

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: OCTOBER 10, 2017

FROM: Planning Services Department

DATE: September 18, 2017

SUBJECT: **Public Meeting Report**
Proposed Official Plan & Zoning By-law Amendments
Town of Oakville former Public Works Site
File: 42.24.018

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

WARD: 5

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RECOMMENDATION:

1. That the report from the Planning Services Department, dated September 18, 2017, entitled "*Public Meeting Report – former Public Works Site*" be received.
2. That comments from the public with respect to the town-initiated Official Plan and Zoning By-law Amendments to implement the Master Plan for the former Public Works site (file: 42.24.018), be received.

KEY FACTS

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

- This report presents information with respect to Town-initiated Official Plan and Zoning By-law Amendments for the Town's former public works site on Trafalgar Road;
- The public meeting being held October 10, 2017 satisfies the legislative requirements and allows Planning staff to receive input from the public regarding proposed changes to the Official Plan and zoning regulations for the property. A public information meeting was held September 6, 2017 at which four members of the public attended.

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- The property is currently owned by the Town, designated Urban Core and zoned Mixed Use. The designation and zoning reflects the land use and policies for the site when the Town's Official Plan was adopted in 2009. Urban Design Guidelines applying to the site were also prepared in 2011.
- The property was the subject of a development application in 2007; however, that proposal was subsequently withdrawn.
- The proposed Amendments are the result of a comprehensive master planning exercise which was a requirement of the Council endorsing the creation of a Municipal Development Corporation.

BACKGROUND

The subject property was once the Town's Public Works yard and was declared surplus to the Town's needs. With the site being declared surplus, a private development proposal was submitted in June 2007 which considered a master-planned redevelopment of the site. The proposal was withdrawn by the proponent prior to any decision being made on the application by Town Council.

The Uptown Core Review (2007) was an important study completed in support of developing the Town's new *Livable Oakville* Official Plan (2009). The Review and subsequent policies designated the site for a mix of uses – predominantly taller high density apartment buildings with retail, commercial and office uses at-grade.

Some preliminary environmental investigations have been undertaken for the site and some salt contamination has been identified due to the use of the property as the former public works site.

Location

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

Site Description

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

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Surrounding Land Uses

The surrounding land uses are as follows:

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

POLICY FRAMEWORK

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

Provincial Policy Statement

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

Growth Plan for the Greater Golden Horseshoe

The 2017 Growth Plan was released on May 18, 2017, and came into effect on July 1, 2017 replacing the 2006 Growth Plan. The Growth Plan provides a framework for implementing the Province's Vision for building stronger, prosperous communities by managing growth. The Plan directs growth to built-up areas through intensification where development proposals can efficiently use existing transportation and servicing infrastructure.

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Halton Region Official Plan

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

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

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

Town of Oakville Official Plan

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

The subject property is designated “Urban Core” which is intended to reflect that designation has a strong urban focus. Development is expected in multi-use buildings composed mainly of commercial and residential. Entertainment facilities, hotels and offices may also be permitted.

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

Prior to the Official Plan Review being completed in 2009, the Town undertook the Uptown Core Review which assessed the in-effect policy in light of new provincial planning policies, development applications proposed at the time, and a number of other factors, including the quality of urban design and streetscape initiatives. The findings of the Uptown Core Review were critical to the determination of the long term land uses for the area due to the implications new development could have in relation to the transportation network, overall land use mix, and livability of the area.

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At the time of the Study, the subject property was identified as primarily a residential area with taller mixed-use buildings. A development scheme considered a potential of 1,909 residential units on the former Public Works site in a range of building forms with a mix of uses including retail at-grade and medium to high density residential and/or offices above. The intent was to ensure higher densities could support transit and contribute to a neighbourhood's vibrancy.

The proposed Official Plan amendment is discussed below.

Zoning

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

A proposed Zoning By-law Amendment includes some modest tweaks to ensure the appropriate built form based on the proposed Official Plan amendment. The revised provision would regulate future development and include measurements for height, setbacks and other design-related elements.

PROPOSED AMENDMENTS

Master Plan

Staff has revisited the original Uptown Core Review to determine whether the original assumptions affecting the site remain true given the surrounding development completed, or underway, and current market trends.

Staff has examined the Best Planning Estimates (BPEs) which are produced by Halton Region, and endorsed by the town. The BPEs provide an anticipated amount of residential units within a given area for the purposes of planning for infrastructure and monitoring growth.

This exercise has led staff to conclude that a total of 1,215 residential units were allocated to the former Public Works site. This number has been clarified based on the amount of units in the broader applicable area including the subject site and lands to the west. Based on the development in the area, staff was able to rationalise the total number of units to ensure compliance with Halton Region's requirement to not reduce density on a given site within an Intensification Area.

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As such, staff has undertaken a master planning exercise to understand the constraints affecting the site, as well as the existing built context. This will result in a new Master Plan which will identify development blocks and phases, minimum densities, and appropriate built form. The proposed development blocks are identified around the various pipeline and hydro easements which bisect the site.

The Master Plan exercise has subscribed to the Town's Official Plan objectives and policies, along with the Town's Livable by Design Manual.

Proposed Official Plan Amendment

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

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

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

A new park system is considered in the centre of the former Public Works site, with an extension of the public park system to the south.

Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment only slightly changes the existing permissions. As noted above, the proposal considers some modest tweaks to ensure the appropriate built form based on the Official Plan review noted above. The biggest change will be to permit stand-alone townhouses which are currently only permitted where the townhouse form shares a common wall with an apartment building.

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Future Planning Approvals

As Council will recall, direction was provided to create a Municipal Development Corporation (MDC). The refinements being proposed through the Master Plan exercise and resulting amendments will assist the MDC in being able to move forward with specific phases and development blocks without the need to attempt to develop the whole of the subject site at one time.

There is some further environmental work to be undertaken as well as studying the water, wastewater and stormwater capacity in the area. As part of the 2009 Uptown Core Review, a transportation study was undertaken; however due to the currency of that study, an update is required. That work is currently underway.

A Public Information Meeting was held in early September wherein four members of the public attended. Staff will incorporate those comments as well as those from the public meeting, into a final report with the intent bringing a recommendation to Council before the end of 2017.

CONCLUSION

The Master Plan exercise is being undertaken based on Council's direction to utilise a Municipal Development Corporation. The proposed amendments are as a result of the master planning exercise and are prepared for the public's feedback.

A future staff report will bring forward recommendations on the proposed amendments for Council's consideration.

CONSIDERATIONS

(A) PUBLIC

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

(B) FINANCIAL

None arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

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

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(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- be the most liveable town in Canada

(E) COMMUNITY SUSTAINABILITY

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

APPENDICES

Appendix A – Location Map
Appendix B – Potential massing model
Appendix C – draft Official Plan Amendment
Appendix D – draft Zoning By-law Amendment

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