



OAKVILLE

REPORT

SPECIAL PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: SEPTEMBER 26, 2017

FROM: Planning Services Department

DATE: September 12, 2017

SUBJECT: Public Meeting and Recommendation Report - Town-Initiated Official Plan Amendments - Urban Structure Review, By-law 2017-079, 2017-080, 2017-081, File No. 42.15.52

LOCATION: Town-Wide

WARD: Town-Wide

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RECOMMENDATION:

1. That the proposed town-initiated official plan amendments (File No. 42.15.52, Urban Structure Review) be approved.
2. That By-law 2017-079, a by-law to adopt an amendment to the Livable Oakville Plan be passed;
3. That By-law 2017-080, a by-law to adopt an amendment to the North Oakville East Secondary Plan forming part of the Official Plan for the Oakville Planning Area be passed;
4. That By-law 2017-081, a by-law to adopt an amendment to the North Oakville West Secondary Plan forming part of the Official Plan for the Oakville Planning Area be passed; and
5. That notice of Council's decision reflects that the comments from the public have been appropriately addressed.

KEY FACTS:

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

- The Urban Structure Review is a major study in the town's ongoing Official Plan Review.

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- An overview of the intent and importance of the town's urban structure is provided in the background section of the report.
 - The town's urban structure protects natural heritage, open space and cultural heritage, maintains the character of residential areas and directs growth to an identified system of nodes and corridors.
 - This report provides information and analysis on proposed town-initiated official plan amendments (OPAs) to implement updates to the policies and mapping related to the Urban Structure Review.
 - The purpose of the OPAs is to incorporate into the Livable Oakville Plan modifications to the text and schedules in order to provide for a town-wide urban structure and establish the basis for official plan policy and for making planning decisions.
 - The OPAs also provide for revisions to the North Oakville East and West Secondary Plans to align them with the changes to the Livable Oakville Plan.
 - Council identified the Urban Structure Review on February 1, 2016 as a land use planning policy study required to review the town's urban structure and policies outlined in the Official Plan.
 - The Urban Structure Review was also one of three land use policy studies required to be completed under Interim Control By-law 2016-024 restricting land uses on the Glen Abbey Golf Course lands.
 - The study was initiated on February 16, 2016 when the Livable Oakville (Official Plan) Council Sub-Committee received the report entitled *Urban Structure Review*.
 - The consultant's study was completed on May 15, 2017, when the Sub-Committee received the *Urban Structure Review – Policy Directions Report* containing the consultant's final study report.
 - Preliminary draft OPAs to the town's Official Plan that were prepared based on policy directions emerging from the Urban Structure Review were also presented at the Sub-committee meeting of May 15, 2017.
 - In parallel to the town-initiated Urban Structure Review process, on May 18, 2017, the province released an updated Growth Plan and Greenbelt Plan. The implications for the Urban Structure Review are addressed in this report.

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- A public information meeting on the preliminary draft OPAs was held on May 30, 2017.
 - Revised draft OPAs were presented at a statutory public meeting held as part of the Planning and Development Council meeting on June 12, 2017.
 - Public comments on the draft OPAs have been received through this process.
 - As a result of these inputs and further consideration by staff, the draft OPA to the Livable Oakville Plan has been revised. The OPAs for the North Oakville East and West Secondary Plans remain unchanged.

BACKGROUND:

The Livable Oakville Plan was the result of a comprehensive planning exercise involving extensive community engagement and participation regarding how and where Oakville should grow. The Plan represents a shared vision between the citizens of Oakville and its Council. It establishes the desired land use pattern for the town and coordinates land use and infrastructure requirements to ensure that anticipated growth can be accommodated. It establishes a framework and policy context for decision making that provides certainty for the town's planning process.

Importance of Urban Structure

The policy framework in the Livable Oakville Plan is based on the mission statement "to enhance the Town's 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."

This mission statement flows into a series of guiding principles that give direction for preserving and creating a livable community, providing choice throughout the town and achieving sustainability.

