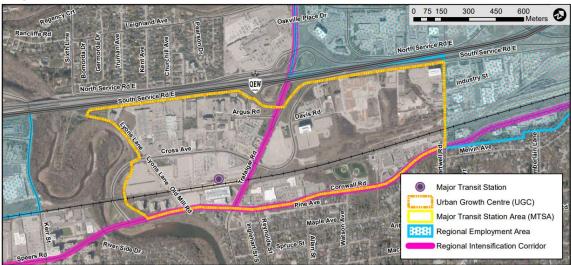


#### **Provincial and Regional Policy\***

- Provincial Planning Statement, 2024 (in effect as of Oct. 20, 2024)
  - Plan strategic growth areas (SGA) beyond a 30-year planning horizon.
  - Plan SGAs to be the focus of growth and development, accommodating significant population and employment growth, and as a focal area for education, commerce, recreation, and culture, that accommodates and supports a transit network through compact built form.
  - Plan major transit station areas to achieve density of development beyond the minimum required to support transit investment.

- Region of Halton (ROPA 49) Minister approved <u>Protected</u> MTSA target and boundary for Midtown
- The whole of the Regional Official Plan is now deemed the Town's Official Plan as it relates to Oakville

Map 6a - Midtown Oakville GO UGC/MTSA

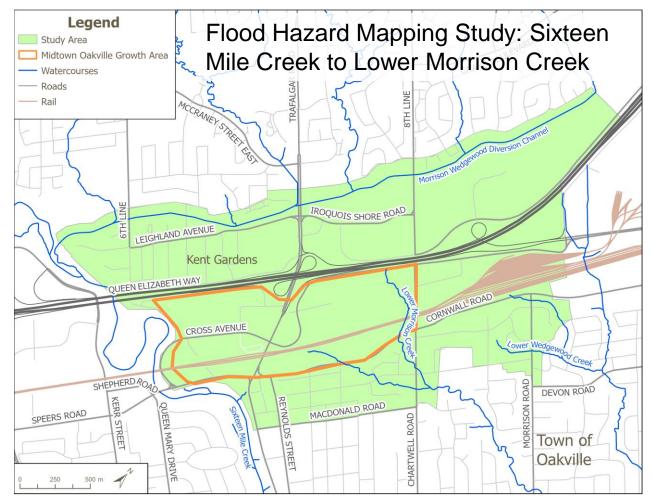


**Targets:** minimum of 200 residents and jobs/ha. by 2031, ~65% residents, ~35% jobs

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#### Spill Flood Hazard\* Policy and Mapping



Conservation		
REPORT TO:	Conservation Halton Board	
REPORT NO: #	CHB 05 24 05	
FROM:	Kellie McCormack, Director, Planning & Regulations/Strategic Initiative Partnerships	es &
DATE:	September 19, 2024	
SUBJECT:	Spill Flood Hazard Policy Review and Update	

#### Recommendation

THAT the Conservation Halton Board endorses the "Draft Spill Flood Hazard Policies" and supporting "Draft Conservation Halton Spill Flood Hazard Policy: Technical Companion Document" for public release and engagement.

Proposing a risk-based approach, consistent with Provincial Planning Statement, 2024. Final CH policies to be released following consultation on policies and guidance material in Q1 – 2025.

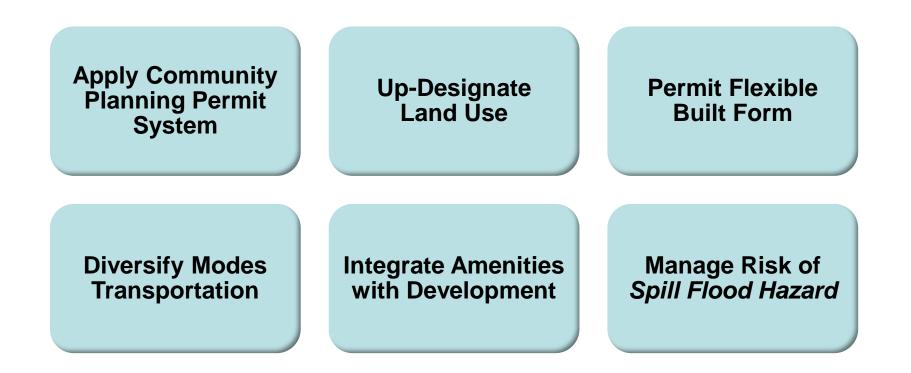
See: Public Notices and Engagement - Conservation Halton

\* Spill Flood Hazard means a spill or portion of a spill that could be unsafe for development activity.



#### What does this New OPA do?

The updated official plan policies provide clear vision for Midtown Oakville, and certainty for development industry and public.







#### **COMMUNITY BUILDING**



### **Community Building Tools**

#### Community building involves consideration of many matters:



#### **Broad Purpose tools:**

- Official Plan
- Zoning by-law
- Community Planning Permit System
- Site Plan
- Subdivision/Consent
- Community Improvement Plan

#### **Special Purpose Tools:**

- Development Charges (public infrastructure and services)
- Parkland Dedication (park and recreation)
- Community Benefits Charge (public infrastructure and services not covered by DC or Parkland)
- Education Act (schools)
- Inclusionary Zoning (affordable housing)



#### The Community Planning Permit System (CPPS)

Streamlines development and builds community by replacing the zoning by-law within a CPP Area, and authorizing issuance of development permits in conformity with the Community Planning Permit By-law.









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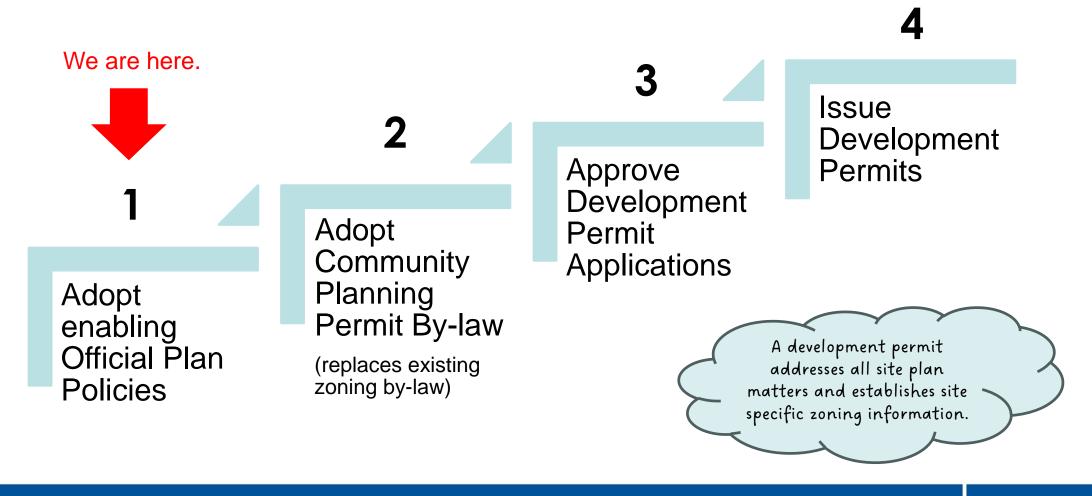
A single **by-law** to control land use.

