



OAKVILLE

## REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: NOVEMBER 23, 2020

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**FROM:** Planning Services Department

**DATE:** November 11, 2020

**SUBJECT:** **Public Meeting Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23)**

**LOCATION:** Northwest Oakville

**WARD:** Multiple Wards: 1, 4 & 7

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### RECOMMENDATION:

1. That the staff report titled “Public Meeting Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23),” dated November 11, 2020, including the Palermo Village Growth Area Review Final Report, be received.
2. That the comments from the public with respect to the draft town-initiated official plan amendment (File No. 42.24.23) be received.
3. That staff consider such comments as may be provided by Council.

### KEY FACTS:

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

- It is an objective of Council and Planning staff to have a single local official plan document that applies to the entire town. Currently, the Livable Oakville Plan applies to the lands south of Dundas Street West and north of Highway 407, and the 1984 Official Plan (including the North Oakville East and West Secondary Plans) applies to the lands between Dundas Street West and Highway 407.
- The town’s Official Plan Review was launched at a Special Public Meeting on May 15, 2015. At that time, the staff report stated, “The intent of the Official Plan Review is to consolidate and harmonize the town’s official plan documents under the Livable Oakville Plan and to ensure conformity with

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current and updated Provincial legislation, the Halton Region Official Plan and Regional Official Plan Amendment No. 38 (ROPA 38).

- As part of the ongoing Regional Official Plan Review (i.e., the required “municipal comprehensive review” or “MCR”), Halton Region is determining how to accommodate forecasted population and employment growth in the Region to 2051. This work is being conducted through the Region’s Integrated Growth Management Strategy (IGMS) project. The identification of Strategic Growth Areas is an important component of the Region’s overall growth management strategy. The work being completed through the town’s Official Plan Review provides detailed analysis of local priorities for accommodating future growth in support of Halton Region’s MCR.
- Policy Planning staff has been advancing the Official Plan Review work program (e.g., Urban Structure Review, Employment and Commercial Review, Main Street Growth Area Reviews, North Oakville Secondary Plans Review), while also responding to an evolving Provincial policy regime (e.g., 2017 Growth Plan, 2017 Greenbelt Plan, 2020 Growth Plan (Office Consolidation), Bill 108, Bill 197, 2020 Provincial Policy Statement).
- Council adopted Official Plan Amendments 15, 317 and 318 for a town-wide Urban Structure on September 27, 2017. The town-wide Urban Structure provides for the long-term protection of natural heritage, public open space and cultural heritage resources, maintains the character of residential areas and is the foundation to direct growth to identified nodes and corridors.
- The town-wide Urban Structure is shown on Schedule A1, Urban Structure, in OPA 15 and identifies the North Oakville West Secondary Plan lands broadly as “Natural Heritage System”, “Employment Areas” and “Parks and Open Space”.
- Palermo Village, at the intersection of Bronte Road (Regional Road 25) and Dundas Street (Regional Road 5), has long been envisioned as a node for employment and residential development. It is intended to develop into a high density, transit supportive, mixed use area and contribute to a complete community. The town-wide Urban Structure in OPA 15 identifies the existing Palermo Village Growth Area on the south side of Dundas Street. It also identifies both Bronte Road and Dundas Street as “Regional Transit Priority Corridor” and all four quadrants of the intersection as “Proposed Regional Transit Node” and “Nodes and Corridors for Further Study”.
- The draft official plan amendment attached in Appendix C would implement the findings of both the Palermo Village Growth Area Review and staff’s review of the North Oakville West Secondary Plan by:

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- moving the North Oakville West Secondary Plan area (other than the Hospital District) from the 1984 Oakville Official Plan to the Livable Oakville Plan;
  - incorporating policies for those lands into the Livable Oakville Plan; and,
  - establishing modified policies for an expanded Palermo Village Growth Area, including the former OPA 306 lands and additional lands north of Dundas Street West.
- The draft official plan amendment has been available for public review since October 29, 2020. It sets out staff’s draft land use policy updates for northwest Oakville, including Palermo Village.
  - The purpose of the statutory public meeting at Planning and Development Council is for Council to hear delegations on the draft official plan amendment, ask questions of clarification and to identify additional planning matters to be considered.

**BACKGROUND:**

The purpose of this report is to introduce a draft official plan amendment (OPA) affecting lands in North West Oakville, including the Palermo Village Growth Area, as part of the statutory public meeting at Planning and Development Council on November 23, 2020. The report is to be received and the draft OPA is attached in Appendix C.

