



REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: **Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60**

LOCATION: Neyagawa Boulevard and Burnhamthorpe Road West

WARD: Ward 7 Page 1

RECOMMENDATION:

1. That the report titled “*Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60*”, be received,
2. That comments from the public with respect to proposed town-initiated official plan amendments to implement the results of the Neyagawa Urban Core Review (File No. 42.15.60) be received,
3. That staff consider such comments as may be provided by Council,
4. That the report titled “*Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60*,” 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 facts for consideration in 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.

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- The Neyagawa Urban Core Review was undertaken as part of the town’s on-going Official Plan Review and supports implementation of the town-wide 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 proposed 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 town-wide 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 (the “Draft OPAs”) 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.
 - Given the time elapsed since May 16, 2022, the nature of the changes that have occurred and the new inputs to the NUC Review, a second Statutory Public Meeting is appropriate for the revised draft OPAs.
 - Staff is proposing updates to the Draft OPAs to modernise and update the policy context and to respond to:
 - comments received at Statutory public meeting.
 - feedback from Council.
 - meetings with stakeholders.
 - changes in policy context over the last two years.
 - The effect of the proposed 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 proposed 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 Regional Official Plan Amendment 48 which identifies the area as a Primary Regional Node.

BACKGROUND:

This report presents two official plan amendments (OPAs) for the Neyagawa Urban Core (NUC) strategic growth area (SGA) centred at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West immediately south of Highway 407.

The NUC covers approximately 75 hectares and includes an existing residential area, King’s Christian Collegiate, properties that are the subject of active development applications, appeals of development applications and properties that are expected to redevelop in the coming years.

The NUC lands are governed by the North Oakville East Secondary Plan (NOESP) that is part of the 1984 Town of Oakville Official Plan and are also part of the town-wide urban structure.

The draft OPAs (Appendix A) are the result of the now completed Neyagawa Urban Core Review, a component of the town’s on-going Official Plan Review. The draft OPAs include revised land use policies and designations to guide development-related decisions in the area and provide support for a 407 Transitway station.

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

History of Planning North Oakville

The North Oakville area consists of land located between Dundas Street to the south and Highway 407 to the north, from Ninth Line in the east to Tremaine Road in the west.

In 1987, these lands were set for growth through the Halton Urban Structure Plan (HUSP), which assessed growth potential and infrastructure needs across Halton’s municipalities, including Oakville. HUSP identified North Oakville as an area for urban expansion, recognizing the connection between growth and infrastructure.

Following the HUSP recommended regional structure, Oakville conducted a detailed land-use planning process in the 1990s and 2000s. This involved public consultations, technical studies, and policy development, culminating in the creation of the North Oakville East Secondary Plan (NOESP) and the North Oakville West Secondary Plan (NOWSP), both approved by the Ontario Municipal Board (now the Ontario Land Tribunal) in 2008 and 2009, respectively.

These plans focus on sustainability, promoting a mix of land uses, protecting the natural environment, and implementing a modified grid road system to improve transit that enhances transportation options for transit and pedestrians.

The vision for North Oakville is to create a compact, pedestrian-friendly urban community with diverse housing options, from large-lot detached homes to tall buildings and including all tenure types.

The North Oakville Secondary Plans outline key planning components, including:

- A Natural Heritage System,
- Urban Core Areas, the densest parts of the plan located,
 - along Dundas Street
 - along Trafalgar Road
 - at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West
 - at the intersection of Dundas Street West and Bronte Road
- Neighbourhood Areas featuring low- to medium-density housing
- Employment Districts along the south side of Highway 407
- Parks, schools, and Neighbourhood Activity Nodes
- A grid-based road system for enhanced connectivity.

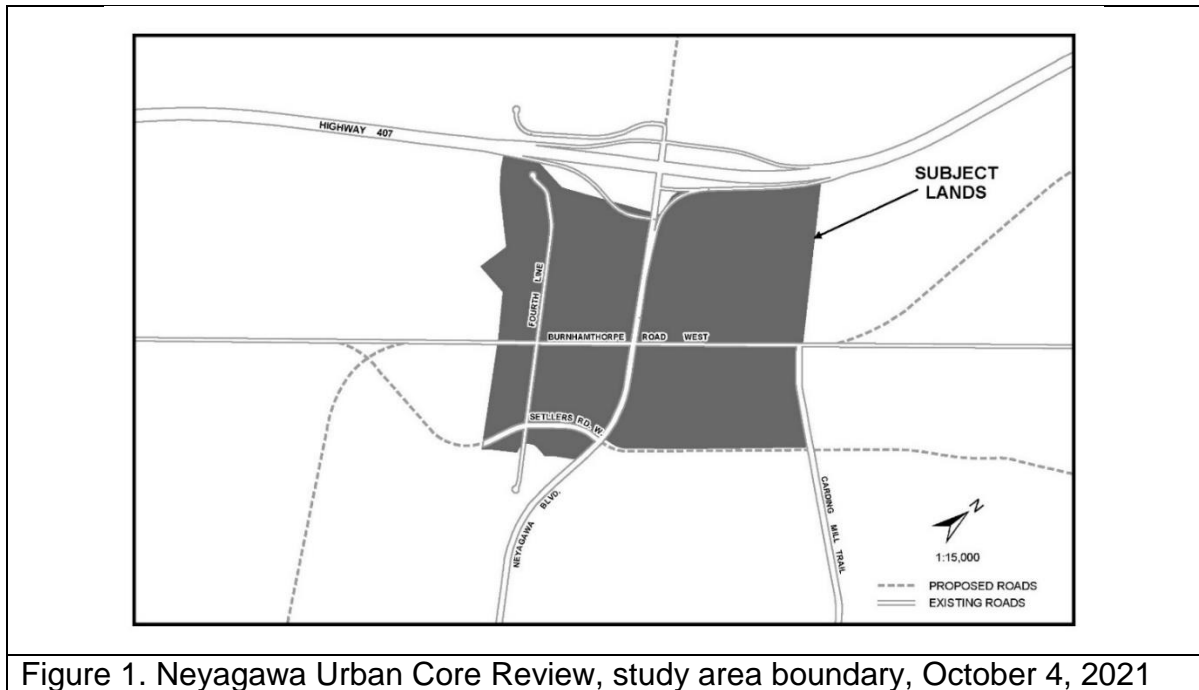
Staff notes that a key feature of the NOSP has been to guide long-term planning and protection for the future 407 Transitway stations. This has been reflected in numerous planning approval decisions by Town and Regional Councils since the plans came into effect in 2008-2009.

Chronology - Neyagawa Urban Core Review

The NUC Review was initiated 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). Through this report, staff introduced the review and provided background information and preliminary analysis.

At that meeting, Council endorsed the study area boundary for the review (Figure 1), directed staff to undertake additional analysis and consultation regarding the NUC

area including the development of an Area Specific Plan, to prepare subsequent town-initiated OPAs for the NUC, and report back at a future meeting of Planning and Development Council.



A virtual [Public Information Meeting](#) was held on February 17, 2022 to provide background information and allow an opportunity for the community to ask questions and provide input to the study.

A [Statutory Public Meeting](#) was held on May 16, 2022, for two town-initiated proposed official plan amendments for the NUC based on work undertaken by town staff and reflecting the current direction for the NUC within the town's urban structure and Official Plan Review.

At that time, this program included work related to the town's Urban Structure Review, Employment and Commercial Review, Main Street Growth Area Reviews and the North Oakville Secondary Plans Review.

Since then, additional planning work and changes occurred affecting the NUC Review including:

- A series of approvals for Regional Official Plan Amendment (ROPA) No.49 that had impacts on the region and town's urban structure. This ROPA sets out future regional population and employment growth to 2051.

- A substantial number of impactful changes to the legislated provincial planning framework including Bill 185 that on July 1, 2024, re-defined Halton Region as an upper-tier municipality without planning responsibilities.
- The [North Oakville East Commercial Study](#) completed in November 2024, and that provides a comprehensive understanding of the current and future commercial needs in the NOESP area including the NUC.
- A new Provincial Planning Statement, 2024 (PPS 2024) that came into effect October 20, 2024. This replaces the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019.

Given the time elapsed since May, 2022, the nature of the changes that have occurred and the new inputs to the NUC Review, a second Statutory Public Meeting is appropriate for the revised draft OPAs. This will give Council and the public an opportunity to review the draft OPAs and to provide comments.

