

REPORT

LIVABLE OAKVILLE (OFFICIAL PLAN) COUNCIL SUB-COMMITTEE

MEETING DATE: NOVEMBER 6, 2017

FROM: Planning Services Department

DATE: November 1, 2017

SUBJECT: North Oakville Secondary Plans Review - Directions Report

LOCATION: North Oakville, Dundas Street to 407

WARD: Wards 4, 5, and 6

Page 1

RECOMMENDATION:

That the report, entitled *North Oakville Secondary Plans Review – Directions Report*, be received.

KEY FACTS:

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

- The North Oakville Secondary Plans Review was initiated in May 2017 when the Livable Oakville Council Sub-Committee received the report entitled *North Oakville Secondary Plans Review*. This study is a component of the town's ongoing Official Plan Review.
- That report provided an overview of the North Oakville East and West Secondary Plans, the purpose and scope of the study, the study process, emerging issues identified by staff, and preliminary directions coming from other projects in the Official Plan Review.
- Development of the neighbourhoods in North Oakville is planned for three successive phases. Currently, 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.
- This report identifies areas of concerns that should be addressed in the short-term through policy revisions to the North Oakville Plans.

From: Planning Services Department
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- Policy directions for these revisions are provided for consideration by the Livable Oakville Council Sub-Committee. Input and guidance from the Sub-Committee will be taken into account in the formulation of Official Plan Amendments to the North Oakville East and West Secondary Plans.
- A second set of matters are identified in the report that will be addressed in the long-term through the balance of the North Oakville Secondary Plans Review.
- This report also provides information in terms of updates to provincial policy, additional directions coming through the Official Plan Review, matters raised by the Livable Oakville Council Sub-Committee and stakeholder engagement.

BACKGROUND:

The North Oakville East Secondary Plan (NOESP) and the North Oakville West Secondary Plans (NOWSP), known collectively as 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 North Oakville Plans are not part of the Livable Oakville Plan but endure as amendments to the town’s 2006 Official Plan.

At their meeting of May 15, 2017, the Livable Oakville Council Sub-Committee (“Sub-Committee”) received the report entitled *North Oakville Secondary Plans Review*, which provided 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 land use planning initiatives.

The purpose of the North Oakville Secondary Plans Review (NOSPR) is to review the North Oakville Plans as required by the *Planning Act*. This is being undertaken in conjunction with the Official Plan Review of Livable Oakville. 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.

At their meeting of May 15, 2015, Sub-Committee raised several matters as input to the NOSPR including achieving the vision for a complete community and conformity with the Growth Plan. These matters are addressed through this report.

Following the May 15, 2017 meeting with Sub-Committee, staff engaged with consultants and representatives of the North Oakville Community Builders Inc. (“Landowners Group”). Three meetings have been held with this group for purposes of exchanging information, identifying concerns and seeking input to the NOSPR. A future meeting with this group is presently scheduled in November to continue the dialog, with future meetings to be scheduled as required.

COMMENT/OPTIONS:

This section first presents policy directions based on ongoing analysis and findings of areas of concern identified by staff. There is a focus on matters to be addressed in the short-term through policy revisions to the North Oakville Plans.

It is important to act on these revisions in the short-term since the development of the neighbourhoods in 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.

It should be noted that the 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. In this sense, North Oakville is still a work in progress.

A second set of matters to be addressed in the long-term through the balance of the NOSPR are also identified in this section of the report. Finally, information is provided on recent updates to provincial policy, additional policy direction coming through the Official Plan Review, matters raised by the Livable Oakville Council Sub-Committee.

Confirming Areas of Concern

The May 15, 2017 Sub-committee report identified the following areas of concern with ongoing development in North Oakville:

1. Housing Mix Targets
2. Urban Core Area Development
3. Neighbourhood Commercial Development
4. Transitional Area Development

Since the May 15, 2017 meeting with Sub-Committee, staff undertook additional analysis and can confirm that the concerns are genuine. Development is not achieving all aspects of a complete community and only a narrow range of what is permitted in the policies is being developed.

While it is recognized that approved development to date has met the minimum policy requirements, staff is of the opinion that future development could better achieve the policy intent of the North Oakville Plans as well as the community vision and objectives.

In order to protect for these opportunities, staff have grouped the first three areas of concern (Housing Mix Targets Urban Core Area Development, Neighbourhood Commercial Development) and are advancing policy directions for amendments to the North Oakville Plans to be addressed in the short-term.

