

REPORT

Planning and Development Council

Meeting Date: March 3, 2025

FROM: Planning and Development Department

DATE: February 18, 2025

SUBJECT: Recommendation Report - Town-initiated Official Plan

Amendments, Neyagawa Urban Core Review, File No. 42.15.60 -

March 3, 2025

LOCATION: Neyagawa Boulevard and Burnhamthorpe Road West

WARD: Ward 7. Page 1

RECOMMENDATION

- 1. That the recommended town-initiated Official Plan Amendment Number 45 (OPA 45) and Official Plan Amendment Number 326 (OPA 326) be adopted on the basis that they are consistent with the Provincial Planning Statement, conform or do not conflict with applicable Provincial Plans, the Halton Region Official Plan, the Livable Oakville Plan and 1984 Official Plan, have regard for matters of Provincial interest, and represent good planning for the reasons set out in the report "Recommendation Report Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60 March 3, 2025" from the Planning and Development department;
- 2. That By-law 2025-005, a by-law to adopt Official Plan Amendment Number 45 (OPA 45) to amend the Livable Oakville Plan Schedule A1 and Official Plan Amendment Number 326 (OPA 326) to amend the North Oakville East Secondary Plan to update schedules to identify Neyagawa Urban Core Strategic Growth Area and designate the lands as "Neyagawa Urban Core Area" and introduce enabling land use, functional and implementation policies, be passed; and
- 3. That notice of Council's decision reflects that Council has fully considered all written and oral submissions relating to this matter and that those comments have been appropriately addressed.
- 4. That the report titled "Recommendation Report Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60 March 3,

2025" be forwarded to the Ministry of Transportation, Halton Region, Town of Milton and NOCBI to support the implementation of the 407 Transitway station at Neyagawa Boulevard and Highway 407.

KEY FACTS

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

- The Neyagawa Urban Core is a Strategic Growth Area centered at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West as identified in the Halton Region Official Plan and consistent with the definition within the Provincial Planning Statement, 2024.
- The Neyagawa Urban Core Review was undertaken as part of the town's on-going Official Plan Review and supports implementation of the townwide urban structure.
- The Neyagawa Urban Core Review is complete and has determined an appropriate mix of land uses, scale and intensity of development. The analysis and recommended Official Plan Amendments also support delivery of a future 407 Transitway station in the NUC at Neyagawa Boulevard and Highway 407.
- Council adopted Official Plan Amendments 15, 317 and 318 for a townwide urban structure on September 27, 2017. The NUC is identified as a Node for Further Study and is also identified as a Secondary Core Area within the North Oakville East Secondary Plan.
- The NUC Review was initiated in fall of 2021. A Background and Preliminary Directions report was received by Council on October 4, 2021. Staff undertook research and analyses to identify a Strategic Growth Area boundary and develop policies aimed at creating a mixed use, complete community supportive of higher order transit, providing for a range and mix of housing choices and a diverse job base including, commercial and office employment.
- A statutory public meeting took place on May 16, 2022, where draft
 Official Plan Amendments, OPA 326 and OPA 45 were received by
 Council. Comments from Council and the Public were also received.
 Consultation with landowners and other key stakeholders, regional and
 provincial staff, Council and the public also provided input to the study.
- A second statutory public meeting took place on November 25, 2024 given the time elapsed and new inputs to the NUC Review, where updated draft Official Plan Amendments, OPA 326 and OPA 45 (the "draft OPAs") were received by Council. Comments from Council were received

at the meeting and comments from the public were received through letters (attached in Appendix "B" - Correspondence Received).

- Staff is presenting Council with a recommendation and updated draft OPAs to respond to:
 - comments received at statutory public meetings.
 - feedback from Council.
 - meetings with stakeholders.
- The effect of the recommended OPA 326 to the 1984 Oakville Official Plan's North Oakville East Secondary Plan will:
 - update schedules to identify the Neyagawa Urban Core Strategic Growth Area and designate the lands as "Neyagawa Urban Core Area".
 - provide area-specific land use policies to support the creation of a transit-supportive, complete community that includes a mix of high density residential, commercial and institutional uses.
 - provide area-specific functional and implementation policies to enable and guide redevelopment consistent with the above,
 - address matters including urban design, transportation, stormwater management, parkland dedication and public realm enhancements.
- The effect of the recommended OPA 45 to the Livable Oakville Official Plan will be to update the Neyagawa Urban Core Area to "Nodes and Corridors" on Schedule A1. This is consistent with the Halton Region Official Plan which identifies the area as a Primary Regional Node.

BACKGROUND

A statutory public meeting took place at the <u>Planning and Development Council</u> - <u>November 25, 2024</u>. The detailed report which includes extensive background can be found on the agenda under item 6.2. Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60. The report dated November 25, 2024, includes a chronology for the study, history of North Oakville and rationale for the recommended OPAs. It also outlines the policy rationale including conformity with the Provincial Planning Statement, 2024, Halton Region Official Plan, and Town of Oakville Official Plans.

Letters were provided and entered into the record which are also included under item 6.2 and attached as Appendix B to this report. Staff provided a comprehensive presentation at the meeting and responded to questions from Council.

For context, Figure 1 indicates the study review area which was endorsed by Council at Planning and Development Council on October 4, 2021, where the report

titled "Neyagawa Urban Core – Background and Preliminary Directions" was received (item 7.4). Figure 2 represents the recommended revised boundary for the NUC Area that is subject to this report.

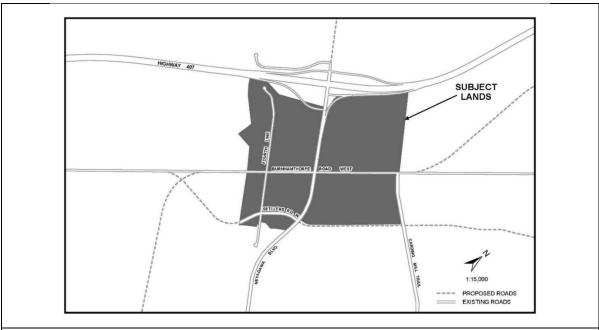


Figure 1. Neyagawa Urban Core Review, study area boundary, October 4, 2021

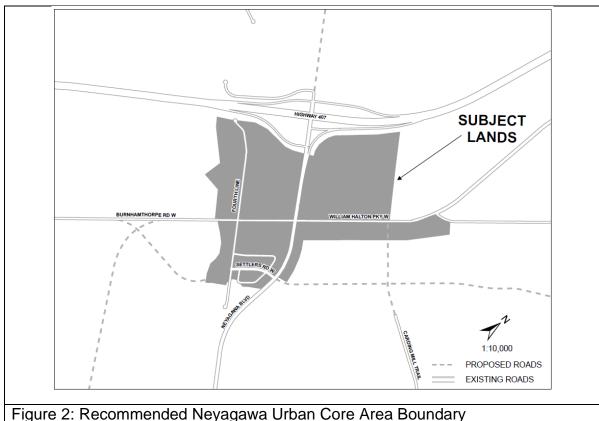


Figure 2: Recommended Neyagawa Urban Core Area Boundary

Details of the Recommended Official Plan Amendments

The recommended Official Plan Amendments (OPAs) for the Neyagawa Urban Core (NUC) (OPA 326 and OPA 45) in the form of By-law 2025-005 are attached as Appendix "A".