Planning the 407 Transitway

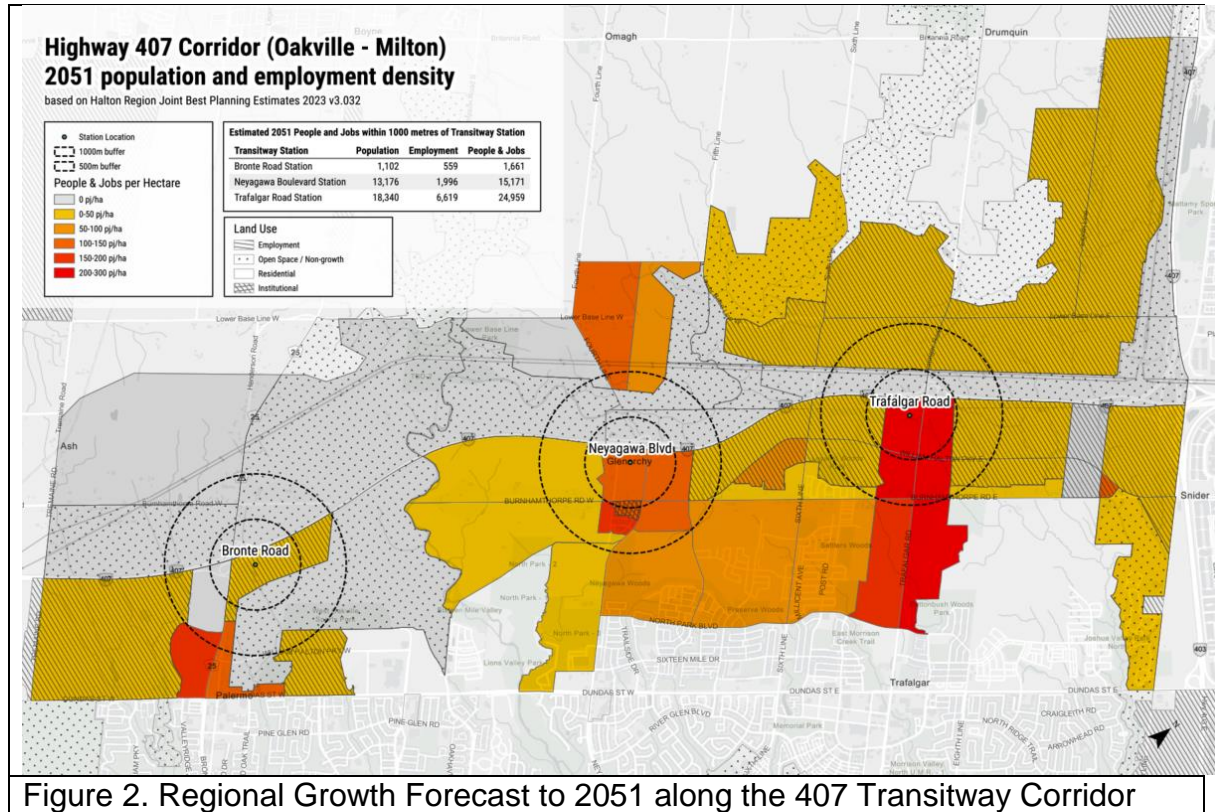
The 407 Transitway is a major transit facility planned for the Highway 407 Corridor that will run between Brant Street in the City of Burlington to Brock Road in the City of Pickering. It will consist of a two-lane, grade separated facility on an exclusive right-of-way designed for bus rapid transit but with the opportunity to convert to light rail in the future if needed.

An integrated [Transit Project Assessment Process](#) (EPR) was completed for the 407 Transitway in 2020. Staff reviewed the EPR and noted the absence of a Transitway station at the intersection of Highway 407 and Neyagawa Boulevard, where previous versions of the Transitway plan had shown a station in the NUC area.

Staff had initially provided comments to the province on the EPR, and of primary concern was the way the Neyagawa Station Area in the provinces' report did not reflect the planned intent for these lands as outlined in either the town's Official Plan or Region's Official Plan.

The town identifies lands in the vicinity of the station area as a strategic growth area while the province characterized the lands as remaining rural. This characterization is what drew the future of a station at Neyagawa into question.

Following the completion of the EPR, staff continued to provide information to the province in support of 407 Transitway station at Neyagawa Boulevard and Highway 407. The most recent of these communications included the growth forecast information presented in Figure 2.



Staff notes that on-going support for a 407 Transitway Station has been achieved through the Regional Official Plan Review and subsequent approvals of ROPAs by the Minister of Municipal Affairs and Housing most notably:

- confirmation of the regional urban structure embedding Oakville’s town wide urban structure
- identification of the NUC as a strategic growth area and a Primary Regional Node,
- Establishment of a minimum density of 160 people and jobs combined per ha

The province has indicated most recently that they will re-examine the need for a 407 Transitway Station in the NUC. The town, in collaboration with the region, the Town of Milton and land development stakeholders in the NUC continue to provide information to the province and counterparts in the Ministry of Transportation and the 407 Transitway Groups. The planned extension of James Snow Parkway to begin construction in 2031, as per Halton Region’s 2024 Capital Plan, further supports the involvement of Milton and the benefit of the station to the broader area.

Planning Framework and Policies

The provincial planning framework continues to evolve and in recent years, there have been key changes to provincial plans and policies. The following sections identify policies and planning frameworks 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. The proposed OPAs are intended to be brought forward under Section 21 of the *Planning Act*.

Provincial Planning Statement

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.

Excerpted sections from PPS 2024 that were relied upon for planning the NUC are attached in Appendix B, including:

- 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
- 3.9 Public Spaces, Recreation, Parks, Trails and Open Space
- 8.0 Definitions

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 land-use 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 applying the ROP, this also means that the region is no longer the "approval authority" for Local Municipal Official Plans or amendments.

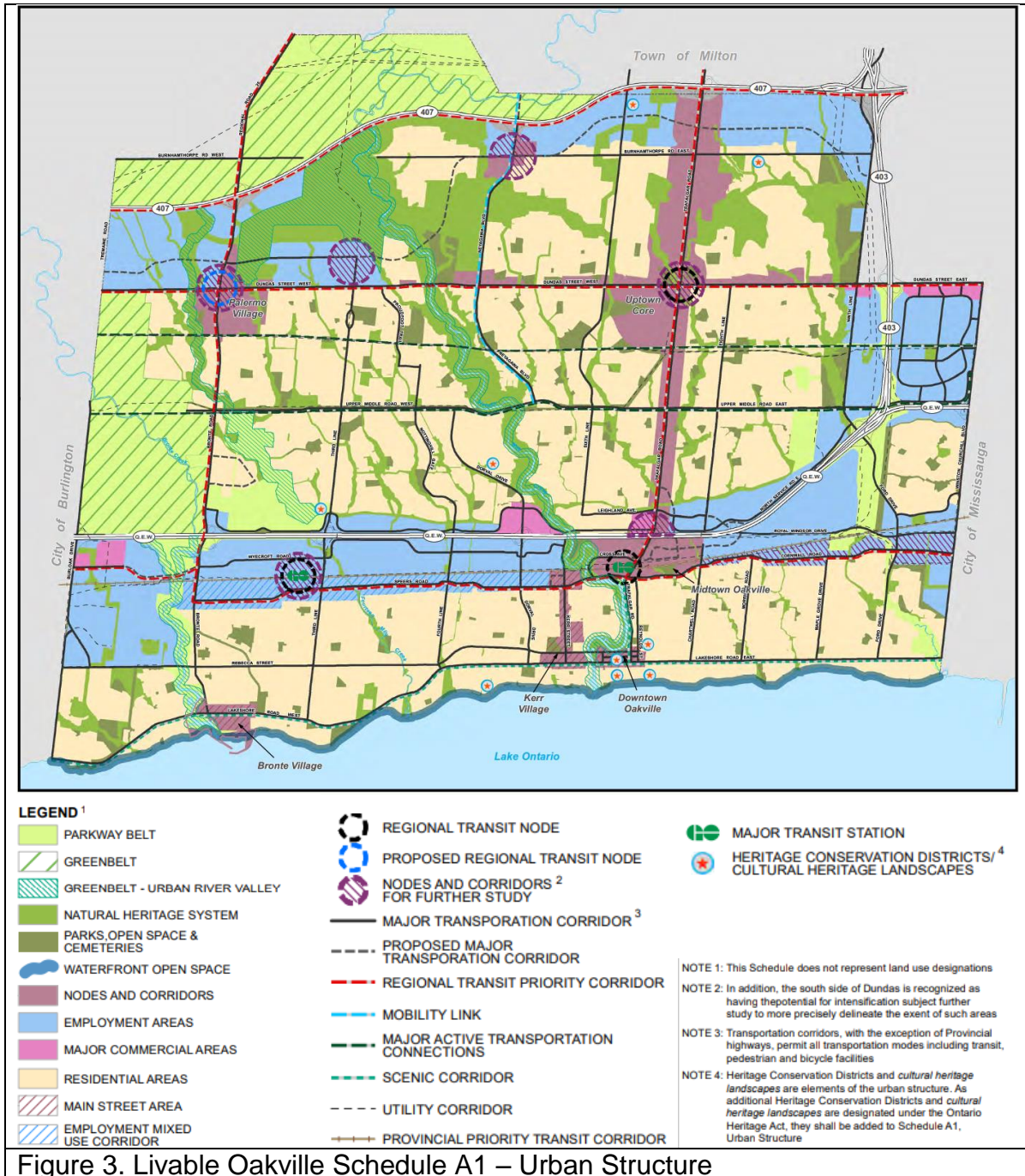
Prior to the changes in the region's role in land use planning, the Regional Official Plan Review was underway. Two key Regional Official Plan Amendments (ROPA) resulted from this process: ROPA 48 and ROPA 49.

