



REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: FEBRUARY 8, 2021

FROM: Planning Services Department

DATE: January 26, 2021

SUBJECT: **Public Meeting & Recommendation Report Proposed Zoning By-law Amendment Town of Oakville former Public Works site File: Z.1413.33 - By-law 2021-021**

LOCATION: 2264, 2274, 2320 Trafalgar Road
Concession 1, Part of Lot 13, S.D.S.

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RECOMMENDATION:

1. That the report from the Planning Services Department, dated January 26, 2021, entitled "Public Meeting & Recommendation Report – former Public Works site", be received.
2. That comments from the public with respect to the Zoning By-law Amendment File: Z.1413.33, be received.
3. That the Zoning By-law Amendment 2021-021 for the Town of Oakville's former Public Works site (File: Z.1413.33), being an amendment to Zoning By-law 2014-014, be passed.
4. That the respective notices of Council's decisions reflect that Council has fully considered all of the written and oral submissions relating to these matters and that those comments have been appropriately addressed.
5. That, in accordance with Section 34(17) of the *Planning Act*, no further notice is determined to be necessary.

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KEY FACTS:

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

- The proposed amendment to By-law 2014-014 is town-initiated to ensure appropriate regulations are in place for the future development of a block within the former Public Works site. This block (known as “Parcel 7”) is anticipated to be sold by Oakville’s Municipal Development Corporation.
- It is important that the in-effect regulations implement Official Plan Amendment #25, as approved by Council in June 2018.
- OPA #25 was the result of a master planning exercise and study conducted for the former Public Works site which set the context, and requirements, for the future development of the site.
- A newspaper ad was placed in the January 14, 2021 Oakville Beaver notifying the public of the February 8th, 2021 Planning and Development Council meeting. Mail-out notice was also provided to property owners within 120 metres of Parcel 7.
- The Zoning By-law amendment proposes to implement OPA #25 and rezone Parcel 7 to permit the site to be developed with a four to six storey residential building with underground parking.

BACKGROUND

In 2018, the town completed a two-year, comprehensive master planning exercise for the former Public Works site, located at Glenashton Drive and Trafalgar Road.

Planning staff examined how the Uptown area has built out over the years and considered this context for the future development of the former Public Works site. The resulting Official Plan Amendment reflects the Master Plan and it was expected that future development applications would further implement the Vision articulated in the Master Plan.

The town’s Municipal Development Corporation has taken carriage of redeveloping the site. To facilitate the future redevelopment, the most southerly block (known as “Parcel 7”) has been identified as the initial development block for sale. The proposed Zoning By-law amendment reflects the in-effect Official Plan policy and will allow the development of the site in a timely manner.

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A detailed history of the former Public Works site, and the Master Plan details, can be found on the Planning & Development Council agenda of 11 June, 2018. The Master Plan can be found at: <https://www.oakville.ca/business/former-public-works-site-master-plan.html>

Proposal

The proposed amendment conforms to the *Livable Oakville* Plan and is consistent with the Provincial Policy Statement (2014), and conforms to both the Growth Plan (2017) and Halton Region Official Plan. The proposed amendment allows for a specific built form that will complement the existing community.

Location

The subject property is part of the former Public Works site located north-west of the intersection of Glenashton Drive and Trafalgar Road. It is referenced municipally as 2264 Trafalgar Road. Its legal description is: Part of Lot 4, Plan 473, and Part of Lot 13, Concession 1 Trafalgar SDS, designated as Part 7 on Plan 20R-17093.

Site Description

The property is approximately 0.4 hectares, is vacant and generally flat. Adjacent to the north and west of the property, there are two pipelines and a hydro easement in favour of Hydro One.

