



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: FEBRUARY 12, 2018

FROM: Planning Services Department

DATE: January 22, 2018

SUBJECT: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

LOCATION: North Oakville: north of Dundas Street, south of Highway 407, west of Ninth Line and east of Tremaine Road.

WARD: Multiple Wards: 4,5,6

Page 1

RECOMMENDATION:

That comments from the public with respect to the town-initiated proposed Official Plan Amendments to the North Oakville East Secondary Plan and the North Oakville West Secondary Plan (File No. 42.15.56) be received.

KEY FACTS:

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

- This report provides the basis and rationale for town-initiated official plan amendments (OPAs) to the North Oakville East and West Secondary Plans.
- The OPAs focus on matters to be addressed in the short-term resulting from the North Oakville Secondary Plans Review, a component of the town's ongoing Official Plan Review.
- The purpose of the OPAs is to propose revisions to the North Oakville East and West Secondary Plans that:
 - address conformity with the Growth Plan for the Greater Golden Horseshoe and consistency with the Provincial Policy Statement, and
 - provide greater certainty for development in North Oakville to achieve a complete community, to support transit viability, to support a mix of uses and a diverse range and mix of housing options.

From: Planning Services Department
 Date: January 22, 2018
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- This report includes the following sections: Background and history, Policy framework of the provincial, regional and local policy basis and rationale for the proposed OPAs and Policy analysis including short-term matters to be addressed in the OPAs.

BACKGROUND:

North Oakville Planning History

The area of North Oakville includes the lands located north of Dundas Street and south of Highway 407, between Ninth Line in the east and Tremaine Road in the west. These lands were identified and planned for urban growth in 1987 through a comprehensive process undertaken by Halton called the Halton Urban Structure Plan (HUSP).

The HUSP process examined growth potential and infrastructure servicing options across Halton and the local municipalities of the Town of Halton Hills, Town of Milton, City of Burlington and the Town of Oakville. The outcome of that process recommended a regional structure that identified North Oakville as an urban expansion area and overall reflected an understanding by the region and the local municipalities of the connection between sustainable growth and the need to support that growth with appropriate infrastructure and a related financial strategy to pay for the required infrastructure (Figure 1).

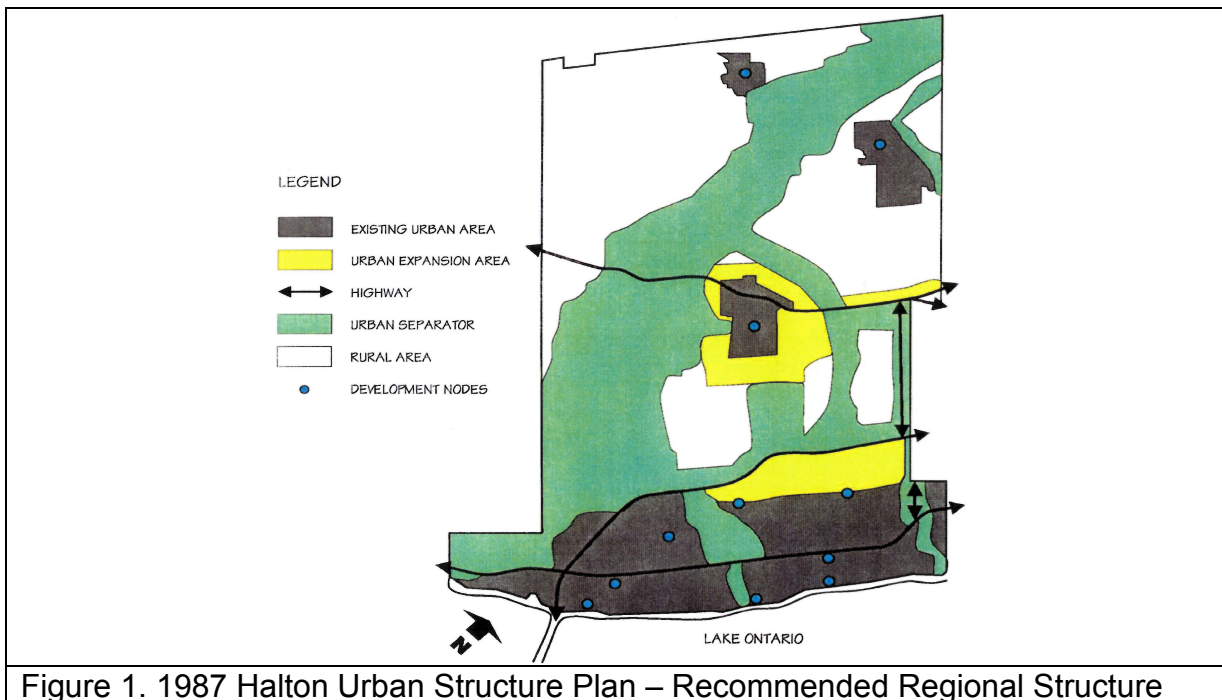


Figure 1. 1987 Halton Urban Structure Plan – Recommended Regional Structure

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Following the HUSP recommended regional structure in 1987, the Town of Oakville undertook a comprehensive land use planning process for North Oakville through the 1990's and 2000's that involved extensive public consultation and participation, numerous background and technical studies, and detailed analysis of issues and policy development.

This planning process resulted in the North Oakville East Secondary Plan (NOESP) and the North Oakville West Secondary Plans (NOWSP), known collectively as the "North Oakville Plans." It should be noted that the North Oakville Plans rely on policies from the 1984 Town of Oakville Official Plan (2006 Consolidation) and are not part of the Livable Oakville Plan (2009 Town of Oakville Official Plan). In this sense, the town has two official plans in effect (Figure 2).

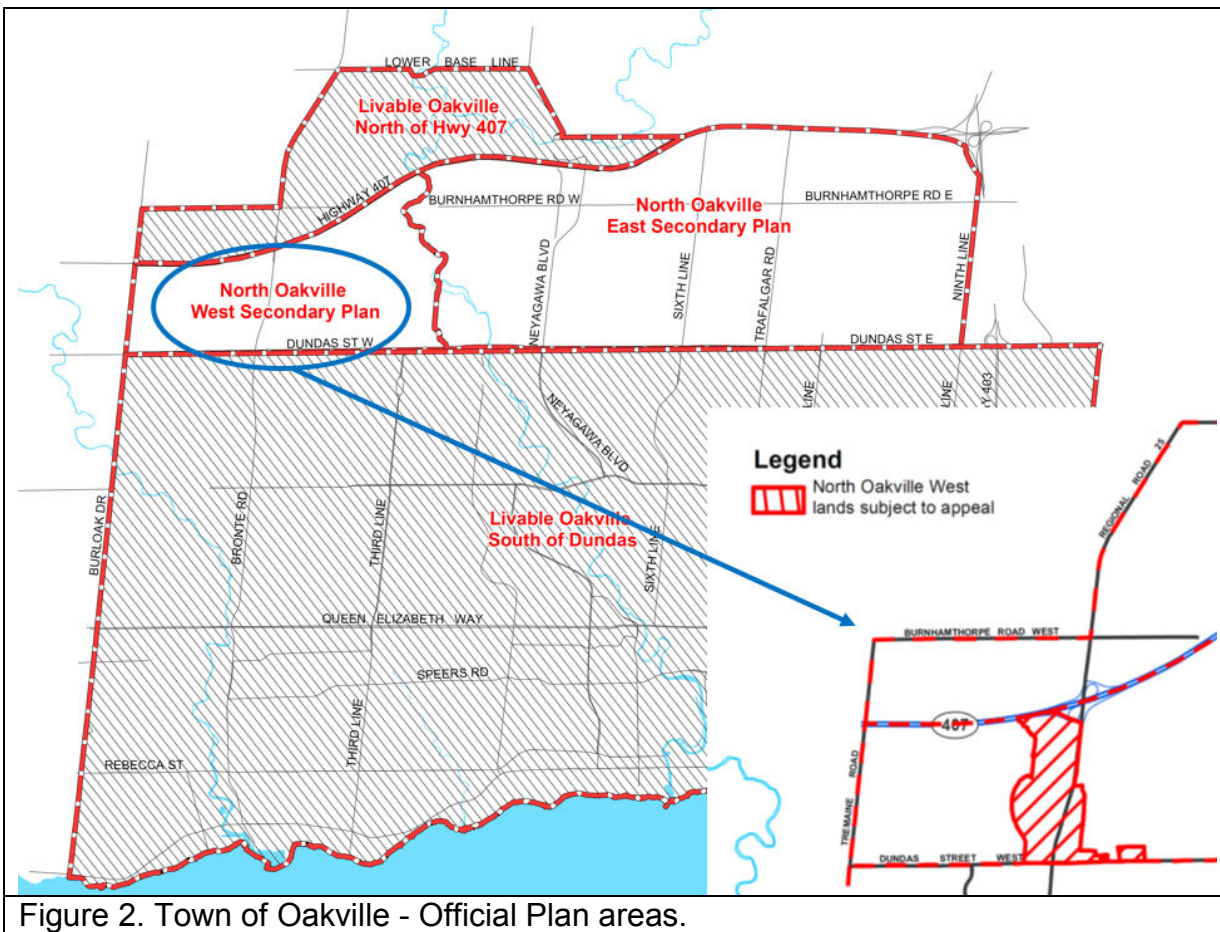


Figure 2. Town of Oakville - Official Plan areas.

