



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: JUNE 11, 2018

FROM: Planning Services Department

DATE: May 18, 2018

SUBJECT: Recommendation Report - Proposed Official Plan Amendment
Town of Oakville former Public Works Site - Master Plan -
File: 42.24.018

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

WARD: 5

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RECOMMENDATION:

1. That the report from the Planning Services Department, dated May 18, 2018, entitled "Recommendation Report – former Public Works site" be received;
2. That the Official Plan Amendment for the Town of Oakville's former Public Works site (File No. 42.24.018), be approved on the basis that it is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial plans, Halton Region's Official Plan, the *Livable Oakville* Plan, has regard for matters of Provincial interest and represents good planning for the reasons set out in the report from the Planning Services Department, dated May 18, 2018;
3. That By-law 2018-029 to adopt Official Plan Amendment #25, be passed; and,
4. That the respective notices of Council's decisions reflect that Council has fully considered all of the written and oral submissions relating to these matters and that those comments have been appropriately addressed.

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KEY FACTS:

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

Proposal

The proposed amendment to the town's Official Plan is town-initiated, and a statutory public meeting was held in late 2017. The amendments are a result of a comprehensive Master Plan initiative commenced in 2016.

The Master Plan results from staff examining how the Uptown area has built out over the years and considering this context for the future development of the former Public Works site. As well, the town can use the redevelopment of the site to further other corporate initiatives and programmes for the purposes of improving the community.

EXECUTIVE SUMMARY

Policy Context

The existing official plan designation and policies, along with the site specific zoning regulations, are consistent with the Provincial Policy Statement (2014), and conform to the Growth Plan (2017) and Halton Region Official Plan. The in-effect *Livable Oakville* Plan policies allow for the redevelopment of under-utilised lands primarily in a mid-rise and tall building form, with the potential for a mix of residential, commercial and office uses.

The proposed amendment to the *Livable Oakville* Plan is consistent with the Provincial Policy Statement (2014), and conforms to both the Growth Plan (2017) and Halton Region Official Plan. The amendment proposed provides more specifics to help achieve a "complete community" and ensure a mix of uses and housing types, adjacent to a higher order transit corridor.

BACKGROUND

This report recommends next steps to help realise the redevelopment of the Town's former public works site on Trafalgar Road. A comprehensive master planning exercise has been undertaken, which was a requirement of Council endorsing the creation of a Municipal Development Corporation (MDC). Future redevelopment of the site will be guided by this Master Plan as well as Official Plan and Zoning By-law Amendments.

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The Uptown Core Review (2007) was an important study completed in support of developing the Town's new *Livable Oakville* Official Plan (2009). The Review and subsequent policies designated the site for a mix of uses – predominantly taller, high density apartment buildings with retail, commercial and office uses at-grade. The Town's recently-adopted Urban Structure confirms the direction of Uptown Oakville being a key location in the municipality to accommodate future growth and intensification. Additional study of Uptown will be undertaken through 2018 as part of the Town's Official Plan Review programme.

Extensive environmental investigations have also been conducted for the site and some contamination has been identified due to the use of the property as the former public works site.

Chronology

- The property was once the Town's Public Works yard and after being declared surplus to the Town's needs, a private development proposal was submitted in June 2007 which considered a master-planned redevelopment. The proposal was withdrawn by the proponent prior to any decision being made on the application by Town Council.
- The property is still owned by the Town, designated Urban Core and zoned Mixed Use. The designation and zoning reflects the land use and policies for the site when the Town's Official Plan was adopted in 2009. Urban Design Guidelines applying to the site were approved in 2011.
- A public meeting being held October 10, 2017 satisfied the legislative requirements and provided an opportunity for public input regarding proposed changes to the Official Plan and zoning regulations for the property. A public information meeting was held September 6, 2017 at which four members of the public attended.
- A Municipal Development Corporation was created in early 2018.

Location

The subject property is located on the west side of Trafalgar Road, and south of Oak Park Boulevard. The property is bounded by Glenashton Drive, Trafalgar Road, and Taunton Road.

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Site Description

The 7.2 hectare property is vacant and generally flat. At the southern end of the property, there are 2 pipelines that cross the property, and a hydro easement in favour of Hydro One.