The report outlines the draft OPA, which was prepared by staff from the Community Development Commission and Community Services Commission as part of the town’s Official Plan Review. Following the statutory public meeting, and further analysis of the comments received from the public and Council, staff will bring forward a recommendation report for consideration (decision) by Planning and Development Council.

**Subject Lands**

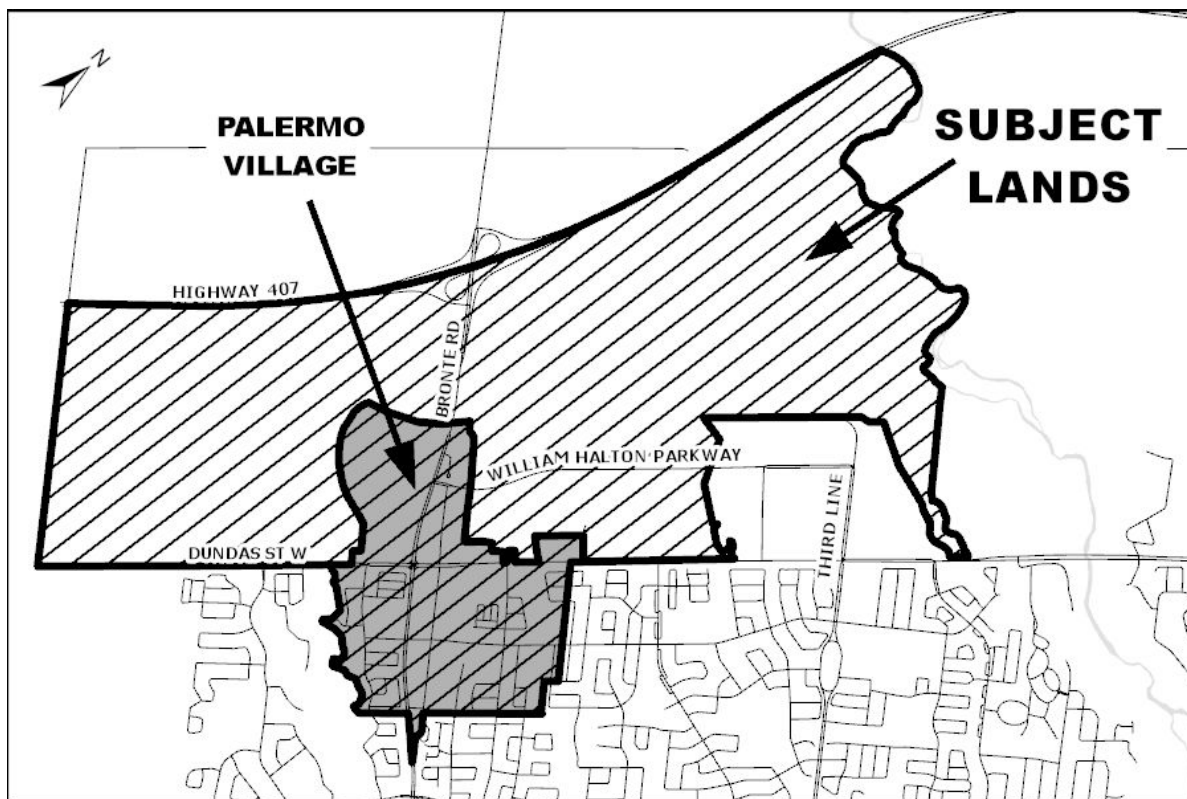
As shown on Figure 1, the draft OPA affects:

- the North Oakville West Secondary Plan lands between Dundas Street West and Highway 407, from Tremaine Road to Sixteen Mile Creek (the Hospital District and the North Oakville East Secondary Plan lands are excluded); and,
- the existing Palermo Village Growth Area south of Dundas Street West, which is proposed to be expanded north of Dundas Street West.

The existing Palermo Village Growth Area in the Livable Oakville Plan comprises an area of approximately 85 hectares. The proposed northward expansion of the Palermo Village Growth Area comprises an area of approximately 51 hectares.

The proposed North West Area comprises an area of approximately 600 hectares, which excludes the Hospital District at Dundas Street West and Third Line and the proposed northward expansion of the Palermo Village Growth Area.

**Figure 1: Subject Lands**



**PLANNING POLICY FRAMEWORK**

The Provincial planning framework continues to evolve and since the town initiated its official plan review in 2015, there have been a number of key changes to Provincial plans and policies. The following framework applies to the subject lands:

- 2020 Provincial Policy Statement;
- 2020 Growth Plan (Office Consolidation) and 2017 Greenbelt Plan;
- Halton Region Official Plan;
- 1984 Town of Oakville Official Plan, including the North Oakville West Secondary Plan; and,
- Livable Oakville Plan.