The Ontario policy-led land use planning system provides clear policy directive for municipalities to establish an urban structure of nodes and corridors. The Province, through the Growth Plan (2017), Halton Region through the Halton Plan, and the town through the Livable Oakville Plan has defined, established and invested in an urban structure. The urban structure coordinates land use and infrastructure requirements and establishes a framework and policy context for decision making that provides certainty for the planning process. It is also fundamental in achieving a number of Provincial interests, and guides public and private investment decisions.

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The town's urban structure is intended to protect natural heritage, open space and cultural heritage, maintain the character of residential areas and direct growth to an identified system of nodes and corridors.

The town's urban structure OPAs proposed in this report also provide for the integration of the North Oakville East and West Secondary Plans into a town-wide urban structure within the Livable Oakville Official Plan.

Public Engagement on the Official Plan Amendments

A public information meeting on the preliminary draft official plan amendments (OPAs) for the Urban Structure Review was held on May 30, 2017. The meeting was held in two parts consisting of an afternoon session and an evening session. Each session included a formal presentation and question period as well as open house displays, an opportunity to provide feedback and to have one-on-one discussions with staff. There were approximately 42 participants at the public information meeting.

The statutory public meeting for the draft OPAs was held on June 12, 2017 in conjunction with the Planning and Development Council meeting. At that meeting, Council received the report entitled *Statutory Public Meeting Report, Town-Initiated Official Plan Amendments - Urban Structure Review, File No. 42.15.52* which presented:

- The proposed urban structure resulting from the consultant's study findings of the Urban Structure Review.
- The implementing draft OPAs to the Livable Oakville Plan, the North Oakville East and West Secondary Plans.
- An overview of revisions made to the preliminary draft OPAs first presented on May 15, 2017 at the Livable Oakville (Official Plan Review) Council Sub-Committee meeting.
- A discussion of the implications of the Urban Structure Review findings regarding Interim Control By-law 2016-024 and the Glen Abbey Golf Course lands.

At its meeting of June 12, 2017, Council also heard public delegations providing comments on the consultant's study and on the draft OPAs. Since that time, additional public comments have been received regarding the draft OPAs.

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The purpose of this report is to present the proposed OPAs resulting from this planning process. The public comments received, staff responses and further revisions to the OPAs are also presented.

Updated Provincial Plans

On May 18, 2017, the province completed the Coordinated Land Use Planning Review and released updates to four provincial land use plans that work together to manage growth, build complete communities and protect the natural environment in the Greater Golden Horseshoe. The two updated plans that apply to the Town of Oakville are The Growth Plan for the Greater Golden Horseshoe (2017), and the Greenbelt Plan (2017).

The main goal of the Growth Plan (2017) continues to be the achievement of complete communities that are compact, transit-supportive, and make effective use of investments in infrastructure and public service facilities. Complete communities are intended to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.

From a timing perspective, the Growth Plan (2017) came into effect July 1, 2017. All planning decisions made on, or after this date must conform to the Growth Plan. The planning horizon for the Growth Plan (2017) is to 2041.

On July 10, 2017, the Livable Oakville (Official Plan) Council Sub-Committee received the report entitled *Updated Provincial Plans: the Growth Plan for the Greater Golden Horseshoe (2017) and the Greenbelt Plan (2017)*. The report presents highlights of the updated Growth Plan organized into key themes of importance for the Town of Oakville including implementation, growth management policies, employment areas, infrastructure, transportation, climate change and protecting natural heritage and water.

Through the town's ongoing Official Plan Review, the Livable Oakville Official Plan will be brought into consistency with the Provincial Policy Statement (2014) and into conformity with the Growth Plan (2017), and the Greenbelt Plan (2017)

Halton's Regional Official Plan

On April 9, 2014, Regional Council authorized the commencement of the five-year review of the region's official plan. The first phase of this review is now complete with Regional Council's endorsement of the Directions Report, which identifies key land use matters and directions for consideration through the review.

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The next phase in the region's official plan review, which is a Growth review under Growth Plan (2017), is to develop a series of discussion papers and to implement a communications and engagement strategy. These activities will be accompanied by staff reports to Regional Council.

Much like the town's Official Plan Review, the region's review is looking at conformity with Provincial plans and their overall growth management strategy under the Growth Plan.

Town staff is participating in the region's official plan review and providing input to the region's review as appropriate to incorporate the results and directions emerging from the town's Official Plan Review. Similarly, implications for the town's planning process and documents arising from the regions' review will be addressed through the town's Official Plan Review.