From: Planning Services Department
Date: January 22, 2018
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Overview of the North Oakville Plans

The North Oakville Plans provide a planning framework for the lands north of Dundas Street and south of Highway 407, between Ninth Line in the east and Tremaine Road in the west.

The NOESP was approved by the Ontario Municipal Board (OMB) in January 2008. It predates the original 2006 Growth Plan and was developed to have regard for the 1997 Provincial Policy Statement. The NOWSP was approved in May 2009 and was developed to conform to the 2006 Growth Plan and to be consistent with the 2005 Provincial Policy Statement.

The North Oakville Plans are in full force and effect except for lands under appeal to the OMB located north of the intersection of Bronte Road and Dundas Street West. Together, the North Oakville Plans provide policy direction for growth and development to 2021 (Figure 2).

When the North Oakville East Secondary Plan (NOESP) was approved by the OMB through Official Plan Amendment 272, the OMB found that the settlement conformed to three development objectives:

- “Establishing as a “first priority of the Town a natural heritage/open space system to protect, preserve, and, where appropriate, enhance the natural environment...”
- “New urbanism” which is a planning approach incorporating inter-related patterns of land use, transportation and urban form;
- A transit-first approach to transportation designed to create a multi-modal transportation system which should reduce reliance on the automobile.”

The North Oakville Plans are founded on a vision that includes:

“North Oakville should also be forward-looking. It should be a model of smart growth and social diversity. It should enhance the Town’s reputation for excellence and its capacity to link the past, present and future...”

... [North Oakville] is planned as a compact, pedestrian- oriented, urban community containing a broad range of housing opportunities ranging from executive housing on large lots to high rise apartment units”

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This vision remains valid and is still appropriate. The vision of the North Oakville Plans is established through a series of general development objectives to guide future urban development that includes:

“...To establish as a first priority of the Town, a natural heritage and open space system, within the context of an urban setting, the majority of which is in public ownership...

...To provide for a variety of residential densities and unit types throughout the planning area, responding to the varied needs of the future population, while directing the highest densities and intensity of use to the Trafalgar Road Corridor in support of a broad range of services including high frequency transit, shopping, personal services and community facilities...

...To establish an efficient and linked, safe pedestrian movement system (cycleways and walkways) along with an appropriate distribution of land uses so that residents do not need to rely on the automobile to meet the recreational, shopping and commuter needs of daily life.”

North Oakville Development Phasing and Status

Development in North Oakville is planned for three successive phases, moving north from Dundas Street towards Highway 407. Phase 1 is nearing completion and it is anticipated that development of Phase 2 could commence within a year. It is good timing to evaluate the merits of the Phase 1 development to see how the vision for the North Oakville Plans is being achieved and to make policy revisions as appropriate in advance of development occurring in Phase 2.

Development in North Oakville and the implementation of the North Oakville Plans are still in the early stages. According to the 2016 Census, just 13% of planned population and 10% of planned employment growth has been achieved in North Oakville (Table 1). Additionally, Town of Oakville building permit information from 2017 shows a total of 4,633 permits for dwellings have been issued.

Table 1. Existing versus Planned Population and Employment		
	Population	Employment
2016 Census	6,340	3,352
Full Build-Out	50,000	35,200

Since the North Oakville Plans were approved, the provincial and regional planning policy framework has evolved. As a result, the North Oakville Plans are not up to date with current and required provincial and regional land use planning policy.

From: Planning Services Department
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While it is recognized that approved development to date has met the minimum policy requirements applicable at the time, staff is of the opinion that future development could better achieve the community vision, objectives and policy intent of the North Oakville Plans.

North Oakville Secondary Plans Review

The purpose of the NOSPR is to review the North Oakville Plans as required by the *Planning Act* and is being conducted in conjunction with the town's Official Plan Review of the Livable Oakville Plan. It is a major component of the NOSPR to bring the North Oakville Plans into the Livable Oakville Plan so that the town has one official plan document.

The NOSPR was initiated on May 15, 2017 when the Livable Oakville Council Sub-Committee (Sub-Committee) received the report entitled *North Oakville Secondary Plans Review* (Appendix A). This report presented the purpose and scope of the study, the study process, emerging issues identified by staff, and preliminary directions coming through the Official Plan Review and other planning initiatives.

As input to the NOSPR, the Sub-Committee has raised several matters including achieving the vision for a "complete community" and achieving conformity with the Growth Plan.

At their meeting of November 6, 2017, the Sub-Committee received the report entitled *North Oakville Secondary Plans Review - Directions Report* (Appendix B). Based on the feedback received following the May 15, 2017 report and further review, staff have identified a number of matters to be addressed in the short-term through this report, including:

- Trafalgar Urban Core Area
- Bonusing Clarification
- Housing Mix Targets
- Neighbourhood Commercial Development
- Location of Stormwater Management Facilities
- Definitions

Although a review of the conformity and consistency of NOESP and NOWSP with provincial and regional planning documents has been identified as part of the second set of matters set out below; any policy revisions related to the six matters above must be consistent with the Provincial Planning Statement and conform to regional and provincial plans.

From: Planning Services Department
Date: January 22, 2018
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The November 6, 2017 report also identified a second set of matters to be addressed in the long-term through the balance of the NOSPR (Appendix B), including:

- Conformity and consistency with provincial and regional planning documents
- Oakville's Official Plan Review policy directions for urban structure and from the Employment and Commercial Review
- Adding lands to the Natural Heritage System
- Refinements to the Neighbourhood Commercial Policies through additional study
- Transitional Area development
- Compatibility and consolidation with Livable Oakville

In terms of public engagement, a Public Information Meeting was held December 6, 2017 to introduce the study to the public and to seek input on the policy directions for short-term policy revisions.

Staff have been meeting with consultants and representatives of the North Oakville Community Builders Inc., trustee to the North Oakville East Developers Group (Landowners Group). Four meetings have been held with the Landowners Group for the purpose of exchanging information, identifying concerns and seeking input to the NOSPR. Future meetings with this group will be scheduled through the balance of the study.

The purpose of this report is to introduce the town-initiated proposed official plan amendments (OPAs) to the North Oakville Plans: the NOESP proposed OPA is attached in Appendix C and the NOWSP proposed OPA is attached in Appendix D.

Please note that the OPAs attached to this report represent the most current versions. Earlier versions posted on the town's website contained minor typographical errors that have since been corrected.

The proposed OPAs provide for policy revisions to the following existing sections of the North Oakville Plans (Table 2). Note that fewer revisions apply to the NOWSP since it is a plan focused on development of employment lands, with the exception of the mixed use Node of Palermo Village. In contrast, the East Plan area comprises many residential areas, as well as mixed use areas and employment areas.