The recommended OPAs are the result of the now completed Neyagawa Urban Core Review, a component of the town's on-going Official Plan Review. The recommended OPAs include revised land use policies and designations to guide development-related decisions within this Strategic Growth Area and provide support for a 407 Transitway station.

The intent of the OPAs is to enable the development of a transit-supportive, mixeduse, complete community focused on a range and mix of housing and commercial opportunities including institutional, community and employment uses.

OPA 326 applies to the Neyagawa Urban Core in the North Oakville East Secondary Plan,

- OPA 45 applies to the A1 Urban Structure schedule of the Livable Oakville Plan.
- The effect of the recommended OPA 326 to the 1984 Oakville Official Plan's North Oakville East Secondary Plan will:
 - update schedules to identify the Neyagawa Urban Core Strategic Growth Area and designate the lands as "Neyagawa Urban Core Area".
 - provide area-specific land use policies to support the creation of a transit-supportive, complete community that includes a mix of high density residential to achieve the minimum density target of 160 residents and jobs per hectare, commercial and institutional uses with maximum building heights of 12 storeys south of Burnhamthorpe Road W / William Halton Parkway and 18-storeys to the north.
 - provide area-specific functional and implementation policies to enable and guide redevelopment consistent with the above, which address matters including urban design, transportation, stormwater management, and public realm enhancements.
- The recommended OPA 326 will result in revisions to the following parts of the North Oakville East Secondary Plan:
 - Section 7.3.2 Urban Core
 - Section 7.5.13 Community Design Strategy, Urban Core Areas Interim Uses & Phased Development
 - Section 7.5.16 Community Design Strategy, Neyagawa Urban Core
 - Section 7.6.6 Land Use Strategy, Neyagawa Urban Core Area
 - Section 7.7.4.5 Parkland Hierarchy, Parkland Acquisition
 - Figure NOE 1 Community Structure
 - Figure NOE 2 Land Use Plan.
- The effect of the recommended OPA 45 to the Livable Oakville Official Plan will be to update the Neyagawa Urban Core Area to "Nodes and Corridors" on Schedule A1 – Urban Structure from "Nodes and Corridors for further Study", which is also referenced in the North Oakville East Secondary Plan.
- The recommended OPA 45 will result in revision to the following part of the Livable Oakville Plan:
 - Schedule A1 Urban Structure.

Revisions to OPAs since November 2024

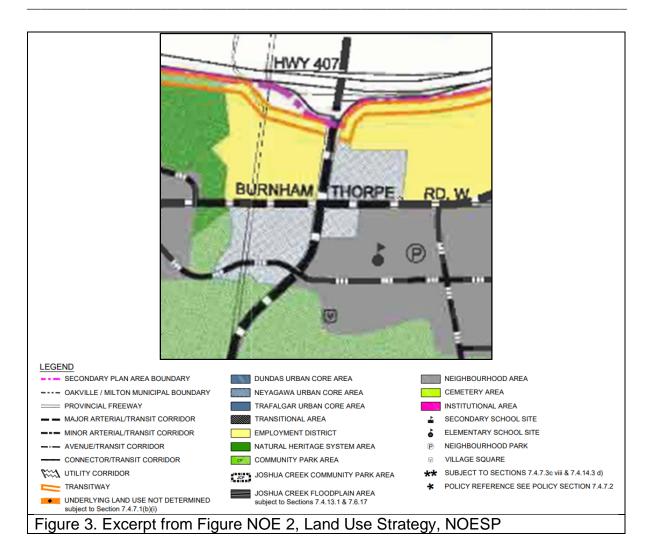
Based on feedback received at the November 25, 2024 statutory public meeting, comments from landowners, discussions with Councillors, and internal review, revisions were made to draft OPA 326. An updated version of OPA 326 and OPA 45 is included in Appendix "A" attached to this report.

Summary of revisions:

- Included William Halton Parkway throughout the language used in the OPAs
- Updated wording and simplified policies for clarity
- Clarified where single storey stand-alone commercial uses may be located
- Updated the minimum commercial requirements to clarify distributions across blocks of the NUC
- Clarified language related to the delivery of a transit terminal
- Clarified the language related to the delivery of roads
- Clarified stormwater management language to remove policies captured in other parts of the North Oakville East Secondary Plan and to clarify that requirements will be implemented as set out within the EIR/FSS and subsequent updates through detailed design.
- Revised built form policies to eliminate undefined terms and add clarity
- Introduced minimum densities by block to assist in achieving the overall minimum density of 160 residents and jobs per hectare across all of the NUC
- Updated height policies for south of Burnhamthorpe Road West/ William Halton Parkway to require a transition to 4 storeys for the portions of a building that abut a designation other than the Neyagawa Urban Core to the south
- Clarified that development should be accompanied by public realm features
- Removed language related to the Master Parkland Agreement

Existing Neyagawa Urban Core Designation

The Neyagawa Urban Core Area has been a designation identified in the North Oakville East Secondary Plan (NOESP) since its creation. Figure 3 is an excerpt of Figure NOE 2, Land Use Strategy of the NOESP focused on the intersection of Burnhamthorpe Road West and Neyagawa Boulevard. The area currently under review contains lands designated Neyagawa Urban Core Area, Employment District and Neighbourhood Area. The lands identified in Figure 2 are proposed to be designated Neyagawa Urban Core Area through the recommended OPAs.



The Neyagawa Urban Core Area (Section 7.6.6) currently permits a range of commercial, residential and institutional uses including office, commercial including retail and service commercial, accommodation, health and medical, institutional and medium and high density residential uses. The intent of this Core Area is to permit the provision of convenience commercial, institutional and employment uses to serve adjacent neighbourhoods, as well as related residential development. A minimum height of 5 metres for a commercial building and generally 3 storeys for other development and a maximum height of eight storeys is in-effect now.

The NUC study has reviewed the current permissions and boundaries of the Neyagawa Urban Core. The proposed changes are about confirming the boundary and expanding the permissions where reasonable to support future population and jobs. These updates will ensure consistency with Provincial Policy and implementing the Regional Official Plan and the Urban Structure.

Planning Framework and Policies

The following sections identify policies and the planning framework for the NUC.

Planning Act

Section 21 of the *Planning Act* allows for a municipality to initiate an amendment of any Official Plan that applies to the municipality and section 17 applies to such an amendment.

Provincial Planning Statement

The provincial planning framework continues to evolve and in recent years, there have been key changes to provincial plans and policies.

As of October 20, 2024, the new Provincial Planning Statement, 2024 (PPS 2024) came into effect and replaced the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019).

The PPS, 2024 Vision states that:

"Ontario's land use planning framework, and the decisions that are made, shape how our communities grow and prosper. Prioritizing compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities will support convenient access to housing, quality employment, services and recreation for all Ontarians."