Surrounding Land Uses

The surrounding land uses are as follows:

South: Glenashton Drive, beyond which are residential land uses, an office use and four storey townhouse dwellings

West: Winfield Park and Taunton Road, beyond which are three and four storey residential land uses

North: the balance of the former Public Works site, beyond which is a car dealership and a 12 storey apartment building

East: Trafalgar Road, beyond which are two storey residential land uses

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PLANNING POLICY & ANALYSIS

The property is subject to the following policy and regulatory framework:

- Provincial Policy Statement (2020)
- Growth Plan for the Greater Golden Horseshoe (2019)
- Halton Region Official Plan
- *Livable Oakville* Plan
- Zoning By-law 2014-014, as amended

The applications are subject to the following policy framework: the Provincial Policy Statement (PPS 2020), the Growth Plan for the Greater Golden Horseshoe (2019), the Halton Region Official Plan, and the Livable Oakville Official Plan and Zoning By-law 2014-014.

Provincial Policy Statement

The Provincial Policy Statement (2020) (PPS) came into effect on May 1, 2020, and it continues to recognise 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 encourages Planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs for a time horizon of up to 25 years.

The PPS (2020) promotes the integration of land use planning, growth management and 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. On this basis, the proposed rezoning is consistent with the PPS (2020).

Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan for the Greater Golden Horseshoe ('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". The policies of the Growth Plan are intended to help achieve complete communities which are composed of:

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- a diverse mix of land uses with convenient access to local stores, services, and public service facilities,
- elements that improve social equity and overall quality of life,
- a diverse range and mix of housing options; including affordable housing to accommodate people at all stages of life,
- convenient access to a range of transportation options – including active transportation, public service facilities, accessible open spaces, parks and trails,
- high quality, compact built form; an attractive and vibrant public realm,
- a variety of elements that help reduce greenhouse gas emissions and integrate green infrastructure.

On this basis, the proposed rezoning is consistent with the Growth Plan.

Halton Region Official Plan

The subject lands are designated as 'Urban Area', located within the Built Boundary. The range of permitted uses and the creation of new lots within the Urban Area will be in accordance with Local Official Plans and Zoning By-laws (Policy 76). All development, however, shall be subject to the policies and plan in effect.

Uptown is considered to be an Intensification Area for the purposes of the Region's Official Plan. It should also be noted that Trafalgar Road is under the jurisdiction of Halton Region and is identified as a "Higher Order Transit Corridor". The Master Plan exercise undertook an evaluation of the Region's Best Planning Estimates (BPEs) to better understand the dissemination of the planned number of residential units for the area of Uptown within which the public works site is located. Although a dedicated number of units was not assigned specifically to the Public Works site, an overall number is expected in the Uptown Core to meet population projections. The proposed Zoning By-law amendment conforms to the Region's Official Plan.

Future development of the site would be on full municipal servicing.

Livable Oakville Plan

The *Livable Oakville Plan* was approved by the Ontario Municipal Board on May 10th, 2011.

Urban Structure

The *Livable Oakville Plan* is currently undergoing a 5-year Official Plan Review to ensure the policies are consistent with the Provincial and Regional policies, support the Town's strategic goals, and reflect the visions and needs of the community.

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Schedule A1, Urban Structure, of the Livable Oakville Plan provides the basic structural elements for the Town. Official Plan Amendment 15 to the *Livable Oakville* Plan, confirms the Town's existing urban structure in terms of nodes and corridors, where higher intensity forms of mixed use growth are to be accommodated. OPA 15 was approved by Halton Region on April 26, 2018 and deemed to conform to the Growth Plan and is consistent with the PPS. There is one appeal pertaining to OPA 15. The subject lands are identified on Schedule A1 – Urban Structure as being within the Town's "Nodes and Corridors".

Land Use Policies

The town-owned lands are designated "Urban Core" on Schedule M1: Uptown Core Land Use plan. This designation permits a range of retail, office and residential uses. Development in the Urban Core designation is intended to have a strong urban focus and be oriented to the street, contributing to a high quality pedestrian and transit-supportive environment.

A site specific policy also identifies that the area of the subject property, as well as lands to the west (composing Block 'C' in the Master Plan) are to have a minimum of 150 residential units and height of between four and six storeys.

