

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: OCTOBER 11, 2017

FROM: Planning Services Department

DATE: September 18, 2017

SUBJECT: Public Meeting Report - Town-initiated Official Plan Amendment:
Bronte Village Growth Area Review (Livable Oakville) - File No.
42.15.51

LOCATION: Bronte Village Growth Area

WARD: 1

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RECOMMENDATION:

That comments from the public with respect to the town-initiated official plan amendment to the Livable Oakville Plan to implement the Bronte Village Growth Area Review (File No.42.15.51) be received.

KEY FACTS:

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

- The Official Plan Review was launched at a Special Public Meeting of Planning and Development Council on May 11, 2015. The Bronte Village Growth Area Review, which forms part of the Official Plan Review, was identified as a priority study to commence prior to other studies.
- The Bronte Village Growth Area Review commenced on May 15, 2015 with a public open house. Since that time, numerous public input opportunities including open houses, stakeholder meetings and information sessions were provided.
- Three staff reports were provided to the Livable Oakville Council Subcommittee over the course of the review, providing project updates and advancing policy development.
- The purpose of the public meeting at Planning and Development Council is for Council to hear public delegations on the proposed OPA, ask questions of clarification and identify planning matters to be considered.

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BACKGROUND:

Livable Oakville is the town's official plan for the lands south of Dundas Street and north of Highway 407. It provides land use designations and policies to guide development to the year 2031. The Plan was adopted by Council in June 2009 and approved by Halton Region in November 2009, with modifications, as it was deemed to conform to the 2006 Growth Plan and the Region's Official Plan, as amended, and to be consistent with the 2005 Provincial Policy Statement. A number of parties appealed the Region's decision to the Ontario Municipal Board. The Board subsequently adjudicated the majority of the appeals and approved the Plan, with further modifications, in May 2011.

The Livable Oakville Plan was the result of a comprehensive planning exercise that involved extensive public consultation, numerous background and technical studies, and policy development. The policies for Bronte Village were developed through the *Bronte Village Revitalization Study*, one of six major studies that formed part of the Official Plan Review work program. The study included an extensive public engagement and technical review process which led to the policies that guide growth and development in Bronte Village today.

On February 10, 2014, Planning and Development Council received a staff report entitled "Long Range Planning Work Program" which signaled the commencement of the next five-year Official Plan Review. The report identified that the policies guiding growth and change in Bronte Village were to be reviewed due to stagnating development activity and concerns regarding the business vitality in Bronte Village.

On May 11, 2015, the five-year Official Plan Review was launched at Planning and Development Council. The Bronte Village Growth Area Review was identified as a priority project to commence prior to other studies.

Bronte Village Growth Area Review

The purpose of the Bronte Village Growth Area Review, established at the outset of the study process, was to assess the Bronte Village policies in the Livable Oakville Plan and consider new or revised policies, as necessary, to ensure the goals and objectives for Bronte Village continue to be realized.

Chronology

An extensive work program, including public consultation and technical review, was undertaken as part of the Bronte Village Growth Area Review. Public input and

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consultation formed a foundational element to the study process. Key project milestones included the following:

- May 15, 2015 – the Bronte Village Growth Area Review commenced at a public open house to solicit the views of the public on how to make Bronte Village an even better place.
- November 28, 2015 – public open house was held to solicit public feedback on draft policy directions prepared by staff.
- February 4, 2016 – public open house was held to solicit public feedback on draft policy directions prepared by staff.
- [June 13, 2016 – Livable Oakville Council Subcommittee](#) (Subcommittee) meeting was held to report on work completed to date, public feedback received, next steps, and provide the Subcommittee with an opportunity for discussion.
- [October 3, 2016 – Subcommittee](#) meeting was held to present the “Assessment of Redevelopment Viability within the Town of Oakville’s Main Street Growth Areas”, prepared by N. Barry Lyon Consultants Limited, retained by the town in May 2016, which investigated the viability of existing and emerging land use policies for the town’s main street areas and provided background information to inform policy development.
- [January 16, 2017 – Subcommittee](#) meeting was held to present draft policy changes for discussion with the Subcommittee and proceed to further consultation with the public.
- March 1, 2017 – public information sessions were held to present the draft policy changes and solicit input from the public.
- [June 12, 2017 – Subcommittee](#) meeting was held to report back on public feedback and comments received, next steps, and provide the Subcommittee with an opportunity for discussion.

Hyperlinks to the Subcommittee agendas which brought forward the staff reports and related consultation materials for the Bronte Village Growth Area Review are provided above for reference purposes.