A single permit **application.** 

Permit approvals may be subject to **variances**, **criteria or conditions** provided in by-law. **One** approval authority issues the **permit.** 



## How is the Community Planning Permit System implemented?





### **Proposed CPPS Enabling policies**

~9.	Theme	Draft Policy
	LOCATION	Midtown Oakville is a CPPA area, policy 28.15 (i)
	AUTHORITY	Enable delegation to staff or committee, as set out in CPP by-law, policy 28.15.5
	PURPOSE	Alternative to zoning to implement official plan goals, objectives and policies, <b>policy 28.15.2</b> and <b>28.15.4.</b> See also <b>Section 20 Midtown</b> , policies 20.1 Goals, 20.2 Objectives, etc.
	DECISION MAKING CRITERIA	Recognize that criteria is provided in OP general and area specific policies. By-law may also include additional criteria that is more specific to guide decision making that is in accordance with OP goals and objectives, <b>policy 28.15.6.</b> See also <b>Section 20 Midtown</b> policies.
ΣŢΛ	CONDITIONS	Conditions include everything identified in O. Reg. plus conditions identified in general and area specific official plan policies, <b>policies 28.15.7 – 28.15.12.</b> See also <b>Section 20 Midtown</b> policies.
	COMPLETE APPLICATION	Town may require additional material as part of a complete application, <b>policies 28.19.3</b> and <b>28.19.19.</b>
	AFFORDABLE HOUSING	[Await HNA, adopt as a separate OPA.]



#### **Achieving Community Objectives through a CPPS**



Coordinating Development with Infrastructure Service Delivery



**Establishing Public Service Facilities** 



Establishing Park Facilities



- Achieving Mixed-use Targets within Development
- Achieving Housing/Affordable Housing Targets



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**Realizing Sustainability Measures** 



Protecting Natural Heritage and Prohibiting Development in Key Areas

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11	Realizing Desired	Urban Design Flements
		Urban Design Elements





#### **MIDTOWN OAKVILLE**

Implemented via a Community Planning Permit System



#### Midtown Oakville DRAFT OPA Contents

#### **Midtown Specific Policies**

20. Preamble 20.1 Goal 20.2 Objectives 20.3 Development Concept 20.4 Land Use Policies General Designation Specific 20.5 Functional Policies Urban Design and Built Form Mobility Stormwater Management Spill Flood Hazard and Hazardous Lands Sustainability 20.6 Implementation Monitoring Implementation Measures Phasing/Transition Landowner Agreements/Cost Sharing

Design Guidelines Public Realm Parks and Open Space Utilities Site Density Building Height Tall Buildings Midrise Buildings Building Setbacks Building Orientation Green Roofs Block Design

Transportation Active Transportation Mid-block Connections Parking

#### **Townwide Policies**

- 8.11.5 Re: Rail Yards and Rail Corridors
- 8.12.4 Re: Provincial Highway
- 28.15 Community Planning Permit System
- 28.16.2 Community Improvement
- 28.19 Re: Pre-Consultation and Complete Application
- 28.19.3 (i) Area Design Plans
- 28.19.3 (j) Transportation Demand Management Glossary

#### **Midtown Specific Figure and Schedules**

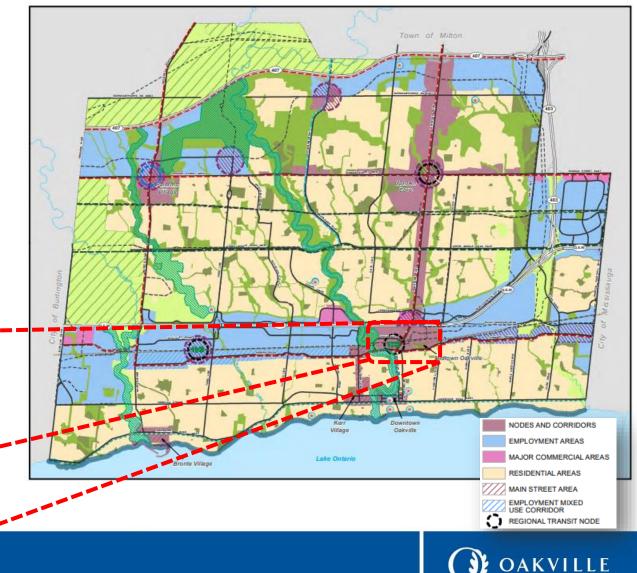
- Schedule L1: Land Use
- Schedule L2: Minimum Density
- Schedule L3: Maximum Density
- Schedule L4: Height Thresholds
- Schedule L5: Transportation
- Schedule L6: Active Transportation
- Figure E1: Active Frontage



### Midtown Oakville Vision

- Oakville's primary strategic growth ulletarea.
- An area planned to evolve into a • vibrant, mixed-use, compact, complete urban community served by transit and active transportation facilities.





Livable Oakville Schedule A1 Urban Structure

### **Goal and Objectives**

#### Goal:

Midtown is the **leading** Strategic Growth Area within the Town. Leveraging multi-modal transit and transportation system, with access to natural heritage, regional scale commercial, institutional, recreational and office facilities, Midtown will accommodate significant residential and employment growth in a dynamic urban setting.

#### **Objectives:**

- Create a transit supportive community via built form
- Create a vibrant and complete community via mix of uses and human scale
- Achieve Midtown goals in a timely manner via meeting 200 r&j/ha target by 2031, through monitoring and provision of infrastructure.







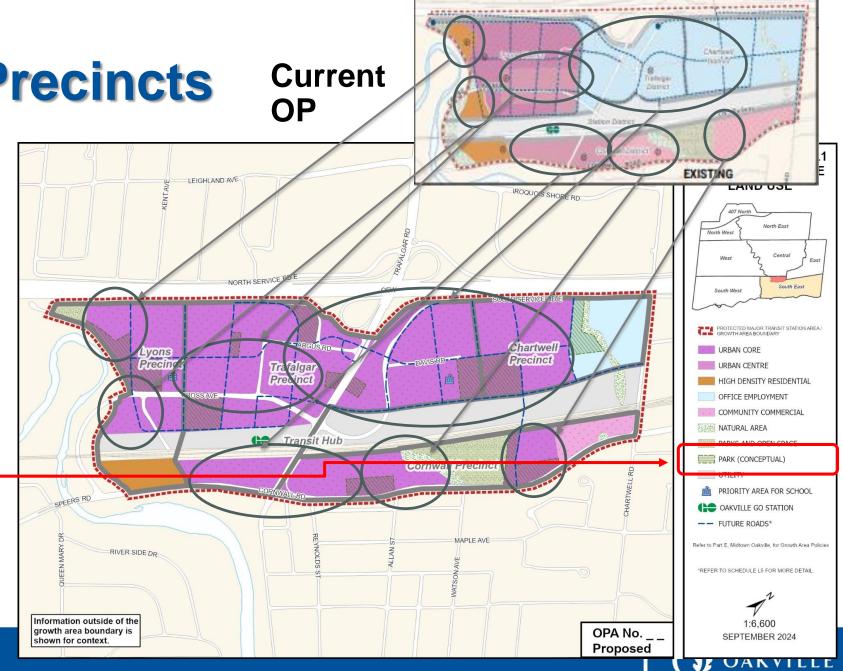


### Land Use & Precincts

Convert:

- From High-Density Residential to Urban Core
- From Urban Centre to Urban Core
- From Office Employment to Urban Core
- From Community Commercial to Urban Core

Add: Conceptual Park & Open Space



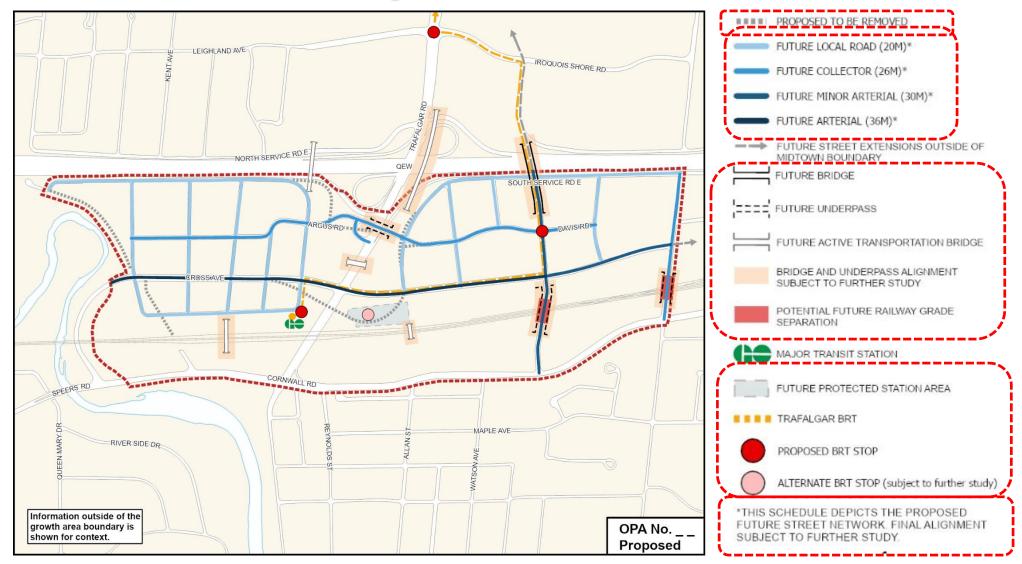
### **Mobility in and beyond Midtown**

- Streets and trails are used to provide connections and support travel within and beyond Midtown.
- Streets also create walkable development blocks for buildings, parkland and open space.
- Identified rights-of-way widths ensure that multiple modes of travel may be accommodated to support walking, cycling, transit and auto use.
- Provision of parking is:
  - preferred to occur below grade,
  - above grade parking structures are permitted (provided they have active frontages where they abut public realm),
  - at grade parking for limited uses and provided it occurs in the rear or side yard of a building.



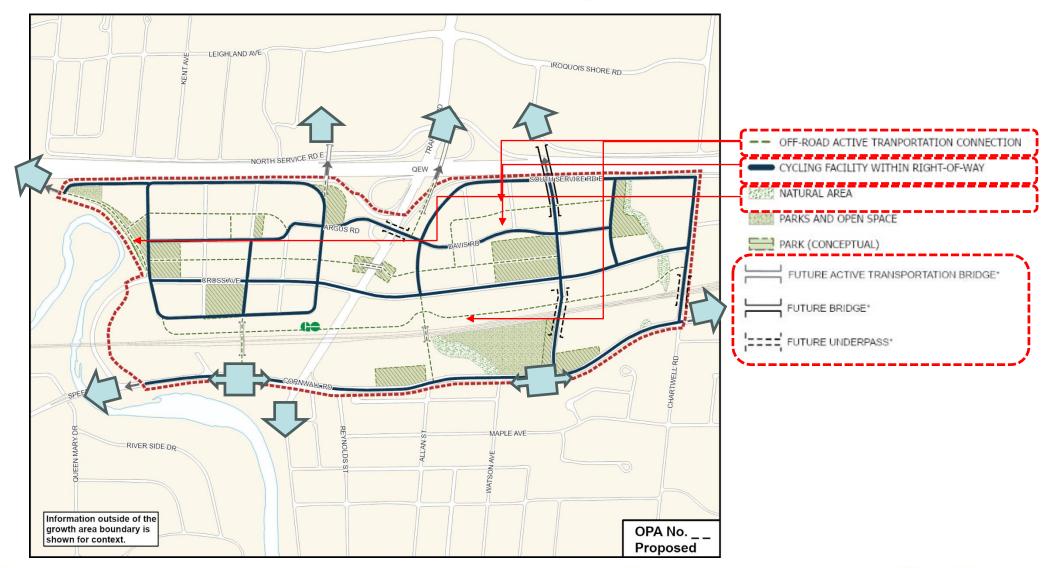


#### **Schedule L5 Transportation Network**



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#### **Schedule L6 Active Transportation**





#### Coordinating Development with Infrastructure Service Delivery

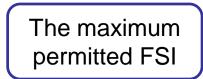


- As a condition of development permit, the Town is able to secure lands and/or funds to support the implementation of the mobility networks conceptually shown on Schedules L5 and L6.
- These types conditions would also apply to sub-surface infrastructure, i.e. water, waste-water and stormwater facilities.
- The calculation of gross floor area available for development includes any lands that would be dedicated to the Town for public purpose (i.e. streets and parkland).

The maximum GFA permitted on a site

Total site area (including lands to be dedicated)

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### **Public Service Facilities**

#### • Public Service Facilities

"lands, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, and cultural services. *Public service facilities* do not include *infrastructure*."

- Permitted in all land use designations.
- Encouraged to be integrated with development, visible and easy to access.
- Schools:
  - encouraged to co-locate with public parkland, and integrated with development,
  - required to consult schoolboards prior to complete application,
  - Schedule L1 identifies priority areas for future school sites.





#### Establishing Public Service Facilities



- The CPP by-law would identify public service facilities as permitted uses within all developable areas of Midtown.
- Provision of land or building area for public service facilities may be a condition of development permit approval or issuance.
- Location and building treatment of such facilities may be addressed as part of development permit approval.
- Provision of public service facility may be a community benefit.



#### Parkland

- Schedule L1 conceptually designates land for Park and Open Space
  - approximately 12 ha of existing and future park land is designated.
- Future park sites are intended for Public Common or Urban Square, programming will be determined via the Parks Plan, as amended.





NATURAL AREA



PARKS AND OPEN SPACE



PARK (CONCEPTUAL)



#### Establishing Park Facilities



- CPP By-law may:
  - Require parkland as condition of development permit approval and issuance, in accordance with the Town's Parkland Dedication By-law
  - Town may accept additional land for public park as a community benefit.