The fourth area of concern, Transitional Area Development, is included in the section on matters to be addressed in the long-term, discussed later in this report

Matters to be addressed in the Short-Term

This section present analysis and policy directions for three areas of concern: Housing Mix Targets, Urban Core Area Development and Neighbourhood Commercial Development.

Housing Mix Targets

It is important to provide 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. Table 1 compares the planned housing mix with actual mix provided through development.

Table 1. Comparison of Planned Housing Mix Targets with Actual Mix				
	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

The source of this concern comes from the range of overlapping permitted uses in the definitions for Low, Medium and High Density Residential Development in the NOESP, Section 7.10.13. These overlapping permissions are shown in Table 2.

	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			✓

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.

Urban Core Area Development

The general vision established in the North Oakville Plans for Urban Core Area development is to provide for the creation of “a dense, mixed-use development that is pedestrian and transit-oriented.” To this end, the NOESP identifies the three key areas of Trafalgar Urban Core, Dundas Urban Core and Neyagawa Urban Core to ensure planned densities are achieved.

Of the three areas, the Trafalgar Urban Core is intended to be the most dense with building heights planned for 15-20 storeys at key intersections. The Dundas Urban Core and the Neyagawa Urban Core are planned for heights up to eight storeys.

To date, development proposals submitted to the town in these urban core areas are less dense (Table 3) and would not support the minimum transit supportive densities that are needed for higher order transit, consistent with the province’s Transit-Supportive Guidelines and required by the Growth Plan, 2017. As well, proposed development is failing to achieve a mix of uses contemplated and therefore not providing for aspects of a complete community as required by the Provincial Policy Statement, 2014 and the Growth Plan, 2017.

Table 3. Residential Densities of Urban Core Areas

ZONE	Hectares	Units	Actual Density Net UPH	Medium Density Residential	Single/Semi	Town	Apt
DUC	1.27	91	71.84	25-75	0%	32%	68%
NUC	3.04	129	42.39	25-75	33%	67%	0%
TUC	16.09	1,095	68.04	25-75	0%	80%	20%

Development with these characteristics has been adequate to this point; however, development that continues on this trajectory may not serve the broad range of socio-demographic needs anticipated for the future population. This type of development also may not be able to accommodate the required amounts of population that will be coming to Halton Region and the Town of Oakville, and raises concerns about supporting future planned levels of transit.

It is recognized that higher density development in the core areas follows lower density development of detached and townhouse type forms and is a function of economics and the real estate market. This is a perennial concern for Council and staff continues to explore ways to require high density development earlier in the process, but there are not the right tools available to do so at this time.

Discussions with the Landowners Group have indicated that the market evolution is underway and higher density housing products, including apartments, are in the concept stages as a prelude to submitting future planning applications.

However, this is not the situation in all cases. As the Trafalgar Urban Core area is planned to accommodate the highest densities on lands in North Oakville, it 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.

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. 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.

Neighbourhood Commercial Development

In the Neighbourhood Centre designation, at the core of the Residential Neighbourhood Areas, the mix of permitted uses includes small-scale convenience retail, personal service, restaurants and business activity. Medium density residential uses are also permitted in the Neighbourhood Centre designation.

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 this is being lost since those lands are now developed with only residential only (Figure 1).

This figure shows for the Neighbourhood Centre (NC) zone, which is the zone implementing the Neighbourhood Centre Area land use category, how Townhomes (brown dot) and Single Detached (green dot) occupy a significant number of properties.

The flexible nature of the land use designations in the North Oakville Secondary Plans allows for mixed use development in the form of live-work within the Neighbourhood Centre Areas. However, the policies do not require retail and service commercial development and so far, this has not resulted in the provision of needed retail and service commercial space.

The revised Growth Plan, 2017, places additional emphasis on the development of complete communities with a new definition that acknowledges that a complete community will support convenient opportunities for people of all ages and abilities to access most of the necessities for daily living. These opportunities include a mix of jobs and local retail and service commercial uses.

