



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: DECEMBER 4, 2017

FROM: Planning Services Department

DATE: November 13, 2017

SUBJECT: Recommendation Report - Town-initiated Official Plan
Amendment: Downtown Oakville Growth Area Review (Livable
Oakville) - File No. 42.15.54 - By-law 2017-120

LOCATION: Downtown Oakville Growth Area

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RECOMMENDATION:

1. That the town-initiated official plan amendment 20 (Downtown Oakville Growth Area, File:42.15.54) be approved;
2. That By-law 2017-120, a by-law to adopt an amendment to the Livable Oakville plan be passed; and,
3. That notice of Council's decision reflect that comments received from the public have been appropriately addressed.

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 Downtown Oakville Growth Area Review, which forms part of the Official Plan Review, was identified.
- The Downtown Oakville Growth Area Review commenced on November 23, 2015 with a public open house.
- A number of public engagement opportunities have been offered throughout the study process including open houses, a stakeholder workshop, an online survey and information sessions.

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- Three staff reports were presented to the Livable Oakville (Official Plan Review) Council Sub-committee over the course of the review, providing project updates and advancing policy development.
- A proposed town-initiated official plan amendment was presented at a statutory public meeting of Planning and Development Council on October 11, 2017 (reconvened from October 10, 2017) to solicit public comments.
- Comments received have been considered, and this report brings forward a recommended town-initiated official plan amendment for Council's consideration and approval.

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.

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 the town's growth areas, including Downtown Oakville, were to be reviewed.

In May 2015, the town initiated its Five Year Official Plan Review in accordance with the requirements of the *Planning Act*. As part of the five year review, the policies that guide growth and change in Downtown Oakville were identified to be studied to ensure the established goals and objectives for Downtown Oakville are realized.

Downtown Oakville Growth Area Review

The purpose of the Downtown Oakville Growth Area Review, established at the outset of the study process, was to assess the Downtown Oakville policies in the

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Livable Oakville Plan and consider new or revised policies, as necessary, to ensure the goals and objectives for Downtown Oakville continue to be realized.

Chronology

An extensive work program, including public consultation and technical review, was undertaken as part of the Downtown Oakville Growth Area Review. Public input and consultation formed a foundational element to the study process. Key project milestones included the following:

- November 23, 2015 – Public open house to introduce and seek feedback on draft policy directions prepared by staff.
- March 31, 2016 – Stakeholder workshop to gain feedback on 3-D computer model testing increased building height locations.
- April 26, 2016 – Information night to gain public feedback on 3-D computer model testing increased building height locations.
- May 2016 – Online survey seeking public feedback on 3-D computer model testing increased building height locations.
- [June 13, 2016 – Livable Oakville \(Official Plan Review\) Council Sub-committee](#) (LOCSC) meeting was held to report on work completed to date, public feedback received, next steps, and provide the LOCSC with an opportunity for discussion.
- [October 3, 2016 – Livable Oakville \(Official Plan Review\) Council Sub-committee](#) 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 – Livable Oakville \(Official Plan Review\) Council Sub-committee](#) meeting was held to present draft policy changes for discussion with the LOCSC and proceed to further consultation with the public.
- March 6, 2017 – public information session to present the draft policy changes and solicit input from the public.

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- [June 12, 2017 – Livable Oakville \(Official Plan Review\) Council Sub-committee](#) meeting was held to report back on public feedback and comments received, next steps, and provide the LOCSC with an opportunity for discussion.
- [October 11, 2017– Planning and Development Council](#) hosted a statutory public meeting under the *Planning Act* to solicit feedback from the public regarding the proposed town-initiated official plan amendment for the Downtown Oakville Growth Area.

Hyperlinks to the Livable Oakville (Official Plan Review) Council Sub-committee agendas which brought forward the staff reports and related consultation materials for the Downtown Oakville Growth Area Review are provided above for reference purposes.