### Mix of Use Policies





	Theme	Direction
	Required at grade	Required within urban core, fronting a public street, to create vibrant streets.
	Minimum % of "active frontage"	Minimum of 70% of street frontage that must be "active" (i.e. non-residential uses) on certain streets to promote walkability.
	Minimum % of overall GFA	Within Urban Core designation, requires at least 18% of GFA to be non-residential, %-age may be reduced with justification.
	Public facilities	Encourages public facilities to be integrated within development for efficient use of land.
	Existing Use	Requires replacement of existing gross leasable floor area to maintain and increase jobs. Expansions to existing uses are permitted, subject to not precluding long term infrastructure and realization of overall Midtown vision and policies.
	Integrated or Stand Alone	Non-residential use may be integrated with development or in a stand-alone building, to provide flexibility.
	May be phased in	New non-residential GFA may be phased-in to provide flexibility and recognize market trends.
		OAKVILLE OAKVILLE

# Achieving Mixed-use Targets within Development

- Minimum requirements established in the OP inform conditions of development permit approval and issuance.
- Policies permit exemptions or reductions from minimum standards related to the provision of non-residential uses, without an OPA.
  - This discretion can be built into the community planning permit by-law.





### **Housing Policies**

- Residential development is required to be in buildings averaging 5 storeys or greater
- Encourage non-market housing, special needs, affordable housing and rental housing
- Permit mix of housing forms and tenure
- Multi-unit buildings, require accommodating range of households via unit size and on-site amenities
- A multi-unit building with 20+ units is required to provide a minimum of 35% of the units with 2 or more bedrooms
- Abide by inclusionary zoning by-law (when in effect)









#### Achieving Housing/Affordable Housing Targets





- Provision of unit mix and appropriate amenity space will be conditions of development, per OP policies.
- Provision of affordable housing will be a condition of development, per the IZ provisions of the CPP by-law.
- Town may accept **additional** affordable housing units as a community benefit.



### **Sustainability**

- Policies build on existing Chapter 10 policies of Official Plan
- Policies identify means of achieving energy efficiency and better climate change resilience.
- As part of a complete application, the applicant may be required to identify tactics proposed to meet and exceed official plan sustainable development policy.





#### **Realizing Sustainability Measures**



- Proposed sustainable development tactics noted in the complete application may be required as a condition of development permit approval or issuance.
  - Tactics include: renewable energy facilities, green roofs, trees, bird-friendly design, geothermal facilities, district energy/heating/cooling facilities/connections, etc.
- Town may accept certain sustainable development elements as a community benefit.

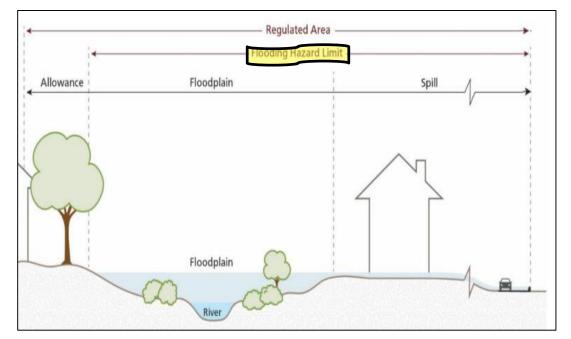




### **Natural Heritage and Natural Hazards**

- OPA land use schedule includes lands designated "Natural Area"
  - Existing official plan policies apply to those areas
- OPA introduces new CH Board endorsed policies to address emerging information from Conservation Halton regarding a potential spill flood hazard.
  - Permit development while mitigating risk, and
  - Do not increase/reduce downstream flood hazard spill.

See also CH Spill-Flood-Hazard-Update-and-Review-Presentation-1.mp4



MNRF definition of "spill" area, <u>River & Stream Systems:</u> Flooding Hazard Limit (scrca.on.ca).



#### Protecting Natural Heritage and Prohibiting Development in Key Areas



- CPP by-law establishes development and non-development zones, in accordance with the land use schedule.
- Permitted and prohibited land use will be identified in accordance with land use policies.
- Development permit approval and issuance may be on condition of completing studies and/or monitoring to ensure risk mitigation and natural heritage protection are addressed.



### **Urban Design and Built Form**

Proposed policies provide design principles and establish building envelopes by addressing:

- Design Guidelines
- Public Realm
- Parks and Open Space
- Utilities
- Site Density Schedule L2 – Minimum Density Schedule L3 – Maximum Density
- Building Height Schedule L4 – Building Height Threshold

- Tall Buildings
- Midrise Buildings
- Building Setbacks
- Building Orientation
- Green Roofs
- Block Design

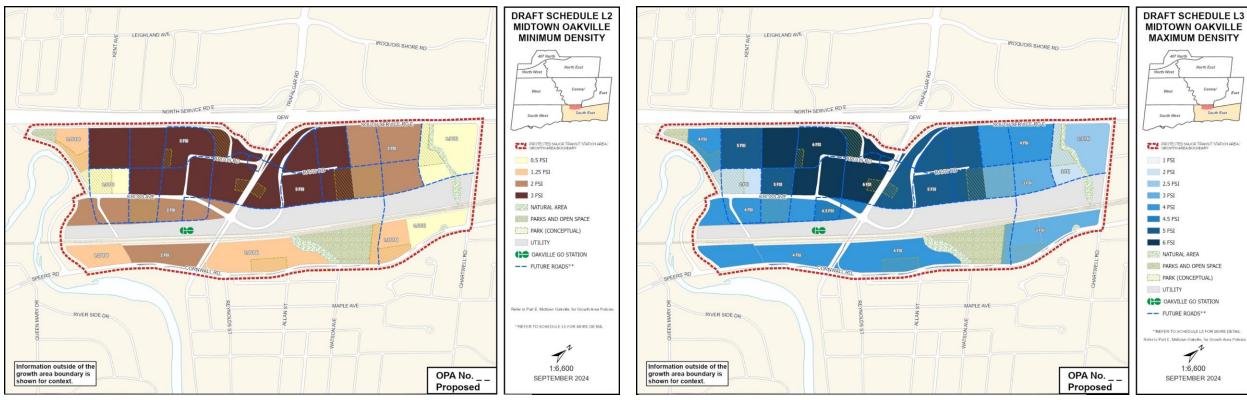




### **Urban Design and Built Form - Site Density**

Schedule L2: Minimum Density Ranges from 0.5 – 3 FSI

Schedule L3: Maximum Density Ranges from 1.0 – 6 FSI



To achieve transit supportive objectives and objective of 200 people and jobs per hectare.

To inform infrastructure planning and land values across Midtown.



## **Building Height Thresholds – Schedule L4**

#### **Minimum Height**

2 storeys within Office Employment and Community Commercial areas5 storeys everywhere else, exemptions are permitted for public service facilities.