From: Planning Services Department
 Date: January 22, 2018
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Table 2 – Policy Revisions Identified by Topic, Secondary Plan, and Section		
Policy Topic	NOESP Policy Section	NOWSP Policy Section
Stormwater Management Facility	7.6.2.2 a)	8.6.2.2.a)
Trafalgar Urban Core Area	7.6.4	n/a
Dundas Urban Core Area	7.6.5	n/a
Neighbourhood Centre Area	7.6.7.1	n/a
Definitions	7.10.13	8.10.13

COMMENT/OPTIONS:

Policy Framework

The North Oakville Plans are subject to the following policy framework including the *Planning Act*, Provincial Policy Statement (2014), the Growth Plan for the Greater Golden Horseshoe (2017), the Greenbelt Plan (2017), the Halton Region Official Plan (2009), the 1984 Town of Oakville Official Plan (2006 Consolidation) and the urban structure component of the Livable Oakville Plan (2009 Town of Oakville Official Plan).

Planning Act

The Ministry of Municipal Affairs’ website (www.mah.gov.on.ca) states that “The *Planning Act* sets out the ground rules for land use planning in Ontario and describes how land uses may be controlled, and who may control them.” It also provides the basis for, among other things, the preparation of official plans and zoning by-laws, and the consideration of amendments to those instruments.

Section 1.1 of the *Planning Act* states that the purposes of the Act are:

- “(a) to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;
- (b) to provide for a land use planning system led by provincial policy;
- (c) to integrate matters of provincial interest in provincial and municipal planning decisions;
- (d) to provide for planning processes that are fair by making them open, accessible, timely and efficient;
- (e) to encourage co-operation and co-ordination among various interests;

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(f) to recognize the decision-making authority and accountability of municipal councils in planning.”

Section 2 of the *Planning Act* sets out matters of provincial interest to which the town must have regard in making decisions under the *Planning Act*, including:

- “(h) the orderly development of safe and healthy communities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (p) the appropriate location of growth and development
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- (r) the promotion of built form that,
 - (i) is well-designed,
 - (ii) encourages a sense of place...”

Section 3 of the *Planning Act* provides the key mechanism for provincial policy to lead the land use planning system. It provides that provincial or municipal decision making that affects a planning matter shall be consistent with the provincial policy statement and conform with provincial plans.

Provincial Policy Statement (2014)

The Provincial Policy Statement provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario’s policy-led planning system, the Provincial Policy Statement sets the policy foundation for regulating the development and use of land. It also supports the provincial goal to enhance the quality of life for all Ontarians.

On February 24, 2014, the Government of Ontario issued a new Provincial Policy Statement (PPS 2014) under Section 3 of the *Planning Act*. The PPS (2014) replaces the 2005 statement, addresses a broader range of land use planning matters, enhances and clarifies the intent of provincial policies and interests.

The Provincial Policy Statement is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation. When more than one policy is relevant, a decision-maker should consider all of the relevant policies to understand how they work together. On April 30, 2014, the new PPS (2014) took effect. All planning decisions made on or after this date are required to be consistent with the PPS (2014).

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Growth Plan for the Greater Golden Horseshoe (2017)

The Growth Plan for the Greater Golden Horseshoe, together with the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan build on the policies of the Provincial Policy Statement and establish a land use planning framework that supports the achievement of complete communities, a thriving economy, a clean and healthy environment, and social equity. The provincial plans that apply to the Town of Oakville are the Growth Plan for the Greater Golden Horseshoe and the Greenbelt Plan.

Provincial plans are to be read in conjunction with the Provincial Policy Statement. They take precedence over the policies of the Provincial Policy Statement to the extent of any conflict, except where the relevant legislation provides otherwise. Where provincial plans are in effect, planning decisions must conform or not conflict with them, as the case may be.

On May 18, 2017, the new Growth Plan for the Greater Golden Horseshoe (Growth Plan 2017) was released and replaced the 2006 Growth Plan for the Greater Golden Horseshoe. On July 1, 2017, the Growth Plan (2017) came into effect. All planning decisions made on or after July 1, 2017 are required to conform to the Growth Plan (2017).

Greenbelt Plan (2017)

The Greenbelt Plan was prepared and approved under the Greenbelt Act, 2005 and took effect on December 16, 2004. The Greenbelt Plan protects an area containing nearly 810,000 hectares of green space, farmland, vibrant communities, forests, wetlands and watersheds.

On January 9, 2013, Amendment No. 1 to the Greenbelt Plan came into effect. This amendment added a new land use designation called Urban River Valley and related policies to the Greenbelt Plan.

Amendment No. 1 also applied the Urban River Valley designation to the lands within North Oakville known as the Glenorchy Preserve. These lands consist of approximately 255 hectares in North Oakville south of Highway 407 along the west side of Sixteen Mile Creek over to Bronte Road.

On May 18, 2017, the Greenbelt Plan (2017) was released as an amendment to the Greenbelt Plan effective July 1, 2017.

It is important to note that the relationship between the North Oakville Plans and the Greenbelt Plan (2017) will be examined through latter parts of the town's ongoing

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OP review, specifically through the upcoming projects called “Greenbelt Plan Conformity Review” and the “Provincial and Regional Conformity Review.”

Halton Region Official Plan (2009)

The Halton Region Official Plan (ROP) is Halton’s guiding document for land use planning. It contains the goals, objectives and policies that manage growth and direct physical change and its effects on the social, economic and natural environment of the Region.

Regional Official Plan Amendment 38 (ROPA 38) was adopted by Regional Council on December 16, 2009. The amendment implemented the Sustainable Halton Plan and serves as Halton’s conformity exercise with the previous 2006 Growth Plan. The OMB has issued a series of decisions regarding the partial approval of ROPA 38 to the ROP. The policies of ROPA 38 and the ROP are in force with the exception of site-specific and policy-specific matters unrelated to North Oakville.

On April 9, 2014, Regional Council authorized the commencement of the five-year review of the Region’s Official Plan Review (ROPR) through Report No. LPS28-14. Much like the town’s Official Plan Review, the region’s review is looking at conformity with provincial plans and its overall growth management strategy under the new Growth Plan (2017).

Livable Oakville Plan (2009 Town of Oakville Official Plan)

The Livable Oakville Plan (2009 Town of Oakville Official Plan) establishes the desired land use pattern for lands within the Town, south of Dundas Street and north of Highway 407.

The Livable Oakville Plan was adopted by Town Council on June 22, 2009 and approved by the OMB Board on May 10, 2011. With the exception of the town-wide urban structure described below, the Livable Oakville Plan does not apply to North Oakville.

In accordance with the *Planning Act*, a review of the town’s Official Plan is underway, including the Livable Oakville Plan. The review will ensure that the Official Plan policies are consistent with the latest provincial and regional policies, support the town's strategic goals, and reflect the vision and needs of the community.

As a major component of the town’s Official Plan Review, the Urban Structure Review was recently completed. At their meeting of September 26, 2017, Town Council adopted OPAs for a revised town-wide urban structure:

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

- OPA No. 15 introduced a new Section 3 – Urban Structure and Schedule A1 – Urban Structure into the Town’s Official Plan, the Livable Oakville Plan.
- OPA 317 and OPA 318 provided for revisions to the North Oakville East and West Secondary Plans respectively to align them with the urban structure changes to the Livable Oakville Plan.

The Town of Oakville’s town-wide urban structure sets out the framework for where and how the town will grow and how to determine Oakville’s character and form. The 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’s urban structure is comprehensive and provides certainty to guide major infrastructure investment and to maximize cost effectiveness. It is the basis for the policies in the Official Plan and for making planning decisions.

Halton Region has reviewed the Urban structure OPAs and are satisfied that they conform to the Regional Official Plan and the Growth Plan (2017). However, the region has also indicated that the town’s urban structure OPAs are not minor, have a bearing on provincial policy interests and warrant circulation to the province. At the time of writing this report, the urban structure OPAs were in circulation to the province and the town was awaiting approval from the region.

1984 Town of Oakville Official Plan (2006 Consolidation)

As reported, the NOESP and the NOWSP rely on policies from 1984 Town of Oakville Official Plan (2006 Consolidation) and are not part of the Livable Oakville Plan. Throughout the North Oakville Plans, there are references back to the 2006 parent plan. However, the town-initiated proposed OPAs attached to this report amend the policies of the North Oakville Secondary Plans do not propose amendments to the 2006 parent plan.

Planning Analysis - General

Provincial Policies

The PPS (2014) and Growth Plan (2017) establish a planning vision that addresses the challenges of accommodating population growth and managing development while protecting resources and the natural environment. The provincial policy framework promotes efficient development patterns that optimize the use of land, resources and public investment in infrastructure and public service facilities. The vision is for livable and healthy communities that promote and enhance human health and social well-being, that are economically and environmentally sound, and that are resilient to climate change.