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Policy and Plans Review

Since the Livable Oakville Plan came into effect in 2011, a number of new provincial plans have come into effect which municipal plans must be consistent with or conform to. Most recently, the new Growth Plan for the Greater Golden Horseshoe (2017) and the Greenbelt Plan (2017) have come into effect.

As part of the draft proposed Official Plan Amendment attached to this report, the updated provincial plans have been considered and the policies for Bronte Village updated where possible to bring it into further alignment. The Bronte Village Growth Area Review is only one of many studies which, over the fullness of Official Plan Review, is working toward full consistency and conformity.

Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) sets out the Province's land use vision and overall policy direction on matters of provincial interest related to land use and development. The principles of the PPS are to promote strong communities, a strong economy, and a clean and healthy environment. The PPS came into effect April 30, 2014 and applies to planning decisions made on or after that date. Decisions affecting planning matters are to be consistent with the PPS.

The PPS states that healthy, livable and safe communities are sustained by, among other matters:

- promoting efficient development and land use patterns which:
 - are financially sustainable;
 - avoid environmental, public health and safety concerns;
 - minimize land consumption and servicing costs;
 - improve accessibility for all people,
 - consider the impacts of a changing climate; and,
- accommodate an appropriate range and mix of uses including residential, employment, institutional, recreation, parks and open spaces.

The policies of the PPS can be complemented and built upon by provincial and municipal plans to provide comprehensive, integrated, place-based and long-term plans that support and integrate the principles of the PPS.

Growth Plan for the Greater Golden Horseshoe (2017)

The new Provincial Growth Plan for the Greater Golden Horseshoe (2017) came into effect July 1, 2017. The Growth Plan provides the framework for implementing the Province's land use vision for managing growth, and guides policy and land use decision making in the GTHA. All planning decisions made on or after July 1, 2017 must conform to the Growth Plan, subject to any legislative or regulatory provisions providing otherwise. As such, municipal official plans are required to be updated to conform to the Growth Plan through a municipal comprehensive review process.

Under the Growth Plan and as directed by the Town's emerging urban structure (discussed in a follow section of this report), the Bronte Village Growth Area is considered a strategic growth area which is defined in the Growth Plan as:

Strategic Growth Areas – Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

In developing draft policies for the Bronte Village Growth Area, the policies of the new Growth Plan (2017) have been reviewed and incorporated where applicable. While the Plan is to be read in its entirety, the following are a sample of relevant policies for the Bronte Village Growth Area:

2.2.1 Managing Growth

4. Applying the policies of this Plan will support the achievement of *complete communities* that:
 - a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*;
 - b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
 - c) provide a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people

- at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of *active transportation*;
 - ii. *public service facilities*, co-located and integrated in community hubs;
 - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
 - iv. healthy, local, and affordable food options, including through urban agriculture;
- e) ensure the development of high quality *compact built form*, an attractive and vibrant *public realm*, including public open spaces, through site design and urban design standards;
- f) mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities; and
- g) integrate green infrastructure and low impact development.

2.2.2 Delineated Built-up Areas

4. All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:
 - a) encourage *intensification* generally to achieve the desired urban structure;
 - b) identify the appropriate type and scale of development and transition of built form to adjacent areas;
 - c) identify *strategic growth areas* to support achievement of the intensification target and recognize them as a key focus for development;
 - d) ensure lands are zoned and development is designed in a manner that supports the achievement of *complete communities*;
 - e) prioritize planning and investment in *infrastructure* and *public service facilities* that will support *intensification*; and
 - f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

5.2.3 Co-ordination

2. Upper-tier municipalities, in consultation with lower-tier municipalities, will, through a *municipal comprehensive review*, provide policy direction to implement this Plan, including:
 - a) identifying minimum intensification targets for lower-tier municipalities based on the capacity of *delineated built-up areas*, including the applicable minimum density targets for *strategic growth areas* in this Plan, to achieve the minimum intensification target in this Plan;
 - b) identifying minimum density targets for *strategic growth areas*, including any *urban growth centres* or *major transit station areas*, in accordance with this Plan; ...

As noted in the policies of section 5.2.3 above, minimum density targets must be established as part of a municipal comprehensive review (MCR). An MCR is defined in the Growth Plan as:

Municipal Comprehensive Review - A new official plan, or an official plan amendment, initiated by an upper- or single-tier municipality under section 26 of the Planning Act that comprehensively applies the policies and schedules of this Plan.

