



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: APRIL 16, 2018

FROM: Planning Services Department

DATE: March 22, 2018

SUBJECT: **Public Meeting and Recommendation Report - Town-initiated Official Plan Amendment: Speers Road Corridor Study (Livable Oakville) File No. 42.23.007 - By-law 2018-055**

LOCATION: Speers Road

WARD: Multiple Wards: 1 and 2

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RECOMMENDATION:

1. That the proposed town-initiated official plan amendment (Speers Road Corridor Special Policy Area, File: 42.23.007) be approved on the basis that it is consistent with the Provincial Policy Statement, conforms to all applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters of Provincial interest, and represent good planning for the reasons set out in the report from the Planning Services department;
2. That By-law 2018-055, a by-law to adopt Official Plan Amendment Number 27 (OPA 27) to the Livable Oakville Plan be passed; and,
3. That the notice of Council's decision reflect that Council has fully considered all of the written and oral submissions relating to this matter and that those comments have been appropriately addressed.

KEY FACTS:

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

- The Livable Oakville Plan identifies Speers Road as a corridor that should be studied to confirm long-term land uses and opportunities for suitable intensification.
- Planning and Development Council held a Special Public Meeting on May 11, 2015, and received a report launching the Official Plan Review. The report

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identified that the Speers Road Corridor Study would form part of the Official Plan Review in coordination with the Employment and Commercial Review.

- The Livable Oakville Council Subcommittee received staff reports regarding the Speers Road Corridor Study and the Employment and Commercial Review throughout 2015 to 2017.
- Planning and Development Council adopted an amendment to the Livable Oakville Plan's Urban Structure on September 26, 2017. The amendment identifies the Speers Road Corridor as an Employment Area and an Employment Mixed Use Corridor located along a Regional Transit Priority Corridor. A portion of the Bronte GO station area is also located along the corridor and identified as a Major Transit Station Area and Regional Transit Node which is to be further studied.
- Planning and Development Council held a Statutory Public Meeting on the draft official plan amendment resulting from the Speers Road Corridor Study on November 6, 2017. At the meeting the town received one oral delegation and three written letters providing comments.
- Since the Statutory Public Meeting, town staff have met with staff from Halton Region and various property owners who submitted comments and who provided further input, comment and context on the draft official plan amendment.
- This report brings forward a recommended official plan amendment (OPA) for the Speers Road Corridor, which responds to comments received since the November 6, 2017 statutory public meeting. The recommendation is brought forward at another statutory public meeting where further comments may be provided.
- The recommended OPA would put in place a new set of policies specific to the Speers Road Corridor Special Policy Area.

BACKGROUND:

Livable Oakville Plan

Livable Oakville is the town's Official Plan for the lands south of Dundas Street and north of Highway 407. It provides land use designations and policies to guide development to the year 2031. The Plan was adopted by Council in June 2009 and approved by Halton Region in November 2009, with modifications, as it was deemed to conform to the 2006 Growth Plan and the Region's Official Plan, as amended,

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and to be consistent with the 2005 Provincial Policy Statement. A number of parties appealed the Region's decision to the Ontario Municipal Board. The Board subsequently adjudicated the majority of the appeals and approved the Plan, with further modifications, in May 2011.

The Livable Oakville Plan was the result of a comprehensive planning exercise that involved extensive public consultation, numerous background and technical studies, and policy development. The Livable Oakville Plan identifies Speers Road as a Special Policy Area - Corridor. Section 26.4 of the plan describes corridors as:

“general linear areas along major arterial roads. These areas provide a linkage between nodes and can provide for various functions including support for employment areas or as a buffer to residential neighbourhoods. Corridors generally contain a mix of uses, many in transition, and many unrelated or connected in form or function. Corridors are recognized for their potential for intensification due to their location along major transit routes and, in many cases, because they contain numerous vacant or underutilized lands.”

Section 26.4.2 of the plan states that “the corridor located along Speers Road should be further studied to confirm long-term land uses and opportunities for intensification suitable for this area.”

Official Plan Review

On May 11, 2015, Planning and Development Council received a staff report at a Special Public Meeting launching the Official Plan Review. The report identified that the Speers Road Corridor Study would be carried out under the Official Plan Review and coordinated with the Employment and Commercial Review. The staff report stated the Speers Road Corridor study “will provide a detailed analysis of Speers Road to confirm long-term land uses and opportunities for intensification suitable for this area. In studying the intensification potential of this area, its context and continued function as an employment area will be a key objective.”

The study, undertaken throughout 2017, has resulted in a draft town-initiated official plan amendment which would modify the text and schedules of the Livable Oakville Plan pertaining to the lands along Speers Road to implement study findings.

Chronology

Since the launch of the Official Plan Review, the Employment and Commercial Review and the Speers Road Corridor Study have been coordinated alongside the overarching Urban Structure Review. The following chronology identifies key milestones for these projects which have informed policy development for the

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Speers Road Corridor Special Policy Area. Hyperlinks to the agendas which brought forward these studies are provided for reference and convenience purposes.

