



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: DECEMBER 4, 2017

FROM: Planning Services Department

DATE: November 10, 2017

SUBJECT: Recommendation Report -- Livable by Design Manual (Part B)
Draft Urban Design Direction Documents for Kerr Village Growth Area and Bronte Village Growth Area

LOCATION: Kerr Village and Bronte Village Growth Areas

WARD: Multiple Wards: 2 and 3

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RECOMMENDATION:

That the Planning Services Department report dated November 10, 2017 entitled *Livable by Design Manual (Part B) – Draft Urban Design Direction Documents for Kerr Village Growth Area and Bronte Village Growth Area*, be received.

KEY FACTS:

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

- The *Urban Design Direction for Kerr Village Growth Area* (Appendix A) and *Urban Design Direction for Bronte Village Growth Area* (Appendix B) are new documents to be included into the middle section ('Part B') of the *Livable by Design – Urban Design Manual*, as they provide urban design direction that is specifically tailored to these traditional commercial districts.
- These urban design direction documents will greatly assist in implementing the policy direction in sections 6 (Urban Design), 23 (Kerr Village) and 24 (Bronte Village) of the *Livable Oakville Plan*.
- The research and consultation associated with the creation of these urban design direction documents was undertaken concurrent with the proposed Official Plan Amendments for Kerr and Bronte Villages to ensure the projects informed each other.
- These urban design documents are focused on providing clear direction for public realm enhancements and property redevelopment that reinforce the context and character of these traditional commercial areas and illustrate how

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revitalization efforts could be approached in order to achieve community, corporate and Council expectations and objectives.

- Through to early 2018, staff will conduct further check-ins and consultations with the districts' stakeholders to ensure the final documents reflect the collective redevelopment vision for each district, to provide any clarifications, and to incorporate refinements. In addition, staff will incorporate into the documents any inputs and design direction that may emerge from town-lead current projects/initiatives, for example, the Lakeshore West EA.
- These urban design documents will be finalized in 2018 and brought to Planning and Development Council for consideration and endorsement.
- An urban design direction document will be prepared for the Downtown Oakville Growth Area in 2018 that will implement the enhanced policy direction of Section 25 of the *Livable Oakville Plan* and incorporate the design-related elements and direction from recent downtown-based studies, including cultural hub and streetscape studies and guidelines for heritage conservation districts.

BACKGROUND:

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 review, policies that guide growth and change in Kerr Village, Bronte Village and Downtown Oakville were studied to consider new and revised policies to ensure the goals and objectives for these traditional commercial districts continue to be realized.

Urban design staff participated in the OP review project by assessing the current policy direction, undertaking best practice reviews, touring the districts, referencing past studies, and speaking with stakeholders in order to recommend enhancements and new design-based policies. Urban design staff also participated in the district-focused public open houses, stakeholder meetings and presentations to the Livable Oakville Council Sub-Committee meetings from 2015 through to 2017.

Through their involvement in this process, urban design staff prepared new schedules for incorporation into the official plan that map locations in each district where the current and proposed new/enhanced policy direction is applicable. (Refer to Appendix C of this report for Schedule O2 (Kerr), Schedule P2 (Bronte) and Schedule Q2 (Downtown)).

Developing these new schedules led to the creation of draft urban design direction specific to the context and character of Kerr Village and Bronte Village, which also reinforce and further build upon the urban design policies in section 6 of the *Livable*

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Oakville Plan and the broad-based urban design direction contained in part A of the *Livable by Design Manual – Design Direction for Oakville*.

The three distinct components that form the *Livable by Design Manual* include:

- Part A: *Livable by Design Manual – Design Direction for Oakville* (2014) is a comprehensive set of broad-based urban design directives that align with and implement the urban design policies contained in section 6 of the *Livable Oakville Plan*
- Part B: a series of detailed urban design documents that are either tailored to a specific district/location (for example, *Designing Midtown* (2013) which implements the Livable Oakville Plan policies in section 20) or for specific land-uses, for example, *Design Guidelines for Stable Residential Communities* (2013) which implements the Livable Oakville Plan policies in section 11.1.9
- Part C: *Site Design and Development Standards* (2017), implements select urban design and other policies in the *Livable Oakville Plan*

The final *Urban Design Direction for Kerr Village Growth Area*, final *Urban Design Direction for Bronte Village Growth Area*, including the future urban design direction document for Downtown Oakville Growth Area, will be inserted as 'Part B' documents into the *Livable by Design Manual*.