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. Excerpted sections from the ROP that were relied upon for planning the NUC are attached in Appendix C, including policies for the Urban Area and the Regional Urban Structure as well as Strategic Growth Area Targets.

Livable Oakville Official Plan

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 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 residential areas and direct growth to a system of Nodes and Corridors supported by planned and future transit.



1984 Oakville Official Plan

This 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.

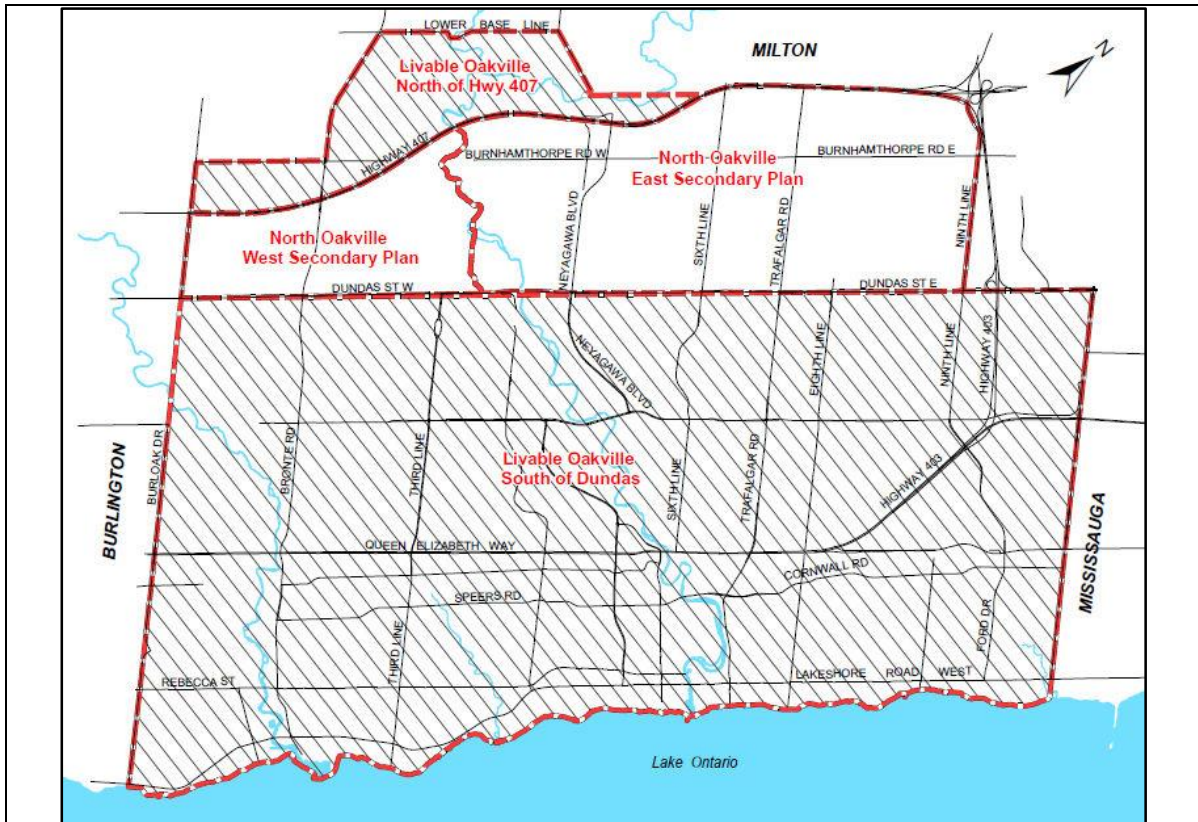


Figure 4. Areas governed by the Town of Oakville Official Plans

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.

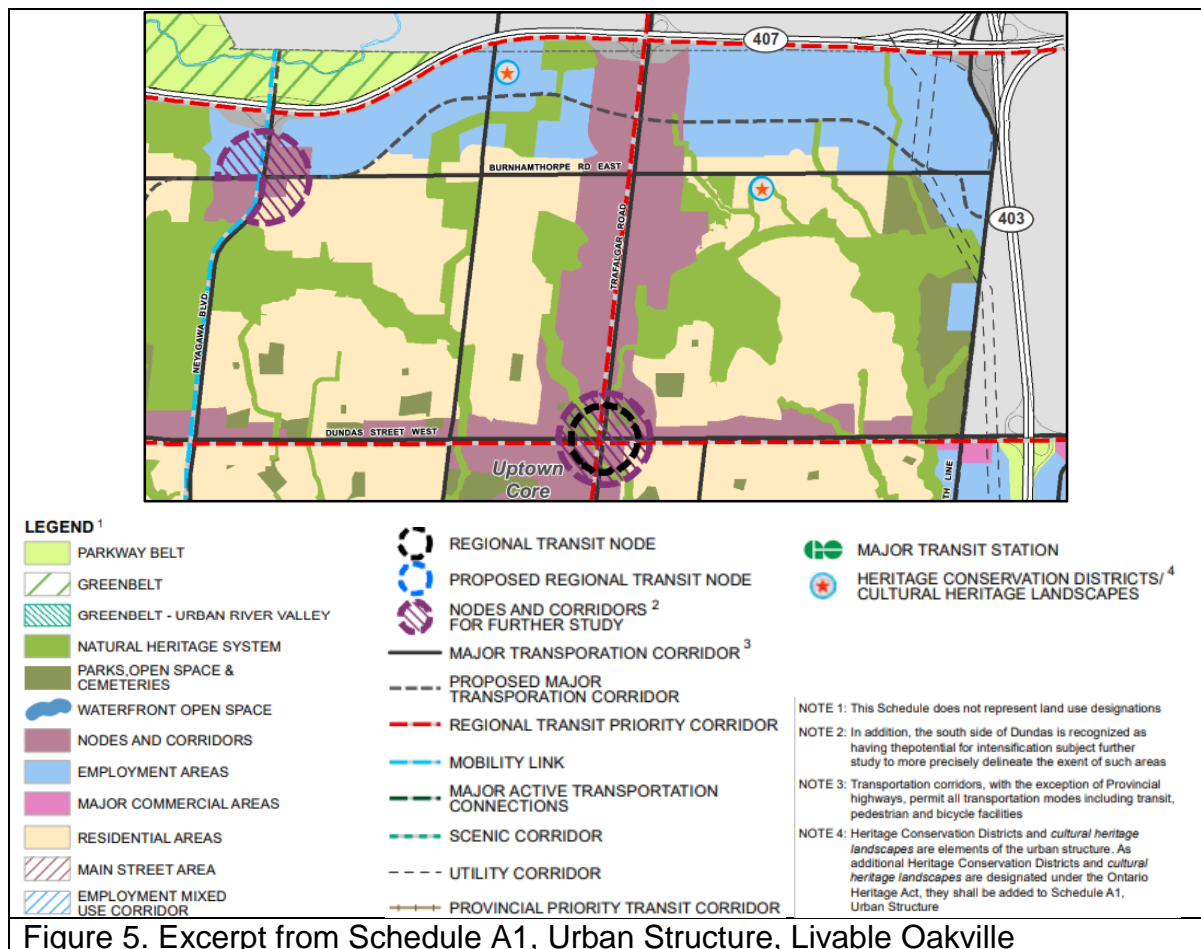


Figure 5. Excerpt from Schedule A1, Urban Structure, Livable Oakville

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.

