

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: NOVEMBER 12, 2012

FROM: Planning Services Department

PD-077-12

DATE: October 16, 2012

SUBJECT: Merton (QEW Bronte Road) Planning Study

LOCATION: Bronte Road and QEW

WARD: 4

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RECOMMENDATION:

1. That the report PD-077-12 dated October 16, 2012, be received.
2. That the objectives for the Merton (QEW-Bronte Road) Planning Study as provided in Staff Report PD-077-12 be endorsed.

KEY FACTS:

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

- The Livable Oakville Plan sets out policies that identify the lands in the vicinity of the QEW and Bronte Road, on the north side, as a Special Policy Area.
- The area is recognized as an area for potential future development that is to be comprehensively studied to determine future land uses and policies.
- The majority of the lands are designated within the Parkway Belt West Plan.
- The two major landowners (Bronte Green Corporation and Infrastructure Ontario) are seeking to commence the comprehensive studies required for the area.
- The town is working with the Region of Halton, Conservation Halton and the major landowners to finalize a draft terms of reference for the completion of the comprehensive studies and the development of a tertiary plan for the area.
- The Study will include the completion of technical reports, a review and analysis of options for land uses, public consultation and the recommendation of preferred land uses and policies.
- The tertiary plan will be implemented by a proposed amendment(s) to the Livable Oakville Plan that will provide new land use designations and policies for the area.

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BACKGROUND:

The Study Area consists of approximately 234 gross hectares and is located north of the Queen Elizabeth Way (north of the North Service Road), east of Bronte Road (and includes some parcels of land located on the west side of Bronte Road), south of Upper Middle Road and west of existing residentially developed lands west of Third Line. Fourteen Mile Creek traverses through the Study Area. A map of the study area is provided in Figure 1.

The current land uses within the Study Area include:

- Saw Whet Golf Course and Deerfield Golf Course;
- Fourteen Mile Creek and natural heritage features associated with Bronte Creek;
- Ontario Hydro Right-of-Way;
- Existing Office Employment and Institutional Uses (Region of Halton Offices and Halton Regional Police Headquarters);
- An existing designated heritage cemetery;
- The Mid-Halton Water Pollution Control Plant; and,
- Existing rural residential uses including a designated heritage property, located immediately west of Third Line, and two other listed heritage properties.

Policy Framework

Region of Halton Official Plan

The majority of the Study Area lands are designated *Parkway Belt* in the Region of Halton Official Plan. This designation is proposed to be removed and replaced with an *Urban Area* and *Natural Heritage System (NHS)* designation as part of Regional Official Plan Amendment 38 (ROPA 38). ROPA 38 is currently under appeal at the Ontario Municipal Board.

Livable Oakville Plan

The majority of the lands are designated *Parkway Belt* in the Livable Oakville Plan. The Saw Whet golf course lands are designated as *Private Open Space* in the Livable Oakville Plan (see Figure 2). These lands are also identified as part of "Residential Areas" on the town's Urban Structure Schedule A1 and are designated Urban Area in the Region of Halton Official Plan.

