



REPORT

LIVABLE OAKVILLE (OFFICIAL PLAN) COUNCIL SUB-COMMITTEE

MEETING DATE: JULY 25, 2016

FROM: Planning Services Department

DATE: July 20, 2016

SUBJECT: Employment and Commercial Review: Commercial Land
Demand and Supply Analysis

LOCATION: Town wide

WARD: Town wide

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RECOMMENDATION

That the report entitled *Employment and Commercial Review: Commercial Land Demand and Supply Analysis*, dated July 20, 2016, be received.

KEY FACTS

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

- The Employment and Commercial Review, which was initiated in late 2014, is a key component of the Official Plan Review. It is intended to assist the town in proactively planning for employment and commercial growth to 2041.
- At its meeting on March 21, 2016, the Subcommittee referred a report entitled *Employment and Commercial Review: Preliminary Directions* back to staff for further work based on the comments provided.
- The timeline for the Employment and Commercial Review project has been adjusted to address the comments from the Subcommittee and any relevant recommendations that may emerge from the Urban Structure Review, which was initiated earlier this year.
- The July 2016 *Commercial Report* prepared by Dillon Consulting is attached as Appendix A. Representatives of the consulting team will attend the Subcommittee meeting on July 25, 2016 to present the commercial demand and supply analysis and answer questions. This will be an opportunity for the Subcommittee to better understand the consulting team's methodology and findings, and provide additional guidance and input.

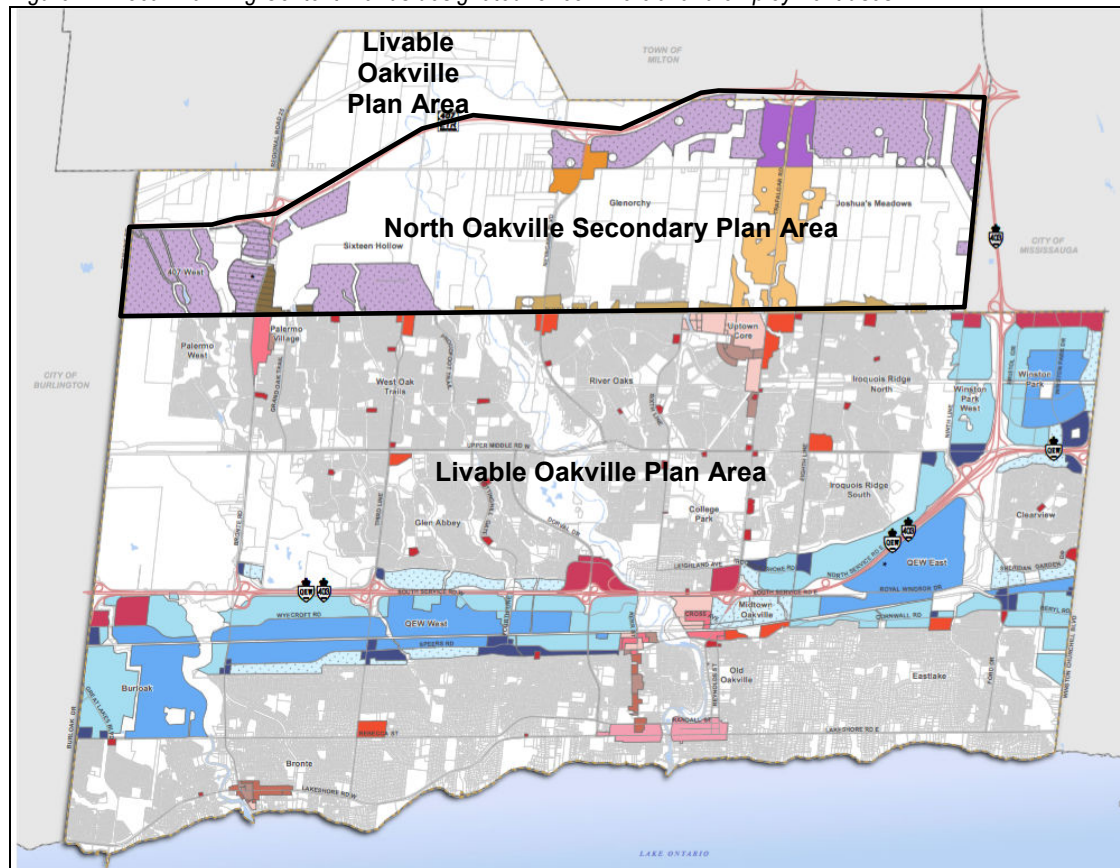
BACKGROUND

The town-wide Employment and Commercial Review is being undertaken as part of the town's Official Plan Review. The study objectives are to:

- confirm the town's employment and commercial land supply and ability to meet projected needs to 2041;
- assess the current employment generating lands use designations and policies;
- identify any lands that are appropriate for employment land conversions; and
- provide policy directions to facilitate the town's goals and objectives for employment and commercial growth.

