

Provincial Policy Statement - 2020

The Provincial Policy Statement (2020) ('PPS') is intended to promote a policy led system, which recognizes that there are complex relationships among environmental, economic and social factors in land use planning. The PPS encourages the wise management of land to achieve efficient development and land use patterns by directing growth to settlement areas and by promoting a compact development form.

The subject lands are located within a settlement area, which are to be the focus of growth and development (policy 1.1.3.1). The land use patterns within the settlement area based on densities and a mix of land uses that, among other matters, efficiently use land and resources, appropriately use the infrastructure and public service facilities that are planned or available and are transit supportive.

Part V: Policies

1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

1.1.1 Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) avoiding development and land use patterns that would prevent the efficient expansion of *settlement areas* in those areas which are adjacent or close to *settlement areas*;
- e) promoting the integration of land use planning, growth management, *transit-supportive* development, *intensification* and *infrastructure* planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;
- g) ensuring that necessary *infrastructure* and *public service facilities* are or will be available to meet current and projected needs;

- h) promoting development and land use patterns that conserve biodiversity; and
- i) preparing for the regional and local impacts of a changing climate.

1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a *provincial plan*, that time frame may be used for municipalities within the area.

Within *settlement areas*, sufficient land shall be made available through *intensification* and *redevelopment* and, if necessary, *designated growth areas*.

Nothing in policy 1.1.2 limits the planning for *infrastructure*, *public service facilities* and *employment areas* beyond a 25-year time horizon.

1.1.3 Settlement Areas

Settlement areas are urban areas and rural settlement areas, and include cities, towns, villages and hamlets. Ontario's settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available.

The vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities. Development pressures and land use change will vary across Ontario. It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.

1.1.3.1 *Settlement areas* shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for unjustified and/or uneconomical expansion;
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d) prepare for the *impacts of a changing climate*;
- e) support active transportation;
- f) are transit-supportive, where transit is planned, exists or may be developed; and
- g) are freight-supportive.

Land use patterns within *settlement areas* shall also be based on a range of uses and opportunities for *intensification* and *redevelopment* in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for *transit-supportive* development, accommodating a significant supply and range of *housing options* through *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs.

1.1.3.4 Appropriate development standards should be promoted which facilitate *intensification*, *redevelopment* and compact form, while avoiding or mitigating risks to public health and safety.

1.1.3.5 Planning authorities shall establish and implement minimum targets for *intensification* and *redevelopment* within built-up areas, based on local conditions. However, where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for affected areas.

1.1.3.6 New development taking place in *designated growth areas* should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, *infrastructure* and *public service facilities*.

1.2 Coordination

1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:

- a) managing and/or promoting growth and development that is integrated with *infrastructure* planning;
- b) economic development strategies;
- c) managing natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources;
- d) *infrastructure, multimodal transportation systems, public service facilities and waste management systems*;
- e) ecosystem, shoreline, watershed, and Great Lakes related issues;
- f) natural and human-made hazards;
- g) population, housing and employment projections, based on *regional market areas*; and
- h) addressing housing needs in accordance with provincial policy statements such as the Policy Statement: Service Manager Housing and Homelessness Plans.

1.4 Housing

1.4.1 To provide for an appropriate range and mix of *housing options* and densities required to meet projected requirements of current and future residents of the *regional market area*, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through *residential intensification* and *redevelopment* and, if necessary, lands which are *designated and available* for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate *residential intensification* and *redevelopment*, and land in draft approved and registered plans.

Upper-tier and single-tier municipalities may choose to maintain land with servicing capacity sufficient to provide at least a five-year supply of residential units available through lands suitably zoned to facilitate *residential intensification* and *redevelopment*, and land in draft approved and registered plans.

1.4.2 Where planning is conducted by an upper-tier municipality:

- a) the land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and
- b) the allocation of population and units by the upper-tier municipality shall be based on and reflect *provincial plans* where these exist.

1.4.3 Planning authorities shall provide for an appropriate range and mix of *housing options* and densities to meet projected market-based and affordable housing needs of current and future residents of the *regional market area* by:

- a) establishing and implementing minimum targets for the provision of housing which is *affordable to low and moderate income households* and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;
- b) permitting and facilitating:
 - 1. all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs* requirements and needs arising from demographic changes and employment opportunities; and
 - 2. all types of *residential intensification*, including additional residential units, and *redevelopment* in accordance with policy 1.1.3.3;

- c) directing the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, *infrastructure* and *public service facilities*, and support the use of *active transportation* and transit in areas where it exists or is to be developed;
- e) requiring *transit-supportive* development and prioritizing *intensification*, including potential air rights development, in proximity to transit, including corridors and stations; and
- f) establishing development standards for *residential intensification*, *redevelopment* and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Growth Plan (2019)

The Growth Plan is a long-term plan that intends to manage growth, build complete communities, curb sprawl and protect cultural heritage resources and the natural environment.