FIGURE 1. Study area

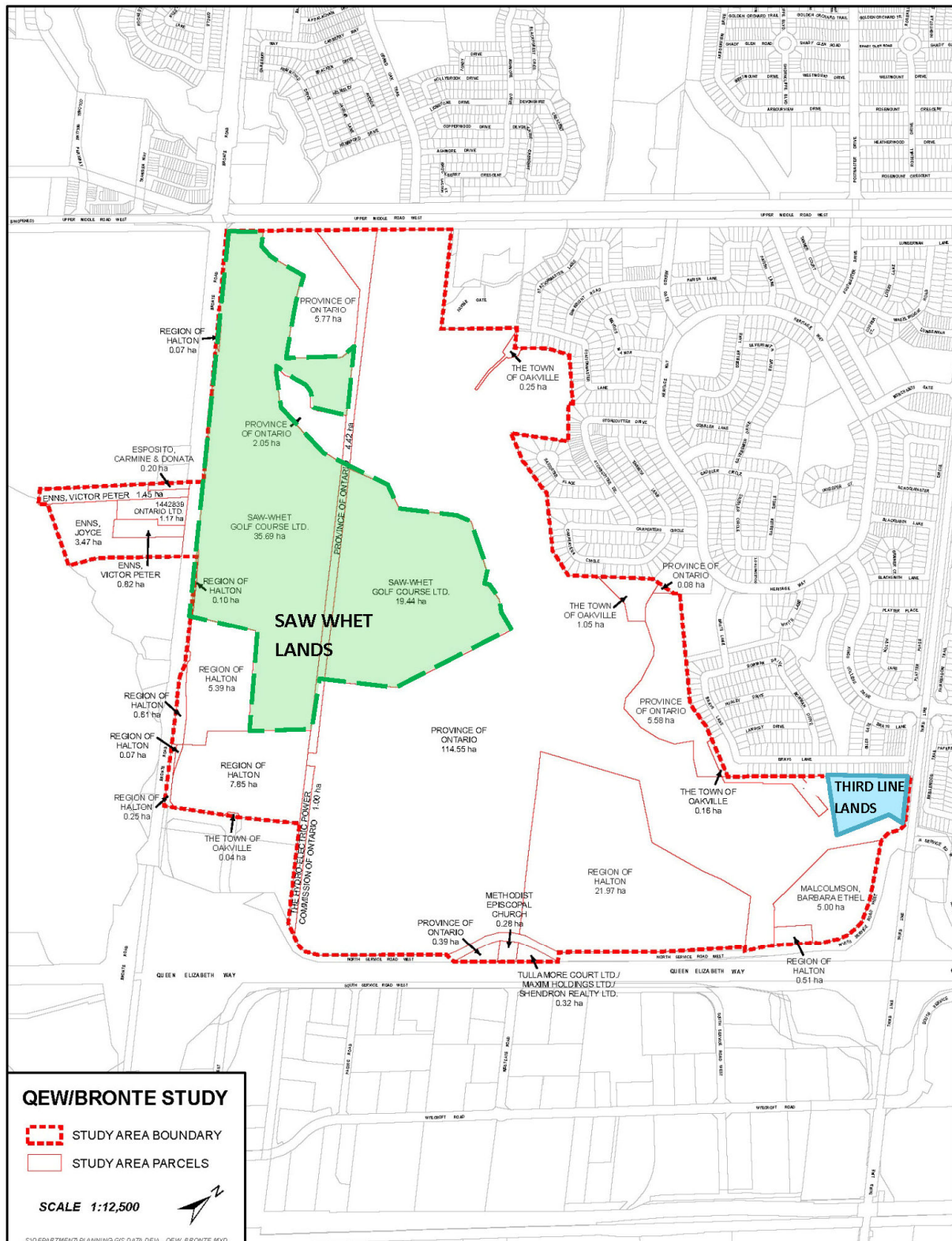
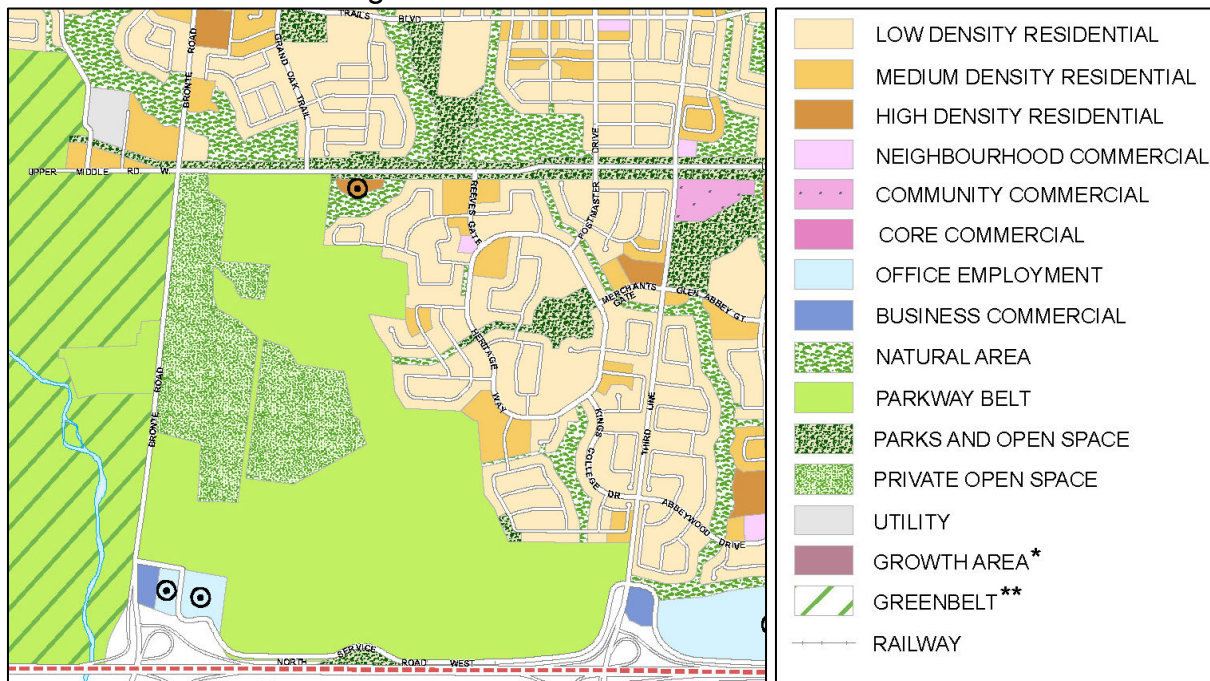