As such, a new density target must be established by Halton Region, in consultation with the Town, as part of the Region's municipal comprehensive review process.

Greenbelt Plan (2017)

The Province's updated Greenbelt Plan (2017) came into effect on July 1, 2017. In regard to Bronte Village, the updated Greenbelt Plan introduced an Urban River Valley designation which now applies to lands within Bronte Village.

The goal of the Urban River Valley is "to integrate the Greenbelt into urban areas that were not part of the Greenbelt's initial boundaries" by promoting the protection of natural and open space along river valleys, including cultural heritage resources, and providing a gateway to the rural landscape of the Greenbelt and a range of natural settings on publicly owned lands for recreational, cultural and tourism uses including parkland, open space and trails (Greenbelt Plan, Section 1.2.3).

The lands within the Urban River Valley designation are comprised of river valleys and associated lands and are generally characterized as lands containing natural and hydrologic features, and lands designated in official plans for uses such as

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parks, open space, recreation, conservation and environmental protection (Section 6.1).

The policies pertaining to the Urban River Valley designation state that “only publicly owned lands are subject to the policies of the Urban River Valley designation” and that “any privately owned lands within the boundary of the Urban River Valley area are not subject to the policies of this designation” (Section 6.1.1).

It also states that the “lands are governed by the applicable official plan policies provided they have regard to the objectives of the Greenbelt Plan” and that infrastructure which is subject to and approved under the Environmental Assessment Act, or similar approval, is permitted provided it support the needs of adjacent settlement areas or serves the significant growth and economic development expected in southern Ontario (Section 6.1.2 and 6.1.3).

The revised mapping for the Bronte Village Growth Area in the draft Official Plan Amendment (Appendix A) delineates the boundary of the Greenbelt Urban River Valley which is subject to the applicable policies of the Greenbelt Plan, as the case may be. The underlying land use designations on publically owned lands achieve the objectives and intent of the Greenbelt Urban River Valley designation within the Greenbelt Plan.

Urban Structure Review

On June 12, 2017, Planning and Development Council hosted a Statutory Public Meeting to consider an Official Plan Amendment intended to bring forward a new town-wide urban structure. The effect of the amendment would provide a framework for where and how the Town will grow, and establish the basis for official plan policy and for making planning decisions. The urban structure builds upon the existing urban structure already established for the Livable Oakville Plan area.

The draft Official Plan Amendment presented at the meeting identifies the Bronte Village Growth Area as a node and main street area and states the following:

“3.6 Nodes and Corridors

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

Downtown Oakville, Kerr Village and Bronte Village are intended to develop as mixed use centres with viable main streets.

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They are recognized in the urban structure as Main Street Areas for their distinctive character and are intended to accommodate lesser amounts of intensification. ...”

At the time of writing this report, the Urban Structure Review is ongoing and scheduled to proceed to a recommendation meeting at Planning and Development Council on September 26, 2017. Notwithstanding a decision being made by Council, the direction provided in the Urban Structure Review as well as the associated draft Official Plan Amendment continue to be in line with the underlying vision and development objectives within the existing Livable Oakville Plan and the Bronte Village Growth Area. As such, it does not preclude the advancement and consideration of the Bronte Village Growth Area draft Official Plan Amendment at a Statutory Public Meeting.

COMMENTS/OPTIONS:

The purpose of this report is to introduce the town-initiated official plan amendment (OPA) to implement the findings of the Bronte Village Growth Area Review. The statutory Public Meeting, required by the *Planning Act*, will provide Council the opportunity to hear public delegations on the proposed OPA, ask questions of clarification and identify planning matters to be considered.

This report brings forward and describes the proposed OPA (Appendix A) as well as, for convenience purposes, a draft ‘tracked-change’ version of Section 24, Bronte Village, of the Livable Oakville Plan (Appendix B) which would result from the OPA. The effect of the proposed OPA includes changes to:

- enhance clarity and intent of the Bronte Village policies through housekeeping amendments;
- update the development concept for Bronte Village to clarify intent and to reflect policy changes throughout;
- provide policy direction for the ongoing Lakeshore Road West Environmental Assessment;
- update the policy language for expressing growth targets as a minimum planned density to be determined as part of future conformity matters;
- introduce new urban design policies to enhance existing objectives and include an urban design schedule to illustrate urban design elements including: primary streets, secondary streets, enhanced streetscape areas, urban squares, view corridors, pedestrian connections, and gateways;
- permit stand-alone residential uses in certain contexts within the Main Street 1 and Main Street 2 designations;
- designate various properties to permit greater development opportunities at key locations which reflect the existing development concept;

