



OAKVILLE

REPORT

SPECIAL PLANNING AND DEVELOPMENT COUNCIL

MEETING DATE: MARCH 22, 2021

FROM: Planning Services Department

DATE: March 9, 2021

SUBJECT: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

LOCATION: Northwest Oakville

WARD: Multiple Wards: 1, 4 & 7

Page 1

RECOMMENDATION:

1. That the proposed town-initiated Official Plan Amendment Number 34 (OPA 34) (North West Area and Palermo Village, Excluding the Hospital District, File.42.24.23) be adopted on the basis that it is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial Plans, the Region of Halton Official Plan and 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;
2. That By-law 2021-043, a by-law to adopt Official Plan Amendment Number 34 (OPA 34) to repeal the 1984 Oakville Official Plan as it applies to the North Oakville West Secondary Plan Area (excluding the Hospital District) and amend the Livable Oakville Plan to incorporate new policies for that same area and an expanded Palermo Village growth area, be passed;
3. That Council direct heritage planning staff to proactively examine listed heritage properties in Palermo Village and, should a property meet the criteria for designation under the *Ontario Heritage Act*, recommend to Council that notice be given to designate the property; and,
4. That notice of Council's decision reflect that Council has fully considered all written and oral submissions relating to this matter and that those comments have been appropriately addressed.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

KEY FACTS:

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

- It is an objective of Council and Planning staff to have a single local official plan document that applies to the entire town. Currently, the Livable Oakville Plan applies to the lands south of Dundas Street West and north of Highway 407, and the 1984 Official Plan (including the North Oakville East and West Secondary Plans) applies to the lands between Dundas Street West and Highway 407.
- The town's Official Plan Review was launched at a Special Public Meeting on May 15, 2015. At that time, the staff report stated, "The intent of the Official Plan Review is to consolidate and harmonize the town's official plan documents under the Livable Oakville Plan and to ensure conformity with current and updated Provincial legislation, the Halton Region Official Plan and Regional Official Plan Amendment No. 38 (ROPA 38).
- As part of the ongoing Regional Official Plan Review (i.e., the required "municipal comprehensive review" or "MCR"), Halton Region is determining how to accommodate forecasted population and employment growth in the Region to 2051. This work is being conducted through the Region's Integrated Growth Management Strategy (IGMS) project. The identification of Strategic Growth Areas is an important component of the Region's overall growth management strategy. Draft Regional Official Plan Amendment No. 48 to the Regional Official Plan – *An Amendment to Define a Regional Urban Structure (ROPA 48)*, was presented to Regional Council on February 17, 2021. This work resulted in Regional Council authorizing Regional planning staff to initiate the statutory process to bring forward an amendment to the Regional Official Plan to define a Regional Urban Structure. The work being completed through the town's Official Plan Review provides detailed analysis of local priorities for accommodating future growth in support of Halton Region's MCR.
- Planning staff has been advancing the Official Plan Review work program (e.g., Urban Structure Review, Employment and Commercial Review, Main Street Growth Area Reviews, North Oakville Secondary Plans Review), while also responding to an evolving Provincial policy regime (e.g., 2017 Growth Plan, 2017 Greenbelt Plan, 2020 Growth Plan (Office Consolidation), Bill 108, Bill 197, 2020 Provincial Policy Statement).
- Council adopted Official Plan Amendments 15, 317 and 318 for a town-wide Urban Structure on September 27, 2017. The town-wide Urban Structure provides for the long-term protection of natural heritage, public open space

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

and cultural heritage resources, maintains the character of established areas and is the foundation to direct the majority of growth to identified nodes and corridors.

- The town-wide Urban Structure is shown on Schedule A1, Urban Structure, in OPA 15 and identifies the North Oakville West Secondary Plan lands broadly as “Natural Heritage System”, “Employment Areas” and “Parks and Open Space”.
- Palermo Village, at the intersection of Bronte Road (Regional Road 25) and Dundas Street (Regional Road 5), has long been envisioned as a node for employment and residential development. It is intended to develop into a high density, transit supportive, mixed use area and contribute to a complete community. The town-wide Urban Structure in OPA 15 identifies the existing Palermo Village Growth Area on the south side of Dundas Street. It also identifies both Bronte Road and Dundas Street as “Regional Transit Priority Corridor” and all four quadrants of the intersection as “Proposed Regional Transit Node” and “Nodes and Corridors for Further Study”.
- A draft official plan amendment was made available for public review on October 29, 2020, setting out staff’s draft land use policy updates for northwest Oakville, including Palermo Village.
- On November 23, 2020, Planning and Development Council held a Statutory Public Meeting to consider the draft Official Plan Amendment and solicit comments from the public.
- On February 2, 2021, Planning and Development Council held a Council Workshop to further discuss the draft Official Plan Amendment and solicit comments.
- A recommended official plan amendment has now been prepared and is attached as **Appendix C**. The recommended official plan amendment implements the findings of both the Palermo Village Growth Area Review and staff’s review of the North Oakville West Secondary Plan, and fully considers and appropriately addresses written comments and oral submissions.
- The recommended town-initiated official plan amendment 34 (OPA 34) should be adopted on the basis that it is consistent with the Provincial Policy Statement, conforms or does not conflict with 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.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

BACKGROUND:

As part of the town's ongoing Official Plan Review, the North Oakville West Secondary Plan and the Palermo Village Growth Area have been reviewed.

A draft Official Plan Amendment (OPA) for the North West Area and Palermo Village, excluding the Hospital District, was presented at a statutory public meeting of [Planning and Development Council on November 23, 2020](#) (Agenda Item 3). At the meeting, Council heard delegations from the public and identified additional planning matters to be considered as part of a final recommendation to Council.

The staff report provided at the statutory public meeting gave a detailed overview of the study process undertaken, applicable policy frameworks, and other matters that were considered when developing the draft OPA. In particular, the report provided a detailed overview of Halton Region's ongoing Municipal Comprehensive Review (MCR) and its coordination with the town's Official Plan Review. The report highlighted that all of the work being completed through the town's Official Plan Review provides detailed analysis of local priorities for accommodating future population and employment growth in support of Halton Region's MCR.

A Council Workshop to further discuss the draft OPA was held at a meeting of [Special Planning and Development Council on February 2, 2021](#) (Agenda Item 2). Comments received were also to be considered as part of a final recommendation.

The purpose of this report is to:

- provide Council with a response to comments received;
- provide a review of how the recommended OPA is consistent and/or conforms with applicable provincial, regional and local plans and policies; and,
- recommend that Council adopt the Official Plan Amendment.

Subject Lands

The subject lands of the recommended OPA are shown on Figure 1, and include:

- the North Oakville West Secondary Plan lands between Dundas Street West and Highway 407, from Tremaine Road to Sixteen Mile Creek (the Hospital District and the North Oakville East Secondary Plan lands are excluded); and,
- the existing Palermo Village Growth Area south of Dundas Street West, which is proposed to be expanded north of Dundas Street West.