FIGURE 2. Land use designations in the Livable Oakville Plan



In anticipation of the lifting of the *Parkway Belt* designation, the Livable Oakville Plan identifies the lands in the QEW/Bronte Road area as a Special Policy Area with the following applicable policies:

26.5 Other Areas for Further Study

The following areas have been identified for potential future development and should be comprehensively studied to determine future land uses and policies:

- a) *lands in the vicinity of the QEW and Bronte Road on the north side: and,*
- b) *lands in the vicinity of Highway 403 on the west side between Dundas Street and Upper Middle Road.*

The comprehensive studies for potential future development areas should address servicing and infrastructure needs, including a detailed transportation needs analysis, phasing of servicing and development, and appropriate land uses. Approvals for individual site development applications in these areas shall be considered premature until the necessary comprehensive studies are completed.

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Parkway Belt West Plan

The lands around the intersection of the QEW and Bronte Road are located in the Burlington-Oakville Mini Belt of the Parkway Belt West Plan. The Parkway Belt West Plan was approved in July 1978 and is administered by the Province of Ontario. The majority of the land is designated *Public Open Space and Buffer Area*. The *Public Open Space and Buffer Areas* are intended to be used for predominately public uses. The nature of the public uses is for recreation-oriented uses but can also include linear transportation, communication and utility lines, public open space and buffers.

There are also areas designated as a *General Complementary Area*. Such areas are intended to permit low density, low-intensity institutional, agricultural and recreational uses that are compatible with the provisions of the Plan.

Minister's Zoning Order

Land within the *Public Open Space and Buffer Area* of the Parkway Belt West Plan are under a Minister's Zoning Order that limits development for primarily agricultural purposes. Undertakings by government agencies are permitted that provide a service to the public.

Policy History

The Province has previously approved the removal of several parcels of land within the Parkway Belt West Plan area (for the majority of the removals in the area, see Table 1 and Figure 3).