Policy and Plans Review

Since the Livable Oakville Plan came into effect in 2011, a number of new provincial plans have been introduced. Municipal plans are required to be consistent with or conform to these provincial plans, including the new Growth Plan for the Greater Golden Horseshoe (2017) and the Greenbelt Plan (2017) which are now in 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 Downtown Oakville updated, where possible, to bring them into further alignment. The Downtown Oakville Growth Area Review is only one of many studies which, over the fullness of the Official Plan Review, is working toward full provincial plan consistency and conformity. Further policy updates may be required once Halton Region has completed their municipal comprehensive review to ensure full consistency and conformity with Provincial and Regional plans.

COMMENT/OPTIONS:

Public consultation has formed a foundational component of the Downtown Oakville Growth Area Review and included one public open house, one stakeholder workshop, two public information sessions, and an online survey. Town staff have presented all input received from the public at four Livable Oakville (Official Plan Review) Council Sub-committee meetings. The feedback received through the Downtown Oakville Growth Area Review process informed the development of a proposed official plan amendment (OPA). The proposed OPA was presented for public comment at a statutory public meeting on October 11, 2017.

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Public comments

At the October 11, 2017 statutory public meeting, staff received comments from the Downtown Oakville BIA, attached as Appendix A. A representative of the Downtown Oakville BIA also made an oral delegation at the meeting.

The following is the staff response to the requests received from the Downtown Oakville BIA:

1. Request for “Council to study the economic feasibility for major office at the identified 12 storey sites and the possibility that such be reserved for that purpose”.

The proposed official plan amendment introduces an Urban Core designation on select sites in Downtown Oakville. This designation permits a height range of 8-12 storeys, subject to an additional Downtown Oakville land use policy that permits a minimum height of two stories to allow for appropriate transition to the heritage conservation district and/or to achieve other objectives of the Plan.

The Urban Core designation is a mixed use designation that permits a range of uses including office, commercial and residential. This designation permits an office use in combination with another use, such as retail on the ground floor.

To provide further clarity around the permitted uses in Downtown Oakville, office uses have also been added to Policy 25.3 - Downtown Oakville Development Concept – “Downtown Oakville is comprised of the land use designations shown on Schedule Q1. This area is intended to accommodate new commercial, office, residential, community and cultural uses through intensification” (recommended S.25.3).

Staff received feedback from N. Barry Lyon Consultants Limited on the economics of major standalone office uses in Downtown. They noted that very few standalone office building have been constructed in traditional downtown areas in the GTA outside of the City of Toronto because demand and achievable rents are not sufficient. Downtown appeals, and is anticipated to continue to appeal, to a mix of smaller, boutique office-based businesses, as opposed to enterprises that typically require a large amount of gross floor area, large amounts of parking, and who may also desire visual exposure and access from the QEW. It was their opinion that development of a large standalone office building in the near to mid-term would not be feasible in Downtown Oakville.

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2. Request that N. Barry Lyon Consultants Ltd. “study the actual footprints for these four to eight storey sites together with updated market data, to determine the economic development feasibility for such”.

In the Assessment of Redevelopment Viability report (September 2016), N. Barry Lyon Consultants Ltd. used prototypical site and built form statistics for the Downtown test location. The assessment supported an increase from four to six storeys with typical Urban Design requirements and concluded that the town should continue to explore appropriate opportunities for building heights taller than six storeys. Staff do not consider that the requirement of setback terracing or other Urban Design requirements in the Downtown would have a significant impact on feasibility.

3. Request that Council direct J.C. Williams Group to undertake a commercial leasing strategy for Downtown Oakville.

The recommended OPA provides for commercial, office, residential, community and cultural opportunities in Downtown Oakville. Commercial leasing is not a study the Town or the local BIA would typically undertake. The Town or BIA would have no means to implement a leasing strategy. Typically, these are completed by shopping centre management companies.