A multi-disciplinary team led by Dillon Consulting Inc. has been retained to provide technical analysis and policy directions.

Figure 1 – Local Planning Context: Lands designated for commercial and employment uses



Existing Commercial Land Use Policies

Livable Oakville Plan

The hierarchy of Commercial land use designations and the associated policies in Livable Oakville are based on the hierarchy established in the 1984 Town of Oakville Official Plan and the *Town of Oakville Retail and Service Commercial Policy Review* (June 2006, urbanMetrics Inc. and Meridian Planning Consultants Inc.). Within the Livable Oakville Plan area there are a range of locations designated and developed for concentrations of retail and service commercial uses. The four Commercial designations are: Neighbourhood Commercial, Community Commercial, Core Commercial and Central Business District.

Additional commercial use permissions are provided for in the Mixed Use designations and two of the Employment designations. The Mixed Use designations – Main Street 1, Main Street 2, Urban Centre and Urban Core – provide areas where residential, commercial and office uses are integrated in a compact urban form at higher development intensities. The Business Commercial and Business Employment designations provide for retail and service commercial uses to serve employment areas and the travelling public.

Table 1 – Livable Oakville Land Use Designations with Commercial Permissions

Designation (section of Plan)	Purpose / Description	Examples
Neighbourhood Commercial (s. 13.5)	- intended to provide for a range of retail and service commercial uses primarily to service local convenience needs of the adjacent neighbourhood	- Abbeywood Plaza - Sixth Line Plaza - Sheridan Gardens (at Winston Churchill Blvd.)
Community Commercial (s. 13.4)	- intended to provide a variety of retail and service commercial uses primarily servicing the local surrounding community -	- South Oakville Centre - Maple Grove Shops - Upper Oakville Shopping Centre
Core Commercial (s. 13.3)	- provide major concentrations of commercial facilities serving the broader regional community	- RioCan Burloak - Dorval Crossing - Oakville Place - Dundas St./403
Central Business District (s.13.2)	- intended to serve as a downtown centre with a main street function and, at the same time, provide community shopping facilities for the surrounding communities	- Downtown Oakville - Lower Kerr Village District

Designation (section of Plan)	Purpose / Description	Examples
Main Street 1 (s. 12.2)	<ul style="list-style-type: none"> - represents small-scale mixed use development along main streets and is intended to reflect a pedestrian-oriented, historic main street character - generally 2-4 storeys 	<ul style="list-style-type: none"> - portions of Bronte Village and Kerr Village Main Street Districts
Main Street 2 (s. 12.3)	<ul style="list-style-type: none"> - provides for mixed use development characterized by high quality design standards and appropriately scaled pedestrian environment - generally 4-6 storeys 	<ul style="list-style-type: none"> - portions of Bronte Village and Kerr Village Main Street Districts
Urban Centre (s. 12.4)	<ul style="list-style-type: none"> - intended to incorporate a mix of uses including retail and service commercial, office and residential uses - generally 6-8 storeys 	<ul style="list-style-type: none"> - portions of Upper Kerr Village and Midtown Oakville (undeveloped)
Urban Core (s. 12.5)	<ul style="list-style-type: none"> - intended to have a strong urban focus and incorporate retail and service commercial, office and residential uses - generally 8-12 storeys 	<ul style="list-style-type: none"> - portions of Upper Kerr Village, Midtown Oakville and Uptown Core (undeveloped)
Business Commercial (s. 14.6)	<ul style="list-style-type: none"> - provide for service commercial and convenience retail uses to support the surrounding employment areas and the travelling public 	<ul style="list-style-type: none"> - Speers Rd. and Fourth Line - Royal Windsor Dr. and Ford Dr.
Business Employment (s. 14.4)	<ul style="list-style-type: none"> - provide for a wide range of business uses and light and service industrial operations, predominantly within enclosed buildings - some service commercial uses (limited to restaurants, financial institutions and drive through facilities) are also provided for to support the primary employment function of the designation 	<ul style="list-style-type: none"> - portions of Great Lakes Business Park, Speers Rd., Cornwall Rd. and Winston Park

North Oakville East Secondary Plan

Within the North Oakville East Secondary Plan (NOESP) area, the Urban Core designations are intended to provide for the majority of commercial development. These designations – along Trafalgar Road, the north side of Dundas Street, and the intersection of Neyagawa Boulevard and Burnhamthorpe Road – allow the densest development and the highest order activities, including a full range of residential, retail and service commercial, entertainment, cultural, business and

institutional uses. It is ultimately intended that Urban Core lands will become true mixed use urban areas.