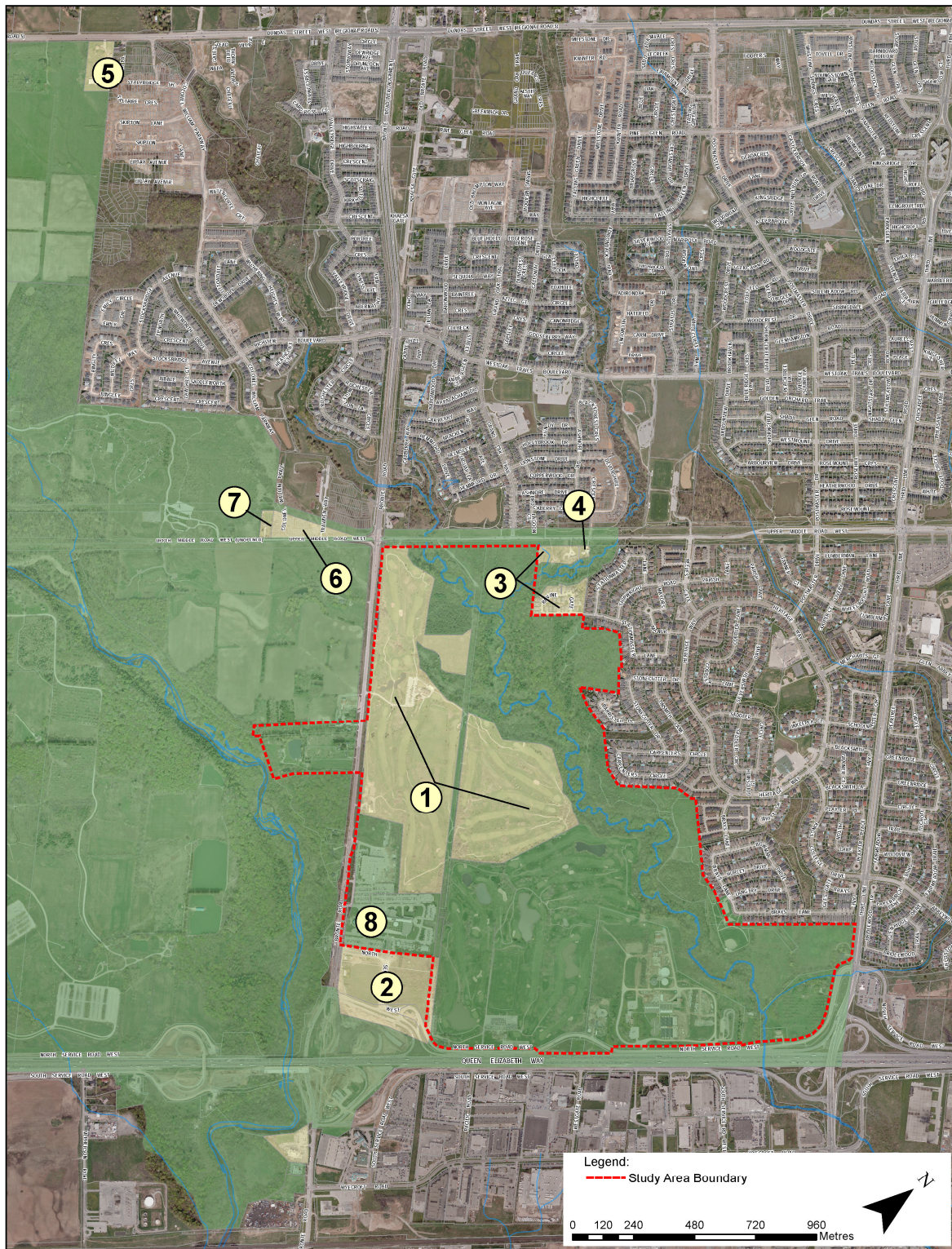
TABLE 1. Previous Parkway Belt Amendments

No. on Fig. 2	Amendment No.	Applicant	Location	Date approved	Amount of land removed
1	128 (1)	Saw Whet Golf Course	North of the Halton Regional Centre	Oct. 1998	54 hectares
2	128 (4)	Darlington/Sedor	Immediately south of the Halton Regional Centre	Oct. 2001	7.6 hectares
3	41	Stainton	South of Upper Middle Road, west of Third Line	Mar. 2001	9.2 hectares
4	94	Broughton	2322 Upper Middle Road	Sept. 2002	0.35 hectares
5	128 (5)	Bolduc	3340 Dundas Street	June 2003	2.2 hectares
6	163	Monarch Construction	North of Upper Middle Road, west of Bronte Road	July 2004	1.8 hectares
7	166	Allison	3113 Upper Middle Road	Feb. 2006	0.4 hectares
8	196	Halton Region	1151/1179 Bronte Road	Feb. 2012	17 hectares

The latest removals from the Parkway Belt by the Province have been reflected in ROPA 38 (redesignation to Urban) but are not yet approved, as ROPA 38 in its entirety is presently before the OMB. As such, the existing Regional Plan and Livable Oakville Plan designations under the Parkway Belt remain in place for the majority of the Study Area.