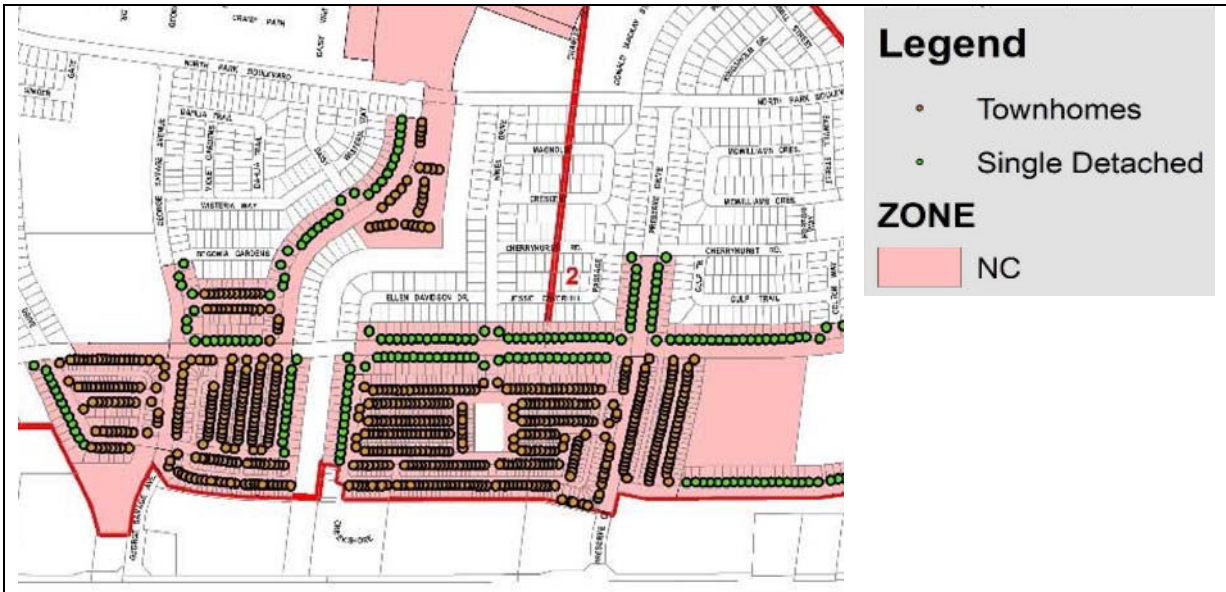


Figure 1. Neighbourhood Centre Areas developed in medium and low density housing.

The first step to achieving elements of a complete community in North Oakville that include local stores and services is to protect these potential lands for future opportunities and to introduce a mixed use form that is more viable than the live work form currently provided for in the policies. Viable forms of mixed use, such as the Main Street 1 designation from the Livable Oakville Plan, would provide for residential, commercial and office uses in integrated buildings and sites at higher development intensities.

The second step to achieving mixed use elements of a complete community in North Oakville would be to undertake additional detailed study to address retail and service commercial solutions as described in the section following regarding long-term matters to be addressed through the balance of the NOSPR.

The short-term policy directions for consideration are:

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.

Next Steps for Policy Amendments

Table 4 identifies the timing and sequence of key steps leading towards the statutory process to bring forward official plan amendments to the North Oakville Plans according to the short-term policy directions outlined in this report:

Table 4. Key steps to amend the North Oakville Plans					
	2017	2018		→	2019-2020
	Q4	Q1	Q2	→	
Public Information Meeting - <i>draft policy amendments</i>				→	
Statutory Public Meeting - <i>proposed policy amendments</i>				→	
Public Meeting and Recommendation Report - <i>recommended policy amendments</i>				→	

Matters to be addressed in the Long-Term

The following matters were identified in the May 15, 2017 Sub-Committee report *North Oakville Secondary Plans Review* or have been identified since through the study process. These matters, for reasons of timing and complexity, will be addressed through the balance of the NOSPR. Additional policy directions are also provided in this section.

Conformity & Consistency with Provincial and Regional Planning Documents

The town’s Official Plan Review work program envisions an incremental approach to amending Oakville’s Official Plan. As the various studies and projects in the work program are completed, staff will be advancing a series of Official Plan Amendments for consideration and planning decisions by Town Council.

Each Official Plan Amendment that is advanced will be prepared to conform to the Growth Plan, 2017 as well as other provincial and regional planning documents. At

the conclusion of the town's Official Plan Review, a final audit of all the Official Plan policies be undertaken to identify any remaining areas to be revised to ensure conformity and consistency with provincial and regional planning documents

Oakville's Official Plan Review Policy Directions

Two town-wide studies have now been completed under the Official Plan Review that have implications for the North Oakville Plans and the NOSPR: the Urban Structure Review and the Employment and Commercial Review.

