

APPENDIX A

# Palermo Village Growth Area Review

## *Preliminary Report*



Town of Oakville – September 30, 2019





# Palermo Village Growth Area Review

## *Preliminary Report*

**September 30, 2019**

***Town of Oakville, Planning Services Department***

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## EXECUTIVE SUMMARY

Palermo is the historic name for the settlement at the intersection of Dundas Street and Bronte Road in what is now northwest Oakville. Land use planning to enable the creation of a high-density mixed use node at Palermo dates back to the early 1990s.

The area referred to as “Palermo Village” in the Livable Oakville Plan – on the south side of Dundas Street – has been undergoing urbanization over the past 15 years. On the north side of Dundas Street at Palermo, the lands are within the North Oakville West Secondary Plan area, and have been subject to appeals for several years.

The town’s adopted urban structure identifies the lands around the intersection of Bronte Road and Dundas Street as “Nodes and Corridors”, “Proposed Regional Transit Node” and “Nodes and Corridors for Further Study”.

The purpose of the Palermo Village Growth Area Review (PVGAR) is to recommend updated land use policies to guide development-related decisions in Palermo Village, including lands on the north side of Dundas Street. The updated policies will delineate boundaries, the mix of land uses and the intensity and scale of development. As with the town’s other growth areas, Palermo Village is intended to be a pedestrian-oriented, transit-supportive, urban community with a mix of residential, commercial, community and offices uses.

In order for the scope of matters being considered through the PVGAR to be more fully understood, this report includes an examination of the history of land use planning for a node at Palermo; existing planning policies applying to the Palermo area; and, commentary on the preliminary directions established for the PVGAR in January 2018.

To arrive at a preliminary land use concept for the lands on the north side of Dundas Street, staff also considered a number of inputs including public engagement, a SWOT analysis, master plans review, development activity review, the study’s preliminary directions and other inputs. An inter-departmental working group was also convened to collaborate on desired outcomes (e.g., transit, parks and recreation facilities).

The preliminary land use concept (next page) provides for a high-density mixed use core area and residential area surrounded by the Natural Heritage System. More details are provided starting on page 39. This report will be used as the basis for ongoing discussions about the planning framework and official plan policies for Palermo Village.



*Image: Air Photo of Palermo Village Area (Source: Google Earth)*

## Preliminary Land Use Concept – Palermo Village North





# INTRODUCTION

Planning for Palermo Village has a long history beginning in the 1990s, when it was identified as a ‘transit node’ by Halton Region, and as a Special Study Area in the town’s Official Plan. Plans for Palermo Village have continued to evolve ever since.

Currently, two separate Official Plan documents guide development-related decisions in Palermo Village:

- Livable Oakville Plan (south of Dundas Street); and,
- North Oakville West Secondary Plan (north of Dundas Street).

South of Dundas Street, Palermo Village is developing as a high density, mixed use community. The development is contributing to the creation of a transit-supportive node in accordance with the Livable Oakville Plan.

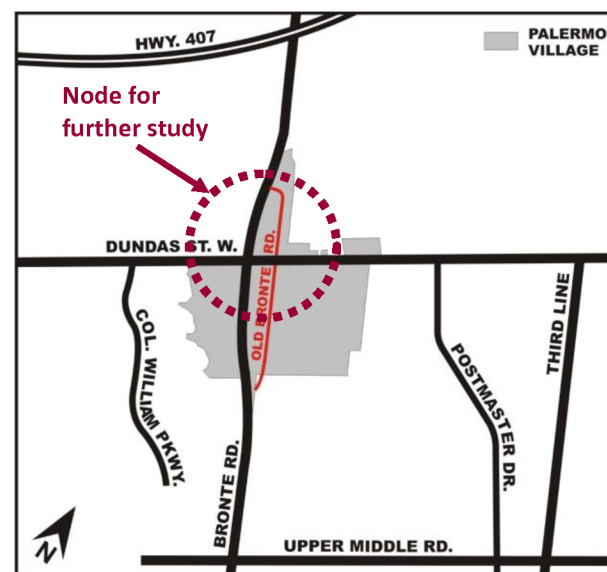
North of Dundas Street, the lands in and around the historic village of Palermo have been subject to appeals at the Local Planning Appeals Tribunal (LPAT; formerly the Ontario Municipal Board (OMB)), for nearly a decade. Those matters, including appeals to Halton’s Regional Official Plan and the town’s North Oakville West Secondary Plan, plus a number of other barriers must be resolved before development can proceed.

As part of the town’s Official Plan Review, Council adopted a new urban structure, which was the first step to bring the North Oakville Secondary Plans and the Livable Oakville Plan together into one Official Plan document. The town’s adopted urban structure identifies the lands around the intersection of Bronte Road and Dundas Street (i.e., Palermo Village) as “Nodes and Corridors for Further Study”, among other things.

Nodes and corridors comprise the town’s growth areas – the focus for mixed use development and intensification.

The Palermo Village Growth Area Review (PVGAR) forms part of the town’s ongoing Official Plan Review and is intended to recommend updated land use policies to guide development-related decisions in Palermo Village on both sides of Dundas Street.

Given that development in Palermo Village south of Dundas Street has been proceeding in accordance with the Livable Oakville Plan, only minor updates to that land use policy framework are anticipated. This report focuses on the development of a land use concept for north side of Palermo Village to advance the planning framework for this area, and enable to completion of the mixed use node.



*Image: Context map of Palermo Village and node for further study*

## HISTORY & BACKGROUND

Palermo, at the intersection of Bronte Road and Dundas Street, is the oldest remaining settlement in present-day Oakville. It was first settled in 1806 and was once an important stop on the route between Toronto and Dundas. At its peak in the 1920s, Palermo boasted a post office, community hall, blacksmith shop, brick schoolhouse, doctor's office and places of worship. Given this history, Palermo is home to a number of listed and designated heritage properties (e.g., houses, churches and schoolhouse).

The area currently referred to as “Palermo Village” in the Livable Oakville Plan (on the south side of Dundas Street), has been undergoing urbanization over the past 15 years. However, the area surrounding the intersection of Bronte Road and Dundas Street (north and south of Dundas Street) has long been contemplated as an area that could provide for long-term employment and residential intensification, and the creation of a high density, transit-supportive, mixed use node.

## Recent Chronology

Planning for Palermo Village as a high density, transit-supportive, mixed use node dates back nearly 30 years. It has been the subject of numerous planning initiatives and studies. A detailed chronology of planning in Palermo Village is provided in Appendix B. The documents referenced illustrate the evolving planning policy framework that has applied to Palermo Village, and inform the work currently being undertaken. The impetus of the current work is the town's ongoing Official Plan Review, as well as an interest in addressing long-standing appeals related to “Palermo Village North” that are before the Local Planning Appeals Tribunal (LPAT).

In May 2015, the town initiated its Official Plan Review in accordance with the *Planning Act*, which would include a review of Palermo Village. As part of the Official Plan Review, Council adopted a new ‘urban structure’ (OPA 15) in September 2017 (Appendix A). It identifies where and how the majority of future growth will be directed. Although Halton Region approved OPA 15, it was appealed to the LPAT. The urban structure is the first step to bring the Livable Oakville Plan and the North Oakville Secondary Plans together into one Official Plan document. The urban structure identifies the lands around the intersection of Bronte Road and Dundas Street as “Nodes and Corridors”, “Proposed Regional Transit Node” and “Nodes and Corridors for Further Study”.

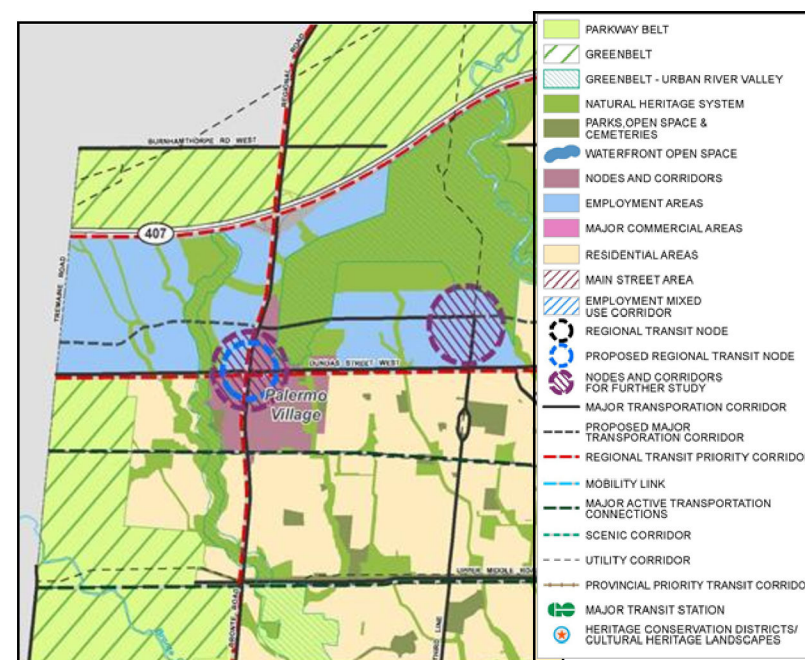


Image: Excerpt of Urban Structure Map

On January 15, 2018 the Livable Oakville Council Subcommittee, which was appointed to provide input and guidance to staff regarding Official Plan Review matters, received a report titled “Growth Area Reviews – Preliminary Directions for Midtown Oakville, the Uptown Core and Palermo Village.” It provided preliminary directions to be considered as part of the development of plans and updated policies for Palermo Village.

On May 29, 2018, staff held public information sessions providing an opportunity for residents and interested persons to learn more about the Palermo Village Growth Area Review (PVGAR), ask questions, and share ideas. Approximately 24 people attended those sessions, and concerns related primarily to the long-standing appeals affecting the lands on the north side of Dundas Street.

On June 11, 2018, staff provided a verbal update to the Livable Oakville Council Subcommittee about the public information sessions.

# POLICY CONTEXT

## Province of Ontario

### *Planning Act R.S.O 1990*

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 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.

### *Provincial Policy Statement, 2014*

The 2014 Provincial Policy Statement (PPS) provides direction on matters of provincial interest relating to land use planning and development. It recognizes that Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. All planning decisions must be consistent with the PPS.

Section 1.1.3.2 of the PPS states that land use patterns within settlement areas shall be based on densities and a mix of land uses which, among other matters, efficiently use land and resources, support active transportation, and are transit-supportive where transit is planned, exists or may be developed.

Section 1.1.3.3 states that “planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated, taking into account existing building stock or areas... and the availability of suitable existing or planned infrastructure and public service facilities”.

The PPS recognizes municipal official plans as the “most important vehicle” for implementing the PPS and that official plans shall “provide clear, reasonable, and attainable policies to protect provincial interests and direct development to suitable areas” (s 4.7).



## ***A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019***

On May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019 Growth Plan) came into effect. The Growth Plan is a long-term plan to manage growth and build complete communities. All planning decisions made on or after May 16, 2019 are required to conform to the 2019 Growth Plan.

Palermo, both north and south of Dundas Street, is considered to be within a *settlement area* as that term is defined in the Growth Plan. When managing growth, Section 2.2.1.2 states, “the vast majority of growth will be directed to settlement areas”. Further direction is provided in section 2.2.1.2(c), which states that, “within settlement areas, growth will be focused in: i) delineated built-up areas; ii) strategic growth areas; iii) locations with existing or planned transit, with priority on higher order transit where it exists or is planned; and iv) areas with existing or planned public service facilities.”

Palermo Village, both north and south of Dundas Street, is also a *strategic growth area* as that term is defined in the Growth Plan.

The portion of Palermo Village north of Dundas Street is within the “Designated Greenfield Area – Conceptual” identified on Schedule 2. Section 2.2.7.1 states that, “New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:

- a) supports the achievement of complete communities;
- b) supports active transportation; and
- c) encourages the integration and sustained viability of transit services.”

The portion of Palermo Village south of Dundas Street is within the “Built-up Area – Conceptual” identified on Schedule 2. The Growth Plan establishes minimum intensification targets for areas within the delineated built-up area. For example, section 2.2.2.2 of the Growth Plan states that, “Until the next municipal comprehensive review [i.e., Halton’s Regional Official Plan Review] is approved and in effect, the annual minimum intensification target contained in the applicable upper- or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply.”

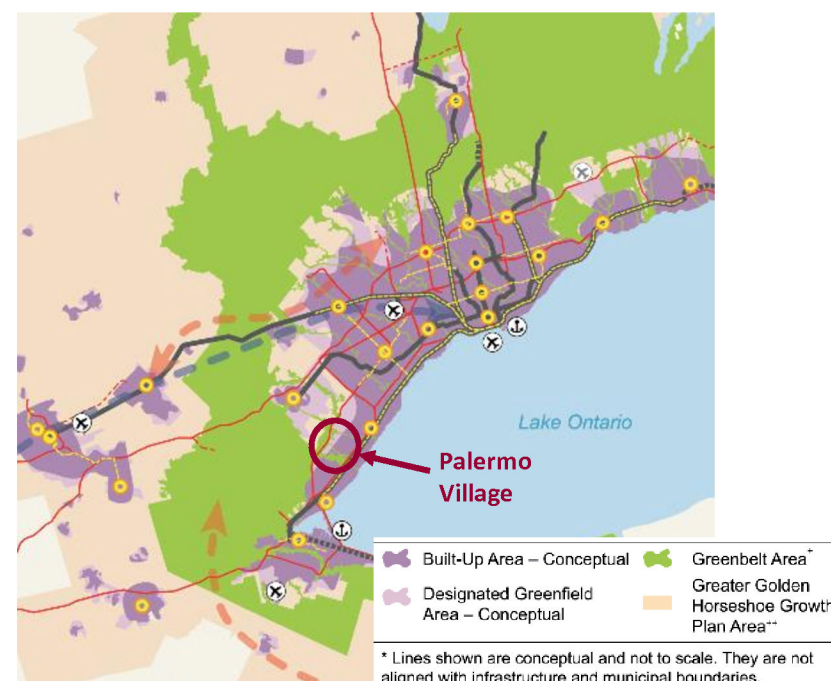


Figure: Schedule 2: A Place to Grow Concept, Growth Plan 2019 (Excerpt)

## Region of Halton

### Halton's Regional Official Plan

Halton's Regional Official Plan (Regional Plan) provides policy direction for land use planning in Halton Region. Oakville's Official Plan documents must conform to the Regional Plan.

Halton Region's previous comprehensive official plan review resulted in Regional Official Plan Amendment 38 (ROPA 38). The policies of ROPA 38 are in force with the exception of site-specific matters appealed to the Ontario Municipal Board (OMB), which is now known as the Local Planning Appeal Tribunal (LPAT). An outstanding site-specific appeal of ROPA 38 includes an appeal filed by Newmark Developments Ltd. and Rosko Investment and Development Ltd. ("Newmark"). This appeal affects lands in the northwest quadrant of Dundas Street and Old Bronte Road south of Highway 407 (OMB/LPAT File No. PL110857). Given this appeal, it is planning 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 Official Plan, are not in effect. The appeal is ongoing.

Notwithstanding the ongoing appeal, the Regional Plan identifies the lands south of Highway 407 and outside of the Regional Natural Heritage System as Urban Area (Map 1, Regional Structure), where growth is to be directed.

Section 80 of the Regional Plan identifies "Intensification Areas" are part of the Urban Area. Intensification Areas include corridors identified in local official plans along higher order transit corridors, as well as mixed-use nodes identified in local official plans, which have a concentration of residential and employment uses with development densities and patterns supportive of pedestrian traffic and public transit. It is the policy

of the Region to direct higher density development and mixed uses to Intensification Areas.

Map 3, Functional Plan of Major Transportation Facilities, identifies both Bronte Road and Dundas Street as higher order transit corridors.

A Regional Official Plan Review – a required "municipal comprehensive review" – is currently underway to update the policies of the Regional Plan to conform to updated Provincial Plans, including the 2019 Growth Plan.

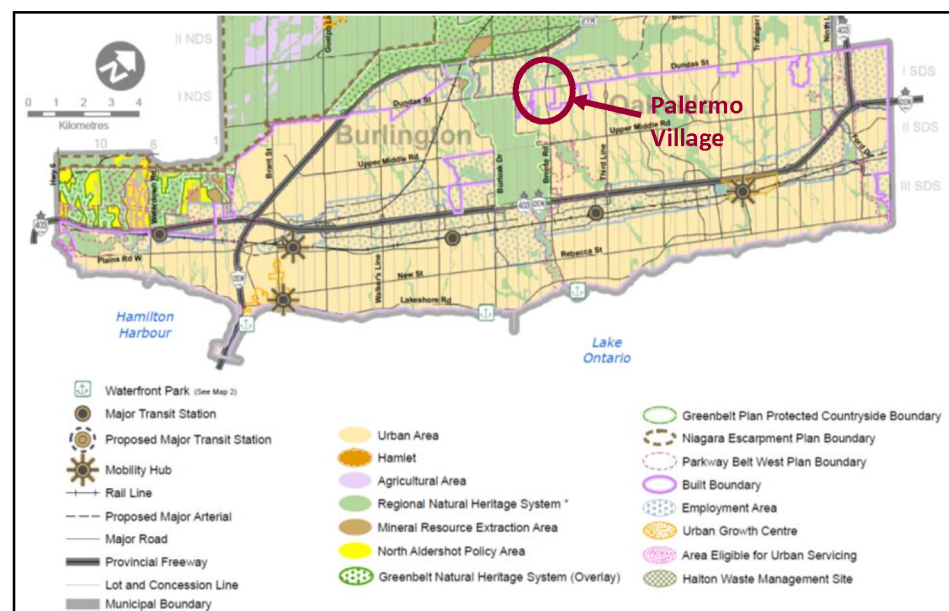


Image: Halton Region Official Plan – Map 1 Regional Structure (Excerpt)

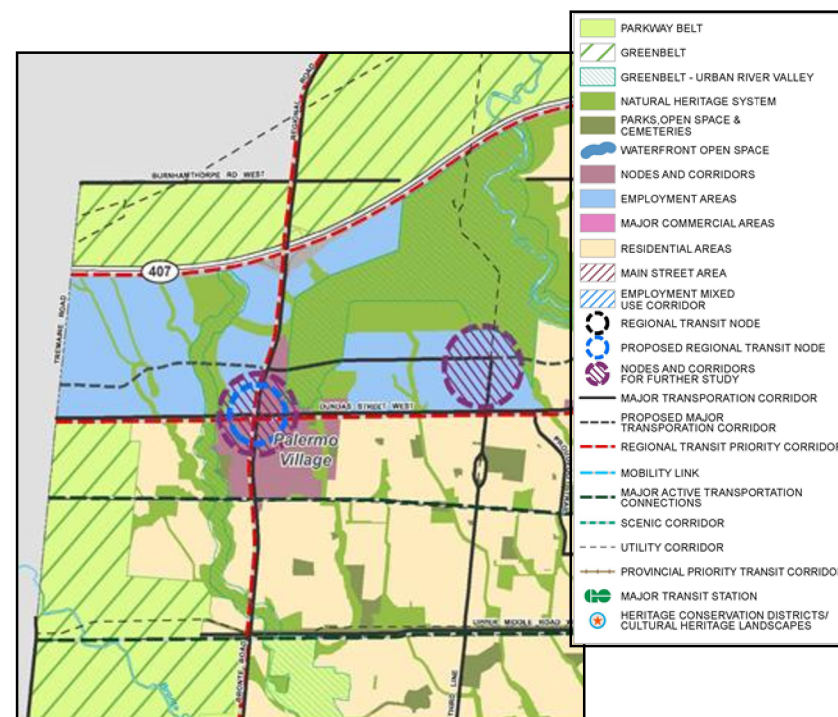
## Town of Oakville

### *Town of Oakville Official Plans*

The town has two official plans that set out land use policies to accommodate growth over the long-term. The Livable Oakville Plan provides policies for the lands south of Dundas Street and north of Highway 407. The town's 1984 Official Plan, as amended, including the North Oakville East and West Secondary Plans, provides policies for the lands north of Dundas Street and south of Highway 407. Both official plans are being reviewed through the town's current Official Plan Review project, which includes the Palermo Village Growth Area Review.

As part of the Official Plan Review, Council adopted a new urban structure in September 2017 (Appendix A). It was appealed to the LPAT. The urban structure was brought forward through amendments to the Livable Oakville Plan (OPA 15), the North Oakville East Secondary Plan (OPA 317), and the North Oakville West Secondary Plan (OPA 318). These amendments were the first step to bring together the Livable Oakville Plan and the North Oakville Secondary Plans under one Official Plan.

The town's adopted urban structure identifies the key structural elements that frame how the town will accommodate required growth over the long term – including natural heritage and open space, as well as residential, commercial, employment and mixed use areas. The intersection of Bronte Road and Dundas Street is identified in the town's adopted urban structure as "Proposed Regional Transit Node" and "Nodes and Corridors for Further Study" (Appendix A). Dundas Street and Bronte Road are also identified as "Major Transportation Corridor" and "Regional Transit Priority Corridor".



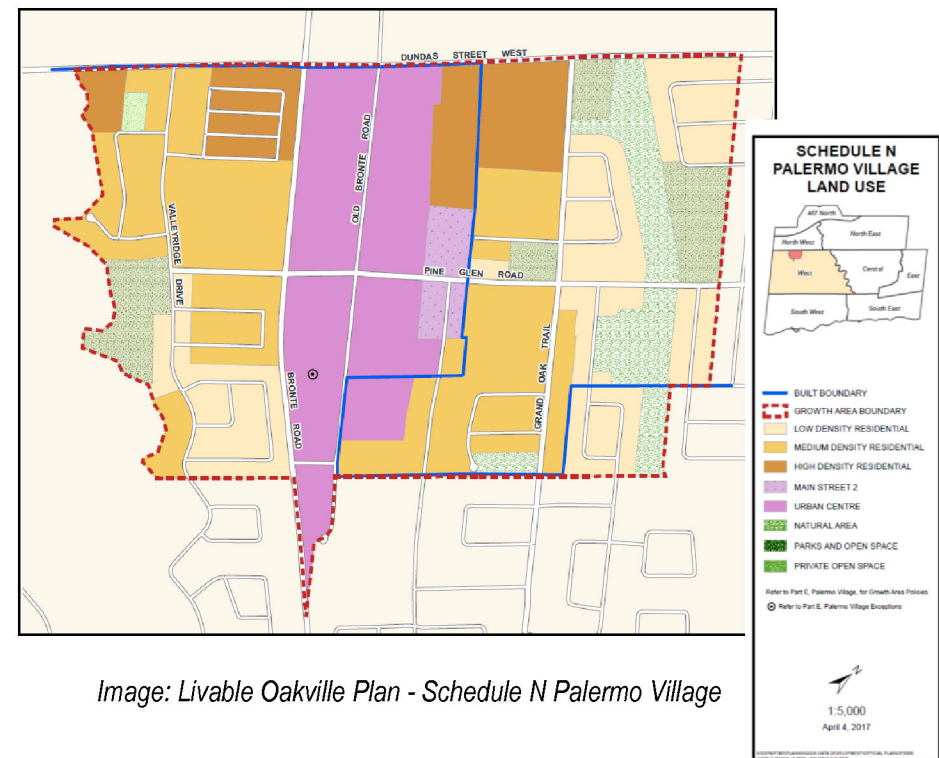
*Image: Excerpt of Urban Structure map  
Full map provided in Appendix A.*



### ***Livable Oakville, “Palermo Village South”***

Within the Livable Oakville Plan, Schedule N (Palermo Village Land Use) provides land use designations for the Palermo Village Growth Area on the south side of Dundas Street. The associated policies, which support the creation of a transit-supportive, pedestrian-oriented mixed use community, are found in Part E, Section 22 (Palermo Village).

