



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: NOVEMBER 6, 2017

FROM: Planning Services Department

DATE: October 16, 2017

SUBJECT: **Public Meeting Report - Town Initiated Official Plan Amendment:
Speers Road Corridor Study - File No. 42.23.007**

LOCATION: Speers Road

WARD: Multiple Wards: 1 and 2

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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 Speers Road Corridor Study (File No.42.23.007) be received.

KEY FACTS:

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

- The Livable Oakville Plan identifies Speers Road as a corridor that should be studied to confirm long-term land uses and opportunities for suitable intensification.
- Planning and Development Council held a Special Public Meeting on May 11, 2015, and received a report launching the Official Plan Review. The report identified that the Speers Road Corridor Study would form part of the Official Plan Review in coordination with the Employment and Commercial Review.
- The Livable Oakville Council Subcommittee received staff reports regarding the Speers Road Corridor Study and the Employment and Commercial Review throughout 2015 to 2017.
- Planning and Development Council adopted an amendment to the Livable Oakville Plan's Urban Structure on September 26, 2017. The amendment identifies the Speers Road Corridor as an Employment Area and an Employment Mixed Use Corridor located along a Regional Transit Priority Corridor. A portion of the Bronte GO station area is also located along the

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corridor and identified as a Major Transit Station Area and Regional Transit Node which is to be further studied.

- This report brings forward a proposed Official Plan Amendment (OPA) for the Speers Road Corridor. 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 any planning matters to be considered.

BACKGROUND:

Livable Oakville Plan

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 Livable Oakville Plan identifies Speers Road as a Special Policy Area - Corridor. Section 26.4 of the plan describes corridors as:

“general linear areas along major arterial roads. These areas provide a linkage between nodes and can provide for various functions including support for employment areas or as a buffer to residential neighbourhoods. Corridors generally contain a mix of uses, many in transition, and many unrelated or connected in form or function. Corridors are recognized for their potential for intensification due to their location along major transit routes and, in many cases, because they contain numerous vacant or underutilized lands.”

Section 26.4.2 of the plan states that “the corridor located along Speers Road should be further studied to confirm long-term land uses and opportunities for intensification suitable for this area.”

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Official Plan Review

On May 11, 2015, Planning and Development Council received a staff report at a Special Public Meeting launching the Official Plan Review. The report identified that the Speers Road Corridor Study would be carried out under the Official Plan Review and coordinated with the Employment and Commercial Review. The staff report stated the Speers Road Corridor study “will provide a detailed analysis of Speers Road to confirm long-term land uses and opportunities for intensification suitable for this area. In studying the intensification potential of this area, its context and continued function as an employment area will be a key objective.”

The study, undertaken throughout 2017, has resulted in a draft town-initiated official plan amendment which would modify the text and schedules of the Livable Oakville Plan pertaining to the lands along Speers Road to implement study findings.

Chronology

Since the launch of the Official Plan Review, the Employment and Commercial Review and the Speers Road Corridor Study have been coordinated alongside the overarching Urban Structure Review. The following chronology identifies key project milestones for these projects which have informed policy development for the Speers Road Corridor Special Policy Area. Hyperlinks to the agendas which brought forward these studies are provided for convenience purposes.

- [February 16, 2016](#) – The Livable Oakville Council Subcommittee (Subcommittee) received a report outlining the launch of the Urban Structure Review which set out to form policy foundation for directing growth and change, and protecting stable areas and natural heritage and open space.
- [March 21, 2016](#) – The Subcommittee received a preliminary directions report on the Employment and Commercial Review, prepared by a consulting team retained by the town. The report was referred back to staff for further review.
- [April 18, 2016](#) – The Subcommittee hosted a meeting/workshop to discuss emerging themes to be addressed as part of the Official Plan Review including employment and commercial areas and the Speers Road corridor.
- [November 1, 2016](#) – The Subcommittee received a report on the Employment and Commercial Review as well as the Urban Structure Review. The reports both provided discussions for Speers Road helping to shape the foundational elements informing the Speers Road Corridor Study.