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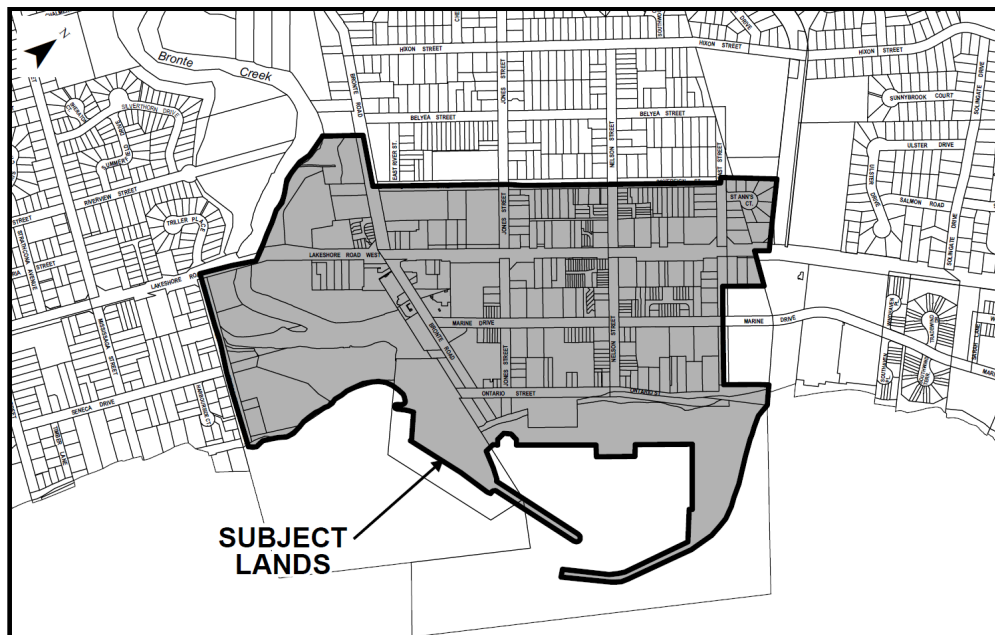
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- expand bonusing permissions within the Main Street District;
- provide an underlying land use designation on the lands designated Parkway Belt West;
- introduce the Greenbelt Urban River Valley to the lands subject to the new Greenbelt Plan (2017);
- adjust the growth area boundary to exclude St. Ann's Court; and,
- update the Bronte Village Land Use Schedule accordingly.

The proposed OPA would result in changes to the Livable Oakville Plan Section 24 (Bronte Village), Schedule A1 (Urban Structure), Schedule F (South West Land Use), and Schedule P (Bronte Village Land Use). It would also introduce a new urban design schedule.

Description of the Official Plan Amendment

The Official Plan Amendment applies to the 'subject lands' in the map below. Some policy amendments effect specific properties including development permissions, while other properties are not affected by land use changes.



The policies in the town-initiated official plan amendment are based on the work undertaken as part of Bronte Village Growth Area Review, which commenced in May 2015, including:

- Comments received from the public, subcommittee, and town staff;

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- Findings from the report titled “Assessment of Redevelopment Viability in the Town’s Main Street Growth Areas”;
- Directions through the Urban Structure Review;
- Directions from other ongoing town studies and master plans; and,
- Assessment of Provincial and Regional policies.

The policy amendments are discussed below and grouped by topic.

Growth Area Boundary

The OPA proposes to change the growth area boundary to remove the lands on St. Ann’s Court.

As discussed in the January 16, 2017 subcommittee report, the building stock on St. Ann’s Court represents generally newer built homes that are in visually good repair. The area is self-contained on a cul-de-sac, with a distinct housing form that differs from adjacent houses on East Street within the growth area. Staff note that although this area is considered to be in a “transitional area” under the Livable Oakville Plan, there are no identified intensification opportunities on St. Ann’s Court, which are designated and zoned for low density residential uses as per the existing built condition.

In review of these aspects, staff are of the opinion that the removal of the properties on St. Ann’s Court from the growth area is appropriate and would not be considered “downzoning” or cause fewer intensification opportunities to be realized.

Bonusing Permissions

The OPA proposes to extend eligible bonusing areas along Lakeshore Road between Jones Street and East Street, which would allow for the consideration of an additional two storeys in building height in exchange for a public benefit.