Recent development in Palermo Village, south of Dundas Street, has been generally in accordance with the Livable Oakville Plan’s policies. Given the limited amount of developable land remaining within the portion of Palermo Village south of Dundas Street, it is not anticipated that any significant policy changes will be proposed for this area. As such, the bulk of this report focuses on the development of a land use concept for Palermo Village north of Dundas Street.



*Image: Livable Oakville Plan - Schedule N Palermo Village*



### ***North Oakville West Secondary Plan, “Palermo Village North”***

Based on the town’s approved urban structure (Appendix A; appealed to the LPAT), the PVGAR is considering a broader area than the North Oakville West Secondary Plan (NOWSP) originally contemplated for the northerly portion of the Palermo Village node. Excerpts from the NOWSP highlighting key policies, including mapping, are provided in Appendix C.

#### ***Appeal to the NOWSP – OPA 289***

It is important to note that due to an outstanding appeal of the NOWSP (OPA 289) by Newmark Developments Ltd. (“Newmark”), the NOWSP and its proposed Employment Area and Natural Heritage System designations do not apply to a large area west of Old Bronte Road between Dundas Street and Highway 407.

#### ***Appeal to Palermo Village North Urban Core Area – OPA 306***

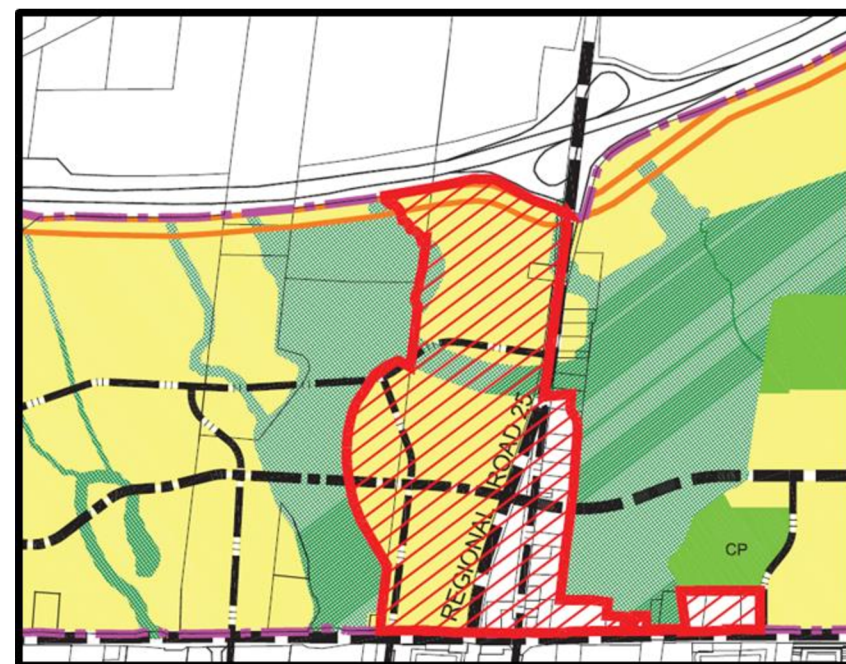
Within the NOWSP, a limited area on the north side of Dundas Street west of Bronte Road is identified as “Special Study Area” on Figures NOW 1 (Community Structure) and NOW 2 (Land Use). The same lands are identified in the town’s adopted urban structure as “Nodes and Corridors” (Appendix A). Section 8.6.4 of the NOWSP states that:

“The Special Study Area designation reflects an area which is intended to develop as a mixed use area that is pedestrian and transit oriented. The area is subject to a special study to address its cultural heritage features and how these features can be integrated with the proposed new development. New development shall be limited to expansions of existing uses until this Plan is amended to incorporate detailed policy direction for lands in the Special Study Area.”

Pursuant to the NOWSP’s Special Policy Area designation and policy, Council adopted OPA 306 to the 1984 Official Plan (as amended) in January 2011. OPA 306 proposed policies for the Palermo Village North Urban Core Area consistent with the Palermo Village Growth Area

policies that apply on the south side of Dundas Street (in the Livable Oakville Plan). Several parties, including Newmark, appealed Council’s decision to the OMB (now LPAT). The appeal is ongoing. OPA 306 is provided in Appendix D. Given that it was Council’s position at the time of adoption, staff will be using it as the basis for updated policies to support the creation of a larger node on the north side of Dundas Street.

Land uses in this area are limited to existing uses until the appeals of OPAs 289 and 306 are resolved or replacement policies come into effect.



 **Lands under appeal re: ROPA 38, OPA 289, OPA 306**

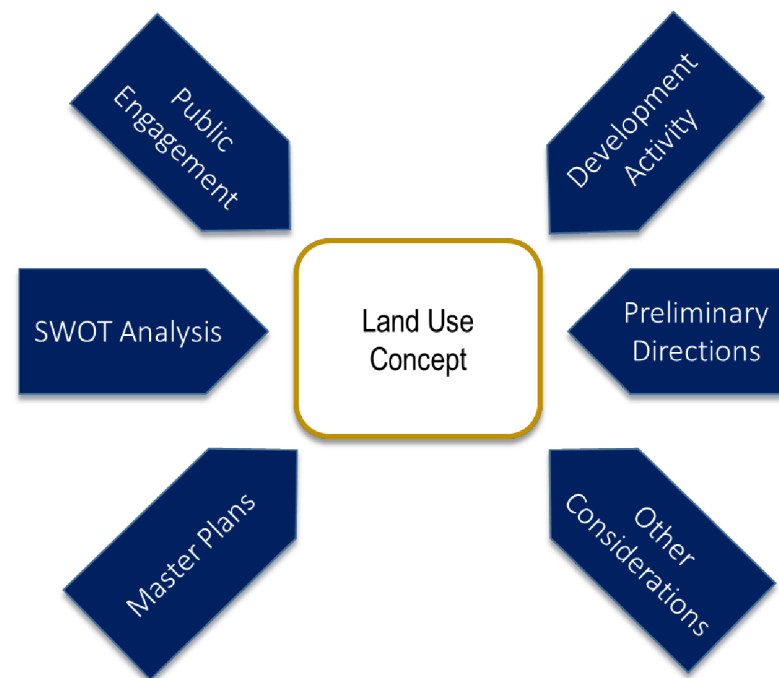
*Image: NOWSP – NOW 2 (Land use Plan - excerpt) showing land under appeal*

# LAND USE CONCEPT INPUTS

Inputs are matters that were identified and considered through the process of developing the preliminary land use concept for Palermo Village, north of Dundas Street. They provide “known” factors and baseline information. Study inputs were confirmed and/or discussed with internal departments, where applicable. The following sections highlight the inputs that were considered, including:

- **public engagement** – to understand community views and incorporate initial comments from the public and landowners;
- **SWOT analysis** - to understand and consider the strengths, weaknesses, opportunities and threats of the area;
- **master plans** – to ensure the goals and objectives of other master plans and guidance documents are incorporated into the concept;
- **development activity** – to understand what is currently taking place in the area;
- **preliminary directions** – to address commentary from the subcommittee on the PVGAR in January 2018; and,
- **other considerations** – to provide further basis, as needed, for concept development.

To develop the preliminary land use concept presented in this report, an inter-departmental working group was also convened to collaborate on the desired outcomes of respective town departments. The inter-departmental working group included representatives from: Planning Services, Oakville Transit, Engineering and Construction, Parks and Open Space, Recreation and Culture, and Oakville Public Library.



*Image: Concept Inputs Diagram*

# Public Engagement

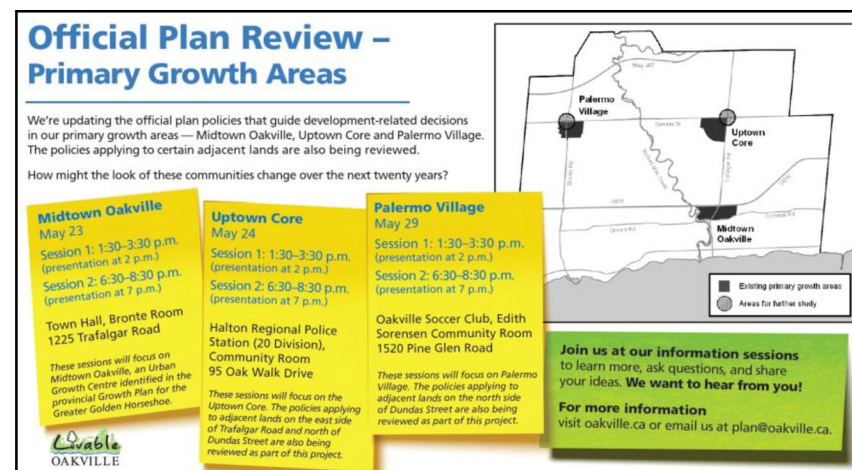
## Consultation Event

Two public information meetings (PIMs) were held about the PVGAR. The PIMs were advertised in the Oakville Beaver on May 17 and May 24, 2018. An email notice was also sent to the town's Official Plan Review contact list, which contained 1,047 individual email addresses at the time. In addition, the meetings were promoted on the town's website: PVGAR project webpage, events calendar, public notices, and engagement hub.

The PIMs were an open house format with a number of information display boards for the public to view. An overview presentation providing initial context on the study area, policy framework, and the purpose and scope of the PVGAR was given, followed by a question and answer session.

The PIMs provided an opportunity for participants to interact with each other and staff, and provide comments on a large air photo having the current Official Plan land use designations, growth area boundary, and lands under appeal overlaid on the air photo. For this activity, participants were asked to consider the following questions:

- *What do you like about Palermo Village?*
- *What could be improve in Palermo Village? What do think is missing?*
- *What policy updates might further the achievement of a "complete community"?*



**Official Plan Review – Primary Growth Areas**

We're updating the official plan policies that guide development-related decisions in our primary growth areas – Midtown Oakville, Uptown Core and Palermo Village. The policies applying to certain adjacent lands are also being reviewed.

How might the look of these communities change over the next twenty years?

**Midtown Oakville**  
May 23  
Session 1: 1:30–3:30 p.m. (presentation at 2 p.m.)  
Session 2: 6:30–8:30 p.m. (presentation at 7 p.m.)  
Town Hall, Bronte Room  
1225 Trafalgar Road  
These sessions will focus on Midtown Oakville, an Urban Growth Centre identified in the provincial Growth Plan for the Greater Golden Horseshoe.

**Uptown Core**  
May 24  
Session 1: 1:30–3:30 p.m. (presentation at 2 p.m.)  
Session 2: 6:30–8:30 p.m. (presentation at 7 p.m.)  
Halton Regional Police Station (20 Division), Community Room  
95 Oak Walk Drive  
These sessions will focus on the Uptown Core. The policies applying to adjacent lands on the east side of Trafalgar Road and north of Dundas Street are also being reviewed as part of this project.

**Palermo Village**  
May 29  
Session 1: 1:30–3:30 p.m. (presentation at 2 p.m.)  
Session 2: 6:30–8:30 p.m. (presentation at 7 p.m.)  
Oakville Soccer Club, Edith Sorensen Community Room  
1520 Pine Glen Road  
These sessions will focus on Palermo Village. The policies applying to adjacent lands on the north side of Dundas Street are also being reviewed as part of this project.

**Join us at our information sessions** to learn more, ask questions, and share your ideas. **We want to hear from you!**

**For more information** visit [oakville.ca](http://oakville.ca) or email us at [plan@oakville.ca](mailto:plan@oakville.ca).

Image: Oakville Beaver Ad – May 17, 2018



Image: Public Engagement Activity



## What we heard

The public engagement sessions resulted in a number of comments, which are grouped by theme below. These comments are based on what was heard and discussed at the PIMs (afternoon and evening sessions), written comments received on comment cards at the meeting, plus subsequent emails and conversations.

### ***Transportation / Mobility***

- Consider a 500 metre walking distance to a central location (with transit and amenities)
- Dundas Street is a Regional Road but needs sidewalks and accessibility addressed
- Regional roads have a number of issues including having speed limits change, traffic congestion, access/egress constraints, and lack of pedestrian friendliness
- Pedestrian connectivity across Dundas Street and Bronte Road are big barriers
- Road connectivity to Dundas Street (right in / right out) is a barrier – consider solutions for better pedestrian access
- A road connection to William Halton Parkway from Old Bronte Road (north side) is preferred. It currently dead-ends. Can a right turn onto William Halton Parkway be provided?
- Transit connections from 407 kiss and ride down into Palermo Village is an opportunity
- Linkages between the bus terminal at Hwy. 407 with the one in Palermo Village is vital
- Integrating GO Bus and Oakville Transit at the future Palermo transit terminal would be an asset

- Reduce parking to encourage a more urban form
- Reduce parking as real estate is too expensive
- There is no where to walk to
- To achieve an “urban village” this area must be pedestrian friendly, bike friendly and have child-safe crossings over (or under) Dundas Street (x2) and William Halton Parkway
- Introduce space for bike rentals (bike-share program)
- Provide drop-off areas for Uber/taxi

### ***Growth Area Boundary***

- Expand the growth node to include northwest quadrant of Bronte Road and Dundas Street
- Consider expanding the node northward along Bronte Road (east side of Bronte Road)
- Expand node to speed up the process of development approvals and address OMB (LPAT) appeals

### ***Land Uses***

- Create a gathering place/meeting place – a lot of people are isolated and lonely
- Need more commercial lands and amenity
- If a strictly commercial development is needed, it should not be in a car oriented development form. Development should facilitate compact community oriented commercial development.
- Provide a gas station along Bronte Road
- Don't provide a gas station as it ruins the urban form



## Housing

- Provide new innovative housing options
- Condos should have shared patio areas and large terrace spaces

## Community Facilities

- A library facility is needed (public service facilities in general are needed)
- New parkland is needed to balance any new growth considered north of Dundas Street
- Provide active parkland to relieve pressure on NHS which is to be passive and conservation
- Provide trails through Glenorchy Conservation Area with trail connections from/to Old Bronte Road near William Halton Parkway

## Process and Timing

- Explore options to release portion of lands currently under appeal
- Expedite the process and OMB appeals! This has been ongoing for almost a decade.
- Land owners located on Old Bronte Road, north of William Halton Parkway, would like to develop the lands as per town's Vision adopted by OPA 306 as soon as possible (including 3121, 3131, 3141 and 3159 Old Bronte Road)
- Test land use option with transportation assessment
- Include residents on the west side of Bronte Creek within the study consultations



*Image: New townhouses under construction on Khalsa Gate*



*Image: Looking west down Dundas Street from Grand Oak Trail (Dundas Street is identified as a barrier for pedestrians)*

## SWOT Analysis

At the outset of developing a land use concepts for the lands north of Dundas Street, a strengths, weaknesses, opportunities and threats analysis (SWOT) was conducted. The SWOT identified have impacts to the development of the land use concept, as well as the consideration for the policy development and the approval process by which to bring policies forward given the ongoing LPAT appeals.

### ***Strengths***

- predominantly vacant lands
- proximity to vast NHS system surrounding the node including Glenorchy Conservation Area
- no identified environmental constraints
- Council adopted OPA 306 provides good starting point
- success of Palermo Village vision south of Dundas Street

### ***Weaknesses***

- regional roads are barriers to vehicular and pedestrian access and circulation
- an east-west road connections over 14 Mile Creek, to the west of Palermo Village, may be limited (Redside Dace habitat)
- preferred location and configuration of the Palermo transit terminal poses challenges to surrounding land uses
- land needs for public service facilities are extensive
- lack of water and wastewater servicing – Region
- unknown regional growth allocation – timing

### ***Opportunities***

- existing heritage resources
- greenfield lands provide options for land use concepts
- innovation when delivering public service
- opportunity for compact mixed use buildings
- need for a transit hub, library and community centre are identified which will contribute to a complete community

### ***Threats***

- ongoing LPAT appeals (ROPA 38, OPA 289, OPA 306)
- ongoing Region of Halton Official Plan Review MCR – timing
- there is no parkland facilities master plan for the NOWSP area
- there is no landowners agreement(s) for NOWSP
- ongoing provincial legislation changes (Bill 108)

## Master Plans and Guidelines

Several master plans and guidance documents were reviewed and considered as part of the development of the preliminary land use concept including:

- Old Bronte Road/ Khalsa Gate Streetscape Plan (2012)
- Livable by Design Manual (2014)
- Active Transportation Master Plan Update (2017)
- Employment and Commercial Review (2015-2018)
- Parks, Recreation, Library Facilities Master Plan Update (2017)
- Oakville Transit Palermo Terminal Study Update (2018)
- Mobility Management Strategy for Halton Region (2017)
- Conservation Halton - Regulation Limit Mapping
- Glenorchy Conservation Area Master Plan (2010)
- Metrolinx – 2041 Regional Transportation Plan (2018)
- Ministry of Transportation – Transit-Supportive Guidelines (2012)

Key considerations that influenced the development of the land use concept are discussed throughout this report. This section provides some key highlights that are not fully discussed in other sections of the report.

### *Old Bronte Road/Khalsa Gate Streetscape Plan*

In 2012, Council endorsed the Old Bronte Road/Khalsa Gate Streetscape Plan to inform the design and construction of streetscape improvements in keeping with the vision established by the land use policies for Palermo Village (Livable Oakville) and the Palermo Village North Urban Core Area (OPA 306).

Implementation of the Streetscape Plan has been taking place south of Dundas Street as lands are redeveloped adjacent to Old Bronte Road/Khalsa Gate. Stemming from these development applications, challenges with excess road allowance have been identified, including the disposal of property along Old Bronte Road/Khalsa Gate, which may have real or implied impacts to development and the achievement of the streetscape plan. These challenges are exacerbated with the presence of utilities along the corridor in some locations (e.g. underground pipes and overhead wires).

As stated in the Old Bronte Road/Khalsa Gate Streetscape Plan, excess road allowance (owned by the Town of Oakville) is not needed and will not be utilized along portions of Old Bronte Road and Khalsa Gate. If left unattended (e.g., sold or transferred to adjacent development sites), there will be significant underutilized spaces in front of buildings along the roadway. This will create a barrier for compact development to occur.

The streetscape plan is to be implemented through the development review process. It suggests that excess road allowance be transferred to adjacent property owners in order to achieve the established streetscape vision. Where these lands are not transferred to adjacent property owners, more work is needed to understand the potential long-term use of the excess segments of existing rights-of-way. Additional direction or comprehensive approach may be warranted.

## ***Parks, Recreation and Library Facilities Master Plan***

The 2017 update to the town's Parks Recreation and Library Facilities Master Plan recommended two new facilities for Palermo Village on the north side of Dundas Street:

- a branch library (up to 15,000 sq. ft.)
- a small-scale community centre (up to 15,000 sq. ft.)

The Master Plan identified that the community centre would be a new integrated model for the town and library, with the primary focus of facilities for the community centre being social and civic engagement (e.g. multi-purpose rooms, seniors programming, etc.) more so than active recreation.

Adjacencies and locational preferences for both facilities were identified through the land use concept development process and included:

- co-location of the library and community centre, as well as other community facilities such as parks or schools;
- creation of larger “campus” as a community focal point
- located on a bus route is crucial
- street presence is required
- opportunity to co-locate with other facilities or amenities with spaces built above town facilities (e.g. mixed use)
- ground floor access is required
- parking is required

The Palermo library branch is included in the approved 2019 Capital Budget and 10-year Financial Plan. The budget allocates funding to the Palermo library branch in the years 2021 for the land purchase, and 2027-2029 for its design and construction, respectively.

The community centre is not within the town's 10-year Financial Plan. However, land needs must be contemplated for co-location purposes.

The NOWSP states that the town will generally provide community centres (“multi-use facilities”) in association with libraries, and/or other municipal facilities and adjacent to parks and/or school facilities, where possible.

The NOWSP also states that the town will endeavor, throughout North Oakville, to provide 2.2 hectares of parkland per 1000 persons. Parkland is discussed in greater detail in a later section of this report.



*Image: Greenwich Park at the corner of Pine Glen Road and Grand Oak Trail*



### ***Oakville Transit - Palermo Terminal***

A 2010 study identified the preferred site and configuration of the Palermo transit terminal within the northeast quadrant of Bronte Road and Dundas Street. However, changes to the policy and physical contexts since that time (e.g., the proposed Dundas BRT in the Metrolinx Regional Transportation Plan, north Oakville development) warranted a study update, completed by Oakville Transit in 2018. The preferred location of the terminal is now within the northwest quadrant of Bronte Road and Dundas Street, in close proximity to the future bus rapid transit route along Dundas Street.

The Palermo terminal will provide a northwest transit hub for Oakville Transit services in north Oakville while also serving as a connection hub for adjacent municipal transit services and regional services. The Palermo terminal will be an important transfer point for specialized-transit services, as well as on demand and fixed route services. A terminal in the northwest also precludes the need for all fixed route service in the north to travel south to connect with Lakeshore West GO service; routes will converge at the terminal, allowing customers to transfer to make connections.

The Palermo terminal is included in the approved 2019 Capital Budget and 10-year Financial Plan. The budget allocates funding to the Palermo terminal in the years 2021-2024. The forecast is for the purchase of land in 2021, with the construction of the bus terminal and associated facilities completed by 2024.

The 2018 report indicates approximately 1.6 hectares of land would be required for the preferred location and configuration of the terminal, and would include approximately 12 bus bays around a central passenger waiting area, as well as a vehicular passenger pick-up and drop-off area.