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- **March 20, 2017** – The Subcommittee received a report titled “Speers Road Corridor Study” providing a detailed review of policies and plans which may impact planning for the corridor, as well as a detailed assessment of the corridor. The report provided policy directions for consideration during the policy development phase of the study.
- **May 15, 2017** – The Subcommittee received a report on the Urban Structure Review providing draft policy directions and a draft Official Plan Amendment. The draft Official Plan Amendment set the foundation for considering the Speers Road Corridor within the broader town-wide context.
- **September 11, 2017** – The Subcommittee received a report titled “Employment and Commercial Review – Draft Policy Changes and Directions for Related Projects”. The report provided recommendations for employment and commercial lands across the town, including direction for the Speers Road Corridor Study. At the same meeting, the Subcommittee received a report titled “Speers Road Corridor Study – Draft Policies”. The report provided draft policies for the Speers Road Corridor Special Policy Area for discussion purposes.
- **September 26, 2017** – Planning and Development Council adopted a by-law to introduce a new Urban Structure into the Livable Oakville Plan. The Urban Structure identifies the Speers Road Corridor as an Employment Area, Employment Mixed-Use Corridor, and Regional Transit Priority Corridor. It also identifies the Bronte GO station as Major Transit Station Area for further study.
- **October 24, 2017** – A public information meeting is scheduled to solicit input from the public on the draft policies for the employment and commercial lands across the town, as well as the Speers Road Corridor Special Policy Area. At the time of writing this report, the public information meeting has not yet been held. Public input from this meeting will be considered as part of a future recommended official plan amendment.

Policy and Plans Review

Since the Livable Oakville Plan came into effect in 2011, which identified that a study would be undertaken of the Speers Road Corridor, 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) came into effect on July 1, 2017.

As part of the proposed Official Plan Amendment, attached as Appendix A to this report, the updated provincial plans have been considered in the draft policies for

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the Speers Road Corridor Special Policy Area. Although this study is not a conformity exercise, the provincial policies have been referenced to ensure that new policies provided in the Livable Oakville Plan do not conflict with those in provincial plans. The Speers Road Corridor Study is one of many studies which, over the fullness of Official Plan Review, is working toward full consistency and conformity with provincial plans.

As part of the Speers Road Corridor Study, a detailed discussion of related studies and plans, both emerging and finalized, was undertaken and is included in previous staff reports as outlined in the chronology section of this report. These studies and plans have informed policy development and the proposed OPA for the Speers Road Corridor, including:

Province

- Metrolinx – Bronte GO Station Master Plan (2013)
- Provincial Policy Statement (2014)
- Metrolinx – GO Rail Station Access Plan (2016)
- Growth Plan for the Greater Golden Horseshoe (2017)

Halton Region

- Halton Region Official Plan (2009)
- Halton Region Transportation Master Plans (2011)
- Halton Region Mobility Management Strategy (ongoing)

Town of Oakville

- Livable Oakville Plan (2009)
- Speers Road Environmental Assessment (2009)
- Economic Development Strategy (2009)
- Transportation Master Plan (2013)
- Zoning By-law (2014)
- Active Transportation Master Plan (2017)
- Official Plan Review Projects (2017 – outlined in chronology)

Future Consultation

At the time of report writing, a consultation event is scheduled for October 24, 2017 and a drop-in session prior to the Planning and Development Council meeting to solicit feedback on the proposed OPA for the Speers Road Corridor Special Policy Area. To date, staff have heard the following comments from the subcommittee and various landowners:

- the additional commercial flexibility reflects existing businesses and would allow for the continuation of many uses on the corridor;

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- the broader range of permitted uses more accurately reflects the existing businesses along the corridor;
- explore opportunities for greater connectivity into the adjacent residential areas from Speers Road;
- the early consideration of zoning by-law amendments to implement proposed policies;
- the cost implications associated with Metrolinx's Bronte GO Station Master Plan improvements, specifically the cost of moving the bus bay to the south side of the station with access from Speers Road, should be considered;
- residential permissions in the east end of the Special Policy Area adjacent to the Kerr Village Growth Area, should be considered, including impacts of the Halton Region employment overlay;
- providing a timeline/chart of all associated project inputs; and,
- the timing for the Bronte GO Major Transit Station Area project.