- [February 16, 2016](#) – The Livable Oakville Council Subcommittee (Subcommittee) received a report outlining the launch of the Urban Structure Review which set out to form the policy foundation for directing growth and change, and protecting stable areas and natural heritage and open space.
- [March 21, 2016](#) – The Subcommittee received a preliminary directions report on the Employment and Commercial Review, prepared by a consulting team retained by the town. The report was referred back to staff for further review.
- [April 18, 2016](#) – The Subcommittee hosted a meeting/workshop to discuss emerging themes to be addressed as part of the Official Plan Review including employment and commercial areas and the Speers Road corridor.
- [November 1, 2016](#) – The Subcommittee received a report on the Employment and Commercial Review as well as the Urban Structure Review. The reports both provided discussions for Speers Road helping to shape the foundational elements to inform the Speers Road Corridor Study.
- [March 20, 2017](#) – The Subcommittee received a report titled “Speers Road Corridor Study” providing a detailed review of policies and plans which may impact planning for the corridor, as well as a detailed assessment of the corridor. The report provided policy directions for consideration during the policy development phase of the study.
- [May 15, 2017](#) – The Subcommittee received a report on the Urban Structure Review providing draft policy directions and a draft official plan amendment. The draft official plan amendment set the foundation for considering the Speers Road Corridor within the broader town-wide context.
- [September 11, 2017](#) – The Subcommittee received a report titled “Employment and Commercial Review – Draft Policy Changes and Directions for Related Projects”. The report provided recommendations for employment and commercial lands across the town, including direction for the Speers Road Corridor Study. At the same meeting, the Subcommittee received a report titled “Speers Road Corridor Study – Draft Policies”. The report provided draft policies for the Speers Road Corridor Special Policy Area for discussion purposes.
- [September 26, 2017](#) – Planning and Development Council adopted a by-law to introduce a new Urban Structure into the Livable Oakville Plan. The Urban

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Structure identifies the Speers Road Corridor as an Employment Area, Employment Mixed-Use Corridor, and Regional Transit Priority Corridor. It also identifies the Bronte GO station as Major Transit Station Area for further study.

- **October 24, 2017** – Two public information meetings were held (an afternoon and evening session) to solicit input from the public on the draft official plan amendments stemming from the Employment and Commercial Review, as well as the Speers Road Corridor Study. Approximately 50 people came to the public information meetings. Most questions regarding Speers Road pertained to the future widening of Speers Road, the accommodation of traffic, parking and transit.
- **November 6, 2017** – A third public information meeting and a statutory public meeting at Planning and Development Council were held to solicit input from the public on the draft official plan amendment for Speers Road. Planning and Development Council received a staff report titled “*Public Meeting Report – Town Initiated Official Plan Amendment: Speers Road Corridor Study – File No.42.43.007.*” There was one oral delegation made at the meeting and three written letters were received.

Policy Framework

Since the Livable Oakville Plan came into effect in 2011, which identified that a study would be undertaken of the Speers Road Corridor, a number of new provincial plans have come into effect which municipal official plans must be consistent with or conform to. Most recently, the new Growth Plan for the Greater Golden Horseshoe (2017) came into effect on July 1, 2017.

As part of the recommended official plan amendment, the updated provincial plans have been considered. Although this study is not a conformity exercise, the provincial policies have been referenced to ensure that new policies provided in the Livable Oakville Plan do not conflict with those in provincial plans and bring them into further alignment. The Speers Road Corridor Study is one of many studies which, over the fullness of Official Plan Review, is working toward full consistency and conformity with provincial plans. The final conformity exercise approvals are intended to take place following the Halton Region Official Plan Review process.

Planning Act

The *Planning Act* sets out the rules for land use planning in Ontario and describes how land uses may be controlled, and who may control them. It provides the basis for the preparation of official plans and amendments to them.

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The purpose of the *Planning Act*, as stated out in Section 1.1, is:

- (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;
- (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 which the town must have regard to in making decisions under the *Planning Act*, including, among others:

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (h) the orderly development of safe and healthy communities;
- (k) the adequate provision of employment opportunities;
- (m) the co-ordination of planning activities of public bodies;
- (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.

Section 1(1) of the *Planning Act* states that 'area of employment' means "an area of land designated in an official plan for clusters of business and economic uses including, without limitation, the uses listed in subsection (5), or as otherwise prescribed by regulation."

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The uses listed in subsection (5) include manufacturing uses, warehousing uses, office uses, retail uses that are associated with these uses, and facilities that are ancillary thereto.

Section 3 of the *Planning Act* provides the key mechanism for provincial policy to lead the land use planning system. It notes 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)

On February 24, 2014, the Ministry of Municipal Affairs and Housing issued a new Provincial Policy Statement (PPS) under Section 3 of the Planning Act. The new PPS replaced the 2005 statement and came into effect April 30, 2014. All planning decisions must be consistent with the PPS.

The 2014 PPS promotes a policy led system recognizing that there are complex relationships among environmental, economic and social factors in land use planning. Section 1 of the PPS provides policies related to building strong and healthy communities. It recognizes that Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. Accordingly, section 1.1.1 of the PPS, as it relates to the Speers Road Corridor, states that healthy, livable and safe communities are sustained by, among other matters;

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate range and mix of...employment (including industrial and commercial)...uses to meet long-term needs;
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;
- h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

Speers Road is located within a 'settlement area', as defined in the PPS. Section 1.1.3.1 states that "settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted." Section 1.1.3.2 goes on to note that land use patterns within settlement areas shall be based on densities and a mix of land uses which, among other matters, efficiently use land and resources,

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supportive active transportation, and are transit-supportive where transit is planned, exists or may be developed.

