



OAKVILLE

REPORT

LIVABLE OAKVILLE (OFFICIAL PLAN) COUNCIL SUB-COMMITTEE

MEETING DATE: JANUARY 15, 2018

FROM: Planning Services Department

DATE: December 20, 2017

SUBJECT: **Growth Area Reviews - Preliminary Directions for Midtown Oakville, the Uptown Core and Palermo Village**

LOCATION: Midtown Oakville, Uptown Core, Palermo Village

WARD: Multiple Wards: 3, 4, and 5

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RECOMMENDATION

That the report titled “*Growth Area Reviews – Preliminary Directions for Midtown Oakville, the Uptown Core and Palermo Village*”, be received.

KEY FACTS

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

- The Livable Oakville Plan identifies Midtown Oakville, the Uptown Core and Palermo Village as primary growth areas which will accommodate the highest level of intensification. They are intended to be developed as mixed use centres with transit-supportive development focused around major transit station areas and along corridors (Livable Oakville, Section 4.1).
- Midtown Oakville is identified as an Urban Growth Centre, as per the Growth Plan for the Greater Golden Horseshoe. Since the approval of the Livable Oakville Plan, Midtown Oakville has been subject to additional review, including the Midtown Oakville Urban Design Guidelines (2013) and the Midtown Oakville Parking Strategy (2014), an approved Class Environmental Assessment (EA) and an Official Plan Amendment (OPA) to implement the EA. The OPA has been approved by Council and appealed to the Ontario Municipal Board.
- On February 10, 2014, a long range planning work program was received by Planning and Development Council and set the stage for reviews to be undertaken as part of an upcoming five-year Official Plan Review. A review of the town’s growth areas was identified.

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- On May 11, 2015, Planning and Development Council received a report at a special public meeting commencing the five-year Official Plan Review. The report identified that reviews of the town's growth areas, including Midtown Oakville, the Uptown Core and Palermo Village would be undertaken.
- In September 2017, as part of the Official Plan Review, Council adopted a new Urban Structure, which continues to identify Midtown Oakville, the Uptown Core and Palermo Village as growth areas or "Nodes and Corridors." Also within the Urban Structure, these growth areas are adjacent to, or identified as "Nodes and Corridors for Further Study."
- This staff report identifies a list of preliminary directions to be considered as part of each Growth Area Review, signaling the commencement of these studies.
- Individual studies will be undertaken for Midtown Oakville, the Uptown Core and Palermo Village.
- This report provides an opportunity for the Livable Oakville Council Subcommittee to provide input and guidance as staff commence the Midtown Oakville, Uptown Core and Palermo Village Growth Area Reviews.

BACKGROUND

Livable Oakville Plan

The Livable Oakville Plan (Town of Oakville Official Plan, 2009) guides growth and change for the lands south of Dundas Street and north of Highway 407. The Plan was adopted by Council in 2009 and approved by the Ontario Municipal Board (OMB), with modifications, in 2011 as it was deemed to conform to the Growth Plan for the Greater Golden Horseshoe (2006) and the Halton Region Official Plan, and to be consistent with the Provincial Policy Statement, 2005. The plan provides a framework for managing growth to 2031.

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 Midtown Oakville, the Uptown Core and Palermo Village have been the subject of detailed, comprehensive land use studies or secondary planning exercises, which have resulted in objectives and policies to provide for intensification.

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The Livable Oakville Plan identifies Midtown Oakville, the Uptown Core and Palermo Village as primary growth areas that are to accommodate the highest level of intensification. They are intended to be developed as mixed use centres with transit-supportive development focused around major transit station areas and along corridors. Midtown Oakville is also identified as the town's Urban Growth Centre, as per the Growth Plan for the Greater Golden Horseshoe.

Policy Planning Work Program

In January 2014, Planning and Development Council received a work plan from the Policy Planning section. The work plan identified the upcoming five-year Official Plan Review. The report noted that although the Official Plan Review was to commence, significant changes to the policy framework were not anticipated. The review was recommended to commence focusing on key areas, including a review of the growth areas.