From: Planning Services Department

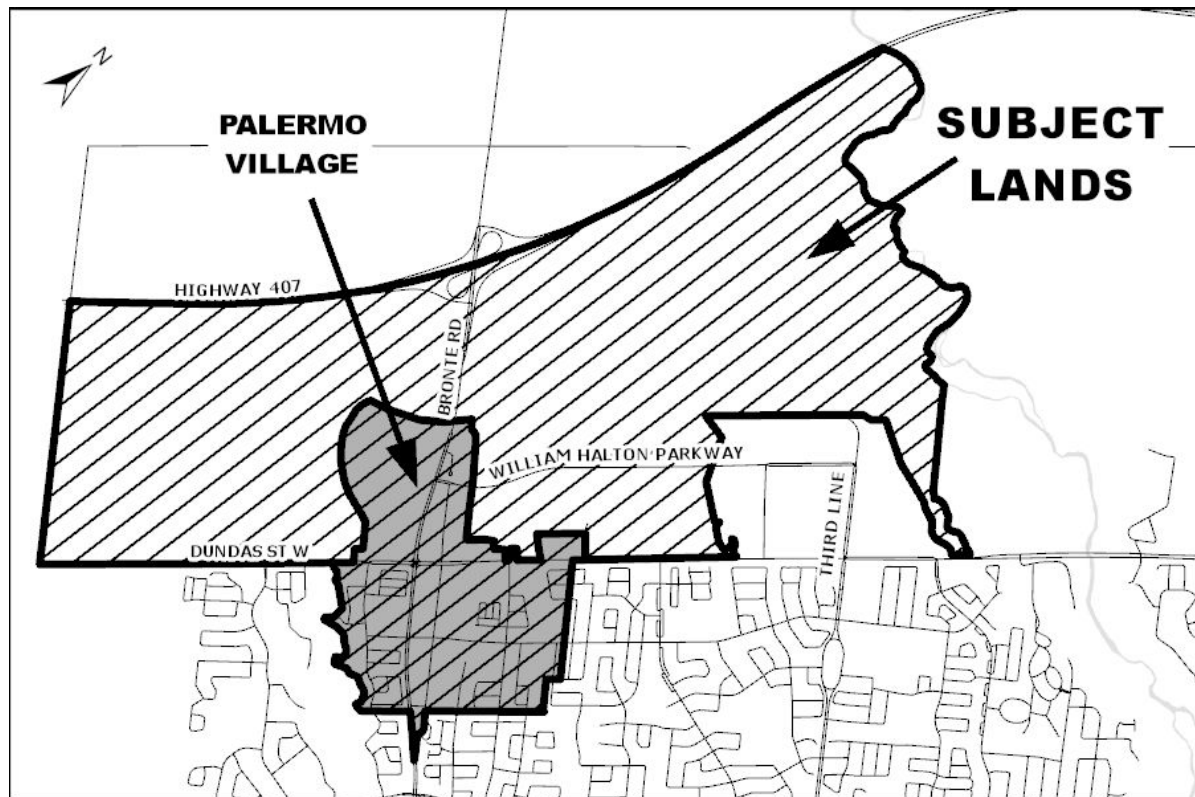
Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

The existing Palermo Village Growth Area in the Livable Oakville Plan comprises an area of approximately 85 hectares. The recommended northward expansion of the Palermo Village Growth Area comprises an area of approximately 51 hectares.

The recommended North West Area comprises an area of approximately 600 hectares, which excludes the Hospital District at Dundas Street West and Third Line and the proposed northward expansion of the Palermo Village Growth Area.

Figure 1: Subject Lands



Overview of Recommended Plans

North West Area

The recommended plan for the North West Area, outside of Palermo Village (discussed below), will maintain the intent of the North Oakville West Secondary Plan (NOWSP). The policies will be adapted to fit within the Livable Oakville Plan policy framework.

The North West Area is characterized by a large natural heritage system, park and open space uses, and employment area. These areas are reflected in the

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

recommended plan with the following land use designations: Natural Heritage System, Parks and Open Space, and Business Employment.

Natural Heritage System

The Natural Heritage System designation makes up 50% of the land area within the plan for the North West Area, at approximately 320 hectares. Key Areas of the Natural Heritage System include Core Preserve Areas, Linkage Preserve Areas, Glenorchy Conservation Area, High and Medium Constraint Stream Corridors and Other Hydrologic Features.

Forming part of the Natural Heritage System, the Glenorchy Conservation Area measures approximately 100 hectares and is established for ecosystem protection and enhancement purposes. Altogether, the Natural Heritage System provides the foundation for maintaining and protecting environmental and watershed functions as well as stormwater management.

Parks and Open Space

The Parks and Open Space designation is planned to accommodate a full range of active and passive indoor and outdoor recreational opportunities including the highest intensity level of facility development. Park function and amenities may be further defined through the Parks, Recreation, Culture and Library Master Plan and similar programs.

Business Employment

The Business Employment designation is planned to provide opportunities for a wide range of business and industrial uses, predominantly within enclosed buildings and with minimal impacts on the surrounding areas. As the Business Employment lands develop over time, the assessment of planning applications will ensure development is compatible with the established residential areas south of Dundas Street West and the existing and planned mixed uses in the Hospital District and the Palermo Village Growth Area. Minimum building heights are provided along Dundas Street West to ensure transit-supportive development.

A key part of the plan is for development to occur on public roads. This is an important component of a complete community since public roads provide for the full range of transportation facilities and optimal circulation for multiple modes including transit and active transportation.

Palermo Village Growth Area

The recommended plan for Palermo Village will see the expansion of the growth area north of Dundas Street, delineated by the existing Natural Heritage System

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

established through the North Oakville West Secondary Plan (now the North West Area plan), and confirmed as part of the town's Urban Structure (OPA 15).

Palermo Village is planned as a strategic growth area in northwest Oakville where mixed use development and intensification is to be accommodated. It is an intensification node and proposed regional transit node located at the intersection of two regional transit priority corridors: Dundas Street West and Bronte Road.

Palermo Village is planned to develop over the long-term with a mix of residential, commercial, office and community uses that are integrated with existing cultural heritage resources. It will become a high density, transit-supportive and pedestrian-oriented complete community.

Palermo Village is planned to include an important civic presence with various community uses, parks and open spaces suitable for many types of gatherings, as well as pedestrian and cycling linkages to an extensive natural heritage system. These elements, and the concentration of retail, service commercial and office uses, will make this area a destination for the surrounding communities of northwest Oakville.

The natural heritage system that surrounds Palermo Village north of Dundas Street will provide a buffer from employment uses to the north and west.

The plan for Palermo Village will accommodate a transit terminal, small-scale community centre and library, and opportunities for active and passive recreation. Palermo Village will also include a commercial main street area which provides pedestrian oriented spaces and integrates cultural heritage resources along the streetscape with new development. Many of the required town facilities will be coordinated with future privately-initiated development applications in the area, including rezoning lands to implement the policies of the plan.

Purpose and Effect of Recommended Official Plan Amendment

As provided for in the Statutory Public Meeting report received by Planning and Development Council on November 23, 2020, the purpose of the recommended OPA, attached as **Appendix C**, is to:

- move the North Oakville West Secondary Plan area (other than the Hospital District) from the 1984 Oakville Official Plan to the Livable Oakville Plan;
- incorporate policies for those lands into the Livable Oakville Plan; and,

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

- establish updated policies for an expanded Palermo Village Growth Area, including the former OPA 306 lands and additional lands north of Dundas Street West.

The effect of the recommended OPA to the 1984 Oakville Official Plan is to repeal the plan and policies as they apply to lands within the North Oakville West Secondary Plan area other than the Hospital District.

The effect of the recommended OPA to the Livable Oakville Plan is to:

- update schedules to include the North Oakville West Secondary Plan area, other than the Hospital District, as part of the Livable Oakville Plan area, based on previously applicable policies and schedules of the North Oakville West Secondary Plan, including a new “Schedule B2, North West Natural Heritage System Key Areas”;
- revise “Schedule K, North West Land Use” to apply land use designations from the Livable Oakville Plan including Business Employment, Natural Heritage System, and Parks and Open Space, and identify future roads;
- revise the plan’s Part A - Introduction and Part C – Making Oakville Livable (General Policies) to recognize the lands added to the Livable Oakville Plan area;
- introduce area-specific policies for the “North West Area” based on context and previously applicable policies of the North Oakville West Secondary Plan;
- update schedules to identify a revised boundary for the Palermo Village Growth Area, including lands north of Dundas Street West, and introduce a replacement Palermo Village land use schedule providing for a mix of uses including residential, civic and commercial uses, and future roads, and also a new area-specific urban design schedule;
- update and revise the goal, objectives and development concept for Palermo Village, as well as functional, urban design, land use, exception and implementation policies, to enable redevelopment that is contextually appropriate, including associated development densities and revised building heights;
- update transportation policies for Palermo Village to address the required transit terminal, proposed new roads, and active transportation;
- introduce cultural heritage policies for Palermo Village to conserve its cultural heritage resources;

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

- update stormwater management policies for Palermo Village to address location, design and function;
- update policy language for expressing growth targets for Palermo Village as a minimum planned density to be determined as part of future conformity matters; and,
- introduce housing policies for Palermo Village to encourage a mix of building and unit types and sizes, including features to enhance livability.

COMMENTS:

Responses to Comments Received

Responses to comments received at, and following, the November 23, 2020 Statutory Public Meeting, and the February 2, 2021 Council Workshop are provided below. Written comments received are attached as **Appendix A**.

Staff note that comments received both written and verbally, were generally positive and supportive of the draft Official Plan Amendment.

Responses are grouped below as: general comments, comments specific to the North West Area, and comments specific to the Palermo Village Growth Area. Responses are further grouped by general theme or subject area.