Section 1.1.3.3 through 1.1.3.5 are also relevant to the Speers Road Corridor and note the following:

- 1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs. ...
- 1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.
- 1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.

Section 1.2 of the PPS supports a coordinated, integrated and comprehensive approach to planning among municipalities. Section 1.2.4 notes that where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipality shall, among other matters:

- a) identify, coordinate and allocate population, housing and employment projections for lower-tier municipalities. Allocations and projections by upper-tier municipalities shall be based on and reflect provincial plans where these exist;
- b) identify areas where growth or development will be directed, including the identification of nodes and the corridors linking these nodes;
- d) where transit corridors exist or are to be developed, identify density targets for areas adjacent or in proximity to these corridors...

In regard to employment, section 1.3.1 of the PPS directs planning authorities to promote economic development and competitiveness by:

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- a) providing for an appropriate mix and range of employment and institutional uses to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities; and
- d) ensuring the necessary infrastructure is provided to support current and projected needs.

The PPS defines employment areas to mean “those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.” The Speers Road Corridor is located within an employment area within the Halton Region and Town official plans.

Within identified employment areas, section 1.3.2.1 of the PPS directs planning authorities to “protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.” Section 1.3.2.2 goes on to state that “planning authorities may permit conversion of lands within employment areas to non-employment uses through a *comprehensive review*, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.”

A “comprehensive review” as defined in the PSS for the purpose of section 1.3.2.2, means an official plan review or official plan amendment initiated or adopted by a planning authority which is based on a review of population and employment projections which reflect projections and allocations by upper-tier municipalities and provincial plans, among other matters.

In regard to transportation systems, section 1.6.7 of the PPS states that:

- planned infrastructure shall be used efficiently, including the use of transportation demand management strategies, where feasible (1.6.7.2);
- in a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved (1.6.7.3); and,

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- land use patterns, densities and a mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future transit use and active transportation (1.6.7.4).

From an energy conservation, air quality and climate change perspective, section 1.8.1 of the PPS directs planning authorities to provide land use and development patterns which focus major employment, commercial and other travel intensive land uses on sites which are well served by transit where it exists or is to be developed, or designing these land uses to facilitate the establishment of transit in the future.

Growth Plan for the Greater Golden Horseshoe (2017)

On May 18, 2017, the 2017 Growth Plan for the Greater Golden Horseshoe (hereinafter 'Growth Plan') was released and it came into effect on July 1, 2017, replacing the 2006 Growth Plan for the Greater Golden Horseshoe. The Growth Plan is a long-term plan that works together with the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan to manage growth, build complete communities, curb sprawl and direct growth to a system of nodes and corridors and includes direction for employment lands. All decisions made on or after July 1, 2017 in respect of the exercise of any authority that affects a planning matter are required to conform to the 2017 Growth Plan.

Under the Growth Plan, and as directed by the Town's adopted Urban Structure (discussed in the next section of this report), the Speers Road Corridor is both a strategic growth area and an employment area. The area around the Bronte GO Station, which is located along the corridor, is identified as a major transit station area on a priority transit corridor (i.e. Lakeshore West GO Line). These terms are defined in the Growth Plan as follows:

Strategic Growth Areas – 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.

Employment Area – Areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

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

In regard to ‘where and how to grow’, the Growth Plan directs growth to delineated built-up areas and strategic growth areas (including transit corridors and station areas). The allocation of population and employment growth provided in the Growth Plan are to be distributed by the upper-tier municipality (Halton Region) to the lower-tier municipalities (e.g. Town of Oakville).

Section 2.2.1.4, Managing Growth, notes that applying the policies of Growth Plan will support the achievement of complete communities that, among other matters:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- d) expand convenient access to: (i) a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
- e) ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards;
- f) mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities...

Within the delineated built-up area, section 2.2.2.4 notes that “all municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- a) encourage intensification generally to achieve the desired urban structure;
- b) identify the appropriate type and scale of development and transition of built form to adjacent areas;
- c) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;

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- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;
- e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.”

The Speers Road Corridor contains a portion of a major transit station area located along a priority transit corridor, being the Bronte GO Station Area on the Lakeshore West GO Line. Within these areas, section 2.2.4.1 states that planning will be prioritized, including zoning in a manner that implements the policies of the Growth Plan. Section 2.2.4.2 states that upper-tier municipalities, in consultation with lower-tier municipalities, will delineate the boundaries of major transit station areas. Section 2.2.4.3 goes on to state that the Bronte GO Major Transit Station Area is to be planned for a minimum density target of 150 residents and jobs combined per hectare. However, the policies of the Growth Plan in section 2.2.4.4 provides that through a municipal comprehensive review (e.g. Halton Region Official Plan Review), an alternative minimum density target may be established which would:

- i. support the achievement of a more compact built form, where appropriate;
 - ii. maximize the number of potential transit users within walking distance of the station;
 - iii. increase the existing density of the area;
 - iv. be appropriate given the existing design of streets and open spaces, levels of feeder service and the range of densities across the transit network; and
 - v. not preclude planning for the minimum density targets established in policy 2.2.4.3 in the future; and
- c) where there are four or more major transit station areas within the upper- or single-tier municipality along the same priority transit corridor or subway line, the average of the targets established for those major transit station areas will meet or exceed the applicable minimum density target established in policy 2.2.4.3. For the purposes of this policy, Union Station will be excluded.