COMMENT/OPTIONS:

The purpose of this report is to introduce the town-initiated official plan amendment (OPA) to implement the findings of the Speers Road Corridor Study. 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 which is included as Appendix A. The effect of the proposed OPA is to provide new policies which identify the Speers Road corridor as:

- a 'Special Policy Area' having area-specific goals, objectives and policies to guide future development;
- an intensification corridor with policies to direct intensification opportunities;
- an employment area;
- an employment mixed use corridor providing a broadened range and mix of permitted uses for business and economic activities; and,
- as an emerging Regional Transit Priority Corridor with associated transportation policies.

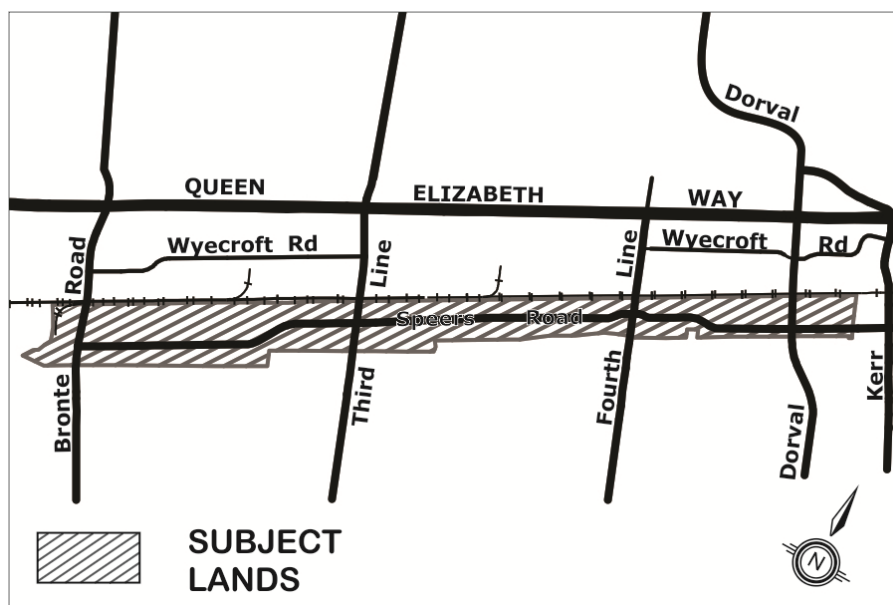
The proposed policies also identify the Bronte GO Station as a Major Transit Station Area requiring further study and provides interim policies.

The proposed amendment will result in change to the following parts of the Livable Oakville Plan Section 26 (Special Policy Areas), Section 27.1 (Exceptions – South West), Section 29.5 (Glossary), Schedule F (South West Land Use), and Schedule G (South East Land Use).

Description of the Official Plan Amendment

The Official Plan Amendment applies to the ‘subject lands’ in the map below. The policies in the town-initiated official plan amendment are based on the work undertaken as part of Speers Road Corridor Study, including:

- findings and policy directions from the Speers Road Corridor Study report received by the Livable Oakville Council Subcommittee on March 20, 2017;
- input received by the Livable Oakville Council Subcommittee;
- ongoing review of new and emerging policies including the Growth Plan for the Greater Golden Horseshoe (2017), the town’s Urban Structure Review, the Employment and Commercial Review, and ongoing transportation related projects at the Region and Town; and,
- consultation with various town departments, Halton Region, and initial meetings with property and business owners located on Speers Road.



The policy amendments are discussed below and grouped by topic.