COMMENT/OPTIONS:

The process undertaken to draft the urban design direction documents for Kerr Village and Bronte Village, along with the remaining steps to finalize these projects and complete the design direction for Downtown Oakville, are detailed in the following sub-sections.

Project Objectives

The objectives for completing the *Urban Design Direction for Kerr Village Growth Area* and *Urban Design Direction for Bronte Village Growth Area* are:

- to set clear expectations for preferred design outcomes by providing direction for achieving compatible designs that are based on policy direction, best practices, and the context and character of each district
- to create user-friendly documents that combine text and images that demonstrate how the policy direction of the *Livable Oakville Plan* can be realized

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- to foster creativity in design with directives that outline development expectations while providing design flexibility to allow for creative public realm and site/building design that ultimately contributes to the main street and surrounding district character
- to create an assessment framework for reviewing development proposals and for providing designers, staff and decision makers with a set of illustrated design expectations

Project Inputs

In the preparation of the draft urban design direction documents, which guide revitalization and redevelopment efforts in the traditional main street growth areas, staff explored and undertook the following:

- completed walk-about through each district to assess the attributes and local character, as well as to identify and understand the challenges
- reflected upon past participation in and observations from studies and initiatives focused on the district, for example, the development of retail strategies
- reflected upon past interactions and meetings with various district stakeholders, such as members of the BIA, residents' associations, and individual business owners
- participated in and obtained feedback from those attending the official plan review open houses and meetings
- incorporated inputs emerging from current studies/initiatives within the districts, such as, Lakeshore Road West EA process and Trafalgar Park Redevelopment project
- based on a best practice review, incorporated relevant findings and design directions utilized in similar traditional commercial corridors within other municipalities in North America
- incorporated initial feedback obtained from stakeholders based on their review of the draft design documents

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Design Direction Documents

Each urban design document that is contained within the *Livable by Design Manual* sets the direction, through text and images, that will facilitate desirable and compatible development which responds to the surrounding context and maintains and enhances the character of that area.

The *Urban Design Direction for Kerr Village Growth Area* and *Urban Design Direction for Bronte Village Growth Area* will implement the existing and enhanced policy direction of the *Livable Oakville Plan*, including the amendments and new schedules (as detailed in OPA 20, which staff recommends for approval and contained on this meeting agenda).

The urban design direction contained in these documents focuses on public realm enhancements and property redevelopment that reinforce the context and character of the areas. The public realm is comprised of interconnected places that are available for use by everyone for everyday life – streets, plazas, parks, urban squares, trails and public buildings – whether publically or privately owned.

The design direction contained in the Kerr Village and Bronte Village documents is specifically tailored to the reinforcement and enhancement of the context, characteristics, and desirable attributes of these traditional commercial districts. The documents illustrate how physical ('bricks and mortar') revitalization efforts can achieve vibrant economic and cultural districts. The direction contained in the documents should foster creativity in design by providing flexibility that will allow for creative and innovative public realm and site/building design.

The urban design direction expressed in these documents is closely linked to the fundamental design direction and guiding principles contained in the endorsed 'Part A' document, and then further focused on enhancing the attributes and main street character of these commercial corridors. It is important to note that the urban design direction contained in these documents is intended to be read and applied in conjunction with the broader design direction provided in both Part A and Part C of the *Livable by Design Manual*.

The urban design direction contained Kerr Village and Bronte Village documents is organized into the following sections:

1. introduction – covering the document framework, the policy and design contexts, and key information for implementing the design direction
2. guiding design principles – identifying the urban design foundation from which all *Livable by Design Manual* documents are created

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3. the village context – providing a brief description of the district location, its boundaries and key attributes
4. visualizing the village – describing the district through three-dimensional representations applying the policy direction to existing conditions
5. urban design direction – describing the expected design outcomes, through tailored text and images, that are organized around five (5) themes, consisting of:
 - ‘distinguish the district’
 - ‘foster activity at street level’
 - ‘frame the street’
 - ‘compatibility with surroundings’
 - ‘links to and through the district’

These urban design documents are intended to provide property owners, designers and architects, town staff and decision-makers, and local stakeholders with clear urban design direction and a lens for assessing public realm improvements and development proposals.

These urban design direction documents will be updated and finalized once the enhanced policy direction is approved (OPA 20) and once additional inputs are gleaned from concurrent studies and initiatives which may influence future decisions/directions for the district, such as the Lakeshore Road West EA for Bronte Village and the Speers Road Study for Kerr Village.