Notwithstanding which minimum density will ultimately be established for the Bronte GO Major Transit Station Area, section 2.2.4.6 notes that:

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6. Within *major transit station areas on priority transit corridors* or subway lines, land uses and built form that would adversely affect the achievement of the minimum density targets in this Plan will be prohibited.

In regard to employment, section 2.2.5 notes the following:

1. Economic development and competitiveness in the GGH will be promoted by:
 - a) making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
 - c) planning to better connect areas with high employment densities to transit; and
 - d) integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.
2. Major office and appropriate major institutional development will be directed to urban growth centres, major transit station areas or other strategic growth areas with existing or planned frequent transit service.
3. Retail and office uses will be directed to locations that support active transportation and have existing or planned transit.
4. In planning for employment, surface parking will be minimized and the development of active transportation networks and transit-supportive built form will be facilitated.
5. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will each develop an employment strategy that:
 - a) establishes a minimum density target for all employment areas, measured in jobs per hectare, that reflects the current and anticipated type and scale of employment that characterizes the employment areas and aligns with policy 2.2.5.1;
 - b) identifies opportunities for the intensification of employment areas on sites that support active transportation and are served by existing or planned transit; and
 - c) will be implemented through a municipal comprehensive review, including official plan policies and designations and zoning bylaws.

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7. Municipalities will plan for all employment areas within settlement areas, with the exception of any prime employment areas, by:
 - a) prohibiting residential uses and limiting other sensitive land uses that are not ancillary to the primary employment use;
 - b) prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibit any major retail uses that would exceed that threshold; and
 - c) integrating employment areas with adjacent non-employment areas and developing vibrant, mixed-use areas and innovation hubs, where appropriate.

11. Any change to an official plan to permit new or expanded opportunities for major retail in an employment area may occur only through a municipal comprehensive review undertaken in accordance with policy 2.2.5.9.

12. The retail sector will be supported by promoting compact built form and intensification of retail and service uses and areas and encouraging the integration of those uses with other land uses to support the achievement of complete communities.

The Growth Plan also provides policies for infrastructure to support growth. In regard to transportation planning, the Growth Plan states that “transit is the first priority for transportation planning and investment. The transit network will support and facilitate improved linkages between strategic growth areas and other areas planned for a mix of uses and transit-supportive densities.”

Section 3.2.2.1, Transportation – General, states that “transportation system planning, land use planning, and transportation investment will be co-ordinated to implement this Plan.”

Halton Region Official Plan (2009)

The OMB has issued a series of decisions regarding the partial approval of Regional Official Plan Amendment 38 (ROPA 38) to the Halton Region Official Plan (Regional Plan). The policies of ROPA 38 to the Regional Plan are in force with the exception of site-specific matters unrelated to the proposed OPA.

The Region of Halton Official Plan identifies the lands along the Speers Road corridor as an employment area and identifies the area around the Bronte GO

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Station as a Major Transit Station Area (Map 1, Regional Structure). An objective of employment areas is to provide for a fully-diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses (Section 77.1). The Region requires local municipalities to promote intensification and increased densities in employment areas by facilitating compact, transit-supportive built form and minimizing surface parking (Section 77.4(5)). Employment areas prohibit residential and other non-employment uses including major retail uses (Section 77.4(1)) and are prohibited to be converted to non-employment uses including major retail uses unless considered through a municipal comprehensive review (Section 77.4(4)).

The Region's Official Plan considers corridors 'intensification areas' and more specifically 'intensification corridors' which consist of arterial roads identified in local official plans (Section 80(3)). Among the many objectives for intensification areas (Section 78), they are to provide an urban form that is complementary to existing developed areas, use space more economically, promote live-work relationships, foster social interaction, enhance public safety and security, reduce travel by private automobile, promote active transportation, and are to enhance environmental sustainability. The objectives also state that intensification areas are:

- to provide a range of employment opportunities, facilities and services in centralized locations that are readily accessible by public transit;
- to cumulatively attract a significant portion of population and employment growth,
- to generally achieve higher densities than the surrounding areas; and,
- to achieve an appropriate transition of built form to adjacent areas.

The Region's Official Plan requires local municipalities to prepare detailed official plan policies or an area-specific plan for the development of a new intensification area or the redevelopment of an existing intensification area (Section 81). The plan also identifies Bronte GO Station as a Major Transit Station Area which will require further study, in coordination with the Halton Region Official Plan Review and the policies of the new Growth Plan 2017. The Halton Region Official Plan Review is ongoing.