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## **Provincial Policy Statement**

The PPS promotes a policy-led planning system which recognizes that there are complex relationships among environmental, economic and social factors in lands use planning.

The PPS encourages building strong healthy communities, the wise use and management of land and resources and the protection of public health and safety. Key components of the PPS include directing growth to settlement areas to achieve efficient land use patterns and promoting a compact development form.

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

The 2014 Provincial Policy Statement was replaced by the 2020 Provincial Policy Statement (PPS) which came into effect on May 1, 2020. The Planning Act requires that all decisions in respect of planning matters shall be consistent with the PPS.

## **Growth Plan for the Greater Golden Horseshoe**

The Growth Plan is the Province's long-term framework to plan for growth and development in a way that supports economic prosperity, protects the environment and helps develop complete communities to achieve a high quality of life.

On May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect. It was later amended by Growth Plan Amendment 1, which came into effect on August 28, 2020 (Office Consolidation 2020).

The current version of the Growth Plan 2020 extends the planning horizon to the year 2051, and identifies new population and employment forecasts to the 2051 planning horizon.

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

## **Greenbelt Plan**

The Greenbelt Plan was amended and the 2017 Greenbelt Plan came into effect July 1, 2017. The *Planning Act* requires that all decisions in respect of planning matters shall conform with any applicable Provincial plan, or shall not conflict with it, as the case may be.

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## **Halton Region Official Plan**

The Halton Region Official Plan provides policy direction for land use planning in Halton Region. All development in Oakville is subject to the policies of the Regional Plan. The subject lands of the draft OPA are designated Urban Area in the Halton Region Official Plan and outside the Regional Natural Heritage System are lands where growth is to be directed.

The Halton Region Official Plan is in full force and effect for the subject lands except for a site-specific appeal by Newmark Developments Ltd. for certain lands between Fourteen Mile Creek, Highway 407, Old Bronte Road and Dundas Street West.

The Halton Region Official Plan is also under review as required by the *Planning Act*. This review, the required municipal comprehensive review (MCR), will result in updates to the Regional Official Plan that provide for conformity with updated Provincial Plans and consistency with the Provincial Policy Statement.

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

Halton Region released the Integrated Growth Management Strategy, Regional Urban Structure Discussion Paper in July 2020 for consultation. This strategy will address the 2020 Growth Plan (Office Consolidation) requirement for Halton Region to accommodate 1.1 million people and 500,000 jobs by 2051.

The Regional Urban Structure identifies Community Areas and Employment Areas. Within the Community Area, the identification of Strategic Growth Areas is an important component of the Region's overall growth management strategy.

The Regional Official Plan Review is being advanced in partnership with the Region's local municipalities of Burlington, Halton Hills, Oakville and Milton. Many of the foundational studies examining intensification opportunities are being prepared by the local municipalities, including the town's Palermo Village Growth Area Review and Hospital District Study. It is important that a Regional vision for growth is compatible with and supported by local municipal plans and priorities.

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

In a letter to Halton Region dated November 12, 2019, the Minister of Municipal Affairs and Housing confirmed that an upper-tier municipality like Halton Region may advance the municipal comprehensive review of its official plan in a phased manner.

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As such, on September 16, 2020, Regional Council directed Regional planning staff to prepare an initial Regional Official Plan Amendment (ROPA) under Section 26 of the *Planning Act* to address certain strategic local municipal planning priorities related to urban structure – to the extent appropriate at this stage of the overall Regional Official Plan Review (see Region of Halton Report #LPS84-20: “Advancing Key Planning Priorities of the Halton Municipalities through the Regional Official Plan Review”).

A key aspect of this stage of the MCR/Regional Official Plan Review is a review of the supply, location and distribution of lands subject to the Regional Employment Area designation. Those lands are intended to accommodate certain types of employment activity over the long-term, and are protected by the policies of the Regional Official Plan and the Provincial Growth Plan. Through the MCR, the Region may consider requests to permit non-employment uses within the Regional Employment Area. A number of so-called “conversion requests” are being considered by the Region for sites throughout Oakville, and two relate to lands that are subject to the draft OPA in this report:

- The first is not technically a conversion request, but it is being evaluated as such by Regional Planning staff. It relates to lands owned by Newmark Developments Ltd. west of Old Bronte Road between Dundas Street and Highway 407, which are subject to an outstanding appeal of Regional Official Plan Amendment Number 38 (ROPA 38). The lands are not subject to the Employment Area and Natural Heritage System designations proposed by ROPA 38. Appropriate Regional land use designations will be considered through the MCR, including the potential for the northerly expansion of the Palermo Village Growth Area on a portion of the Newmark lands, as described in this report and the draft OPA (Appendix C).
- The second relates to the employment lands owned by Fieldgate Commercial Properties on the north side of Dundas Street between the proposed northerly expansion of Palermo Village and the Hospital District.