## Mobility Management Strategy for Halton Region (2017)

The Mobility Management Strategy for Halton Region identifies Bronte Road (Regional Road 25) and Dundas Street as transit priority corridors. These corridors recognize opportunities to implement transit-supportive measures, including opportunities to consider BRT where road widening is planned. The intersection of Bronte Road and Dundas Street (i.e. Palermo Village) is also identified as a proposed transit hub. This provides significant direction for why this area will be planned to be transit-supportive. Regional transit priority corridors and the proposed regional transit node are also in the town's urban structure (OPA 15).



Image: Transit Priority Mobility Network to 2041 (Excerpt)

## Conservation Halton – Flood Regulation Limit

Conservation Halton's flood regulation limit was reviewed to understand environmental constraints for the development of a land use concept. The mapping identifies the regulation limits of environmental features, which are identified in the North Oakville West Secondary Plan (NOWSP) on "Figure NOW 3 – Natural Heritage Components of Natural Heritage and Open Space System including Other Hydrological Features". The area being considered to form part of the Palermo Village node contains "other hydrological features" including low constraint stream corridors, and hydrological features "B".

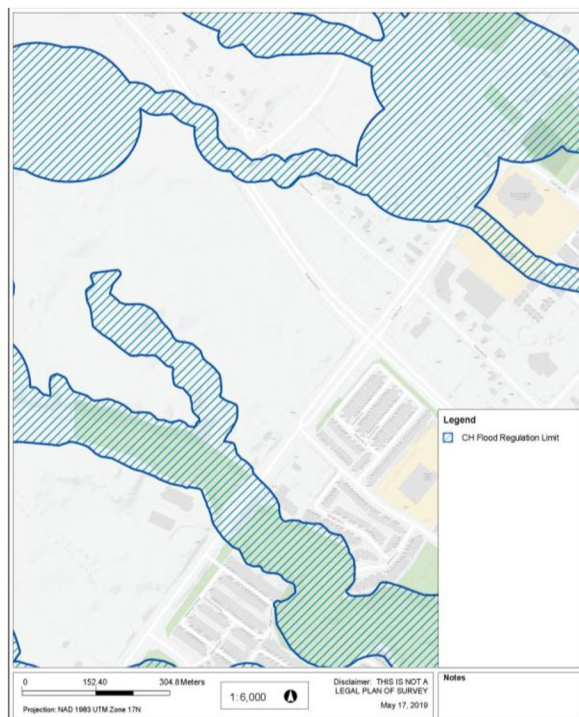


Image: Conservation Halton Regulation Limit Mapping

According to the policies of the NOWSP, low constraint stream corridors can be relocated, however the function of watercourse and hydrological feature must be maintained in accordance with directions established in the North Oakville Creeks Sub watershed Study.

For hydrological features "B", these features may be relocated and consolidated with other wetland features or stormwater management ponds, provided the hydrological function of the feature is maintained.

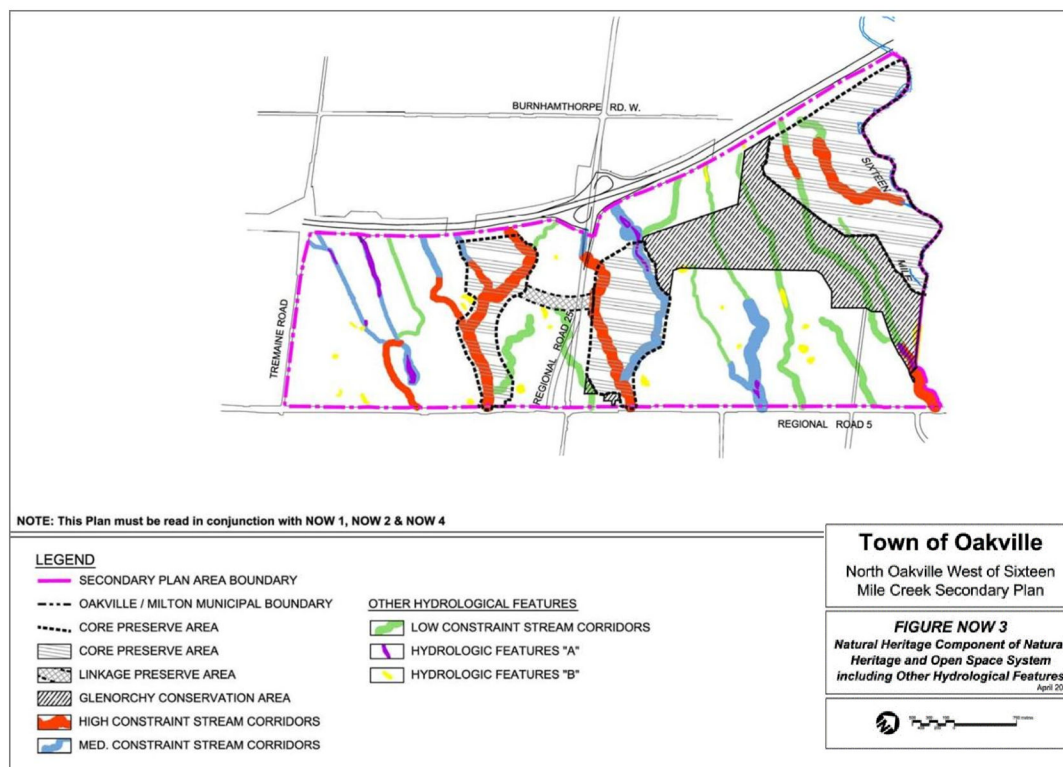


Image: NOWSP – Figure NOW 3 (also in Appendix C)



## Glenorchy Conservation Area Master Plan

The Glenorchy Conservation Area was established in 2008 and covers 401 hectares of protected land in north Oakville. A master plan for the lands was approved in 2010. Its vision is to protect and enhance the significant natural features and ecological functions of the area, highlight key features for public enjoyment, and provide passive recreational opportunities. Recreational development will primarily consist of a trail system with interpretive educational nodes. Although a formal interpretive centre is not proposed, the plan suggests that this could be reconsidered in the future based on evolving community needs (including an official plan amendment and rezoning) and availability of financial resources.

The conservation area forms a key component of the North Oakville and Region of Halton Natural Heritage Systems. In 2012, the lands became the first expansion to the Provincial Greenbelt. The conservation area is managed by Conservation Halton and owned by the Province of Ontario.

Since the approval of the master plan, Conservation Halton has focused its efforts on general property management, restoration and invasive species management. To date, all of the restoration areas have been installed except for a small section along McCraney Creek between William Halton Parkway and Dundas Street, which is being undertaken this year. No visitor use elements have been completed to date. However, Conservation Halton has recently issued an RFP to begin a Trail Environmental Impact Study and Conceptual Design for the Glenorchy lands.

The conservation area directly abuts the eastern edge of the Palermo Village North Urban Core Area (OPA 306), and the master plan capitalizes on the proximity to existing cultural heritage resources and the future urban area. A public access point from the town's Palermo Park is planned, including a trail linkage to the historic village.

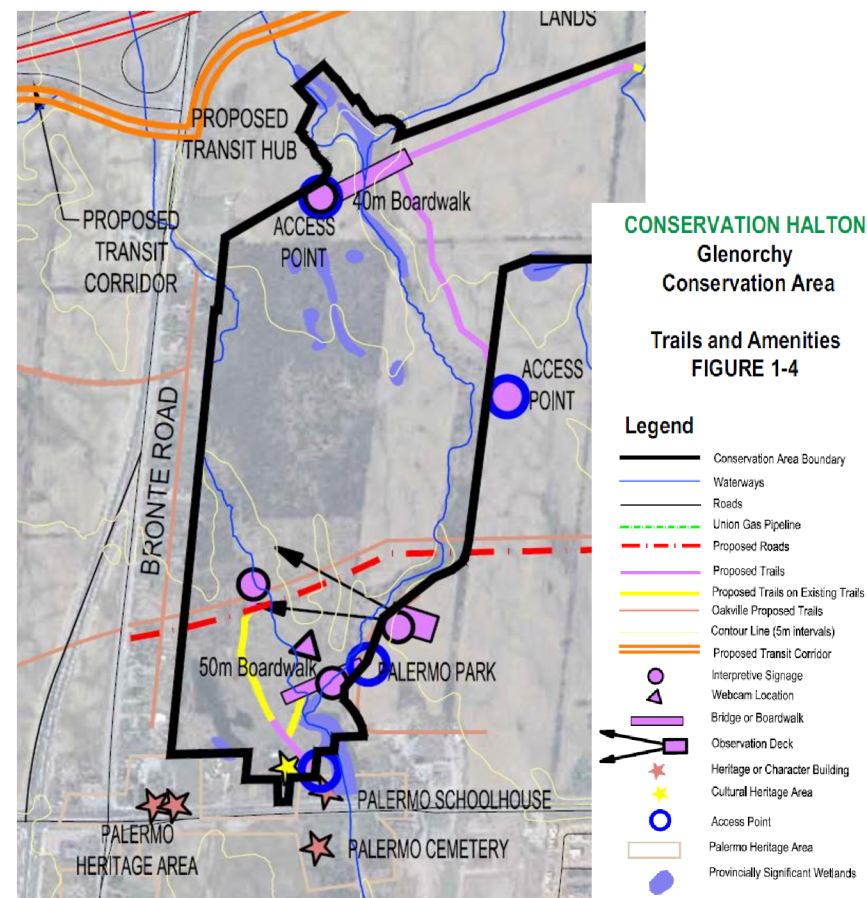


Image: Glenorchy Conservation Area Trails and Amenities Plan (Excerpt focusing on area of Palermo Village)



## Development Activity

The following table highlights recent development activity in Palermo Village. Development has only taken place south of Dundas Street. It has been occurring generally in accordance with the existing policies for Palermo Village south of Dundas Street (Livable Oakville Plan).

Development has not occurred north of Dundas Street given the ongoing appeals to the LPAT, lack of servicing and regional growth allocation.



*Image: View looking south down Old Bronte Road from Dundas Street*

	Address	Description	Units (approx.)	Status
1	2295 and 2307 Khalsa Gate	East side of Khalsa Gate south of Pine Glen Road <ul style="list-style-type: none"> <li>• freehold townhomes on condo road</li> </ul>	22 townhouses	Built
2	2330 Khalsa Gate	West side of Khalsa Gate south of Pine Glen Road <ul style="list-style-type: none"> <li>• 10 storey apartment building</li> </ul>	248 apartment units	Site Plan
3	2343-2355 & 2377 Khalsa Gate	East side of Khalsa Gate south of Pine Glen Road <ul style="list-style-type: none"> <li>• 2 residential apartment buildings</li> <li>• 4-8 storeys and 8 storeys</li> </ul>	343 apartment units	Site Plan (LPAT), clearing conditions
4	2390 Khalsa Gate	West side of Khalsa Gate south of Pine Glen Road <ul style="list-style-type: none"> <li>• residential units facing street</li> </ul>	122 stacked townhouse units	Built
5	2420 Baronwood Drive (formerly 2395 Khalsa Gate)	West side of Baronwood Drive south of Pine Glen Road <ul style="list-style-type: none"> <li>• residential development</li> <li>• units facing Khalsa Gate have potential for live/work</li> </ul>	166 stacked townhouse units	Built

	Address	Description	Units (approx.)	Status
6	3020 Pine Glen Road (formerly 2418 Khalsa Gate)	Southwest corner of Pine Glen Road and Bronte Road <ul style="list-style-type: none"> <li>10 storey mixed use building</li> <li>ground floor commercial facing Old Bronte Road</li> </ul>	289 apartment units 680 square metres commercial	Site Plan; clearing conditions
7	2430 Old Bronte Road	Northwest corner of Old Bronte Road and Pine Glen Road <ul style="list-style-type: none"> <li>6 storey mixed use building</li> </ul>	95 apartment units 330 square metres commercial	Site Plan
8	2444, 2454, 2460 and 2468 Old Bronte Road	West side of Old Bronte Road north of Pine Glen Road <ul style="list-style-type: none"> <li>8 storey mixed use building</li> <li>ground floor commercial facing Old Bronte Road</li> <li>relocation and integration of heritage building</li> </ul>	329 apartment units 1,484 square metres non-residential	Site Plan; clearing conditions
9	2467 and 2477 Old Bronte Road	East side of Old Bronte Road north of Pine Glen Road <ul style="list-style-type: none"> <li>8 storey mixed use building</li> <li>ground floor commercial facing Old Bronte Road</li> <li>relocation and integration of heritage building</li> </ul>	123 apartment units 681 square metres commercial	Site Plan
10	2486 and 2490 Old Bronte Road (formerly 2480 Old Bronte Road)	West side of Old Bronte Road (MINT) <ul style="list-style-type: none"> <li>1, 8 storey apartment building</li> <li>1, 8 storey mixed use building</li> </ul>	380 apartment units	Built
11	2495 Old Bronte Road	Southeast corner of Dundas Street and Old Bronte Road <ul style="list-style-type: none"> <li>5 storey medical office</li> </ul>		Built
12	2600 Grand Oak Trail	Southwest corner of Dundas Street and Grand Oak Trail <ul style="list-style-type: none"> <li>Second storey addition to Ecole Saint Trinite</li> </ul>		Site Plan; clearing conditions
13	3136 Dundas Street West	Palermo Village Seniors Residence <ul style="list-style-type: none"> <li>7 storey retirement home</li> </ul>	116 seniors apartment units	Built

## Preliminary Directions

In January 2018, preliminary directions were presented to the Livable Oakville Council Subcommittee for the PVGAR. The preliminary directions are provided below, grouped by theme, followed by a discussion of each. Responses to directions generally focused on the portion of the node to be established on the north side of Dundas Street.

### General / Accommodating Growth

1. Review the growth area boundaries with attention given to the Council adopted Urban Structure (OPA 15)
2. Review recent development applications that have occurred, are underway, and/or did not proceed within the growth areas and identify any policy challenges or opportunities
3. Consider ongoing LPAT (formerly OMB) hearings and lands under appeal
4. Explore opportunities for additional growth and development in appropriate locations (within the growth area)
5. Revise policy language with regard to “minimum densities” for further alignment with the Growth Plan and consistency throughout the Official Plan
6. Explore opportunities to streamline growth area policies and remove policy duplication and policies which are not consistent with other growth areas (e.g., FSI calculations)

### Community Design

7. Explore opportunities to better realize the concept of ‘complete communities’
8. Explore opportunities to enhance ‘place-making’ opportunities including the introduction of new or revised urban design policies, schedules, and accompanying urban design direction. Place-making opportunities may include identification of view sheds, pedestrian connections, urban squares, and other design elements which build upon community building
9. Explore opportunities to better integrate and align the objectives of approved strategy documents and/or plans within the official plan (e.g., streetscape plans, parking strategies)
10. Explore opportunities for enhanced streetscapes along key streets, including the consideration and location of utilities
11. Explore criteria for the requirement for commercial uses on the ground floor facing certain streets, and providing flexibility for ground floor uses on some streets within the mixed use designations
12. Explore public service facility needs and if the existing policy framework appropriately captures this
13. Explore opportunities to enhance the integration of heritage resources within the streetscape

## Transportation and Parking

14. Update policies as necessary to identify (implement) new Active Transportation Plan
15. Explore strategies and/or policies to enable and right-size local roads including, as the case may be: managing surplus rights-of-way, ownership of unassumed roads, or obtaining identified new local roads
16. Explore locations for future transit infrastructure (e.g., transit terminals), including development and air-rights over community facilities
17. Explore parking requirements and any “right-sizing”, as necessary

## Implementation

18. Explore land consolidation policies and/or strategies.
19. Explore opportunities which work to enable development and redevelopment, including available financial tools or programs
20. Explore enhanced, revised or new bonusing frameworks, as applicable. Include the identification of community benefits tailored to each growth area (e.g., Palermo Village currently does not have a prioritized listing of bonusing improvements)
21. Explore partnerships with agencies (e.g., Metrolinx) to enable transit-supportive development
22. Explore strategies for determining and encouraging an appropriate mix of employment uses within the growth area
23. Explore opportunities to bring together policies from the Livable Oakville Plan and the North Oakville East or West Secondary Plans, where applicable



## General / Accommodating Growth

### **Direction 1: Review the growth area boundaries with attention given to the Council adopted Urban Structure (OPA 15)**

The urban structure (Appendix A) identifies the four quadrants surrounding the intersection of Bronte Road and Dundas Street as a node for further study.

A proposed growth area boundary for the Palermo Village node is identified on the adjacent figure outlined in red.

At this point, staff are not proposing changes to the existing Palermo Village Growth Area boundary, south of Dundas Street, as found in the Livable Oakville Plan. However, consideration may be given to adjust the boundary along existing natural features or existing roads where they may provide a more appropriate or logical delineation of land areas.

On the north side of Dundas Street, staff are proposing that the node include the lands east of Bronte Road, identified in the NOWSP as a Special Study Area. These lands are the same as the OPA 306 – Palermo Village North Urban Core lands. The lands are shown with horizontal lines in the adjacent figure.

The node is proposed to be expanded to include the northwest quadrant of Bronte Road and Dundas Street, as shown with vertical lines on the adjacent figure. The boundary was delineated using the existing natural heritage system (NHS) boundaries found in the NOWSP. Using the NHS to delineate the boundary is applicable and appropriate given it:

- represents a change in land use;
- demarcates natural barriers/environmental features;

- focuses the node toward the intersection of Bronte Road and Dundas Street;
- 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 separation distance from the planned Employment Areas further west and north.

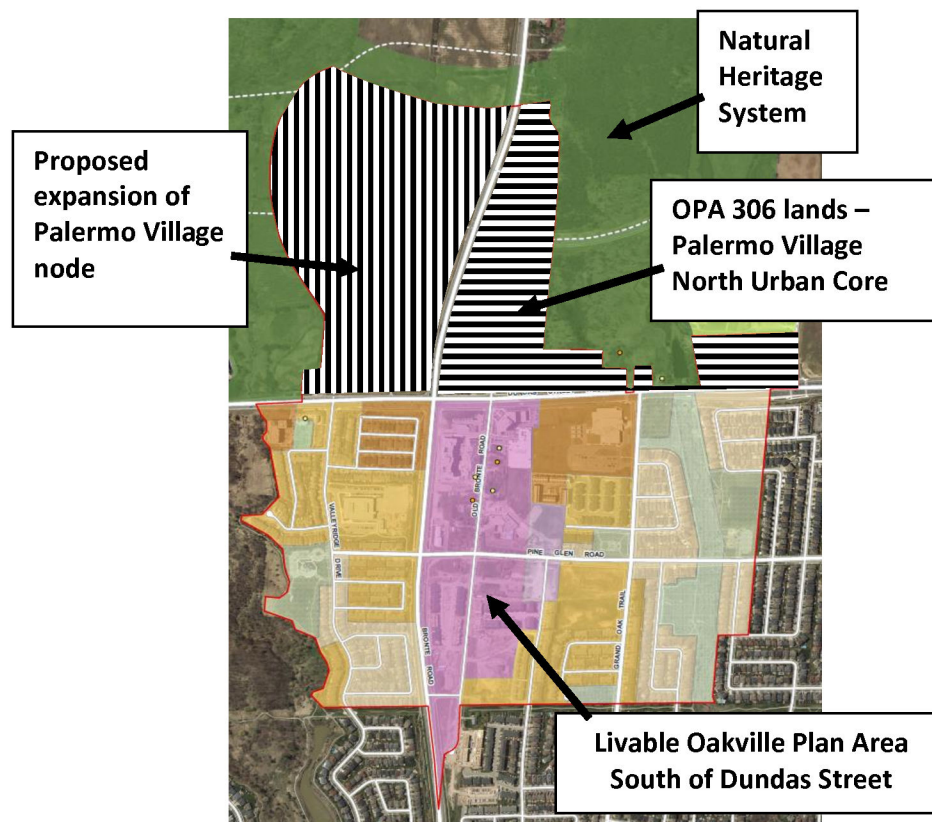


Figure: Proposed Palermo Village node boundary

***Direction 2: Review recent development applications that have occurred, are underway, and/or did not proceed within the growth areas and identify any policy challenges or opportunities***

A review of recent development applications is provided in greater detail in the “Development Activity” section of this report.

Generally speaking, development has been occurring in accordance with the existing policy framework for Palermo Village south of Dundas Street (Livable Oakville Plan), and there does not appear to be any significant barriers to development. However, staff continue to hear concerns regarding parkland fees (cash-in-lieu), accommodating traffic and modal splits, as well as excess road allowance and the disposal of property along Old Bronte Road/Khalsa Gate, which may have real or implied impacts to development and the achievement of the streetscape plan.

No development has been permitted on the north side of Dundas Street in the Palermo area due to the outstanding appeals at the LPAT (formerly OMB) and the lack of servicing (i.e. water and wastewater).

***Direction 3: Consider ongoing LPAT (formerly OMB) hearings and lands under appeal***

All of the lands that staff are proposing to include within the boundary of the northern portion of the Palermo Village growth area are subject to unresolved appeals related to Region Official Plan Amendment 38 (ROPA 38), OPA 289 (NOWSP) and OPA 306 (Palermo Village North Urban Core Area). Newmark Developments Ltd. (“Newmark”) is the primary landowner and appellant in those appeals. It is staff’s understanding, based on ongoing discussions with Newmark, that Newmark supports the creation of a mixed use node on the north side of Dundas Street at Palermo. Further, Newmark’s objection to OPA 306 (Palermo Village North Urban Core Area) was primarily because more of

its lands were not included. It may be possible to address Newmark’s appeals with respect to OPA 289 and OPA 306 through the approval of new land use policies for the northerly portion of the Palermo Village growth area at the conclusion of the PVGAR.

However, it is noted that there are other appellants to OPA 306 and an outstanding appeal related to the Regional Official Plan.

***Direction 4: Explore opportunities for additional growth and development in appropriate locations (within the growth area)***

The approved urban structure (Appendix A) (under appeal at LPAT) relies primarily on the existing growth areas (including Palermo Village, south of Dundas Street), corridors, and “Nodes and Corridors for Further Study” to accommodate the majority of forecasted growth. In January 2018, the Subcommittee wanted this preliminary direction to also emphasize the concept of protecting stable residential neighbourhoods. As such, the words “within the growth area” were added to this direction to further clarify its intent.

Staff are using the Council adopted OPA 306 policies as a starting point for understanding development opportunities, and will examine whether there are additional opportunities for growth within the original Palermo Village North Urban Core Area (OPA 306) as well as the larger proposed node on the north side of Dundas Street west of Bronte Road. Staff will consider development opportunities within the context of all the other needs identified for this area, including the natural heritage system, transit facilities, and roads, among others.