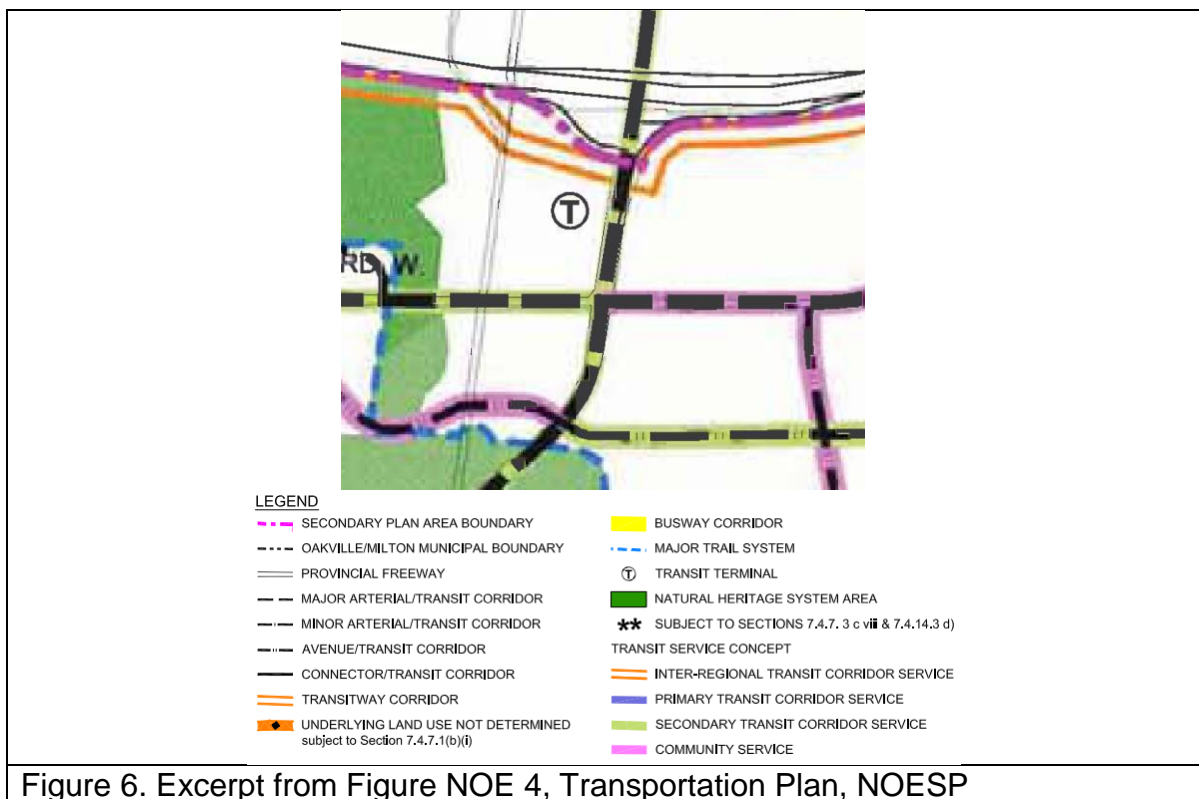


Figure 6. Excerpt from Figure NOE 4, Transportation Plan, NOESP

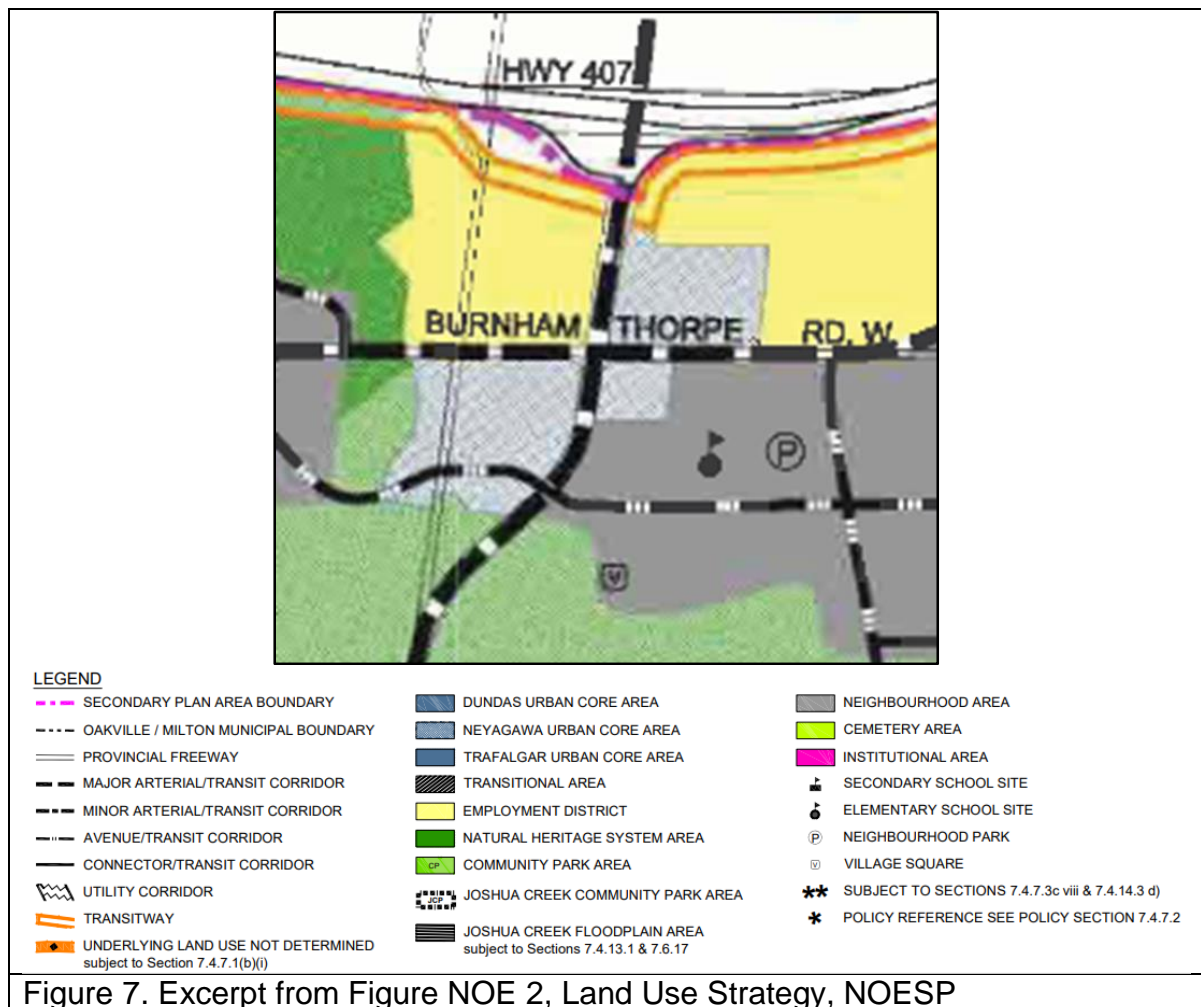
Excerpted sections from the North Oakville East Secondary Plan that were relied upon for planning the NUC are attached in Appendix D, including

- 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 as providing the most dense 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.

From a land use perspective, Section 7.6, Land Use Strategy (Figure 7), provides the following existing designations for the broader NUC lands.



The study area currently includes three designations: Neyagawa Urban Core, Neighbourhood Area and Employment District. The Neyagawa Urban Core Area (Section 7.6.6) is intended to allow the creation of a secondary core area at the intersection of Neyagawa and a new east-west Major Arterial/Transit Corridor. 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.

The Neighbourhood Area (Section 7.6.7) is intended for the development of residential neighbourhoods with a mix of development including a range of housing, public service facilities and limited commercial uses.

The Employment District (Section 7.6.8) is intended to protect for and establish a range of development opportunities for employment generating industrial, office and service employment uses. Where applicable, the range and scale of uses are to be designed to be sensitive to the adjacency and compatibility with residential neighbourhoods, or to reflect a visible location on and exposure to highway corridors and major roads.

COMMENTS:

The following sections outline the process and results of the Neyagawa Urban Core (NUC) Review and provide an overview of the proposed official plan amendments (OPAs) for consideration by Council and the public.

Following the statutory public meeting and analysis of the comments received from the public and Council, staff recommended OPAs for consideration at a future meeting of Planning and Development Council.

The following describes the process and outcomes of the NUC Review, including:

- Study area and existing conditions.
- Study milestones
- Public engagement program
- Active development applications
- Analysis and key study results
 - employment area conversion
 - land use compatibility
 - Neyagawa urban core area boundary
 - population and employment capacity
 - North Oakville East Commercial Study
 - parks and open space
 - justification for a 407 Transitway station

- responding to climate change
- details of the proposed official plan amendments
- Conformity with Provincial and Regional Policy

Neyagawa Urban Core Review

Study Area and Existing Conditions

The NUC Review study area, centred on Burnhamthorpe Road West and Neyagawa Boulevard is shown in Figure 1. The lands are adjacent to Highway 407 and the Town of Milton to the north (Figure 8).



Figure 8. Context Map

The NUC Review area comprises approximately 75 ha. The area is still largely rural and vacant except for an existing residential subdivision and an institutional use (secondary school) in the southwest quadrant.

Study Milestones

The NUC Review was initiated in the fall of 2021 and has been underpinned by on-going engagement with Council and the public as well as agency and key stakeholders, regional and provincial staff, and affected landowners.