The Region’s evaluation of conversion requests will consider existing policy requirements and local input, including recommendations from the town’s Employment and Commercial Review and Urban Structure Review, as well as recommendations arising from the current local policy reviews. Should the Regional Official Plan be amended to remove certain lands within the Town of Oakville from the Regional Employment Area designation, a conformity amendment to the town’s official plan will be required to establish appropriate local land use designations.

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### **1984 Town of Oakville Official Plan, as amended**

Council adopted the 1984 Official Plan on July 5, 1983. It was approved as modified by the Minister of Municipal Affairs and Housing on December 21, 1984, subject to certain referrals and deferrals.

Since 1984, numerous amendments to the 1984 Official Plan have been approved, including Official Plan Amendment Number 289 (OPA 289; North Oakville West Secondary Plan). OPA 289 was approved by Council on May 25, 2009 and is in full force and effect except for land subject to site-specific appeals filed by Newmark Developments Ltd. and Shell Canada Inc. in respect of certain lands between Fourteen Mile Creek, Highway 407, Old Bronte Road and Dundas Street West.

OPA 289 identifies certain lands north of Dundas Street and east of Bronte Road as a "Special Study Area" intended to develop as a mixed-use area that is pedestrian and transit oriented, but first requiring a special study to address its cultural heritage features and how those features could be integrated with new development.

In January 2011, at the conclusion of the original special study, Council adopted Official Plan Amendment Number 306 (OPA 306; Palermo Village North Urban Core Area) to amend the North Oakville West Secondary Plan, within the 1984 Official Plan. OPA 306 proposed a new policy framework for the Palermo Village North Urban Core area, north of Dundas Street and east of Bronte Road. However, it also remains subject to appeal.

Given the outstanding appeals of OPA 289 and OPA 306, land uses on the affected lands are limited to existing uses until such time that the appeals are withdrawn or finally disposed of and replacement policies come into effect.

The North Oakville West Secondary Plan of the 1984 Oakville Official Plan, as amended, provides policy direction for growth and development to the year 2021. It sets out the ultimate plan for the North Oakville West Secondary Plan Area; build-out will not be achieved within the planning period.

The North Oakville West Secondary Plan of the 1984 Oakville Official Plan, as amended, was prepared to conform to the 2006 Growth Plan and be consistent with the 2005 Provincial Policy Statement.

### **Livable Oakville Official Plan**

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



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

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

### **Town of Oakville Official Plan Review**

On February 10, 2014, Planning and Development Council received a staff report entitled "Long Range Planning Work Program" which signaled the commencement of the Official Plan Review.

On May 11, 2015, Planning and Development Council hosted a Special Public Meeting and received a staff report titled "Official Plan Review – Special Public Meeting" launching the five-year Official Plan Review. The report identified that the North Oakville Secondary Plans Review and the Palermo Village Growth Area Review formed part of the Official Plan Review.

As part of the town's ongoing Official Plan Review, Council adopted Official Plan Amendments (OPAs) for a town-wide Urban Structure on September 27, 2017:

- OPA 15 (By-law 2017-079) introduced a new Section 3 – Urban Structure and Schedule A1 –Urban Structure into the town's Official Plan, the Livable Oakville Plan.
- OPA 317 (By-law 2017-080) and OPA 318 (By-law 2017-081) provided for revisions to the North Oakville East Secondary Plan and the North Oakville West Secondary Plan respectively, to align them with the urban structure changes to the Livable Oakville Plan.

On April 26, 2018, the Region of Halton approved OPAs 15, 317 and 318 with modifications, to establish a town-wide urban structure. At the time of approval, the town-wide Urban Structure was deemed to be consistent with the Provincial Policy Statement, 2014, to conform to the Regional Official Plan, 2009 and the Growth Plan, 2017.

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Subsequent to the Region's approval, OPA 15 was appealed to the Local Planning and Appeal Tribunal (LPAT). As a result of this appeal, the town-wide urban structure is not in full force and effect.

Notwithstanding this appeal, the town-wide Urban Structure represents a community-based view and a unanimous Council direction to provide for the long-term protection of natural heritage, public open space and cultural heritage resources, maintains the character of residential areas and is the foundation to direct growth to identified nodes and corridors.

The town-wide Urban Structure was the first step to bring the North Oakville Secondary Plans and the Livable Oakville Plan together into one Official Plan document.