From: Planning Services Department

Date: January 22, 2018

Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

The vision provides for “strong, sustainable and resilient communities for people of all ages” offering “a wide variety of choices for living.” Urban areas “will be vibrant and characterized by more compact development patterns that support climate change mitigation and adaptation, and provide a diversity of opportunities for living, working and enjoying culture.” The transportation network will be integrated and “transit and active transportation will be practical elements” of urban transportation systems.

The Growth Plan (2017) builds on this vision through guiding principles that include the following:

- Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.
- Prioritize intensification and higher densities to make efficient use of land and infrastructure and support transit viability.
- Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes and ages of households.
- Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government.

The Growth Plan (2017) describes a context in Section 2.1 for establishing policies for where and how to grow to achieve the vision and guiding principles that includes:

“accommodating forecasted growth in *complete communities*. These are communities that are well designed to meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, *public service facilities*, and a full range of housing to accommodate a range of incomes and household sizes. *Complete communities* support quality of life and human health by encouraging the use of *active transportation* and providing high quality public open space, adequate parkland, opportunities for recreation, and access to local and healthy food. They provide for a balance of jobs and housing in communities across the GGH to reduce the need for long distance commuting. They also support climate change mitigation by increasing the *modal share* for transit and *active transportation* and by minimizing land consumption through *compact built form*.”

Further context for the policies of the Growth Pan (2017) from Section 2.1 is provided in the following:

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

“To support the achievement of *complete communities* that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and *infrastructure* can be made by directing growth to *settlement areas* and prioritizing *intensification*, with a focus on *strategic growth areas*, including *urban growth centres* and *major transit station areas*, as well as *brownfield sites* and *greyfields*. Concentrating new development in these areas provides a focus for investments in transit as well as other types of *infrastructure* and *public service facilities* to support forecasted growth, while also supporting a more diverse range and mix of housing options.”

It should be noted that the North Oakville Plans are forecast to accommodate 50,000 people and 35,000 jobs to 2021 in accordance with the 1987 Halton Urban Structure Plan. These forecasts will be reviewed through the town’s OP Review, in conjunction with the region’s OP Review and in the context of the PPS (2014) and the Growth Plan (2017). However, as discussed earlier in this report, it is appropriate to advance the proposed revisions at this time prior to development occurring in Phase 2.

Section 2.2 of the Growth Plan (2017) identifies Policies for Where and How to Grow that are relevant to North Oakville, including:

“2.2.1 Managing Growth

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:
 - ... iii. can support the achievement of *complete communities* ...

The Growth Plan (2017) identifies the Town of Oakville, south of Highway 407, as a settlement area and identifies the lands governed by the North Oakville Plans as a designated greenfield area (Appendix E). The Growth Plan (2017) provides policies for these areas, most notably:

“2.2.7 Designated Greenfield Areas

- 1. New *development* taking place in *designated greenfield areas* will be planned, designated, zoned and designed in a manner that:
 - a) supports the achievement of *complete communities*;
 - b) supports *active transportation*; and

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

c) encourages the integration and sustained viability of transit services.”

To define complete communities, the Growth Plan (2017) provides the following:

“*Complete Communities* - Places such as mixed-use neighbourhoods or other areas within cities, towns, and *settlement areas* that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and *public service facilities*. *Complete communities* are age-friendly and may take different shapes and forms appropriate to their contexts.”

In summary, the provincial policy framework applicable to North Oakville identifies the lands as a *designated greenfield area*, within a *settlement area*, and establishes the requirements for development in North Oakville to achieve a *complete community*, to support transit viability, to support a mix of uses and a diverse range and mix of housing options.

Regional Policies

The 2009 Halton Region Official Plan (ROP) designates the North Oakville Plan areas as Urban Area with portions subject to the Employment Area overlay and also with areas designated Regional Natural Heritage System (Appendix F).

Section 50.2 of the ROP (2009) includes the Urban Area designation as a component of the region’s settlement areas:

“50.2 The Regional Structure implements Halton’s planning vision of its future landscape as described in Section 27 by organizing land uses into the following broad categories:

(1) *Settlement Areas*, consisting of the Urban Area, Hamlets and Rural Clusters ...

Where in Section 276.3(1) *settlement area* “means urban areas and rural settlement areas within municipalities (such as cities, towns, villages, Hamlets and Rural Clusters) where development is concentrated and which have a mix of land uses ...” Further, the ROP (2009) includes, among many, policy objectives for the Urban Area designation:

“...72(2) To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence

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Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.

72(3) To provide a range of identifiable, inter-connected and *complete communities* of various sizes, types and characters, which afford maximum choices for residence, work and leisure.

Further, within the Urban Area designation, North Oakville is identified as a *designated greenfield area* which is defined in Section 225.1 as “the area within the Urban Area that is not Built-Up Area” with the built-up area defined in Section 220.4 as “all land within the Built Boundary” as shown in Appendix F – Regional Structure.

The ROP (2009) provides *designated greenfield area* policies applicable to North Oakville as follows:

“77(2.4) Require development occurring in *Designated Greenfield Areas* to...

- b) contribute to creating healthy communities;
- c) create street configurations, densities, and an urban form that support walking, cycling and the early integration and sustained viability of transit services;
- d) provide a diverse mix of land uses, including residential and employment uses to support vibrant neighbourhoods ...”

In summary, the regional policies identify North Oakville as a designated greenfield area component of the Urban Area designation located within a settlement area. As with the provincial policies, the regional policies establish requirements for development in North Oakville to provide for a complete community, to support transit viability, to provide a mix of land uses and to a provide diverse range and mix of housing options.

Town Policies

Urban Structure

The Council adopted town-wide urban structure is intended to protect natural and cultural heritage and open space, maintain stable residential neighbourhoods, and direct growth to an identified system of nodes and corridors (Appendix G). Several key urban structure elements provide a framework for North Oakville including:

- Nodes and Corridors (Trafalgar, Dundas and Neyagawa Urban Core Areas)

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

- Nodes and Corridors for Further Study (e.g. Health Oriented Mixed Use Node)
- Natural Heritage System and Parks, Open Space and Cemeteries
- Residential Areas and Employment Areas
- Transit Nodes and Major Transportation facilities

North Oakville - General

The vision of the North Oakville Plans described previously in this report is for a community based on choice and diversity, transit support, mixed use and mix housing that responds to the varied needs of the future population. In addition, Section 7.6 of the NOESP and 8.6 of the NOWSP provide a land use strategy, designations and policies that “establish the general pattern of development for the existing and future use” of the North Oakville East and West Planning Areas.

North Oakville - Monitoring Requirements and Development Progression

Section 7.9.5 of the NOESP and Section 8.9.5 of the NOESP establish the requirements to monitor development in North Oakville to ensure that ... “the overall progression is in accordance with the goals and objectives of this Plan” and that “the targets of this Plan are being achieved ...”

The North Oakville policies establish details of a monitoring program to consider such factors as:

- “... a) relationship and level of population and employment growth;
- b) supply of existing lots and number of building permits granted;
- c) the general achievement of housing mix targets; ...”

Accordingly, staff have undertaken monitoring of the North Oakville Plans and the results of the program have contributed to an understanding of the development to date and have helped identify and confirm the areas of concern in the NOSPR.

As presented earlier in the report, development in North Oakville is progressing with 13% of planned population and 10% of planned employment growth being achieved to date (Table 3).

Table 3. Existing versus Planned Population and Employment		
	Population (people)	Employment (jobs)
2016 Census	6340	3,352
Full Build-Out	50,000	35,200

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Planning Analysis – Matters to be addressed in the Short-Term

The purpose of the proposed OPAs is to modify the text of the North Oakville Plans to implement the policy directions focused on areas of concern to be addressed in the short-term through the NOSPR. The next section of the report reviews these areas of concern in the context of additional policy requirements, monitoring the progression of development and the policy revisions contained in the proposed OPAs.

Trafalgar Urban Core Area

Trafalgar Road is a major north south arterial running through the town from Lake Ontario to Highway 407. Trafalgar Road connects the Oakville GO station at Midtown Oakville, a designated urban growth centre in the Growth Plan (2017), with downtown Georgetown. Trafalgar Road also intersects with major regional transportation facilities including Dundas Street and Highway 407.