Given the continued success of the emerging Palermo Village area south of Dundas Street, there does not appear to be significant pressure to explore additional opportunities for growth and development. However, consideration may be given to lands directly south of Dundas Street to

complement any opportunities realized on the north side of Dundas Street. Staff note that the developments built and under construction on the south side of Dundas Street are creating and achieving transit-supportive densities in this area.

***Direction 5: Revise policy language with regard to “minimum densities” for further alignment with the Growth Plan and consistency throughout the Official Plan***

In January 2018, the Subcommittee suggested that “additional heights and density should be added to growth nodes to permit stable neighbourhoods to be protected.” A member also questioned whether maximum densities should be identified.

The existing growth area policies in the Livable Oakville Plan rely primarily on minimum and maximum building heights to control the scale of development. However, the existing Palermo Village growth area policies (south of Dundas Street) and OPA 306 (Palermo Village North Urban Core Area) also set out maximum densities in terms of a floor space index (FSI) which is a ratio of total floor area to lot area. This tool assists in controlling the massing of a building and/or massing provided on a site, which directly influences potential density.

Staff will be proposing minimum densities to ensure that the town’s urban structure will be maintained and that growth will be accommodated in accordance with the Regional Official Plan and the 2019 Growth Plan. This continues to be coordinated with the Region of Halton Municipal Comprehensive Review, which is ongoing. Any reconsideration of the existing maximum densities for Palermo would be subject to conformity with provincial and regional policies.

***Direction 6: Explore opportunities to streamline growth area policies and remove policy duplication and policies which are not consistent with other growth areas (e.g., FSI calculations)***

As discussed under direction 5, the intent is that the policy language used with respect to minimum and maximum permitted building heights and densities would be consistent for all growth areas. Further, staff are always mindful of policy duplication and inconsistencies when conducting any land use policy review.

## Community Design

***Direction 7: Explore opportunities to better realize the concept of ‘complete communities’***

A Place to Grow (Growth Plan 2019) defines *complete communities* as:

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

As identified throughout this report, a number of public service facilities, include a library, community centre and parks, as well as a transit terminal are all to be located within Palermo Village north. Further, the need for commercial development, office, and residential uses have also been identified. A detailed streetscape plan for Old Bronte Road/ Khalsa Gate has also been developed. All of these components and plans will greatly contribute to the creation of a complete community in Palermo Village. The key challenge will be how to accommodate all these uses

within the plan to ensure the overall community is well connected, accessible, and transit-supportive.

The PVGAR also presents an opportunity to consider policies related to housing for residents of all ages, abilities and income levels. For example, requiring more family-size apartment units may be appropriate.

Staff intend to use 3-D computer modelling to analyze potential build out scenarios based on the draft land use option that will eventually be presented at a statutory public meeting.

***Direction 8: Explore opportunities to enhance ‘place-making’ opportunities including the introduction of new or revised urban design policies, schedules, and accompanying urban design direction. Place-making opportunities may include identification of view sheds, pedestrian connections, urban squares, and other design elements which build upon community building***

Place-making opportunities will be further explored with Urban Design and Parks and Open Space staff. Draft policy changes will be based on existing policies and guidance documents and further analysis.

In regard to urban design, an urban design schedule specific to Palermo Village will be considered (as was done through the main street growth area reviews for Bronte Village, Kerr Village and Downtown Oakville).

In regard to parks and open space, providing connections to the surrounding natural heritage system and Glenorchy conservation lands will be a key consideration. Parkland provided within the Palermo Village area will consider a hierarchy or park spaces. The location of parks will consider walkability, synergy with surrounding land uses and public

facilities, and at a scale conducive to an urban – versus suburban – environment, to assist and enable transit-supportive densities.

***Direction 9: Explore opportunities to better integrate and align the objectives of approved strategy documents and/or plans within the official plan (e.g., streetscape plans, parking strategies)***

Palermo’s land use planning history (Appendix B) will continue to be drawn upon as part of the Palermo Village Growth Area Review. Other master plans and guidance documents are considered in a previous section of this report.

***Direction 10: Explore opportunities for enhanced streetscapes along key streets, including the consideration and location of utilities***

This preliminary direction will be explored further with Urban Design and Transportation Strategy staff based on the work previously completed through the Old Bronte Road/Khalsa Gate Streetscape Plan. The provision of enhanced streetscapes through the construction of new roads will be coordinated with the location of proposed land uses, as applicable.

***Direction 11: Explore criteria for the requirement for commercial uses on the ground floor facing certain streets, and providing flexibility for ground floor uses on some streets within the mixed use designations***

In January 2018 the Subcommittee asked for information regarding the trend of new retail stores having main entrances facing parking lots rather than the main street, as intended. While this has been noted in other growth areas that have seen more recent mixed use development



(e.g., Uptown Core), it will be addressed as part of the review of urban design policies and guidance documents for Palermo Village. Development that supports walkable streets and includes pedestrian-oriented ground floor uses will continue to be required. This will also consider how parking should be arranged within this context.

***Direction 12: Explore public service facility needs and if the existing policy framework appropriately captures this***

The 2014 Provincial Policy Statement and A Place to Grow (Growth Plan 2019) define public service facilities as:

Lands, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, and cultural services. Public service facilities do not include infrastructure.

The town's master planning work has identified the need to locate a community centre and branch library within the Palermo Village node. Each is to be about 1393.5 m<sup>2</sup> (15,000 sq. ft.) in size and, based on land availability, would have to be located on the north side of Dundas Street. The existing NOWSP policies support the co-location of these facilities with other public facilities and/or with public parkland.

There is an existing vacant elementary school site in Palermo Village at the southwest corner of Pine Glen Road and Grand Oak Trail. It is staff's understanding that the Conseil scolaire catholique MonAvenir (the local French Catholic school board) intends to build an elementary school on this site. This board operates the secondary school at the southwest corner of Dundas Street and Grand Oak Trail. The only other school within the existing Palermo Village is the Halton District School Board's Palermo Public School on Valleyridge Drive.

Planning staff will continue to engage with other town departments, Halton Region and the school boards to understand long-term public service facilities needs in the Palermo area. Consideration will also be given to strengthened policies regarding the provision of public service facilities in a more urban – versus suburban – format (e.g. leased space on ground floor of mixed use buildings, shared and structured parking).

***Direction 13: Explore opportunities to enhance the integration of heritage resources within the streetscape***

The Council adopted OPA 306 provides detailed heritage policies in response to the Council endorsed study "Palermo Village – A Heritage Resources Review and Strategy" (2009). Staff note that there is also guidance for the integration of heritage resources as part of the Old Bronte Road/Khalsa Gate Streetscape Plan. As part of any policy formulation, these documents provide a basis to assess if updates and/or new policies may be appropriate to further the objective for the appropriate integration of heritage resources. Staff will also examine the appropriateness of recent cultural heritage policy updates to the Livable Oakville Plan (OPA 16) as part of the Palermo Village policy updates for North Oakville.

## **Transportation and Parking**

***Direction 14: Update policies as necessary to identify (implement) new Active Transportation Plan***

Both the Livable Oakville Plan and NOWSP rely on an updated active transportation network based on the town's 2017 Active Transportation Master Plan Update (OPA 28 and OPA 320, respectively). The existing and proposed active transportation facilities within Palermo Village (as shown on Schedule D to the Livable Oakville Plan) will be considered as part of the proposed policy updates, including any related urban design

policies or guidance documents. In addition, the major trails system shown on Figure 4 of the NOWSP (Transportation Plan) will also be considered.

***Direction 15: Explore strategies and/or policies to enable and right-size local roads including, as the case may be: managing surplus rights-of-way, ownership of unassumed roads, or obtaining identified new local roads***

As stated in the Old Bronte Road/Khalsa Gate Streetscape Plan, excess road allowance (owned by the Town of Oakville) will not be utilized along portions of Old Bronte Road and Khalsa Gate. It creates a barrier for compact development to occur. If left unattended, there will be significant underutilized spaces in front of buildings along the roadway.

The streetscape plan is to be implemented through the development review process. It suggests that excess road allowance be transferred to adjacent property owners in order to achieve the established streetscape vision. Where these lands are not transferred to adjacent property owners, more work is needed to understand the potential long-term use of the excess segments of existing rights-of-way.

On the west side of Bronte Road north of Dundas Street, new local roads will be required to support future development. Given this area is a large parcel, predominantly under single ownership, local roads may be acquired through the approval of a future plan(s) of subdivision.

On the east side of Bronte Road north of Dundas Street, the development of detailed plans should consider, and determine the need for, additional local roads to support development and the anticipated vehicular traffic that would be generated. Staff recognize that the lands east of Bronte Road have particular road connectivity/access challenges given the Regional Roads (i.e. Bronte Road, William Halton Parkway,

and Dundas Street) severely limit access and turning movements. Exploration of a local road network in this area should be considered, including encouraging encourage lot consolidation to support a comprehensive area development plan.

***Direction 16: Explore locations for future transit infrastructure (e.g., transit terminals), including development and air-rights over community facilities***

Oakville Transit has identified the preferred operational location of the Palermo transit terminal to be in the northwest quadrant of Dundas Street and Bronte Road, near Dundas Street. Transit oriented development opportunities have been a key consideration in developing a preliminary land use concept.

Providing community facilities within mixed use buildings has been discussed and is available for consideration. Staff continue to explore opportunities to provide town facilities within mixed use buildings, which is contemplated in the proposed land use concept.

***Direction 17: Explore parking requirements and any “right-sizing”, as necessary***

Parking requirements, in terms of the number of parking spaces required for a particular development, is addressed through zoning by-law regulation. Zoning regulations work to implement the overall community vision expressed through policies established in the Official Plan. As part of the town's completed Employment and Commercial Review, undertaken as part of the Official Plan Review process, a direction to review parking was provided. It noted that minimum and maximum parking standards in employment and commercial areas that have access to existing or planned transit, active transportation, and in areas that can accommodate higher density uses should be reviewed through

the town's official plan review. This will be further reviewed through the Urban Mobility and Transportation Discussion Paper, which looks more broadly at transportation matters.

In early 2019, Council identified the need for a town-wide Parking Management Strategy. The strategy is to include a North Oakville Assessment and Parking Standards component, among other matters. This review may assist in further understanding the evolving parking requirements for the town, including needs for Palermo Village.

Notwithstanding the directions that may result from either the Urban Mobility and Transportation Discussion Paper or the Parking Management Strategy, Palermo Village continues to be a node as identified in the Council adopted urban structure (OPA 15). Nodes are considered strategic growth areas to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. This generally results in parking arrangements and standards that reflect a more urbanized context (e.g. structured parking, reduced parking rates).

More study is required to determine appropriate minimum parking standards for residential, commercial and employment uses in the area if they are to be different from those prescribed in the zoning by-law today for urban core areas / growth areas.

## Implementation

### ***Direction 18: Explore land consolidation policies and/or strategies.***

One of the key strategies established in the North Oakville Secondary Plans is the requirement for landowners to participate in a landowners' cost sharing agreement to ensure the logical extension of roads and services and the equitable distribution of costs. This provides the ability

to appropriately and efficiently service the overall area. This practice could be extended to the Palermo Village area.

### ***Direction 19: Explore opportunities which work to enable development and redevelopment, including available financial tools or programs***

The very nature of completing this study will provide a further opportunity to realize and enable development and redevelopment to take place. It is the desired outcome of this review to recommend an official plan amendment and/or policies to assist in resolving the ongoing appeals at the LPAT (formerly OMB) in regard to the town's North Oakville West Secondary Plan (OPA 289), Palermo Village North Urban Core Area (OPA 306), and appeals to Halton Region's Official Plan (ROPA 38).

Once these appeals are resolved and a policy framework in place, various implementation reports could get underway, such as an Area Servicing Plan, to inform the provision of municipal water and wastewater services to the area. Following any required technical studies, landowners would be required to subscribe to Halton Region's allocation program.

### ***Direction 20: Explore enhanced, revised or new bonusing frameworks, as applicable. Include the identification of community benefits tailored to each growth area (e.g., Palermo Village currently does not have a prioritized listing of bonusing improvements)***

Proposed changes to the *Planning Act* as part of Bill 108 would replace the framework for bonusing (Section 37) with a new community benefits charge. Given this proposed change, the town-wide approach to bonusing will also have to change. Staff continue to monitor the progress of Bill 108.

***Direction 21: Explore partnerships with agencies (e.g., Metrolinx) to enable transit-supportive development***

Oakville Transit continues to explore partnerships with adjacent municipal transit agencies, such as Milton Transit and GO Transit, to enhance multi-modal connections to and between services at the proposed Palermo Transit Terminal. For example, Milton Transit has requested a bus bay at the Palermo terminal to service Milton Transit along Bronte Road, and additional consideration has been given to GO Transit bus services including a bus bay for GO buses, including a passenger pick-up and drop-off facility on-site.

***Direction 22: Explore strategies for determining and encouraging an appropriate mix of employment uses within the growth areas***

In January 2018 the Subcommittee requested that the ratio of residents to jobs be reviewed to ensure that an appropriate mix be provided to ensure complete communities, including land uses providing for an appropriate range of employment and commercial uses.

Providing jobs is a key component of complete communities, and the historic planning work completed in the Palermo Village area north of Dundas Street has long contemplated a node that included employment opportunities.

The recent Employment and Commercial Review, completed as part of the town's ongoing Official Plan Review, identified that the town has a healthy supply of employment lands and that there is a need for commercial development in the northwest area of the town. The review also included policy direction indicating that as part of an area-specific study for nodes and corridors (e.g. Palermo Village) it should examine how major office uses can be secured in a mixed use context to

encourage vibrant and pedestrian oriented areas that are transit-supportive.

The findings of the Employment and Commercial Review were considered as part of OPA 26 to the Livable Oakville Plan (adopted by Council and awaiting approval by Halton Region). The adopted OPA expanded permissions for major office uses in the Urban Core and Urban Centre land use designations, which are found in the town's growth areas including Palermo Village (south of Dundas Street). Furthermore, OPA 26 directed major office buildings to areas with planned frequent transit service, which includes Palermo Village given the planned transit terminal at the crossroads of two Regional Transit Priority Corridors.

When considering the permitted uses of lands south of Dundas Street (OPA 26), these permissions should also extend north of Dundas Street in order to create a true centre.

Staff continue to explore policy mechanisms that would require employment uses as part of a mixed use development.

***Direction 23: Explore opportunities to bring together policies from the Livable Oakville Plan and the North Oakville East or West Secondary Plans, where applicable***

The town's adopted urban structure (OPA 15, OPA 317, and OPA 318) was the first step to bring together the Livable Oakville Plan and the North Oakville Secondary Plans. It provides the comprehensive foundation on which to bring the plans together under one town-wide policy framework. OPA 15 is currently under appeal at the LPAT.

At this time, there are also appeals to the LPAT for the Palermo Village lands regarding the North Oakville West Secondary Plan (OPA 289), Palermo Village North Urban Core Area (OPA 306), and appeals to



Halton Region's Official Plan (ROPA 38). These appeals significantly complicate the ability to bring together the policy frameworks for the Livable Oakville Plan and the North Oakville West Secondary Plans at this time.

Given this, staff are of the opinion that two separate official plan amendments should be brought forward pertaining to:

1. the lands within the Livable Oakville Plan; and,
2. the lands within the North Oakville West Secondary Plan.

Notwithstanding this approach, it does not negate the intent or goal for the Livable Oakville Plan and the North Oakville Secondary Plans to be brought together into one Official Plan document. Given this, policy language developed for each amendment should be consistent to the extent possible to assist in future policy consolidation, as appropriate.

## Other Considerations

### *Transit-Supportive Densities*

Palermo Village is identified as a proposed Regional Transit Node within Halton Region's Mobility Management Strategy and in the town's urban structure (Appendix A – OPA 15). Palermo is located at the intersection of Dundas Street West and Bronte Road, which are both identified as Major Transportation Corridors and Regional Transit Priority Corridors in the Regional Mobility Management Strategy and the town's urban structure.

Palermo Village is planned to be transit-supportive, and a transit terminal is anticipated to be built, north of Dundas Street, which will connect multiple bus routes and services.

The Metrolinx 2041 Regional Transportation Plan (RTP) provides the long-term transportation vision for the GTHA. The RTP supports (and goes beyond) the provincial Growth Plan. It identifies Dundas Street West as a "project in development" for Bus Rapid Transit (BRT) from Bronte Road in the west to Kipling Subway Station in the east. Notwithstanding plans for BRT, "priority bus" service may be considered for the western segment of Dundas Street West (including within Palermo Village) rather than BRT.

The Ministry of Transportation's Transit-Supportive Guidelines identify suggested minimum densities that would support transit service types. Two transit service types may fit the context of the what is planned for Palermo Village:

#### Very Frequent Bus Service

One bus every 5 minutes with potential for LRT or BRT

- 45 units per hectare / 100 residents and jobs combined

#### Dedicated Rapid Transit

Light Rail Transit / Bus Rapid Transit)

- 72 units per hectare / 160 residents and jobs combined

For comparison, a minimum density of 160 residents and jobs combined aligns with the 2019 Growth Plan for major transit station areas located on priority transit corridors that are served by BRT. Also for comparison, the Livable Oakville Plan's residential land use designations provide the following density ranges:

- Medium Density Residential: 30 – 50 units per site hectare (e.g. townhouse units)
- High Density Residential: 51-185 units per site hectare (e.g. apartment units)

Given this, it is anticipated that a range of residential dwelling types could be accommodated within the Palermo Village land use concept, with a focus on the provision of medium and high density uses, which would achieve transit-supportive densities.

The Transit-Supportive Guidelines assumes residential dwelling units are 2.2 persons per unit (PPU). Also, according to the 2016 Census, the average household size in Oakville in apartment units is 1.7 PPU, and in townhouse units is 2.7 PPU. This also equates to an average of 2.2 PPU.

As such, a rate of 2.2 PPU has informed the general land use concept.

As indicated in this report, a land use concept is being developed for north of Dundas Street. The concept area is approximately 39 ha in size, when accounting for the removal of roads. Using the suggested minimum densities by transit service type, including a 2.2 PPU, the necessary amount of residential dwelling units and resulting population is found:

*Very Frequent Bus Service (Potential for BRT)*

- 1,755 dwelling units (39 ha x 45 uph)
- 3,861 residents (1,755 units x 2.2 PPU)

*Dedicated Rapid Transit (BRT provided)*

- 2,808 dwelling units (39 ha x 72 uph)
- 6,178 residents (2,808 units x 2.2 PPU)

Considering the high potential for bus rapid transit, the future location of the Palermo transit terminal, and that Palermo Village is identified as a proposed Regional Transit Node at the intersection of two Regional Transit Priority Corridors, staff have used the higher rate for consideration within the land use concept.

## Parkland

Parkland is a vital component of complete communities and is a cornerstone of providing opportunities to live, work and 'play'. However, parkland needs within an urban setting, rather than a suburban area, require different considerations to ensure a balance of objectives are achieved. Key considerations in concept development included:

- What amount of 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?

The NOWSP states that the town will endeavor, throughout North Oakville, to provide 2.2 hectares of parkland per 1,000 persons. The *Planning Act* also has parkland dedication rates, alternative rates, and options for cash-in-lieu of parkland. When calculating parkland dedication for the 39 ha concept area, at transit-supportive densities for the residential component (6,178 residents), the following is found:

Rate	Land Amount
At 2.2 ha / 1,000 people (NOWSP)	<b>13.6 ha</b>
At 5% of land ( <i>Planning Act</i> )	<b>1.95 ha</b>
1 ha / 300 units ( <i>Planning Act</i> – alternative rate)	<b>9.36 ha</b>
Cash-in-lieu rate equivalent to 1 ha / 500 units ( <i>Planning Act</i> – alternative rate)	<b>dollar value</b>

Given the size of the concept area, the NOWSPs desired parkland rate would require approximately 35% 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.

Although the NOWSPs desired parkland rate is generally unattainable within the context of Palermo Village, staff note that Palermo Village is strategically situated within a vast Natural Heritage System, including the Glenorchy Conservation Area. These lands will provided large-scale passive recreational opportunities in close proximity, and 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.

Through the option development process and balancing the objectives and land needs for the node, staff have put forward a parkland rate of approximately three hectares. This is in addition to the other public lands needed. This is considered a practical, appropriate, and workable solution to the provision of parkland. Parkland is discussed in greater detail as part of the preliminary land use later in this report.

Notwithstanding the parkland dedication considerations in this report, since the time the land use concept was developed, the Province has put forward Bill 108 which proposed changes to the *Planning Act*. Bill 108 drastically alters the parkland dedication framework. It is unknown at this time if this will have impacts on the provision of parkland in Palermo Village and the lands currently under appeal.



### ***Servicing – Water and Wastewater***

Halton Region is responsible for the planning, construction and maintenance of water and wastewater infrastructure. There are currently no urban services (water and wastewater) available to the Palermo area north of Dundas Street. This review will assist to put in place a land use planning framework for the lands. From that, necessary technical studies to determine the need for servicing, including the requirements for landowners/developers to subscribe to the Halton Region Allocation program, will become more clear.

### ***Stormwater Management Facility***

The NOWSP (Appendix 8.3 of the NOWSP) identifies a stormwater management facility within the Palermo north area. Although the final location is to be determined, the master plan shows the facility adjacent to the natural heritage system on the west edge of the Palermo north area. As such, a stormwater management facility will be considered in this location as part of land use concept development.

Existing stormwater management facilities in North Oakville should be used to approximate potential land need requirements.

### ***Road Network and Connections***

The road network established in the NOWSP provides for:

- the western extension of William Halton Parkway;
- the northern extension of Valleyridge Drive; and,
- a new east-west road immediately north of the proposed growth area boundary extending west from Bronte Road.

Comments provided from the Ministry of Environment as part of the development application west of Palermo north (3269 and 3271 Dundas Street West, Quadreal Property Group, Employment Plan of Subdivision – under appeal); indicate that the east-west road immediately north of the proposed growth area boundary may not be permitted to extend over the 14 Mile Creek (further west). This is due to habitat protection measures (Redside Dace). Given this, a road network must be contemplated which can function with or without this proposed road connection crossing 14 Mile Creek.

Through a preliminary community design analysis, it was concluded that the block that would be created by Dundas Street West, Bronte Road, and the future extensions of William Halton Parkway and Valleyridge Drive is too large. To ensure better connectivity, a new east-west public road should divide this block to better realize development potential and provide access.

Additional local roads will also need to be considered, and could be contemplated through future plans of subdivision.