As noted previously, all of the work being completed through the town's Official Plan Review provides detailed analysis of local priorities for accommodating future population and employment growth in support of Halton Region's MCR. In addition to the Urban Structure Review, the town has completed its Employment and Commercial Review, the Speers Road Corridor Study, the Main Street Growth Area Reviews, and the first part of the North Oakville Secondary Plans Review. The intent is for Town Council to provide further input to the Region's MCR through the adoption of local official plan amendments related to the Hospital District Study, the Palermo Village Growth Area Review and the review of the North Oakville West Secondary Plan – at a future Planning and Development Council meeting.

#### **COMMENT/OPTIONS:**

The purpose of this report is to introduce a town-initiated official plan amendment (OPA) for the town's North West Area and Palermo Village, excluding the Hospital District. The draft OPA is attached in Appendix C.

The statutory public meeting, required by the *Planning Act*, will provide Council the opportunity to hear public delegations on the draft OPA, ask questions of clarification and identify additional planning matters to be considered.

This report also provides materials in support of the OPA which includes a policy analysis of the North Oakville West Secondary Plan (Appendix A) and the Palermo Village Growth Area Review Final Report (Appendix B). The Palermo Village final report contains a tracked changes version of the effect of the amendment on the Livable Oakville Plan for convenience purposes.

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The purpose of the draft OPA in Appendix C is to:

- move the North Oakville West Secondary Plan area (other than the Hospital District) from the 1984 Oakville Official Plan to the Livable Oakville Plan;
- incorporate policies for those lands into the Livable Oakville Plan; and,
- establish updated policies for an expanded Palermo Village Growth Area, including the former OPA 306 lands and additional lands north of Dundas Street West.

The effect of the draft OPA to the Livable Oakville Plan in Appendix C is to:

- update schedules to include the North Oakville West Secondary Plan area, other than the Hospital District, as part of the Livable Oakville Plan area, based on previously applicable policies and schedules of the North Oakville West Secondary Plan, including a new “Schedule B2, North West Natural Heritage System Key Areas”;
- revise “Schedule K, North West Land Use” to apply land use designations from the Livable Oakville Plan including Business Employment, Natural Heritage System, and Parks and Open Space, and identify future roads;
- revise the plan’s Part A - Introduction and Part C – Making Oakville Livable (General Policies) to recognize the lands added to the Livable Oakville Plan area;
- introduce area-specific policies for the “North West Area” based on context and previously applicable policies of the North Oakville West Secondary Plan;
- update schedules to identify a revised boundary for the Palermo Village Growth Area, including lands north of Dundas Street West, and introduce a replacement Palermo Village land use schedule providing for a mix of uses including residential, civic and commercial uses, and future roads, and also a new area-specific urban design schedule;
- update and revise the goal, objectives and development concept for Palermo Village, as well as functional, urban design, land use, exception and implementation policies, to enable redevelopment that is contextually appropriate, including associated development densities and revised building heights;
- update transportation policies for Palermo Village to address the required transit terminal, proposed new roads, and active transportation;

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- introduce cultural heritage policies for Palermo Village to support the conservation of its cultural heritage resources;
- update stormwater management policies for Palermo Village to address location, design and function;
- update policy language for expressing growth targets for Palermo Village as a minimum planned density to be determined as part of future conformity matters; and,
- introduce housing policies for Palermo Village to encourage a mix of building and unit types and sizes, including features to enhance livability.

### **North West Area**

As stated, a major component of the ongoing official plan review is to have a single local official plan document that applies to the entire town. In support of this, the North Oakville Secondary Plans Review is underway.

The draft OPA in Appendix C will be the third official plan amendment under this initiative and will move the North Oakville West Secondary Plan (NOWSP) lands from the 1984 Oakville Official Plan to the Livable Oakville Plan.

Through this amendment, it is also proposed to abandon OPA 289, subject to appeal, as it applies to lands proposed to be subject to the “North West Area” policies to be added to the Livable Oakville Plan.

The lands subject to this draft OPA are between Dundas Street West and Highway 407 and from Tremaine Road to Sixteen Mile Creek. The Hospital District (Third Line north at Dundas Street West) and the North Oakville East Secondary Plan area (east of Sixteen Mile Creek) are not affected by the draft OPA.

Moving the NOWSP into the Livable Oakville Plan will be achieved through changes that include revisions to the existing policies and schedules of the plan as well as the addition of new policies and schedules as established in the draft OPA.