The Trafalgar Urban Core Area (TUC) in North Oakville is centred on Trafalgar Road between Dundas Street and Highway 407. The TUC is planned to accommodate the highest densities in North Oakville in the form of new development of tall, mixed use buildings and sites in order to support planned higher order transit.

The Trafalgar Road Corridor is currently serviced by two transit systems:

- Oakville Transit provides hourly service connecting Midtown Oakville and the Oakville GO station with Dundas Street.
- Metrolinx provides hourly service from Midtown Oakville and the Oakville GO Station linking to the Milton GO station and with connecting stops including Highway 407.

In the longer term, higher order transit in the form of bus rapid transit (BRT) in dedicated lanes is planned for the Trafalgar Road Corridor. This was identified and confirmed through the Region of Halton, Trafalgar Road Corridor Study (Oakville), Class Environmental Assessment completed May 2015. As well, BRT and related facilities for portions of the Trafalgar Road Corridor core were identified the Midtown Oakville Class Environmental Assessment (2014) and incorporated in recent amendments to the Livable Oakville Plan through the Midtown Oakville and Transportation Network Updates OPA adopted by Oakville Council, September 11, 2017.

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

The importance of the TUC and the Trafalgar Road Corridor is discussed below in the context of the NOESP as well as the policies of the province, region and town to achieve a complete community, to support transit viability, to provide a mix of land uses and to provide diverse range and mix of housing.

North Oakville East Secondary Plan – Additional Policy Requirements

The NOESP Community Design Strategy identifies three urban core areas for the most dense development in North Oakville: Trafalgar Urban Core, Dundas Urban Core and Neyagawa Urban Core. Section 7.5.13 states that the TUC is “intended to ultimately provide for a primarily mixed use development which is the densest in North Oakville.”

Of the three urban core area areas, the TUC is planned for building heights of 15-20 storeys at key intersections. The Dundas Urban Core and the Neyagawa Urban Core are planned for heights up to eight storeys.

The TUC is identified in the NOESP on Figure NOE1, Community Structure (Appendix H) as the Urban Core Area along Trafalgar Road between Highway 407 and Dundas Street East and according to Section 7.5.14 is:

“intended as the focal point for development in North Oakville East. The Trafalgar Urban Core 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. It will ultimately be a pedestrian oriented mixed use area with a full range of uses at the highest densities in the Planning Area.”

The NOESP Land Use Strategy (Appendix I and Appendix J, NOWSP for reference) designates the TUC on Figure NOE2, Land use Plan and provides a purpose in Section 7.6.4.1:

“The Trafalgar Urban Core Area designation on Figure NOE2 is designed to ultimately provide for the creation of a major Node - a dense, mixed use development concentration that is pedestrian and transit oriented. This area will link to and complement the Uptown Core to the south of Dundas Street.”

Section 7.6.4.2 provides policies for permitted uses, buildings and structures in the TUC, including:

“i) The permitted uses shall be the full range of employment, commercial, including retail commercial, accommodation, institutional, cultural, health

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

and medical, and entertainment uses, medium and high density residential uses, and related public uses such as urban squares and parking.

ii) Permitted uses shall be primarily located in medium and high density residential, office and institutional buildings. Both mixed use and single use buildings shall be permitted and this may include single use retail and service commercial buildings, including supermarkets and department stores particularly in Trafalgar Urban Core Area 2. In addition, industrial buildings with an office component shall be permitted in Urban Core Area 1 as designated on Figure NOE1.”

Of note in these mixed use policies is that the uses are intended to mix within buildings, across individual sites and between multiple development sites.

Province, Region and Town – Additional Policy Requirements

The Town of Oakville, Schedule A1- Urban Structure (Appendix G) identifies the TUC as a Node and Corridor with the expectation that these “are key areas of the Town identified as the focus for mixed use development and intensification.”¹ Further, from the new Section 3 – Urban Structure “The Nodes and Corridors identified in this Plan and in the North Oakville Plans comprise the town’s *strategic growth areas* as that term is defined in the Growth Plan, 2017.”

The Growth Plan (2017) defines strategic growth areas as:

“within *settlement areas*, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating *intensification* and higher-density mixed uses in a more *compact built form*. Strategic growth areas include *urban growth centres*, *major transit station areas*, and other major opportunities that may include infill, *redevelopment*, *brownfield sites*, the expansion or conversion of existing buildings, or *greyfields*. Lands along major roads, arterials, or other areas with existing or planned *frequent transit service* or *higher order transit corridors* may also be identified as *strategic growth areas*.”

The Growth Plan (2017) further refines the classification and function of the TUC and Trafalgar Road through North Oakville as a major transit station area planned for higher order transit through the following definitions:

“Major Transit Station Area - The area including and around any existing or planned *higher order transit* station or stop within a *settlement area*; or

¹ Official Plan Amendment No 15, new Section 3 of the Livable Oakville Plan, Adopted by Council September 26, 2017, awaiting approval from the region.

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

the area including and around a major bus depot in an urban core. *Major transit station areas* generally are defined as the area within an approximate 500 metre radius of a transit station, representing about a 10-minute walk.

Higher Order Transit - Transit that generally operates in partially or completely dedicated rights-of-way, outside of mixed traffic, and therefore can achieve levels of speed and reliability greater than mixed-traffic transit. *Higher order transit* can include heavy rail (such as subways and inter-city rail), light rail, and buses in dedicated rights-of-way.”

The planned classification and function of Trafalgar Road through North Oakville as a higher order transit corridor is further confirmed in the NOESP and the ROP according to the following:

- The NOESP identifies Trafalgar Road through North Oakville as “Major Arterial, Transit Corridor, Busway Corridor and Primary Transit Corridor Service” (Appendix K).
- NOESP Section 7.7 Community Services Strategy, Table 2 – Transportation Facilities describes facility function and general design guidelines for “high order transit ... and travel lanes reserved for transit.”
- The ROP (2009) identifies Trafalgar Road through North Oakville as “Major Arterial, Higher Order Transit Corridor” (Appendix L).
- Table 3 – Function of Major Transportation Facilities of the Transportation Section on the ROP (2009) describes facility function and general design criteria for accommodation of “higher order transit ...exclusive right-of-way for transit vehicles where possible ... transit-supportive, high density, mixed use development to be encouraged along right-of-way within urban areas” serving.

The ROP (2009) Section 245.1 defines higher order transit as: “transit that generally operates in its own dedicated right-of-way, outside of mixed traffic, and therefore can achieve a frequency of service greater than mixed-traffic transit. Higher order transit can include heavy rail (such as subways), light rail (such as streetcars), and buses in dedicated rights-of-way.”

Further, the Trafalgar Road Corridor is planned for higher order transit in the form of light rail or bus rapid transit (LRT/BRT) in the Metrolinx draft Regional Transportation Plan (Appendix M) and identified as a Transit Priority Corridor in the Region of Halton Mobility Management Strategy (Appendix N) which is also planned to accommodate higher order transit in conjunction with future improvements to Trafalgar Road between Oakville Go and Georgetown GO.

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

From the forgoing analysis, the TUC and the Trafalgar Road Corridor contained within the TUC are entirely identified as a major transit station area within the intensification hierarchy of strategic growth areas in the Growth Plan (2017) and are required to be planned to accommodate higher order transit supported by full range of employment, commercial, including retail commercial, accommodation, institutional, cultural, health and medical, and entertainment uses as well as, medium and high density residential uses.

The Growth Plan (2017) provides additional policies for the TUC in terms of development that is transit-supportive in Section 2.2.4:

“8. All *major transit station areas* will be planned and designed to be *transit-supportive* and to achieve *multimodal* access to stations and connections to nearby major trip generators by providing, where appropriate:

- a) connections to local and regional transit services to support *transit service integration*;
- b) *infrastructure* to support *active transportation*, including sidewalks, bicycle lanes, and secure bicycle parking; and
- c) commuter pick-up/drop-off areas.

9. Within all major transit station areas, development will be supported, where appropriate, by:

- a) planning for a diverse mix of uses, including second units and affordable housing, to support existing and planned transit service levels;
- b) fostering collaboration between public and private sectors, such as joint development projects;
- c) providing alternative development standards, such as reduced parking standards; and
- d) prohibiting land uses and built form that would adversely affect the achievement of transit-supportive densities.”