In order to assess how development within the growth areas is meeting the Livable Oakville Plan's objectives, a "check-in" of each growth area was to determine the following:

- How are we achieving the intensification targets?
- Are we achieving the right type and mix of uses?
- Have we provided for the right height and densities in our growth areas?
- Do we have the right growth area boundaries?

In addition to assessing recent development approvals and conducting a policy review, the Growth Area Reviews are to provide for an extensive public engagement program.

Official Plan Review

In May 2015, the town initiated its five-year Official Plan Review in accordance with the requirements of the *Planning Act*. A number of projects were contemplated as part of the review including a review of the town's primary growth areas: Midtown Oakville, the Uptown Core and Palermo Village.

The staff report that launched the Official Plan Review stated, "the Growth Area Reviews will assess the town's six growth areas and the policies that guide their growth and change. The reviews will consider new or revised policies, as necessary, to ensure the goals and objectives of the growth areas, the Official Plan and the overall growth management framework for the town continue to be realized." The report highlights that the town's growth management framework depends on the majority of required growth being accommodated within the growth areas.

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The Growth Area Reviews were identified to be completed using the theory and concepts of 'place-making' and assess:

- Provincial and Regional policy conformity;
- Existing built context;
- Development activity;
- Related studies and master plans which may affect each of the growth areas;
- Growth area boundaries;
- Transition to adjacent residential areas and mitigation of potential impacts.

This review has already commenced, and is substantially complete, for the town's three Main Street Growth Areas being Bronte Village, Kerr Village and Downtown Oakville, which took place throughout 2015 to 2017. At the time of report writing, the resulting OPA's from the Main Street Growth Area Reviews have been adopted by Council through OPA 18, 19, and 20, respectively. Halton Region is the approval authority for these OPA's.

Given the three Main Street Growth Area Reviews are substantially complete, the timing is right to commence the three growth areas reviews for Midtown Oakville, the Uptown Core and Palermo Village that are currently identified in the Livable Oakville Plan.

Commencement of Studies

The most recent Official Plan Review work program, received by the Livable Oakville Council Subcommittee in October 2017, identified that the Growth Area Reviews for Midtown Oakville, the Uptown Core and Palermo Village were to commence with a directions report in Q4 2017. This report satisfies the Q4 milestone and is intended to commence the reviews for these three growth areas.

Policy Advancements

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 Provincial Policy Statement (2014), the updated Growth Plan for the Greater Golden Horseshoe (2017) and the updated Greenbelt Plan (2017) have come into effect. The town must now plan to accommodate growth to 2041 within a new policy context at the Provincial level.

In September 2017, as part of the Official Plan Review, Council adopted a new Urban Structure, which continues to identify Midtown Oakville, the Uptown Core and Palermo Village as growth areas or "Nodes and Corridors." Also within the Urban

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Structure, these growth areas are adjacent to, or identified as “Nodes and Corridors for Further Study,” with the purpose of updating and providing new policies to delineate boundaries, determine the appropriate mix of land uses and the intensity and scale of development. The Nodes and Corridors for Further Study applied to the Uptown Core and Palermo Village growth areas includes lands subject to the North Oakville East and West Secondary Plans.

POLICY CONTEXT SUMMARY

The following section of the report provides a brief summary of the existing planning context for the three primary growth areas, as per the existing policies in the Livable Oakville Plan (2009). Generally, these growth areas are intended to be pedestrian-oriented and transit-supportive environments where residential, commercial and office uses are integrated in a compact urban form at higher development intensities.

Midtown Oakville

Section 20 of the Livable Oakville Plan provides the specific policy framework to guide growth and change in Midtown Oakville. Midtown Oakville is one of many areas identified as an urban growth centre in the Province’s Growth Plan for the Greater Golden Horseshoe. Urban growth centres are to be transit-supportive regional focal areas that accommodate a significant portion of future population and employment growth in the Greater Golden Horseshoe.

The size and location of the Midtown Oakville urban growth centre was defined by the Province, in consultation with the Town. It is bounded by the QEW to the north, Chartwell Road to the east, Cornwall Road to the south and the Sixteen Mile Creek valley to the west.