Delineation of the Special Policy Area

The special policy area includes the lands within the boundary created by the following:

North: Railways tracks

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East: Kerr Village Growth Area
South: The boundary between the existing employment area and the existing residential uses to the south
West: Bronte Creek

The special policy area is comprised of the employment area located along Speers Road as well. The draft policies for the Speers Road Corridor Special Policy Area would apply only to the lands within the existing employment area. This reflects the delineation of the Employment Mixed Use Corridor area as found in the newly adopted Urban Structure OPA.

Description, Goal, Objectives & Development Concept

The Speers Road Corridor policies are drafted to be included in Section 26 of the Livable Oakville Plan which pertains to Special Policy Areas. The policies are formatted similar to the growth area policies in Part E of the Plan such that there is a description, goal statement and objectives which are to be used to guide decision making. The goal is stated such that “the Speers Road Corridor will support the town’s urban structure as an intensification corridor and regional transit priority corridor which will be a multi-modal, transit-supportive, employment area where a wide range and mix of business and economic activities can thrive.”

The objectives for the corridor help to achieve this goal and the overall intent for the area as provided for in Provincial, Regional and local planning contexts by:

- recognizing the unique context of the employment areas as an employment mixed use corridor and setting the stage to permit a wider range and mix of uses;
- supporting the role of the area as an intensification corridor by enabling conditions which will encourage intensification opportunities; and,
- supporting the role of the area as a regional transit priority corridor by setting a framework for the necessary transportation improvements to take place over time with an emphasis on transit and a multi-modal environment.

A development concept is also included to frame a development vision for the corridor including more refined concepts for three districts. Some of the key distinctions of the three districts include:

- in the district between Bronte Creek to East of Third Line, it will be the future home of the Bronte GO Major Transit Station Area which will be subject to future study and is to contemplate residential uses;
- in the district between East of Third Line to Fourth Line District is a larger industrial presence, as currently provided for; and,

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- in the district between Fourth Line to Kerr Street is a transitional area adjacent to the Kerr Village Growth Area which is to be enhanced as an area which contemplates a mix of arterial commercial and employment uses.

Bronte GO Major Transit Station Area

The Bronte GO Station is recognized as a Major Transit Station Area (MTSA) in the development concept along Speers Road. The MTSA is identified as per the Growth Plan 2017 and the newly adopted Urban Structure for the Livable Oakville Plan. The proposed OPA states that the MTSA will be the subject of further study to create a plan and policies to guide future land use and development in this area. The Bronte GO MTSA is identified, as per the Growth Plan 2017, to be planned for a minimum density target of 150 residents and jobs combined. As such, residential land uses are anticipated to be introduced in the future.

At this time, the policies for the Speers Road Corridor Study do not introduce residential land use permissions around the Bronte GO MTSA. The proposed OPA identifies that the future study of the MTSA will determine the mix of land uses, including residential uses, as well as the intensity, form and scale of development required to achieve the minimum density targets.

The proposed OPA indicates that the study for the Bronte GO MTSA must be coordinated with Halton Region. This is because, as per the Growth Plan 2017, the Region of Halton must delineate the boundary of the MTSA in its Official Plan (Halton Region Official Plan), prior to local municipalities proceeding with land use changes for the area. Furthermore, in the Halton Region Official Plan, the lands around the Bronte GO station are currently located within an Employment overlay. As such, residential uses are currently prohibited. In order to introduce residential land uses within this area, the lands must be removed from Halton Region's Employment overlay as part of its Official Plan Review, known as the municipal comprehensive review. Not until that time will policies specific to the Bronte GO MTSA be able to be introduced into the Livable Oakville Plan.

The proposed OPA also provides consideration of moving the existing bus transit terminal associated with the Bronte GO station, currently located on the north side of the station with access from Wyecroft Road, to the south side of the station with primary bus access from Speers Road. The reasoning for this is twofold. Firstly, Metrolinx's Bronte GO Station Master Plan indicates that the bus terminal should move to the south side of the station with primary bus access from Speers Road. Secondly, given that Speers Road is identified as a Regional Transit Priority Corridor which is anticipated to be a prioritized location for transit movements and host to an increase in transit service, primary bus access from Speers Road would be more practical and efficient for transit movements. Notwithstanding, access to the

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Bronte GO Station by all other modes of travel including vehicular and active transportation, could be from both Speers Road and Wyecroft Road.