To enable revitalization in Bronte Village, conditions must be established to ensure it is feasible for redevelopment to take place. The “Assessment of Redevelopment Viability Report” received by the Subcommittee on October 3, 2016, notes that while four storey developments can produce feasible financial results to redevelop properties in Bronte Village (which is the current permitted height), the costs of developing in Oakville generally require developers to sell these developments in the luxury market, where demand is less robust creating longer timeframes for redevelopment to take place and making it difficult for multiple sites to compete in the market at the same time. As such, maintaining a four storey height limit would slow opportunities for growth in Bronte Village and contribute to unaffordable housing conditions.

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The “Assessment of Redevelopment Viability Report” states that permitting development heights of six storeys is likely to have a “significant impact” on redevelopment viability and could act as a catalyst to encourage investment. Further, it advances the Town’s ability to achieve broader Provincial policy objectives.

Following this assessment, and in an effort to balance the community desire to create a revitalized low-rise main street environment while addressing the economic reality of this vision, the draft OPA proposes expanded eligible bonusing areas for the consideration of increased height.

Bonusing does not create “as-of-right” development permissions. To obtain additional height through bonusing, the proponent of a development application must apply for a Zoning By-law Amendment, demonstrating that the additional height would not create adverse impact. In addition, the proponent would be required to enter into a Section 37 Agreement with the town, to the satisfaction of Council, which would provide a community benefit(s) to the town in exchange for the additional height. Town Council has the authority and discretion to approve Zoning By-law Amendments and undertake Section 37 Agreements.

Furthermore, to ensure a low-rise main street environment is maintained, as per the development objectives for Lakeshore Road, an urban design policy has been added which encourages taller building elements to be stepped back from the street edge.

South West Corner of Lakeshore Road and Jones Street

The OPA proposes to change the land use designation at the south-west corner of Lakeshore Road West and Jones Street from Main Street 1 to Main Street 2 eligible for bonusing. This change would place the property located at this corner under one land use designation and policy regime allowing for more comprehensive redevelopment.

Bronte Legion Property

The proposed OPA proposes to redesignate the Bronte Legion site from Main Street 1 to Main Street 2 which would allow building heights of four to six storeys. Through the review, it is staff’s opinion that given the Legion’s surrounding context, containing three six-storey residential apartment buildings located to the east and south of the site, this designation is appropriate and an opportunity to accommodate additional residential intensification.

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Lakeshore and East Street

The OPA proposes to enhance the eastern gateway, located at Lakeshore Road West and East Street, by providing permissions for increased building heights and bonusing eligibility.

The policy change will, in coordination with the overall OPA, maintain the intent of the existing gateway policies where “higher residential densities shall be directed... and serve to anchor Lakeshore Road West within Bronte Village as the main street”.

The specific changes include redesignating the properties on the south-east and south-west quadrants of the intersection from Main Street 1 to Main Street 2, which would allow for building heights of four to six storeys. In addition, bonusing eligibility would, if approved through an implementing zoning by-law amendment and bonusing agreement, allow for an additional two storeys on the south-west quadrant to a maximum of eight storeys, and an additional four storeys on the south-east quadrant to a maximum of 10 storeys.

The 10 storey height considered for the south-east quadrant is consistent with the gateway located at Lakeshore Road West and Bronte Road, where existing policies allow for 10 storey heights in the south-east quadrant of that intersection with minimum heights provided along Lakeshore Road.

The north-west quadrant of the intersection would allow for two to four storeys in building height with eligible bonusing for an additional two storeys to a maximum of six storeys.

As indicated in the January 16, 2017 staff report to the Subcommittee, there are no changes to the policies or development permissions for the north-east quadrant of the intersection. This corner remains subject to a Council approved site specific policy, established through the 2009 Bronte Village Revitalization Study, permitting a maximum building height of two storeys. This includes the property located at 117 East Street.

The arrangement of permitted heights and bonusing eligibility at the eastern gateway responds, in part, to the surrounding built form and context along Lakeshore Road and East Street, where taller buildings are concentrated to the south and south east of the intersection, and low rise buildings are prominent to the north. Notwithstanding, the eastern gateway location also forms part of the Bronte Village Main Street District where a low rise main street environment continues to be an objective. As such, built form policies have been added which encourage taller building elements to be stepped back from the street edge to provide a comfortable pedestrian environment and promote the low rise main street character.