The goal for Midtown Oakville is that it “will be a vibrant, transit-supportive, mixed use urban community and employment area” (Section 20.1). To uphold this goal, development objectives have been established which are to guide decision making as part of public actions and in the process of reviewing planning applications. The development objectives are to:

- create transit-supportive development,
- create a vibrant and complete new community, and
- achieve required growth.

Midtown Oakville is approximately 100 hectares in size, and is planned to provide a minimum planned density of 200 residents and jobs combined per hectare, in

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accordance with the Growth Plan. This translates to approximately 12,000 residents and 8,000 jobs, being an estimated 20,000 residents and jobs combined.

Within the town's newly adopted Urban Structure (OPA No.15), the lands northeast and northwest of the Trafalgar Road and the QEW interchange are identified as "Nodes and Corridors for Further Study" and may be considered as part of the overall land use mix for Midtown Oakville and the surrounding area.

Uptown Core

Section 21 of the Livable Oakville Plan provides the specific policy framework to guide growth in the Uptown Core. The Uptown Core is intended to be a focus for new mixed use development and redevelopment, and is to function as an urban community with an emphasis on residential, office and commercial development. The Uptown Core shall also have a significant civic and public presence with various government, institutional, cultural, recreational and public open space uses.

The Uptown Core is bounded by Dundas Street to the north, Sixth Line to the west, Glenashton Drive to the south, and Trafalgar Road to the east.

The goal for the Uptown Core is that it "will be a pedestrian-oriented, walkable, transit-supportive, mixed use urban centre that provides for medium and high density housing, offices and a mixture of retail and service commercial uses" (Section 21.1). To uphold this goal, development objectives have been established which are to guide decision making as part of public actions and in the process of reviewing planning applications. The development objectives are to:

- establish the Uptown Core as a vibrant community in which to live and work;
- achieve a high quality of urban design; and,
- provide for transit-supportive, accessible and sustainable development.

The Uptown Core is approximately 114 hectares in size, and is planned to provide a minimum planned density of 172 residents and jobs combined per hectare, as per the existing Livable Oakville Plan. This translates to approximately 16,600 residents and 3,000 jobs, being an estimated 19,600 residents and jobs combined.

Within the town's newly adopted Urban Structure (OPA No.15), the lands at the intersection of Trafalgar Road and Dundas Street are identified as "Nodes and Corridors for Further Study" and may be considered in the overall context of the Uptown Core Growth Area.

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Palermo Village

Section 22 of the Livable Oakville Plan provides the specific policy framework to guide growth and change in Palermo Village. Palermo Village is envisioned to be developed over a number of years with a mix of residential and commercial uses.

While the predominant land uses are envisioned to be residential, transit-supportive, high density mixed use development is encouraged along Dundas Street, Old Bronte Road and Khalsa Gate. Medium and Low Density Residential uses are to provide a transition to the adjacent neighbourhoods. It is anticipated that Palermo Village will contain a significant civic and public presence with various, institutional, cultural and community uses.

The goal for Palermo Village is that it “will be a *transit-supportive*, pedestrian-oriented mixed use community” (Section 22.1). To uphold this goal, development objectives have been established which are to guide decision making as part of public actions and in the process of reviewing planning applications. The development objectives are to:

- develop a balanced community;
- ensure high quality urban design;
- protect the ecological health and integrity of existing natural features;
- establish a connected open space system; and,
- protect, conserve and enhance cultural heritage resources and integrating them into new developments.

Palermo is approximately 86 hectares in size, and is planned to provide a minimum planned density of 105 residents and jobs combined per hectare, as per the existing Livable Oakville Plan. This translates to approximately 5,200 residents and 3,800 jobs, being an estimated 9,000 residents and jobs combined.

Within the town’s newly adopted Urban Structure (OPA No.15), the lands at the intersection of Bronte Road and Dundas Street are identified as “Nodes and Corridors for Further Study” and may be considered as part of a future expansion to the Palermo Village Growth Area.