While the whole of the PPS was relied upon for planning the NUC, the following specific sections are highlighted:

- 2.3 Strategic Growth Areas, to focus and direct growth
- 2.8 Employment
- 2.9 Energy Conservation, Air Quality and Climate Change
- 3.2 Transportation Systems
- 3.3 Transportation and Infrastructure Corridors, for the protection of corridors and rights-of-way for infrastructure, including transportation, transit to meet current and projected needs
- 3.5 Land Use Compatibility
- 3.6 Sewage, Water, and Stormwater
- 3.9 Public Spaces, Recreation, Parks, Trails and Open Space
- 8.0 Definitions

Excerpts of the PPS, 2024 are included in Statutory Public Meeting Report under 6.2 of the Planning and Development Council - November 25, 2024 agenda.

The PPS, 2024 continues to focus and direct growth and development to Strategic Growth Areas.

Policy 2.4.1 outlines the general policies for Strategic Growth Areas:

- Strategic Growth Areas are within settlement areas, centres, nodes, corridors, and areas that have been identified by municipalities to be the focus for accommodating intensification and higher density mixed uses in a more compact built form.
- 2. To support the achievement of complete communities, a range and mix of housing options, intensification and more mixed-use development, Strategic Growth Areas should be planned:
 - a) to accommodate significant population and employment growth.
 - b) as focal areas for education, commercial, recreational, and cultural uses.
 - c) to accommodate and support the transit network and provide connection points for inter- and intra-regional transit; and
 - d) to support affordable, accessible, and equitable housing.
- 3. Planning authorities should:
 - a) prioritize planning and investment for infrastructure and public service facilities in Strategic Growth Areas.
 - b) identify the appropriate type and scale of development in Strategic Growth Areas and the transition of built form to adjacent areas.
 - c) permit development and intensification in Strategic Growth Areas to support the achievement of complete communities and a compact built form.
 - d) consider a student housing strategy when planning for Strategic Growth Areas; and
 - e) support redevelopment of commercially designated retail lands (e.g., underutilized shopping malls and plazas), to support mixed-use residential.

Policy 2.9, Energy Conservation, Air Quality and Climate Change

- 1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:
 - a) support the achievement of compact, transit-supportive, and complete communities;

- incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities;
- c) support energy conservation and efficiency;
- d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and
- e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.

The recommended OPAs work to contribute to a complete community which is defined in the PPS, 2024 as:

... places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities, including an appropriate mix of jobs, a full range of housing, transportation options, public service facilities, local stores and services. Complete communities are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations.

The recommended OPAs also encourage transit-supportive development which is defined in the PPS, 2024 as:

...in regard to land use patterns, means development that makes transit viable, optimizes investments in transit infrastructure, and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities, including air rights development, in proximity to transit stations, corridors and associated elements within the transportation system.

In Policy 3.3(1), the PPS, 2024 calls for the protection of corridors and rights-of-way for infrastructure, including transportation, transit to meet current and projected needs.

Policy 3.3(3) states that:

Planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified. New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, or where avoidance is not possible, minimize

and mitigate negative impacts on and adverse effects from the corridor and transportation facilities.

The PPS, 2024 also speaks to stormwater management, land use compatibility, wise management of resources, and protecting public health and safety.

Staff is of the opinion that the recommended OPAs are consistent with PPS, 2024 as it relates to Strategic Growth Areas, provision of compact complete communities and transit supportive development, stormwater management, land use compatibility, protection of public health and safety, and efficient use of existing and planned infrastructure, among others.

Town of Oakville Official Plan

The Town of Oakville has three Official Plans in effect.

Halton Region Official Plan

Changes to the province's planning system have modified the region's role in landuse planning. As of July 1, 2024, Halton Region became an "upper-tier municipality without planning responsibilities". This means the Halton Region Official Plan (ROP) is now an Official Plan of the Town of Oakville.

In addition to the town being responsible for interpreting and applying the ROP, this also means that the region is no longer the "approval authority" for Local Municipal Official Plans or amendments.

Prior to the changes in the region's role in land use planning, the Regional Official Plan Review was underway. Two key Regional Official Plan Amendments (ROPA) resulted from this process: ROPA 48 and ROPA 49.

These ROPAs had the effect of establishing a regional urban structure within the ROP. Embedded in that urban structure was Oakville's town-wide urban structure.

ROPA 49 came into effect on November 4, 2022. It identified the NUC as a Primary Regional Node and assigned the following to be planned for:

A minimum density target of 160 residents and jobs combined per hectare; and A general target proportion of residents and jobs of 85% to 15%.

ROPA 49 also facilitated a conversion of Employment Area lands within the NUC boundary. These lands are located north of William Halton Parkway / Burnhamthorpe Road West. The conversion enables the town to update the local Official Plan to convert these employment lands to a mixed-use designation. The

conversion enables this Strategic Growth Area and mobility link to develop with a mix of uses and appropriate densities that would result in a critical mass of population and employment necessary to support a 407 Transitway station.

The Employment Area conversion also supports a range of planning goals related to addressing climate change, the development of complete communities, providing a mix and range of housing types to meet future market demand, ensuring a range of employment opportunities and provide for additional commercial development in North Oakville. The conversion enables a broadening of employment functions in the NUC beyond the large land-based uses typical to traditional employment lands, such as manufacturing and warehousing.

Section 72 outlines the objectives of the Urban Area, which include:

- 2) To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.
- 7) To plan and invest for a balance of jobs and housing in communities across the region to reduce the need for long distance commuting and to increase the modal share for transit and active transportation.
- To provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs.

The NUC is also located in the region's Designated Greenfield Area where Section 77(2.4) of the ROP requires development to:

- a) contribute towards achieving the development density target of Table 2 and the regional phasing of Table 2a.
- b) contribute to creating healthy communities.
- c) create street configurations, densities, and an urban form that support walking, cycling and the early integration and sustained viability of transit services.
- d) provide a diverse mix of land uses, including residential and employment uses to support vibrant neighbourhoods; and
- e) create high quality parks and open spaces with site design standards and urban design guidelines that support opportunities for transit and active transportation.

The region also provides direction to local municipalities on growth areas in Section 77(5) which require the Local Municipalities to prepare Area-Specific Plans or policies for major growth areas, including the development or redevelopment of

communities. Such plans or policies shall be incorporated by amendment into the Local Official Plan and shall demonstrate how the goals and objectives of the ROP are being attained. Staff is of the opinion that the goals and objectives of 77(5) are achieved through the proposed OPAs. Excerpts of the Halton Region Official Plan are included in Statutory Public Meeting Report under 6.2 of the <u>Planning and Development Council</u> - November 25, 2024 agenda.