General Comments

1. Climate Change

Comments were received regarding environmental impacts of proposed high density development and the need to consider climate change mitigation and adaptation to reduce and/or offset carbon emissions, and reduce our carbon footprint.

Plans that Respond to the Impacts of a Changing Climate

Staff note that creating high density, mixed use, pedestrian friendly, and transit-supportive complete communities, is inherently supportive of climate change mitigation and is a direct response in adapting to a changing climate.

Adapting to a changing climate and creating more efficient land use patterns are fundamental objectives of the Province's Growth Plan for the Greater Golden Horseshoe (Growth Plan). The Growth Plan requires municipalities to progressively manage growth and change by planning for intensification and transit supportive development in appropriate locations, and to reduce urban

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

sprawl and the dependence on the automobile. Creating walkable, transit-supportive complete communities enables the built environment necessary to reduce emissions that are generated by how we live, work, and move around.

Evaluating Development Proposals

Understanding the carbon footprint of a specific development proposal can be determined through studies completed by professionals trained in such a field. As part of a complete development application, the town does not currently require the submission of a study to identify the carbon footprint of a proposed development, nor specific strategies demonstrating how the proposed development would mitigate and/or offset carbon emissions. This may be a future consideration for the town.

Requiring such a study as part of a complete development application, however, extends beyond the North West Area and Palermo Village, and is more appropriately considered in a town-wide context as part of a broader initiative. Furthermore, asking for such a study at this time is premature given the need for a terms of reference for any such study that may be required, including a methodology for calculating carbon footprint and “offset” rates and options (e.g. planting trees, providing green building features, connection to district energy, connection to transit, etc.), among other matters.

Ongoing Official Plan Review & Town Strategies

As part of the ongoing Official Plan Review, further discussion on sustainability and adapting to a changing climate will be explored as part of the forthcoming Sustainability Policy Paper, which has been identified as part of the Official Plan Review work program. This could include the exploration of potential studies regarding a development’s carbon footprint to be submitted as part of a complete application.

Staff note that there are several town initiatives to support this approach, including Council’s recently endorsed [Community Energy Strategy](#). For example, the strategic direction within the Community Energy Strategy for “home and building efficiency” states that one of the key priority projects to achieve this direction is to “continue to integrate home and building efficiency targets into municipal policy, regulations and processes, and ensure municipal measures are identified to achieve this strategy”. The plan goes on to describe that the municipal role is to provide enabling policy, and that:

“Town of Oakville approves policies and by-laws that guide the growth and development of the community. Currently, the Town of Oakville’s Official Plan and North East and West Secondary Plans directly support the Local Energy Supply and Distribution strategic objectives.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Along with that, there are additional policies, regulations and processes that can be continually aligned with this strategy to maintain and enhance a municipal policy environment that enables local stakeholders to take action.”

Potential linkages to other upcoming and/or ongoing town studies and strategies could also be explored, including: District Energy Study and Renewable Energy Generation Strategy.

Engineering projects are also an opportunity to incorporate climate change mitigation strategies. Recently, a request for proposal (RFP) for consulting services for the “Khalsa Gate / Old Bronte Road Streetscape Urbanization” was released. As part of this assignment, the consultant will be tasked to look into the feasibility of providing electric vehicle charging stations at select locations along Khalsa Gate/Old Bronte Road.

2. *Definition of Employment Uses*

A comment was received about providing a concise definition of employment uses within the official plan policy framework.

In the *Planning Act*, an “area of employment” means an area of land designated in an official plan for clusters of business and economic uses including, without limitation:

- manufacturing uses;
- warehousing uses;
- office uses;
- retail uses that are associated with manufacturing, warehousing and office uses;
- ancillary facilities to manufacturing, warehousing, office, and associated retail uses; and,
- uses as otherwise prescribed by regulation.

Within the Provincial Policy Statement 2020, “employment area” means 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. This definition of is also shared by the

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Growth Plan for the Greater Golden Horseshoe (Office Consolidation 2020), as well as the Livable Oakville Plan.

Within the Livable Oakville Plan, various employment uses are permitted within each of the employment land use designations (i.e. Business Commercial, Business Employment, Office Employment, and Industrial), and ensures that the planned function of the overall employment area(s) can accommodate a range of uses, while also ensuring land use compatibility can be achieved. For example, by directing industrial uses with outside storage and processing away from sensitive land uses. This is, and continues to be, an appropriate approach for Official Plan policies, providing a framework which enables a range of employment opportunities.

The implementing zoning by-law provides more detailed definitions of individual types of employment uses. For example, an 'office use' is further classified as a "medical office" or "business office", with specific regulation applying to each for matters such as minimum parking requirements. There are also specific regulations which apply to certain aspects of an employment use, such as required separation distances of outside storage and processing from a residential use, which can be measured and applied on a site specific basis.

3. *Regional Servicing*

A comment was received asking for the consideration of regional servicing options for a place of worship on Bronte Road, north of Palermo Village.

On March 9, 2020, Council passed a resolution that Halton Region be "requested to accelerate the servicing of lands north of Dundas Street between Tremaine Road and Regional Road 25."

Understanding that the comment received was in regard to a place of worship, staff note that the timing of residential development in Palermo Village will be dependent on water and waste water servicing allocation secured through agreements between developers and Halton Region as part of Halton Region's Servicing Allocation Program. Halton Region may have another Servicing Allocation Program in 2023, but that timing is subject to change. Given servicing must extend northward from Dundas Street, servicing to a place of worship north of Palermo Village will have to be coordinated with future servicing in Palermo Village. Confirmation with Halton Region is required.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

4. Existing Appeals and Timing of Future Development

Clarity was sought regarding the ongoing appeals at the Local Planning Appeals Tribunal, the relationship of these appeals to the proposed OPA, and the timing of future development.

At the local level, there are two outstanding appeals including:

- North Oakville West Secondary Plan (OPA 289) (PL#0906614)
- Palermo Village North Urban Core Area (OPA 306) (PL#110155)

Given the outstanding appeals of OPA 289 and OPA 306, land uses on the affected lands are limited to existing uses until such time that the appeals are withdrawn or finally disposed of and replacement policies come into effect.

It is the intent that following the approval of the recommended OPA by Halton Region, staff be directed to request the Local Planning Appeal Tribunal to dispose of the appeals to OPA 289 and OPA 306, and administratively close their files. The recommended OPA for the North West Area and Palermo Village would essentially replace the appealed policy frameworks. The recommended OPA is a next step by the town to assist with the resolution of those appeals.

At the regional level, the ongoing appeal to the Halton Region Official Plan (ROPA 38), remains. Resolution of this appeal would be required by Halton Region. Given the nature of the ongoing appeal is in regard to the Region's Employment Areas, coordination of the appeal with Halton's ongoing Municipal Comprehensive Review may need to be considered.

Following the resolution of appeals, staff note that Regional servicing (i.e. water and wastewater) is also required prior to future development taking place. This is discussed in the previous comment/response section.

5. Bus Terminals – 407 Transitway & the Local Transit Terminal

Clarification was sought about the coordination of the 407 Transitway Bus Terminal (Metrolinx facility) proposed at Bronte Road and Highway 407, and the Palermo Transit Terminal (Town facility) proposed at Bronte Road and Dundas Street.

Preliminary discussions were held about coordinating the Metrolinx proposed facility with the town's proposed facility. However, as part of the provincially led Transit Project Assessment Process (TPAP) for the 407 Transitway, it

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Page 14

was determined that a Metrolinx bus terminal, located on the 407 Transitway to the south-east of Bronte Road and Highway 407, would be provided.

To date, the identification of the 407 Transit Terminal has not revealed any new information which would negate the need for a town facility located at Dundas Street West (i.e. Palermo Transit Terminal).

The Palermo Transit Terminal is still required to serve as a hub for local and regional transit services, including connections to the future bus rapid transit route along Dundas Street West, and to support the Regional Transit Priority Corridor along Dundas Street as identified in the Town's approved Urban Structure.

A 2018 report completed by Oakville Transit indicated that approximately 1.6 hectares of land would be required for the preferred location and configuration of the transit terminal. It is to include approximately 12 bus bays around a central passenger waiting area, as well as a vehicular passenger pick-up and drop-off area. An update to the 2018 study may be warranted given the evolution of the planning framework for Palermo Village.