The basis for moving the NOWSP is set out in Appendix A - North Oakville West Secondary Plan – Analysis Table. This table presents an analysis of each existing provision in the NOWSP, indicates how that provision is changed through the draft OPA and specifies the effect on the Livable Oakville Plan.

The overall goal is to maintain the intent of the NOWSP policies while minimizing how much content is added to the Livable Oakville Plan. The approach to the analysis is to:

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- revise & update policies to be consistent with the Livable Oakville Plan;
- delete redundant policies that are addressed in the Livable Oakville Plan; and,
- delete policies that are operational or that can't be implemented under the *Planning Act*.

Outside of Palermo Village (discussed below) and the Hospital District (elsewhere on the Planning and Development Council agenda), the NOWSP is a straightforward plan that contains local land use designations: Natural Heritage System Area, Community Park Area and Employment District.

Portions of the lands designated Natural Heritage System are also designated Urban River Valley under the Provincial Greenbelt Plan which includes the Glenorchy Conservation Area and valleylands associated with associated with Sixteen Mile Creek and Fourteen Mile Creek.

The draft OPA proposes to bring the Community Park Area and Employment District designations from the NOWSP into the Livable Oakville Plan as the Parks and Open Space and Business Employment land use designations respectively. These designations are complimentary in terms of general intent and permitted uses.

Unlike the preceding designations, the NOWSP Natural Heritage System Area does not have similar policies in the Livable Oakville Plan. The draft OPA proposes to establish a new designation in the Livable Oakville Plan called Natural Heritage System.

The Natural Heritage System designation will be located in a new North West Special Policy Area in the Livable Oakville Plan called the "North West Area". The draft OPA will also locate area-specific policies and exceptions based on context and previously applicable policies of the NOWSP.

It is a major benefit for the North West Area to be governed by the Livable Oakville Plan because the policies:

- are more current with Provincial and Regional planning documents;
- are reflective of a town-wide community-based planning regime, and,
- have been challenged and successfully defended at the Ontario Municipal Board (now the Local Planning Appeal Tribunal).

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### ***Natural Heritage System Designation***

The draft OPA states that the Natural Heritage System (NHS) in the North West Area is part of the broader Regional Natural Heritage System and is the key structural element defining the organization of other land uses in the area. The NHS is the foundation for maintaining ecosystem protection and enhancement purposes. Altogether, the NHS provides the foundation for maintaining and protecting environmental and watershed functions as well as stormwater management. It also provides for passive recreational opportunities such as trail networks.

The North West Area (excluding the Hospital District and the northward extension of the Palermo Village Growth Area) measures approximately 640 hectares. Of those lands, the NHS contributes 50% at approximately 320 hectares.

Also featured are the Key Areas of the NHS including Core Preserve Areas, Linkage Preserve Areas, Glenorchy Conservation Area, High and Medium Constraint Stream Corridors and Other Hydrologic Features.

The Glenorchy Conservation Area measures approximately 100 hectares and is established for ecosystem protection and enhancement purposes. Altogether, the NHS provides the foundation for maintaining and protecting environmental and watershed functions as well as stormwater management.

### ***Parks and Open Space Designation***

The draft OPA recognizes that lands designated Parks and Open Space in the North West Area are intended to accommodate the full range of active or passive indoor and outdoor recreational opportunities including the highest intensity level of facility development.

The Parks and Open Space section also allows that the function of these parks including their amenities will be defined through the Parks, Recreation, Culture and Library Master Plan and similar programs.

### ***Business Employment Designation***

The draft OPA proposes to apply the Business Employment designation from the Livable Oakville Plan to the employment lands in the North West Area. Lands designated "Business Employment" are intended to provide for a wide range of business and industrial uses predominantly within enclosed buildings and with minimal impacts on surrounding areas.

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In this sense, Business Employment is compatible with the established residential areas south of Dundas Street West and the existing and planned mixed uses in the Hospital District and the Palermo Village Growth Area.

The draft OPA also proposes minimum heights along Dundas Street West to provide for transit-supportive development. Taken together, the North West Area is envisioned to become a complete community.

A key land use policy proposed in the draft OPA is the requirement for development to occur on public roads. This is an important component of a complete community since public roads provide for the full range of transportation facilities and optimal circulation for multiple modes including transit and active transportation.

### ***Functional Policies - Highlights***

Many policies in the Livable Oakville Plan already address the policies of the NOWSP and do not need to be carried forward through the draft OPA. Nevertheless, there are some policies that are proposed to be included in the Livable Oakville Plan and the North West Special Policy Area, including:

#### **Cultural Heritage Resources**

Provisions for the integration of cultural heritage resources into public parkland and for historic naming and commemoration.