Halton Region has reviewed the proposed amendments and is satisfied that they conform to the Regional Official Plan and the Growth Plan (2017). The Regional comments are attached in Appendix A.

COMMENT/OPTIONS:

Through this planning process, comments from Council, Halton Region and the public have been received. The public comments are attached in Appendix B as well as listed in Table 1. This section of the report provides staff responses to those comments and corresponding revisions to the proposed official plan amendment to the Livable Oakville Plan, as appropriate.

The proposed OPAs for the North Oakville East and West Secondary Plans have not been revised as a result of comments received and remain the same as presented at the Statutory Public Meeting on June 12, 2017.

Table 1. List of Public Comments Received		
<i>Company Name</i>	<i>Address</i>	<i>On Behalf of</i>
Halton District School Board	2050 Guelph Line Burlington, ON L7P 5A8	Halton District School Board
Halton Catholic District School Board	802 Drury Lane Burlington, ON L7R 2Y2	Halton Catholic District School Board

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O'Connor MacLeod Hanna LLP	700 Kerr Street Oakville, ON L6K 3W5	"Allcolour", "Bot Construction" & "Valley Creek"
Minto Communities - Canada	500-90 Sheppard Avenue East, Toronto, ON M2N 3A1	Dundas - Trafalgar Inc.
Davies Howe LLP	The Tenth Floor 425 Adelaide Street West Toronto, ON M5V 3C1	"ClubLink"
Davies Howe LLP	The Tenth Floor 425 Adelaide Street West Toronto, ON M5V 3C1	North Oakville East Landowners Group
Bessant Pelech Associates Inc.	1443 Miraya Court Mississauga, ON L5C 2T6	2306803 Ontario Inc.
Turkstra Mazza Associates	15 Bold Street Hamilton, ON L8P 1T3	Victor Enns, Joyce Enns and 1442839 Ontario Ltd.

Staff Responses to Comments Received

1. A public comment expressed concern with "policy" vagueness in the proposed Section 3 - Urban Structure. Staff note that the urban structure elements identified and described in the proposed new Section 3 - Urban Structure are intentionally broad as explained in the following extract:

"Urban structure elements are not intended to be land use designations, and are not intended to grant development rights or to predetermine the specific land uses that will be permitted on any particular parcel of land."

2. A public comment expressed concern around a perceived level of uncertainty introduced by the urban structure element "Additional/Expanded Node and Corridor." Staff note firstly that the name of this element has been changed to "Node and Corridor for Further Study" for the reasons stated below. Secondly, staff note that the urban structure elements and the corresponding official plan amendments do not change the existing land use policies and designations in the Livable Oakville Plan.

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The “Node and Corridor for Further Study” signifies that this is an area for future comprehensive study. The findings of that future study may provide direction for changes to boundaries of the area as well as the land use policies and designations governing development, subject to decisions by Council.

3. Several public comments raised site-specific concerns related to land use policies and development permissions in North Oakville. Staff note that those matters will be addressed through the North Oakville Secondary Plans Review, another project currently underway as part of the town’s ongoing official plan review.
4. Similarly, a public comment raised matters related to site-specific development permissions for a property on Reynolds Street. Staff note that those matters will be addressed through the Residential Policy Review. This is a project still to be initiated as part of the town’s ongoing official plan review.
5. A public comment made a site-specific request to have “Residential Areas” added with an overlay for “Parkway Belt” on Schedule A1 - Urban Structure. This treatment is actually reserved for the more detailed level of the land use and growth area schedules in the Livable Oakville Plan (Schedules F to Q) with Schedule H providing an example. At the scale of Schedule A1 - Urban Structure, the in-force plan for the property in question is the Parkway Belt West Plan, and therefore the “Parkway Belt” element is applied to the lands. For the property in question from the previous paragraph, Schedule H, West Land Use will show residential land use designations consistent with the recently issued Ontario Municipal Board decision for the lands. Staff note that this is consistent with the approach currently taken on Schedule H for nearby lands along the Fourteen Mile Creek Valley. The update to Schedule H, West Land Use will occur at the time of the next consolidation of the Livable Oakville Plan.