There is a large network of Regional Roads in Palermo north of Dundas Street including Bronte Road, Dundas Street, and William Halton Parkway (east of Bronte Road). The regional road network creates significant barriers for access and egress to and from local roads. Concerns remain about how the local road network may function, and development coordinated, without cooperation from Halton Region permitting access to/from the Regional Road network.

## Inter-departmental Working Group

Once the majority of land use concept inputs were identified, planning staff (Policy and Urban Design) developed draft land use concept options for discussion purposes.

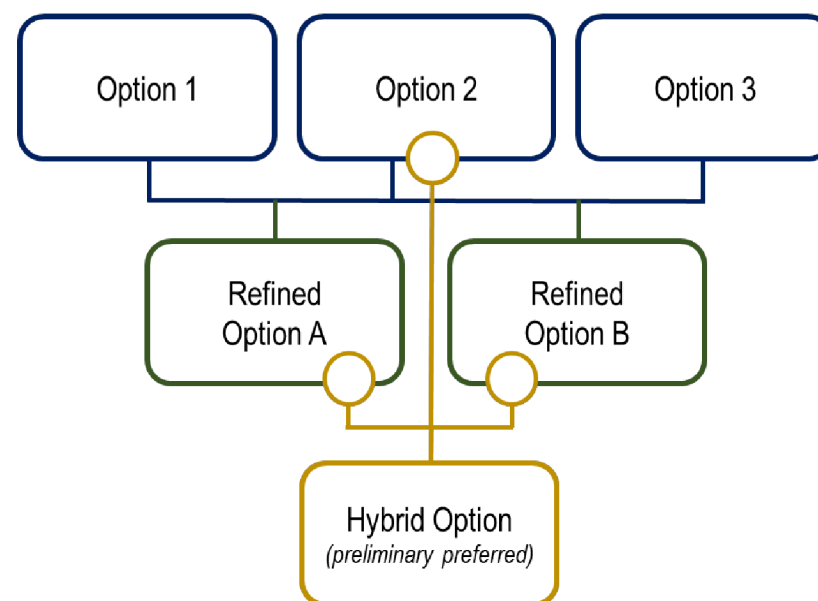
Given the numerous public land needs identified for Palermo Village north of Dundas Street, an inter-departmental working group was convened to discuss and assess land use concept options. The purpose of convening a working group was to present preliminary land use options, confirm public land needs and inputs, coordinate desired outcomes, and refine the options moving forward. The inter-departmental working group included representation from:

- Planning Services
- Oakville Transit
- Engineering and Construction
- Parks and Open Space
- Recreation and Culture
- Oakville Public Library

Seven meetings between policy and urban design staff, and three inter-departmental working group meetings were held between June 2018 to February 2019 to develop the preliminary preferred land use concept.

Three options were initially developed for discussion purposes. The three options were refined down to two with input from the working group. During these discussions, the location of the transit terminal was a predominant factor having a large impact on option development. Further discussions were held on the refined options and a preferred “hybrid” concept option was created using the desirable components of all previous options. A process diagram is provided to the right.

This process was a key driver in the creation of the preliminary land use concept.



*Image: Land use concepts - options development process*

## LAND USE CONCEPT

The preliminary land use concept presented in this section is the result of a multi-pronged review including inputs from:

- the history of land use planning for a node at Palermo;
- the existing policy context;
- public engagement;
- a SWOT analysis;
- master plans review;
- development activity review;
- preliminary directions;
- the inter-department working group; and,
- other considerations.

As described throughout this report, there are contrasting realities between the lands on the north and south sides of Dundas Street. Given development on the south side of Dundas Street is largely occurring in accordance with the Livable Oakville Plan, extensive changes to the land use framework and permissions are not anticipated. As such, the land use concept in this section focuses on the lands north of Dundas Street in order to advance the planning framework for this area.

## Palermo Village – South

The development vision and policies established for the Palermo Village Growth Area in the Livable Oakville Plan, south of Dundas Street, are generally being realized through the ongoing development of the area. Broad changes to the development concept, land use framework and land use permissions are not anticipated. However, some policy changes may still be considered including, for example, changes that may strengthen existing concepts or policies, or in response to policy conformity matters.

One opportunity identified to date includes a map change which would seek to extend a proposed public street network (Schedule N – Palermo Village Land Use, Livable Oakville Plan). This includes extending Baronwood Drive northward to meet Greenwich Drive, and extending Greenwich Drive westward to meet Old Bronte Road (as depicted to the right). This road network would assist in:

- creating more viable development/property parcels,
- creating better access/egress opportunities for private driveways from side streets (rather than directly on Old Bronte Road);
- providing opportunities for appropriate transitions to adjacent existing development; and,
- creating an expanded public street network, which is generally lacking within the area.

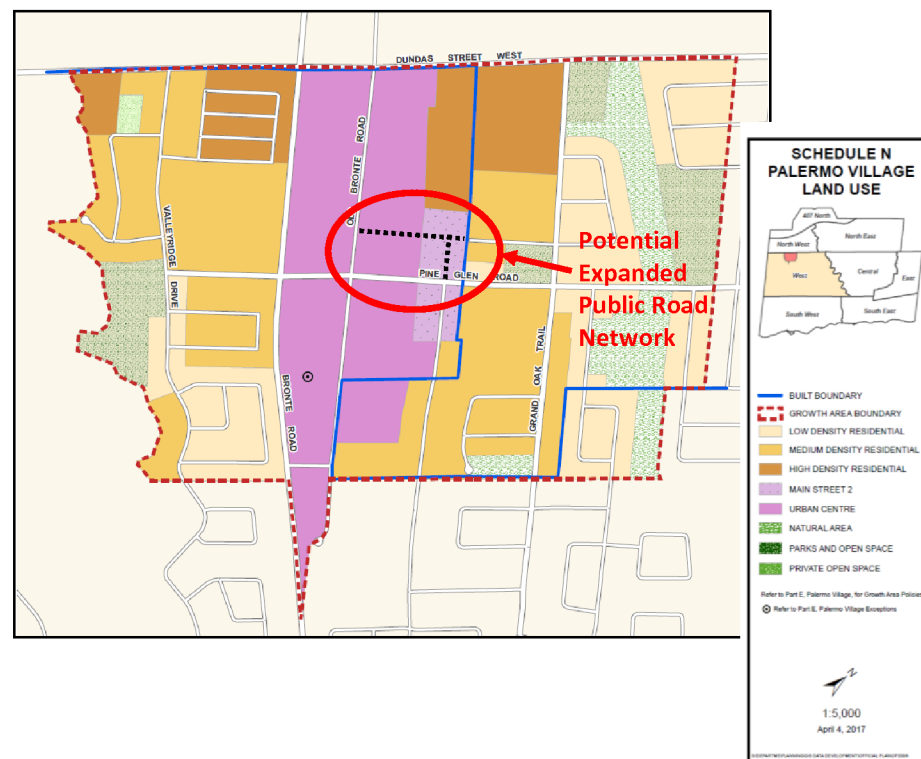


Image: Livable Oakville Plan: Schedule N - Palermo Village Land Use



## Palermo Village – North

The following section provides a description of the Palermo Village North (i.e. north of Dundas Street) land use concept, broken down by topic area. A full-page image of the preliminary land use concept for Palermo Village North, as well as a Demonstration Plan of the proposed mixed-use area, is provided on the next pages.

### ***Growth and Development Concept – Overview***

Long envisioned as a node for the concentration of employment and residential development, Palermo Village – North will develop into a high density, transit support, mixed use node, and complete community. Opportunities to live, work and play will be realized through the development of employment uses, a range and mix of housing types, a concentration of commercial activity – including a grocery store and main street area, community spaces including parks and recreational facilities, and open space uses and trail linkages.

Development will be focused along two regional transit priority corridors. A challenge to overcome will be how access is granted to and from Region Roads given the town does not have jurisdiction over these roadways.

Development will integrate and provide east access to a new Palermo transit terminal. The transit terminal will provide key connections to the transit and transportation network, including GO transit services, and linkages to the broader community and adjacent municipalities.

Providing pedestrian facilities and ensuring walkability is a central part of development-related decision-making will be critical to the success of Palermo Village – North.

### ***Growth Area Boundary***

The growth area boundary includes the Special Study Area / OPA 306 lands (i.e. lands east of Bronte Road) 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 (NHS) boundaries within the North Oakville West Secondary Plan. Using the NHS to delineate the boundary is applicable and appropriate given it:

- represents a change in land use;
- demarcates natural barriers/environmental features;
- focuses the node toward the intersection of Bronte Road and Dundas Street;
- 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 separation distance from the planned Employment Areas further west and north.



Image: Preliminary Land Use Concept – Palermo Village North



Image: Palermo Village North – Mixed-Use Area Demonstration Plan

## Land Uses

The land use concept provides a range of land uses. The following permitted uses are currently envisioned:

<u>Mixed-Use</u>	<p>A range of permitted uses including:</p> <ul style="list-style-type: none"> <li>• employment uses (e.g. office uses and buildings)</li> <li>• high density residential uses (e.g. apartments, limited stacked townhouses)</li> <li>• commercial uses (e.g. service commercial, grocery store)</li> <li>• community uses (e.g. community centre, library)</li> <li>• transit terminal</li> </ul>
<u>Commercial</u>	Small-scale commercial use given the size of the property parcel – may permit a service station, however auto related uses should generally not be permitted
<u>Residential</u>	<p>(medium to high) – Multiple attached dwellings (e.g. stacked townhouse dwellings) and apartments</p> <p>(low to medium) – Detached, semi-detached, and multiple attached dwellings (e.g. townhouses)</p>
<u>NHS</u>	The natural heritage system (NHS) reflects the existing NHS within the NOWSP and permits passive recreation
<u>Park</u>	Active or passive recreational uses
<u>Employment</u>	The employment land use is north of the NHS linkage, and outside of the Palermo Village North area
<u>Storm Pond</u>	Stormwater management facilities and trails

## Configuration of Uses

### Mixed-Use Area – East of Bronte Road

Old Bronte Road will continue to be the focus for the creation of a main street area, as envisioned in OPA 306 and the Bronte Road / Khalsa Gate Streetscape Plan. Non-residential uses are to be provided on the ground floor facing Old Bronte Road. The integration of heritage resources, as envisioned in OPA 306, will continue to be pursued. Urban squares (park) and are to be integrated along the streetscape.

### Mixed-Use Area – West of Bronte Road

On the lands nearest Dundas Street, high density mixed use buildings are envisioned including a core concentration of commercial uses for the community (and surrounding area), including a grocery store. A transit terminal will also be incorporated providing connectivity with the future priority bus and/or BRT service. Stand-alone offices and major offices would be permitted.

The lands south of the extension of William Halton Parkway and north of the proposed east-west road, will be the focus for a community hub including park spaces, community centre and library facilities. These are envisioned to be incorporated into private mixed-use developments, which may include high-density residential buildings or office buildings. Service commercial uses are envisioned to be provided but not at the scale of commercial uses along Dundas Street.

### Residential Area - North of William Halton Parkway (and its extension)

Higher density residential uses will be oriented to Bronte Road and William Halton Parkway to frame the street edge of the higher order road classifications. Residential uses will be provided at transit-supportive densities. A park will be provided in this area with linkage into a broader NHS trail system.



### ***Compatibility***

The land use concept ensures compatible development, reflecting the community structure on the south side of Dundas Street. Higher density mixed use areas are provided and centralized south of William Halton Parkway toward the intersection of Bronte Road and Dundas Street, with a transition of high density residential uses to lower density uses.

The Natural Heritage System buffers and provides separation distance between Palermo Village and the employment areas to the north and west.

### ***Density and Building Heights***

The land use concept will provide transit-supportive densities. Although further testing is needed, the examination of development south of Dundas Street within the Urban Core designation (permitted building heights of 8 storeys and 10 storeys at corner location), indicates that transit-supportive densities commensurate with the transit services types planned for Palermo Village are being provided (as per the Province's Transit-Supportive Guidelines). The Council adopted building heights and densities for the Palermo Village North Urban Core Area (OPA 306) will be used as a starting point for consideration within the mixed use areas proposed. This included:

- minimum density – 0.5 FSI
- maximum density – 4.0 FSI
- residential density range of 100-185 units per site hectare;
- minimum heights: 2 storeys for commercial building, and 3 storeys for other development
- maximum heights: 8 storeys, and 10 storeys for corner sites

### ***Landmarks***

The Glenorchy Conservation Area will become a distinct landmark in close proximity to Palermo Village. Relationships between Palermo Village and the Glenorchy lands should be leveraged where possible, including pedestrian connections.

The community centre and library will become landmarks in this community, and are anchored at the centre of the Palermo Village North area, and with access to public roads.

The Palermo transit terminal will also become a landmark in this community; assisting the travelling public to and from their destinations. Land uses which provide user amenities in close proximity to this important transit terminal for northwest Oakville are considered.

### ***Gateways***

Gateways provide for prominent entry points into Palermo Village. The remnant triangular parcel created by the Bronte Road realignment and Old Bronte Road, north of William Halton Parkway, may provide an opportunity for gateway features within the public right of way.

### ***Conservation and Enhancement***

The Palermo Village North land use concept:

- respects the planned NHS for the NOWSP;
- provides opportunities to enhance the NHS with connections to parks and other open spaces uses which provide opportunities for trail connections and views/vistas to the open space system.

Strategies to leverage future development to assist in the implementation of the Glenorchy Conservation Area Master Plan could also be explored, where practical and feasible.

### ***Park Facilities – Urban Square, Village Square, and Park***

Three parks are provided within the land use concept, comprising approximately 3 hectares of land. Parks spaces have been distributed throughout the land use concept to enhance walkability from surrounding residential uses, and to reduce the need for residents to have to walk across large arterial roads. Parks are currently envisioned as follows:

#### ***Urban Square – Old Bronte Road***

- Approximately 0.3 hectares in size;
- Designed and programmed to complement to 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 residential neighbourhood and its users

#### ***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 NHS system

- Designed and programmed to be commensurate with user needs and in consideration of the community centre and library

### ***Placemaking – Public Realm and Streetscapes***

Creative placemaking opportunities could be explored around the community node created by the community centre, library and park. This may include enhanced public realm treatments to the streetscape and roadway, such as curbless/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.

The streetscaping contemplated in the Old Bronte Road /Khalsa Gate Streetscape Plan will be maintained and realized as development occurs.



*Image: Example of a curbless / flexible street in Toronto contributing to a unique and distinct neighbourhood identity*

### ***Transportation and Transit***

The land use concept contemplates and provides for the necessary transit improvements, including the Palermo transit terminal. Transit oriented development will be promoted and encouraged.

### ***Parking***

As with the town's other growth areas, parking should primarily be provided underground or in structures for high density uses, including residential, commercial and employment parking needs within mixed use areas. However, the land use concept considers some surface parking areas for the community centre and library, as well as other visitor parking areas. A parking area (structure) is also contemplated for the concentration of commercial uses located at the northwest corner of Bronte Road and Dundas Street.

In early 2019, Council identified the need for a town-wide Parking Management Strategy. The strategy is to include a North Oakville Assessment and Parking Standards component, among other matters. This review may assist in further understanding the evolving parking requirements and needs for Palermo Village. More study is required to determine appropriate minimum parking standards for residential, commercial and employment uses in the area if they are to be different from those prescribed in the zoning by-law today for urban core areas / growth areas.

### ***Road Network***

The road network reflects the roads within the NOWSP. The road network has been arranged to contemplate the potential future westerly extension of the most northern east-west road, should that road be permitted to cross 14 Mile Creek to the west of Palermo Village.

The most northern east-west road maintains its access to Bronte Road north of the NHS system. This is considered important given this road will also service future employment lands to the north, which are likely to include higher volumes of truck traffic. Having this road north of the NHS would provide a separation from the residential uses, south of the NHS.

The extension of Valleyridge Drive north of Dundas Street provides a single loaded road to maximize views into the natural heritage system.

Local roads are not shown on the land use concept, but will be required and identified as part of future plans of subdivision.

Bronte Road and Dundas Street are Regional Roads. Access and egress to these streets will be limited, if permitted at all. Access and Egress to William Halton Parkway, west of Bronte Road, should also be limited or consolidated where possible.

## CONCLUSION & NEXT STEPS

This report, and the preliminary land use concept, will be used as the basis for ongoing discussions about the planning framework and official plan policies for Palermo Village.

Staff intend to present the preliminary land use concept to the public for review and feedback as soon as possible. Staff will then prepare draft policy changes based on the preliminary land use concept, feedback received, and policy conformity matters.

The inter-departmental working group will also be reconvened to review the draft policy changes before they are presented.

### ***Land Use Concept - Refinement***

The draft land use concept remains high level and additional details will be explored as part of the policy development phase, as applicable. This may include items such as:

- capturing permitted uses;
- assessing building heights and densities;
- understanding the potential local street network;
- more clearly understanding and confirming land need requirements for public facilities including the transit terminal, community centre, library, parkland, and stormwater management facility; and,
- confirming the land use concept with Halton Region.

Other details may be necessary, including additional studies, as part of staff's recommendation on future policies and/or policy amendments. This may include:

- coordination with Halton Region's Official Plan Review and Municipal Comprehensive Review (MCR) process;
- Urban Design Direction;
- Transportation Impact Assessment; and,
- Strategic Plans for the broader NOWSP including a trails strategy, and parks facilities distribution strategy.

### ***Implementation***

To implement this plan and realize development, the following implementation items are necessary:

#### ***1) Resolve Appeals before the LPAT (OMB)***

The very nature of completing this study will provide a further opportunity to realize and enable development and redevelopment to take place. It is the desired outcome of this review to recommend an official plan amendment and/or policies to assist in resolving the ongoing appeals at the LPAT (formerly OMB) in regard to the town's North Oakville West Secondary Plan (OPA 289), Palermo Village North Urban Core Area (OPA 306), and appeals to Halton Region's Official Plan (ROPA 38).

#### ***2) Develop an Area Servicing Plan and Provide Services***

An Area Servicing Plan, or update thereto, is needed for the lands to assess how the area will be serviced with water and wastewater. Coordination with Halton Region is required for Palermo and the lands west of Bronte Road.



3) *Create Landowners Group / Cost Sharing Agreement*

One of the key strategies established in the North Oakville East Secondary Plan is the requirement for landowners to participate in a landowners' cost sharing agreement to ensure the logical extension of roads and services and the equitable distribution of costs. This provides the ability to appropriately and efficiently service the overall area. This practice could be extended to the landowners within the Palermo Village area.

4) *Enter Regional Allocation Program (Regional Servicing)*

Private landowners who wish to develop their properties may be required to subscribe to the regional allocation program to front-end the necessary costs and phasing of servicing their lands. It is staffs' understanding that servicing for this area is not currently within the Region's 10-year capital program. Notwithstanding the foregoing, the Region provides servicing to Employment Areas. As such, this may have coordination/phasing impacts with Palermo Village.

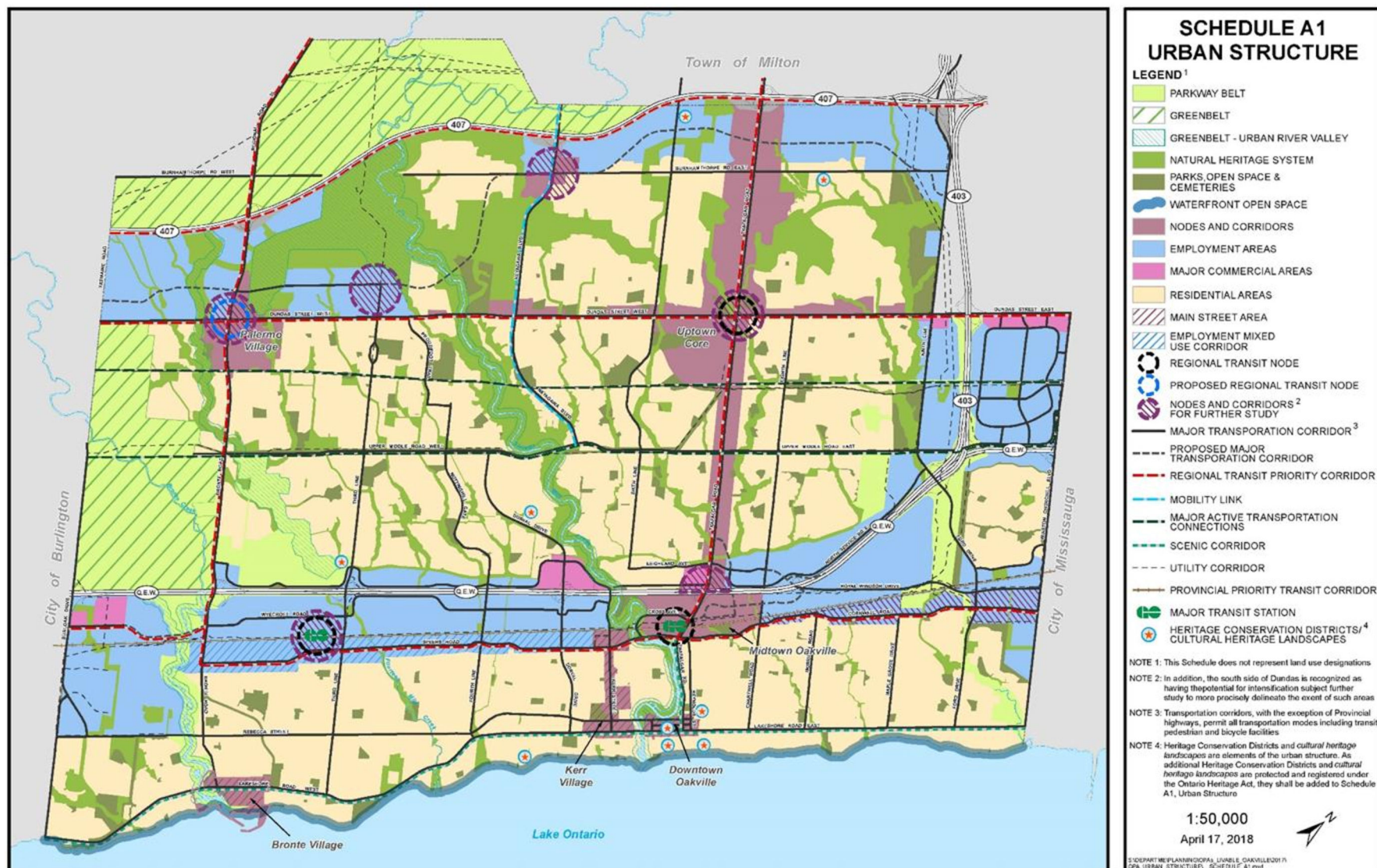
5) *Complete EIR/FSS*

An Environmental Impact Report / Functional Servicing Study (EIR/FSS), or updates thereto, is required and may be a component of work carried out and coordinated by the landowners group.