#### **Urban Design**

Provisions for streetscape design in relation to the NHS, maintaining views, community safety and pedestrianism.

#### **Transportation**

Provisions for adding the functional classification of Avenue and Connector Transit Corridors as well as Local Roads and Lanes.

#### **Transit**

The transit-first policy is maintained in the Draft OPA along with the transit service concept linked to the functional classification of roads.

### **Palermo Village Growth Area Review**

As part of the town's ongoing Official Plan Review and consistent with the approved town-wide Urban Structure (OPA 15), the Palermo Village Growth Area Review was

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initiated in 2018 to study the growth area at the intersection of Dundas Street West and Bronte Road (Regional Road 25).

A review and public consultation process were undertaken as part of the Palermo Village Growth Area Review including:

- January 15, 2018 – The Livable Oakville Council Subcommittee received a staff report titled “*Growth Area Reviews – Preliminary Directions for Midtown Oakville, the Uptown Core and Palermo Village*”, providing preliminary directions to be reviewed as part of the Palermo Village Growth Area Review;
- May 29, 2018 – The town hosted two public information sessions to provide an overview of the study and solicit public input about Palermo Village and their ideas for the future;
- October 7, 2019 – The Livable Oakville Council Subcommittee received a staff report titled “Palermo Village Growth Area Review – Preliminary Report” which outlined the review completed to date, addressed preliminary directions, and provided a development concept plan for the lands north of Dundas Street on which to proceed to consultation and policy development.
- November 25, 2019 – A public workshop was held where participants shared feedback on a draft land use concept for Palermo Village north, which was subject to the majority of change in the Palermo Village area.

Following the public workshop, staff undertook additional policy review and drafted an official plan amendment. The draft amendment was circulated to an inter-departmental working group and comments were incorporated.

The “Palermo Village Growth Area Review - Final Report” is attached as Appendix B, and includes a tracked-change version of the proposed policies for Palermo Village, for convenience purposes.

### ***Expanded Palermo Village Growth Area***

Palermo Village has long been envisioned as a node for employment and residential development and is intended to develop into a high density, transit supportive, mixed use area and contribute to a complete community.

The town-wide Urban Structure identifies Palermo Village and all four quadrants of the intersection of Dundas Street and Bronte Road as a “Node and Corridor for Further Study”. It also identifies the underlying area of Palermo Village as “Node and Corridor” and “Employment Area”, which reflects current approved and appealed policy frameworks.



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The area identified as an “Employment Area” north of Dundas Street and west of Bronte Road (i.e. northwest quadrant of Palermo Village), is under appeal in the Halton Region Official Plan (ROPA 38), and the town’s 1984 Oakville Official Plan / North Oakville West Secondary Plan (OPA 289). Given these appeals, there is currently no land use policy framework in-effect for these lands.

Furthermore, the lands north of Dundas Street and east of Bronte Road (i.e. northeast quadrant of Palermo Village) are subject to OPA 306, Palermo North Urban Core Area. OPA 306 is also under appeal.

As part of the Palermo Village Growth Area Review, all four quadrants of Palermo Village have been identified as forming part of the “Node”, and the growth area boundary is proposed to expand. The expansion of the growth area boundary includes the OPA 306 lands and the northwest quadrant of Bronte Road and Dundas Street West.

This expanded node represents an opportunity to create a transit-supportive, complete community within a mixed use context which can accommodate required town facilities, commercial uses, the transit terminal, as well as office and residential uses which are transit-supportive.

The changes to this area are also being considered as part of Halton Region’s municipal comprehensive review (Regional Official Plan Review).

The growth area boundary is delineated using the existing natural heritage system (NHS) boundaries within the North Oakville West Secondary Plan. Using the NHS to delineate the boundary is applicable and appropriate given it:

- represents a change in land use;
- demarcates natural barriers/environmental features;
- focuses the node toward the intersection of Bronte Road and Dundas Street West;
- complements the northern extent of the node (OPA 306) on the east side of Bronte Road and the western extent of the node on the south side of Dundas Street West; and,
- creates a natural separation from the planned Employment Areas further west and north.

From: Planning Services Department

Date: November 11, 2020

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### ***Plan for Palermo Village***

Palermo Village is planned as a strategic growth area in northwest Oakville where mixed use development and intensification is to be accommodated. It is identified as a node and proposed regional transit node in the Town's Urban Structure, and is located at the intersection of two regional transit priority corridors, Dundas Street West and Bronte Road.

Palermo Village will develop over a number of years with a mix of residential, commercial, office and community uses that are integrated with existing cultural heritage resources. It will become a high density, transit-supportive and pedestrian-oriented complete community.