Revisions to the Proposed Amendment to the Livable Oakville Plan

As a result of further staff consideration, the proposed OPA to the Livable Oakville Plan in Appendix C also now shows the following revisions:

1. Clarifications were made to the text of Part 1 – Preamble (Purpose, Background, Basis) to reflect the titles of documents, organizations and to revise dates.
2. Definitions and clarifications were added to Section A. Text Changes, Items 3, 4 and 5 in Part 2 – The Amendment to distinguish between regional and provincial planning documents and to be consistent with Growth Plan (2017).

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3. The term “Urban River Valley” was changed to “Greenbelt – Urban River Valley” throughout the amendment to conform to the Greenbelt Plan (2017).
 4. The term “Waterfront Enhancement Area” was changed throughout the amendment to “Waterfront Open Space” to be consistent with the existing policy framework of the Livable Oakville Plan.
 5. Section 3.6 had text inserted to clarify the concept of Nodes and Corridors as it relates to the existing growth management terms used in the Livable Oakville Plan and the North Oakville Plans and to state that these terms are considered the town’s “strategic growth areas” as defined in the Growth Plan (2017).
 6. The addition of Bronte GO as a “Major Transit Station Area” in Section 3.6 to conform to the Growth Plan (2017) .
 7. The term “Additional/Expanded Nodes and Corridors” was changed to “Nodes and Corridors for Further Study” throughout the amendment to improve clarity.
 8. The addition of the term “industrial’ to the description of “Employment Areas” in Section 3.7 to be consistent with the Livable Oakville Plan and to address public comments received. The term had been previously omitted in error.
 9. The addition of the term “town-wide” in reference to the evolving macro-economy to clarify the statement and to address public comments received.
 10. The replacement of “Employment Mixed Use Corridor” hatching with “Additional/Expanded Node and Corridor Hatching” for the section of Cornwall Road east of Midtown Oakville between Chartwell Road and Winston Churchill Boulevard to be consistent with existing policy in the Livable Oakville Plan.
 11. Deletion of the term “limited” and the addition of clarifying text to Section 3.9 “Residential Areas” to be consistent with the Livable Oakville Plan and to address public comments received.
 12. Clarifications and re-organization of Section 3.10 “Cultural Heritage Resources” to improve readability, to be consistent with provincial policy and to mirror the approach taken in other town initiatives.
 13. The replacement of “Railway Line” with “Provincial Priority Transit Corridor” in Section 3.11 to conform to the Growth Plan (2017) . Additional edits in the text and on Schedule A1 – Urban Structure are made to clarify the terms associated with regional and provincial transit corridors and facilities, to improve readability and to conform to the Growth Plan (2017)

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14. Improvements to the colours and symbols of various elements as well as the precise names of the elements to improve the readability of Schedule A1 – Urban Structure and the corresponding text in Section 3 - Urban Structure.
15. Editing Schedule A1 – Urban Structure to better distinguish between proposed and existing Major Transportation Corridors and to update the information with approved Environmental Assessments.
16. The “Employment Mixed Use Corridor” on Schedule A1 – Urban Structure extending westwards along the Speers Road portion of the corridor to capture all the employment lands up to the limit of the “Parkway Belt” along Bronte Creek to be consistent with the study area identified for the Speers Road Corridor Study.
17. Replacing the “Employment Mixed Use Corridor” along the Cornwall Road portion with “Nodes and Corridors for Further Study” indicating area for further study which is consistent with existing policy. Section 3.7 Employment Areas was revised accordingly to delete “and Cornwall Road.”
18. Lands at the southwest corner of the intersection of Dundas and Trafalgar are identified as “Nodes and Corridors for Further Study” indicating that it is an area for further study.
19. Lands along the west side of Ninth Line, north of the intersection of Upper Middle Road East and Ninth Line and are identified as “Parks, Open Space & Cemeteries.” This is be consistent with the town’s approach to including public lands under long-term lease for recreation purposes. These lands had previously been incorrectly identified as “Natural Heritage System.”
20. Clarifications to the boundary of the Bronte Village Main Street Area.
21. Additions of new parkland secured through recent development in North Oakville to the “Parks, Open Space, and Cemeteries” element on Schedule A1 – Urban Structure.
22. Section 28 has been revised to conform to the Growth Plan (2017) by clarifying the new requirements for a “municipal comprehensive review” (MCR) and with reference to the new definition for MCR from the Growth Plan (2017). This new definition identifies the MCR as an upper-tier responsibility. The June 12, 2017 version of the amendment was prepared using the definitions and terms from the earlier Growth Plan (2006), that extended the power of an MCR to all municipalities.