6) *Land Acquisition Strategy*

A land acquisition strategy will be advantageous to confirm the location and land needs for public service facilities (i.e., transit terminal, parkland, community centre, and library) including the strategy to acquire these lands.

## Appendix A – Urban Structure



## Appendix B – Planning History

This section chronicles the planning work undertaken for Palermo Village and the surrounding area, which has influenced and impacted planning in Palermo. Planning for Palermo Village dates back more than twenty-six years. Since 1993, the town has planned for Palermo Village to become a major transit node with a concentration of high intensity land uses.

### Palermo Village Transit Node Special Study Area (1993)

Official Plan Amendment 77 and 78 to the town's 1984 Official Plan established urban land use designations and policies for the lands between Upper Middle Road and Dundas Street, west of Fourth Line. They introduced the Palermo Major Transit Node Special Study Area at the intersection of Highways 5 and 25, now known as Regional Road 5 (Dundas Street) and Regional Road 25 (Bronte Road). The OPAs were approved in 1994. OPA 78 related to the West Oak Trails Employment Lands west of Bronte Road that never came to be. OPA 77 related to the West Oak Trails Community east of Bronte Road and included the following policies for the Palermo Major Transit Node Special Study Area:

#### Part E, Section 4.3 Palermo Major Transit Node Special Study Area

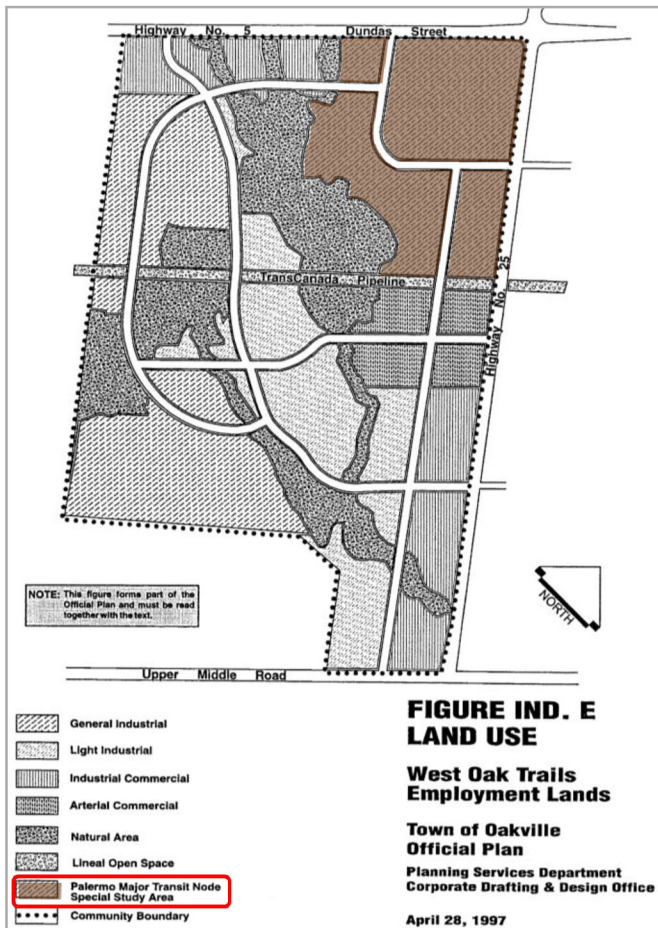
- a) The four corners at the intersection of Highway 5 and 25 are identified in the Halton Transit Opportunities Study as a major transit node. The Palermo Transit Node is located on a regional transit corridor and will function as a major transit interchange, providing both the origin and destination for a high proportion of transit trips in the Region.
- b) The node will cover approximately 365 hectares and will support a wide range of high-intensity land uses. It will be pedestrian oriented in its design. At this time, only that area south of Highway 5 is designated "Special Study Area – Palermo Transit Node".
- c) It is anticipated that the total residential population, to be distributed among the four corners, will total 20,000 - 25,000 persons. The employment population will total 20,000 - 25,000 persons. The total residential population for the area south of Highway 5 is anticipated to total 10,000 - 12,500 persons.
- d) A major node will provide important services with a regional catchment area (hospitals, higher educational facilities, regional shopping centres, etc.)
- e) The supply and mix of services within this node will be an important factor in defining the node as major and in determining its overall character. In order to establish the form and configuration of land uses which will support regional transit opportunities and initiatives, a detailed land use, urban design, market and transportation study will be completed by the Town prior to the development of this area.



OPAs 77 and 78 designated lands on either side of Bronte Road, south of Dundas Street, as part of the special study area (*Images 1 and 2*). At the time, the lands north of Dundas Street were still identified as an agricultural area.

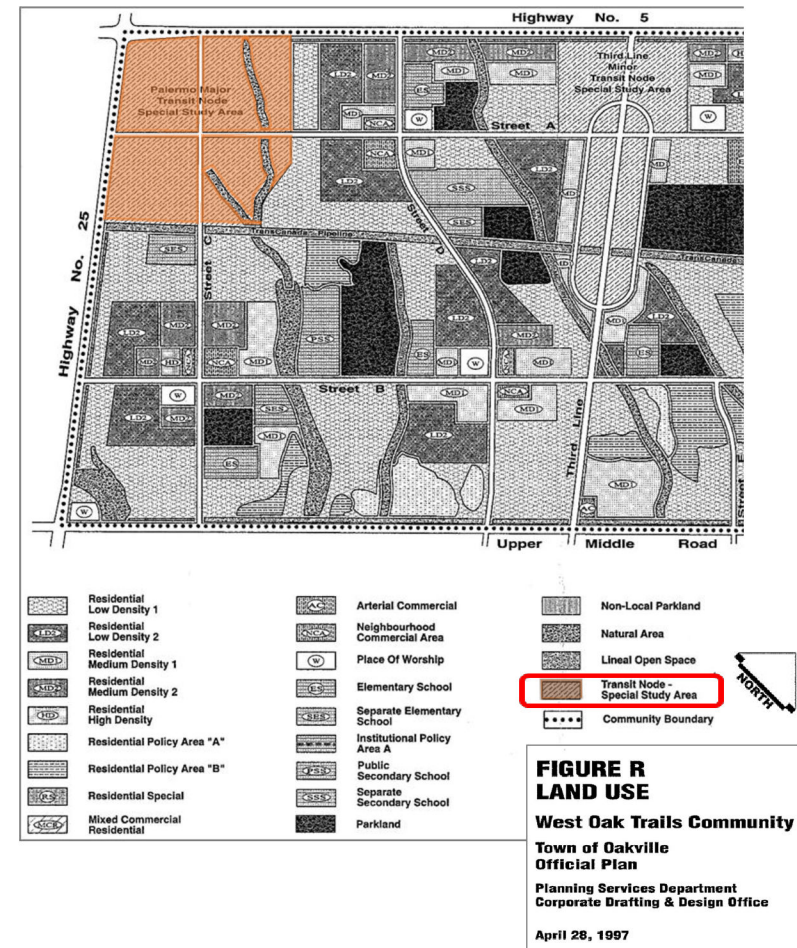
**Image 1: 1993 West Oak Trails Secondary Plan, West of Highway 25  
(OPA 78 to the 1984 Official Plan)**

**Figure Ind. E – Land Use, West Oak Trails Employment Lands**  
Adopted by Council November 29, 1993; Approved June 7, 1994  
(1997 OP map shown below)



**Image 2: 1993 West Oak Trails Secondary Plan, East of Highway 25  
(OPA 77 to the 1984 Official Plan)**

**Figure R – Land Use, West Oak Trails Community**  
Adopted by Council November 29, 1993; Approved May 2, 1994  
(1997 OP map excerpt shown below)





### Halton Region Urban Structure (1999)

In 1999 the Ontario Municipal Board approved Regional Official Plan Amendment Number 8 (ROPA 8). It designated the lands north of Dundas Street to the future Highway 407 in Oakville as urban in the Regional Official Plan.

### West Oak Trails Special Study Area (1999)

OPA 165 was adopted by Council in July 1999, and approved in December 2001. It was a general amendment to the town's 1984 Official Plan at the conclusion of a comprehensive Official Plan Review exercise. Among other things, OPA 165 deleted the West Oak Trails Employment Lands designations (**Image 1**) and associated policies, and instead identified the lands as "West Oak Trails Special Study Area". The new policies stated that:

"The West Oak Trails Special Study Area is bounded by Upper Middle Road on the south, Dundas Street on the north, Regional Road 25 on the east, and the Bronte Creek Provincial Park on the west.

- a) This area, save for those lands designated as the Palermo Transit Node Special Study Area, will be used primarily for residential uses.
- b) Other uses will include a limited amount of commercial, servicing primarily the local area, parks and natural areas and public uses.
- c) Detailed land use, environmental and transportation studies will be completed and an Official Plan adopted prior to the development of the West Oak Trails Special Study Area."

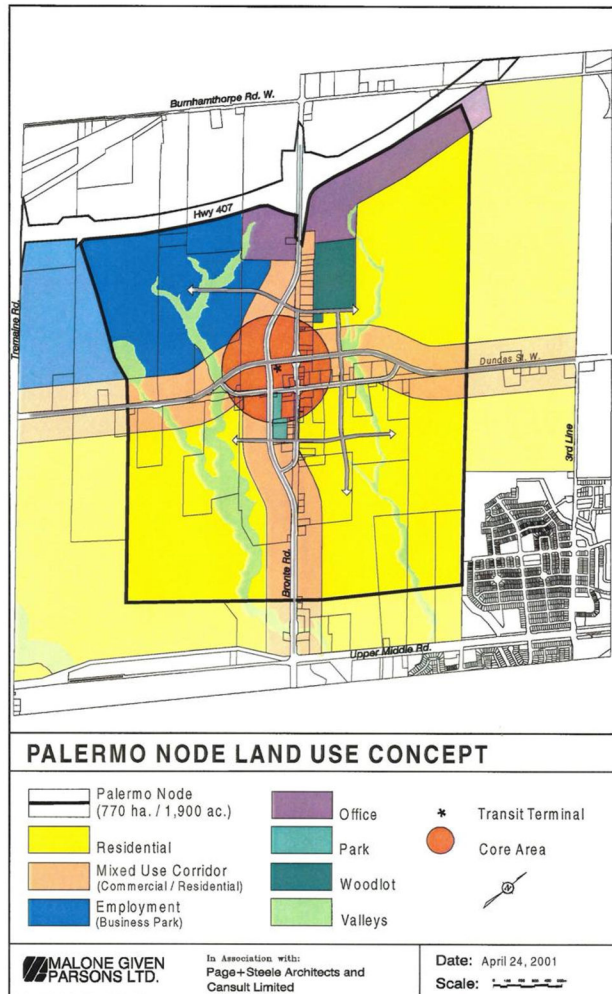
These changes set the stage for the creation of the Palermo West community west of Bronte Road between Upper Middle Road and Dundas Street.

### Palermo Area Land Use Study (2001)

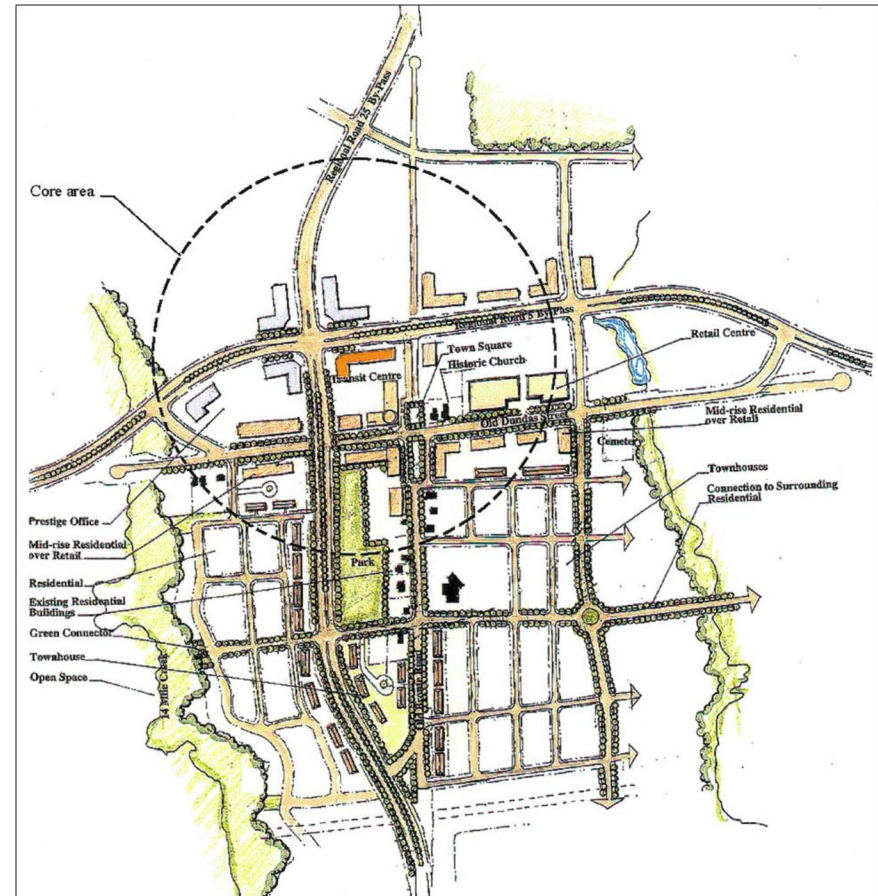
In October 2001, Council adopted the Palermo Area Land Use Study for discussion purposes only and forwarded it to Halton Region for information to be used in the completion of the Bronte Road Environmental Assessment. The study presented an ambitious land use concept for approximately 769 hectares (1,900 acres) surrounding the intersection of Bronte Road and Dundas Street (**Images 3 and 4**). It recommended a high density core area, medium density corridors extending out from the crossroads, and lower density quadrants.

The proposed mix of land uses would have accommodated approximately 24,000 residents, plus 14,000 jobs in 510,967 m<sup>2</sup> (5.5 million sq. ft.) of employment floor space and 176,515 m<sup>2</sup> (1.9 million sq. ft.) of office and retail space. The study also recommended that Dundas Street and Bronte Road (Regional Roads 5 and 25) be by-passed around the historic village centre.

**Image 3: 2001 Palermo Area Land Use Study, Land Use Concept**  
 Prepared by Malone Given Parsons Ltd. in association with  
 Page+Steele Architects and Cansult Limited  
 Adopted by Council October 15, 2001 "for discussion purposes only"



**Image 4: 2001 Palermo Area Land Use Study, Core Concept**  
 Prepared by Malone Given Parsons Ltd. in association with  
 Page+Steele Architects and Cansult Limited  
 Adopted by Council October 15, 2001 "for discussion purposes only"



### **West Oak Trails Special Study Area Development Applications (2001)**

The owners of the majority of lands in the West Oak Trails Special Study Area (i.e. lands bounded by Upper Middle Road on the south, Dundas Street on the north, Regional Road 25 on the east, and the Bronte Creek Provincial Park on the west) submitted planning applications proposing official plan amendments, zoning by-law amendments and draft plans of subdivision to create a new residential community. The owners appealed the town's refusal, or neglect to enact, the proposed official plan and zoning by-law amendments, as well as the town's failure to make a decision respecting the proposed draft plans of subdivision. The appeals were later consolidated by the Ontario Municipal Board.

*\* **Fun Fact:** The segment of Highway 407 through north Oakville opened in 2001.*

### **North Oakville (2002)**

In May 2002, Council adopted OPA 198 to the town's 1984 Official Plan to identify the lands between Dundas Street and Highway 407 as urban in conformity with the Regional Official Plan (ROPA 8). That decision was appealed by several parties to the OMB.

### **Bronte Road Environmental Assessment (2002)**

In October 2002, Halton Regional Council endorsed the Bronte Road (Regional Road 25) Environmental Study Report prepared by Marshall Macklin Monaghan for the portion of Bronte Road between the QEW and Highway 407. It recommended that Bronte Road be realigned approximately 130 m to the west of its original location between Westoak Trails Boulevard and Highway 407 (**Image 5**). The same report recommended that Dundas Street be widened and not realigned at Palermo.

### **Palermo West Secondary Plan (2002)**

With respect to the appeals of the "West Oak Trails Special Study Area" applications: In May 2002, the Ontario Municipal Board ordered that the town could consider the combined planning applications and hearing as representing the secondary planning process required for the Westoak Trails Special Study Area by policies in Halton's Regional Official Plan (ROP) and the Town's Official Plan.

In December 2002, the Ontario Municipal Board approved the Palermo West Secondary Plan (OPA 222 to the town's 1984 official plan), and associated zoning by-law amendments and draft plans of subdivision, to enable the creation of a residential community west of Bronte Road between Upper Middle Road and Dundas Street.

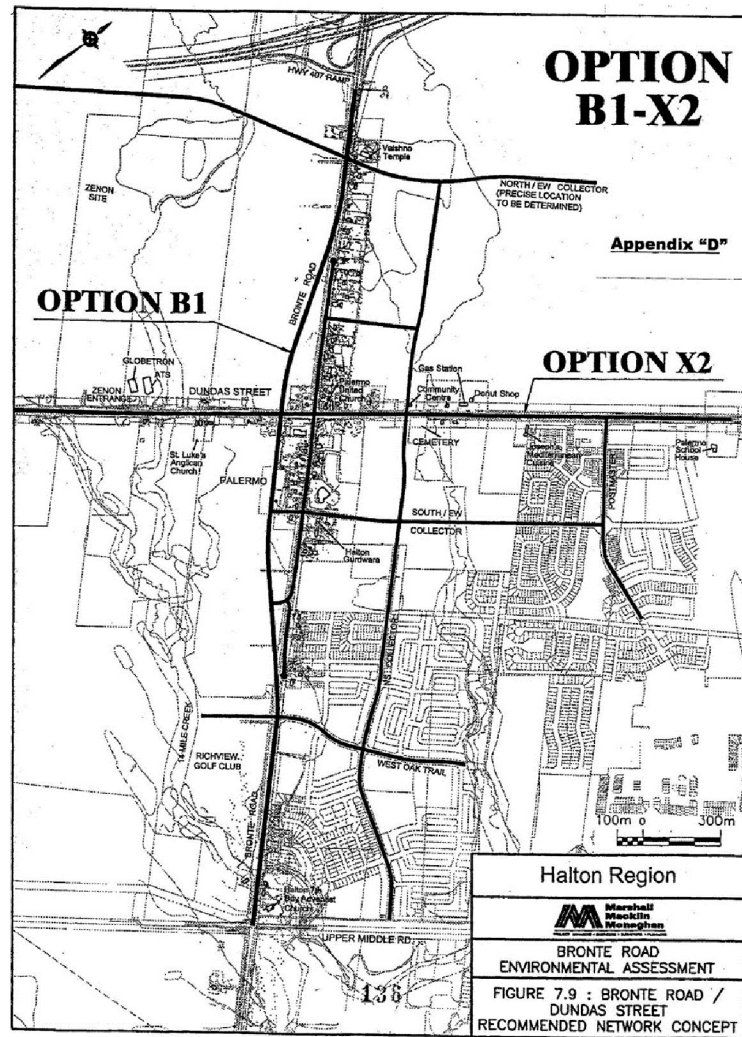
The secondary plan included lands within the Palermo Major Transit Node Special Study Area (**Image 6**), and the Board's decision required that the town update the Palermo Area Land Use Study (**Images 3 and 4**) by April 2003.

Land use planning for the southern and northern portions of Palermo Village proceeded separately from this point.



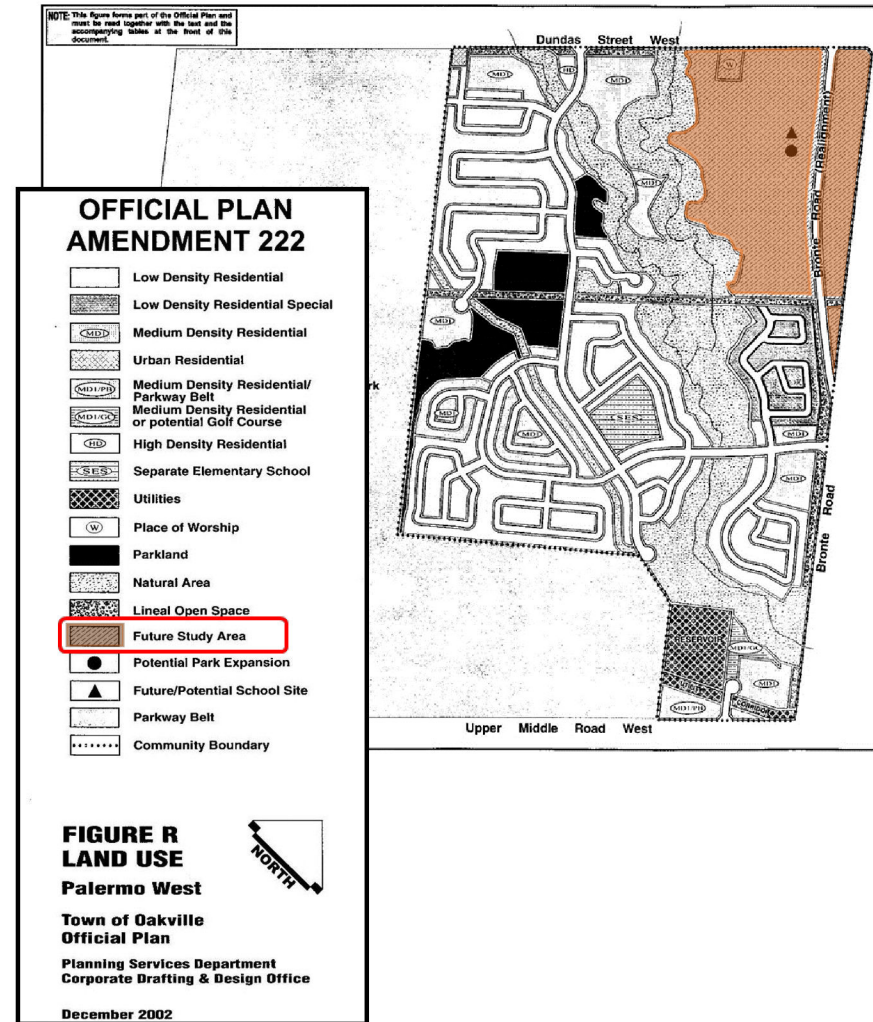
**Image 5: 2002 Bronte Road (Regional Road 25) Environmental Study, Recommended Network Concept**

*Prepared by Marshall Macklin Monaghan; Endorsed by Regional Council October 9, 2002*



**Image 6: 2002 Palermo West Secondary Plan (OPA 222 to the 1984 Official Plan), Figure R – Land Use, Palermo West**

*Approved by the Ontario Municipal Board December 10, 2002*





### Palermo Village Centre Land Use Study Update (2003)

In April 2003 Council endorsed the Palermo Village Centre Land Use Study Update (*Image 7*), which was limited to the lands on the south side of Dundas Street. Staff was also directed to implement the accompanying draft Palermo Village Centre Secondary Plan (*Image 8*) through an official plan amendment.