Surrounding Land Uses

The surrounding land uses are as follows:

- South: Glenashton Road, beyond which are residential land uses, an office use and four storey townhouse dwellings
- West: Taunton Road, beyond which are three and four storey residential land uses
- North: a car dealership and a 12 storey apartment building, beyond which is Oak Park Boulevard, a large-format retail development
- East: Trafalgar Road, beyond which are two storey residential land uses.

POLICY FRAMEWORK

The applications are subject to the following policy framework: the Provincial Policy Statement (PPS 2014), the Growth Plan for the Greater Golden Horseshoe (2017), the Halton Region Official Plan, and the *Livable Oakville* Official Plan and Zoning By-law.

Provincial Policy Statement

The Provincial Policy Statement (PPS) is intended to promote a policy led system, which recognises that there are complex relationships among environmental, economic and social factors in land use planning. The PPS encourages the wise management of land to achieve efficient development and land use patterns by directing growth to settlement areas and by promoting a compact development form.

The subject lands are located within a settlement area, which are to be the focus of growth and development (policy 1.1.3.1). Land use patterns within settlement areas are to be based on densities and a mix of uses which, among other matters:

- efficiently use land and resources,
- appropriately use planned or existing infrastructure and public service facilities,

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- support active transportation, and,
- are transit supportive

As was recently confirmed by a recent amendment to the Town's Official Plan regarding the town's urban structure, the Uptown is considered a designated growth area. The PPS requires that new development in designated growth areas shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

The Uptown Core is bounded by two transportation corridors which are intended for future rapid transit facilities. The PPS promotes the link between dense land use patterns that accommodate a mix of uses in close proximity to transit, and supported by active transportation (1.6.7.4). The integration of land use and transportation considerations is required at all stages of the planning process (1.6.7.5).

In accordance with section 3 of the *Planning Act*, all planning decisions are required to be "consistent with" the PPS. The proposed Official Plan Amendment would have the effect of implementing the policies of the *Livable Oakville Plan* and Region of Halton Official Plan in a manner consistent with the PPS and in conformity with the 2017 Growth Plan.

Growth Plan for the Greater Golden Horseshoe

The 2017 Growth Plan came into effect on 1 July 2017 replacing the 2006 Growth Plan. All decisions by any authority that affects a planning matter are required to conform to the 2017 Growth Plan.

The Growth Plan provides a framework for implementing the Province's Vision for building stronger, prosperous communities by managing growth. The Plan directs growth to built-up areas through intensification where development proposals can efficiently use existing transportation and servicing infrastructure.

The Growth Plan provides policies for where and how to grow, directing population and employment growth to urban areas on full municipal services (policy 2.2.1.1). The subject lands are located within the 'settlement area' and are within a 'strategic growth area'. The policies of the Growth Plan are intended to help achieve complete communities which are composed of:

- a diverse mix of land uses with convenient access to local stores, services, and public service facilities,
- elements that improve social equity and overall quality of life,
- a diverse range and mix of housing options; including affordable housing to accommodate people at all stages of life,

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- convenient access to a range of transportation options – including active transportation, public service facilities, accessible open spaces, parks and trails,
- high quality, compact built form; an attractive and vibrant public realm,
- a variety of elements that help reduce greenhouse gas emissions and integrate green infrastructure.

Trafalgar Road is considered a Higher Order Transit Corridor in Halton Region's Official Plan and is a Busway / Transit Corridor in the Town's Official Plan and is planned to accommodate Bus Rapid Transit service in the future. As noted above one of the key themes of the Growth Plan is the integration of land use planning with transportation and servicing infrastructure. The former Public Works site is a key site along the Trafalgar Road corridor which can sustain transit-supportive densities and a mix of land uses in accordance with Growth Plan policies.

Town Planning Staff has undertaken an analysis of the amendments in relation to the Growth Plan (2017). The amendment is considered to be in conformity with this Plan, as it aids in achieving forecasted growth targets; and it is considered growth within a delineated built boundary, and will utilise existing municipal services.

Halton Region Official Plan

The lands are designated "Urban Area" according to Halton Region's Official Plan. Lands within the "Urban Area" are intended for residential and employment growth. Policy 76 states that the range of permitted uses is to be in accordance with Local Official Plans and Zoning By-laws. All development, however, is subject to the policies of the Regional Plan.