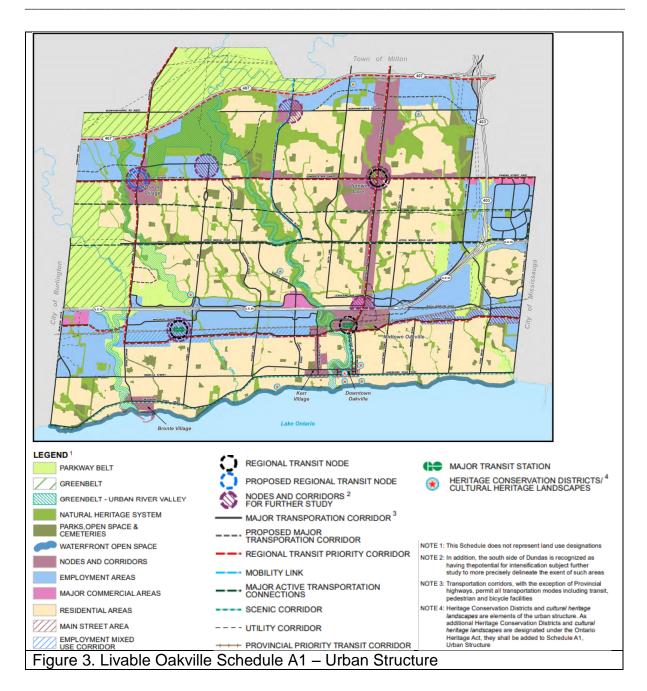
Staff is of the opinion that the recommended OPAs conform with the ROP as they implement policies and schedules of the ROP regarding planning for Strategic Growth Areas in a manner that implements the Regional urban structure and efficiently uses land, resources, and infrastructure.

Livable Oakville Official Plan (Urban Structure)

The Livable Oakville Official Plan applies to the lands north of Lake Ontario, south of Dundas Street, east of Burloak Drive and west of Ninth Line as far as land use designations and policies are concerned. The Livable Oakville Official Plan also applies to the lands north of Highway 407.

The Livable Oakville Plan also establishes a town-wide urban structure as shown in Figure 3. The intent of the town's urban structure is to protect natural and cultural heritage, maintain the character of established areas and direct growth to a system of Nodes and Corridors supported by planned and future transit.

The dashed line north of the 407 at Neyagawa signifies a proposed road, which would extend North to James Snow Parkway in Milton, forming the third arterial road connection to Milton (in addition to Dundas and Trafalgar). It is identified as a Mobility link within the town-wide urban structure.



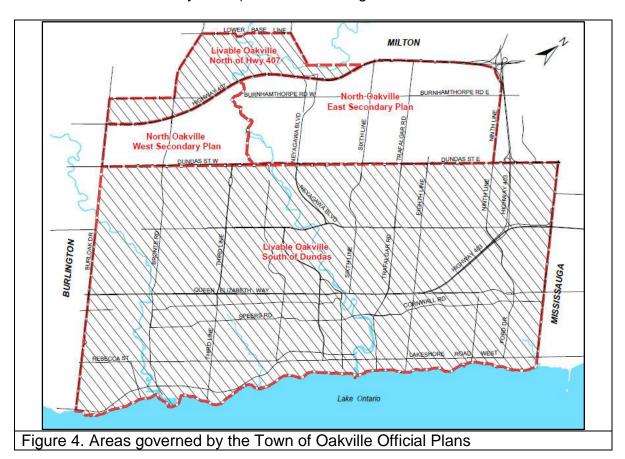
Staff is of the opinion that the recommended OPAs conform with the Livable Oakville Urban Structure.

1984 Oakville Official Plan

The 1984 Oakville Official Plan applies to the lands located north of Dundas Street, south of Highway 407, east of Tremaine Road and west of Ninth Line. There are two secondary plans associated with this plan area:

- The North Oakville East Secondary Plan (NOESP) for the lands located east of Sixteen Mile Creek and,
- The North Oakville West Secondary Plan (NOWSP) for the lands west of the Creek.

The areas governed by the Town of Oakville Official Plans (Livable Oakville and the North Oakville Secondary Plans) are shown in Figure 4.



North Oakville East Secondary Plan

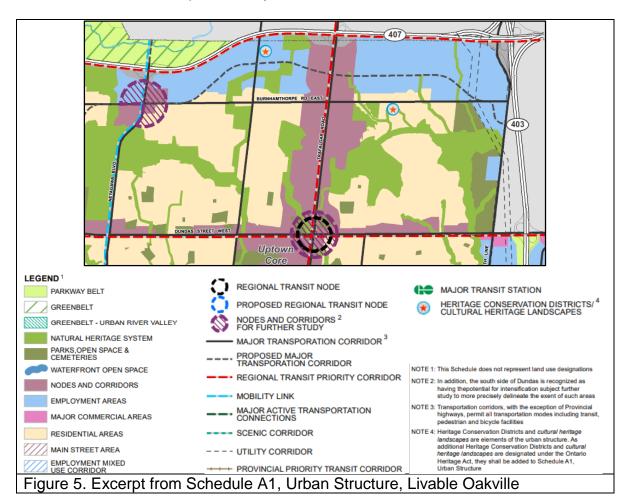
The town-wide urban structure represents a community-based view to provide for the long-term protection of natural heritage, public open space and cultural heritage resources, maintain the character of residential areas and is the foundation to direct growth to identified nodes and corridors.

The town-wide urban structure was also the first step to bring the North Oakville Secondary Plans and the Livable Oakville Plan together into one Official Plan.

The NUC is an element identified in the urban structure as a "Node for Further Study" (Figure 5). Livable Oakville, Section 3.6 Urban Structure, Nodes and Corridors, states:

"For those areas identified on Schedule A1 – Urban Structure as Nodes and Corridors for Further Study, future review shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development".

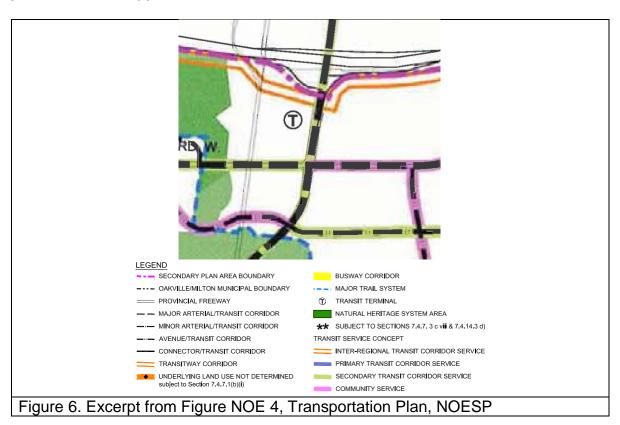
The NUC is part of the town's Nodes and Corridors system. Nodes and Corridors are key areas of the town identified as the focus for mixed use development and intensification. They each have a unique existing and planned character, scale and potential to accommodate growth. These are also the areas which comprise Strategic Growth Areas. Burnhamthorpe Road West and Neyagawa Boulevard are identified in the urban structure as Major Transportation Corridors. The future William Halton Parkway, sections of which are under construction, is identified as Proposed Major Transportation Corridor. These elements are the foundation of the town's multi-modal transportation system.