The Growth Plan (2017) defines *transit-supportive* as follows:

“Relating to development that makes transit viable and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities. Transit-supportive development will be consistent with Ontario’s Transit Supportive Guidelines.”

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Ontario's Transit Supportive Guidelines suggest a minimum density of 72 units per hectare or 160 residents and jobs combined per hectare for a transit service type of dedicated rapid transit (LRT/BRT).

The definition of BRT from the Transit Supportive Guidelines is consistent with the term higher order transit from the other policy requirement examined in this report:

“Bus Rapid Transit (BRT): Buses on grade-separated roadways or dedicated lanes to transport passengers without interference from other traffic. Such systems usually include dedicated bus lanes, signal priority at intersections, off-bus fare collection to speed up boarding, level boarding (low-floor buses or high-level platforms) to enhance accessibility and enclosed stations.”

The PPS (2014) also states in Section 1.1.3.2 that:

“Land use patterns within settlement areas shall be based on:

a) densities and a mix of land uses which:

5. are transit-supportive, where transit is planned, exists or may be developed; ...”

North Oakville East Secondary Plan – Development of the Trafalgar Urban Core

To date, development proposals submitted to the town for the TUC are achieving a density of 68 units per net hectare, which is below the suggested minimum provincial target of 72 units per gross hectare to support transit viability. As well, development is failing to support a diverse range of housing types with 80% of building permits issued falling in the townhouse category (Table 4).

It is important to note that the provincial density figure is measured over a gross area while the actual density figure of 68 from North Oakville is measured over a net area. A net area in planning density calculations typically excludes areas like parks, school sites and roads. When those excluded areas are added back to create a gross area, the density figure goes down. The same number of units spread over a gross area results in a lower number. For North Oakville, the net area density of 68 would be lower when converted to a gross area density.

From: Planning Services Department
 Date: January 22, 2018
 Subject: Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56

Table 4. Residential Densities of Urban Core Areas						
ZONE	Hectares	Units	Actual Density Net UPH	Single/ Semi	Town	Apt
TUC	16.09	1,095	68	0%	80%	20%
DUC	1.27	91	72	0%	32%	68%
NUC	3.04	129	42	33%	67%	0%

Development that continues on this trajectory raises concerns about supporting future planned levels of transit and serving the broad range of socio-demographic needs anticipated for the future population.

It is recognized that higher density development may be constructed after lower density development as a function of economics and the real estate market. There are signs that the evolution in North Oakville from low density to higher density housing, including apartments, may be starting to happen. However, proposed development in the urban core areas continues to be inadequate in providing sufficient densities.

As the TUC is planned to accommodate the highest densities in North Oakville, this area should be protected to ensure future higher density development is achieved in taller buildings. This would have positive implications for providing more aspects of a complete community and support for future transit. It also implements the town’s Urban Structure.

Proposed Official Plan Amendment – Trafalgar Urban Core Area

The November 6, 2017 Sub-Committee report entitled *North Oakville Secondary Plans Review - Directions Report* provided policy directions for the TUC identified below with corresponding proposed policy revisions.

“Policy Direction – Amend the NOESP policies to provide for an overall minimum transit supportive density targets in the Trafalgar Urban Core Area.

Policy Direction – Amend the NOESP policies to provide for increased minimum building heights and densities in the Trafalgar Urban Core within a fixed distance from Trafalgar Road. Consider two bands of minimum heights and densities, with the taller, most dense buildings located in the band closer to Trafalgar Road and the shorter buildings located in the band farther from Trafalgar Road.

Policy Direction – Amend the NOESP policies to limit the development of Medium Density Residential Uses in the Trafalgar Urban Core Area.

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Consider linking the permissions for developing Medium Density Residential uses to the achievement of prescribed minimum heights and densities in the Trafalgar Urban Core Area.

Policy Direction – Consider how opportunities to protect for higher density development in a range of building types might be applied to other Urban Core Areas in North Oakville.”

Accordingly, the proposed OPA to the NOESP (Appendix C) contains the following:

OPA Item No.	Section	Description of Change
2	7.6.4.1	The purpose of the TUC now includes a reference to the town’s urban structure in the context of being a node and corridor and a strategic growth area in the Growth Plan (2017)
3.	7.6.4.8	The TUC section is revised to: <ul style="list-style-type: none"> – introduce language for transit supportive heights and a minimum density target of 72 units per hectare or 160 residents and jobs combined per ha – establish minimum building heights within certain distances of the Trafalgar Road right-of-way – remove the Floor Space Index (FSI requirement) which conflicts with the Maximum Height requirements. – establish in the case of low-rise commercial/industrial development, the requirement for comprehensive plan, including zoning – clarify the eligibility for bonusing by linking the bonusing provisions to the maximum height criteria in the TUC. – include a prohibition on Medium Density development within 100m of the Trafalgar Road right-of-way – establish criteria for the consideration of Medium Density Residential Density Development in other parts of the TUC
4.	7.6.5.3	The Dundas Urban Core Area (DUC) policies for bonusing

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

		eligibility are clarified by linking possible increases in height of up to 4 storeys above the maximum permitted height through a bonusing consideration
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Proposed Official Plan Amendment – Bonusing and Heights

The proposed revisions in the OPAs involving maximum heights, bonusing eligibility and minimum heights within the Trafalgar and Dundas Urban Core Areas are based on further examination of the November 6, 2017 policy directions from the Livable Oakville Sub-Committee.

Staff identified the additional policy areas that could be clarified in the short-term to support the requirement for transit supportive densities and protecting the urban cores for higher density development. Additional study inputs helped to inform these clarifications including input from the Landowners Group and internal staff discussions regarding built form and urban design.

Presently, the NOESP urban core area policies provide for a maximum height measure in conjunction with a maximum density measure called Floor Space Index (FSI). These provisions may combine to produce very dense buildings within the maximum density but that are bulky or massive from a built form perspective.

In the context of the town’s urban design objectives, slab-like buildings are to be avoided and buildings are required to be designed to accommodate variety of uses and allow access to sunlight while enhancing the public realm.

The draft OPAs propose to remove the FSI provision while maintaining the maximum height provisions in the Trafalgar and Dundas Urban Core Areas. The bonusing policies are clarified such that additional height beyond the maximum may be permitted subject to consideration of public benefits beyond what would otherwise be required. As well, the OPAs propose minimum heights within certain distances of the Trafalgar Road to ensure that higher density is achieved.

Staff are of the opinion that the minimum height requirements will provide greater certainty for the development of transit supportive densities while enabling the development of well-designed buildings and the achievement of other desirable urban design and architectural objectives throughout the Trafalgar and Dundas Urban Core Areas.

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Housing Mix Targets

As demonstrated in this report, the policy framework of the province, the region and the town requires development in North Oakville to achieve a complete community including a diverse range and mix of housing.

These next sections identify additional policy requirements for achieving a diverse range and mix of housing in the Neighbourhood Area, as well as the highlighted concerns with achieving an appropriate housing mix identified through the NOSPR and the solutions presented in the proposed OPAs.

North Oakville East Secondary Plan – Additional Policy Requirements

The NOESP Section 7.2.2 Vision states “North Oakville East is planned as a compact, pedestrian oriented, urban community containing a broad range of housing opportunities ranging from executive housing on large lots to high rise apartment units.”

Section 7.3 Community Structure continues with the following language to identify a hierarchy of designations within the neighbourhoods:

“7.3.3 RESIDENTIAL NEIGHBOURHOODS - Residential neighbourhoods as designated on Figure NOE1 – Community Structure Plan (Appendix H) are comprised of a range of residential densities including significant areas appropriate for ground related housing and live/work opportunities:

a) Neighbourhood Centre Neighbourhood Centres are located in the centre of each neighbourhood, within walking distance of most residents. While predominately residential in character, Neighbourhood Centres will permit a range of uses. These uses will be permitted throughout the area but will be focused at a central activity node for the neighbourhood.