Infrastructure Ontario (IO), on behalf of the Ministry of Infrastructure, made applications in 2010 to Ministry of Municipal Affairs and Housing for its Deerfield Golf Course, surplus Ministry of Transportation land and Third Line lands to be removed from the Parkway Belt West Plan. IO understands that the PBWP approvals for the Third Line lands are imminent.

FIGURE 3: Map of amendments to the Parkway Belt West Plan



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Heritage

The area formally known as Merton was settled in 1812. It was an ideal location for a settlement as it was approximately halfway between Dundas Street and Lakeshore Road. The name 'Merton' came from a local settler, Ed Wrench, who originated from Merton, England. Over time, the community grew to include a blacksmith service, two schools, a Methodist church and post office. Most local farmers had orchards and were involved with mixed farming. The community became a quiet crossroads village between Bronte and Palermo.

In the early 1900s, Merton began to decline. The post office was closed when rural mail delivery was introduced and the church closed because of low attendance. With the automobile boom, cement traffic strips were installed and the school was torn down to make way for the Queen Elizabeth Way. New commerce in Merton was introduced, such as coal and ice, which went to Bronte Station and were transported by rail to markets in Toronto, Hamilton and New York.

Merton is now considered a part of the municipality of Oakville. Several properties are recognized for their heritage significance, as either designated properties or listed on the Heritage Register (see Figure 4). These properties will be considered through the Study.

Blue circles: Part IV designated properties

1179 Bronte Road – White Oak Tree
 N. Service Road W. – Merton Mount Pleasant Cemetery
 2031 N. Service Road W. – Hilton Farm

Orange stars: Listed properties

2363 N. Service Road W
 1242 Bronte Road (just outside study area)
 1326 Bronte Road
 1470 Bronte Road (just outside study area)

QEW/BRONTE STUDY

STUDY AREA BOUNDARY
 STUDY AREA PARCELS

SCALE 1:12,500

Map labels include:
 - REGION OF HALTON (0.07 ha, 0.10 ha, 0.20 ha, 0.25 ha, 0.29 ha, 0.61 ha, 0.69 ha, 0.78 ha, 0.82 ha, 0.91 ha, 1.00 ha)
 - PROVINCE OF ONTARIO (5.77 ha, 2.05 ha, 4.42 ha, 19.44 ha, 114.55 ha, 0.39 ha, 0.28 ha, 0.32 ha, 5.00 ha, 0.51 ha)
 - THE TOWN OF OAKVILLE (0.25 ha, 1.05 ha, 0.08 ha, 0.16 ha, 0.71 ha, 0.04 ha)
 - ESPOSITO, CARMINE & DONATA (0.20 ha)
 - ENNS, VICTOR PETER (1.45 ha)
 - ENNS, JOYCE (3.47 ha)
 - SAW-WHET GOLF COURSE LTD. (35.69 ha)
 - METHODIST EPISCOPAL CHURCH
 - TULLAMORE COURT LTD./MAXIM HOLDINGS LTD./SHENDRON REALTY LTD. (0.32 ha)
 - MALCOLMSON, BARBARA ETHEL (5.00 ha)

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COMMENT/OPTIONS:

The Ontario Realty Corporation, now Infrastructure Ontario (IO), met with the town in 2009 and identified an interest in redesignating its lands within the QEW/Bronte Road area in order to dispose of them. Since the Livable Oakville Plan was approved in May of 2011, IO have completed a number of technical studies for their lands. In the last year the Saw-Whet golf course lands have been sold and the current owner, Bronte Green Corporation, have also commenced technical studies to support the redevelopment of the golf course.

As a result of the major land owners proceeding with work in the area to support future development applications, staff believe it is in the town's interest to facilitate the comprehensive study of the Special Policy Area in cooperation with the major landowners, the Region and Conservation Halton prior to the five year review of the Livable Oakville Plan, rather than through several separate development applications and processes.

Study Process

Staff has been working with the major land owners, the Region and Conservation Halton to develop a study process. The town has outlined a number of steps to be undertaken to develop a Tertiary Plan that will identify land use designations and policies for the entire Study area.

The Tertiary Plan will be required to reflect the town's mission as set out in Section 2.2 of Livable Oakville to enhance its natural, cultural, social and economic environments by ensuring that environmental sustainability, cultural vibrancy, economic prosperity and social well-being are incorporated into growth and development decisions.

