

## REPORT

### COUNCIL MEETING

MEETING DATE: FEBRUARY 1, 2016

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**FROM:** Planning Services Department

PD-16-527

**DATE:** January 28, 2016

**SUBJECT:** **Town Wide Planning Studies and an Interim Control By-law for the Glen Abbey Golf Course**

**LOCATION:** Town wide

**WARD:**

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#### RECOMMENDATION:

1. That report PD-16-527 from the Planning Services Department, dated January 28, 2016, entitled *Town Wide Planning Studies and an Interim Control By-law for the Glen Abbey Golf Course* be adopted;
2. That Council initiate a town-wide Urban Structure review as part of the five-year review of the Livable Oakville Plan that is currently underway;
3. That Council initiate a Land Use Economic and Impact Analysis study to examine the role of the Glen Abbey Golf Course in its existing and in its planned land use function in the context of the Town's economic structure, and evaluate the economic impact of any proposed redevelopment of the Glen Abbey Golf Course;
4. That \$300,000 be allocated to the Official Plan capital project (#63101501) to be funded 90% from Development Charges and 10% from the Capital Reserve in order to complete both the Urban Structure Review and the Land Use Economic and Impact Analysis study;
5. That Macaulay Shiomi Howson Ltd. be single-sourced, as the lead consultant, to undertake the Urban Structure Review;
6. That within Phase Two of the Cultural Heritage Landscapes Strategy Implementation, the assessment of the Glen Abbey Golf Course be given highest priority; and

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7. That Interim Control By-law 2016-024 as attached to report PD-16-527 from the Planning Services Department entitled "Town Wide Planning Studies and an Interim Control By-law for the Glen Abbey Golf Course", dated January 28, 2016, be passed to restrict the use of the Glen Abbey Golf Course to the existing uses only, for a period of one year, pending the completion of the following studies:
  - a. an Urban Structure review;
  - b. a Land Use Economic and Impact Analysis study; and
  - c. the Cultural Heritage Landscapes assessment of the Glen Abbey Golf Course.

### KEY FACTS:

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

- The *Planning Act* requires that all municipal council decisions be consistent with the Provincial Policy Statement 2014 and shall conform with all Provincial Plans that are in effect. The *Planning Act* also requires that municipalities must review their Official Plan at least once every five years to determine whether any revision is required.
- In May 2013, the Province issued Amendment 2 to the Growth Plan of the Greater Golden Horseshoe. This Amendment provides updated population and employment forecasts for 2031 and introduces new population and employment forecasts for 2036 and 2041 for municipalities in the Greater Golden Horseshoe including Halton Region and the town. Therefore, Livable Oakville must be brought into conformity with Amendment 2 by June 17, 2018.
- Council adopted a Cultural Heritage Landscapes Strategy in January 2014, providing tools to identify, protect and preserve cultural heritage landscapes in the Town of Oakville.
- The five-year review of the Livable Oakville Plan commenced in May of 2015.
- Council in March of 2015, approved funding to initiate the Cultural Heritage Landscapes Strategy Implementation study with Phase 1 to begin in 2015.
- Phase 1 of the study identified eight properties as high priority for a second stage study, Cultural Heritage Landscapes Strategy Implementation – Phase Two assessments, in which Glen Abbey Golf

Course is one of the properties. This study will commence in February 2016.

- The owners of Glen Abbey Golf Course held a pre-consultation meeting with town staff in November 2015 with respect to a proposal to redevelop the Glen Abbey Golf Course as shown on Appendix A.
- Glen Abbey Golf Course is currently designated in Livable Oakville as a combination of Private Open Space and Natural Area. There is a specific exception for:
  - a) hotel,
  - b) conference centre with necessary facilities and uses thereto,
  - c) banquet and dining facilities,
  - d) recreational, education and cultural facilities,
  - e) admin. offices and publication facilities, and
  - f) maintenance and groundskeeper facilities, including existing residential uses.