Within the residential neighbourhoods, lands identified as Neighbourhood Centre Areas on the NOESP's Appendix 7.3 (Master Plan) were planned to be central activity nodes. Though primarily residential, these areas were intended to include a range of convenience and service commercial, civic, institutional and live-work functions in buildings at a scale and with a design appropriate to the area.

Within the Transitional Area designation, along the north side of Burnhamthorpe Road between the Neighbourhood Area and the Employment District, "small scale convenience retail, personal service and business activity" is also permitted.

There are no sites within the NOESP that exclusively permit commercial development, or where a commercial component is required. As such, commercial development to date has been limited to the Dundas Street Urban Core Area site on the east side of Neyagawa Boulevard (i.e., Fortino's, etc.), and the live/work retail and service commercial units on Preserve Drive near Kaitting Trail.

North Oakville West Secondary Plan

Within the North Oakville West Secondary Plan (NOWSP) area, limited retail and service commercial uses designed to serve the businesses and employees are permitted at the intersections of arterial roads and avenues within the Employment Districts. Additional commercial permissions may be provided through the Palermo Village North Urban Core Area policies currently under appeal. There has been no commercial development within the NOWSP area to date.

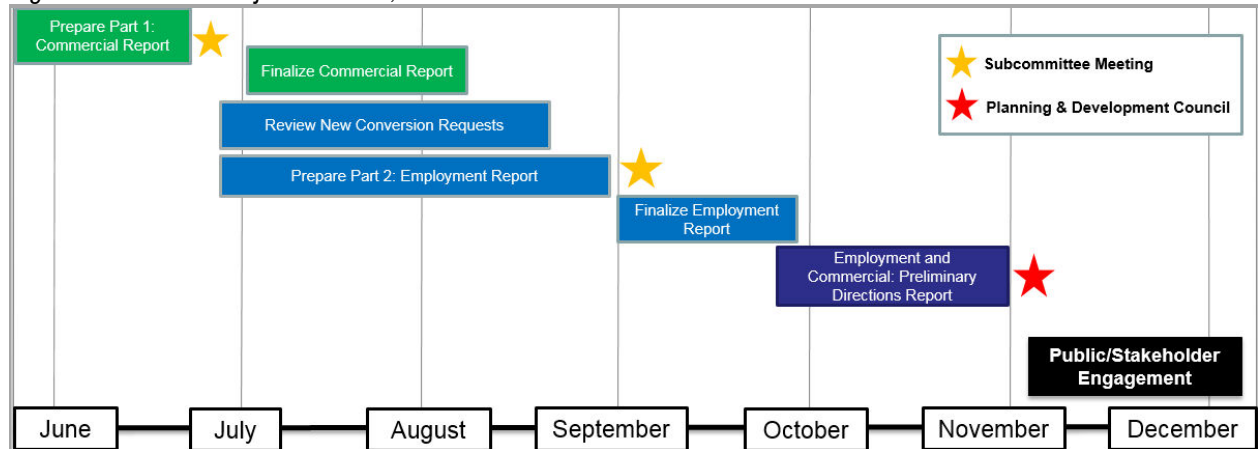
COMMENT/OPTIONS

At its meeting on March 21, 2016, the Subcommittee referred a previous report entitled *Employment and Commercial Review: Preliminary Directions* back to staff for further work based on the comments provided.

The timeline for the Employment and Commercial Review project has been adjusted to address the comments from the Subcommittee and any relevant recommendations that may emerge from the Urban Structure Review, which was initiated earlier this year (Figure 2). Separate reports will be provided to the Subcommittee regarding the commercial and employment analyses so that the consulting team may present their work and the Subcommittee may ask questions,

and provide additional input and guidance. Those reports will be followed by a comprehensive preliminary directions report to Planning and Development Council this fall.

Figure 2 – Revised Project Timeline, 2016



Commercial Report

The July 2016 *Commercial Report* prepared by Dillon Consulting is attached as Appendix A. It is an analysis of the town's commercial lands by the consulting team, based on a "moment in time" in late 2014. Changes to the commercial landscape since then have been considered.

Representatives of the consulting team will attend the Subcommittee meeting on July 25, 2016 to present the commercial demand and supply analysis and answer questions. This will be an opportunity for the Subcommittee to better understand the consulting team's methodology and findings, and provide additional guidance and input. Staff will facilitate a discussion about planning for commercial lands and uses, framed around the key sections of the report. The comments related to the commercial analysis that were provided by the Subcommittee in March 2016 will also be addressed.