#### **Threshold Height**

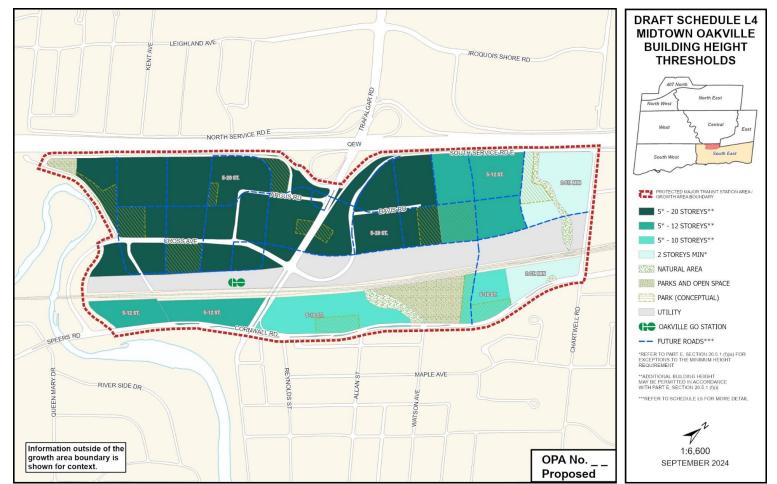
10 – 20 storeys depending on location.

 No threshold for lands designated Office Employment and Community Commercial

#### **Maximum Height**

Above threshold, however:

- Can not exceed maximum density identified for development site, and
- Is subject to provision of a <u>community</u> <u>benefit</u>. (See policy 28.15)



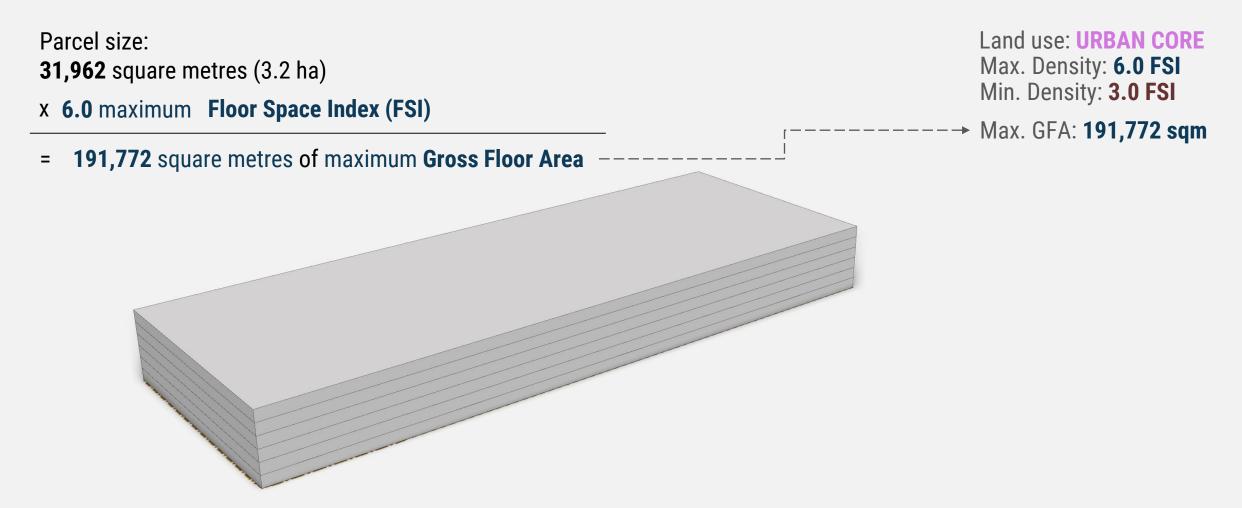


Land use: URBAN CORE Max. Density: 6.0 FSI Min. Density: 3.0 FSI

Parcel size: **31,962** square metres (3.2 ha)









Parcel size: **31,962** square metres (3.2 ha)

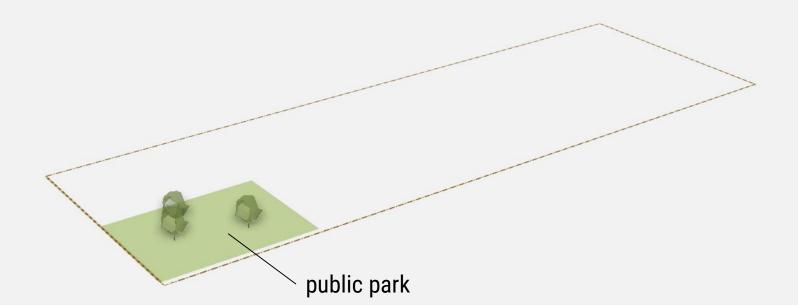
x 3.0 Floor Space Index (FSI)

= **95,886** square metres of minimum **Gross Floor Area** 

Land use: URBAN CORE Max. Density: 6.0 FSI Min. Density: 3.0 FSI

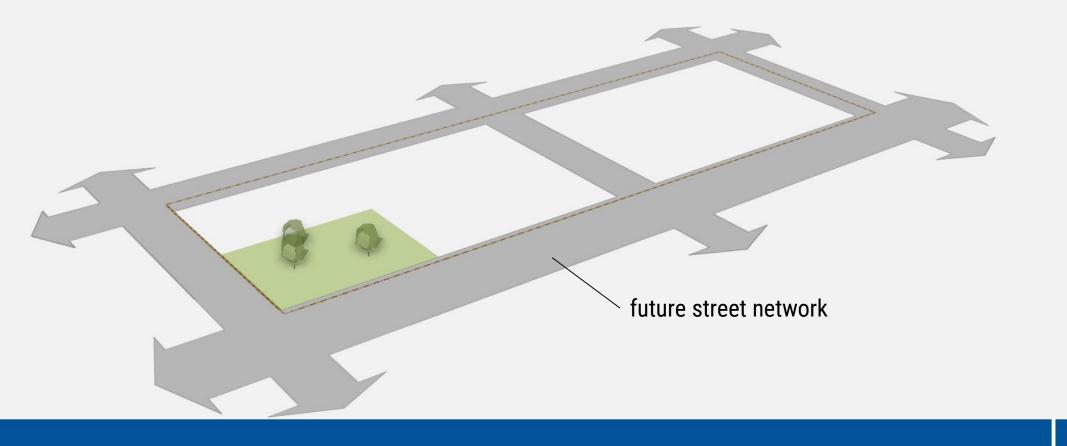


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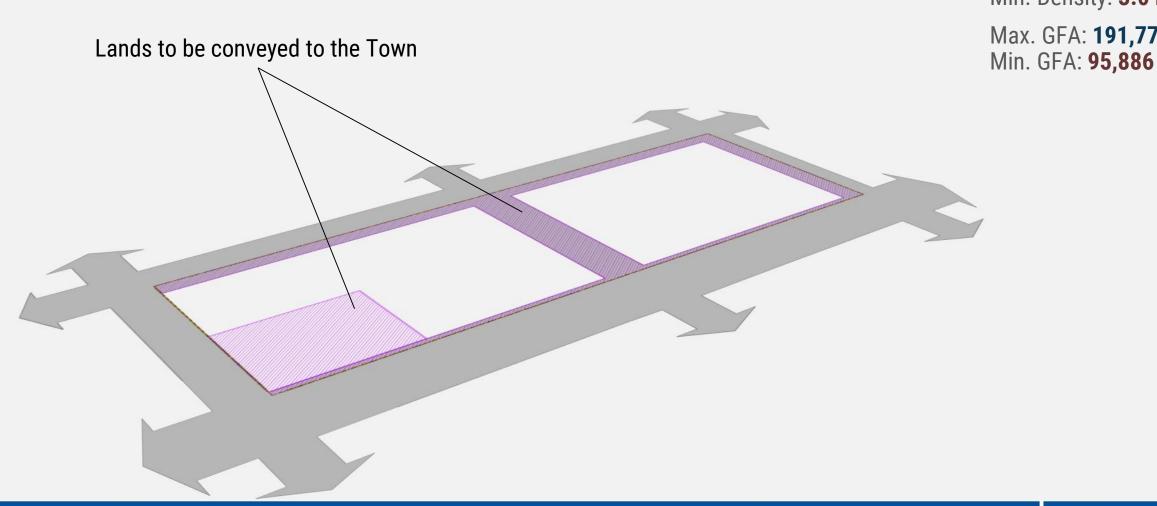