Neyagawa Boulevard is also identified in the urban structure as a Mobility Link, consistent with the region's Mobility Management Strategy. Mobility links are key to connecting people via transit throughout the region as well to local destinations including nodes, mobility hubs, major transit station areas and Employment Areas.

Highway 407 is also identified as a Regional Transit Priority Corridor which provides a key focus for transit-supportive development as well as serving the same transportation function as Mobility Links.

The town's North Oakville East and West Secondary Plans currently identify the Transitway across North Oakville, including station facilities at Bronte Road, Neyagawa Boulevard (Figure 6) and Trafalgar Road. Staff is protecting for this right-of-way and the location of these station facilities through review and consideration of development applications along the corridor. Although it is ultimately the Province's decision regarding the development of a Transit Terminal, it is staff's opinion that this is an appropriate transit terminal location as there is a planned connection to Milton through the extension of James Snow Parkway and it is a planned node with planned transit supportive densities.



Sections from the North Oakville East Secondary Plan that were relied upon for planning the NUC include:

- Introduction and Purpose
- Community Structure
- Community Design Strategy, for parking, phasing, the NUC, Employment District and Existing Development
- Land Use Strategy for the NUC, Parkland

Various sections of the NOESP apply to the NUC. Section 7.3.2, Community Structure, envisions Urban Core Areas as the most urban parts of the planning area, and providing the densest mixed-use development. Section 7.5.16, Community Design, states, "the Neyagawa Urban Core is intended to provide a mixed-use area to accommodate a range of commercial, residential and institutional uses as a focal point for the western portion of the Planning Area". Section 7.5.16 continues with design criteria for retail and service commercial uses to require and encourage a pleasant pedestrian shopping interface with the public realm.

TECHNICAL & PUBLIC COMMENTS

At the November 25, 2024 statutory public meeting, Council identified areas for consideration in advance of a decision.

Summary of additional information requested by Council:

- Further explanation regarding how minimum density targets will be achieved and appropriate density caps for the area including the consideration of Floor Space Index (FSI) as a tool to manage density.
- Review of heights and how to achieve variation in heights
- Transit terminal considerations including implications should a 407 Transit Terminal not be located in this area
- Discussion of parkland and ensuring there is a sufficient amount in the west quadrant
- Review of commercial requirements and how to ensure adequate retail and service commercial is delivered including the provision of a food store
- Review commercial connections and land use compatibility
- Explore the timing of amenities and the consideration of language such as "concurrent with the development"
- Explore strengthening language regarding stormwater management and green infrastructure including the consideration of permeable spaces focussed on parking areas

Comments Received

The letters submitted in response to the draft OPAs from November 25, 2024, identified additional themes to be explored in advance of a recommendation.

Letters were received on behalf of:

- North Oakville Community Builders Inc. (NOCBI)
- Westerkirk Capital Inc.
- Argo Neyagawa Corporation
- Property owners of 4022 Fourth Line (Expressing support)

Since the statutory public meeting, staff has received additional written comments from NOCBI and has met with representatives of NOCBI, Westerkirk Capital Inc. and Argo Neyagawa Corporation. Comments from Halton Region have also been received. These submissions are attached in Appendix B.

The following themes were identified through the letters and are addressed in this report:

- Commercial targets versus minimums
- Clarification of interim uses
- Stormwater management and low impact development
- Responsibility of road upgrades
- Clarification regarding urban design policies
- Building height requirements
- Parkland requirements
- Potential transit terminal location / transitway alignment and potential for no station

Areas for Further Discussion Identified by Council and Letters

Density and Heights

As an SGA and Primary Regional Node, the NUC is assigned a minimum density target, and target ratio of persons to jobs, in the ROP. The ROP sets the target for the NUC at a minimum 160 residents and jobs combined per hectare, and a general target proportion of residents and jobs of 85% to 15%. These densities are also transit supportive densities. Ministry of Transportation of Ontario Transit Supportive Guidelines suggests a minimum density of 160 people and jobs combined per ha to support dedicated rapid transit such as Light Rail Transit or Bus Rapid Transit.

The Joint Best Planning Estimates prepared in conjunction by Halton Region and the local municipalities forecast a population in the NUC of approximately 12,000 people and jobs combined for 2051. This is equivalent to approximately 170 people and jobs per gross hectare overall for the NUC.

For the NUC, staff is of the opinion that using a minimum density, measured by residents and jobs combined per gross hectare on a per block basis, in combination

with minimum and maximum building heights is the most effective approach to ensuring an appropriate amount of density is achieved in the NUC. In North Oakville (lands subject to the NOESP), other Strategic Growth Areas (SGA) such as the Dundas Urban Core and Trafalgar Urban Core have been approached similarly and staff is proposing to continue that approach for the NUC.

The NUC policies are not making use of Floor Space Index (FSI) as a tool to govern density. FSI is best used in higher-density urban areas where mixed-use buildings, taller than the ones being permitted in the NUC, are envisioned across the whole area. In a higher-density urban context, an FSI governs the total amount of floor area that can be built while giving developers the flexibility to adjust the built form (including building height) while still managing overall density and enabling additional creativity in building designs and solutions.

For neighbourhoods comprised mainly of mid-rise buildings and ground-oriented housing, consistent with what is envisioned in the NUC, limiting building heights can still allow density while ensuring more mid-rise building forms. Combining this with other controls such as setbacks, can be determined through the implementing Zoning By-law.

Future development applications will be required to demonstrate how the target density will be achieved. There is existing development in the southwest quadrant of the NUC (Block 4) that includes a school and related sport field that does not meet the overall minimum density requirement. To ensure a minimum density of 160 residents and jobs combined per ha across the SGA, minimum densities higher than 160 residents and jobs combined per ha in other areas of the NUC are recommended. To assist with this, Policy 7.6.6.4 introduces the land use polices that require more area-specific minimum densities.

Minimum Density

The Neyagawa Urban Core shall achieve an overall minimum density of 160 residents and jobs combined per hectare. The general target proportion shall be 85% residents and 15% jobs.