Objectives of the Study

In addition to the goals and objectives of the Livable Oakville Plan as set out in Section 2.2, the following key objectives are to be followed in undertaking the study:

- Preserve, enhance and protect the town's and region's environmental features, biological communities and natural heritage system;
- Provide complete and sustainable communities with enhanced urban design, required community facilities and parkland;
- Integrate and connect new development, where possible, with the surrounding communities;
- Maintain a strong employment corridor along the Queen Elizabeth Way;
- Recognize the role and function of Bronte Road as a Major Arterial;

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- Protect cultural heritage resources;
- Protect all natural hazards through policy and/or dedication to the municipality, and protect new and existing infrastructure from future flooding and erosion concerns;
- Provide a safe, efficient and accessible transportation system with choices in mobility to accommodate new growth;
- Provide cost-effective and coordinated infrastructure investment for new growth;
- Optimize use of existing infrastructure and public service facilities;
- Establish targets with respect to water quality parameters including the thermal regime for stormwater management effluents; and,
- Demonstrate a net benefit to the significant population of Redside Dace within the study area.

The key determinations of the study include:

- The determination of the most appropriate detailed land use designations for the study area;
- The determination of desirable population and employment yields;
- The recommendation of additional Official Plan policies for development implementation based on the recommended land use designations including proposed densities, use limitations, buffering, phasing and future application stage study requirements;
- The identification of a natural heritage system, environmentally sensitive areas, open space corridors, valley lands, woodlands, groundwater resources, and other natural features and functions;
- The identification of natural hazards;
- The establishment of appropriate buffers from existing and neighbouring land uses;
- The identification of town facilities and park needs as well as potential school site needs;
- The determination and timing of services and infrastructure, including transportation improvements required for development within the study area;
- The recommendation and justification of an appropriate water management strategy addressing quantity, quality, erosion and water balance targets; and,
- The phasing/staging of services and development.

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The study process will consist of three major steps:

1. Background work and technical studies

A number of technical studies are required to be completed by the major land owners including an Environmental Impact Study, an Area Servicing Plan and Functional Servicing Study, a Transportation Study, a Stage 1 Archeological Assessment, and a Noise and Odour Study (in relation to the existing Mid-Halton Water Pollution Control Plant). The studies will be reviewed by staff with the assistance of a peer reviewer, to be retained by the town, who will assist with the review and coordination of technical comments.

2. Tertiary Plan – Options and Preferred Option

Land use options will be completed based on the technical studies and study objectives. These options will be presented to the public for input. A review and analysis of the options will result in the development of a preferred option laid out in the tertiary plan. An information report on the preferred option will be presented to Council at a public meeting.

3. Official Plan Amendment(s)

Staff will prepare a report to Council with a recommended amendment to the Livable Oakville Plan that sets out the proposed land use designations and policies stemming from the preferred option at a public meeting.

Study Process and Timing

The West District Team within Planning Services will facilitate the Study process. A Technical Advisory Group will include staff from various town departments as well as from the Region of Halton and Conservation Halton and land owner representatives. The major landowners will assist with coordinating meetings and information throughout the Study. It is anticipated that the Study will be completed within a one year time frame recognizing that additional time may be required to address comments resulting from the technical study review as well as accommodating required statutory meeting requirements.

Public Consultation

Throughout the study process there will be opportunities for the public to review technical information and provide comments on the options for land uses and the

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preferred option. Information will be available throughout the study on the town's website and at the Planning Services counter.

Individual Development Applications

The major landowners intend to undertake additional technical information at a detailed level for the Saw Whet and Third Line lands to support development applications to implement the tertiary plan as it applies to specific sites within the Study Area. This information will be considered through the Study. In order to ensure all development within the Study Area proceeds with the same required level of technical review, policies may be established as part of the Official Plan Amendment.

CONSIDERATIONS:

(A) PUBLIC

Public consultation will be carried out through the Study at various stages.

(B) FINANCIAL

A peer review consultant(s) will be retained to assist the town with the technical review and coordination of comments. The town has funds in the approved capital budget for the retention of a consultant for the study.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Several town Departments will be involved in the Technical Advisory Group established through the Study.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The study will be carried out in accordance with the sustainability policies of the Livable Oakville Plan.

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