As such, a bus terminal along Speers Road would be more practical and efficient for transit movements.

Function Policies

Functional policies specific to the Speers Road Corridor Special Policy Area are provided. The policies are in addition to Part C (General Policies) and Part D (Land Use Designation and Policies) of the Livable Oakville Plan. Policies provided for in Part E (Special Policy Area) of the Livable Oakville Plan prevail in the case of conflict with a policy elsewhere in the Plan. The functional policies are broken out into the following subheadings:

Transportation – This section includes policies regarding Speers Road’s evolution as a regional transit priority corridor and ensuring that land is protected for to allow these improvements to take place. The policies identify Speers Road as a regional transit priority corridor as per the adopted Urban Structure. Regional transit priority corridors are thoroughfares identified in Halton Region’s Mobility Management Strategy that has or is planned to provide greater levels of transit service connecting people to existing and planned local and regional destinations including urban growth centres, mobility hubs, employment areas, major transit station areas and abutting municipal connections. Transit priority corridors provide a focus for transit-supportive development.

Parking – This section includes policies around the arrangement of parking and encouraging shared driveways and shared parking areas where feasible.

Urban Design – These policies include direction for compatible development adjacent to residential areas including transition of height, building separation and landscaping. They also include direction indicating that additional design direction may be developed and incorporated into the Livable by Design Manual at a future date.

Accommodating Intensification – This section includes policies requiring a minimum building height of two storeys at the time of property redevelopment, encourage property consolidation and land assembly to allow comprehensive site design and development proposals.

Minimum Density – This policy is a directive of the growth plan which states that Halton Region is to assign minimum employment density targets to employment areas in coordination with the Town.

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Land Use Policies

Land use policies specific to the Speers Road Corridor Special Policy Area are provided. The policies in this section note that major retail uses are not permitted, as per existing policy. However, the policies provide for a broader range and mix of arterial commercial and service commercial uses that may be permitted throughout the various employment land use designations. These additional land use consideration recognizes the unique context of Speers Road as an employment mixed use corridor and works to implement the vision and direction established by the adopted Urban Structure and the Employment and Commercial Review.

An arterial commercial use is also proposed to be defined in the Livable Oakville Plan to differentiate this use from other commercial activities that typically locate in shopping plazas or retail centres primarily involved in retail and the day to day needs of the public.

The land use policies for the Speers Road Corridor Special Policy Area continue to be coordinated with the town-wide amendments that are being considered as part of the Employment and Commercial Review OPA.

Implementation Policies

Implementation policies have also been introduced including policies regarding consents, phasing and transition matters, as well as programs and initiatives.

With regard to consents, a new criteria to evaluate consent applications is considered. The criteria would allow staff to assess a consent application based on if the consent would fragment the lotting fabric precluding comprehensive site design, development and restricting intensification from taking place in accordance with the policies for the Speers Road Corridor Special Policy Area on the retained and new lot.

Phasing and transition policies note that development will occur gradually over the long term and be coordinated with the provision of infrastructure. It notes that legally existing buildings and uses prior to the adoption of the policies may be permitted to continue but are intended to be used and redeveloped in conformity with the plan over time.

The policies also allow reductions to the minimum building height of two storeys for certain uses such as warehousing or manufacturing for uses that, due to their operational function cannot otherwise be accommodated within a two storey building.

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The policies indicate that changes in use, additions and expansions of existing buildings are not subject to the minimum building height provided they can be demonstrated not to preclude the long-term redevelopment of the property.

The policies provide protection for the Bronte GO Major Transit Station Area where future study of land uses is to be undertaken. The policies note that development which would adversely affect the achievement of the objectives and concept for the area shall be prohibited.

The programs and initiatives section of the proposed OPA indicates that alignment between land use planning and economic goals and strategies should be considered. As such, a policy is introduced that provides direction for the town's Economic Development Strategy update to consider the unique context of the Speers Road Corridor Special Policy Area as part of future updates.