At the time, the lands on the north side of Dundas Street were subject to the appeals of OPA 198 (to the town's 1984 Official Plan), which proposed to incorporate the lands between Dundas Street and Highway 407 into the town's urban area.

### Palermo Village Centre Secondary Plan (2003)

OPA 228 to the town's 1984 Official Plan was adopted by Council in June 2003, and approved by the Ontario Municipal Board in July 2004. It established a land use framework for growth and development in Palermo Village, south of Dundas Street (*Image 9*). The area was planned to accommodate a minimum of 5,200 residents, and buildings up to 10 storeys in height were permitted along Old Bronte Road.

### North Oakville (2003)

In September 2003, after a lengthy planning and appeal process, the Ontario Municipal Board approved OPA 198 to the town's 1984 Official Plan. OPA 198 identified the lands north of Dundas Street and south of Highway 407 as urban, in conformity with Halton's Regional Official Plan.

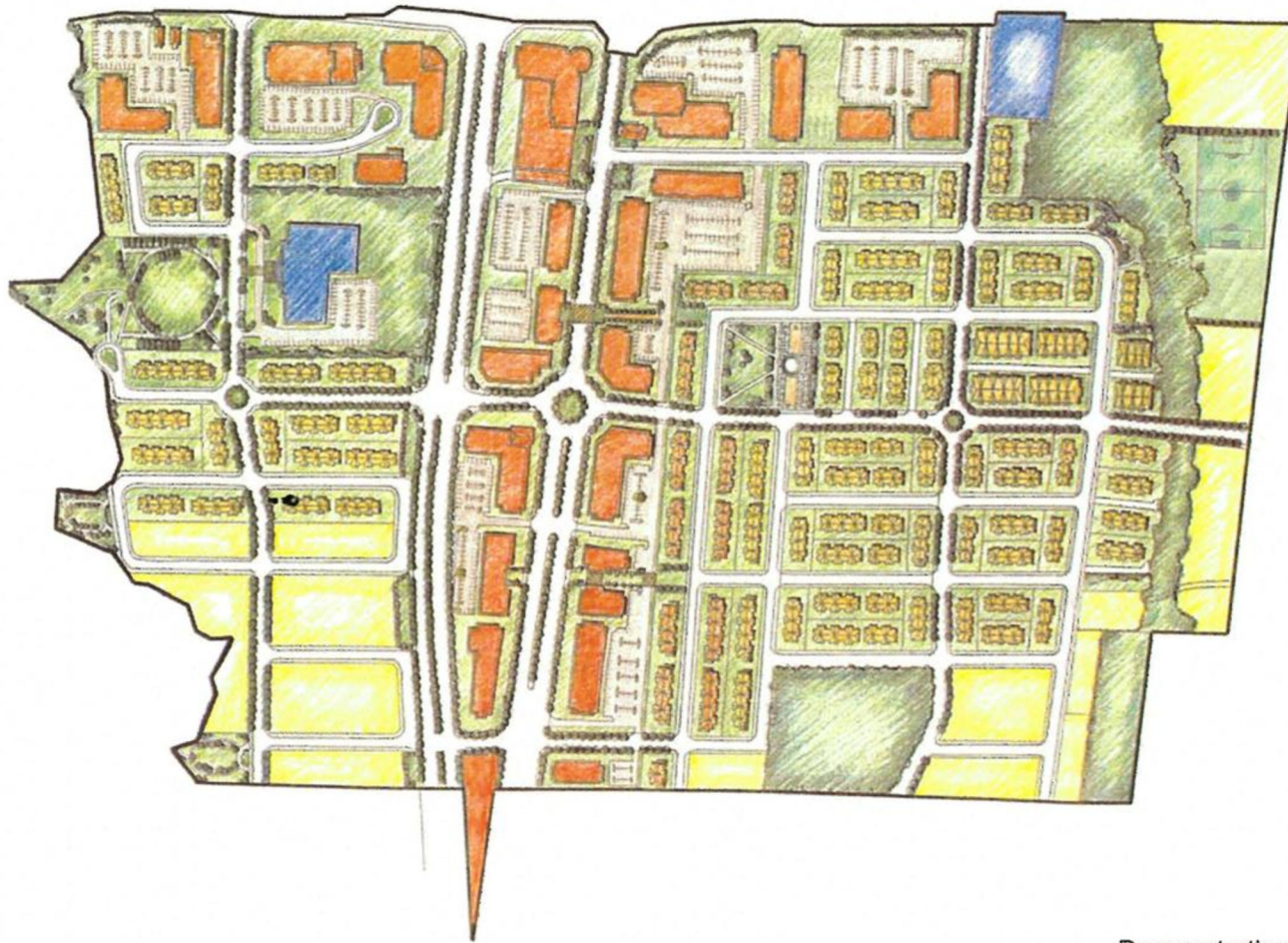
It updated the Town of Oakville Official Plan's natural features mapping based on the 1999/2000 North Oakville Natural Heritage Inventory and Analysis Study. It also identified the remaining lands for future residential communities (east of Sixteen Mile Creek) and industrial districts/employment lands (west of Sixteen Mile Creek and adjacent to Highway 407 east of the Creek) based on the 2000 North Oakville Strategic Land Use Options Study and the town's 1997 Economic Development Strategy.

Work on the North Oakville West Secondary Plan, pertaining to the lands north of Dundas Street, would get underway in the coming years.

**Image 7: 2003 Palermo Village Centre Land Use Study Update, Demonstration Plan**

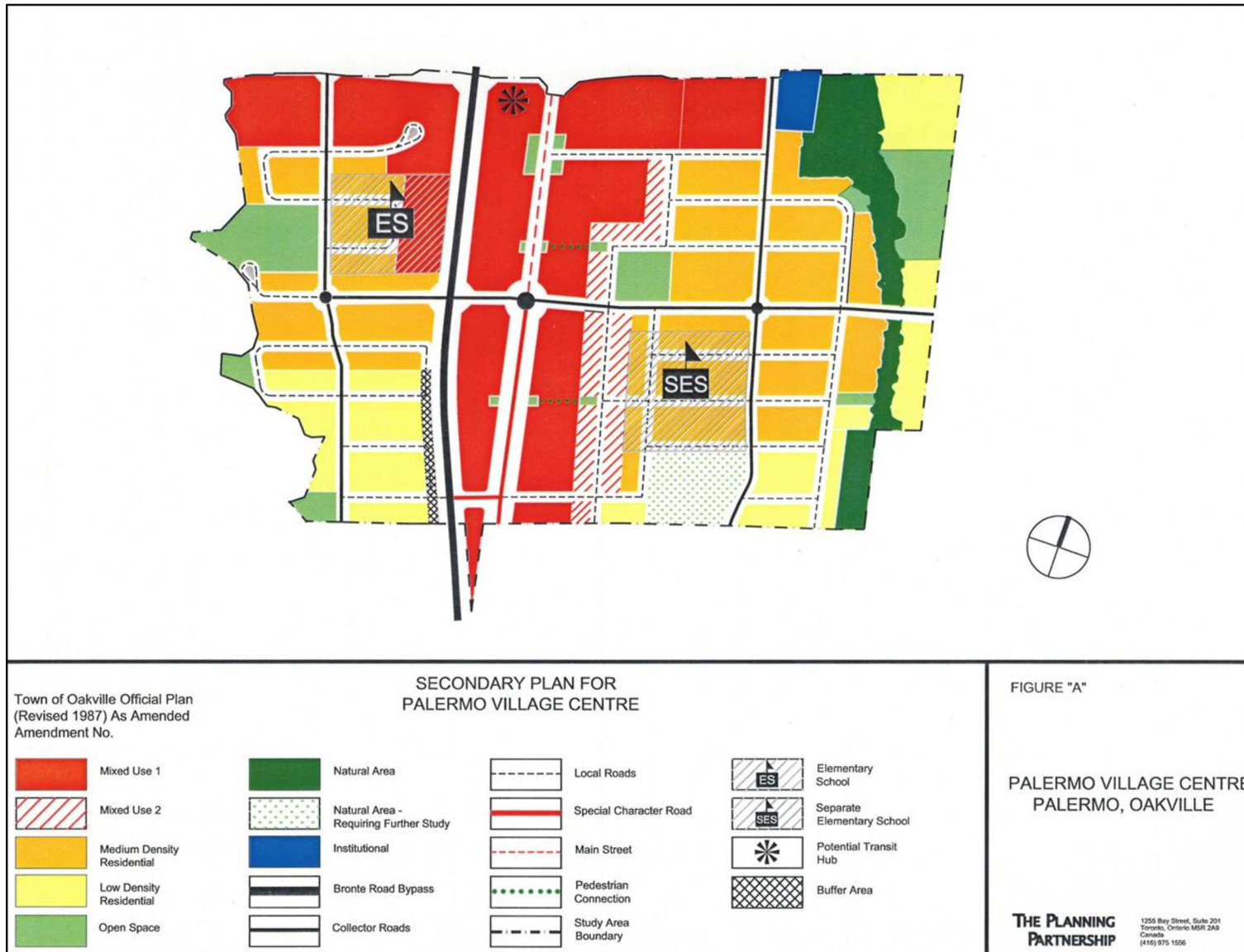
*Prepared by The Planning Partnership (with Cansult Limited); Endorsed by Council April 28, 2003*

The following Demonstration Plan illustrates one possible articulation of the the desirable built form and development pattern for the Palermo Village Centre. Density is focused on existing Bronte Road, and along Dundas Street. A full range and mix of commercial and residential land uses is anticipated.



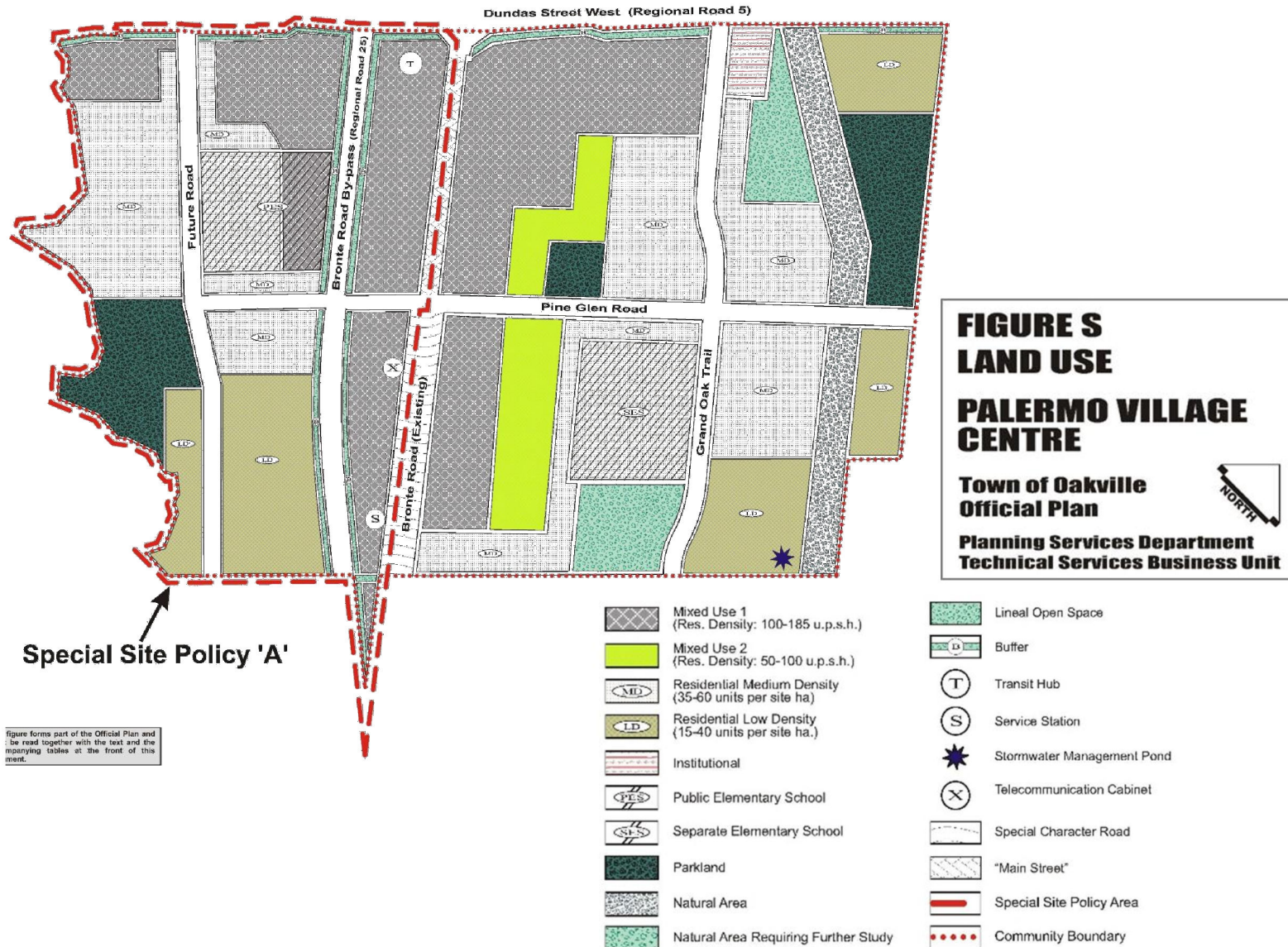
Demonstration Plan

**Image 8: 2003 Draft Palermo Village Centre Secondary Plan, Figure "A" – Land Use**  
 Prepared by The Planning Partnership with Cansult Limited; Endorsed by Council April 28, 2003





**Image 9: 2003 Palermo Village Centre Secondary Plan (OPA 228 to the 1984 Official Plan), Figure S – Land Use, Palermo Village Centre**  
*Adopted by Council June 23, 2003; Approved by the Ontario Municipal Board July 23, 2004*





### **North Oakville West Secondary Plan – OPA 289 (2009)**

The North Oakville West Secondary Plan (NOWSP), OPA 289 to the 1984 Official Plan, was adopted by Council in May 2009. A number of parties appealed OPA 289 to the Ontario Municipal Board. The appeals are not yet fully resolved, including the lands at the northwest quadrant of Bronte Road and Dundas Street.

The NOWSP plan predominantly called for the lands to become an employment district. It also identified lands on the north side of Dundas Street east of Bronte Road as a Special Study Area. The plan stated that:

#### **“8.6.4 SPECIAL STUDY AREA**

The Special Study Area designation reflects an area which is intended to develop as a mixed use area that is pedestrian and transit oriented. The area is subject to a special study to address its cultural heritage features and how these features can be integrated with the proposed new development. New development shall be limited to expansions of existing uses until this Plan is amended to incorporate detailed policy direction for lands in the Special Study Area.”

The NOWSP set out the overall planning framework including a community structure plan, land use plan, natural heritage system mapping, and transportation plan. Mapping and policy excerpts of the NOWSP are provided in **Appendix C** of this report.

### **Palermo Village Heritage Resources Review and Strategy (2009)**

The Palermo Village Heritage Resource Review and Strategy was undertaken based on policy direction in the NOWSP for the Special Study Area. The findings of the study, and subsequent staff reports, were used to inform an Official Plan Amendment for the Special Study Area discussed in a later section of this chronology (Palermo Village North Urban Core Policies - OPA 306).

### **Livable Oakville Plan (2009)**

In June 2009, Council adopted the Livable Oakville Plan, which replaced the 1984 Official Plan (as amended) for the lands south of Dundas Street and north of Highway 407. It includes policies for Palermo Village south of Dundas Street that are based on policies from the previous Official Plan. The Ontario Municipal Board approved the Livable Oakville Plan in May 2011. The Plan continues to identify Palermo Village as an area for the concentration of a high density mixed use development, to become a pedestrian and transit-supportive community. The policies in the Livable Oakville Plan are what guide growth and development related decision making in Palermo Village, south of Dundas Street, today.

### **Palermo Village North Urban Core Policies – OPA 306 (2011)**

In January 2011, Council approved OPA 306 to the town’s 1984 Official Plan for the lands identified as a “Special Study Area” in the NOWSP. It proposed policies to introduce the Palermo Village North Urban Core Area consistent with the Palermo Village policies pertaining to the south side of

Dundas Street (in the Livable Oakville Plan). OPA 306 was appealed to the OMB (now known as the Local Planning Appeals Tribunal, LPAT) and the appeal is yet to be resolved.

On June 29, 2011, the OMB (LPAT) issued a written decision to consolidate certain appeals of OPA 306 (Palermo Village North Urban Core) with appeals to OPA 289 (North Oakville West Secondary Plan), generally regarding the lands north of Dundas Street adjacent to Bronte Road. The consolidated appeals have yet to be resolved.

### **Regional Official Plan Amendment 38 (2011)**

Regional Official Plan Amendment 38 was the result of Halton Region's comprehensive five year Official Plan Review. Regional Council adopted ROPA 38 on December 16, 2009, and the Province approved ROPA 38 on November 24, 2011. ROPA 38 was appealed to the OMB (LPAT), and included an appeal on the same lands as OPA 289 and OPA 306.

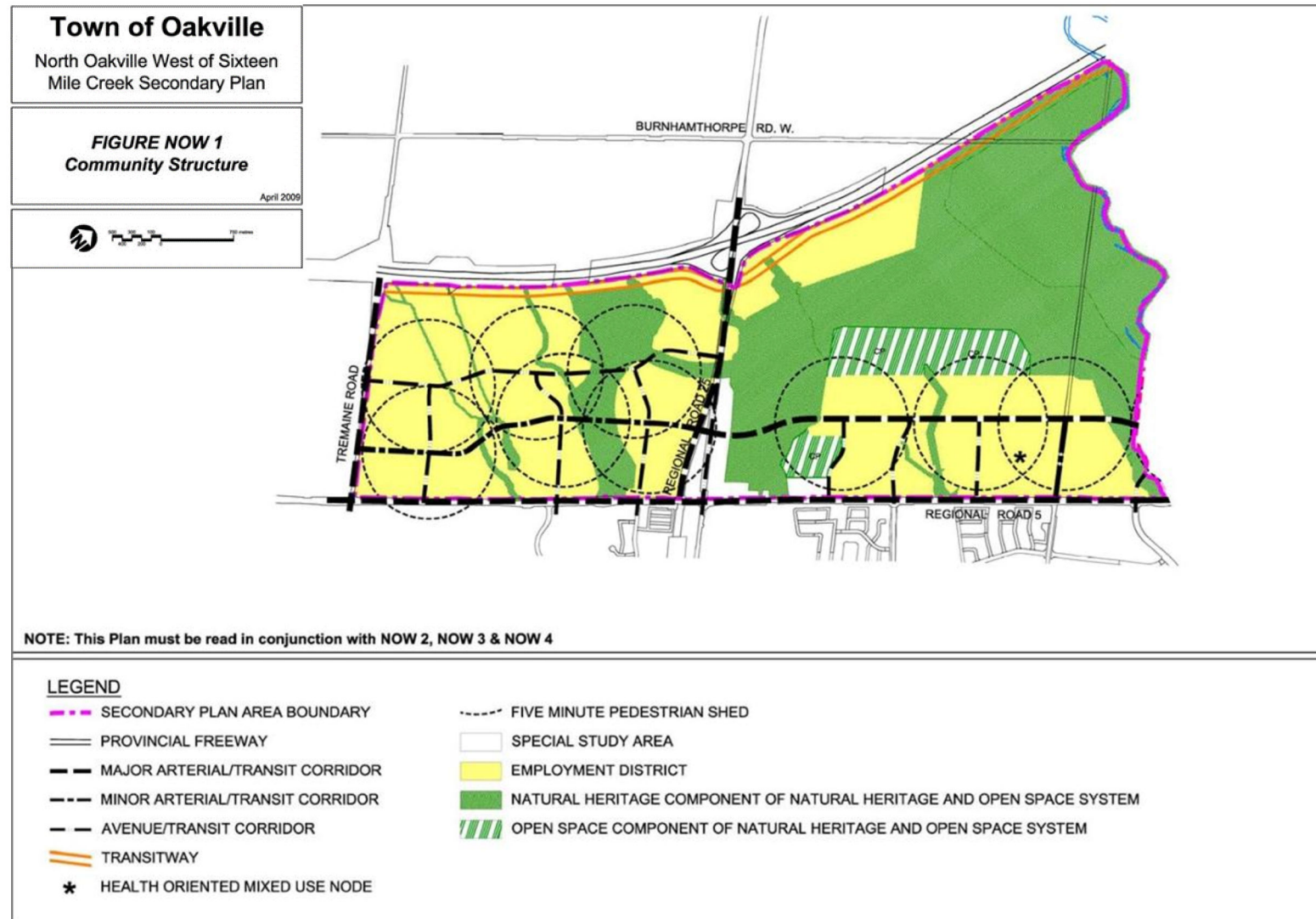
As a result of discussions between the appellant, Halton Region and Oakville, the appeal was scoped to a site-specific policy and mapping issue affecting the lands generally along Bronte Road, north of Dundas Street, which include areas of Palermo Village. The appeal to ROPA 38 for the Palermo Village lands are concerning timing of development, employment area designation, and the natural heritage system, among other policies.

### **Palermo Village Growth Area Review (2018)**

In May 2015, the town initiated its Official Plan Review in accordance with the requirements of the *Planning Act*. The review included a number of projects including a review of the policies guiding growth and change in Palermo Village. As part of the official plan review, Council adopted a new urban structure in September 2017 (**Appendix A**), which was appealed to the LPAT. The urban structure was the first step to bring together both the North Oakville Secondary Plans, and the Livable Oakville Plan under one Official Plan. The urban structure identified Palermo Village within the four quadrants made by Dundas Street West and Bronte Road, as a node for further study. The purpose of the study is to update and providing new policies to delineate boundaries, determine the appropriate mix of land uses and the intensity and scale of development. As a result, policy framework in both the NOWSP and the Livable Oakville Plan are being reviewed.

## Appendix C – NOWSP Excerpts for Palermo North

The North Oakville West Secondary Plan must be read in its entirety. The schedules and excerpts below are provided for convenience purposes.