PRELIMINARY ASSESSMENT

A preliminary assessment of population and employment change was conducted to begin evaluating if the growth and development goals and objectives for the primary growth areas are being achieved.

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Using Statistics Canada census data, the population change between 2006 and 2016 is noted in the table below. The data indicates that:

- Midtown Oakville has seen no population growth.
- Uptown Core has seen some population growth.
- Palermo Village has seen large population growth. However, this is partly attributed to development occurring outside of the Palermo Village Growth Area boundary, as the data in the table below is obtained by Census Dissemination Areas which extend beyond the growth area boundary.

As mentioned above, staff note that the dissemination areas used by Statistics Canada to track population and job change does not follow the boundaries of the growth areas in the Livable Oakville Plan. As such, the numbers reported below may capture development adjacent to the growth areas. This is particularly evident in the numbers reported for Palermo Village. Mapping of the dissemination areas in comparison to the growth area boundaries is provided in **Appendix A** for reference purposes.

GROWTH AREA	CENSUS YEAR	POPULATION*	JOBS*	TOTAL RESIDENTIAL UNITS*	LOW DENSITY UNITS	MEDIUM DENSITY UNITS	HIGH DENSITY UNITS
MIDTOWN OAKVILLE	2006	1,400	n/a	560	n/a	n/a	n/a
	2011	1,322	n/a	585	265	5	315
	2016	1,333	1,035	585	260	5	320
UPTOWN CORE	2006	2,165	n/a	745	n/a	n/a	n/a
	2011	3,159	n/a	1,295	510	195	590
	2016	4,141	2,995	1,775	495	215	1,065
PALERMO VILLAGE	2006	3,445	n/a	1,135	n/a	n/a	n/a
	2011	8,036	n/a	2,520	1,540	980	0
	2016	10,355	4,835	3,105	1,670	1,435	0

Data source: Statistics Canada, Census 2016

* Note: Dissemination areas which were used to tabulate this data may not fully align with growth area boundaries in the Livable Oakville Plan.

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In general, staff note that growth and development objectives in Palermo Village and the Uptown Core continue to see progress and are advancing in line with the vision established for these areas. Midtown Oakville, as evidenced by the lack of population change and the stagnation of development activity within the area, is not currently achieving the growth and development objectives or vision established in the Livable Oakville Plan.

PRELIMINARY DIRECTIONS

Since the adoption of the Livable Oakville Plan in 2009, and subsequent approval by the Ontario Municipal Board in 2011, planning staff have participated in a number of development application processes and studies pertaining to the three growth areas. Given this experience, the emergence of new policy contexts at the provincial, regional and local levels, and a preliminary assessment of the growth areas, staff developed preliminary directions which may require further examination as part of the growth area reviews for Midtown Oakville, the Uptown Core, and Palermo Village.

The preliminary directions listed below are not exhaustive. Staff welcome input from the Livable Oakville Council Subcommittee to help further refine or add to this list. Additional directions may also be identified as part of future public engagement opportunities.

Preliminary Direction	Midtown Oakville	Uptown Core	Palermo Village
Review the growth area boundaries with attention given to the Council adopted Urban Structure (OPA No.15).	✓	✓	✓
Review recent development applications that have occurred, are underway, and/or did not proceed within the growth areas and identify any policy challenges or opportunities.	✓	✓	✓
Explore opportunities to enhance ‘place-making’ opportunities including the introduction of new or revised urban design policies, schedules, and accompanying urban design direction. Place-making opportunities may include identification of view sheds, pedestrian connections, urban squares, and other design elements which build upon community building.	✓	✓	✓