This minimum density should be achieved through the application of minimum densities per block as identified in Figure 7.6.6.2:

- i) Block 1– 200 residents and jobs combined per ha
- ii) Block 2 200 residents and jobs combined per ha
- iii) Block 3 200 residents and jobs combined per ha
- iv) Block 4 Existing
- v) Block 5 160 residents and jobs combined per ha

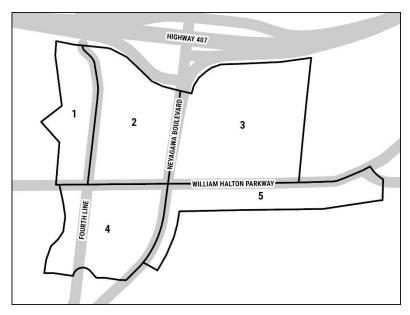


Figure 7.6.6.2

Heights are further defined within the recommended OPA 326 as demonstrated through Policy 7.6.6.4(d):

Building Heights

- i. Residential and mixed use development within 50 metres from the north side of Burnhamthorpe Road West / William Halton Parkway and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe Road West / William Halton Parkway right-of-way, shall be a minimum height of 5 storeys, excluding podium elements which may be lower.
- ii. Residential and mixed use development beyond 50 metres from the north side of Burnhamthorpe Road West / William Halton Parkway and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe Road West / William Halton Parkway right-of-way, shall be a minimum height of 3 storeys.
- iii. A maximum height of 18 storeys shall be permitted north of Burnhamthorpe Road West / William Halton Parkway.
- iv. A maximum height of 12 storeys shall be permitted south of Burnhamthorpe Road West / William Halton Parkway.
- v. In addition to policy 7.6.6.3 (iv), east of Neyagawa Boulevard and south of Burnhamthorpe Road West/ William Halton Parkway, heights shall transition down to a maximum of 4 storeys where a building abuts a designation other than Neyagawa Urban Core Area to the south.
- vi. Retail and service Commercial buildings shall have a minimum height of 5 metres.

vii. Stand-alone retail and service commercial should be located beyond 50 metres from the north side of Burnhamthorpe Road West / William Halton Parkway and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe Road West / William Halton Parkway right-of-way.

The in-effect policies for the TUC and the DUC SGAs require a similar approach in terms of minimum heights within a distance of the main road. In keeping with this approach, the recommended policies of the NUC require a minimum height of five storeys for equivalent to about half of a block width (50 metres). This ensures that appropriate multi-storey buildings are provided and discourages ground-related development such as townhouses or low-rise apartments, in this area. This will ensure that greater densities can be achieved within this band as well as the potential provision of mixed-use residential buildings that incorporate retail and service commercial uses.

Building heights greater than five storeys may achieve the minimum required density. Applicants will demonstrate how they have distributed the required density across the site. This may mean that more of the site incorporates buildings greater than five storeys, or within the 50-metre band, buildings have a height greater than 5 storeys. This flexibility will allow for more variety in building heights and diverse built forms throughout the NUC without amendment to the plan.

The recommended policies allow for interim stand-alone retail and service commercial uses beyond the 50 metres along William Halton Parkway and Neyagawa Boulevard north of William Halton Parkway. This is to ensure that needed retail and commercial uses can be developed in a timely manner so long as they do not preclude the long-term development of the land to the appropriate densities. The siting and configuration of these stand-alone buildings needs to ensure that they incorporate into, and allow for, future intensification on the site.

Maximum building heights are proposed to range from 12 storeys south of Burnhamthorpe Road West / William Halton Parkway to 18 storeys to the north. Council requested that staff evaluate the appropriateness of capping all development at 12 storeys instead of 18. Based on staff's review, it was determined that a 12-storey mid-rise building on a given parcel can achieve a similar number of residents and jobs as an 18-storey building, assuming a 6-storey podium and restricted floorplate tower above in accordance with the town's urban design direction. By permitting a maximum building of 18 storeys, the recommended NUC policies facilitate a podium-tower style building, which can result in increased sunlight penetration between buildings, opportunities for rooftop amenity areas on podium roofs, and increased flexibility to provide at-grade public realm improvements while continuing to maintain an equivalent amount of density on a site as a 12-storey building.

Section 7.6.6.3.4, Built Form, of the recommended OPA 326 stipulates policies that provide direction for buildings greater than 12 storeys and greater than 4 storeys:

Built Form

- a) Multiple towers within a block, development site, or adjacent properties should have varying heights to enhance visual interest and contribute to a distinctive skyline
- b) For buildings greater than 12 storeys:
 - i. should be designed with a slender tower profile and sited to maximize solar energy, ensure adequate sunlight and sky views, minimize wind impacts on pedestrian spaces and adjacent properties, and avoid excessive shadowing on the public realm.
 - ii. should ensure a pedestrian-oriented built form, and provide active façades oriented to public streets.
 - iii. Along public streets or publicly accessible amenity space, a stepback between the podium base and tower portion should be provided to reinforce the character of the public realm.
 - iv. the distance between the facing walls of towers should be a minimum of 25 metres at the tower base.
 - v. the distance between facing walls of podiums, where there are windows on both building faces, should be a minimum of 15 metres.
- c) For buildings greater than four storeys, a minimum building separation distance of 15.0 metres should be provided between buildings exceeding four storeys to ensure adequate privacy, natural light, and air circulation.

Staff is of the opinion that allowing heights of up to 18 storeys is appropriate and desirable in this area of the NUC.

South of Burnhamthorpe Road West / William Halton Parkway, the NUC transitions to other designations such as Neighbourhood Area and Parks and Open Space. Due to this transition, staff are of the opinion that a maximum of 12 storeys remains to be appropriate. To further facilitate an appropriate transition, the portion of buildings that abut a different designation to the south must transition to four storeys.

Staff is of the opinion that the recommended OPAs facilitate the appropriate height and density requirements.

Urban Design

Landowners within the lands subject to the OPAs expressed concern with the urban design policies in the draft OPA from November 25, 2024, and requested clarity in the approach taken. Staff has reviewed and revised the urban design and built form policies to add clarity.

Staff is of the opinion that incorporating urban design policies in the OPA will assist with ensuring quality design focussed on the pedestrian environment, and appropriate built form throughout the SGA. The urban design and built form policies encourage building design and siting to maximize solar energy exposure and adequate sunlight and sky views, minimize wind conditions on pedestrian spaces and adjacent properties, and avoid excessive shadows on the public realm. The policies also encourage a variety of heights, setbacks of podiums, appropriate building separations and floorplate sizes.

Commercial and Interim Uses

The North Oakville East Commercial Study (NOECS) was undertaken to provide a comprehensive understanding of the current and future commercial needs in the North Oakville East Secondary Plan Area, particularly within the Urban Core Areas. Parcel Economics Inc. in co-operation with Gladki Planning Associates undertook the review and concluded with the study report "North Oakville East Commercial Study" in November 2024. The NOECS was presented to Council at the November 25, 2024 Planning and Development Council Meeting under item 7.1.

This study report presents analysis and recommends directions for commercial requirements and policies that will support the adequate supply of commercial uses for the long term in North Oakville.

The NUC OPAs are an opportunity to implement the directions from the study since the NUC is identified as an area of opportunity to develop commercial uses in North Oakville, referred to as an "Intersection of Interest".

The NOECS report introduces the concept of minimum commercial requirements to be further regulated through the Zoning By-law. The NOECS report includes a "Summary of Warranted Space by Location" which provides an order-of-magnitude indication as to how the total space warranted could be allocated across different geographic contexts. These values have assisted with generating the recommended minimum commercial requirements within the OPA.

Recommended OPA 326 Policy 7.6 .6.2(g) provides guidance for retail and service commercial uses to be further defined within the zoning by-law.

A minimum of 16,000 square metres of retail and service commercial uses should be required within the Neyagawa Urban Core.