Further, Policy 81(7) of the Region's Official Plan requires minimum development densities within an Intensification Area, and prohibits the reduction of development density. Uptown is considered to be an Intensification Area for the purposes of the Region's Official Plan.

It should also be noted that Trafalgar Road is under the jurisdiction of Halton Region and is identified as a "Higher Order Transit Corridor".

The Master Plan exercise undertook an evaluation of the Region's *Best Planning Estimates* (BPEs) to better understand the dissemination of the planned number of residential units for the area of Uptown within which the public works site is located. Although a dedicated number of units was not assigned specifically to the Public Works site, an overall number is expected in the Uptown Core to meet population projections. Based on staff's analysis, in conjunction with Halton Region, it was

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determined that no less than 1215 units can be accommodated on the former public works site.

The proposed official plan amendment and Master Plan conform to the Region's Official Plan.

Town of Oakville Official Plan

The Official Plan sets out goals and objectives which guide the future development of physical, social and economic matters in the municipality. These objectives are subsequently implemented through various policy provisions.

Town Council adopted amendments to the Official Plan in September 2017, the effect of which was to further clarify the Town's Urban Structure. The amendments provide a framework for how the Town will continue to handle new growth, while protecting natural and cultural heritage, open space and, directing growth to identified centres and corridors. Amendment #15 to the *Livable Oakville* Plan was approved by Halton Region in April 2018.

The subject lands are identified on Schedule A1 – Urban Structure as being within the Uptown Core which fronts Trafalgar Road.

As one of the Town's growth centres, the Uptown Core is a prime location for mixed-use, transit-oriented development. As well, Regional Higher Order Transit Corridors provide a town-wide network that connects transit systems throughout the Region as well as to local destinations. As was provided through the 2014 Trafalgar Road Corridor Planning study, transit-oriented development relates to development projects which are considered compact, complete, with a mix of uses, densities and geared towards linking employment and residential uses to frequent transit service.

The subject property is designated "Urban Core" in the Official Plan which is a designation that maintains a strong urban focus. Development is expected in multi-use buildings composed mainly of commercial and residential. Entertainment facilities, hotels and offices may also be permitted.

The intent of the designation is to provide opportunities for retail and service commercial, restaurants and offices to be oriented to the street creating a pedestrian-oriented environment. Building heights are to be between 8 and 12 storeys, with bonussing opportunities to accommodate an additional four storeys of height.

As noted above, the 2009 Uptown Core Review recognised the Uptown as a key growth area. Through the Review, the subject property was identified as primarily a residential area with taller, mixed-use buildings. The preliminary development

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scheme undertaken through the Review considered a potential of 1,909 residential units on the former Public Works site in primarily mid-rise building forms with a mix of uses including retail at-grade and residential and/or offices above. This scheme did not benefit from any comparison to the direction in the Town's *Livable by Design* Manual since the Review pre-dated the Manual's existence. A minimum density was not established for the Works site and the Master Plan exercise provides some predictability to the expected build-out.

As the Uptown has evolved with a variety of development projects since 2009, the number of dwelling units distributed throughout the Uptown now allows for an analysis that can provide a detailed break-down of units throughout the geographic area, in comparison to the BPEs. The 1,215 units can be accommodated on the former public works site without undermining the BPEs all while maintaining the planned intensification targets for the overall Uptown growth area.

The proposed Official Plan Amendment reflects the Master Plan and provides a finer grain street network that can support tall and mid-rise building forms, while providing some direction for how to consider a comprehensive development scheme for the whole of the site that can integrate with the established neighbouring community.

Zoning

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

In order to implement the direction of the proposed Official Plan Amendment, new zoning regulations are recommended, and attached to this report in Appendix 'D'. A Zoning By-law Amendment is not being brought forward to Council at this time, only regulations which would help guide the form of new development. It is expected that future development applications will be required to go through a re-zoning process to tailor the zoning regulations to the proposed development. The existing zoning remains in effect and would be amended on a case-by-case basis.

There is also a Holding provision on the site (dealing with the provision of servicing) which the Town would not be in a position to lift until such time as a comprehensive proposal comes forth.