It is likely that future discussions with Metrolinx will be required about planned transit service routes and scheduling at the proposed facilities.

6. Approval of CN Intermodal Facility

On January 21, 2021, the federal government approved CN's proposed truck-rail hub in Milton, located near Bronte Road. A concern was raised about truck traffic on Bronte Road, as a result of this approval.

Staff note that Bronte Road is identified as a "Major Arterial" in the Regional Official Plan, which is to accommodate truck traffic. The classification of this road as a "Major Arterial" has been in place well before the approval of the CN Intermodal facility, as Bronte Road (Hwy. 25) is a key north-south route within Halton Region used for goods movement.

Staff note that development which takes place along Bronte Road would be required to submit noise studies as part of the development application process, to ensure the impacts of noise on the future development of sensitive land uses (e.g. residential uses) is mitigated to appropriate levels.

Pedestrian safety is discussed in another comment/response section of this report.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

7. Palermo Village Corporation – Palermo Village Concept

On February 24, 2021, written comments were received from the Palermo Village Corporation (Newmark Development Ltd. and Argo Development Corporation) requesting changes to the Palermo Village Growth Area, and put forward a new plan for consideration. While some of the town's objectives for North of Dundas Street are shared with the proposed concept, there are many considerations which are not. The requested changes include:

a. Extending the Growth Area North to the 407 Corridor

The landowner concept proposes to extend the Growth Area northward along Bronte Road to Highway 407, in order to extend residential land use permissions north.

As provided in the Palermo Village Growth Area Review - Preliminary Report, received by the Livable Oakville Council Subcommittee on October 7, 2019, the growth area boundary includes the Special Study Area lands (OPA 306) and is proposed to be expanded to include the northwest quadrant of Bronte Road and Dundas Street. The boundary is delineated using the existing natural heritage system boundaries within the North Oakville West Secondary Plan. Using the natural heritage system to delineate the boundary is applicable and appropriate given it:

- presents a change in land use;
- demarcates natural barriers/environmental features;
- focuses the node toward the intersection of Bronte Road and Dundas Street West;
- complements the northern extent of the node on the east side of Bronte Road and the western extent of the node on the south side of Dundas Street; and,
- creates a natural buffer to provide separate distance from the planned Employment Area further west and north.

Although the lands north of the proposed Palermo Village Growth Area are under appeal as part of OPA 289, these lands are reflected as Employment Area in the town's approved Urban Structure (OPA 15), which are not under appeal by area landowners. These lands are intended as Employment Area to maintain employment lands in close

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

proximity to the Provincial Highway system, which is a predominant land use pattern across the town.

The conversion of Employment Areas can only be considered by Halton Region as part of their Municipal Comprehensive Review. At the time of developing the recommended Official Plan Amendment, it is expected that Halton Region intends to maintain the council adopted position for an Employment Area overlay in this area.

b. Shifting the Proposed NHS Linkage North

The landowner concept proposes to shift the natural heritage system linkage northward adjacent to Highway 407.

The location of the natural heritage system within the North West Area reflects the originally proposed natural heritage system as provided within the North Oakville West Secondary Plan, OPA 289. This includes the connection across the northern edge of the proposed boundary of the Palermo Village Growth Area. This is further reflected in the town's approved Urban Structure (OPA 15).

Although the linkage area is under appeal as part of OPA 289, it is reflected as part of the town's Urban Structure (OPA 15), which has not been appealed by area landowners.

The North Oakville West Secondary Plan identified a natural heritage system linkage in this location to link together identified hydrological features in this area.

c. Amalgamate the Civic and Main Street Districts

The landowner concept proposes to move many uses, including the transit terminal, major office use, grocery store, community centre and library which are currently envisioned for the Civic District (west of Bronte Road), to the Main Street District (east of the Bronte Road).

While some flexibility exists within the recommended policy framework, such as the final location of the transit terminal, the locational criteria for other uses have not been addressed within the proposed concept. For example, within the landowner proposal, the community centre and library are located apart from the proposed active parkland uses. Within the recommended plan, these uses are co-located to enable synergies between indoor and outdoor town facilities. The requirement for a major office use within the Civic District in the recommended OPA ensures a certain level of employment uses will be provided

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Page 17

within the growth area, and provides opportunities to co-locate with town recreation facilities. A grocery store was also provided in the civic district to potentially provide for some surface parking associated with this use.

A grocery store would be permitted in all areas designated mixed use, as would a major office use.

d. Create a Connection along the East Side of the Growth Area

The landowner concept proposed a north-south connection along the eastern edge of the growth area adjacent to Glenorchy Conservation Area.

The idea of creating a connection along the east side of the Growth Area could be further explored as part of future Master Plan projects, such as future updates to the Active Transportation Master Plan. However, staff note that the proposed connection is not located on the landowners' property, and that it is important to maintain pedestrian and cycling traffic on the main street (Old Bronte Road) to support local business which are to locate there in the future.

If the connection is envisioned as a new road or transit connection, this would likely constrain development on remaining parcels given there is a large amount of underground infrastructure (currently located under Old Bronte Road) which also needs to be considered and accommodated.

e. Regional Road Crossings

Town staff welcome opportunities to work with the development community to provide safe pedestrian crossings across regional roads, including Dundas Street West and Bronte Road. The need for safe pedestrian crossings on region roads are discussed in detail in this report. The recommended official plan amendment for Palermo Village seeks opportunities to connect the four quadrants of Palermo Village, including the provision of safe and convenient pedestrian linkages, in coordination with Halton Region.

Additional crossings of Dundas Street, including new intersections, is required to be coordinated with Halton Region.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

f. Remove Industrial Collector Road

The landowner concept proposed to remove the east-west collector road between the extension of William Halton Parkway and Highway 407.

This road is maintained within the larger transportation network for the North West Area, and considers the ongoing development application on the west side of 14 Mile Creek.

The recommended road network in Palermo Village was established to allow for a future road connection beyond Palermo Village to the west, should it be required, and provides for the northerly extension of Valleyridge Drive.

g. 14 Mile Creek and Storm Water Management Ponds

The landowner concept proposes to move stormwater management facilities adjacent to the 14 Mile Creek. Staff are not supportive of permitting stormwater management facilities within the natural heritage system. Further, staff note that the landowner proposal moves the location of the proposed stormwater facilities off of their property.

The recommended policies provide that should a stormwater management facility not be required as shown on the plans, urban development would be permitted in its place, in the form of medium and high density residential uses.

Comments specific to the North West Area (not including Palermo Village)

8. Location of the Natural Heritage System

The location of the natural heritage system within the North West Area reflects the originally proposed natural heritage system as provided within the North Oakville West Secondary Plan, OPA 289. This includes the connection across the northern edge of the proposed boundary of the Palermo Village Growth Area. This is further reflected in the town's approved Urban Structure (OPA 15).

Comments specific to Palermo Village

9. Pedestrian Safety and Crossings over Dundas Street and Bronte Road

Throughout the study process, regional roads, primarily Bronte Road and Dundas Street West, were continually identified as barriers that limit the ability to integrate Palermo Village as a comprehensive node. The regional road network creates significant barriers for access and egress to and from local roads, as well as barriers to pedestrian movement.

Regional roads present challenges and competing objectives requiring balance. Regional roads are planned to accommodate significant traffic volumes and have significant rights-of-way. They are also planned for future transit services, with Bronte Road and Dundas Street West planned as regional transit priority corridors.

However, in order to create a more walkable and pedestrian-friendly urban environment, that enables pedestrian activity and transit use, the sensitive design of these roads is critical. These roads are within the jurisdiction of Halton Region and as such, the town can only provide policy guidance to the Region on these matters.

The recommended official plan amendment for Palermo Village seeks opportunities to connect the four quadrants of Palermo Village, including the provision of safe and convenient pedestrian linkages, in coordination with Halton Region. Specifically, the draft policies identify that:

“Through public actions or the *development* process, the provision of additional pedestrian connections shall be evaluated and implemented where possible, including the connection of:

- i) the east and west sides of Bronte Road and the north and south sides of Dundas Street, to better link the four quadrants of Palermo Village”

Other policies also provide that the Dundas Street and Bronte Road corridors and the abutting lands be designed to enable a cohesive and connected community, rather than remain a dividing barrier. Design is to be used to establish visual and physical links between the north and south, as well as the east and west sides of these major arterials.