The policies also contemplate the development of a community improvement plan (CIP) for brownfield redevelopment. The development of a brownfield CIP is currently underway as evidenced by Planning and Development Council's endorsement of a Brownfield Redevelopment Strategy at its meeting held on September 11, 2017. The strategy outlines that Employment Areas should have the highest priority as part of the CIP, which would include the Speers Road Corridor Special Policy Area.

The program and initiative policies also indicate that future policy updates, as required, should take place in coordination with ongoing Halton Region projects including the Halton Region Mobility Management Strategy, municipal comprehensive review, and the delineation of the Bronte GO major transit station area.

Definitions

As noted in the "Land Use Policy" section above, definitions are proposed to be introduced through the OPA. These include an "*arterial commercial*" and "*major retail*" definition.

"Arterial commercial" has been introduced to distinguish the types of commercial uses that would be permitted within the Speers Road Corridor Special Policy Area and which are distinct from uses that typically locate in commercial plazas and which serve the day to day needs of the public.

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“Major retail” reflects the definition found in the Growth Plan (2017) for consistency purposes. The introduction of this definition will be coordinated with the OPA to be proposed as part of the town-wide Employment and Commercial Review.

Schedules

Schedule F (South West Land Use), and Schedule G (South East Land Use) are proposed to be amended as part of the OPA. Both schedules would introduce a delineated boundary of the Speers Road Corridor Special Policy Area which indicates where the policies specific to the special policy area apply.

Furthermore, three exception policy “bullets” are proposed to be removed on Schedule F as the new policies would render the exception policies duplicative of the new land use policy permissions on the properties.

NEXT STEPS

Following the Public Meeting and receipt of comments by Planning and Development Council, staff will work to address any comments and make any necessary revisions to the proposed OPA. A recommendation report with a by-law to adopt a recommended official plan amendment is currently scheduled for winter 2018. However, this timeline is subject to change and must be coordinated with other ongoing Official Plan Review projects such as the Employment and Commercial Review, and give appropriate time to address any outstanding concerns raised through the consultation process.

CONCLUSION

The proposed official plan amendment highlights that Speers Road has a unique character that is different from other employment areas and that broadened arterial commercial and service commercial uses should be provided. The policies highlight that there are three distinct districts along the corridor from Bronte Road to Third Line, Third Line to Fourth Line, and Fourth Line to Kerr Street. These three districts, defined by their distinct uses, locational context, and lotting patterns, will influence available development opportunities in these areas.

The official plan amendment emphasizes that Speers Road is to become a Regional Transit Priority Corridor and a key component of the region-wide transportation network. The corridor is to support intensification in an employment mixed-use context, providing transit-supportive development, and the integration of all transportation modes, including active transportation and transit.

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CONSIDERATIONS:

(A) PUBLIC

Notification of the October 24 Public Information Meetings, the November 6 Public Information Meeting, as well as the November 6 Statutory Public Meeting was posted in the Oakville Beaver on October 12, 2017. Notification has also been provided to the town’s agency list and landowners within the study area. Courtesy notification was also provided via the Official Plan Review e-blast distribution list having over 950 email addresses. The draft policies have been provided online since September 11, 2017, with the draft OPA to be made available on October 17, 2017, being 20 days before the public meeting. Comments from the public will be addressed as part of the final recommendation to Planning and Development Council.

(B) FINANCIAL

There are no financial implications arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Other departments will be required to review the proposed OPA to ensure concerns are addressed. To date, the draft OPA has been reviewed by Transportation Strategy within the Engineering and Construction Department, as well as the Urban Design section of Planning Services.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our economic environment
- be accountable in everything we do
- be innovative in everything we do
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The policies developed for the Speers Road Corridor Special Policy Area address the social, economic, and environment pillars of sustainability by fostering and enabling transit-supportive employment and commercial growth and development.

APPENDICES:

APPENDIX A – Draft Official Plan Amendment – Speers Road Corridor

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