Key milestones of the review include:

- Engagement with Ministry of Transportation (MTO) and the region over the course of 2021.
- An October 4, 2021, report received by Planning and Development Council, entitled “Neyagawa Urban Core Review – Background and Preliminary Directions” which introduced the study and provided background information and initial analysis by staff.
- Meetings with affected landowners, agency staff, and Council members during the fall of 2021 and winter 2022
- Study webpage launched, January 2022
- Public Information Meeting, hosted by staff on February 17, 2022
- Statutory Public Meeting and proposed official plan amendment, May 16, 2022
- Continued discussions with MTO/407 Transitway group through 2024
- Meetings with affected landowners, and Council members throughout 2024
- Input from the town’s North Oakville East Commercial Study
- Circulation of the OPAs through internal departments for review and comment
- Best practice review of policies within NOESP and Livable Oakville
- Research to address questions and comments from the May 16, 2022, Statutory Public Meeting
- November 25, 2024, Statutory Public Meeting and updated proposed official plan amendment.

A recommendation report and official plan amendment for Council approval will be prepared following input received from the Statutory Public Meeting held November 25, 2024.

Public Engagement Program

The NUC Review was informed by a public engagement program which included:

- Meetings with Ward 6 and 7 Councillors.
- Correspondence and meetings with landowners within the study area.

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- Correspondence with MTO regarding the 407 Transitway and potential station within the NUC.
 - A Public Information Meeting held on February 17, 2022, to provide information on the study and solicit input from key stakeholders and the public.
 - A Statutory Public Meeting on May 16, 2022.

The initial Statutory Public Meeting on May 16, 2022 provided Council the opportunity to hear public delegations on the proposed OPAs, ask questions of clarification and identify planning matters to be considered. The following resolution was passed:

1. *That the report titled Public Meeting Report – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60, May 16, 2022, be received.*
2. *That comments from the public with respect to proposed town-initiated official plan amendments to implement the findings of the Neyagawa Urban Core Review (File No. 42.15.60) be received.*
3. *That analysis of the following matters of interest to Council be included as part of the recommendation report:*
 - a. *have further consideration of current neighbourhood trends as North Oakville builds-out, and what are the implications to longer term planning matters in consideration of climate change.*
 - b. *provide clarity around the types of proposed employment uses.*
 - c. *examine the overall range of proposed heights and densities to ensure we are meeting our Urban Structure objectives, and the planned transit station.*
 - d. *provide background and context regarding the D6 land use guidelines and implications to proposed NUC policies.*
4. *That the report titled Public Meeting Report – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60, May 16, 2022, be forwarded to the Ministry of Transportation to support the consideration of a 407 Transitway station at Neyagawa Boulevard and Highway 407.*

This report allows for additional feedback from the public since the policy landscape has evolved, the town has pledged to facilitate the delivery of 33,000 new homes by 2031, and substantial changes have been made to the proposed OPAs. Staff will

present a subsequent recommendation to Council, including any revisions to the proposed official plan amendments, considering input received.

Active Development Applications

There are two significant development applications affecting the southeast quadrant of the study area. The proposed development applications for the Sherborne Lodge (Figure 9) and Remington/ENO (Figure 10) applications are under review by the town. Statutory Public Meetings for the proposed developments were held on [March 7, 2022](#) (Items 6.1 and 6.2 on the Planning and Development Council meeting agenda), to present the applications to Council and provide opportunity for public input.

The proposals include plans of subdivision which provide for a mix and range of uses including residential, commercial and community amenities (park and school). The proposed plans also provide for connectivity with surrounding road pattern, built form and character compatibility with the existing residential development within the southwest quadrant of the study area.

The plans do not propose any change to the natural heritage system (NHS). The development applications will be considered in the context of the in-effect policies and the emerging intent of the NUC study.



Figure 9. Sherborne Lodge – Proposed Draft Plan of Subdivision

The Sherborne Lodge Zoning By-law Amendment and Draft Plan of Subdivision Application (File No. Z.1319.10, 24T-21008/1319) provides for a new village square and an elementary school block and total of 513 new residential dwelling units, including: 70 single-detached lots, 147 townhouses (on-street, double frontage and back to back townhouses) and 296 apartment units.

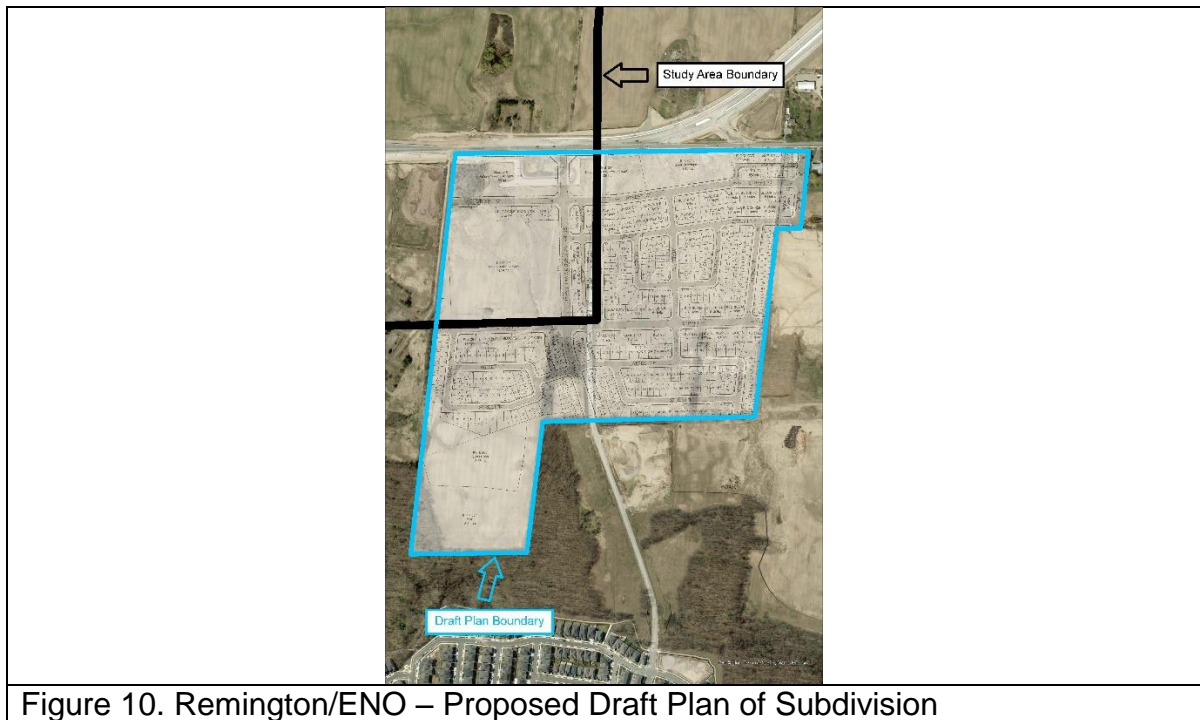


Figure 10. Remington/ENO – Proposed Draft Plan of Subdivision

The proposed Remington/ENO Official Plan, Zoning By-law Amendment and Draft Plan of Subdivision Application (File No. OPA1317.07, Z.1317.07 and 24T-21007/1317) consists of 287 single detached dwellings, 307 townhouse dwellings (street based, land based and live rent townhouses) and three future mixed use apartment blocks, one neighbourhood park and an elementary school block.

Since 2022, development applications for the northwest quadrant were submitted by Argo Neyagawa Corporation (OPA.1220.02, Z.1220.02 and 24T-24001/1220) for Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision (Figure 11).

A Statutory Public Meeting was held at the [May 21, 2024 Planning and Development Council](#) meeting as Item 6.4 on the agenda. The applicant has since appealed the applications to the Ontario Land Tribunal (OLT) for a lack of decision by Council within 120 days of a complete application.