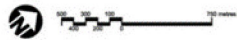


## Town of Oakville

North Oakville West of Sixteen  
Mile Creek Secondary Plan

**FIGURE NOW 2**  
**Land Use Plan**

April 2009



**NOTE:** This Plan must be read in conjunction with NOW 1, NOW 3 & NOW 4

### LEGEND

- |                                     |                                |
|-------------------------------------|--------------------------------|
| --- SECONDARY PLAN AREA BOUNDARY    | == TRANSITWAY                  |
| == PROVINCIAL FREEWAY               | □ SPECIAL STUDY AREA           |
| == MAJOR ARTERIAL/TRANSIT CORRIDOR  | ■ EMPLOYMENT DISTRICT          |
| --- MINOR ARTERIAL/TRANSIT CORRIDOR | ■ NATURAL HERITAGE SYSTEM AREA |
| --- AVENUE/TRANSIT CORRIDOR         | ■ CP COMMUNITY PARK AREA       |
| * HEALTH ORIENTED MIXED USE NODE    |                                |

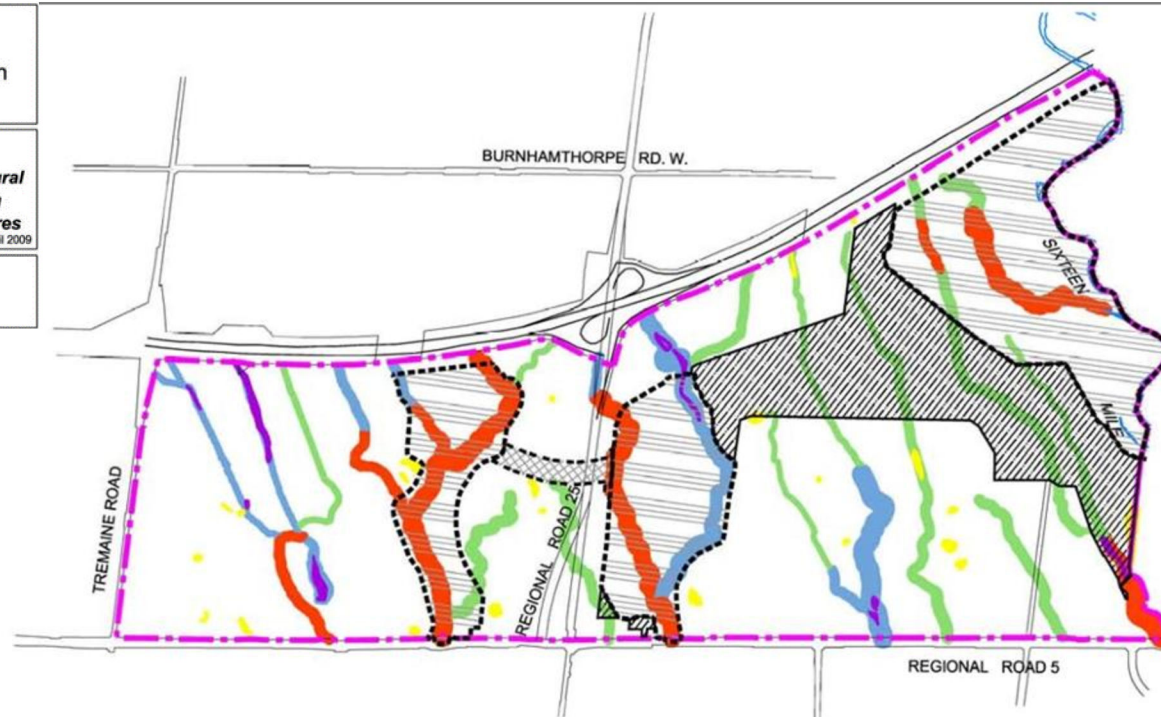


## Town of Oakville

North Oakville West of Sixteen  
Mile Creek Secondary Plan

### FIGURE NOW 3

*Natural Heritage Component of Natural  
Heritage and Open Space System  
including Other Hydrological Features*  
April 2009



**NOTE:** This Plan must be read in conjunction with NOW 1, NOW 2 & NOW 4

### LEGEND

- SECONDARY PLAN AREA BOUNDARY
- - - OAKVILLE / MILTON MUNICIPAL BOUNDARY
- · · · · CORE PRESERVE AREA
- CORE PRESERVE AREA
- LINKAGE PRESERVE AREA
- GLENORCHY CONSERVATION AREA
- HIGH CONSTRAINT STREAM CORRIDORS
- MED. CONSTRAINT STREAM CORRIDORS

### OTHER HYDROLOGICAL FEATURES

- LOW CONSTRAINT STREAM CORRIDORS
- HYDROLOGIC FEATURES "A"
- HYDROLOGIC FEATURES "B"

## Town of Oakville

North Oakville West of Sixteen  
Mile Creek Secondary Plan

**FIGURE NOW 4**  
**Transportation Plan**

April 2009



**NOTE:** This Plan must be read in conjunction with NOW 1, NOW 2 & NOW 3  
**NOTE:** Actual transit routing will be determined by Oakville Transit through periodic service updates.

### LEGEND

- SECONDARY PLAN AREA BOUNDARY
- == PROVINCIAL FREEWAY
- MAJOR ARTERIAL/TRANSIT CORRIDOR
- MINOR ARTERIAL/TRANSIT CORRIDOR
- AVENUE/TRANSIT CORRIDOR
- TRANSITWAY CORRIDOR

- BUSWAY CORRIDOR
- MAJOR TRAIL SYSTEM
- Ⓣ TRANSIT TERMINAL
- NATURAL HERITAGE SYSTEM AREA

### TRANSIT SERVICE CONCEPT

- INTER-REGIONAL TRANSIT CORRIDOR SERVICE
- PRIMARY TRANSIT CORRIDOR SERVICE
- SECONDARY TRANSIT CORRIDOR SERVICE
- COMMUNITY SERVICE

## **8.4 SUSTAINABLE DEVELOPMENT STRATEGY**

### **8.4.7 NATURAL HERITAGE COMPONENT OF THE NATURAL HERITAGE AND OPEN SPACE SYSTEM**

#### **8.4.7.2 Boundaries**

The boundaries of the Core and Linkage Preserve Area, Glenorchy Conservation Area, and High Constraint Stream Corridor Area designations shall be maintained generally in accordance with the designations on Figure NOW3 and the North Oakville Creeks Subwatershed Study.

As part of the detailed planning process, minor modifications to the boundaries of these designations may be considered to reflect differences in scale and levels of detail, or to better integrate natural and urban land uses to achieve a more compact, efficient urban form. However, such minor modifications will not negatively impact the Natural Heritage component of the Natural Heritage and Open Space System as determined by the Town, in consultation with the Region of Halton and Conservation Halton, nor shall such minor modifications result in any significant decrease in the size of the Natural Heritage component of the System.

### **8.4.14 CULTURAL HERITAGE RESOURCES**

#### **8.4.14.3 Integration of Heritage Resources**

- a) In evaluating development applications, the Town shall:
  - i) encourage the use or adaptive reuse of cultural heritage resources, or key components of such resources, whenever possible as part of the new development in situ, or on an alternate site; or,
  - ii) where resources which are not designated, and are not to be conserved, request the documentation of such resources in a cultural heritage report with a detailed property history, architectural description and photographic recording.
- b) The Town may also take additional steps to recognize the heritage of North Oakville West, including:
  - i) the use of interpretative plaques and displays;
  - ii) integration of cultural heritage landscape features into public parkland or other public facilities where feasible and appropriate;
  - iii) commemorating historic persons, families and events in the naming of public buildings, streets, parks and other public places; and,
  - iv) provision of incentives to encourage the retention of cultural heritage resources such as the establishment of an area of publicly owned land for their relocation.

## **8.5 COMMUNITY DESIGN STRATEGY**

### **8.5.11 COMMUNITY LINKAGES**

North Oakville West will be connected to other parts of the Town whenever possible through road, transit, pedestrian and bicycle links, to ensure that the community functions in an integrated manner. In particular:

- a) the design of Dundas Street and abutting uses should allow it to become a point of transition rather than the current “division” or “barrier” effect of the street. Design should be used to encourage visual and physical links between the north and south sides of the street;
- b) the intersection of Regional Road 25 and Dundas St. should be marked by the siting and design of prominent new buildings or where appropriate the preservation of heritage buildings, strategic building placement and other gateway features. Minor gateways should be established at other intersections with Dundas St;
- c) Regional Road 25 provides a major physical north/south link through the Town from a transportation perspective. The design of this road should strengthen this link and ensure a strong relationship to the Palermo Village [Centre Community] ... south of Dundas St.

## **8.6 LAND USE STRATEGY**

### **8.6.4 SPECIAL STUDY AREA**

The Special Study Area designation reflects an area which is intended to develop as a mixed use area that is pedestrian and transit oriented. The area is subject to a special study to address its cultural heritage features and how these features can be integrated with the proposed new development. New development shall be limited to expansions of existing uses until this Plan is amended to incorporate detailed policy direction for lands in the Special Study Area.

## **8.7 COMMUNITY SERVICES STRATEGY**

### **8.7.2 TRANSPORTATION**

#### **8.7.2.2 Transit**

- a) The Town will work with the Region of Halton and the Province of Ontario to develop a system of transit services for the Planning Area. The transit system will provide a range of options for transit service for the residents and employees. In particular: ...



- iii) Transit terminals will be developed at the interchange of Highway 407 and Regional Road 25 and south of Dundas St. in the Palermo Village Centre Community. These terminals will provide for transfers from local transit routes and for connections from local to regional and inter-regional transit services. The terminal location shall be determined in the context of the detailed design of development for these general locations; ...

#### **8.7.4 PARKLAND HIERARCHY**

##### **8.7.4.3 Parkland Supply**

- a) The Town will endeavour to establish, throughout North Oakville, Neighbourhood Parks, Community Parks, Village Squares and Urban Squares on the basis of 2.2 hectares per 1000 persons. This parkland will be in addition to the North Park lands in North Oakville East which are already in the ownership of the Town, and which serve not only the residents of North Oakville but all of the Town. This standard shall not be interpreted as rigid or inflexible.

#### **8.7.5 COMMUNITY CENTRES AND OTHER INDOOR RECREATION AND CULTURAL FACILITIES**

- a) In addition to parkland, the Town recognizes the need to establish a number of community centres to provide for indoor recreation and meeting facilities. The Town shall generally provide such multi-use facilities in association with libraries, and/or other municipal facilities and adjacent to parks and/or school facilities, where possible. The potential for an arts and cultural centre at one of these centres in North Oakville should also be investigated...

#### **8.7.6 LIBRARIES**

- a) The Town has an active library system which will be extended to North Oakville. Libraries shall be encouraged to locate in Urban Core Areas with other municipal, recreation and culture and community service facilities.

## Appendix D – Official Plan Amendment 306

Below are excerpts from OPA 306 to the 1984 Official Plan (Palermo Village North Urban Core Area), which was approved by Town Council in January 2011, but remains subject to appeal.

(Community Structure)

### 8.3.2 URBAN CORE

The Urban Core designation reflects the most urban part of the North Oakville West Plan Area. This area provides for the densest development and the highest order activities including a range of residential, retail and service commercial, entertainment, cultural, business and institutional uses. Mixed use development is encouraged. Ultimately it is intended that the Urban Core lands will become a true mixed use urban area. The primary focus of this development is a long Old Bronte Road and the east side of Regional Road 25. This area forms an extension of the Palermo Village growth area south of Dundas Street.

(Community Design Strategy)

### 8.5.12 PALERMO VILLAGE NORTH URBAN CORE AREA

- a) Old Bronte Road shall have a strong main street presence that reflects a heritage character, with wide sidewalks, enhanced tree plantings and other design features to reflect its significance as the community's heritage-focused main street.
- b) Development will be visually connected along Old Bronte Road through a streetscape plan that will incorporate design features, landscaping, signage, street furniture and various modes of pedestrian movement.
- c) Urban design guidelines for the Palermo Village shall provide greater clarity for building locations, massing, pedestrian connections, transit integration and urban square locations and other related design matters.
- d) Development shall be designed to be pedestrian friendly. In particular, development shall be oriented to the street and designed to promote an active and safe street and support transit.
- e) The street and pedestrian network shall foster connections within the Urban Core Area and between the wider community.
- f) Design excellence shall be promoted and convey aspects of the Village's local character throughout the Urban Core Area.

- g) Existing low density residential uses may continue and/or the buildings may be converted to live/work, office or commercial uses. Adjacent development will be designed to be compatible with existing and planned development and designated cultural heritage buildings.
- h) Mixed use development will be encouraged in a “main street” format where retail and service commercial uses are oriented to the street creating a pedestrian environment.
- i) Retail and commercial uses may be in stand alone buildings but are strongly encouraged to be on the ground floors of mixed use buildings. In areas of retail and commercial development:
  - The principal public entrance shall provide direct access to the public sidewalk;
  - Primary windows and signage should face the street;
  - Buildings facing the street should be encouraged to have awnings, canopies, arcades and/or front porches to provide weather protection;
  - No parking, driveways, lanes or aisles will be permitted between buildings and the public sidewalk;
  - Buildings should have a continuous streetwall. Parking lots abutting the street shall be limited and designed in accordance with the North Oakville Urban Design and Open Space Guidelines;
  - Stand alone large format retail uses are not encouraged;
  - Streets, sidewalks and the orientation of buildings shall be designed to create comfortable, enjoyable pedestrian movement in a vibrant public realm;
  - Minimum and maximum setbacks, densities, floor space index and other standards will be implemented in the Zoning By-law to ensure that development achieves the standards required as a basis for the creation of the Core Area.

(Land Use Strategy)

#### **8.6.4 PALERMO VILLAGE NORTH URBAN CORE AREA**

##### **8.6.4.1 Purpose**

The Palermo Village North Urban Core Area designation on Figure NOW1 and NOW2 is intended to become a “Secondary Transit Node” through the development of a transit station along Dundas Street in the vicinity of the Palermo Village Community. This node is planned to have a mixed use development concentration that is pedestrian and transit-oriented. It is to have an emphasis on commercial and residential development, but also have a significant civic and public presence. This area is planned to complement the cultural heritage of Palermo Village found both north and south of Dundas Street.

#### **8.6.4.2 Palermo Village North Urban Core Area**

- a) The Core Area will provide for a full range of employment, commercial, institutional, entertainment and high density residential uses, and related public uses such as underground or structured parking. Mixed use development will be predominately located along Old Bronte Road.
- b) Development in the area north of Dundas Street bounded by Regional Road 25, and Old Bronte Road is envisioned as a mixed use node that serves to anchor the Palermo Village North Urban Core Area and ensure a strong relationship with the Palermo Village Community and future transit terminal.
- c) Urban squares should be established at key focal points within the Palermo Village North Urban Core Area. Urban squares will provide passive open space areas and be well integrated with surrounding development to create focal areas for community activities.
- d) The incorporation of cultural heritage resources of Palermo Village will be encouraged to maintain the area's heritage character and attributes.

#### **8.6.4.3 Permitted Uses, Buildings and Structures**

- a) Permitted uses include retail and service commercial, office, institutional and high density residential uses in both mixed use and single use buildings.
- b) The total commercial development in the Palermo Village North Urban Core Area shall not exceed a maximum of 7,000 square metres of gross leaseable floor area. The commercial development shall be focused primarily on Old Bronte Road. Additional commercial development may be permitted in excess of 7,000 square metres of gross leasable floor area without amendment to this Plan, if such additional development is justified by a market study acceptable to the Town.
- c) Drive through uses are not permitted in the Palermo Village North Urban Core Area either singly or in conjunction with otherwise permitted uses.
- d) New service stations, which would include gas bars and other similar vehicle service uses, will not be permitted in this area on any site that fronts on Dundas Street or Regional Road 25.

#### **8.6.4.4 Land Use Policies**

- a) A range of permitted uses shall be designed to accommodate a "main street" area with ground floor commercial uses oriented to the street along Old Bronte Road and Dundas Street.

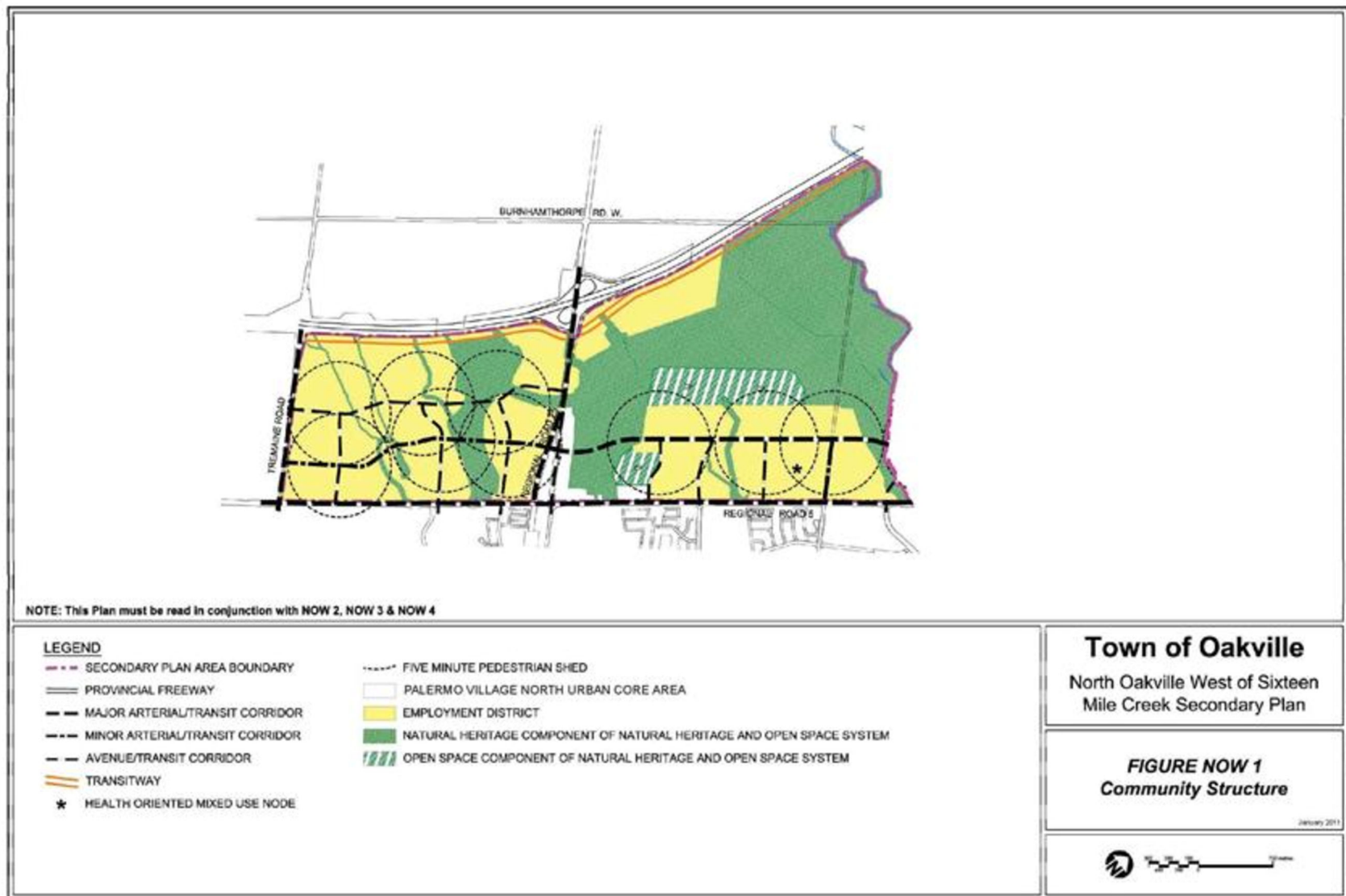


- b) A mix of uses shall be permitted at the following heights and densities:
- Minimum density - FSI of 0.5;
  - Maximum density - FSI of 4.0;
  - The residential density may range from 100 to 185 units per site hectare;
  - Minimum height - 2 storeys for a commercial building, 3 storeys for other development; and,
  - Maximum height - 8 storeys, and 10 storeys for corner sites.
- c) Flexibility in the minimum and maximum densities and heights outlined in 8.6.4.4. b) may be permitted to preserve and/or integrate cultural heritage resources, in accordance with the policies in 8.6.4.5.

#### **8.6.4.5 Heritage Policies**

- a) All development proposed within the Palermo Village North Urban Core area will be reviewed by the Town to ensure that the heritage character, attributes and integrity of the Village are retained.
- b) To reinforce the heritage nature of the area, cultural heritage resources shall be integrated into new developments. Principles of such integration include conserving heritage resources, maintaining their prominence, and ensuring they are connected to new development.
- c) Development shall be compatible with adjacent heritage resources, and where appropriate, built form and a variety of materials that reflect the existing and lost built heritage of Palermo Village, shall be considered.
- d) Where all options for the conservation of heritage resources on their existing sites have been exhausted, the relocation of threatened heritage resources to viable locations elsewhere in the Palermo Village may be considered as a conservation strategy.
- e) The Town will encourage awareness and appreciation of Palermo Village through such activities as signage programs, street, square and park naming, tours and brochures, and will seek opportunities to partner with local community groups in these activities.

(Schedule Changes)





NOTE: This Plan must be read in conjunction with NOW 1, NOW 3 & NOW 4

#### LEGEND

- |                                    |                                       |
|------------------------------------|---------------------------------------|
| - - - SECONDARY PLAN AREA BOUNDARY | TRANSITWAY                            |
| PROVINCIAL FREEWAY                 | PALERMO VILLAGE NORTH URBAN CORE AREA |
| MAJOR ARTERIAL/TRANSIT CORRIDOR    | EMPLOYMENT DISTRICT                   |
| MINOR ARTERIAL/TRANSIT CORRIDOR    | NATURAL HERITAGE SYSTEM AREA          |
| AVENUE/TRANSIT CORRIDOR            | COMMUNITY PARK AREA                   |
| ★ HEALTH ORIENTED MIXED USE NODE   |                                       |

### Town of Oakville

North Oakville West of Sixteen  
Mile Creek Secondary Plan

#### FIGURE NOW 2 Land Use Plan

January 2011





NOTE: Properties have been generally identified, refer to the Heritage List at the Town of Oakville

#### LEGEND

- SECONDARY PLAN AREA BOUNDARY
- \* PROPERTIES WITH DESIGNATED HERITAGE BUILDINGS

### Town of Oakville

North Oakville West of Sixteen  
Mile Creek Secondary Plan

#### APPENDIX 8.1 Designated Heritage Buildings

January 2011