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RECOMMENDED MASTER PLAN

Town staff has undertaken a master planning exercise to understand the opportunities and constraints relative to the former Public Works site to ensure that future development is responsive to the Town's Official Plan, the community's needs and is sensitive to the existing built context. This exercise was guided by the Town's Official Plan objectives and policies, along with the Town's Livable by Design Manual, and premised on several principles: Connections, Sustainability and Desirability. These principles were used to ensure that future development was well-integrated to multi-modal transportation options, was sustainable in terms of environmental achievements, but also social infrastructure, and was a complete community not just in and of itself, but also well-connected to the established, surrounding community.

The result is a Master Plan that demonstrates how the site can develop to achieve these principles which allows the Plan to be conceptual in nature and prescriptive where necessary to meet policy requirements. The Master Plan (attached as Appendix C to this report) can be considered as a comprehensive review of the property and it sets out a refined programme for building heights and densities that recognises and protects the established neighbourhoods, knits together missing transportation linkages, continues to promote a network of parks and open spaces, and permits supporting retail and commercial opportunities.

The Plan was undertaken in the context of market realities, financial considerations, phasing potentials and community stewardship. Staff commenced the Master Plan exercise by going back to the original Uptown Core Review to understand the original premise and assumptions to determine what has changed and what role the site should play going forward. This is especially important to ensure population projections were maintained while acknowledging these may still be revisited as part of the ongoing Official Plan reviews with both the Town and Halton Region.

Staff has examined the Best Planning Estimates (BPEs) which are produced by Halton Region. The BPEs provide the Region with an expected amount of residential units within a given area for the purposes of planning for infrastructure and monitoring growth. This exercise has led staff to conclude that a minimum of 1,215 residential units must remain allocated to the former Public Works site. This number has been clarified based on the amount of units in the broader area surrounding the site. Based on the development in the area, staff was able to rationalise the total number of units to ensure compliance with Halton Region's requirement to not reduce density on a given site within an Intensification Area.

What the Master Plan provides is clarity on built form. Whereas the Official Plan currently requires a minimum of eight storeys adjacent to Taunton Road, recent

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development on the west side of Taunton Road suggested heights on the east side should be carefully considered. As such, the Master Plan, and supporting amendments recommend a lower building height on the east side of Taunton, at the southerly limits of the property. These lower heights can take the form of low-rise apartments or townhouses.

Townhouse building forms are currently permitted on the site; however, the expectation was that the townhouses would be attached to taller buildings (either as an extension or within a building podium). Some flexibility has been re-considered for the purpose of height transitions from existing to new development and to accommodate the new street and park network.

Taller buildings are considered through the Master Plan. A maximum of 12 storeys is currently permitted (or 16 storeys subject to a bonussing agreement). Permissions have been expanded slightly, and in a limited area, to allow heights up to 16 storeys as-of-right in consideration of the Town's design manual and the revised zoning by-law regulations which incorporate tighter floorplate controls to reduce shadowing on adjacent properties, especially parks. Taller buildings can also help ensure minimum densities are met in close proximity to a higher order transit corridor and in a building form that can integrate with the community while contributing to the town's sky-line.

It is expected that the development of the Public Works site will be co-ordinated through the Town's MDC. A challenge presented through the Master Plan process has been to provide sufficient predictability to the future development of the site without limiting the potential for innovation and creativity in achieving the overarching principles. It is the intent of the Master Plan to provide the MDC with direction that allows complementary development throughout the site.

As the master developer, the MDC is therefore expected to be able to garner its mandate for developing the site from the principles established through the Master Plan, and the direction provided through the urban design guidelines. The guidelines build off of the Town's Design Manual, but are tailored for the subject property recognising its nuances.

The phasing of development has been kept flexible and will need to be co-ordinated based on infrastructure (i.e. water, wastewater and transportation) timing and any required soil remediation.

The MDC is assumed to be responsible for future subdivision and site plan approvals, as well as construction timing and agreements, and co-ordination of any property sales.

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Proposed Official Plan Amendment

The proposed Official Plan Amendment would maintain the same “Urban Core” designation as the site currently enjoys; however, the heights have been refined based on a re-distribution of units and built form.

The existing height permission allow up to 16 storeys subject to bonussing. This is beyond the existing maximum of 12 storeys. The new height schedule for the site would permit 16 storeys as-of-right, but only in select blocks. An additional 4 storeys may be permitted, but again, only through bonussing.