Urban Structure Review

On September 27, 2017, Council adopted an Official Plan Amendment to the Livable Oakville Plan that incorporated modifications that provide for a town-wide Urban Structure. Council also adopted Official Plan Amendments that provided for revisions to the North Oakville Plans to align them with the urban structure changes to the Livable Oakville Plan.

The intent of the town's new Urban Structure is to protect natural and cultural heritage and open space, maintain stable residential neighbourhoods, and direct growth to an identified system of nodes and corridors.

Key Urban Structure elements for North Oakville are shown in Appendix A – Town of Oakville Urban Structure and include:

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

Policy Direction – Implement the town-wide Urban Structure by amending the Community Structure schedules of the North East and West Secondary Plans (Figure NOE1 in the NOESP and Figure NOW1 in the NOWSP) to identify key Urban Structure elements including Nodes and Corridors for Further Study, Cultural Heritage Landscapes, Regional Transit Node and Proposed Regional Transit Node, Regional Transit Priority Corridor and proposed/existing Major Transportation Corridors.

Policy Direction – Amend other schedules in the North Oakville Plans, such as the Transportation Plan (Figure NOE4 in the NOESP and Figure NOW4 in the NOWSP) to implement corresponding aspects of the town's Urban Structure.

Employment and Commercial Review

The Employment and Commercial Review is complete and staff has developed policy directions to be addressed in other studies to ensure the town is well positioned to continue to accommodate employment and commercial growth.

The following policy directions are provided from the Employment and Commercial Review for the NOSPR.

Policy Direction – Protect Employment Lands: The employment area policies should be updated to conform to the employment land conversion policies in accordance with the Growth Plan, 2017.

Policy Direction – Identify priority areas for Major Office Uses: Identify and designate lands within North Oakville that would be appropriate to support 'Major Office' development in accordance with the policies of the Growth Plan, 2017.

Policy Direction – Provide opportunities to secure commercial development to support the development of complete communities: The provision of well-integrated commercial development in North Oakville should be secured to ensure the development of complete communities and the definition of complete communities in accordance with the Growth Plan, 2017 should be added to the Plans.

Policy Direction – Harmonize Employment Area Planning Policies: The employment area planning policies from the North Oakville Secondary Plans should be harmonized with the Livable Oakville Official Plan.

Adding lands to the Natural Heritage System

The NOESP and the NOWSP, approved in 2008 and 2009 respectively, identify a Natural Heritage System that presently conforms to the Regional Official Plan. In the time since the North Oakville Plans were approved, the policy framework governing natural environment areas has evolved.

A review of these policies is being undertaken through the region's ongoing Official Plan Review. This may result in a revised policy framework for the region's Natural Heritage System, which in turn would result in updates to Oakville's Natural Heritage System policies.

Neighbourhood Commercial Policies

The planned vision in the North Oakville neighbourhood areas for the development of a complete community consisting of a mix of opportunities to live and work is viewed generally as a means to reduce reliance on the automobile and to increase

mobility choices including pedestrian activity, active transportation, multi-modal transportation and transit-use.

The first step to achieving those elements of a complete community in North Oakville, described above, involves protecting land for future opportunities and introducing a more viable mixed use designation.

The next step will be a closer examination of the neighbourhood commercial environment to 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.

Transitional Area Development

The NOESP provides for a Transitional Area designation along the north side of Burnhamthorpe Road that is intended to provide an interface and buffer between the residential areas to the south to the employment uses to the north. A range of uses are permitted on these lands including community parks, cemeteries, institutional uses, small-scale convenience retail, personal service, restaurants and business activity and residential uses.

Development of a complete community in North Oakville will depend on the full range of these uses being provided. To date however, proposed and approved development on lands designated Transitional Area has been entirely residential.

While it is recognized that it may take longer for certain non-residential uses to establish, the NOSPR will examine additional ways beyond the existing policies to ensure that these important non-residential components of a complete community are provided through future development.

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 is identified as a recurring issue in the development of North Oakville.

The location and shape of stormwater ponds has a direct influence over the amount of development that can occur in a particular section of an urban core area. For example, a large pond located adjacent to a transit corridor in an urban core area removes land that would be otherwise be available for a mix of transit supportive uses including housing and employment. Similarly, a large stormwater pond can act as a barrier between adjacent development and accessing facilities within the transit corridor.