Operational aspects of regional roads could also be considered. As part of the study process, the town provided the following considerations to Halton

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Region about these regional roads to enable a comfortable urban, pedestrian environment that is supportive of transit. Consider opportunities for:

- pedestrians that may require two-signals to cross the road;
- enhanced medians to provide a safe and comfortable refuge for pedestrians crossing the street;
- lower traffic speeds through the growth nodes; and,
- more signalized intersections with local roads, where possible, to enable more pedestrian crossings, reduce traffic speeds, and enhance walkability.

At the Statutory Public Meeting, Council asked staff to report back on a pedestrian overpass, underpass or other means of crossing Dundas Street and Bronte Road. Staff note that the policies for Palermo Village would not preclude the consideration of grade separated crossings, as applicable.

Through future development, staff may continue to explore opportunities for grade separated crossings. However, staff note that it is a challenge considering there is limited public land on which to build the “landing points” for either a pedestrian bridge or tunnel. Staff note that opportunities may exist to connect future tall buildings on either side of the road, with a bridge structure over the roadway connecting the two buildings. This could potentially be achieved through the use of pedestrian access easements through the future redevelopment of private property. This condition is seen in many urban centres across Canada, but are typically found in urban centres such as downtown Toronto (PATH network) or downtown Calgary (+15 network).

However, to enable this type of development, agreements with Halton Region would be required as the pedestrian connection would be over the Region’s right of way. Furthermore, there would need to be interest by the private land owner and development community to establish such a connection. The financial feasibility for this type of facility would also have to be studied in greater detail.

Town staff note that if grade separated crossings are provided, this will not eliminate the need to provide a safe and functional design of the roadways for pedestrians crossing at grade. In this regard, town staff will continue to provide input and guidance into the design of roads and boulevards owned by Halton Region.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

10. Provision of a Grocery Store & Large Format Retail

A grocery store and other large format retail uses continue to be identified as a need in northwest Oakville.

The policies for Palermo Village require a food store to be provided in the Civic District, which is not less than approximately 3,000 square metres in size. Other large format retail opportunities would be available when integrated within a mixed-use development.

The broader area outside of Palermo Village (North West Area), are to be designated as part of the town's Employment Areas with a "Business Employment" land use designation. Employment Areas do not permit large format retail, as directed by provincial and regional policy. To consider such a use, an employment land conversion would be required, and considered as part of Halton Region's Municipal Comprehensive Review.

11. Density Ranges

Council asked staff to look at providing consistency with respect to the density ranges for lands designated Medium Density Residential and High Density Residential, north and south of Dundas Street.

Part D of the Livable Oakville Plan contains policies for the town's residential land use designations, including the permitted uses and densities in these designations, which apply town-wide. The policies provide the following density ranges for medium and high density residential:

- Medium Density Residential: 30-50 units per site hectare (e.g., multiple attached dwelling units)
- High Density Residential: 51-185 units per site hectare (e.g., apartment units)

Part E of the Livable Oakville Plan contains the policies specific to the town's growth areas, including Palermo Village. Policies in Part E prevail over policies in Part D.

Palermo Village is a growth area where higher density development is to be directed. It is within walking distance of a proposed transit terminal and bus rapid transit network. Given this, higher densities are considered appropriate for Palermo Village than those which apply town-wide, to ensure transit-supportive densities are achieved.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Page 22

The proposed Palermo Village policies provide the following density ranges:

- Medium Density Residential: 35-100 units per site hectare (e.g., multiple attached dwelling units, low rise apartments)
- High Density Residential: 100-300 units per site hectare (e.g., apartment units)

The proposed medium density range would permit a wide range of multiple attached dwellings forms (e.g. townhouses, back-to-back townhouses, etc.), as well as low-rise apartments to a maximum of five storeys. This density range provides additional opportunity for innovative built form and low-rise housing configurations.

The proposed high density residential range would permit apartment dwellings. The density range is reflective of those seen in other nodes and corridors throughout the town, including the Trafalgar Road Corridor, which is also located along a “Regional Transit Priority Corridor” in the town’s urban structure.

The density ranges are increased within the growth area compared to the town’s established residential communities, where growth and change is to be limited, and the existing neighbourhood character is to be maintained and protected.

Staff continue to be of the opinion that a higher density range is appropriate within Palermo Village, compared to the town’s established residential areas.

However, given the concern regarding the density range for the lands designated Medium Density Residential north of William Halton Parkway, staff are proposing modifications to the official plan amendment. Staff are proposing to change the lands designated “Medium Density Residential” located north of William Halton Parkway, to “High Density Residential”, with additional policy changes to recognize this area and maintain previously proposed development permissions in this area, including density permissions of 35-100 units per site hectare.

12. Creating Character and a Sense of Identity

Staff were asked to report back on how land use plans can assist to create community character for new and emerging neighbourhoods.

An area specific plan, such as the one for Palermo Village, provides the community building components that must be considered as a community

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

develops over time. These components shape community character, and begin to establish a sense of identity for the inhabitants and workers in that community.

In Palermo Village, for example, the recommended plan provides a development concept with four districts (e.g. Main Street District, Neighbourhood District, Urban Neighbourhood District, and Civic District). Each district has its own vision which is to be realized as the area builds-out. The districts are complemented by a layering of policies which speak to a number of community building components, such as transportation network, integration of cultural heritage resources, and urban design considerations, among others. All of these components work together to create community character, and ultimately, when the space is inhabited by residents and workers, and programs and other community services are introduced, establishes a sense of identity.

One of the key components of the Palermo Village Growth Area policies is the introduction of an urban design schedule, providing direction on some of the key community building blocks: the location of parks and urban squares, pedestrian connections and linkages, views, gateways, commercial main street areas, enhanced streetscape areas, and more.

Complementary to the Official Plan policy framework, design documents also assist to further shape the look and feel of community development. In Palermo Village, the Old Bronte Road/ Khalsa Gate Streetscape Plan and the Livable by Design Manual provide additional direction.

The Official Plan, however, is only one component of a much larger picture that shapes community character and sense of identity. All of the town's Master Plans and various infrastructure projects contribute to community character in their own way.

13. Cultural Heritage

Numerous comments were received about the importance of conserving cultural heritage resources in Palermo Village, and integrating them with future development to enrich community character. The updated policies for Palermo Village are much stronger than the existing policy framework as they would ensure that new development must conserve cultural heritage resources by:

- maintaining and integrating them with future development;
- ensuring their prominence is maintained; and,

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

- employing techniques which ensure they are thoughtfully integrated to minimize or eliminate impacts to the cultural heritage resource.

Recommended policies also provide that cultural heritage resources are to be maintained on their existing site as part of future redevelopment. However, if there are instances where this is not possible, they must be relocated to a suitable location within Palermo Village.

Given the importance of cultural heritage resources in the Palermo Village community, staff recommend that Council direct heritage planning staff to proactively examine listed heritage properties in Palermo Village and, should a property meet the criteria for designation under the *Ontario Heritage Act*, recommend to Council that notice be given to designate the property. The following properties in Palermo Village are currently listed on the Oakville heritage register:

- 2391-2403 Dundas Street West
- 2457 Dundas Street West
- 2527 Dundas Street West
- 3017 Old Bronte Road
- 2487 Old Bronte Road
- 2460 Old Bronte Road (already subject to a heritage easement agreement)

14. Active Transportation Links between Palermo Village and the Hospital

A comment was received about ensuring there are active transportation linkages between Palermo Village and the Oakville Trafalgar Memorial Hospital to the east. Staff note that Dundas Street West currently has an active transportation link, in the form of a multi-use path, for use by pedestrians and cyclist, between Bronte Road (Palermo Village) and Third Line (hospital lands), with direct connections to the hospital.

15. Government Office Space

A comment was received about the potential for a government office to locate within Palermo Village. Staff note that 'offices' are a permitted use within the Urban Centre Designation in Palermo Village. A government office would be permitted.

16. Shadowing

A comment was received about the concern of potential shadowing impacts from future development.