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To maintain a focus on good planning and to highlight the importance of planning processes initiated by the local municipality, the term “required comprehensive Official Plan review” has been introduced and defined as a “town initiated process under Section 26 of the *Planning Act*.”

23. Section 28.2.3 has been clarified to be consistent with the Provincial Policy Statement (2014), to conform to the Growth Plan (2017), to be consistent with the existing policy framework of the Livable Oakville Plan and to address public comments received.

Proposed Urban Structure

The proposed urban structure is shown in Figure 1. This would form a new Schedule A1 - Urban Structure and includes these elements:

- Parkway Belt
- Greenbelt
- Greenbelt - Urban River Valley
- Natural Heritage System
- Waterfront Open Space
- Parks, Open Space, Cemeteries
- Nodes and Corridors
- Nodes and Corridors for Further Study
- Employment Areas
- Major Commercial Areas
- Residential Areas
- Main Street Areas
- Employment Mixed Use Corridor
- Regional Transit Node
- Proposed Regional Transit Node
- Major Transportation Corridor
- Proposed Major Transportation Corridor
- Regional Transit Priority Corridor
- Mobility Link
- Major Active Transportation Connections
- Scenic Corridors
- Utility Corridors
- Provincial Priority Transit Corridor
- Major Transit Station
- Heritage Conservation Districts
- Cultural Heritage Landscapes

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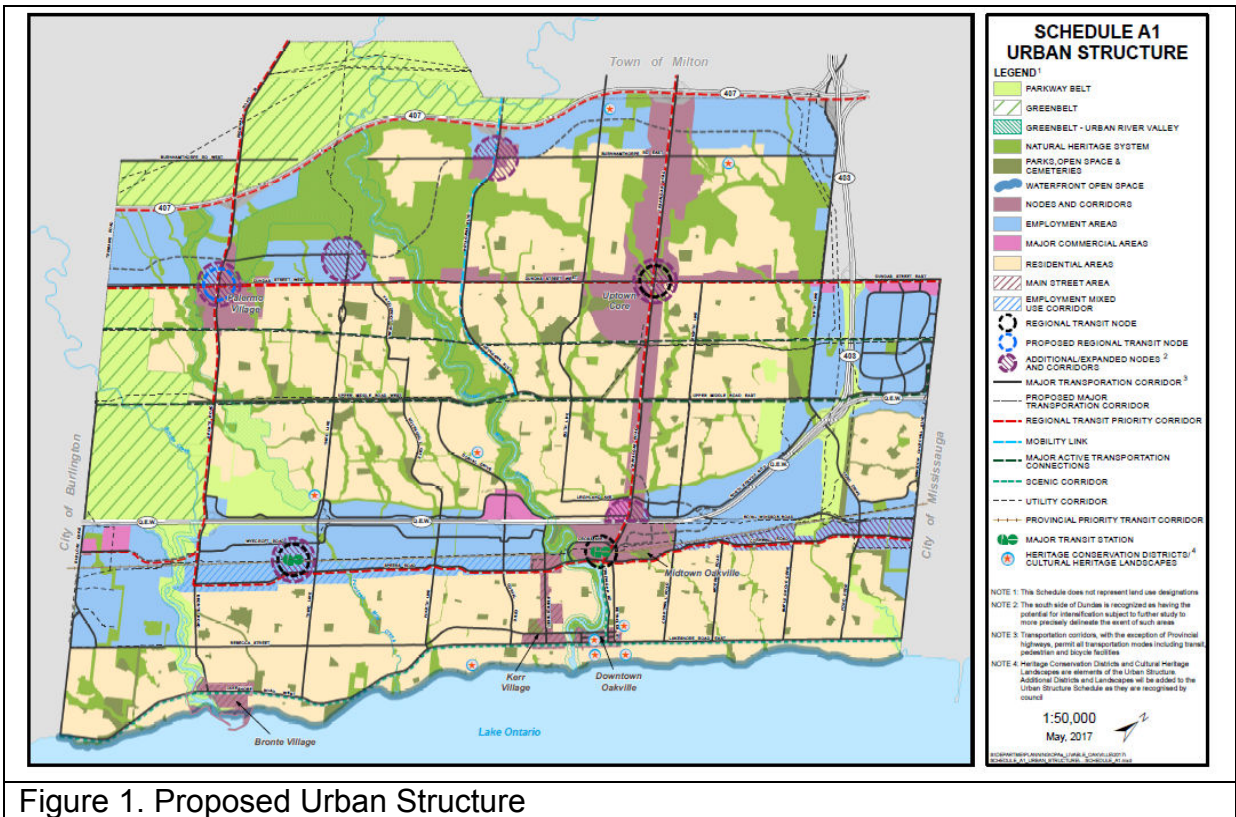