Palermo Village is planned to include an important civic presence with various community uses, parks and open spaces suitable for many types of gatherings, as well as pedestrian and cycling linkages to an extensive natural heritage system. These elements, and the concentration of retail, service commercial and office uses, will make this area a destination for the surrounding communities of northwest Oakville.

The natural heritage system that surrounds Palermo Village north of Dundas Street will provide a buffer from employment uses.

The plan for Palermo Village will accommodate a transit terminal, small-scale community centre and library, and opportunities for active and passive recreation. Palermo Village will also include a commercial main street area which provides pedestrian oriented spaces and integrates cultural heritage resources along the streetscape with new development. Many of the required town facilities will be coordinated with future privately-initiated development applications in the area, including rezoning lands to implement the policies of the Official Plan.

A number of key considerations are discussed in Appendix B, Palermo Village Growth Area Review – Final Report. A tracked-change version of the policies for Palermo Village are provided for convenience purposes.

### ***Managing Growth and Community Expectations***

There continues to be substantial development interest within the proposed northerly expansion of the Palermo Village Growth Area, particularly for mixed use projects that would produce high density residential and commercial buildings.

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Staff has been providing the following information to the public:

- The draft OPA will provide an updated policy framework to guide growth-related decision making in Palermo Village. The Council meeting (statutory public meeting) will be an opportunity for the public to provide comments on the draft official plan amendment for Palermo Village.
- Following that meeting, staff will review the input received and make any necessary changes to the draft official plan amendment. Another meeting will then be scheduled asking Council to make a decision to adopt the official plan amendment. This meeting will likely be in spring 2021.
- If Council adopts the official plan amendment, it would then go to Halton Region for review and final approval as Halton Region is the town's approval authority on this matter. This process could take a while – potentially longer than a year – because of the ongoing Regional Official Plan Review and the Region's duty to coordinate forecasted growth to the year 2051 Region-wide. Following Regional approval, the amendment would be appealable to the Local Planning Appeal Tribunal, which introduces the potential for more delay.
- Once the updated Oakville official plan policies are in effect (i.e., no appeals or appeals resolved), they may be implemented through development applications by private landowners (e.g., zoning by-law amendment and site plan).
- The timing of residential development in this area will also be dependent on water and waste water servicing allocation secured through agreements between developers and Halton Region. It is our understanding that the Region may have another Servicing Allocation Program in 2023, but that timing is subject to change.
- On March 9, 2020, Council passed a resolution that Halton Region be "requested to accelerate the servicing of lands north of Dundas Street between Tremaine Road and Regional Road 25."

All of the above indicates that change is not imminent in Palermo Village north of Dundas Street West. It will unfold over many years, and is largely dependent on Halton Region for the approval of a local official plan amendment and servicing allocation.

Lands south of Dundas Street West do not have the same requirements with respect to servicing allocation from Halton Region, but would still depend on there being sufficient network capacity to support development.

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## **CLIMATE CHANGE:**

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

## **CONCLUSION:**

The town-initiated draft OPA to the Livable Oakville Plan is attached as Appendix C to this report. The OPA proposes updated policies and mapping for the subject lands to implement the findings of the Palermo Village Growth Area Review and staff's review of the North Oakville West Secondary Plan, excluding the Hospital District.

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

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

## **CONSIDERATIONS:**

### **(A) PUBLIC**

Notice of the draft OPA was published in the Oakville Beaver on October 29, 2020 in accordance with the *Planning Act*. In addition, property owners were notified by mail and an email notice was sent to the town's Official Plan Review contact list (> 1300 contacts).

The draft OPA has been available for public review on the town's website since October 29, 2020.

### **(B) FINANCIAL**

There are no financial implications arising from this report.

### **(C) IMPACT ON OTHER DEPARTMENTS & USERS**

The draft OPA was circulated to internal departments and external agencies for review. An inter-departmental working group also helped to develop the

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draft updated land use schedule for Palermo Village and the North Oakville West Area.

**(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS**

This report addresses the corporate strategic goal to:

- enhance our economic environment
- continuously improve our programs and services
- enhance our cultural environment
- have accessible programs/services
- be the most livable town in Canada

**(E) COMMUNITY SUSTAINABILITY**

The draft official plan amended is intended to enhance the social, economic and built environment in northwest Oakville.

**APPENDICES:**

- Appendix A North Oakville West Secondary Plan – Analysis Table
- Appendix B Palermo Village Growth Area Review Final Report (including a tracked changes version of the draft policies for the expanded Palermo Village Growth Area)
- Appendix C Draft OPA, North West Area and Palermo Village, Excluding the Hospital District

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