Council comments

At the October 11, 2017 statutory public meeting, staff received comments from Council with regard to trails, bonusing and the urban river valley designation. It was asked if there was a concept the town was looking at to create a linkage along the Sixteen Mile Creek on the Ward 2 or Ward 3 side to connect Downtown Oakville with Midtown Oakville.

Within the recommended Downtown Oakville Growth Area boundary, the lands along the Sixteen Mile Creek are recommended to be designated Waterfront Open Space and Natural Area, which permit passive recreational uses such as trails, walkways and bicycle paths. The majority of the properties abutting Sixteen Mile Creek outside of the Downtown Oakville Growth Area boundary are in private ownership, and combined with the complex geography of the river valley itself, creating a trail north to Midtown Oakville would be very challenging. The 2012 Parks, Recreation and Library Facilities Master Plan identified that expansion of the town’s system of trails and pathways was a high priority for the town.

Council asked if bonusing could be considered on the fire hall site, located at the northwest corner of Randall Street and Navy Street.

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Staff support limiting bonusing to the areas shown on recommended Schedule Q1. Based on the existing context, work completed as part of the Downtown Plan, the 3-D modelling exercise and comments received from the public, staff are of the opinion that an Urban Core designation with a maximum height of 12 storeys, as recommended, is appropriate for the fire hall site.

Council also asked what effect the Urban River Valley designation would have on the lands owned by the town, in proximity to the Sixteen Mile Creek.

The Greenbelt Urban River Valley overlay shown on Schedule Q1 is primarily located within the proposed Waterfront Open Space Designation. The Urban River Valley policies of the Greenbelt Plan align with the uses permitted within the town’s Waterfront Open Space designation.

Revisions to the proposed official plan amendment

Minor revisions were made to the proposed official plan amendment presented at the October 11, 2017 statutory public meeting, based on further staff consideration and in response to the above noted comments. A summary of the revisions, including an explanation, are included in the table below:

Section	Description of change (revision highlighted in grey)	Explanation of revision
25.3 DOWNTOWN OAKVILLE Development Concept	Downtown Oakville is comprised of the Central Business District land use designations as shown on Schedule Q1. This area is intended to accommodate new retail, service commercial, <u>office, and residential, community and cultural</u> uses through <i>intensification</i> .	<ul style="list-style-type: none"> Office use specifically identified and included
25.4.1 DOWNTOWN OAKVILLE Parking	Parking facilities will <u>primarily</u> be located <u>provided</u> in <u>centralized or shared</u> parking lots areas . Such parking facilities, if uncovered, will be adequately landscaped. It is intended that such facilities be integrated with buildings structures and/or provide convenient pedestrian connections to <u>shopping areas</u> <u>Downtown Oakville’s commercial, office, community and cultural uses</u> . Commercial uses within the Central	<ul style="list-style-type: none"> Office use specifically identified and included

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	<p>Business District in Downtown Oakville shall be exempt from parking requirements</p>	
<p>25.4.4 DOWNTOWN OAKVILLE Growth Target</p>	<p>Re-number section to 25.4.3 and revise the policy as follows:</p> <p><u>Growth Target</u></p> <p><u>Minimum Density</u></p> <p>Downtown Oakville can accommodate an additional 80 residential units.</p> <p><u>A minimum planned density shall be established for Downtown Oakville through Provincial plan conformity coordinated with Halton Region</u></p>	<ul style="list-style-type: none"> • “Growth Target” heading revised to “Minimum Density”
<p>NEW DOWNTOWN OAKVILLE Urban Design</p>	<p>Insert a new policy section as section 25.5 Urban Design as follows:</p> <p><u>25.5.3 Streetscapes</u></p> <p><u>b) Buildings along primary streets, as identified on Schedule Q2, shall:</u></p> <p>i) <u>incorporate a high degree of transparency on the ground floor;</u></p> <p>ii) <u>provide building openings and principal entrances facing the street; and,</u></p> <p>iii) <u>contain commercial, community, cultural or limited office uses adjacent to the street which foster an active main street environment</u></p> <p><u>c) Buildings along secondary streets, as identified on Schedule Q2, should:</u></p> <p>i) <u>incorporate a high degree of transparency on the</u></p>	<ul style="list-style-type: none"> • Clarifies limited office uses on the first storey • Aligns with the existing zoning permissions which limit the size of office uses on the first storey • Does not restrict size of office uses above the first storey