The Golf Course is zoned as Private Open Space and Natural Area. The hotel and conference facilities have not been built.

- Staff's assessment of the Glen Abbey Golf Course redevelopment proposal is that it is not in keeping with the Town's urban structure and represents a new growth area within the Town of Oakville. As a result, it is recommended that the town undertake an Urban Structure Review as part of the five-year review of the town's Official Plan.
- Staff have also identified that Glen Abbey Golf Course currently provides an economic function and is planned to provide an enhanced economic function. In order to assess the impact of any redevelopment relative to these functions, it is recommended that the town undertake a Land Use Economic and Impact Analysis study.
- An Interim Control By-law should be passed relative to the Glen Abbey Golf Course lands to allow time for the three studies identified herein to be undertaken.

## **BACKGROUND:**

In May 2013, the Province issued Amendment 2 to the Growth Plan of the Greater Golden Horseshoe. This Amendment provides updated population and employment forecasts for 2031 and introduces new population and employment forecasts for 2036 and 2041 for municipalities in the Greater Golden Horseshoe including Halton

Region. Therefore, Livable Oakville must be brought into conformity with Amendment 2 by June 17, 2018.

In May, 2015, in accordance with the Section 26 of the *Planning Act*, the Town commenced a five-year review of its Official Plan. Key to this review is a provincial conformity exercise, to ensure that the Town's Official Plan conforms with Amendment 2 to the Growth Plan and other provincial plans, has regard to matters of provincial interest in accordance with Section 2 of the *Planning Act*, and is consistent with the Provincial Policy Statement which provides direction on matters of provincial interest related to land use planning and development.

During this Official Plan review, staff were approached by the owners of Glen Abbey Golf Course to advise of a plan to redevelop the golf course. The town held a pre-consultation with the owners on November 18, 2015. The owners are proposing applications to amend both the Livable Oakville Plan (Official Plan) and Zoning By-law and a Draft Plan of Subdivision to permit a range of residential, retail and office uses. The master plan presented at the pre-consultation meeting proposed 3,000 to 3,200 residential units, approximately 70,000 to 90,000 square feet of new office and 70,000 to 80,000 square feet of retail.

At the time of the pre-consultation, the town identified a number of studies to be undertaken in order for the application to be deemed complete. The town identified several studies as requiring site-specific Terms of Reference, the details of which have not yet been completed. Accordingly, the pre-consultation is not yet complete nor has an application been filed.

Town staff also considered relevant Regional Plan policies and consulted with regional staff.

## **PLANNING ANALYSIS**

### **Provincial Planning Requirements**

Section 26,(1),(a),(i),and(ii), of the *Planning Act* requires that Official Plans be revised "to ensure that it, (i) conforms with provincial plans, or does not conflict with them, as the case may be, (ii) has regard to the matters of provincial interest listed in section 2"

Section 2 of the Act identifies matters of Provincial interest. With respect to the town's ability to manage its own growth, the following matters of provincial interest are relevant:

- “(d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (h) the orderly development of safe healthy communities;
- (l) the protection of the financial and economic well-being of the Province and its municipalities;
- (p) the appropriate location of growth and development”

These sections are relevant in terms of the proposal to redevelop the Glen Abbey Golf Course. These sections operate in such a way as to require the town to develop local Official Plan polices that protect these interests.

### **Halton Region Official Plan (ROPA 38)**

In discussions with regional staff, relevant Regional Plan policies also identified the need for new intensification areas to be supported by a town-wide study.

Section 81(3) of the Regional Plan “Require local municipalities to prepare detailed official plan policies or an Area-Specific Plan for the development of a new Intensification Area or the redevelopment of an existing Intensification Area...”