Staff note that a Shadow Impact Study can be asked for as part of a complete application for any development that is five storeys or greater. The Shadow Impact Study must demonstrate the effects of shadows cast by proposed buildings and structures throughout the day and at set intervals during the year (i.e. solstices and equinoxes). The study is used to evaluate whether the proposal causes undue shadow impacts on the subject lands and on the surrounding context, including building facades, private and public outdoor amenities and open spaces, public parkland, sidewalks and other components of the public realm. If concerns are identified, building massing and site planning considerations need to be implemented to eliminate and/or minimize shadowing impacts. Given the extensive right of way of Dundas Street West, there is limited concern of shadowing impacts from new development north of Dundas Street, on the areas south of Dundas Street.

17. Greenspace

A comment was raised about the amount of greenspace being provided compared to the planned population growth.

Parkland is a vital component of complete communities and is a cornerstone of providing opportunities to live, work and 'play'. The preliminary report for the Palermo Village Growth Area Review, which discussed the land use concept development process, considered the following:

- What amount of additional parkland is practical and appropriate given Palermo Village is an urban growth node? Also consider other public lands needed for the area (e.g. transit terminal, library, community centre).
- How does the ongoing LPAT appeals effect these considerations?
- How much existing parkland was in the area?

The North Oakville West Secondary Plan states that the town will provide suitable parkland for the population. The *Planning Act* also has parkland dedication rates, alternative rates, and options for cash-in-lieu of parkland.

Based on the recommended plan in the OPA, the following yields, which support transit supportive densities of 160 people and jobs combined per hectare, are found:

- Area of Palermo Village (North of Dundas): **48.2 hectares**
- Total Residential Units (North of Dundas): **4,456 units**
- Resulting Population (North of Dundas): **7,860 people**

When calculating parkland dedication for the 48.2 hectare planning area at transit-supportive densities for the residential component (7,860 residents), the following is found:

Rate	Land Amount
At 2.2 ha / 1,000 people (NOWSP)	17.3 ha
At 5% of land (<i>Planning Act</i>)	2.4 ha
1 ha / 300 units (<i>Planning Act</i> – alternative rate)	14.9 ha
Cash-in-lieu rate equivalent to 1 ha / 500 units (<i>Planning Act</i> – alternative rate)	dollar value

Given the size of the plan area, the NOWSPs desired parkland rate would require approximately 37% of the land area to be a park. This amount of parkland is not considered practical or appropriate within the context of an urban growth node. As such, the type and hierarchy of parkland in a more urbanized context, such as Palermo Village, must be considered.

Staff note that Palermo Village is strategically situated within a vast Natural Heritage System, and is immediately adjacent to the Glenorchy Conservation Area (approximately 100 hectares). These lands will provided large-scale passive recreational opportunities in close proximity, contribute to an open space character, and provide access to greenspace. Furthermore, the town’s Palermo Park and West Oakville Sports Park are in close proximity, east of the Palermo Village node, and provide active recreational opportunities.

The Palermo Village policies provide for parkland needs appropriate to an urban setting and to ensure a balance of objectives are achieved, including land needs for other town facilities. The town’s Livable Oakville Plan parkland policies, including parkland dedication, would continue to apply in Palermo Village.

The recommended OPA provides for, at a minimum, three new parks and open spaces to be provided, north of Dundas Street, comprising approximately three hectares of land. Other open space opportunities also

exist on remnant parcels of rights of way adjacent to Bronte Road, and owned by Halton Region and the Town.

Park and open spaces have been distributed throughout the plan to enhance walkability from surrounding uses and reduce the need for people to have to walk across large arterial roads. Parks and open spaces are envisioned as follows:

Urban Square – Old Bronte Road

- approximately 0.3 hectares in size
- designed and programmed to complement Old Bronte Road main street area

Village Square – North of William Halton Parkway

- approximately 0.5 hectares in size
- located adjacent to the NHS to provide trail connections
- designed and programmed for surrounding urban residential neighbourhood

Park – South of William Halton Parkway

- approximately 2.2 hectares in size
- located adjacent to and associated with the proposed community centre and library
- located across from the stormwater management facility providing visual open space linkages and pedestrian connectivity to the broader natural heritage system
- designed and programmed to be commensurate with user needs and in consideration of the community centre and library

Creative placemaking opportunities are also introduced adjacent to the proposed community centre and library with a “flexible street”, providing enhanced public realm opportunities within the streetscape and roadway, such as curbside/flexible streets with unit pavers, to emphasize pedestrian priority areas. This could work to create a unique sense of identity that is distinctive to the Palermo area.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

18. Commercial Self Storage Facility

Comments received asked that staff consider permitting commercial self-storage facilities within the Mixed Use, Urban Core land use designation within Palermo Village.

Staff are of the opinion that commercial self-storage facilities are more appropriately located within the town's employment land use designations, and should be directed away the town's mixed use nodes and corridors that are intended to support high density residential and high employment generating uses, which support achieving transit supportive densities.

Uses within the town's mixed use nodes and corridors are to be provided in a compact built form and which are pedestrian oriented and support active transportation and transit usage. It is staff's opinion that commercial self-storage facilities do not achieve these objectives.

Changes to the Official Plan Amendment

In response to the consideration of comments received, staff are proposing only minor modifications to the official plan amendment. A tracked change document is attached as **Appendix B**. Key changes include:

1. Changing the proposed Medium Density Residential designation to High Density Residential on the area north of William Halton Parkway, shown on Schedule N1, and providing updates to the policy framework to reflect this change, while maintaining the same land use permissions and density range on those lands, as per the previous draft OPA.
2. Based on comments received from an area landowner seeking clarification on the interpretation of a 'corner site' at the northeast corner of William Halton Parkway and the Old Bronte Road cul-de-sac, staff have provided additional policy direction such that the area will be considered a corner site when the properties located at 3109, 3113, and 3121 Old Bronte Road are consolidated.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Policy Analysis

The recommended OPA is consistent and/or conforms with applicable provincial, regional, and local policy documents, as outlined below.

Planning Act – Matters of Provincial Interest

Section 2 of the *Planning Act* sets out matters of provincial interest that decision makers must have regard to when making decisions under the *Planning Act*. These include, among other matters:

- the protection of ecological systems, including natural areas, features and functions;
- the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- the adequate provision and efficient use of transportation, sewage and water services;
- the orderly development of safe and healthy communities;
- the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- the adequate provision of a full range of housing, including affordable housing;
- the adequate provision of employment opportunities;
- the co-ordination of planning activities of public bodies;
- the resolution of planning conflicts involving public and private interests;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- the promotion of built form that, is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The recommended OPA has regard to matters of provincial interest.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) sets the policy foundation for land use planning in Ontario, providing policy direction on matters of provincial interest and key land use planning issues. The PPS recognizes that municipal official plans are the most important vehicle to implement the PPS and achieve comprehensive, integrated and long-term planning. The PPS 2020 is issued under Section 3 of the *Planning Act* and came into effect on May 1, 2020. All planning decisions must be consistent with the PPS.

The recommended OPA sits within a comprehensive policy framework forming part of the Halton Region Official Plan and the town's Livable Oakville Plan. These two plans provide region-wide and town-wide policies that address many of the themes in the PPS. Considering the North West Area and Palermo Village Growth Area specifically, the recommended OPA is consistent with the PPS.

The recommended OPA manages and directs land use to achieve efficient and resilient development and land use patterns, and ensure a healthy, livable and safe community. This is done by, among other matters:

- directing growth to the settlement area;
- promoting efficient, cost-effective and transit-supportive development and land use patterns;
- providing for a range and mix of residential uses, employment opportunities, community uses, recreation, park and open spaces; and,
- avoiding land use patterns that may cause environmental or public health and safety concerns;
- promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs; and,
- ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.

In regards to municipal coordination, the recommended OPA has been developed as part of the town's official plan review, and will feed into the Halton Region Municipal Comprehensive Review. The policies assist to implement the town's

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

approved urban structure and to advance appeals currently before the Local Planning Appeals Tribunal.

In regard to land use compatibility, the recommended OPA ensures there is an appropriate buffer between lands designated employment uses and lands designated for residential uses, through the established Natural Heritage System to the north and west of Palermo Village. Industrial uses with outside storage and processing and are also directed away from residential areas south of Dundas Street.

In consideration of employment, the policies for the North West Area are an Employment Area which is planned to be protected and preserved for current and future employment uses, in coordination with the town's approved urban structure and the Halton Region Municipal Comprehensive Review. The employment areas are also protected in proximity to major goods movement facilities and corridors.

The policies for Palermo Village promote economic development by enabling compact, mixed-use development that incorporates compatible employment uses in the form of offices, major offices, and other commercial development, to support livable and resilient communities.