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Flexibility of Uses within the Main Street designations

The OPA proposes to permit additional flexibility for the arrangement of uses within and between buildings on mixed use designated properties, being Main Street 1 and Main Street 2. The policy change would allow stand-alone residential apartments and multiple attached dwellings on Main Street 1 and Main Street 2 designated properties when the buildings do not face Lakeshore Road West or Bronte Road, south of Lakeshore Road West. These two streets are to maintain the retail and commercial function and require commercial, office, cultural or community uses on the ground floor which support the main street function and pedestrian activity.

The arrangement of land uses contemplated by the proposed changes can already be seen in several developments along Lakeshore Road West such as the mixed use development at the south-west corner of Lakeshore Road West and Nelson Street which incorporates stand-alone townhouse dwellings toward the rear of the property.

Urban Design

The OPA proposes new, revised and reformatted urban design policies, including a new urban design schedule, to support and enhance the intent of the development concept for Bronte Village and promote place-making opportunities. The urban design policies reiterate the link between the general urban design policies in Section 6 of the Livable Oakville Plan, as well as provides a link to the Livable by Design Manual, the town's urban design directions document.

In regard to the public realm, policies have been reformatted and continue to include direction for the Lakeshore Road right-of-way and view corridors. A new policy regarding enhanced streetscape areas which builds upon the objectives for the Main Street District is introduced.

In regard to streetscapes, new policies are introduced which provide direction and clarity for the uses, functionality and built form along identified primary streets and secondary streets. The policies reiterate that commercial, office, cultural and community uses are required on the ground floor facing primary streets, whereas more flexibility for uses on the ground floor is provided facing secondary streets. These policies work in tandem with the flexibility provided for stand-alone residential uses in certain contexts within the Main Street land use designations.

Pedestrian connection policies are introduced which capture the approved pedestrian connection as part of the Bronte Village Mall redevelopment, and

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includes an extension of that pedestrian connection southward toward Marine Drive to enhance a pedestrian connectivity and a pedestrian oriented environment.

Policies regarding gateways have been reformatted and are to provide well designed built form or structures, distinctive streetscaping, landscaping and/or public art. A new gateway location is added to include the bridge over Bronte Creek and adjacent areas.

A policy regarding the approved urban square as part of the redevelopment of Bronte Village Mall is highlighted which helps to promote place-making and community character. Direction regarding the provision of built form and uses surrounding the square which complement and enhance the area as a community gathering space is identified.

A built form policy has been introduced which furthers the objective to maintain a low rise main street environment, encouraging taller building elements to be stepped back from the street edge.

Further to the draft OPA policies, Urban Design direction, specific to Bronte Village, is currently being developed by staff for inclusion into Part B of the Livable by Design Manual. The design document will facilitate desirable and compatible development that responds to the surrounding local context and enhances the character of the district. The design direction will become a key document for implementation the general and Bronte Village-specific policies, and will be applied to all development proposals and public projects. Appendix C contains preliminary design direction, in text and images, to achieve desired development in the public realm and on private properties.

Housekeeping

The OPA proposes various housekeeping amendments throughout to ensure that the intent of the policies are upheld, and to reflect the additional policy amendments that have been introduced.

Density Target

The OPA proposes to amend the growth target for Bronte Village with new policy language to express a future growth target for Bronte Village as a “minimum planned density.” This language is proposed as it will bring it in line with the language of the Growth Plan (2017).

At this time, the OPA does not set out a numeric figure for a minimum planned density. This number will be established in coordination with Halton Region as set

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out in the new Growth Plan (2017) which states that “upper-tier municipalities, in consultation with lower-tier municipalities, will, through a *municipal comprehensive review*, provide policy direction to implement this Plan, including identifying minimum density targets for *strategic growth areas*...” (Section 5.2.3.2 b))

Bronte Village is considered a strategic growth area. And, as outlined in the Growth Plan section earlier in this report, a municipal comprehensive review (MCR) is defined as “a new official plan, or an official plan amendment, initiated by an upper- or single-tier municipality under section 26 of the *Planning Act* that comprehensively applies the policies and schedules of this Plan.” As such, a minimum density target for Bronte Village must be established by Halton Region, in consultation with the Town, as part of the Region’s municipal comprehensive review.

On January 16, 2017, the Subcommittee received a staff report outlining that this coordinated approach will result in a two-stage implementation process at the local level.

As part of stage one (i.e. the OPA), staff have established a growth and development vision for Bronte Village and plan to implement this vision through the proposed OPA. This will inform Halton Region of the direction for this area. The second stage of implementation will be the town’s conformity exercise following the approval of the Region of Halton’s Official Plan (MCR). The town’s conformity exercise will confirm the growth numbers that have been allocated to the town, including Bronte Village, resulting in another amendment to the town’s official plan.