Land use: URBAN CORE Max. Density: 6.0 FSI Min. Density: 3.0 FSI



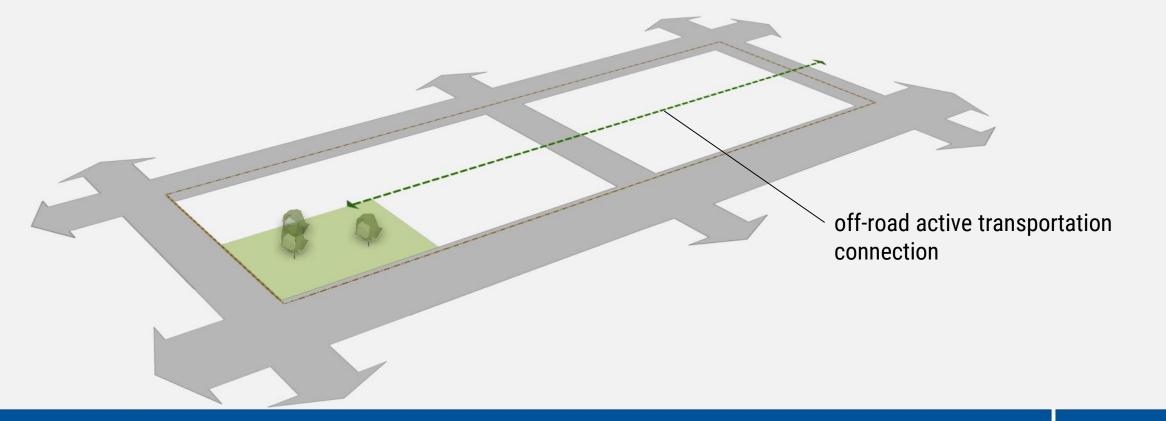


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Land use: URBAN CORE Max. Density: 6.0 FSI Min. Density: 3.0 FSI





Land use: URBAN CORE Max. Density: 6.0 FSI Min. Density: 3.0 FSI





















## **Proposed Community Benefits (Policy 28.15)**

#### OPA identifies matters presently in OP in relation to Section 37 Bonusing:

**28.15.11** The facilities, services, and matters that may be provided by operation of these provisions include, but are not limited to, the following, and may be further specified in the by-law.

- a) **public transit** infrastructure, facilities, services and improved pedestrian access to public transit;
- b) public parking;
- c) affordable housing for a wide array of socio-economic groups;
- d) conservation and preservation of cultural heritage resources;
- e) protection and/or enhancement of natural features and functions;
- f) **public service facilities** and improvements to such centres and/or facilities;
- g) parkland and improvements to parks;
- h) day care centres;
- i) public art;
- j) integration of office uses in mixed use developments;
- k) green buildings; and,
- other local improvements that contribute to the achievement of the Town's building,
   landscape and urban form objectives as set out in this Plan and supporting documents.

#### 28.15.12 Area Specific Benefits

#### a) Midtown Oakville

In addition to the benefits listed above, the following are additional benefits that may be considered:

- i. **grade separated** pedestrian and cycling **facilities** across the QEW, railway tracks or Trafalgar Road;
- ii. **community facilities** such as a creative centre, including studio, office, exhibition, performance and retail space, and a library;
- iii. improved local **transit facilities** and **transit user amenities**; and
- iv. contributions towards a **district/renewable** heating/cooling/energy system.



### Realizing Desired Urban Design Elements



 Evaluation of development permit applications includes addressing building exterior appearance and treatment, as well as sustainable development elements.

CPP by-law may:

- Include minimum and maximum standards as proposed in OP policies
- Include provisions informed by town guidelines (i.e. urban design)
- Include criteria regarding exemptions from or alterations to standards, based on policy direction in OP, including OP policy 29.4.2

*"Minor variations from numerical requirements in this Plan may be permitted without a Plan amendment, provided the general intent of this Plan is maintained."* 

• Provide conditions related to permitting threshold height to be exceeded in exchange for facilities/services/matters.

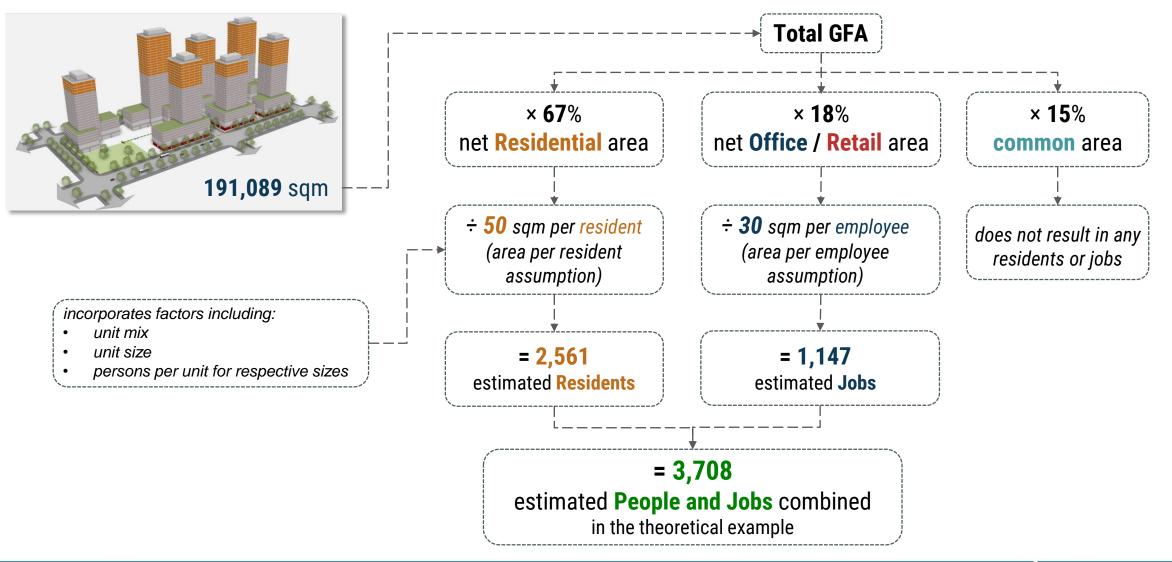




## **POSSIBLE YEILDS AND CONCEPTS**



### **People & Jobs is estimated from total Gross Floor Area**





### Density, Height and Bonusing working together... potential yields and community benefit

YIELD	~ Residents	~Jobs	~ People & Jobs	~ GFA in sq. m.	Based on <b>a</b> potential development scenario, the Town could	
@ Minimum FSI	18,125	7,200	25,325	1.3M		
<ul><li>@ Threshold Height*</li><li>(not achieving maximum GFA)</li></ul>	34,230	16,290	50,520	2.6M	sq. m	benefits for
@ Maximum FSI*	36,035	16,850	52,885	2.7M	126,000	
						value yet to be determined.
56 See Appendix for overview of key assumptions applied to derive these statistics. *Based <u>a development scenario.</u>						

### **Concept\* within Threshold Heights**

Tallest building in this concept is 20 storeys, no height thresholds are exceeded.