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	<p style="text-align: center;"><u>ground floor;</u></p> <p>ii) <u>provide building openings and principal entrances facing the street; and,</u></p> <p>iii) <u>contain commercial, community, cultural or limited office uses adjacent to the street which support the main street district, and may also contain residential</u></p>	
<p>25.7.1 DOWNTOWN OAKVILLE Bonusing</p>	<p>Renumber to section 25.8.2 and revise as follows:</p> <p>a) The Town may consider additional building height through an Official Plan amendment and in accordance with section 28.6</p> <p><u>The Town may allow for increases of up to two storeys beyond the maximum permitted building height in the areas of Downtown Oakville delineated on Schedule Q1 without amendment to this Plan. The additional height may be allowed in exchange for the provision of public benefits as listed in section 28.6.2, and with priority given to those public benefits noted in section 25.8.2 c).</u></p> <p>b) Bonusing shall only be permitted within Downtown Oakville if supported by a transportation impact analysis that confirms that the additional development will not adversely impact the transportation network or, where cumulative impacts are identified, that such impacts are</p>	<ul style="list-style-type: none"> • Deemed redundant and not required to be added • Bonusing policies of Livable Oakville Section 28.6 address infrastructure capacity • Approach consistent with other main street growth area bonusing policies

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	<p><u>accommodated through transportation improvements which are to be provided through agreement by the applicant.</u></p> <p>c) <u>Public benefits considered appropriate for the application of increased height in Downtown Oakville may include, but are not limited to:</u></p> <p>i) <u>public parking;</u></p> <p>ii) <u>conservation and preservation of <i>cultural heritage resources</i>;</u></p> <p>iii) <u>community centres and/or facilities and improvements to such centres and/or facilities;</u></p> <p>iv) <u>parkland and improvement to parks;</u></p> <p>v) <u>integration of office uses in mixed use <i>developments</i>;</u> <u>and,</u></p> <p>vi) <u>public art.</u></p>	
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In addition to the above revisions, mapping changes to Schedule A1 – Urban Structure, have been added which reflect the proposed modifications to the Downtown Oakville Growth Area boundary. Minor housekeeping edits to reflect punctuation and grammatical errors have also been included.

Overview of the recommended official plan amendment

The recommended OPA proposes updated policies and mapping for to the Downtown Oakville Growth Area to implement the findings of the Downtown Oakville Growth Area Review. The effect of the proposed OPA includes changes to:

- enhance clarity and intent through housekeeping amendments;

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- update the description, goal, objectives, development concept and functional policies to clarify intent and to reflect various policy changes throughout;
- update the policy language for expressing growth targets as a minimum planned density to be determined as part of future conformity matters;
- introduce new and revised urban design policies to enhance existing objectives;
- introduce a new urban design schedule to illustrate urban design elements including: primary streets, secondary streets, flexible streets, urban squares, and gateways;
- replace the Central Business District designation with mixed use designations, including Urban Core, Urban Centre, Main Street 2 and Main Street 1;
- introduce bonusing permissions in certain Main Street 1 and Main Street 2 designation locations;
- permit stand-alone uses in certain contexts;
- extend the Downtown Oakville Growth Area boundary to the Sixteen Mile Creek in the north west and redesignate the area to Waterfront Open Space;
- introduce new natural heritage policies;
- introduce the Greenbelt Urban River Valley to the lands subject to the new Greenbelt Plan (2017); and
- update the Downtown Oakville Land Use Schedule and South East Land Use Schedule accordingly.