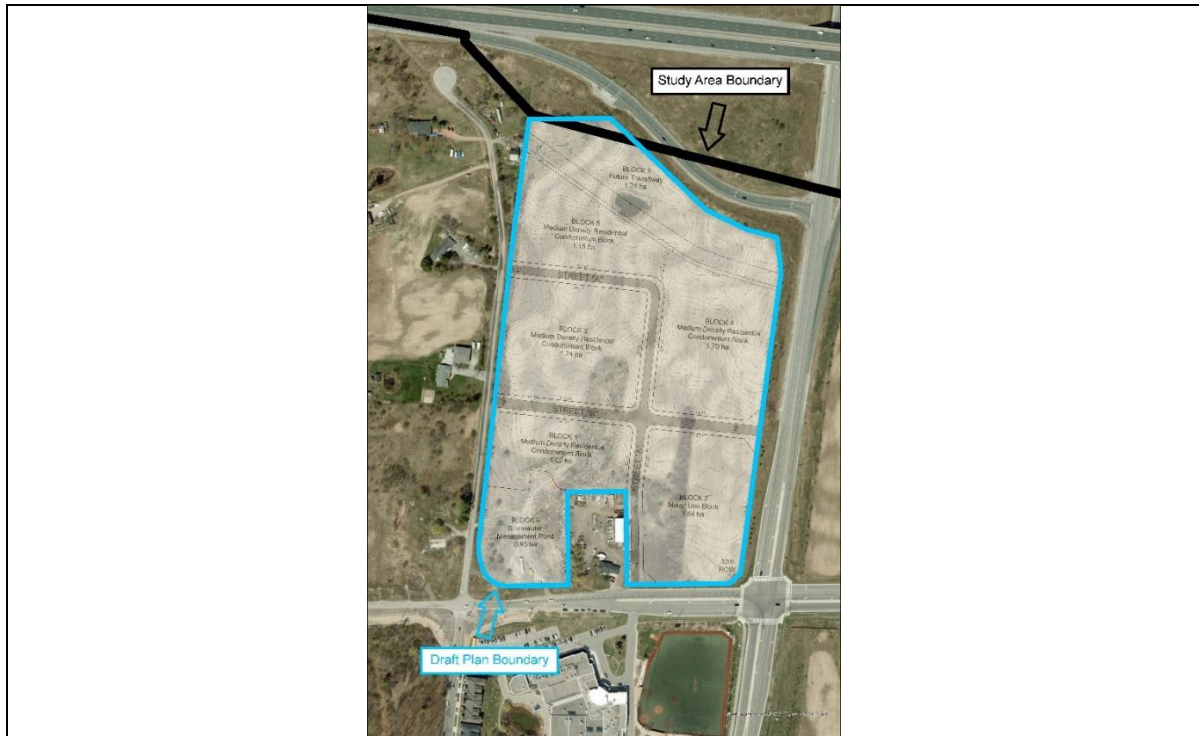


Figure 11. Argo Neyagawa Corporation – Proposed Draft Plan of Subdivision

The Argo application proposes to develop the subject lands as a mixed-use community with residential, a stormwater management pond, as well as provide opportunities for commercial on the ground floor of a mixed-use block. The Applicant’s proposal consists of a mix of apartment dwellings, laneway townhouses, back-to-back townhouses and dual frontage townhouses totaling just under 1,000 new residential units.

Analysis and Key Study Results

The NUC Review involves analysis of town, regional and provincial policies guiding growth and development. The proposed OPAs resulting from the study will update the policy framework to guide growth-related decision making in the NUC Area in a manner that supports creation of a complete community with a mix of uses and density sufficient for higher order transit. A summary of key considerations related to study outcomes and the proposed OPAs follows.

Neyagawa Urban Core Area Boundary

A central matter addressed through the NUC Review was the refinement of the NUC Area boundary within the study area boundary (Figure 12).

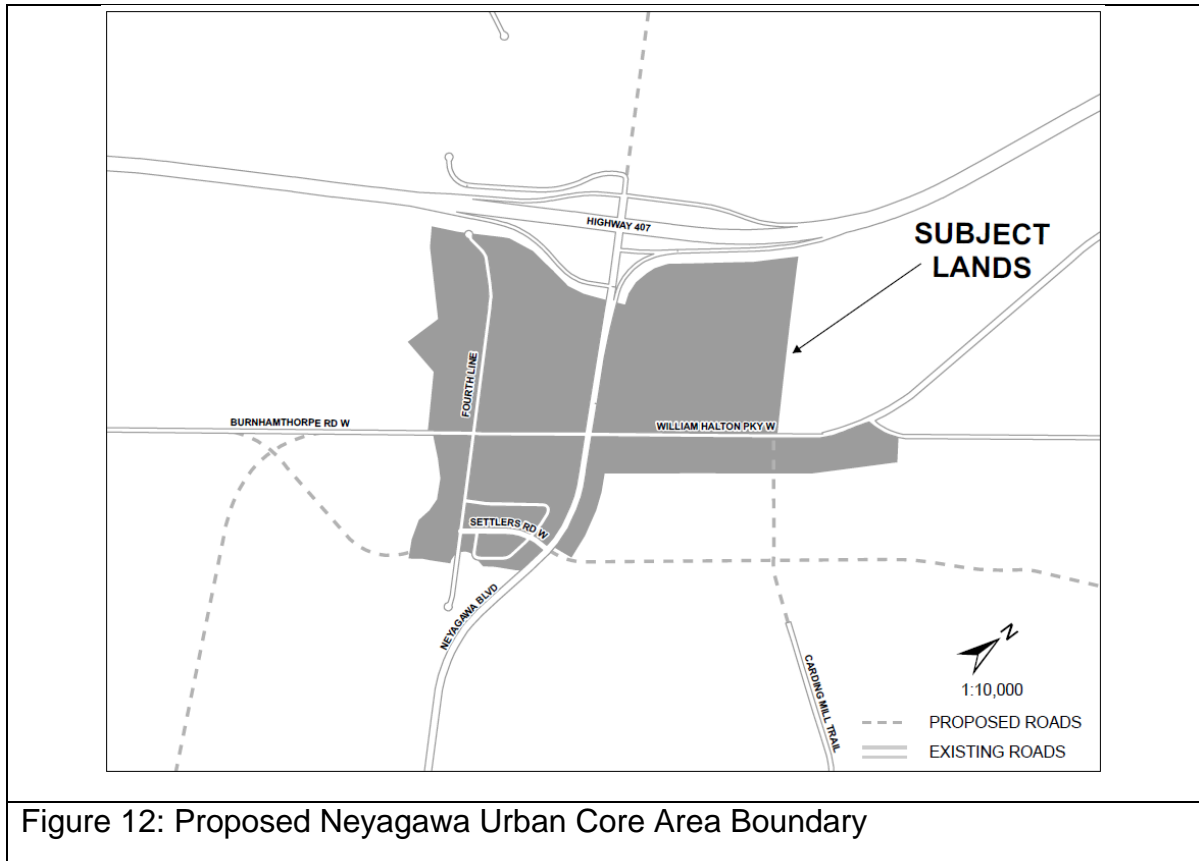
The new boundary shown below will be used to delineate the NUC Area designation within the North Oakville East Secondary Plan and the NUC boundary as part of the

urban structure in the Livable Oakville Plan, through the proposed official plan amendments presented in this report. The proposed NUC Area boundary will implement the Employment Area conversion by including the lands proposed to be converted to mixed use and increase the land area and growth potential of the NUC Area.

The boundary was established while considering existing development, planning applications including draft plans of subdivision, Employment Area conversion considerations, appropriate transition with the adjacent Employment Area lands and the location of existing and planned road network and transit facilities.

The proposed NUC Area boundary includes includes lands subject to the Argo application in the northwest quadrant, a portion of lands subject to the Sherborne Lodge application and a portion of lands subject to the Remington/ENO Official Plan application in the southeast quadrant.

The expansion of the NUC boundary to the east supports a mixed-use node proposed through the Remington/ENO application. The NUC boundary is proposed to be extended along William Halton Parkway, a major road. It reflects a higher built form and increased number of units to support the transit terminal and reinforces and expands the vision for the NUC. It also reinforces the activity node function and allows for non-residential uses by introducing mixed use permissions. It reinforces the commercial node function discussed in the North Oakville East Commercial Study Report.



Employment Area Conversion

An employment conversion of the northeast and northwest quadrants took place at the regional level through ROPA 49 that came into effect on November 4, 2022. This conversion was the result of analysis and engagement with the public.

The proposed OPAs account for that employment conversion and update the lands highlighted in blue in Figure 13. The lands comprise approximately thirty-five hectares currently designated Employment District within the North Oakville East Secondary Plan and are proposed to be converted to Neyagawa Urban Core. The Employment Area conversion will enable development of the NUC Area as a mixed use, complete community at an overall density and persons and jobs capacity sufficient to support higher order transit.

The NUC is a strategic location within the regional urban structure and is currently designated as a Primary Regional Node in the ROP. The NUC is considered a strategic growth area in the context of the PPS, 2024, and represents a key location within the broader town and regional transportation system and mobility plans.

The Employment Area conversion in this location also supports a range of planning goals related to addressing the climate emergency, enabling 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 providing opportunities for additional commercial development in North Oakville.

The Employment Area conversion is being implemented, conforming with provincial and regional policy direction for planning for Employment Areas. Further considerations are discussed through the [Statutory Public Meeting](#) Report that was held on May 16, 2022.