*Intensification Area* is defined in the Regional Official Plan as lands identified by the Region or its Local Municipalities within the Urban Area that are to be the focus for accommodating intensification. Intensification areas include Urban Growth Centres, Major Transit Station Areas (including Metrolinx-designated Mobility Hubs), Intensification Corridors, and Mixed Use Nodes. Based on information provided to staff at the pre-consultation in November, we consider the proposal to develop the Glen Abbey Golf Course to be the creation of a new growth area in the town.

The Regional Official Plan has strong Urban area policies that provide direction to local municipalities in the identification of *Intensification Areas* and *major growth areas*, specifically section 48, 77(5) and 81 (3) . All three of these policies require the local municipality to develop *Area-Specific Plans* or official plan policies in accordance with the policy framework in the Regional Official Plan. We are of the opinion that these studies must be undertaken by the local municipality.

### **Oakville Official Plans**

Oakville’s Official Plans set out its approach to implementing provincial and regional growth management initiatives:

- The Livable Oakville Plan policies seek to direct intensification to identified growth areas within the built-up area which is generally the lands south of

Dundas Street. The policies also provide for a shift to more compact urban forms of development.

- The North Oakville Secondary Plans have a goal that involves development of a compact, pedestrian-oriented urban community with green linkages.

The lands in North Oakville are developing under green field conditions while the lands governed by the Livable Oakville Plan are already developed.

These key initiatives provide an urban structure to direct growth and a statutory framework that emphasizes sustainable development through comprehensive, integrated and long-term approaches to land use planning.

### **Livable Oakville Plan**

The Livable Oakville Plan (2009 Town of Oakville Official Plan) applies to all lands within the town except the North Oakville East and West Secondary Plan areas. It sets out council's policies on how the lands should be used and growth should be managed through to 2031.

The guiding principles, set out in section 2 of the Livable Oakville Plan, are designed to preserve and create a livable community. Specifically, section 2.2.1 a) and b) reinforce the Town's Urban Structure:

“a) preserve, enhance, and protect the distinct character, cultural heritage, living environment, and sense of community of neighbourhoods;

b) direct the majority of growth to identified locations where higher density, transit and pedestrian oriented development can be accommodated.”

Based on these guiding principles the Plan in Part C, directs intensification and urban development to six growth areas: Midtown Oakville, Uptown Core, Palermo Village, Kerr Village, Bronte Village and Downtown Oakville. Residential intensification outside of the Growth Areas must ensure that “the character of the areas is preserved and the overall urban structure of the Town is upheld.”

These policies are very much interrelated. The protection of the character of stable residential areas relies, in part, on the growth areas to be able to accommodate the new expected growth. The existing residential neighbourhood to the west of the Glen Abbey Golf Course is one such stable neighbourhood. These policies reinforce the Town's Urban Structure, which may be impacted by the proposed potential redevelopment of the Glen Abbey Golf Course.

The amount of development contemplated in each of the identified growth areas is illustrated below:

<b>Town of Oakville Planned Densities in Growth Areas</b>					
Area	Site Area Estimate (ha)	Population	Jobs	People and Jobs	Planned Density (ppl/jobs) per hectare
Uptown	114ha	16,600	3,000	19,600	172
Midtown	100ha	12,000	8,000	20,000	200
Palermo	86ha	5,200	3,800	9,000	105
Kerr	66ha	5,000	1,500	6,500	98
Bronte	40ha	4,500	900	5,400	135
Downtown	25ha	-	-	-	-

**\*Assumptions:**

- Population estimate based on 2016 People Per Unit (PPU) calculations from Halton Regions Best Planning Estimates.
- Jobs calculations based on 500sq feet per employee which is consistent with Oakville's 2013 Development Charges Background Study figures for commercial (retail + office) forecasts.

As seen from the chart, the Glen Abbey Golf Course proposal at 5,662-6,156 population and 320 jobs, as presented to the town at pre-consultation, would create the third largest growth area or intensification area in Oakville in terms of people.

Livable Oakville was prepared to conform to the Province of Ontario's Growth Plan for the Greater Golden Horseshoe, 2006 ("the Growth Plan"), as required by the Places to Grow Act, 2005. The current growth strategy exercise is key to this conformity.