The recommended OPA will result in changes to the following parts of the Livable Oakville Plan: Section 25 (Downtown Oakville); Schedule A1 – Urban Structure; Schedule Q – Downtown Oakville Land Use; and, Schedule G – South East Land Use.

A detailed description and rationale for the recommended changes is included in the staff report dated September 15, 2017 and titled “Public Meeting Report - Town-initiated Official Plan Amendment: Downtown Oakville Growth Area Review (Livable Oakville) - File No. 42.15.54”, which was received at the October 11, 2017 Planning and Development Council meeting.

Coordination and Timing

By-law 2017-120, which brings forward the recommended town-initiated official plan amendment for Downtown Oakville (OPA 20), considers the status of the Urban Structure Official Plan Amendment (OPA 15), adopted by Council on September 26, 2017 through By-law 2017-079. Given Halton Region is the approval authority for OPA 15, By-law 2017-120 gives direction for Halton Region to modify the adopted Schedule A1, as attached to By-law 2017-079, in accordance with OPA 20, as part

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of Halton Region's approval of By-law 2017-079.

CONCLUSIONS:

The Downtown Oakville 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 Downtown Oakville. Public consultation has formed the foundation of this study. Since the initiation of the review, which began in November 2015, town staff have hosted one public open house, one stakeholder workshop and two public information sessions, as well as an online survey. Town staff have presented all input received from the public at four Livable Oakville (Official Plan Review) Council Sub-committee meetings. Over the course of the study, town staff have consulted with many interested residents, business and property owners who have contributed their ideas to the process. A statutory public meeting was held at Planning and Development Council on October 11, 2017 to receive public comments on the proposed OPA. These comments have been considered and a balance of public views and opinion of the community vision has been reflected in the recommended OPA.

This report presents Planning and Development Council with a recommended town-initiated OPA to the Livable Oakville Plan, which would, if approved, update the policies and mapping related to the Downtown Oakville Growth Area. For reference purposes, a tracked change version of Section 25, Downtown Oakville, illustrating the recommended changes, is attached as Appendix B.

In early 2018, urban design staff intend to create a context-specific design direction document for Downtown Oakville in order to implement the enhanced urban design policies introduced as part of the recommended OPA. Staff will also build upon the urban design direction emerging from recent studies and initiatives in the district, such as the Downtown Transportation and Streetscape Master Plan, Downtown Cultural Hub, and Downtown Oakville Heritage Conservation District Guidelines. This is consistent with the approach taken for the Bronte Village Growth Area and the Kerr Village Growth Area.

CONSIDERATIONS:

(A) PUBLIC

Notice of the statutory public meeting was published in the Oakville Beaver September 14, 2017, mailed to property owners within the Downtown Oakville Growth Area, emailed to the required agencies, as well as in an e-blast to the Official Plan Review email list. The proposed official plan amendment was made available for review on the town's webpage and in the Planning Services department by September 20, 2017, being 20 days

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before the statutory public meeting. The proposed official plan amendment was presented at a statutory public meeting October 11, 2017.

Notice of the recommendation meeting was published in the Oakville Beaver November 16, 2017, mailed to persons who requested to be notified at the statutory public meeting, mailed to persons who made oral or written submission at the statutory public meeting, mailed to all properties within the proposed Downtown Oakville Growth Area boundary, mailed to all properties within 120m of the proposed Downtown Oakville Growth Area boundary, and emailed to the required agencies. The recommended official plan amendment was made available for review on the town's webpage and in the Planning Services department by November 14, being 20 days before the recommendation meeting.

(B) FINANCIAL

No financial implications arise from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The recommended official plan amendment has been circulated to external agencies.

(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 Downtown Oakville Growth Area incorporate the four pillars of sustainability – social, economic, environment and cultural.

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APPENDICES:

Appendix A Comments submitted at the October 11, 2017 Statutory Public Meeting

Appendix B Tracked Changes: Livable Oakville Section 25, Downtown Oakville

Prepared by:
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