From: Planning Services Department
Date: November 1, 2017
Subject: North Oakville Secondary Plans Review - Directions Report

During this stage of the study, the extent to which further policy direction in the North Oakville Plans may assist in locating and configuring these ponds will be examined. This further study will be undertaken in collaboration with landowners, key town departments including Development Engineering and in the context of North Oakville Creek Subwatershed Study, which provides overall direction for stormwater management in North Oakville.

Additional Policy Areas, Compatibility and Consolidation with Livable Oakville

Key areas of consideration through the NOSPR include the existing phasing policies to determine if they are still appropriate, an update to the master plan to reflect actual development and any implications for the North Oakville Minutes of Settlement and other agreements.

Compatibility with the Livable Oakville Plan in terms of land use designations and permitted uses is also a key consideration in the NOSPR as well as which policies in the North Oakville Plans may need to be revised to address broader consistency with directions provided from other town master plans.

Consolidation of the NOSPR will occur incrementally as appropriate through specific Official Plan Amendments and will eventually include reorganizing, restructuring, reformatting and eliminating redundant text from the existing North Oakville Plans and bringing them into the Livable Oakville Plan.

Planning for Significant Areas of Land is Advancing

Planning matters for two larger areas of land within the North Oakville Plans are advancing. These are the Health Oriented Mixed Use Node and the North Oakville West lands at Bronte Road. Information coming from these processes will be incorporated into the NOSPR as appropriate.

Official Plan Implementation Tools

Depending on the degree to which the policies of the North Oakville Plans are revised, the North Oakville Comprehensive Zoning By-law 2009-189 and the North Oakville Urban Design Guidelines may also be updated.

Community Design and Operational Issues with North Oakville Development

The NOSPR will evaluate the extent to which updated policies might assist in addressing issues of a design and operational nature, as well as financial implications of the development to date.

CONSIDERATIONS:

(A) PUBLIC

There has been, and will continue to be broad-based public engagement throughout the study process including engagement with the new residents and business owners of North Oakville and stakeholder meetings with various North Oakville landowners.

(B) FINANCIAL

There are no financial implications arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

There are numerous town departments engaged in the five-year Official Plan Review that will be consulted throughout the process of this study.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- be accountable
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The work undertaken in the study generally complies with the sustainability objectives of the Livable Oakville Plan.

APPENDICES:

Appendix A - Town of Oakville – Urban Structure

Prepared by:

Kirk Biggar, MCIP, RPP
Senior Planner, Policy Planning

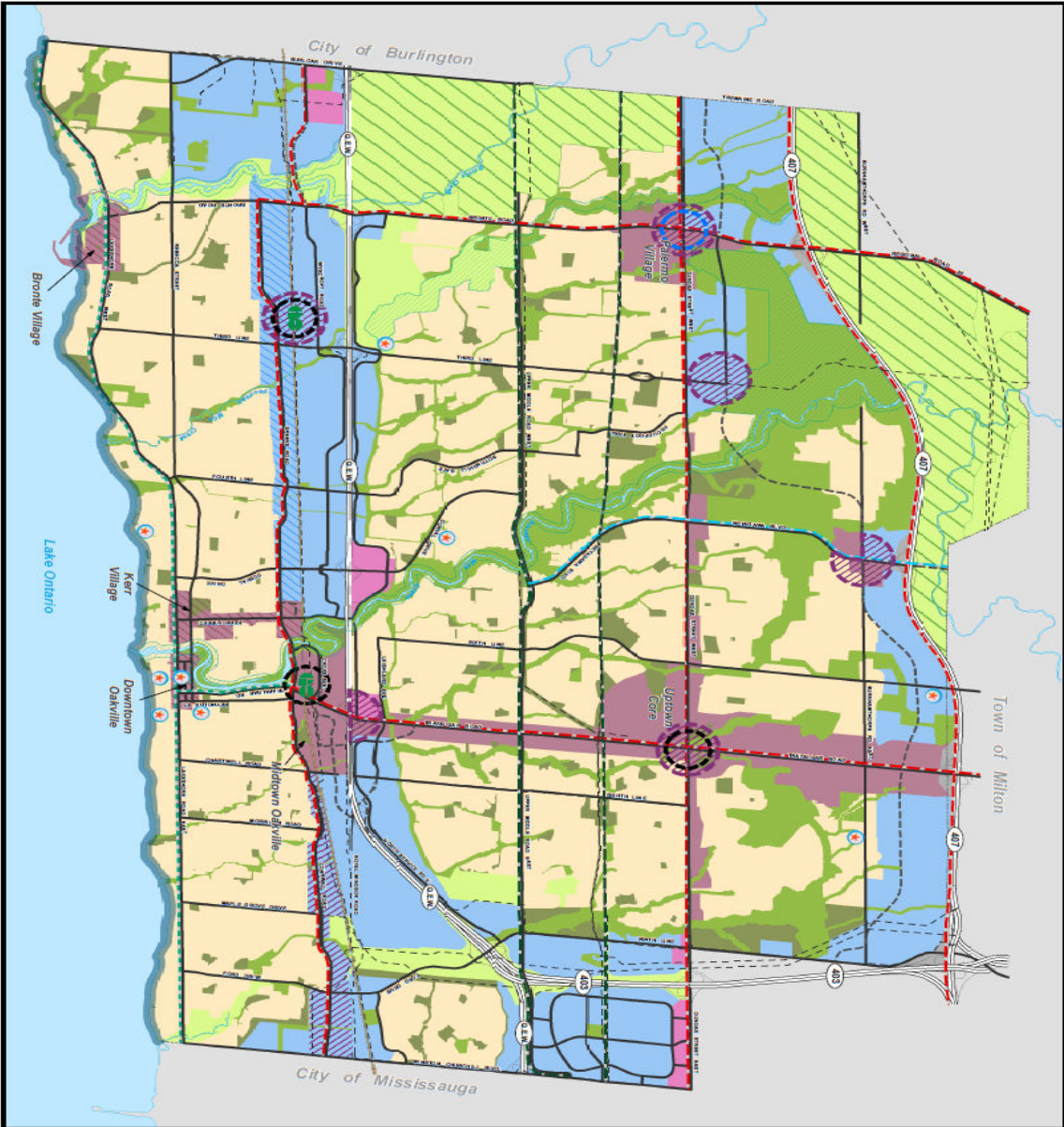
Recommended by:

Diane Childs, MCIP, RPP
Manager, Policy Planning

Submitted by:

Mark H. Simeoni, MCIP, RPP
Director, Planning Services

Appendix A Town of Oakville – Urban Structure



SCHEDULE A1 URBAN STRUCTURE

LEGEND¹

- GREENBELT
- PARKWAY BELT
- GREENBELT - URBAN RIVER VALLEY
- NATURAL HERITAGE SYSTEM
- PARKS OPEN SPACE & CEMETERIES
- WATERFRONT OPEN SPACE
- NODES AND CORRIDORS
- EMPLOYMENT AREAS
- MAJOR COMMERCIAL AREAS
- RESIDENTIAL AREAS
- MAIN STREET AREA
- EMPLOYMENT MIXED USE CORRIDOR
- REGIONAL TRANSIT NODE
- PROPOSED REGIONAL TRANSIT NODE
- NODES AND CORRIDORS 2 FOR FURTHER STUDY¹
- MAJOR TRANSPORTATION CORRIDOR 3
- PROPOSED MAJOR TRANSPORTATION CORRIDOR
- REGIONAL TRANSIT PRIORITY CORRIDOR
- MOBILITY LINK
- MAJOR ACTIVE TRANSPORTATION CONNECTIONS
- SCENIC CORRIDOR
- UTILITY CORRIDOR
- PROVINCIAL PRIORITY TRANSIT CORRIDOR
- MAJOR TRANSIT STATION
- HERITAGE CONSERVATION DISTRICTS⁴
- CULTURAL HERITAGE LANDSCAPES

NOTE 1: This schedule does not represent land use designations.

NOTE 2: In addition, the south side of Dundas is recognized as having theoretical potential for manufacturing subject further study to more precisely delineate the extent of such areas.

NOTE 3: Transportation corridors, with the exception of provincial highways, permit all transportation modes including transit, pedestrian and bicycle facilities.

NOTE 4: Heritage Conservation Districts and Cultural Heritage Landscapes are elements of the Provincial Parks and Conservation Lands Act. Provincial Parks and Conservation Lands Act and the Ontario Heritage Act. They shall be added to Schedule A1: Urban Structure.

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September 26, 2017