Based on information provided to staff at the pre-consultation in November, town staff have concluded that the proposal to redevelop Glen Abbey Golf Course is in conflict with the fundamental urban structure set out by Livable Oakville and would

constitute a new growth area in the town. Given the significant implications on the town's Official Plan, staff have determined that the town needs to initiate an urban structure review to evaluate its existing urban structure and to determine whether changes to the urban structure and the establishment of a new growth area is appropriate.

As previously discussed, the town's mandatory five-year review of the Livable Oakville Plan is currently underway. The current review is presently limited to considering the six identified growth areas and is holding public meetings to consider if any changes are required. This part of the review must be amended to consider the Glen Abbey Golf Course proposal. It is timely to proceed with a review of the urban structure now, so that it can be considered in context with the ongoing growth area review. The evaluation of any new growth areas may have structural implications on the town's planned function and the existing six growth areas. These implications need to be considered comprehensively on a town-wide basis.

### **Required Land Use Planning Policy Studies**

#### **A. Urban Structure Review**

It is recommended that the town's current Official Plan Review process include a study which will consider the town's urban structure. Among other matters, this study will consider the following:

- Population projections
- Locational assessment of existing and potential growth areas
- Criteria for evaluation of new growth areas
- Relationship between growth areas and the delivery of municipal infrastructure
- Urban structure for the town to accommodate growth until 2041
- Desired land use pattern
- Conformity with Provincial/Regional plans and PPS 2014
- Preservation of stable residential areas
- Potential impacts on the planned function of the existing growth areas if Glen Abbey Golf Course redevelopment is approved as proposed

At present staff have retained Watson and Associates to undertake the population and employment forecast analysis. It is recommended that Liz Howson, of Macaulay Shiomi Howson Ltd be retained as a single source to lead the Urban Structure review in association with Watson and Associates and others as required. The Purchasing By-law requires open competitive bidding for work at amounts greater the \$100,000, however a single source retainer is recommended given:



- the limited number of consulting firms who undertake town-wide growth management within the GTA;
- Macaulay Shiomi Howson Ltd.'s familiarity with Oakville given previous work on North Oakville Secondary Plans and the Livable Oakville Plan; and,
- previous working relationships with Watson and Associates who has already been retained by the Town.

Proceeding as recommended also allows staff to expedite the retainer so that this study can be undertaken in concert with the growth area review already under review. It is anticipated that this study can be completed for \$150,000.

### **B. Land Use Economic and Impact Analysis Study**

In addition to the above noted study and in order to fully understand the impact on the town's planned urban structure, staff are recommending that a Land Use Economic and Impact Analysis study also be undertaken. Glen Abbey Golf Course is one of the most famous golf courses in Canada. It is home to the Royal Canadian Golf Association and the Canadian Golf Hall of Fame. It has hosted numerous Canadian Open Championships, more than any other course in the country, bringing with it significant tourism and marketing exposure for the town.

Staff are recommending that a town led study be initiated to examine the economic and tourism function of the existing and planned function of the Glen Abbey Golf Course. As noted earlier, the golf course already has permission within the Official Plan and zoning to construct ancillary uses such as a hotel to support the golf course and its economic and tourism role. This function needs to be understood so that the impact of potentially redeveloping the golf course can be adequately reviewed in an impact assessment.

The town is seeking to retain expertise to assist in assessing the existing and planned function of the golf course as an international golf course destination opportunity. The cost of retaining this expertise is estimated by staff to be \$150,000, and a consultant has not been identified at this time.

### **C. Cultural Heritage Landscapes**

In January of 2014, the Town of Oakville adopted the Cultural Heritage Landscapes Strategy which set the foundation for the primary identification of candidate cultural heritage landscapes and the future inventory and evaluation of significant cultural heritage landscapes. In March of 2015, Council approved funding to initiate the Cultural Heritage Landscapes Strategy Implementation.