Ultimately, a minimum planned density should be provided that enables the achievement of a revitalized, transit-supportive, main street area. This is enabled by the development permissions and land use designations that are provided for within the Bronte Village Growth Area policies.

Bronte Harbour, Parkway Belt West Overlay and the Urban River Valley

The Livable Oakville Plan encourages the removal of lands from the Parkway Belt West Plan (Section 19.1.3). However, to remove lands from the Parkway Belt, an underlying land use designation is required to ensure that there is a land use framework applying to the lands. To visually show an “underlying land use designation” on the land use schedule, the Parkway Belt lands are shown as a “Parkway Belt Overlay” which provides for a more transparent display so as to see the land use designation underneath. These lands continue to be designated Parkway Belt.

The OPA proposes to provide an underlying land use designation on the Bronte Harbour lands as Waterfront Open Space which would implement the existing

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Livable Oakville Plan policy to designate harbour lands as Waterfront Open Space (Section 17.3.6). This change would maintain the ability for the Bronte Harbour Master Plan to be carried out when that process continues.

The OPA proposes to provide an underlying land use designation of Natural Area on lands north of Lakeshore Road West within the Bronte Creek river valley which are town owned and contain trails.

As discussed in the Greenbelt Plan (2017) section of this report, there are now lands within Bronte Village that are subject to the Greenbelt Plan's new Urban River Valley designation. As such, a new policy and mapping overlay has been added which refers to the authority and policies of the Greenbelt Plan for lands subject to the Urban River Valley. It should be noted that although the Urban River Valley is shown on the newly proposed Schedule P1, as per the regulated area of the Greenbelt Plan, the policies of the Greenbelt Plan Urban River Valley only apply to publically owned lands.

Transitional Residential Area North of Lakeshore Road

The proposed OPA would redesignate several properties north of Lakeshore Road and south of Sovereign Street from Low Density Residential to Medium Density Residential with policies to allow low density residential uses (e.g. single detached and semi-detached houses) as well as townhouses, to a maximum density of 50 upsh. This policy implements the existing development concept expressed for this area, which is that it "shall function as a transitional area to the residential neighbourhood to the north. Modest intensification will also be encouraged in this location in the form of detached, semi-detached and townhouse dwellings." The intent of this policy change is to clarify the existing policy framework and provide for these opportunities.

Lakeshore Road West Environmental Assessment

The proposed OPA would introduce a new policy to recognize the ongoing Lakeshore Road West Environmental Assessment. The policy stipulates that streetscape design and public realm improvements for Bronte Village to support and enhance pedestrian and cycling activity, transit use, as well as on-street parking opportunities within the right of way, are to be considered which complement and contribute to Bronte Village's lakeside village character.

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RESPONSE TO PREVIOUS INQUIRY

Viability Assessment

As part of the Main Street Growth Area Reviews, the town retained N. Barry Lyon Consultants Limited to complete the “Assessment of Redevelopment Viability within the Town of Oakville’s Main Street Growth Areas.” The assessment was completed to analyze the redevelopment viability of prototype properties under the existing policy framework for the Main Street Growth Areas (i.e. four storey building height), and the potential impacts that an emerging policy direction may have on development economics for mixed-use development (i.e. six storey building height). The consultants completed a pro forma assessment for three prototype sites for each building height scenario to consider the potential impacts on the economic viability of new development. The study was received by the Livable Oakville Council Subcommittee on October 3, 2016.

On April 19, 2017, staff received a letter from the Bronte Village BIA with concerns regarding the consultant’s study and sought a response. The letter provided a comparative pro forma case study conducted by a member of the BIA and outlined a list of discrepancies between the BIA findings and those of the consulting team.

The BIA letter was provided to the Livable Oakville Council Subcommittee as part of an update report on June 12, 2017. At the subcommittee meeting, a committee member inquired how staff would respond to the BIA’s comments. Staff advised they would continue to use the professional consultant’s work as an information item to help inform policy formulation, but would follow up with the consulting team to identify key points that may have contributed to the discrepancies noted by the BIA.

Staff provided the BIA’s letter to the consulting team for review, and on June 20, 2017, staff held a conference call and discussed the BIA’s letter and comparative pro forma analysis. Through this conversation, the consulting team noted that the comparative analysis completed was not an “apples to apples” comparison and used a different pro forma methodology to evaluate economic viability. For example:

- baseline building inputs in the BIA’s model, such as lot area, building scale and density inputs were not consistent; and,
- the consulting team used a Residual Land Value methodology in their pro forma assessment which differed from the BIA’s approach (residual profit).