\*This is one of many possible scenarios illustrating potential development where height thresholds are not exceeded, and maximum FSIs are not achieved.



#### Concept\* exceeding threshold heights (within maximum density and in exchange for community benefits)

Gross floor area above the building height threshold

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Tallest building in this concept is 45 storeys. Some height thresholds are exceeded in exchange for commensurate community benefits.

\*This is one of many possible scenarios illustrating potential development where height thresholds are exceeded, without exceeding maximum FSI.





## **NEXT STEPS FOR MIDTOWN**





#### Midtown Program Phases 5 - 8



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## **APPENDIX**



## **Community Planning Permit System is subject to appeal/motion at the OLT**



<b>CPPS Implementation</b>	Ontario Land Tribunal Involvement			
Enabling OPA	Enabling policies are subject to appeal*			
CPPS By-law	<ul> <li>Passing of by-law is subject to appeal*</li> <li>Private applications to amend can be made <u>after 5-years of by-law coming into effect*</u></li> </ul>			
Development Permit Application	<ul> <li>Applicant or Town make seek direction from OLT regarding complete application.</li> <li>Applicant may appeal non-decision (after 45 days of complete application).</li> <li>Applicant may appeal decision on application (within 20 days of notice)</li> </ul>			
Development Permit Issuance	Applicant may seek direction from OLT re: conditions being met.			

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## **CPPS By-law use in Ontario**

#### In effect:

- Township of Lake of Bays (townshipwide, as of 2021; shoreline since 2006)
- Town of Carleton Place (townwide, as of 2008)
- Town of Ganonoque (townwide, as of 2011)
- City of Brampton (Main Street North, as of 2015)
- Town of Innisfil (shore-line area, as of 2017)
- Town of Huntsville (townwide, as of 2022)

#### Draft/Adopted CPPS OPA/By-law

- City of Toronto (citywide, OPA 258 appeal adjourned at OLT)
- Town of Niagara-on-the-Lake (townwide, draft By-law since March 2020)
- City of Burlington (in MTSAs, OPA and by-law to go Council in Q2-2024)

see: <u>Major Transit Station Areas</u> | <u>Get Involved Burlington</u>

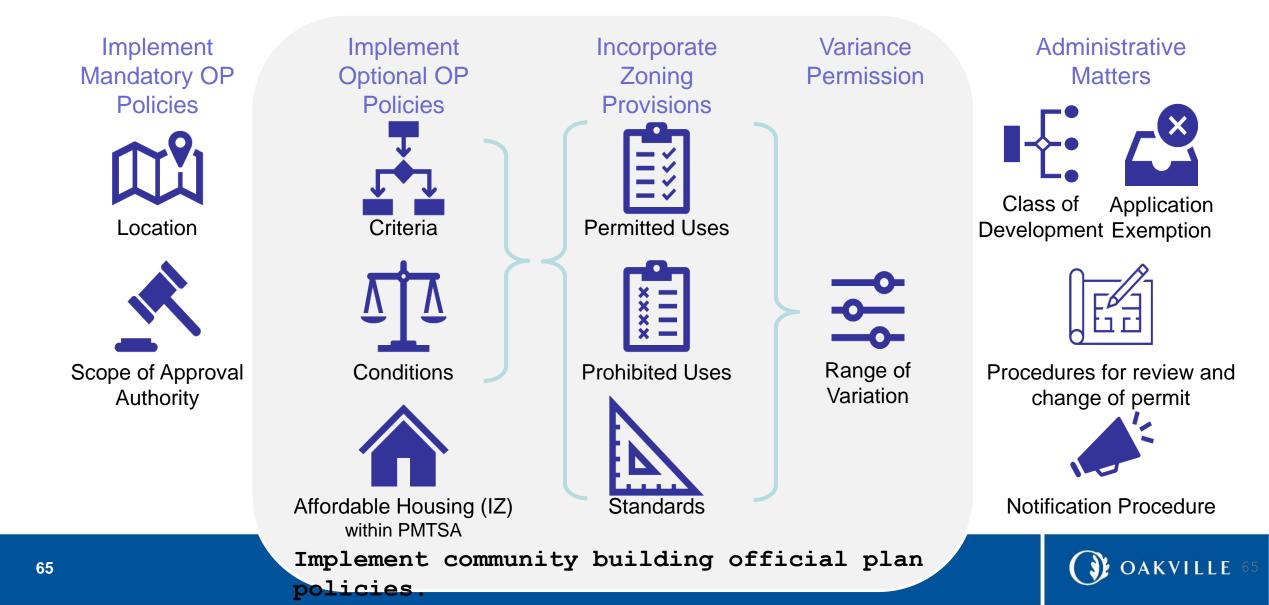
- Adopted OPA
- <u>CPPS By-law</u> (under further development)