Livable Oakville Plan (2009)

The Livable Oakville Plan identifies the Speers Road corridor as an Employment Area and a Special Policy Area - Corridor to be further studied. Section 26.4, Corridors, states that, "corridors represent general linear areas along major arterial roads. These areas provide a linkage between nodes and can provide for various functions including support for employment areas or as a buffer to residential

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neighbourhoods. Corridors generally contain a mix of uses, many in transition and many unrelated or connected in form or function. Corridors are recognized for their potential for intensification due to their location along major transit routes, and as in many cases, because they contain numerous vacant or underutilized lands.” Section 26.4.2 of the Plan states that “the corridor located along Speers Road should be further studied to confirm long-term land uses and opportunities for intensification suitable for this area.”

Schedule C, Transportation Plan, identifies Speers Road as a Multi-purpose Arterial. Table 4 within Section 8 of the plan notes that Multi-Purpose Arterials are meant to serve a mix of functions of major and minor arterials, act as a major transit corridor, be 4 to 6 lanes, and accommodate high volumes of traffic typically between 40,000 to 60,000 vehicles per day. Multi-purpose Arterials are intended to have an intermediate degree of access control (driveways), have a 35 metre right-of-way, and are encouraged to have transit-supportive land uses along the right-of-way.

Urban Structure (OPA 15)

On September 26, 2017, Planning and Development Council adopted a by-law to introduce a new Urban Structure into the Livable Oakville Plan (OPA 15). At the time of writing this report, OPA 15 is with Halton Region for final approval.

The Urban Structure sets out the foundational framework for how the town will accommodate required growth to 2041, while protecting natural heritage, open space and cultural heritage, maintaining the character of residential areas and directing growth to an identified system of nodes and corridors. The adopted Urban Structure identifies the Speers Road corridor as an Employment Area, an Employment Mixed-Use Corridor, a Major Transportation Corridor and a Regional Transit Priority Corridor. It also identifies the Bronte GO station as Major Transit Station Area for further study.

Section 3.6, Nodes and Corridors, of OPA 15 identifies Speers Road as a corridor which is a location where growth is to be directed. It states:

“Nodes and Corridors are key areas of the Town identified as the focus for mixed use development and intensification.

Nodes and Corridors shown on Schedule A1 – Urban Structure are referred to in this Plan as Growth Areas and corridors and include...Speers Road. This Plan also identifies Nodes and Corridors through the defined terms *intensification areas* and *intensification corridors*. ...

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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. ...

Bronte GO Station is identified as a *Major Transit Station Area* by the Growth Plan and is intended to accommodate *transit-supportive* growth and intensification.

The remaining Nodes and Corridors [*e.g. Speers Road*] each have a unique existing and planned character, scale and potential to accommodate growth...

For those areas identified on Schedule A1 – Urban Structure as Nodes and Corridors for Further Study [*e.g. Bronte GO Station*], future review shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development.”

Schedule A1 of OPA 15 identifies Speers Road as an Employment Area and Employment Mixed use Corridor. Section 3.7 describes this areas which “provide for a mix of employment uses including industrial, manufacturing, warehousing, offices, and associated retail and ancillary facilities... The Employment Mixed Use Corridor along Speers Road and Cornwall Road is identified for its mix of non-traditional employment development.”

Schedule A1 of OPA 15 also identifies Speers Road as a Major Transportation Corridor and Regional Transit Priority Corridor which form the foundation of the town's multi-modal transportation system, providing connectivity throughout the town and Region. A Regional Transit Priority Corridor is defined to mean “a thoroughfare identified in Halton Region's Mobility Management Strategy that has or is planned to provide greater levels of transit service connecting people to existing and planned local and regional destinations including urban growth centres, mobility hubs, employment areas, major transit station areas and abutting municipal connections. Transit priority corridors provide a focus for transit-supportive development.”

Employment and Commercial Review (OPA 26)

The town-wide Employment and Commercial Review is being undertaken as part of the Official Plan Review. The Speers Road Corridor Study has been completed in coordination with this review. One of the key policy direction stemming from the Employment and Commercial Review for the Speers Road Corridor Study was to “Recognize the existing function of Speers Road” and that “The Speers Road Corridor Study should consider its function as a transitional area and identify suitable land use designations to accommodate an appropriate and compatible

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range of commercial uses.” (Employment and Commercial Review Staff Report to the LOCSC September 11, 2017 – Appendix A).

The Employment and Commercial Review is recommending changes to the existing employment and commercial land use designations and policies to meet the town's long-term needs and implement the Growth Plan. The recommended official plan amendment (OPA 26) to the Livable Oakville Plan resulting from the Employment and Commercial Review is intended to be presented at the same meeting as this recommendation report. The Employment and Commercial Review OPA 26 provides policies applicable to the Speers Road Corridor Special Policy Area. At the time of writing this report, the draft policies note that:

“The intensification of employment uses is encouraged throughout the Town and in particular should be directed to the Employment Mixed Use Corridor and lands with access to transit priority corridors and active transportation routes as identified on Schedule A1, Urban Structure.”

This general employment policy is consistent with the Council adopted Urban Structure and recommended Speers Road Corridor Special Policy Area OPA 27.