Neighbourhood Centres have denser development than other parts of the neighbourhood but are predominantly ground related, and, in addition to residential development, will include a range of convenience and service commercial, civic, institutional and live-work functions in buildings at a scale and with a design appropriate to the area.

b) General Urban General Urban areas, while predominately residential, also provide for live-work functions. Development will be at lower densities than those found in the Neighbourhood Centre.

c) Sub-urban The least dense and most purely residential context is found in areas in a neighbourhood termed “Sub-urban.” While live-work functions are permitted, these areas are primarily residential in nature.”

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Section 7.3.6.2 Housing Mix Target provides the following direction and table of targets by residential density type:

“a) The housing unit mix targets for the ultimate development of North Oakville East, which may not be achieved within the 2021 planning period, are outlined below and for each density type a target range is provided.

The achievement of a housing mix which lies between the target ranges on a yearly basis shall not be required, however, the Town will review the achievement of the targets every five years and will monitor on an annual basis.

Any such review shall not result in a reduction of the population target contained in Section 7.3.6.1 or the population related component of the employment target. Sections 7.9.5.2 and 7.9.5.3 of this Plan set out the Monitoring Program and Monitoring Report requirements.

	Low	High
Low Density	55%	45 %
Medium Density	25%	20 %
High Density	20%	35 %

Section 7.6.7 Neighbourhood Area sets out the purpose, permitted uses buildings and structures and land use policies for the three neighbourhood designations of Neighbourhood Centre, General Urban Area and Sub-Urban Area.

The neighbourhood designation policies provide for a “neighbourhood central activity node, a five minute walk from most residences, which will include public facilities that serve the neighbourhood. Live/work units and limited commercial uses will also be encouraged to locate in this area.” From that node, the designations transition away to lower scale buildings and lower density housing.

Table 5 summarizes the residential permitted uses for the neighbourhood designations. It is important to note how Medium Density Residential is permitted in two designations.

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

	Neighbourhood Centre Area	General Urban Area	Sub-urban Area
Residential Permitted Use	Medium Density Residential	Low and Medium Density Residential	Low Density Residential

In addition to the policies of Section 7.6.7, residential development is defined in Section 7.10.13 Definitions and summarized below in Table 6. Note how the Medium Density definition includes detached dwellings but exclude apartments. As well, the High Density definitions includes certain townhouses.

	Low Density	Medium Density	High Density
Single Detached	✓		
Small lot Single Detached		✓	
Semi-Detached	✓	✓	
Duplex	✓	✓	
Triplex		✓	
Townhouses		✓	
Block Townhouses		✓	
Stacked Townhouses		✓	✓
Back-to-back Townhouses		✓	✓
Apartments			✓

North Oakville East Secondary Plan – Progression of Residential Development

It is clear that the policies of the Province, Region and Town require the provision of a mix of housing types that are accessible, adequate and appropriate for all socio-economic groups, for those with differing physical needs, to accommodate people at all stages of life, and to accommodate the needs of all household sizes, incomes and tenures.

Regarding the progression of residential development in North Oakville, Table 7 compares the planned housing mix with actual mix provided through current development.

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

The table identifies a trend of an over-abundance of the medium density form that is exceeding the housing mix target. Staff are of the opinion that the source of this trend lies in the overlapping permissions for Medium Density Residential Uses between designations and the overlapping residential development definitions.

Table 7. Comparison of Planned Housing Mix Targets with Actual Mix ²				
	Housing Mix Targets NOESP 2008		Actual Mix 2012-2015	Actual Mix as of July 2017
	“Low %”	“High %”	%	%
Low Density	55	45	50	50
Med Density	25	20	50	43
High Density	20	35	0	7

A solution that would provide for greater certainty for achieving diverse range and broader mix of housing types is presented below, effectively reducing the overlapping permissions between the residential development definitions and introducing a new form to the Medium Density definition.

Proposed Official Plan Amendment – Housing Mix Target

The November 6, 2017 Sub-Committee report entitled *North Oakville Secondary Plans Review - Directions Report* provided the policy directions below to correct the housing mix in North Oakville:

“Policy Direction – Re-classify Low, Medium and High Density Residential Development definitions to reduce overlapping permitted uses.

Policy Direction – Introduce “Apartments” as a permitted use to the definition of Medium Density Residential to provide for flexibility in housing form and improve transition between land use categories.”

In accordance with these directions, the proposed OPA to the NOESP (Appendix C) contains the following:

² Based on Town of Oakville Building Permit data.

From: Planning Services Department
 Date: January 22, 2018
 Subject: Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56

OPA Item No.	Section	Description of Change
6	7.10.13	<ul style="list-style-type: none"> <li data-bbox="553 390 1401 495">– The definition Medium Density Residential Development has detached, duplex permitted uses removed and apartments added as a permitted use. <li data-bbox="553 537 1386 642">– The definition of High Density Residential Development has stacked townhouse and back-to-back townhouse removed from the permitted uses.

Neighbourhood Commercial Development

This report has identified the vision of the NOESP and the requirements of the province, region and town for the North Oakville Neighbourhood Areas to achieve a complete community that meets the needs for daily living, which is based on a mix of uses in a compact urban form that encourages the use of active transportation.

The following sections identify additional policy requirements for a achieving a mix of uses in a walkable form in the North Oakville neighbourhoods. The concerns identified through the NOSPR and the solutions presented in the proposed OPAs are also discussed.

North Oakville East Secondary Plan – Additional Policy Requirements

The NOESP further identifies the requirements to achieve a walkable mix of uses in the Neighbourhood Centres through the following sections:

“Community Structure, Section 7.3.3.a) ... Neighbourhood Centres have denser development than other parts of the neighbourhood but are predominantly ground related, and, in addition to residential development, will include a range of convenience and service commercial, civic, institutional and live-work functions in buildings at a scale and with a design appropriate to the area.

Community Design, Section 7.5.12, Neighbourhoods, Figure NOE1 (Appendix H) identifies the neighbourhood structure for North Oakville East. Each neighbourhood will have distinctive characteristics, but with the following common features:

- a) Each neighbourhood will include at its centre, approximately a five-minute walk from most areas of the neighbourhood, a neighbourhood activity node which would include a transit stop and other public facilities which serve the neighbourhood such as central mail boxes or mail pickup

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

facilities. In addition, convenience commercial facilities or similar uses will be encouraged to locate at the neighbourhood activity node.

Land Use Strategy, Neighbourhood Area, Section 7.6.7

... b) Permitted Uses, Buildings and Structures

- The permitted uses shall be medium density residential uses and small scale convenience retail, personal service, restaurants and business activity, as well as public and institutional uses including village squares. Business activity may include a range of small scale uses including offices, medical clinics, workshops for artisans and artists' studios.
- Permitted uses shall be primarily located in live/work or medium density residential buildings. Both mixed use, and single use buildings shall be permitted and this may include convenience commercial buildings in accordance with the provisions in Subsection c) below.

c) Land Use Policies

- Mixed-use development will be focused at neighbourhood activity nodes which will include a transit stop and other public facilities which serve the neighbourhood such as central mail boxes, or mail pickup facilities. In addition, convenience commercial facilities or similar uses will be encouraged to locate in these areas.
- A mix of uses shall be permitted at the following heights and densities:
 - Minimum density - FSI of 0.5 for mixed use;
 - Maximum density - FSI of 2 for mixed use;
 - Minimum density - 35 units per net hectare for residential;
 - Maximum density - 150 units per net hectare for residential;
 - Minimum height - 2 storeys; and,
 - Maximum height - 5 storeys."

It should be noted through this cascade of policies that while there is an overall requirement to achieve, among many features, a mix of uses that includes commercial uses, the policies do not specifically require commercial uses to be developed. The policies specific to commercial uses are policies of encouragement.

From: Planning Services Department
 Date: January 22, 2018
 Subject: Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56

North Oakville East Secondary Plan – Neighbourhood Commercial Development

To date, the majority of Neighbourhood Centre Areas have been predominately developed with residential uses. In these areas, the planned vision to provide for a mix of small-scale retail and service commercial uses in close proximity to the neighbourhoods is not being achieved. Further, the opportunity to provide for commercial uses is being lost since those lands are now developed with residential uses only (Figure 3).



Figure 3. Neighbourhood Centre Areas developed in medium and low density housing.

This figure shows how townhomes (brown dot) and single detached dwellings (green dot) occupy a significant number of properties within the Neighbourhood Centre (NC) zone, which is the zone implementing the Neighbourhood Centre Area designation.