#### Underway:

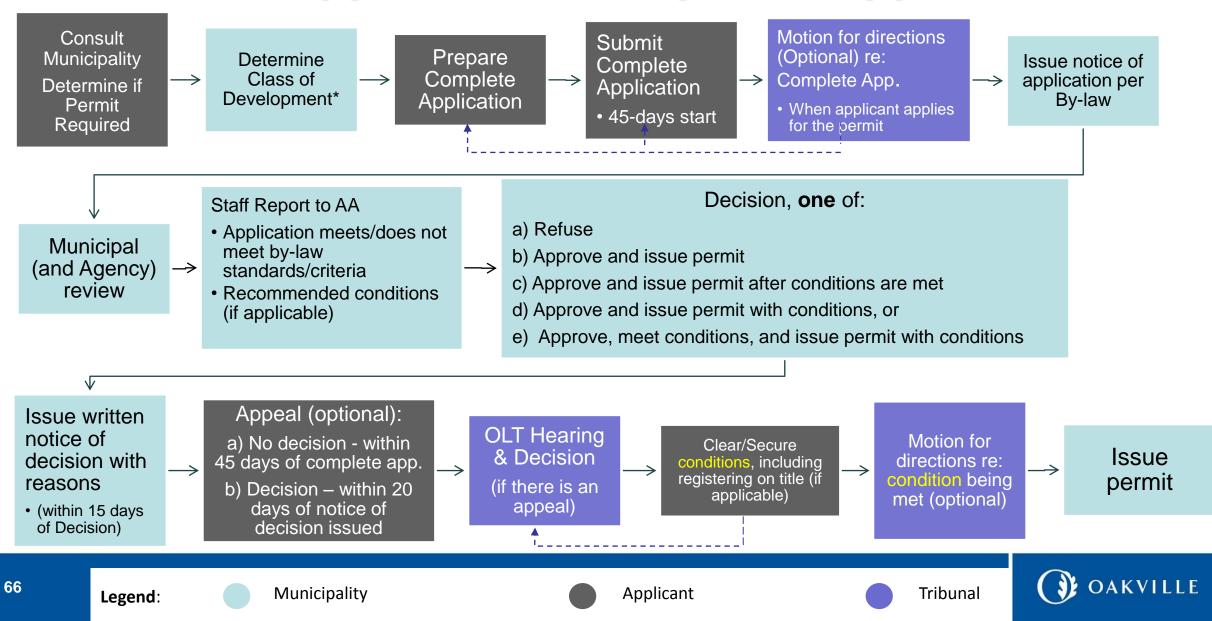
- Town of Ajax (study)
- Town of Blue Mountains (study)
- Town of Innisfil (townwide, study)
- King Township (study)
- City of Markham (study)
- City of Peterborough (study)
- City of Richmond Hill (study)
- City of Ottawa (study, for Kanata North Economic District as a pilot)
- City of Waterloo (study for strategic growth areas)
- Town of Saugeen Shores (study)



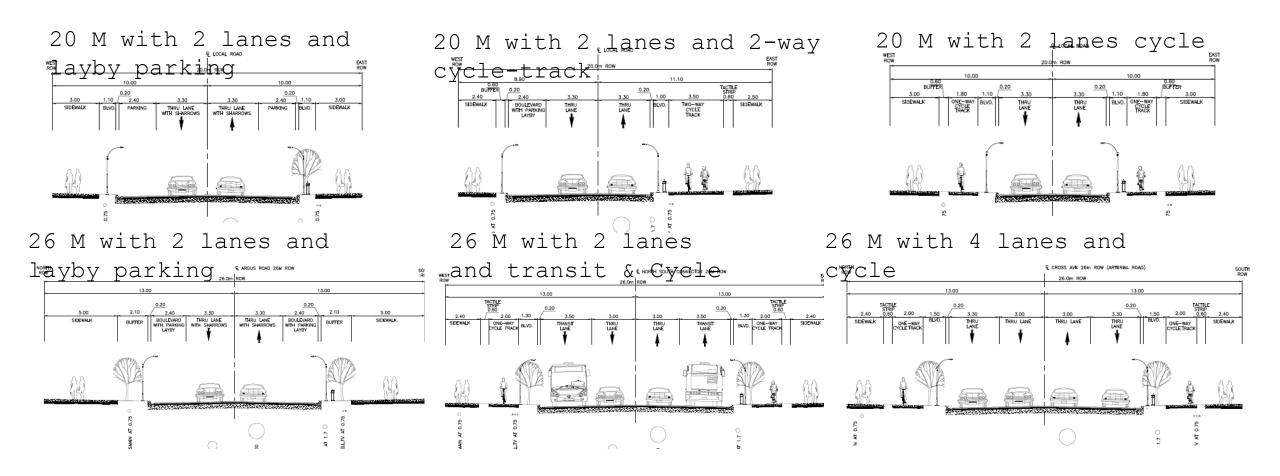
## **Contents of CPPS By-law**



### **Process to approve a CPPS permit application**



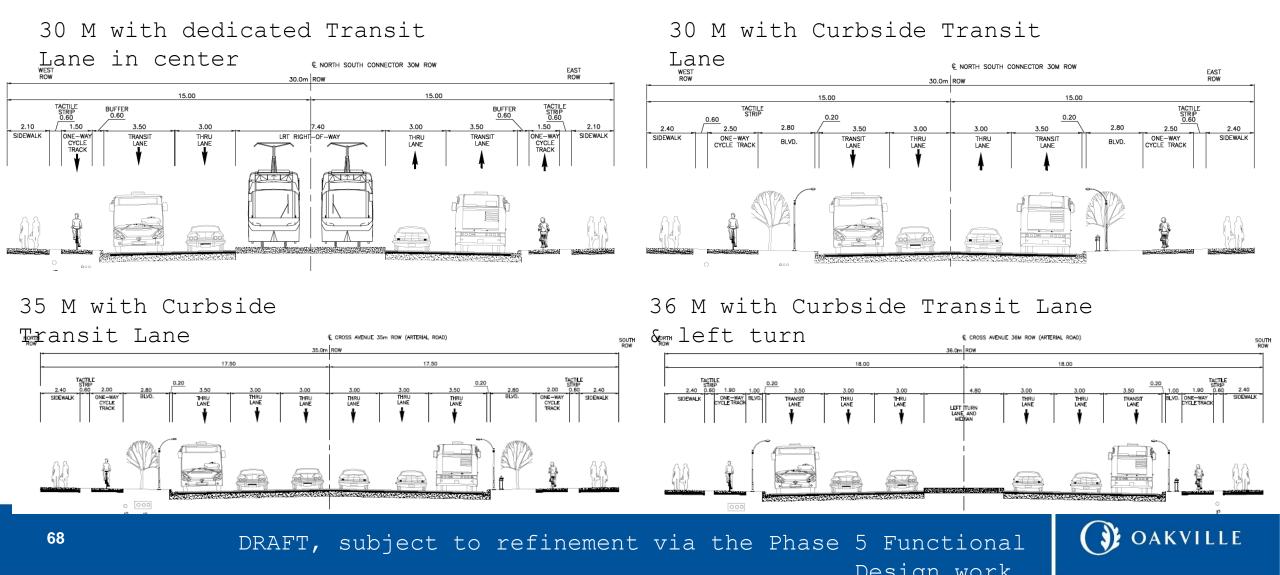
# Street Cross Sections [DRAPriority]



DRAFT, subject to refinement via the Phase 5 Functional

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## **Street Cross Sections [DRAFT]**



## **Midtown Growth Scenario Assumptions**

The following are some of the assumptions used to inform possible development outcomes based on assigned density and proposed policies of the OPA:

Land	Residents & Jobs	Built Form
Gross area (103 ha.)	Ratio of 65 residents:35 jobs	Building footprint (1800 sq. m. on average)
Net developable area (65.1 ha.)	GFA per resident (~ 50 sq. m.)*	Tower footprint (750 sq. m. on average)
Land for employment uses only (7.3 ha.)	GFA per job (~ 30 sq. m.)	Proportion of non-res GFA in mixed use areas (18% on average, within Urban Core)
Land area for future public realm (future streets, parks) (22.3 ha.)	GFA for common area (15% for mixed use areas, 20% for non-res, areas)	Podium height (maximum 6 storeys)
Building coverage on lot (40% -	,	



65%)

## Midtown Oakville Program