The remainder of the site has a lower range of heights with taller built form closer to Oak Park Boulevard and reducing in scale towards Glenashton Drive. Stand-alone townhouse forms are proposed on the east side of Taunton Road to complement the existing built form on the west side and the extended parks and open space to the south. The maximum height for townhouses is proposed at four storeys. This height is lower than the existing height permissions and as such, an amendment is required to implement these changes.

The proposed Official Plan amendment implements the building height and minimum density as defined in the Master Plan. The Amendment also recognises the importance of the Master Plan as the tool to provide direction for the future development of the site.

As well, the proposed Official Plan Amendment has been prepared to accordance with the policy direction of the PPS, Growth Plan and Halton Region Official Plan and reinforces the direction provided in the Town’s Urban Structure. The proposed amendment is consistent with the 2014 PPS, the Growth Plan (2017) and Halton Region Official Plan.

The amending document can be found in the By-laws section of this agenda.

Proposed Zoning By-law regulations

The proposed Zoning By-law regulations do not form an amendment at this time. They merely illustrate the expectations for development while allowing some modification, as required at the time new construction is proposed. These regulations reflect the desired height and minimum number of units proposed through the Master Plan and Official Plan Amendment.

As noted previously, the existing site-specific zoning by-law remains in effect. The draft regulations proposed through the Master Plan process are attached to this report for reference (see Appendix D). These regulations direct appropriate built

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form and also include permissions for at-grade retail and commercial opportunities, structured parking and bonussing permissions which are slightly modified from the existing site specific zoning, but are similar to other properties zoned as "Mixed Use Four".

The most notable change will be to permit townhouses that are not required to share a common wall with a taller building. These stand-alone townhome permissions are only in two specific locations as identified in the Master Plan, and represent less than 9% of the total number of units.

Public Comments

A Public Information Meeting was held in early September wherein 4 members of the public attended. A statutory public meeting was held in October 2017 and written comments provided were primarily with respect to vehicular traffic, building height, shadow casting, and green space.

Staff has had consideration of all of these factors and refined the Master Plan and amending documents to reflect these concerns. As noted previously, the overall permitted density is less than that which was originally planned due to the balance of development that has occurred in the Uptown.

As well, a finer street network is recommended through the Master Plan which will allow better dispersion of pedestrian, cycling and vehicular traffic out to Trafalgar Road. In addition, the 2007 transportation study for the Uptown is being reviewed to ensure future development is considerate of the overall street network and traffic volumes to ensure the network is able to deliver people and goods throughout Uptown and to the major arterial roads. More detailed transportation analysis will occur at the time when individual development applications are made.

The proposed building typologies and heights have been subject to a fair amount of study and refinement to ensure the location, height and form is able to deliver the required density while being complementary to the established built context, adjacent park network while minimising shadowing on adjacent properties.

The parks and open space network is enhanced through the Master Plan allowing a green connection from the existing Wyndham park through to Trafalgar Road. As well, additional park space is recommended for the centre of the site which will benefit new and existing residents.

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CONCLUSION

The Master Plan exercise has been undertaken based on Council's direction to utilise a Municipal Development Corporation. The proposed amendment is consistent with the provincial planning regime and complies with Halton Region's Best Planning Estimates and therefore does not represent a 'down-zoning' of an intensification site.

The amendments implement the Master Plan, and represent a comprehensive approach for the redevelopment of the former Public Works site. The amendment is consistent with the 2014 Provincial Policy Statement, conforms to the 2017 Growth Plan, is in the public interest and represents good planning.

CONSIDERATIONS

(A) PUBLIC

A Public Information Meeting was held 6 September, 2017 at which four members of the public attended. The public meeting held 10 October, 2017 met the statutory requirements.

(B) FINANCIAL

None arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The amendments have been circulated to other town departments and public agencies for consideration and comment.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- be the most liveable town in Canada

(E) COMMUNITY SUSTAINABILITY

The proposed development will be reviewed to ensure compliance with the Town's sustainability objectives of the Livable Oakville Plan.

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APPENDICES

Appendix A – Location Map

Appendix B – Public Comment

Appendix C – Master Plan for the Town of Oakville’s former Public Works site

Appendix D – Implementing zoning regulations

Prepared and Recommended by:

Gabriel A.R. Charles, MCIP, RPP
Senior Manager, Current Planning & Urban Design

Submitted by:

Mark Simeoni, MCIP, RPP
Director, Planning Services