In regard to housing, the policies in Palermo Village provide for a range and mix of housing options and densities, conducive to a transit-supportive environment, which generally facilitate affordable housing options. Housing is directed to Palermo Village because it is planned to support a range of public service facilities, active transportation, and transit options.

The recommended OPA considers the planning of public streets and spaces to meet the needs of pedestrians, foster social interaction and community connectivity. The plan provides for a full range and equitable distribution of publically accessible settings for recreation, parks, open spaces, and trails. The plans also considers the proximity and relationship with the broader natural heritage system and Glenorchy Conservation Area.

In regard to infrastructure, the recommended OPA ensures that required infrastructure will be coordinated as part of the Region's allocation program, land owners agreements and future development applications.

In regard to public service facilities and the transportation system, the plan includes facilities identified through town-wide master plans and studies (e.g. community centre, library and transit terminal), and the policies provide opportunities to co-locate public service facilities to promote cost effectiveness and access to transit.

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

The recommended OPA supports long-term economic prosperity as it:

- provides opportunities for economic development and advances community investment-readiness;
- provides a range of housing options for a diverse workforce;
- encourages the creation of a viable main street ;
- promotes a sense of identity through well-designed building form and considering features that help define character including built heritage resources;
- provides an integrated multimodal transportation system; and,
- considers the benefits of the natural environment.

In regard to energy conservation, improving air quality and preparing for the impacts of a climate change, the recommended OPA promotes land use patterns and development that:

- is in a compact urban form at a node planned for intensification;
- promotes active transportation and transit;
- focuses travel-intensive uses to a location that will be well served by transit; and,
- encourages transit-supportive development.

In regard to natural heritage, the recommended OPA maintains the existing natural heritage system and seeks to enhance these areas, including co-location of open space areas.

In regard to water, the recommended OPA provides for stormwater management through subwatershed planning and stormwater management facility locations determined through additional technical study as part of complete applications. The recommended OPA ensures that water is managed and integrated into long-term planning considerations.

In regard to the area's cultural heritage resources, the plan provides policies to ensure they are appropriately conserved and integrated with future development.

From: Planning Services Department

Date: March 9, 2021

Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020

On May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect. It was later amended by Growth Plan Amendment 1, which came into effect on August 28, 2020 (Office Consolidation 2020).

The Growth Plan is a long-term plan to manage growth and build complete communities, providing a horizon year for land use planning to 2051. The Growth Plan builds upon the policy foundation provided by the PPS and provides additional and more specific land use planning policies to address issues facing the Greater Golden Horseshoe, which includes Oakville.

All decisions that affect a planning matter must conform to the Growth Plan. The Official Plan Amendment for Palermo Village conforms, or does not conflict with, the Growth Plan, as discussed below.

In regard to where and how to grow, the policies for the North West Area and Palermo Village conform to the Growth Plan as they direct growth to a settlement area, focused to employment areas and a strategic growth area, and to areas with existing and planned transit and public service facilities. The proposed policies ensure the coordination of population and employment growth with Region's Municipal Comprehensive Review (Halton Region Official Plan Review), and assist to implement the town's urban structure which provides a hierarchy of settlement areas and an urban form that optimizes infrastructure.

The recommended OPA supports the achievement of complete communities by:

- providing a diverse mix of land uses, including opportunities for residential and employment uses, convenient access to local stores, services and public service facilities;
- providing a range of housing options (Palermo Village);
- providing convenient access to transportation options, public service facilities, parks, trails and other recreational facilities;
- enabling a compact built form, vibrant public realm and public open spaces;
- enabling transit-supportive development to assist in mitigating the impacts of a changing climate; and,
- supporting low impact development.

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

In regard to promoting economic development the recommended OPA maintains the broad Employment Area within the North West Area, in coordination with the town's Urban Structure and Halton Region's Municipal Comprehensive Review. Within Palermo Village, the policies enable the development of major offices, offices, institutional uses and commercial uses, which are to be provided in a transit supportive built form. An Employment Area conversion will be considered for the lands northwest of Bronte Road and Dundas Street West, through the Halton Region Municipal Comprehensive Review, notwithstanding there are no in-effect policies applying to these lands due to ongoing LPAT appeals.

In regard to housing, the recommended OPA for Palermo Village would diversify the overall housing stock across the municipality, and incorporates policies encouraging a mix of unit sizes in multi-unit residential developments to accommodate a range of households.

The recommended OPA ensures that an integrated approach to land use planning and infrastructure investment is coordinated as part of future development applications, and includes the consideration of landowner agreements and area design planning in Palermo Village. The policies are predicated on a region-wide and town-wide transportation system, which provides connectivity and transportation choices, as well as increasing the modal share of active transportation and transit use.

The recommended OPA ensures that stormwater management is a key component of future development. Subwatershed planning, originally carried out as part of the North Oakville West Secondary planning process, is maintained.

The plan for Palermo Village envisions public service facilities, which are co-located to create a community hub in the Civic District.

In regard to protecting what is valuable, the policies ensure that the natural heritage system developed as part of the North Oakville West Secondary Plan is maintained and enhanced with park and open space uses within Palermo Village. Policies which consider the conservation of cultural heritage resources have also been introduced.

Greenbelt Plan

The 2017 Greenbelt Plan came into effect July 1, 2017. The *Planning Act* requires that all decisions in respect of planning matters shall conform with any applicable Provincial plan, or shall not conflict with it, as the case may be.

Portions of the lands designated Natural Heritage System within the North West Area are also designated Urban River Valley under the Provincial Greenbelt Plan,

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

including the Glenorchy Conservation Area and valley lands associated with Sixteen Mile Creek and Fourteen Mile Creek.

The recommended OPA conforms to the Greenbelt Plan, or does not conflict with it, by ensuring the lands subject to the Urban River Valley designations are within a land use designation in the town's Official Plan intended for:

- protection of natural and open space lands;
- protection of natural heritage and hydrologic features and functions along urban river valleys;
- providing a range of natural settings on publicly owned lands for recreational, cultural and tourism uses including parkland, open space land and trails.

Halton Region Official Plan

Halton's Regional Official Plan (Regional Plan) provides policy direction for land use planning in Halton Region. All development in Oakville is subject to the policies of the Regional Plan, and Oakville's Official Plan must conform to the Regional Plan.

The Regional Plan is in full force and effect for the subject lands, except for a site-specific appeal by Newmark Developments Ltd. and Rosko Investment and Development Ltd. ("Newmark") for certain lands between Fourteen Mile Creek, Highway 407, Old Bronte Road and Dundas Street West (LPAT File No. PL110857). Given this appeal, it is staff's understanding that, in respect of these lands, the Region's Employment Area and Regional Natural Heritage System designations, as shown on Map 1 (Regional Structure) of the Regional Plan, are not in effect. The appeal is ongoing.

Notwithstanding the ongoing appeal, Map 1 Regional Structure of the Regional Plan identifies the subject lands as forming part of the:

- Regional Natural Heritage System;
- Urban Area; and,
- Employment Area

The Regional Natural Heritage System is designated in the local official plan as "natural heritage system". The town's Official Plan identifies the natural heritage system within the approved town-wide urban structure, and the designated natural heritage system lands in the North Oakville West Secondary Plan are carried forward into the recommended OPA. These lands are to be maintained as natural areas and provide for open space and passive recreational uses, where appropriate.

From: Planning Services Department

Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

The Urban Area reflects the remaining lands outside of the Regional Natural Heritage System, and is where growth is to be directed. This is reflected in the recommended OPA, which identified these areas for future growth with applicable land use designations.

Lands west of Bronte Road and north of the natural heritage linkage on the subject lands are identified in the Regional Plan as an Employment Area. The majority of the subject lands are identified as an Employment Area in the recommended OPA. However, the approved town-wide urban structure identified the Palermo Village area as a “proposed regional transit node” and a “node for further study,” signaling the need for a review of this area and the creation of new policies to delineate boundaries, the mix of land uses and the intensity and scale of development. As part of the work carried out under the Palermo Village Growth Area Review, the growth node was delineated and a plan for a transit supportive, mixed use, complete community was developed. The Palermo Village Growth Area policies are provided in the recommended OPA, and must be considered as part of the Regional Official Plan Review.

The recommended OPA has been coordinated with Halton Region, including the approved town-wide urban structure. Staff note that Halton Region is the approval authority for the recommended OPA.