The distribution of retail and service commercial uses amongst the blocks identified in Figure 7.6.6.2 shall offer convenient pedestrian access to retail and commercial uses and support walkable communities. This distribution will be implemented through development applications. Each new development will be required to demonstrate how they are contributing to this target with specific values being incorporated into the zoning by-law.

The recommended distribution is:

- <u>i.</u> A minimum of 3,000 square metres should be provided between blocks 1 and 2:
- <u>ii.</u> A minimum of 9,300 square metres should be provided on block 3; and
- iii. A minimum of 3,700 square metres should be provided on block 5.

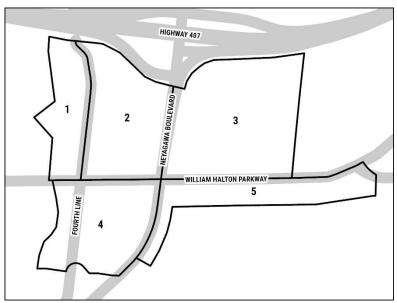


Figure 7.6.6.2

In addition to the minimum requirements for retail and service commercial uses, recommended OPA 326 stipulates that a food store should be provided in block 3 of Figure 7.6.6.2 identified above. When a development application is submitted, the applicant will need to demonstrate the delivery of a food store within the block.

The long-term evolution of the NUC does not contemplate "plaza" development or single-use commercial buildings. The intent is to incorporate mixed-use development that contributes to a complete community; however, as an interim condition to encourage the implementation of commercial uses, stand-alone commercial uses may be permitted provided they could redevelop in the fullness of time.

The NOECS report states that "Interim design principles and parking requirements could allow greater flexibility for the initial phases of commercial development in North Oakville East, while not compromising on components that are integral to the achievement of a pedestrian-friendly and vibrant place in the long-term".

The study recommends rethinking the commercial strategy, focusing on strategic, smaller-scale retail clusters, allowing interim commercial typologies, and offering incentives like parking reductions to encourage development while maintaining flexibility for future growth.

The recommended OPA 326 states that stand-alone commercial buildings may be permitted if they support a connected, pedestrian-oriented streetscape and are adaptable for future intensification. This approach ensures compatibility with local roads, pedestrian-friendly routes, and orientation of buildings to support long-term growth, potentially incorporating office and residential uses on upper levels.

Since the November 25, 2024 statutory public meeting, staff has updated OPA 326 to allow for stand-alone commercial buildings to have a minimum height of 5 metres (consistent with the current in-effect NUC permissions), rather than requiring a minimum of two storeys as previously proposed in draft. This will assist in encouraging the development of commercial uses and simplify the redevelopment of the interim use in the future.

Staff is of the opinion that the recommended OPA supports the delivery of commercial uses in the NUC which are vital for the creation of a complete community.

Land Use Compatibility

Compatibility is at the core of land use planning and Policy 3.5 of the PPS, 2024 discusses land use compatibility and the responsibility of planning authorities to protect long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by sensitive land uses.

The Province's D-6 Compatibility between Industrial Facilities Guidelines (D-6 Guidelines) provide further guidance regarding land use compatibility. The D-6 Guidelines are intended to be applied in the land use planning process to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial land uses on one another.

The D-6 Guidelines set out adequate buffering of incompatible land uses. Through development applications, applicants are required to prepare land use compatibility reports and the experts that prepare and review those materials rely on the D-6

Guidelines for guidance on adequate separation distances between facilities and sensitive land uses. Any mitigation required for compatibility is secured through the development process.

At this time, there are no specific uses proposed on the adjacent employment area properties as they are vacant. The lands are designated Employment District per Figure NOE 2 Land Use Plan and zoned Future Development (FD) under Zoning By-law 2009-189. A zoning by-law amendment will be required to introduce development within the Employment District that conforms with the policies of the NOESP. Land use compatibility studies will be required through the rezoning process. According to the NOESP policy 7.3.4, the Employment District is designed to accommodate development of predominantly employment generating uses including a wide range of industrial and office development.

The intent of the recommended OPAs is to create a community that is compatible with the adjacent lands that are currently reserved for employment uses. The intent is that commercial uses in the NUC could be used as a buffer between the employment lands and potentially residential uses to the west, as well as meet the area's retail and commercial needs.

Transit Terminal

The in-effect NOESP policies identify a Transit Terminal at Neyagawa Boulevard and Highway 407. Town staff has collaborated extensively with the Ministry of Transportation (MTO) to provide information to ensure delivery of a 407 Transit Terminal in this location. This collaboration has taken the form of multiple communications between staff and town leadership affirming the need for a station in this Strategic Growth Area.

The information shared consistently with the province has included draft Official Plan Amendments and accompanying staff reports for the NUC and details of in-effect regional and local planning policies. Additional supporting technical work has also been shared, as detailed further below, including:

- Growth forecasts of population and employment for Oakville and Milton
- Oakville Transit network plans for expansion and high frequency service
- Regional capital planning forecasts for major transportation improvements and infrastructure investment.

The adoption of the recommended OPAs will further demonstrate that the town is planning for transit-supportive densities in this location

The planned Transit Terminal has played a key role in shaping the town's community plan in the recommended OPAs. Staff is of the opinion that planning for

future transit is still warranted, noting that the Neyagawa Urban Core has been earmarked for urban growth since the approval of the NOESP.

The NUC has been planned to accommodate growth that is transit supportive since 2008/2009 when the North Oakville East Secondary Plans came into effect. More recently, planning policies identify this location as a Strategic Growth Area as it is defined under the PPS, 2024 and as identified in the Halton Region Official Plan.

In terms of local transit in advance of a provincial Transit Terminal, Oakville Transit will continue to provide service in the area. As development progresses in the NUC and throughout North Oakville, and transit demand increases, Oakville Transit will respond with an "on demand transit service" for the area. As demand for transit and ridership grows, fixed routes will be implemented which can evolve into frequent transit routes.

Once Neyagawa Boulevard extends into Milton, there will be more opportunity for further transportation and transit connections. This broader urban area will continue to be serviced by local transit that will feed into other stations within the town to accommodate demand and move people in this area. As a focus for development and transit demand, the NUC area is planned to be walkable with local commercial uses and a requirement for jobs (15% of the 160 residents and jobs per ha).

The 407 Transitway alignment is determined by the Ministry of Transportation through the Environmental Assessment (EA) / Transit Project Assessment Process (TPAP). TPAPs are regulated by Ontario Regulation 231/08 from the Environmental Assessments Act. The most recent TPAP suggested that a station was not warranted at the time due to the perceived rural nature of the area; however, staff continue to work with the Province to demonstrate the need and viability of a station as the area transitions to an urban centre.

Approved 407 Transitway lands (alignment and station locations) have been designated as "Controlled Access Highway" via the Public Transportation and Highway Improvements Act (PTHIA). As the Ministry of Transportation reviews the need for a station and the associated transitway alignment in the Neyagawa Urban Core, staff will work with the province to make efficient use of land. It is critical to optimize development potential on the surrounding lands, accommodate growth forecasts and meeting the minimum density targets required for the area.