These differences in scope and methodology are likely to have played a significant role in the discrepancies noted by the BIA. Furthermore, in response to the BIA’s noted discrepancies, the consulting team:

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- confirmed that land costs fluctuate over time and the assessment provides a snapshot in time based on all information available at the time the assessment was undertaken;
- noted that costs associated with underground parking were taken into consideration in the model;
- noted that construction costs are provided assuming six storey wood frame construction (in the Bronte Village scenario) and used an industry standard for assumed construction costs;
- noted that they did not factor in the potential cost associated with bonusing. However, bonusing can be defined widely subject to specific policy formulation and is often times too variable to factor in assumed costs given community benefits can be provided in multiple ways, with some benefits not having a significant monetary component (e.g. dedicating retail space as a permanent home for community groups, or additional grade level open space); and
- noted that parkland fees are factored into the pro forma assessment as noted in section 4.2 Key Assumptions, of the consultant's report.

As indicated to the subcommittee, and through follow up with the consulting team in response to the BIA letter, staff continue to use the professional consultants work as an information item to help inform policy formulation.

CONCLUSIONS:

The Bronte Village Growth Area Review, which forms part of the town's broader Official Plan Review, is a town-initiated and comprehensive review of the policies that guide future development in Bronte Village. Public consultation has formed the foundation of this review. As part of the review which began in May 2015, town staff have hosted 3 public open houses, 2 public information sessions, and have attended and hosted several stakeholder meetings with resident associations and the Business Improvement Area. Town staff have presented all input received from the public at four Livable Oakville Council Subcommittee meetings. Over the course of the study, town staff have consulted with hundreds of interested residents, business and property owners who have contributed their ideas to the process. Collectively, a community vision has emerged and a draft Official Plan Amendment has been prepared representing the balance of public views and opinion.

It should be noted that throughout the town-initiated Bronte Village Growth Area Review there have been several privately-initiated development applications which

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seek to change the policies and permissions of the Official Plan. The privately-initiated development application process is an independent process which is separate and distinct from the town-initiated and comprehensive review of the policies that guide change in Bronte Village.

This report presents a proposed town-initiated OPA to the Livable Oakville Plan, as attached in Appendix A, to update the policies and mapping related to the Bronte Village Growth Area and implement the findings through the Bronte Village Growth Area Review. It also provides a draft “tacked-change” version of the proposed OPA in Appendix B, as well as draft urban design considerations to be further refined and included in the Livable by Design Manual (Part B): Bronte Village (Appendix C).

This report and meeting is intended to satisfy the statutory Public Meeting required by the *Planning Act*, and provide Council the opportunity to hear public delegations on the proposed OPA, ask questions of clarification and identify planning matters to be considered.

Comments from the public, town departments, and external agencies may result in changes to the proposed OPA before it is recommended for adoption by Council at a future Planning and Development Council meeting. It is anticipated that a recommendation report, including any updates to the OPA, will be presented to Planning and Development Council by the end of 2017. Draft urban design direction for Bronte Village, within the Livable by Design Manual, is currently being prepared (refer to initial work contained in Appendix C), which will be shared with the community for consultation this fall and then presented to Council for endorsement at a future date.

CONSIDERATIONS:

(A) PUBLIC

The draft OPA was made available for review on the town’s website (<http://www.oakville.ca/planoakville/bronte-village-growth-area-review.html>) and in the Planning Services department by September 20, 2017. Notice of the statutory Public Meeting was posted in the Oakville Beaver on September 14, 2017. Additional notices were mailed to property owners within the Bronte Village Growth Area and emailed to the required agencies as well as the e-blast list for the Official Plan Review.

(B) FINANCIAL

No financial implications arise from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The draft OPA is currently in circulation to external agencies for comments.

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(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our natural environment
- enhance our economic environment
- enhance our cultural environment
- enhance our social environment
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The proposed OPA for the Bronte Village Growth Area incorporate the four pillars of sustainability – social, economic, environment and cultural.

APPENDICES:

Appendix A	Draft Official Plan Amendment, Bronte Village Growth Area
Appendix B	Tracked Changes: Livable Oakville Section 24, Bronte Village
Appendix C	Draft Urban Design Considerations - Livable by Design Manual (Part B): Urban Design Direction for Bronte Village

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