The Growth Plan provides policies for where and how to grow, directing population and employment growth to urban areas and rural settlement areas with delineated built boundaries on full municipal services (policy 2.2.1). The subject lands are located within a “Built-Up Area.”

Section 2.2 – Policies for Where and How to Grow

2.2.1 – Managing Growth

2.2.1.2 Forecasted growth to the horizon of this Plan will be allocated based on the following:

- a. the vast majority of growth will be directed to settlement areas that:
 - i. have a *delineated* built boundary;
 - ii. have existing or planned *municipal water and wastewater systems*; and
 - iii. can support the achievement of *complete communities*;
- c. within *settlement areas*, growth will be focused in:
 - i. *delineated built-up areas*;
 - ii. *strategic growth areas*;
 - iii. locations with existing or planned transit, with a priority on *higher order transit* where it exists or is planned; and
 - iv. areas with existing or planned *public service facilities*;

2.2.1.4 Applying the policies of this plan will support the achievement of *complete communities* that:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*;

- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
 - ii. public service facilities, co-located and integrated in community hubs;
 - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
 - iv. healthy, local, and affordable food options, including through urban agriculture;
- e) ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards;
- f) mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities; and
- g) integrate green infrastructure and low impact development.

2.2.6.3 – Housing

To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes

1. Community Structure (Figure NOE1)
 - The majority of the subject lands are within the Trafalgar Urban Core Sub-area 4, with a small sliver of Natural Heritage System.
 - The lands have frontage on Trafalgar which is a Major Arterial/Transit Corridor.
 - There is a new Avenue/Transit Corridor (east-west) that is planned slightly north of the site as identified on the Figure.
2. Land Use Plan (Figure NOE2)– The subject lands are within the Trafalgar Urban Core Area. The same new road are identified as above. There are Natural Heritage System lands at the back of the property that will be dedicated to the town.
3. Master Plan (Appendix 7.3) – The Master Plan identifies the following components for the Site: Trafalgar Urban Core Area.
4. Natural Heritage (NOE3) - In the southwest corner of the Site, there are lands identified as a Natural Heritage System area. The stream corridor to the west of the site is identified as being High Constraint.
5. Transportation Plan (figure NOE 4) –Trafalgar Road is identified as both Major Arterial/Transit Corridors and Busway Corridors. Wheatboom Drive is an east-west Avenue/Transit Corridor and identified for Secondary Transit Corridor Service.

Policies

6. Policy 7.2.3.2 – Residential

- a. *“To create residential communities which complement the existing built form elements that are intended to remain within the community, and incorporate the best community planning and urban design practices available...”*
- b. *To establish overall development densities that equal or exceed the density established by the Halton Urban Structure Plan and which are commensurate with the type and frequency of transit service planned for the area.*
- d. *To minimize travel time, traffic, greenhouse gases, servicing costs and energy costs through a variety of mechanisms, and particularly by providing an efficient land use arrangement and a mix of housing forms and tenures.*
- g. *To provide a variety of residential densities and unit types throughout the planning area, responding to the varied needs of the future population...”*

7. Policy 7.2.3.5 – Transportation

- f. *“To plan residential development and its road network so that residents are predominately within a 400 metre walking distance of transit services.*
- g. *To promote both local and higher order transit opportunities through land use arrangements, building orientation and streetscape design.”*

8. Policy 7.3.2 – Urban Core

The subject lands are intended to be a **“most urban”** part of the NOESP area.

9. Policy 7.3.6 – Population/Housing Targets

The High Density housing unit target for the ultimate development of the NOESP area is 20%.