Policy 7.6.6.3.1 in the recommended OPA 326, includes specific policies to guide the development of a Transit Terminal in the NUC. The exact location of the station is still to be determined and policy 7.6.6.3.1(b) requires that "the province, the Ministry of Transportation / 407 Transitway, the Town, and landowners shall cooperatively explore options for the development of a transit terminal in the area of Neyagawa Boulevard and Highway 407".

Road Upgrades

Requirements for road upgrades will be further identified as development applications come forward and through the development of the Town and Region's Transportation Master Plans. The review will ensure the transportation system is capable of handling the circulation of cars for parking to take transit or pickup-dropoff, buses from Oakville Transit, Milton Transit and GO buses, and for walking and cycling. The major road network, including the future James Snow Parkway extension and William Halton Parkway extension, will also provide significant capacity to serve the proposed station.

The Town's Transportation Master Plan will identify that an Environmental Assessment (EA) Study will be required to identify the future road classification of Fourth Line, within the study area limits, to ensure adequate capacity for vehicles, active transportation and integration with the future planned transit terminal. The upgrades shall be aligned with sustainable urban design principles and enhance multi-modal connectivity.

Halton Region is undertaking the Integrated Master Plan (IMP) to complete the next region-wide Water, Wastewater and Multi-Modal Transportation Master Plans. The Plan will provide the strategies, policies and tools required to meet the transportation infrastructure needs to 2051, including transit/road infrastructure and active transportation infrastructure requirements which may require additional right-of-way on Neyagawa Boulevard and/or William Halton Parkway/Burnhamthorpe Road.

The Region plans to initiate the James Snow Parkway Extension Environmental Study Report Addendum and pre-engineering design from Britannia Road to Highway 407ETR in the Town of Milton and the Town of Oakville in early 2025.

Parks and Open Space

When the Secondary Plans were approved by the Ontario Municipal Board (OMB), (now the Ontario Land Tribunal (OLT)), the Master Parkland Agreement was executed which outlined the preservation of the Natural Heritage System and the amount of parkland that the Landowners would need to provide through future development applications.

In an effort to respect the agreement but still foster a complete community, staff has proposed enhanced public realm policies to ensure residents have access to outdoor spaces. These public realm components could take shape in the form of enhanced streetscapes, urban squares, promenades and connecting links. Updates to the recommended OPAs reflect this approach and maintain the Master Parkland Agreement.

Staff uses the <u>Town of Oakville Parks Plan 2031</u> which was endorsed by Council at the <u>April 8, 2024 Planning and Development Council Meeting</u>) to guide the delivery of parks and open spaces across the town. The Parks Plan outlines various recommendations specific to Strategic Growth Areas including a Parkland Target of 12% of the gross land area within Strategic Growth Areas as a long-term objective based on land area and the timing of development.

Amenities

Council recommended that public amenities should be delivered concurrent with development. Staff has proposed incorporating policies outlining the expectations for the public realm features. This is intended to contribute to a complete community as development progresses over time.

Stormwater Management and Green Infrastructure

The planning of the NUC as a complete community with a mix of uses, and density supportive of higher order transit, is directly aligned with improved resiliency and the type of community planning required to address climate change and adaptation. Having people in close proximity to daily needs and transit assists with reducing automobile dependency. Analysis undertaken as part of the region's climate change work also identified that growth concepts focussed on higher intensity, compact development resulted in lower greenhouse gas emissions compared to development characterized by lower densities and new greenfield development.

The recommended OPAs have been prepared to conform to the town's sustainability objectives, acting on Council's declaration of a Climate Change Emergency on June 24, 2019. The NUC Review and planning outcomes of the study provide an important opportunity to address this emergency by reducing the impact of land uses on climate change.

Council suggested staff explore strengthening language regarding stormwater management and green infrastructure including the consideration of permeable spaces (parking areas). Staff is maintaining the requirement to implement stormwater management techniques and best practices, including low impact development, in accordance with provincial environmental permissions and obligations for municipal stormwater management systems and to the satisfaction of the Town and Conservation Authority.

Through Environmental Implementation Reports (EIR), the developer will demonstrate that the proposed low impact development (LID) strategy has been prepared in accordance with the legislative requirements by incorporating LID into public facilities like roads, buffers and parks, if appropriate, and justify the strategy.

The NOESP already includes sustainability policies in Section 7.4 Sustainable Development Strategy which applies to the NUC lands. These policies address development form, air / energy efficiency and provide guidance for application review by providing approaches for increase energy efficiency and minimizing environmental impacts in building design. This includes Policy 7.4.4(b)(ii)(5) which recommends "maximizing opportunities for stormwater and grey water reuse including the use of permeable materials for the surfaces of parking lots and internal driveways/roads." In addition, Policy 7.4.4(b)(ii)(8) recommends "incorporating measures to reduce the "urban heat island effect" including installation of reflective (or high albedo) roofs, installation of green roofs, increasing the reflective nature of pavement and planting of shade trees".

CONCLUSION

The NUC Review and resulting recommended Official Plan Amendments which form part of the town's broader Official Plan Review, advance planning for the NUC in a manner that will enable the creation of a higher order, transit supportive, mixed-use and complete community by establishing an SGA boundary for the NUC and policy directions to guide future development in a scale and intensity necessary to support a future 407 Transitway station at Neyagawa Boulevard and Highway 407. The updates to the OPAs clearly and effectively bring this vision forward.

Recommended OPA 326 and OPA 45 are attached in Appendix A to this report and are based on the findings of the NUC Review, including input obtained through Council, key stakeholder, and public engagement. The previous version was attached and presented at the <u>Planning and Development Council - November 25, 2024</u> under item 6.2.

CONSIDERATIONS

(A) PUBLIC

The proposed OPAs were available for review at www.oakville.ca on or before November 5, 2024. Notice of the statutory public meeting was published on November 1, 2024. The recommended OPAs were available for review at www.oakville.ca on or before February 17, 2025.

Additional notices were mailed to property owners within the Neyagawa Urban Core, required agencies as well as Residents and Community Associations.

(B) FINANCIAL

There are no financial implications arising from this report.

Core Review, File No. 42.15.60 - March 3, 2025

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The recommended OPAs were circulated and reviewed by internal town departments with recommendations and considerations incorporated into the final OPA policy.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priority/ priorities: Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

Land use planning provides an important framework for addressing climate change. The NUC is planned as a higher order transit-supportive, mixed-use, medium and high density and complete community. This type of community design and built form helps to reduce GHG emissions by providing opportunities to live and work with the same community, reducing reliance on personal vehicles.

The employment land conversion in the NUC also enables the area to be planned at mix and density of uses that will support a 407 Transitway station, increasing mass transit connectivity within Halton and beyond. The recommended OPAs have been prepared to provide opportunities to increase the resilience of land uses and to reduce the impact of land use planning on climate change.

APPENDICES

Appendix A By-Law 2025-005 - Recommended Official Plan Amendments -

Neyagawa Urban Core

Appendix B Correspondence Received

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