Staff have completed Phase 1 which has identified eight properties for further assessment, and Glen Abbey Golf Course is one of these eight properties. The scope of work for Phase Two of this review will include, but not be limited to:

- Detailed research for each property, with a priority emphasis on the Glen Abbey Golf Course
- Evaluation of each property against the criteria of Ontario Regulation 9/06
- A statement of Cultural Heritage Value or Interest for each property
- Assessment of the condition of the property, including built and natural features

On January 26, 2016, the town's Heritage Oakville Committee considered the results of the Phase One study. The committee endorsed the results of the Phase One inventory and the priority properties to be considered in Phase Two. Phase Two is expected to commence in February 2016.

### **Interim Control By-law**

The three land use planning policy studies identified above need to be completed prior to the assessment of the potential Glen Abbey Golf Course redevelopment proposal. Accordingly, staff is recommending that an Interim Control By-law be passed. The purpose of passing the by-law is to provide time to complete the identified studies and implement changes to the Official Plan in order to have the appropriate policy context in place to properly consider the Glen Abbey Golf Course redevelopment proposal.

An Interim Control By-law may only be applied for a one year period with the potential for another year's extension for a total of two years allowing for the completion of a planning study. In addition, the *Planning Act* limits the application of an Interim Control By-law so that another such by-law, even if it pertains to a different use, cannot be applied to the same lands for a period of three years following the repeal of the Interim Control By-law. The effect of this by-law would restrict the uses to the existing golf course and related accessory uses, until the by-law is repealed or lapses.

The proposed Interim Control By-law needs to prohibit permitted but not currently existing uses of the Glen Abbey Golf Course. Staff are concerned about currently permitted development occurring during the study period for cultural heritage landscapes. Such development, depending on where and how it occurs, could have adverse impacts on potential cultural heritage landscapes on the site.

## **Conclusions**

In consideration of the scale of the Glen Abbey redevelopment proposal in the context of:

- a) land use matters of Provincial Interest ;
- b) the conformity requirements of the Growth Plan;
- c) the conformity requirements of the Provincial Policy Statement (2014);
- d) the conformity requirements of the town and the Region's Official Plans;
- e) the need to complete the three planning studies discussed herein.

Planning staff recommend that an Interim Control Bylaw be passed by Council for the Glen Abbey Golf Course lands, attached as Appendix "B".

This by-law will provide the town with the necessary time to carry out the three studies identified in this report and to approve amended Official Plan policies which will provide for an updated land use planning policy framework, in accordance with the Provincial mandate, against which to assess and properly evaluate the Glen Abbey Golf Course redevelopment proposal.

In addition, the Interim Control Bylaw will ensure that no additional development can occur on the Glen Abbey Golf Course lands which may impair cultural heritage landscape values.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

Beyond the normal circulation of Council reports, and a letter to the landowners, no prior additional notification has been provided. Notice of passing of the Interim Control By-law shall be provided pursuant to the provisions of the Planning Act.

### **(B) FINANCIAL**

The studies recommended in this report are necessary to assist the town in evaluating a potential development application on the Glen Abbey Golf Course. The 2016 capital budget includes funds to complete the Official Plan update. It is recommended that additional funds be added to this project and that the increased budget be funded 90% from Development Charges and 10% from the Capital Reserve in accordance with the funding of the existing project.

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

There are numerous town departments engaged in the five-year Official Plan Review in order to provide for stronger integration between key master plans and the Official Plan.

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

This report addresses the corporate strategic goal to:

- continuously improve our programs and services
- be the most livable town in Canada

**(E) COMMUNITY SUSTAINABILITY**

The five-year Official Plan Review program complies with the sustainability objectives of the Livable Oakville Plan.

**APPENDICES:**

Appendix A – Glen Abbey Golf Course map

Appendix B – Interim Control By-law 2016-024

Recommended by:

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