It is noted that, because official 2041 population and employment forecasts for the town do not yet exist (i.e., approved by Regional Council), the forecasted market demand relies upon the population and employment forecasts prepared by Watson & Associates to inform the Employment and Commercial Review, and other Official Plan Review projects. Those forecasts were prepared using the best available information, and are based on a thorough review of the growth context for Oakville. They are also intended to inform Halton Region's forecasts, which will be developed for each of the lower-tier municipalities as part of the Region's Official Plan Review

process. Any changes as to how the Region's population forecasts impact the assumptions in this report will be considered at that time.

Options

The *Commercial Report* (Appendix A) sets out the key issues and opportunities related to planning for commercial lands and uses, which have informed the preliminary commercial policy directions. As part of the discussion at the Subcommittee meeting on July 25, 2016, input and guidance will be sought about other issues that are relevant to address, or opportunities that are important to leverage, in the town's commercial lands strategy. Additional comments from the Subcommittee related to the preliminary commercial policy directions are also encouraged.

Key Issues

1. The vacant commercial supply is unbalanced (north vs. south).
2. The current North Oakville Secondary Plan policy framework permits commercial uses, but does not guarantee that commercial will be built.
3. Assumptions of 100% build out of vacant commercial land may not be realistic.
4. Existing policies permit limited retail and service commercial uses in employment land use designations.

Key Opportunities

1. Estimated demand (based on projected population growth) will support significant commercial investment.
2. There are opportunities to increase urban design standards to promote attractive, pedestrian-friendly, commercial areas.
3. There are opportunities for intensification and redevelopment within the occupied commercial lands.
4. There are opportunities, and strong policy support for, mixed use development, which support sustainable urban environments.
5. Shopping habits are changing, which is an opportunity to consider new built forms.

Preliminary Commercial Policy Directions

1. Strengthen design policies for mixed use and commercial development.
2. Encourage commercial development in the northwest zone (i.e., north of the QEW and west of Sixteen Mile Creek).
3. Promote additional commercial uses through intensification and redevelopment of existing built up commercial areas.
4. Implement policy definitions to ensure commercial uses are developed in North Oakville.

5. Develop a monitoring program for commercial, retail, and demographic trends.

Next Steps

A report on the Employment land demand and supply analysis will be presented at an upcoming Subcommittee meeting, followed by a comprehensive preliminary directions report to Planning and Development Council later this fall. A public consultation period will provide additional information.

It is anticipated that a final report will be presented to Planning and Development Council in the spring of 2017. Amendments to the Livable Oakville Plan, North Oakville East and West Secondary Plans, Zoning By-law 2014-014 and North Oakville Zoning By-law 2009-189 will be proposed to implement the final recommendations. It is recognized that some changes may require coordination with other projects within the town's Official Plan Review, as well as the Region of Halton Official Plan Review.

CONCLUSION

This staff report and the *Town of Oakville Employment and Commercial Review – Commercial Report* (July 2016, Dillon Consulting) attached as Appendix A represent a town-wide commercial demand and supply analysis. The input and guidance provided by the Subcommittee will be incorporated into future reporting as part of the Employment and Commercial Review.

CONSIDERATIONS

(A) PUBLIC

Stakeholder meetings and public open houses were hosted on June 4, 2015 (at QEPCCC) and June 16, 2015 (at SMSC) to present the consulting team's initial findings. A total of approximately 50 people attended those sessions. Input received has been incorporated into the *Commercial Report* (Appendix A), or will be addressed in subsequent reports (e.g., request to review use permissions in the area of Inglehart Street).

To receive updates about Official Plan Review projects, members of the public are encouraged to visit the town's website to join the email list:

<http://www.oakville.ca/planoakville/official-plan-review.html>

(B) FINANCIAL

The costs associated with the Employment and Commercial Review have been considered as part of the town's capital budget. Planning for an

appropriate long-term supply of designated employment and commercial lands will make the town a balanced and complete community, maximize opportunities for residents to work in Oakville, and maintain a healthy tax base.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Both the Planning Services and Economic Development departments are involved in this project. The receipt of this report will not impact other departments and users.

(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
- be fiscally sustainable
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The Employment and Commercial Review will recommend changes to the existing land use designations and policies aimed at ensuring the town's long-term economic sustainability as a balanced community.

APPENDICES

Appendix A Town of Oakville Employment and Commercial Review –
Commercial Report (July 2016, Dillon Consulting)

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