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Preliminary Direction	Midtown Oakville	Uptown Core	Palermo Village
Revise policy language with regard to “minimum densities” for further alignment with the Growth Plan and consistency throughout the Official Plan.	✓	✓	✓
Explore opportunities for additional growth and development in appropriate locations.	✓	✓	✓
Explore criteria for the requirement for commercial uses on the ground floor facing certain streets, and providing flexibility for ground floor uses on some streets within the mixed use designations.	✓	✓	✓
Explore public service facility needs and if the existing policy framework appropriate captures this.	✓	✓	✓
Explore policy framework regarding the transfer of height and density within developments to accommodate future local road improvements.	✓		
Explore parking requirements and any “right-sizing”, as necessary.	✓	✓	✓
Explore opportunities which work to enable development and redevelopment, including available financial tools or programs.	✓	✓	✓
Explore strategies and/or policies to enable and right-size local roads including, as the case may be: managing surplus rights-of-way, ownership of un-assumed roads, or obtaining identified new local roads.	✓	✓	✓
Explore partnerships with agencies (e.g. Metrolinx) to enable transit-supportive development.	✓	✓	✓
Update policies as necessary to identify new Active Transportation Plan.	✓	✓	✓
Explore strategies for determining and encouraging an appropriate mix of employment uses within the growth areas.	✓		✓

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Preliminary Direction	Midtown Oakville	Uptown Core	Palermo Village
Explore opportunities to enhance the integration of heritage resources within the streetscape.			✓
Explore locations for future transit infrastructure (e.g. transit terminals), including development and air-rights over community facilities.	✓	✓	✓
Consider ongoing OMB hearings and lands under appeal.	✓		✓
Explore land consolidation policies and/or strategies.	✓		✓
Explore opportunities for enhanced streetscapes along key streets, including the consideration and location of utilities.	✓	✓	✓
Explore opportunities to bring together policies from the Livable Oakville Plan and the North Oakville East or West Secondary Plans, where applicable.		✓	✓
Explore opportunities to streamline growth area policies and remove policy duplication and policies which are not consistent with other growth areas (e.g. FSI calculations).	✓	✓	✓
Explore opportunities to better integrate and align the objectives of approved strategy documents and/or plans within the official plan (e.g. streetscape plans, parking strategies).	✓		✓
Explore enhanced, revised or new bonusing frameworks, as applicable. Include the identification of community benefits tailored to each growth area (e.g., Palermo Village currently does not have a prioritized listing of bonusing improvements).	✓	✓	✓
Explore opportunities to better realize the concept of 'complete communities'.	✓	✓	✓

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NEXT STEPS

The Growth Area Reviews for Midtown Oakville, the Uptown Core and Palermo Village are expected to take place throughout 2018 and into 2019. A series of public engagement opportunities and reports to the Livable Oakville Council Subcommittee on each individual Growth Area Review are anticipated. Staff welcome input and ideas from the Subcommittee on desired consultation opportunities and methods.

Any official plan amendments proposed as a result of each individual Growth Area Review are not anticipated to come forward until 2019.

CONCLUSION

This is the first report regarding the three growth area reviews being: Midtown Oakville, the Uptown Core and Palermo Village, taking place under the umbrella of the five-year Official Plan Review.

The initial report has identified preliminary directions to be considered as part of each growth area review. Staff welcome input and guidance from the Livable Oakville Council Subcommittee prior to the commencement of the reviews. Staff welcome input to identify additional directions, refine or seek clarification on proposed directions, and seek input on desired consultation opportunities and methods.

CONSIDERATIONS

(A) PUBLIC

There will be public engagement opportunities built into the Midtown Oakville, Uptown Core and Palermo Village Growth Area Reviews. Staff continue to explore options for engaging the public.

(B) FINANCIAL

None arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Coordination with other departments will be required as part of each Growth Area Review.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our natural environment
- enhance our economic environment
- continuously improve our programs and services

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

(E) COMMUNITY SUSTAINABILITY

The three Growth Area Reviews for Midtown Oakville, the Uptown Core and Palermo Village will work to enhance the social, economic and environmental aspects of the community.

APPENDIX A - Mapping of Dissemination Areas to Growth Areas (air photos)

Prepared by:

Brad Sunderland, MCIP, RPP
Planner, Policy Planning & Heritage

Recommended by:

Diane Childs, MCIP, RPP
Manager, Policy Planning & Heritage

Submitted by:

Mark H. Simeoni, MCIP, RPP
Director, Planning Services