Through the recommended OPA 26, the employment land use designations have been updated and include revised land use permission which apply to Speers Road. Specifically, OPA 26 proposes to redesignate lands within the Speers Road Corridor Special Policy Area from ‘Office Employment’ to the “Business Employment” on the south side of Speers Road between Bronte Road and Fourth Line, providing for a broader range of permitted use, while continuing to prohibit outdoor storage adjacent to the residential area.

At the conclusion of the town’s Official Plan Review, a Provincial and Regional Conformity Review will be undertaken. Through this review, further refinements may be made to bring the official plan amendments to bring them into further alignment.

Other Plans Review

As part of the Speers Road Corridor Study, a detailed review of related studies and plans, both emerging and finalized, was undertaken. A discussion of these plans is included in previous staff reports on the Speers Road Corridor Study, as provided in the hyperlinks within the chronology section of this staff report. These studies and plans have informed policy development and the proposed OPA for the Speers Road Corridor, as listed below.

Province

- Metrolinx – Bronte GO Station Master Plan (2013)

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- Metrolinx – GO Rail Station Access Plan (2016)

Halton Region

- Halton Region Transportation Master Plans (2011)
- Halton Region Mobility Management Strategy (ongoing)

Town of Oakville

- Speers Road Environmental Assessment (2009)
- Economic Development Strategy (2009)
- Transportation Master Plan (2013 and 2018 update)
- Active Transportation Master Plan (2017)

Since the time of previous reporting, the “Metrolinx – 2041 Regional Transportation Plan” (Final Draft) was presented to the Metrolinx Board of Directors on March 8, 2018. As stated on the webpage, “the 2041 Regional Transportation Plan (2041 RTP) guides the work to transform the transportation system in the Greater Toronto and Hamilton Area (GTHA). It is a blueprint for creating an integrated multimodal regional transportation system that will serve the needs of residents, business and institutions.” The 2041 RTP builds upon *The Big Move (2008)*.

In regard to Speers Road, Map 5 of the 2041 RTP identifies Speers Road as a “priority bus corridor” which aligns with previous work done through the Halton Region Mobility Management Plan, and which is reflected in the adopted Urban Structure (OPA 15). The 2041 RTP describes priority bus corridors as a “practical and cost-effective way of providing fast, frequent and reliable transit service to more people without the need for a dedicated right-of-way,” and notes that the “creation of a priority bus network for the GTHA will require a collaborative strategy that addresses implementation priorities as well as the roles and responsibility of various municipal governments.”

COMMENT/OPTIONS:

Planning Analysis

Technical Review Comments

Since the town held the Statutory Public Meeting of Planning and Development Council on November 6, 2017, Halton Region staff provided comments on the draft OPA. Town staff have met with Halton Region to discuss their comments and suggested modifications.

Many of the comments and modifications proposed by the Region are to reinforce the Speers Road Corridor Special Policy Area as an employment area and strategic

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growth area as identified in the Halton Region Official Plan. Other modifications are in regard to the Bronte GO Major Transit Station Area in consideration of the requirement to coordinate these policies with the Halton Region Official Plan Review, as per the Growth Plan 2017.

Public Comments

The town hosted three public information meetings (October 24 [x2] and November 6, 2017) and a Statutory Public Meeting at Planning and Development Council on November 6, 2017 to solicit comments from the public on the draft OPA.

At the Statutory Public Meeting, the town received three written submissions and one oral delegation. The comments received at and following the Statutory Public Meeting are found in Appendix A. A response document to the written submissions can be found in Appendix B.

A summary and discussion of the comments received at the public information meetings are found below listed by topic area:

1) *Permitted Uses*

Comment: The addition of arterial commercial and service commercial uses provides additional flexibility and reflects existing businesses and would allow for the continuation of many uses along the corridor. A broader range of permitted uses more accurately reflects the existing businesses along the corridor.

Response: The recommended OPA provides additional land use permissions in all land use designations found along the corridor which reflect the employment mixed use concept for the corridor, as directed through the Council adopted Urban Structure (OPA 15), and directions from the Employment and Commercial Review.

2) *Residential Uses*

Comment: Consider residential use permissions in the east end of the Special Policy Area adjacent to the Kerr Village Growth Area, including impacts on the Halton Region employment overlay.

Response: On May 11, 2015, Planning and Development Council received a staff report launching the Five Year Official Plan Review. The report identified that the Speers Road Corridor Study would form part of the Employment and Commercial Review. The staff report states the study "will provide a detailed

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analysis of Speers Road to confirm long-term land uses and opportunities for intensification suitable for this area. In studying the intensification potential of this area, its context and continued function as an employment area will be a key objective.” As such, the conversion of employment lands to non-employment uses in the east end of the Speers Road Corridor Study Area was not considered as part of the review. This area is, however, considered a transitional area adjacent to the Kerr Village Growth Area.

3) *Connectivity*

Comment: Explore opportunities for greater connectivity into the adjacent residential areas from Speers Road.

Response: The recommended OPA provides policies which encourage greater pedestrian connectivity within the Speers Road Corridor Special Policy Area and into the adjacent residential areas. The policies state that “road improvements shall incorporate pedestrian sidewalks and should consider opportunities for pedestrian signals, where appropriate, where limited pedestrian crossings are available” and that “development should incorporate improved pedestrian access from Speers Road into the adjacent residential areas where opportunities exist.”