Regional Official Plan Review (Municipal Comprehensive Review)

The Regional Plan is under review as required by the *Planning Act*. This review, called the municipal comprehensive review (MCR), will result in updates to the Regional Plan that provide for conformity with updated Provincial Plans and consistency with the updated Provincial Policy Statement. Conformity with the updated Provincial Growth Plan requires that Halton Region plan for growth to accommodate 1.1 million people and 500,000 jobs by the year 2051.

The Regional Official Plan Review is being advanced in partnership with the Region’s local municipalities of Burlington, Halton Hills, Oakville and Milton. Many of the foundational studies examining growth and intensification opportunities are being prepared by the local municipalities, including the town’s Palermo Village Growth Area Review. It is important that a Regional vision for growth is compatible with and supported by local municipal plans and priorities.

As reported by Halton Region, there are several local planning initiatives that define growth, intensification and urban structure that have been prepared and/or endorsed by local municipalities, but not yet recognized in the Regional Official Plan. In many cases, these initiatives are generally supported by the community and local

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Councils, but need to be reflected in the Regional Official Plan in order to be implemented.

As part of the MCR process, an initial scoped Regional Official Plan Amendment (ROPA 48) will be brought forward through the statutory process under the *Planning Act*. A key purpose of the initial scoped ROPA is to amend the Regional Urban Structure to reflect approved local municipal urban structures, ensure growth is directed to appropriate locations (i.e. intensification and greenfield areas), and to consider the initial conversion of Employment Areas, as appropriate. The scoped ROPA process is ongoing and staff continue to work in partnership with the Region to ensure that the town's local priorities are reflected in this work.

The town's recommended OPA assists Halton Region with their MCR by providing them with the town's local priorities for the area, informed by the approved town-wide urban structure.

Halton Region is the approval authority for the recommended OPA.

1984 Oakville Official Plan

The subject lands located north of Dundas Street and south of Highway 407, currently form part of the 1984 Oakville Official Plan and North Oakville West Secondary Plan. As part of recommended OPA, the subject lands would no longer form part of the 1984 Oakville Official Plan or North Oakville West Secondary Plan, and would be moved to form part of the Livable Oakville Plan. The Livable Oakville Plan provides a more current land use policy framework within which to operate. The 1984 Oakville Official Plan would be repealed on the subject lands and would no longer apply.

Livable Oakville Plan, 2009

Council adopted the Livable Oakville Plan on June 22, 2009. Halton Region approved the Plan, with modifications, on November 30, 2009, as it was deemed to conform to the 2006 Growth Plan, and the Regional Official Plan, as amended, including the proposed ROPA 38 to the Regional Official Plan. The Livable Oakville Plan was also deemed to be consistent with the 2005 Provincial Policy Statement.

The Region's approval decision was appealed by a number of parties. Following the resolution of a majority of the appeals, the Ontario Municipal Board approved the Plan with further modifications on May 10, 2011. Currently, all but one outstanding site-specific appeal have been adjudicated by the Board (OMB Case No.PL100058). Since 2012, Council has passed a number of by-laws to adopt amendments to the Livable Oakville Plan.

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Date: March 9, 2021

Subject: **Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043**

Section 26 of the *Planning Act*, as amended, requires municipalities to review their official plans no less frequently than 10 years after it comes into effect as a new official plan and every five years thereafter, unless the plan has been replaced by another new official plan.

As part of the town's ongoing Official Plan Review, Council adopted Official Plan Amendments (OPAs) for a town-wide Urban Structure on September 27, 2017:

- OPA 15 (By-law 2017-079) introduced a new Section 3 – Urban Structure and Schedule A1 –Urban Structure into the town's Official Plan, the Livable Oakville Plan.
- OPA 317 (By-law 2017-080) and OPA 318 (By-law 2017-081) provided for revisions to the North Oakville East Secondary Plan and the North Oakville West Secondary Plan respectively, to align them with the urban structure changes to the Livable Oakville Plan.

On April 26, 2018, the Region of Halton approved OPAs 15, 317 and 318 with modifications, to establish a town-wide urban structure. At the time of approval, the town-wide Urban Structure was deemed to be consistent with the Provincial Policy Statement, 2014, to conform to the Regional Official Plan, 2009 and the Growth Plan, 2017.

Subsequent to the Region's approval, OPA 15 was appealed by one party to the Local Planning and Appeal Tribunal (LPAT). As a result of this appeal, the town-wide urban structure is not in full force and effect.

Notwithstanding this appeal, the town-wide Urban Structure represents a community-based view and a unanimous Council direction to provide for the long-term protection of natural heritage, public open space and cultural heritage resources, maintains the character of residential areas and is the foundation to direct growth to identified nodes and corridors.

The town-wide Urban Structure was the first step to bring the North Oakville Secondary Plans and the Livable Oakville Plan together into one Official Plan document.

All of the work being completed through the town's Official Plan Review provides detailed analysis of local priorities for accommodating future population and employment growth in support of Halton Region's MCR.

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Subject: Recommendation Report - Town-initiated Official Plan Amendment - The North West Area and Palermo Village, Excluding the Hospital District (File No. 42.24.23) - By-law 2021-043

The intent is for Town Council to provide further input to the Region's MCR through the adoption of local official plan amendments. The development of the recommended OPA was carried out as part of the town's Official Plan Review process, and conforms to the direction for growth and change as per the approved town-wide urban structure. The recommended OPA provides further input to the Region's MCR process, to appropriately allocate and manage growth and change across the region.

The recommended OPA achieves the mission statement and guiding principles of the Livable Oakville Plan, and conforms to the general policies of the plan while protecting natural heritage, open space and cultural heritage, maintaining the character of established areas and directing required growth to an identified system of nodes and corridors served by public transit.

CLIMATE CHANGE:

The recommended OPA conforms with the town's sustainability objectives in the Livable Oakville Plan. The recommended plans provide opportunities to reduce the impact of, and increase the resilience of, land uses on climate change.

CONCLUSION:

The recommended OPA is attached as **Appendix C**, providing updated policies and mapping for the subject lands to implement the findings of the Palermo Village Growth Area Review and staff's review of the North Oakville West Secondary Plan, excluding the Hospital District.

Comments from Town Council, the public, town departments, and external agencies have been considered and incorporated where applicable and appropriate.

The Official Plan Amendment is being carried out as part of the town's Official Plan Review. As such, Halton Region is the final approval authority and any adopted Official Plan Amendment by Town Council will be forwarded to Halton Region for final approval.

CONSIDERATIONS:

(A) PUBLIC

Statutory Public Meeting (November 23, 2020)

- The draft OPA was made available for public review October 29, 2020.
- Notice of the statutory public meeting was published in the Oakville Beaver October 29, 2020, in accordance with the *Planning Act*.
- The town's agency list and resident associations were notified via email.

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- Property owners within the study area were notified by mail, totaling approximately 1,920 mailed notices.
- Persons who directly participated or expressed interest in the study were notified by email, totaling approximately 110 email addresses.
- The Official Plan Review email distribution list was notified, totaling over 1,300 email addresses.

Recommendation Meeting (March 22, 2021)

- Notice was provided to persons who participated in the study process, and to persons who requested to be notified as part of the study process.

(B) FINANCIAL

There are no financial implications arising from this report. However, the plans contain previously identified capital projects and improvements that need to be included in future capital budgeting and/or forecasting.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Official Plan Amendment was circulated to internal departments and external agencies for review. An inter-departmental working group was also formed to help develop plans for the area, and in particular Palermo Village.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our natural environment
- enhance our economic environment
- continuously improve our programs and services
- enhance our cultural environment
- enhance our social environment
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The draft official plan amendment is intended to enhance the natural, social, economic and built environment in northwest Oakville.

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APPENDICES:

- Appendix A** Written Comments Received at and following the Statutory Public Meeting of Planning and Development Council, November 23, 2020 to February 24, 2021
- Appendix B** Tracked Changes to Official Plan Amendment presented at the Statutory Public Meeting of Planning and Development Council, November 23, 2020
- Appendix C** By-law 2021-043, a by-law to repeal the 1984 Oakville Official Plan as it applies to the North Oakville West Secondary Plan Area (excluding the Hospital District) and amend the Livable Oakville Plan to incorporate new policies for that same area and an expanded Palermo Village growth area.

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