Figure 1. Proposed Urban Structure

Overview of the Proposed Official Plan Amendments

There are three proposed official plan amendments attached to this report.

1. The first proposes modifications to the text and schedules of the Livable Oakville Plan in order to establish a town-wide urban structure (Appendix C). The effect of this amendment would be to provide a framework for where and how the town will grow, to establish the basis for official plan policy and the basis for making planning decisions.

More specifically, the amendment would introduce a new Section 3 - Urban Structure describing the importance and purpose of a town-wide urban structure and describing the major elements of that urban structure. The amendment would also introduce a new Schedule A1 – Urban Structure corresponding to the text of the new Section 3 - Urban Structure.

Finally, the amendment would introduce into Part F – Implementation a new section designed to protect the town’s urban structure. This includes conditions for the review of the urban structure and criteria for evaluating site-specific

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official plan amendments and their potential impacts on the town's urban structure.

2. The next two draft Official Plan Amendments are nearly identical and relate to the North Oakville East Secondary Plan (Appendix D) and the North Oakville West Secondary Plan (Appendix E).

The purpose and effect of these amendments would be to add provisions to the introductory sections of the North Oakville Plans that:

- Direct the reader to the Livable Oakville Plan for policies regarding the town-wide urban structure.
- Instruct that the policies of the Livable Oakville Plan be read in conjunction with the North Oakville Plans to give effect to both sets of policies.
- Indicate that in the event of a conflict with the Livable Oakville Plan, the North Oakville Plans would prevail.

CONSIDERATIONS:

(A) PUBLIC

Preliminary draft official plan amendments to the Livable Oakville Plan, the North Oakville East Secondary Plan and the North Oakville West Secondary Plan were presented in conjunction with the report entitled *Urban Structure Review – Policy Directions Report* to the Livable Oakville Council Sub-Committee at their meeting of May 15, 2017.

A subsequent public information meeting on the preliminary draft official plan amendments was held on May 30, 2017.

Revised draft official plan amendments were presented at a statutory public meeting held as part of the Planning and Development Council meeting on June 12, 2017.

Notice of the public meeting and recommendation report for the proposed official plan amendments was published in the Oakville Beaver on August 31, 2017. The notice advised that information and materials would be available for public review on September 6, 2017 and that the proposed official plan amendments would be considered at the Special Planning and Development Council meeting of September 26, 2017.

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(B) FINANCIAL

There are no financial implications arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Urban Structure Review is a major study addressing environmental protection and growth management in the town's ongoing Official Plan Review. Numerous town departments are engaged in the Official Plan Review to achieve stronger integration between key master plans and the town's Official Plan.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- be accountable in everything we do
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The proposed official plan amendments were reviewed to ensure compliance with the sustainability objectives of the Livable Oakville Plan.

APPENDICES:

Appendix A – Halton Region Comments

Appendix B – Public Comments Received

Appendix C – draft Official Plan Amendment, Livable Oakville Plan

Appendix D – draft Official Plan Amendment, North Oakville East Secondary Plan

Appendix E – draft Official Plan Amendment, North Oakville West Secondary Plan

Prepared by:

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