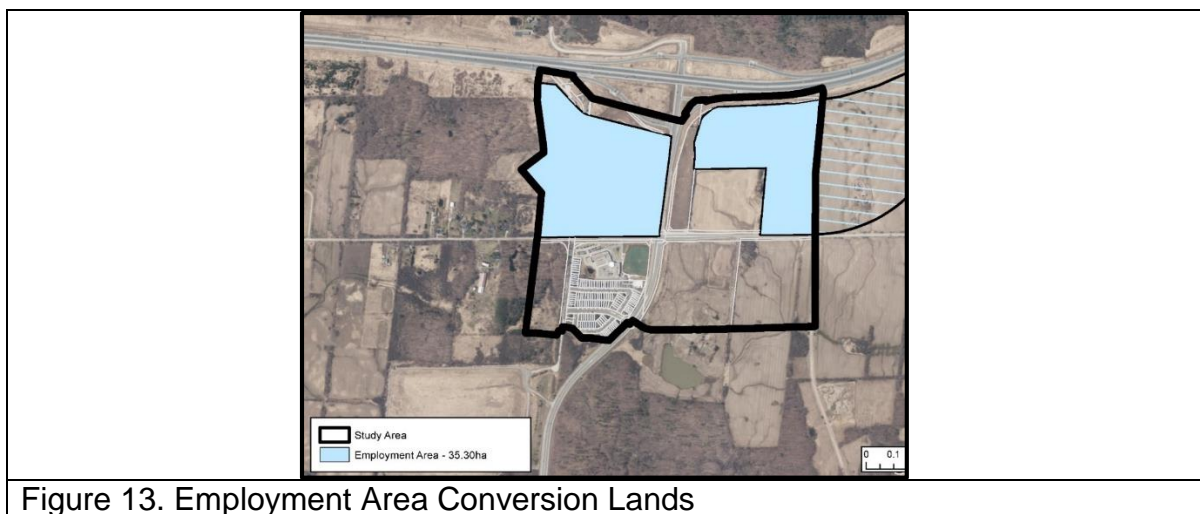


Figure 13. Employment Area Conversion Lands

Land Use Compatibility

Although there are some lands considered for conversion, there are still lands to the east of the NUC that are remaining employment. At the last Public Meeting, potential concerns regarding compatibility were brought up.

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.

Planning authorities are to ensure the long-term operational and economic viability of major facilities and avoid / minimize and mitigate any adverse effects from odour, noise and other contaminants and minimize risk to public health and safety.

Additionally, Policy 2.8.1, Supporting a Modern Economy, specifically policies (d) and (e), encourages intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities and

addressing land use compatibility adjacent to employment areas by providing an appropriate transition to 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.

Policy 7.5.17 in the NOESP speaks to standards designed to enhance the compatibility of permitted employment uses with residential and other sensitive developments located within nearby non-employment designations. Policy 7.6.8.1 also speaks to compatibility of employment areas with residential neighbourhoods.

As mentioned under Item 6.2, town-Initiated Official Plan Amendments to preserve the town's protected employment areas, at the [October 15, 2024, Planning and Development Meeting](#), an employment area review and subsequent comprehensive official plan and zoning by-law amendments are planned in response to the new provincial direction regarding "areas of employment". The review is intended to determine a long-term approach for the town's employment areas. Until the review is complete, interim approaches are being taken to protect the town's employment lands.

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 proposed 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.

Allowing a commercial plaza in the north east quadrant of the NUC will assist with land use compatibility and appropriate transition. Proposed policy 7.6.6.2(j) of the proposed OPA requires development adjacent to employment districts to buffer and transition to residential and other sensitive land uses which will be implemented through further development applications and site-specific land use compatibility studies.

Population and Employment Capacity, Heights and Densities

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 persons and jobs combined per hectare, and a general target proportion of residents and jobs of 85% to 15%.

Portions of the NUC consist of existing development such as the southwest quadrant that is the location for institutional and residential uses. The southeast quadrant contains active development applications that are substantially advanced in their review with recommendations regarding those applications expected before the end of the year in conjunction with progression of the NUC Review.

In 2022, residential heights between 3 and 12 storeys were proposed. Since that time, staff has analysed potential population yield and now proposes greater height permissions north of Burnhamthorpe Road West to ensure the minimum target of 160 persons and jobs combined per hectare is achieved.

To accommodate the projected growth, staff is proposing to increase permitted heights for residential and mixed use development in the northern quadrants to 18 storeys with a minimum of 5 storeys within 50 metres of the north side of Burnhamthorpe Road West and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe West right-of-way. Beyond the 50 metres, a minimum of 3 storeys will be required. The intent of this approach is to create a gateway along Neyagawa Boulevard and Burnhamthorpe West. Heights will then transition lower throughout the blocks. To encourage the integration of commercial uses, stand-alone commercial buildings are permitted; however, should be at least two storeys.

Proposed policy 7.6.6.4 of the proposed OPA outlines the minimum density and minimum and maximum heights for the NUC.

To assist with managing the built form, additional urban design related policies have been added to the proposed OPA since the 2022 version to encourage quality community planning and development.

North Oakville East Commercial Study

The town initiated the North Oakville East Commercial Study (NOECS) 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 cooperation with Gladki Planning Associates undertook the review and concluded with the study report “North Oakville East Commercial Study” in November 2024.

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. Staff is proposing minimum commercial requirements based on quadrants of the NUC to assist with the delivery of commercial uses with the understanding that the delivery will be further defined through the Zoning By-law.

The NOECS report includes a “Summary of Warranted Space by Location” which provides a rough 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 proposed minimum commercial requirements within the OPA.

As a result of the NEOCS, staff has shifted their approach to commercial uses in the Neyagawa Urban Core. In 2022, the proposed OPA required all commercial uses to be located on the ground floor of a mixed use building and all parking to be located within a structure. The NOECS report recommends not requiring commercial in the ground floor in all areas and to build in flexibility related to parking as interim conditions. The proposed OPA now allows flexibility of the format of commercial uses.

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

Parks and Open Space

The [Town of Oakville Parks Plan 2031](#) (Parks Plan) was endorsed by Council at the [April 8, 2024 Planning and Development Council Meeting](#) as Item 7.2 on the agenda.

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.

Page 51 of the Parks Plan provides estimates for what should be achieved in the various Strategic Growth Areas to reach the Achieved Parkland Target of 12%. This document helps guide parks planning to 2031 and should be kept in consideration as development applications come in to build out the NUC.

In an effort to support an improved public realm and offset limitations as a result of the Master Parkland Agreement, staff has introduced section 7.6.6.7 Public Realm and Amenity in the proposed OPA as seen in Appendix A.

Justification for 407 Transitway Station

The location of the NUC, centred at the intersection of Burnhamthorpe Road West and Neyagawa Boulevard, remains advantageous from the perspective of the transportation network and the delivery of higher order public transit. The existing, in-effect NOESP policies identify a future transit station at Neyagawa Boulevard and Highway 407. The Province has provided comment to past development applications in the area that reinforced the required protection for the future station.

A key consideration of the NUC Review and resulting proposed official plan amendments is to deliver a 407 Transitway station at Neyagawa Boulevard and Highway 407. Planning the NUC as a mixed use, complete community at a density level sufficient for higher order transit is central to this consideration. Figure 14 below illustrates the location of the potential station which conforms with provincial, regional and town plans.

A key input to the NUC Review was additional analyses of planned function, built form and population and employment potential to assess and support the viability of a 407 Transitway station in the NUC. Correspondence and engagement with regional and provincial staff was also undertaken to ensure that the station be implemented as planned for by the province, region and town.