The proposed amendment conforms with the Official Plan policies.

Zoning By-law 2014-014

Map 91(22A) of the Zoning By-law zones the subject lands as Mixed Use 4, special provision 307, and subject to a holding provision (H19-MU4-307). This zoning was a carry-over from the site-specific zoning passed prior to comprehensive Zoning By-law 2014-014 coming into effect.

Draft zoning regulations were presented in 2018 as part of the Master Plan exercise. At that time, it was noted that new regulations were not recommended for approval with the Official Plan Amendment citing the desire to review future development application through a formal re-zoning process. This would provide an opportunity to tailor the appropriate zoning regulations to the proposed development. The existing zoning remains in effect and is proposed to be amended for only Parcel 7 at this time. The proposed zoning regulations will implement the Master Plan and OPA #25.

There is also a Holding provision on the site (dealing with the provision of servicing).

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PLANNING ANALYSIS

The proposed Zoning By-law Amendment represents the next step in implementing the Master Plan for the former Public Works site, as approved by Town Council. The Master Plan provided clarity on built form, taking into account the built and planned context as well as density requirements. The Official Plan Amendment translated that direction into policy. The OPA recognises the need to ensure new building heights are sensitive to existing development and complement future opportunities.

As such, it was recommended that lower building heights be located on the east side of Taunton Road, at the southerly limits of the property. These lower heights are identified in the Master Plan and OPA #25 and range from 4 to 6 storeys in height. The resulting built form may consist of low-rise apartments or townhouses. Flexibility was provided for the purpose of allowing height transitions from existing to new development and to accommodate the new street and park network. Townhouse building forms are also permitted.

The proposed Zoning By-law Amendment permits townhouses on the site – in standard or stacked form. The regulations also provide for a development of between four and six storeys, consistent with the Official Plan policy. It also requires setbacks from Trafalgar Road and Glenashton Drive, while allowing for the development to address the street – ensuring a pedestrian-focussed orientation of the development.

The proposed parking ratio is 1.15 spaces per dwelling, inclusive of visitor parking. This ratio is slightly higher than other recent developments in Uptown. Further, this ratio was presented in the draft regulations as part of the Master Plan process in June 2018.

NEXT STEPS

The Town's Municipal Development Corporation is seeking to sell Parcel 7 on the town's behalf. The development of the site would be subject to a subsequent site plan approval process. Depending on the tenure of the site, it could also involve a draft plan of condominium application.

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CONSIDERATIONS

(A) PUBLIC

Notice of the Zoning By-law amendment process was provided in the Oakville Beaver in order to meet the statutory requirements. As well, a mail-out was provided to property owners within 120 metres of Parcel 7.

(B) FINANCIAL

None at this time, but once the property redevelops, Cash-in-Lieu of Parkland and Development Charges would be applicable to this development. The amendments to the *Development Charges Act*, 1997 and the *Planning Act* proposed through Bill 108, the *More Homes, More Choice Act*, and Bill 197, the *COVID-19 Economic Recovery Act* have been proclaimed and are in force as of September 18, 2020. This provides more certainty in municipal financing and assists the town in providing complete communities while ensuring that "growth pays for growth" to the maximum extent possible.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Town departments and public agencies were part of the Master Plan exercise in 2018, and notified of the Official Plan Amendment at that time. These same agencies were notified of the proposed Zoning By-law Amendment as well.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- be the most liveable town in Canada

(E) COMMUNITY SUSTAINABILITY

The proposed development generally complies with the Town's sustainability goals and objectives of the *Livable Oakville Plan*. The proposal has also been reviewed in the context of Council declaring a Climate Change Emergency on June 24, 2019 to provide opportunities to reduce the development footprint of the proposal.

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APPENDICES

Appendix A – Aerial Photo

Appendix B – Official Plan Extract

Appendix C – Zoning By-law Extract

Appendix D – Proposed Zoning By-law 2021-21

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