10. Policy 7.4.3 – Air/Energy Efficiency

- a. The Town will work to improve air quality and energy efficiency *“by directing through the Secondary Plan policies, and their implementation, through the evaluation of development applications, ... consideration of the following land use and transportation strategies to minimize the amount of vehicular travel and emissions:*
 - ii. *Encourage mixed-use development;*
 - iii. *Encourage increased density near transit stops/stations and along transit routes commensurate with the type and frequency of transit service planned for that area and/or corridor;*
 - iv. *Provide pedestrian and bicycle facilities;”*

11. Policy 7.5.4 – General Design Directions

- a) *“all development, particularly in the Urban Core Areas, Neighbourhood Centre and General Urban Areas, shall be designed to be compact, pedestrian and transit friendly in form. Mixed use development will be encouraged.*
- g) *Building densities and land uses designed to support the use of transit and the level of transit service proposed for specific areas shall be located within walking distances of transit stops and lines.”*

12. Policy 7.5.5 – Streetscape

Trafalgar Road and Dundas Street are key corridors that are expected to develop as vibrant public spaces (7.5.5.1). Sidewalks are generally to be provided on both sides of all streets and the list of exceptions in section 7.5.5.9 a) includes lanes, but *not* private condominium roads. Sidewalks should be included throughout the proposed development, not just on the higher order public roads.

13. Policy 7.5.6 – Building Location

- e. *“Higher-density housing shall be located close to Arterial Roads, Avenues, Connectors and transit stops, within Neighbourhood Centres and Urban Core Areas.”*

14. Policy 7.5.13 – Urban Core Areas – Interim Uses & Phased Development

“Urban Core Areas ... are intended to ultimately provide for a primarily mixed use development which is the densest in North Oakville.

- b. *Development shall be designed to be pedestrian and transit friendly from the outset”*

15. Policy 7.5.14 – Trafalgar Urban Core Area

Subsections a) & b) *“The Trafalgar Urban Core Area... is intended as the focal point for development in North Oakville East. The... Area is of particular significance because of the magnitude and mix of uses which it is planned to accommodate and the important roles it is designed to play as a service, employment residential and community activity focus.” In addition to the mixed uses permitted, “Trafalgar Road shall have a strong street-related built edge” and design features to “reflect its significance as the community “main street”.”*

Subsection c) states that development in the area of the Trafalgar/Dundas intersection is envisioned as a mixed use node with a commercial focus that serves to **anchor** the Trafalgar Urban Core Area and ensure a strong relationship with the Uptown Core to the south.

Subsection d) *“minimum and maximum setbacks, densities and other standards will be implemented in the zoning by-law to ensure that development that achieves the standards required as a basis for the creation of this core area.”*

Subsection f) speaks to the “main street” form and uses expected along Trafalgar Road, the entirety of which *“shall have a strong street-related built edge.”*

16. Policy 7.6.4 – Trafalgar Urban Core Area (Land Use Strategy)

The policies in this section permit uses *“to provide for the creation of a major Node – a dense, mixed use development concentration that is pedestrian and transit oriented.”*

17. Policy 7.6.4.7 – Land Use Policies for Core Area 4

The majority of the subject lands are within Area 4, which “shall consist primarily of high density residential, major institutional and commercial uses including a “main street” commercial area. The subsections of this policy set out the general configuration of these uses: Mixed use development including office, commercial and residential uses is encouraged at the south end of Trafalgar Road and along Dundas Street (subsection a)). High and medium density residential uses are also permitted. Medium density uses are “encouraged to locate in areas which complement adjacent high density residential development, as well as at the edges of the area as a transition to adjacent residential neighbourhoods.” (subsections b) and c)).

18. Policy 7.6.4.8 Land Use Policies for all Core Areas 1-4

Subsection b) encourages development “to exceed the minimum density to better support transit use wherever possible.” Based on subsection b), it is Long Range Planning staff’s view that the lands within the Trafalgar Urban Core designation between Trafalgar, Dundas, Street A and Street C could be up to 20 storeys in height with a maximum FSI of 5. I share this view. The proposed development includes heights of approximately 3 storeys and blocks with an FSI of 0.78 – 0.98, just above the minimum of 0.75 permitted for lands not fronting onto Trafalgar Road (s. 7.6.4.8 b) i).

Subsection g) states that, “The Town will take a leadership role in encouraging the high density and mixed use development which will form significant components of the ultimate development of the Trafalgar Urban Core Area.” A number of potential mechanisms are listed, including bonus zoning. This policy underscores the focus by the Town in achieving high density mixed use development in appropriate locations. Trafalgar Urban Core area is the most appropriate location for this type of development.

19. Policy 7.10.2 Zoning By-law

“With respect to the bonus provisions of Section 1.3b) {in the Official Plan}, in addition to the matters listed, bonusing for development in the Trafalgar Urban Core may be considered for the provision of urban squares where the provision of such facilities would exceed the 5% parkland dedication requirements, municipal parking structures, underground parking, structure parking, and enhanced streetscape facilities. However, the maximum height of any building in Trafalgar Urban Core Area, including any bonus for height shall be 30 storeys.”