Staff will conduct additional consultations and check-ins with district stakeholders and public that will enhance and supplement the tailored design direction and reinforces the vision for the district. It is important to note that as with all *Livable by Design Manual* documents, the urban design direction in these documents will be reviewed and updated to reflect future policy changes and enhancements, to accommodate opportunities not currently available, and to incorporate recommended outcomes emerging from future district-based studies.

Consultations

Extensive public consultation was undertaken throughout the Official Plan Review process for the traditional main street growth areas. As part of those consultations, urban design staff engaged participants in discussions surrounding the reinforcement of the district character and on opportunities for enhancing existing and considering new design-related policies.

The draft urban design direction documents for Kerr Village and Bronte Village were made available on the project website for stakeholder and public review starting on

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November 1, 2017. Invitations were emailed to identified stakeholders for the purpose of reviewing and providing feedback on the documents. Staff will continue to conduct formal consultations and 'check-in' meetings with these stakeholders through the end of 2017 and into early 2018 to ensure that what was heard through initial consultations was accurately translated into design direction that expresses the vision for the district. Staff will seek validation on the text and visual content, and determine whether clarifications are needed that will assist in understanding the design direction.

A similar process of drafting urban design direction and undertaking consultations will be followed for the creation of an urban design direction document for the Downtown Oakville growth area. That document will be brought forward to Planning and Development Council for consideration and endorsement in 2018.

Next Steps

Consultations and check-ins for feedback and inputs will continue into 2018 as staff finalize the design direction documents for Kerr Village and Bronte Village. Through these consultations, staff will reach out to orient and demonstrate the intended application of the documents, make presentations and host meetings with district stakeholder groups to seek feedback based on materials presented.

The design direction documents for Kerr Village and Bronte Village will be brought forward to Planning and Development Council for consideration and endorsement in 2018. The final Kerr Village and Bronte Village design documents will be posted to the town website and utilized in the review of development applications and decision-making about changes and improvements to the public realm.

In early 2018, urban design staff will undertake a very similar process (as outlined above) to create a context-specific design direction document for downtown Oakville in order to implement the enhanced policy direction for that growth area. Staff will assemble and build upon the current urban design direction emerging from recent studies and initiatives in the district, such as the Downtown Transportation and Streetscape Master Plan, Downtown Cultural Hub (conceptual materials), and Downtown Oakville Heritage Conservation District Guidelines.

CONSIDERATIONS:

(A) PUBLIC

Extensive public consultation was undertaken throughout the Official Plan Review process for the traditional main street growth areas. As part of those consultations, staff engaged participants in discussions surrounding the reinforcement of the district character and on opportunities for creating new and enhancing existing design-related policies.

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The draft urban design direction documents for Kerr Village and Bronte Village were made available for stakeholder and public review on the project website on November 1, 2017. Invitations were emailed to identified stakeholders to review and provide feedback on the documents.

Consultations and check-ins for feedback and inputs will continue into 2018 as staff finalize the design direction documents. Further consultation may include presentations and meetings with stakeholder groups.

(B) FINANCIAL

No financial implications arise from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The *Urban Design Direction for Kerr Village Growth Area* and *Urban Design Direction for Bronte Village Growth Area* were created by staff in the urban design section of Planning Services, with contributions from staff in other town departments related to their specific expertise.

For implementation, Planning Services staff will use the documents for assessing whether proposed development within each district reflects the policy direction and incorporates the design direction to ensure compatibility with the context and character of the specific district and surroundings.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our economic environment
- continuously improve our programs and services
- enhance our cultural environment
- enhance our social environment
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

Receiving this report and the urban design documents will enhance social, cultural and economic sustainability in Bronte Village and Kerr Village by providing design direction for improving the look, feel and functionality of the public and private realms of these traditional main streets and identified Growth Areas.

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APPENDICES:

Appendix A *Draft Livable by Design Manual (Part B) – Urban Design Direction for Kerr Village Growth Area*

Appendix B *Draft Livable by Design Manual (Part B) – Urban Design Direction for Bronte Village Growth Area*

Appendix C Proposed Official Plan Amendment 20: Urban Design Schedules for Kerr Village (O2), Bronte Village (P2), and Downtown Oakville (Q2)

Prepared by:
Christina Tizzard, MCIP, RPP
Manager, Urban Design
Planning Services

Recommended by:
Gabe Charles, MCIP, RPP
Senior Manager, Current Planning and
Urban Design
Planning Services

Submitted by:
Mark H. Simeoni, MCIP, RPP
Director, Planning Services