Inventory and analysis undertaken by staff indicate that nearly 60 live works units are developed or planned for North Oakville and are primarily located near Preserve Drive and Sixth Line. The uses establishing in these units are predominantly service commercial with limited convenience, retail or restaurant type uses.

Staff are of the opinion that the amount, type and distribution of commercial uses being developed in North Oakville is not sufficient to serve the needs of the new community. This concern is partly mitigated by the development of Neighbourhood Areas in close proximity to the mix of uses to be delivered in urban core areas along

From: Planning Services Department
Date: January 22, 2018
Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

Dundas Street and Trafalgar Road. However, as development progresses northwards into Phase 2 lands, the need to deliver an appropriate range of commercial uses to the Neighbourhood Areas becomes more important.

As identified in the November 6, 2017 Sub-Committee report entitled *North Oakville Secondary Plans Review - Directions Report* (Appendix B), the strategy for addressing concerns related Neighbourhood Commercial Development will occur in two steps. The first is through the proposed OPA to the NOESP discussed below.

The second step will be undertaken through the balance of the NOSPR and will involve a closer examination of the neighbourhood commercial environment in North Oakville to confirm a more suitable policy framework to guide development.

This examination will include a retail and service commercial market analysis (supply and demand), geographic analysis of planned versus actual development (roads, housing, commercial), parking and transportation and a best practices review.

Proposed Official Plan Amendment – Neighbourhood Commercial Development

The November 6, 2017, *North Oakville Secondary Plans Review - Directions Report* provided the policy directions below to address in the short-term concerns related to neighbourhood commercial development:

Policy Direction – *Identify lands to be protected for future retail and service commercial opportunities:* Amend Figure NOE 2, Land Use Plan to add the Neighbourhood Centre Area land use category from Appendix 7.3, North Oakville Master Plan and to add the Neighbourhood Central Activity Nodes from Figure NOE 1, Community Structure.

Policy Direction – *Provide for a more viable retail and service commercial, mixed use form:* Amend the NOESP policies to replace existing Neighbourhood Centre Area live work permissions with a Main Street 1 (or equivalent mixed use) designation and apply that designation to the newly added Neighbourhood Centre Areas on Figure NOE 2, Land Use Plan.

Policy Direction – Amend the NOESP and NOWSP policies to include a definition of “complete community” as per the Growth Plan, 2017.”

In accordance with these directions, the proposed OPA to the NOESP (Appendix C) contains the following:

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

OPA Item No.	Section	Description of Change
6	7.6.7.1	<p>Revisions to the Neighbourhood Centre Area purpose and permitted uses replaces the narrow term “live/work” with the broader term “mixed use”.</p> <p>A policy is introduced requiring the development of one mixed use or convenience commercial building at the location of the neighbourhood centre activity nodes identified on Figure NOE1.</p> <p>The maximum height in the Neighbourhood Centre Area is increased to 6 storeys consistent with other town policies.</p> <p>NOTE: In conjunction with the introduction of “apartments” as a permitted use in the Medium Density Residential Development definition, this will permit a broader range of buildings to be developed in support of a broader mix of uses, including commercial uses.</p>

Location of Stormwater Management Facilities

The location and shape of stormwater management facilities and their potential impacts on adjacent urban land uses within the urban core areas has been identified as a recurring issue in the development of North Oakville. This matter was highlighted in November 6, 2017, *North Oakville Secondary Plans Review - Directions Report* as a concern to be addressed in the longer-term through the balance of the NOSPR.

Stormwater ponds are essential components of urban infrastructure. However, the placement of stormwater ponds along Dundas Street to date risks undermining the achievement of transit supportive densities in the Dundas Urban Core. For example, 30% of the developable frontage along Dundas Street between Neyagawa and Eighth Line is occupied by stormwater management facilities³. This is land that would otherwise be occupied by tall and dense buildings along with other urban features and connections of a complete community.

The Trafalgar Urban Core is the next urban core area to develop in North Oakville, the importance of these lands is already discussed at length in this report. Transit supportive development is the highest priority for this corridor and should not be

³ The length of the section of Dundas Street that was examined excludes frontages occupied by the Natural Heritage System and road intersections.

From: Planning Services Department
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Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

undermined by infrastructure or inappropriate forms of development. Based on the foregoing, staff are of the opinion that this matter needs to be addressed in the short-term in the context of the North Oakville Creeks Subwatershed Study (NOCSS) and in consultation with Conservation Halton and town departments including Development Engineering.

Proposed Official Plan Amendment – Stormwater Management Facilities

Accordingly, it is proposed in the OPA for the NOESP, that Section 7.6.2.2.a) Stormwater Management Facility be revised to include a prohibition on stormwater management facilities within 100m of roads planned to carry transit in the urban core areas (Appendix C). A matching provision is proposed for Section 8.6.2.2.a) in the OPA for the NOWSP (Appendix D).

Definitions

Updated planning concepts are proposed to be introduced to the North Oakville Plans through proposed OPAs attached to this report. These concepts link the North Oakville Plans to provincial and regional policies. For purposes of conformity, definitions that complement the newer planning concepts are required to be introduced into the North Oakville Plans.

Accordingly, Section 7.10.13 of the NOESP and Section 8.10.13 of the NOWSP are proposed to include definitions for:

- Complete Communities
- Regional Transit Priority Corridor
- Strategic Growth Area
- Interpretation – may, should, shall

NEXT STEPS:

The proposed OPAs attached to this report will be revised as appropriate based on the input received through this Statutory Public Meeting and through subsequent stakeholder and public engagement and comments.

The OPAs will be brought back with a recommendation to Planning and Development Council on April, 16, 2018.

Matters identified to be addressed in the long-term through the balance of the NOSPR (Appendix B) will be evaluated in the context town's Official Plan Review and the region's OP Review through 2019-2020.

From: Planning Services Department
 Date: January 22, 2018
 Subject: **Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56**

CONSIDERATIONS:

(A) PUBLIC

Notice of the Statutory Public Meeting was advertised in the Oakville Beaver on January 25, 2018. Notice of the Statutory Public Meeting was also mailed to property owners within North Oakville Plans area.

The proposed OPAs have been available for review on the town’s website (<https://www.oakville.ca/planoakville/north-oakville-secondary-plans.html>) and in the Planning Services department on or before January 22, 2018.

(B) FINANCIAL

There are no financial implications from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The proposed OPAs are currently in circulation to external agencies for comments.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- continuously improve our programs and services
- be accountable in everything we do
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The proposed OPAs to the North Oakville Plans incorporate the four pillars of sustainability – social, economic, environment and cultural.

APPENDICES:

- Appendix A Livable Oakville (Council) Sub-Committee Report:
North Oakville Secondary Plans Review
- Appendix B Livable Oakville (Council) Sub-Committee Report:
North Oakville Secondary Plans Review – Directions Report
- Appendix C Proposed amendment to the North Oakville East Secondary Plan, Official Plan Amendment Number XXX, forming part of the Official Plan of the Oakville Planning Area (File No. 41.15.56)

PLANNING AND DEVELOPMENT COUNCIL MEETING

From: Planning Services Department

Date: January 22, 2018

Subject: Statutory Public Meeting Report - Town-Initiated Proposed Official Plan Amendments - North Oakville East Secondary Plan and North Oakville West Secondary Plan - North Oakville Secondary Plans Review, File No. 41.15.56

Page 38

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- Appendix D Proposed amendment to the North Oakville West Secondary Plan, Official Plan Amendment Number XXX, forming part of the Official Plan of the Oakville Planning Area (File No. 41.15.56)
- Appendix E Growth Plan (2017) Land Use Terminology
- Appendix F Regional Structure
- Appendix G Town of Oakville - Urban Structure
- Appendix H North Oakville East Secondary Plan - Community Structure
- Appendix I North Oakville East Secondary Plan - Land Use Plan
- Appendix J North Oakville West Secondary Plan - Land Use Plan
- Appendix K North Oakville East Secondary Plan – Transportation Plan
- Appendix L Halton Region Official Plan – Functional Plan of Major Transportation Facilities
- Appendix M Metrolinx Draft Regional Transportation Plan - Frequent Rapid Transit Network
- Appendix N Region of Halton – Mobility Management Strategy

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