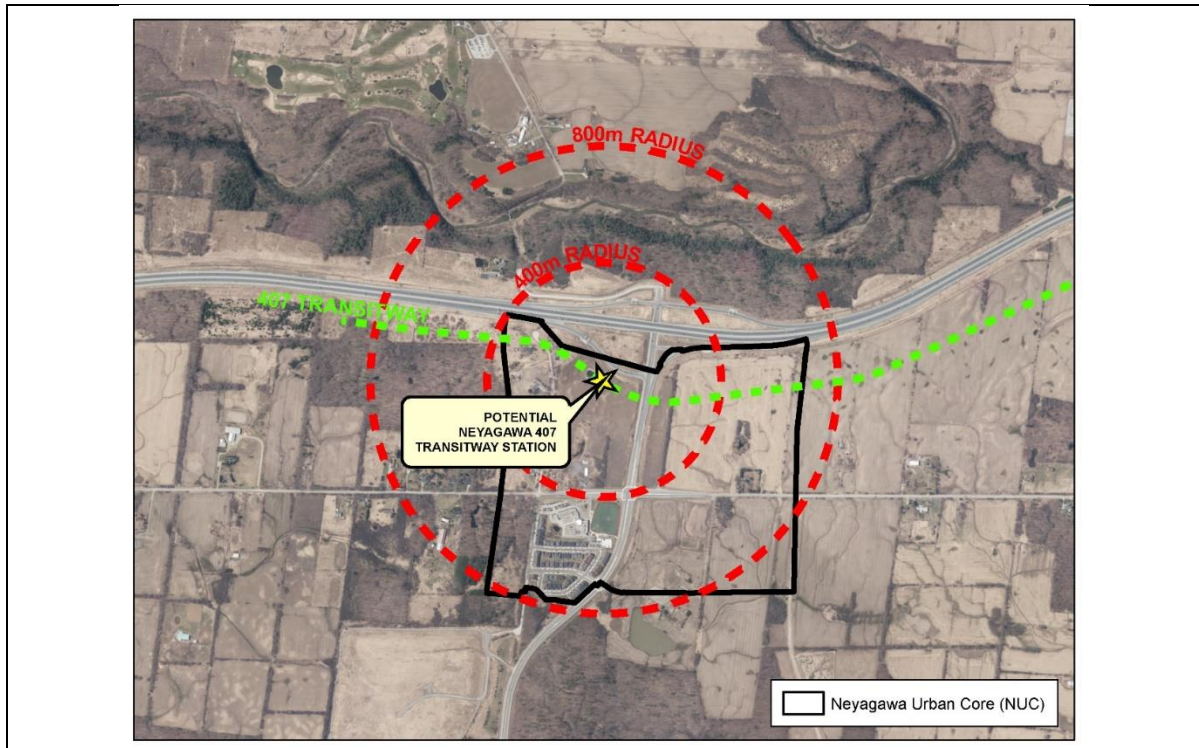


Figure 14: Potential Location for Neyagawa 407 Transitway Station

Responding to Climate Change

The [Council Resolution from May 16, 2022](#) for Item 6.3 requested further consideration of current neighbourhood trends as North Oakville builds-out, and what are the implications to longer term planning matters in consideration of climate change. A significant response to current trends and consideration of climate change resilience is the approach taken to stormwater management and the incorporation of stormwater management policies in the proposed OPA. Proposed policies under 7.6.6.3.2 Stormwater Management intends to require stormwater management best practices in accordance with provincial environmental permissions and obligations for municipal stormwater management and to reduce flood risks.

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 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 greater amount of new greenfield development.

The proposed 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.

Amending Oakville's Official Plan Policies

As a result of the factors discussed through this report, the policies of the NOESP are proposed to be amended. Proposed policies were reviewed for the purpose of updating direction to ensure that the appropriate permissions and guidance are in place to support development of the NUC as envisioned and to conform with town, regional and provincial direction for managing growth and land use.

Policy updates to the NOESP (and Livable Oakville, as appropriate) are proposed to ensure the NUC Area:

- contributes to the town-wide urban structure.
- contains a mix and range of uses and built form.
- achieves a complete community with housing and employment opportunities.
- has appropriate direction for transportation, parking, parkland, natural and cultural heritage, urban design and the public realm.

- is of a density to support higher order transit and a 407 Transitway station.
- represents development that is responsive to the climate emergency.

Since the May 2022 Public Meeting, at a high-level the following updates were made to the proposed OPA 326:

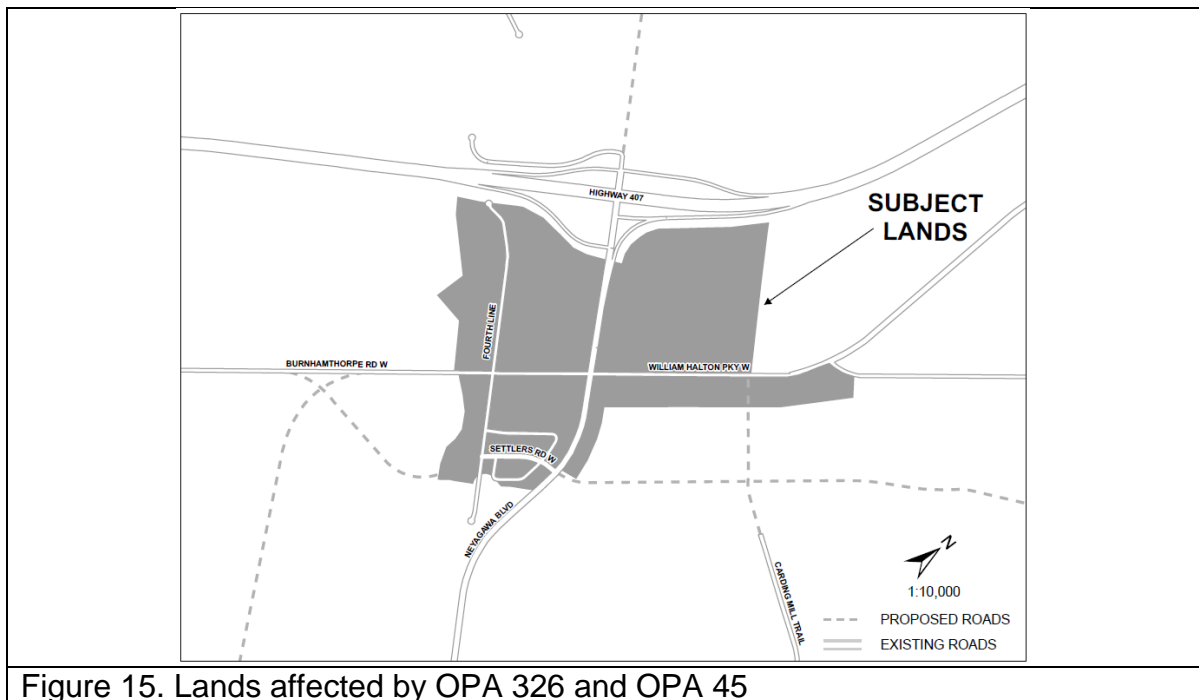
- Permission for stand-alone buildings for retail and commercial uses
- confirmation of 160 people and jobs combined per ha
- Clarification regarding minimum and maximum heights
- Improved clarity on urban design expectations
- Introduced public realm components
- On-going commitment for a 407 Transitway Station

Details of the Proposed Official Plan Amendments

There are two proposed OPAs to implement the findings of the NUC Review affecting the land shown in Figure 15 (attached at Appendix A):

- OPA 326 that applies to the Neyagawa Urban Core in the North Oakville East Secondary Plan,
- OPA 45 that applies to the A1 Urban Structure schedule of the Livable Oakville Plan.
- The effect of the proposed 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 with 12 to 18-storey maximum building heights.
 - 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 parkland dedication and public realm enhancements.
- The proposed 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 proposed 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 proposed OPA 45 will result in revision to the following part of the Livable Oakville Plan:
 - Schedule A1 – Urban Structure.



Conformity with Provincial and Regional Policy

A central aspect of the NUC Review is to ensure that the resulting official plan amendments conform to provincial and regional planning policy directions. The proposed OPAs achieve conformity through the planned mixed use, higher order transit supportive density and complete community aspects.

PPS, 2024

The proposed OPAs achieve 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.

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 land use compatibility, wise management of resources, and protecting public health and safety.

Staff is of the opinion that the proposed OPAs conform with PPS, 2024.

Halton Region Official Plan

The ROP provides policy direction for land use planning in the region. All development in Oakville is subject to the policies of the Regional Official Plan. The NUC is designated Urban Area on Map 1 of the ROP.

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.
- 10) 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. Appendix C includes a full excerpt of 77(5). Staff is of the opinion that the goals and objectives of 77(5) are achieved through the proposed OPAs.

Since the last Public Meeting, 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 implemented a conversion of Employment Area lands within the NUC boundary. These lands are located north of Neyagawa. 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 node 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. 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 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.

Staff is of the opinion that the proposed OPAs conform with the ROP.

CONCLUSION

The NUC Review and resulting proposed official plan amendments which form part of the town's broader Official Plan Review, look to 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. The updates to the OPAs since the one presented in 2022 intends to more clearly and effectively bring this vision forward.

Proposed 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 key stakeholder and public engagement. The previous versions presented in 2022 are attached as Appendix B as a reference but will not be relied upon further in this review.

Key outcomes of the study informing the proposed OPAs include establishing an SGA boundary for updating the NUC Area mapping, and updated policies for guiding development in the NUC with an appropriate mix of land uses, and scale and intensity necessary to support a future 407 Transitway station at Neyagawa Boulevard and Highway 407.

This report and meeting are intended to allow Council and the public to respond to proposed updates to the draft OPAs since the first Statutory Public Meeting that took place on May 16, 2022. Due to the degree of changes, it is also intended to satisfy the requirements of the *Planning Act* and provide Council the opportunity to hear

public delegations on the proposed OPA, ask questions of clarification and identify any further planning matters to be considered.

Next Steps

Comments from the public, town departments, and external agencies will be received and may result in refinements to the proposed OPAs before it is recommended for adoption by Council at a future Planning and Development Council meeting in Q1 2025.

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.

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.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The proposed OPAs were circulated and reviewed by internal town departments that may be impacted such as transportation, engineering, and urban design.

(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 proposed 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 Draft By-Law 2025-XX - Draft Official Plan Amendments -
Neyagawa Urban Core
- Appendix B Provincial Planning Statement, 2024 Extracts
- Appendix C Regional Official Plan Extracts
- Appendix D North Oakville East Secondary Plan Extracts

Prepared by:
Catherine Buckerfield, MCIP, RPP
Senior Planner, Current Planning - West

Recommended by:
Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:
Gabe Charles, MCIP, RPP
Director, Planning and Development