4) *Zoning*

Comment: The early consideration of zoning by-law amendments to implement proposed policies.

Response: The town intends to coordinate the implementing zoning by-law amendments following the approval of the OPA.

5) *Building Heights*

Comment: Requiring a minimum building height of two storeys for employment uses may not be feasible for many uses which are permitted in the land use designations. Likewise, many properties along Speers Road are currently constrained by site size which limits opportunity for additional height.

How would this be implemented in the zoning by-law if a minimum height is required? Would you have to rezone a property to have a one storey building?

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Employment densities vary greatly by employment use. Although increased employment densities are encouraged, they may not be directly correlated to increased building heights for many of the uses permitted along the corridor.

Response: The recommended policies encourage property consolidation and land assembly to allow comprehensive site design and development proposals that are transit-supportive, with an intent to increase employment densities. However, in response to comments received the policy language has been adjusted to *encourage* a minimum building height of two storeys, rather than *require* it. As a result, a number of additional policies in the “implementation” section of the recommended OPA have also been deleted as they relate to the accommodation of building height.

6) *Policy Language – May vs. Shall*

Comment: Revisit the draft policy 26.4.6(b)(ii) and the use of the auxiliary verb “may” to be replaced with “shall”.

Response: This policy reiterates the policies found in section 28.8, Legal Non-conforming Uses, of the Livable Oakville Plan. Policy 26.4.6(b)(ii) was intended to provide clarity of the town’s current and continued approach for legal non-conforming uses. Given the policy is duplicative of existing policies in the plan, the policy is to be deleted.

7) *Transportation*

Comment: What is the timing for the transportation improvements taking place on Speers Road?

Response: The Speers Road Environment Assessment which determined that Speers Road would be improved to 5 lanes (i.e. adding a centre turning lane) as well as bike lanes, was completed in 2009. Speers Road between Third Line and Fourth Line will begin construction in the fall of 2018 and construction will continue through to the end of 2019. Subject to successful land acquisitions, Speers Road from Fourth Line to Dorval Drive is anticipated to be completed in 2020. The section from Dorval Drive to Kerr Street will be completed after 2020. The timing will need to be coordinated with the construction of the Kerr Street underpass.

The area near the Bronte GO station was identified in the Mobility Management Plan for Halton as an area where defined transit priority requirements are to be identified, including a Speers Road Environmental

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Assessment Addendum. The timeframe for commencement for the addendum study is being coordinated with agency partners.

8) *Parking*

Comment: Parking is often constrained on many properties. What will help?

Response: Staff recognize that parking is a constraint on many properties along Speers Road, particularly on smaller properties. The proposed policies encourage shared parking between properties where feasible.

9) *Bronte GO Major Transit Station Area*

Comment: What is the timing for the future Bronte GO Major Transit Station Area study?

Response: Town staff continue to coordinate with Halton Region and the Halton Region Official Plan Review. The delineation of the Major Transit Station Area boundary and density must be provided by Halton Region, in coordination with the town, as per the Growth Plan 2017. Discussions are ongoing.

Proposed Changes to the Official Plan Amendment

Resulting from the review of technical and public comments, staff are proposing a number of modifications to the recommended official plan amendment. A tracked change document of the OPA from the version dated 2017-10-05, which was presented at the November 6 council meeting, is attached as APPENDIX C.

The proposed edits are nearly all in response to technical and public comments discussed above, with various other edits being made to delete references to section numbers in other parts of the plan, which are not required. The definition of "major retail" has also been removed in coordination with the Employment Commercial recommended official plan amendment (OPA 26), which proposes to include it.

Consistency with the 2014 PPS

The recommended official plan amendment is consistent with the PPS 2014 as it:

- promotes efficient, cost-effective and transit-supportive development and land use patterns;

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- accommodates and provides for an appropriate range and mix of employment (including industrial and commercial) uses to meet long-term needs;
- promotes opportunities for intensification and redevelopment and takes into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure;
- promotes development standards which facilitate intensification, redevelopment and compact form;
- recognizes the need to implement minimum density targets for intensification and redevelopment within built-up areas, based on local conditions, in coordination with Halton Region;
- directs employment growth to a recognized corridor as per the Halton Region Official Plan and the town's adopted Urban Structure (OPA 15);
- provides opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses which take into account the needs of existing and future businesses;
- encourages compact, mixed-use development that incorporates compatible employment uses to support livable and resilient communities;
- ensures that the area, designated as an employment area, provides for a clustering of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities;
- protects and preserves employment areas for current and future uses;
- considers planned infrastructure so that it can be used efficiently, including the use of transportation demand management strategies, where feasible;
- considers the planned multimodal transportation system and promotes the improvement of connectivity within and among transportation systems;
- promotes land use and development patterns which focus employment, commercial and travel intensive land uses along the corridor where transit exists and is to be developed and considers the design of land uses to facilitate the establishment of transit in the future.

Conformity with the 2017 Growth Plan

The recommended official plan amendment conforms to the Growth Plan 2017 as it:

- focuses employment intensification toward a strategic growth area situated along a corridor that is planned for priority transit and recognizes the need for future study of the node located at the Bronte GO Major Transit Station Area, in coordination with Halton Region;
- achieves the development of complete communities as it provides a diverse mix of employment and service commercial land uses, anticipates the

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- expansion and convenient access to a range of transportation options including active transportation, ensures transit-supportive urban design and recognizes the potential for further urban design guidance;
- identifies an appropriate type and scale of development and transition of built form to adjacent areas;
 - promotes the efficient use of existing employment areas and underutilized employment lands and increasing employment densities;
 - promotes the connection of employment densities with transit;
 - promotes integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment;
 - directs major office uses to major transit station areas;
 - supports the location of retail and office uses to support planned active transportation and existing or planned transit;
 - promotes the minimization of surface parking, the development of active transportation networks and the facilitation of a transit-supportive built form;
 - recognizes the need to establish a minimum density target for the employment area in coordination with Halton Region;
 - prohibits residential uses and limits other sensitive land uses that are not ancillary to the primary employment use;
 - prohibits major retail uses and establishes a size and scale threshold for other arterial and service commercial uses that are permitted and prohibits these uses that would exceed that threshold;
 - promotes the integration of the employment areas with adjacent non-employment areas and developing vibrant, mixed-use areas;
 - supports the integration of retail and service uses with other land uses to support the achievement of complete communities; and,
 - endeavors to coordinate transportation system planning, land use planning, and transportation investment.

Conformity with the Regional Plan

The recommended official plan amendment conforms to the Halton Region Official Plan as it:

- maintains the Speers Road Corridor Special Policy Area as an Employment Area which permits land uses that provide a fully-diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and which takes into account the needs of existing and future businesses;

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- promotes intensification and increased densities in employment areas by facilitating compact, transit-supportive built form and minimizing surface parking;
- prohibits residential and other non-employment uses including major retail;
- recognizes the Bronte GO Major Transit Station Area to be further studied in coordination with Halton Region;
- recognizes the Speers Road Corridor Special Policy Areas as a strategic growth area (e.g. intensification corridor) which supports an urban form that is complementary to existing developed areas, uses space more economically, promotes live-work relationships, promotes active transportation and environmental sustainability; and,
- provides detailed area-specific official plan policies for the development of a strategic growth area.

Conformity with the Livable Oakville Plan

The recommended official plan amendment implements the existing policy direction in the Livable Oakville Plan which states that “the corridor located along Speers Road should be further studied to confirm long-term land uses and opportunities for suitable intensification.”

The recommended official plan amendment is consistent with the town-wide Employment and Commercial Review, and further implements the Council adopted Urban Structure (OPA 15) which identifies the Speers Road Corridor as an Employment Area, an Employment Mixed use Corridor, a Major Transportation Corridor, and a Regional Transit Priority Corridor.

CONCLUSION

The proposed official plan amendment highlights that Speers Road has a unique character that is different from other employment areas and that broadened arterial commercial and service commercial uses should be provided. The policies highlight that there are three distinct districts along the corridor from Bronte Road to Third Line, Third Line to Fourth Line, and Fourth Line to Kerr Street. These three districts, defined by their distinct uses, locational context, and lotting patterns, will influence available development opportunities in these areas.

The official plan amendment emphasizes that Speers Road is to become a Regional Transit Priority Corridor and a key component of the region-wide transportation network. The corridor is to support intensification in an employment mixed-use context, providing transit-supportive development, and the integration of all transportation modes, including active transportation and transit.

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CONSIDERATIONS:

(A) PUBLIC

Notification of the second Statutory Public Meeting was advertised in the Oakville Beaver on March 22, 2018 and provided in accordance with the *Planning Act*. Courtesy notification was also provided via email to the Official Plan Review e-blast distribution list. The updated OPA was available for review on or before March 26, 2018, being at least 20 days prior to the second Statutory Public Meeting.

(B) FINANCIAL

There are no financial implications arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Other departments have reviewed the proposed OPA.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our economic environment
- be accountable in everything we do
- be innovative in everything we do
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The policies developed for the Speers Road Corridor Special Policy Area address the social, economic, and environment pillars of sustainability by fostering and enabling transit-supportive employment development.

APPENDICES:

Appendix A Written Comments Received at and following the Statutory Public Meeting of Planning and Development Council, November 6, 2017

Appendix B Response to Written Comments Received at the Statutory Public Meeting of Planning and Development Council, November 6, 2017

Appendix C Tracked Changes to Official Plan Amendment presented at the Statutory Public Meeting of Planning and Development Council November 6, 2017

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BY-LAW:

The following by-law, recommended for passage by this report, is listed separately on the April 16, 2018 Planning and Development Council agenda:

2018-055 A by-law to adopt an amendment to the Livable Oakville Plan, Official Plan Amendment Number 27 (Town of Oakville; Speers Road Corridor Special Policy Area; File No. 42.23.007)

Prepared by:

Brad Sunderland MCIP, RPP
Planner, Policy Planning

Recommended by:

Diane Childs MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Mark H. Simeoni
Director, Planning Services