

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: OCTOBER 26, 2020

FROM: Planning Services Department

DATE: October 14, 2020

SUBJECT: Public Meeting Report, Randall Oakville Developments Ltd.,
Church Oakville Developments Ltd., Zoning By-law Amendment,
Z.1614.74

LOCATION: 150 Randall Street, 125 Navy Street and 143 Church Street

WARD: 3

Page 1

RECOMMENDATION:

1. That the public meeting report prepared by the Planning Services Department dated October 14, 2020, be received.
2. That comments from the public with respect to the proposed Zoning By-law Amendment submitted by Randall Oakville Developments Ltd., and Church Oakville Developments Ltd. (File No.: Z.1614.74) be received.
3. That staff consider such comments as may be provided by Council.

KEY FACTS:

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

- Randall Oakville Developments Ltd., and Church Oakville Developments Ltd., the owners of the subject lands, have submitted a Zoning By-law Amendment to facilitate the development of a twelve storey mixed use building with 144 residential units, office and commercial uses and a total of 281 parking spaces within an underground garage.
- As part of the Town's on-going Official Plan review, in December 2017, Council passed By-law 2017-120 to adopt OPA 20 (Downtown Oakville) which had the effect of updating the land use designations and policies (including maximum height provisions) that apply to downtown Oakville. OPA 20 came into effect June 2018.
- The subject lands are located within the Downtown Oakville Growth Area at the southeast corner of Randall Street and Navy Street and are planned to accommodate intensification and high density growth.

From: Planning Services Department

Date: October 14, 2020

Subject: **Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74**

Page 2

- To construct a building in accordance with the Livable Oakville Urban Core land use policies for the properties as permitted through OPA 20 (approved in 2018) an amendment to the existing zoning will be required rezoning the property from Central Business District to Mixed Use 4 with a special site provision.
- The application will be considered under Bill 108, which provides for a 90-day timeline before an appeal can be filed for lack of decision. The application was deemed complete on July 8, 2020. The statutory timeframe for processing this application expired on October 8, 2020.
- The applicant held a Virtual Public Information Meeting on September 17, 2020 which was attended by twelve people.

BACKGROUND:

The purpose of this report is to introduce the planning application as part of the statutory public meeting. Council will hear public delegations on the application, ask questions of clarification and identify matters for consideration. The report is to be received and no recommendations on the application are being made at this time.

OPA 20 (Downtown Oakville)

As part of the town's on-going Official Plan review, the land use designations and policies that apply to downtown Oakville were updated. In December 2017, Council passed By-law 2017-120 to adopt OPA 20 (Downtown Oakville) to the Livable Oakville Plan. OPA 20 was approved by Halton Region and came into effect June 19, 2018.

As a result of OPA 20, the subject lands were redesignated from Central Business District to Urban Core. In addition, the maximum height permissions in the Livable Oakville Plan increased from four storeys to twelve storeys.

Zoning By-law 2014-014 was not updated at the time which provides the opportunity for Council to consider site specific zoning amendment applications within the downtown area in the context of OPA 20 and the Livable Oakville Plan.

Proposal:

The applicant has submitted a Zoning By-law Amendment application to facilitate the development of a twelve storey mixed use building with 144 residential units, office and commercial uses and underground parking with 281 parking spaces.

A number of modifications to the zoning regulations in the parent zone are proposed to recognize the proposed design and are discussed later in this report.

From: Planning Services Department
Date: October 14, 2020
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Figure 1: Air Photos

The site is adjacent to the Downtown Oakville Heritage Conservation District as shown on Schedules Q1 and Q2 in the Livable Oakville Plan, therefore a Heritage Impact Assessment was required to determine the compatibility of the proposed development with the adjacent heritage resources.

Submission materials are available at the following link on the Town's website:
<https://www.oakville.ca/business/da-36028.html>.

The conceptual site plan and 3D context model, Figure 2 and Figure 3 below, illustrate the proposed development concept for the subject lands and the proposed rendering is included as Figure 4.

From: Planning Services Department

Date: October 14, 2020

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Zoning By-law Amendment, Z.1614.74

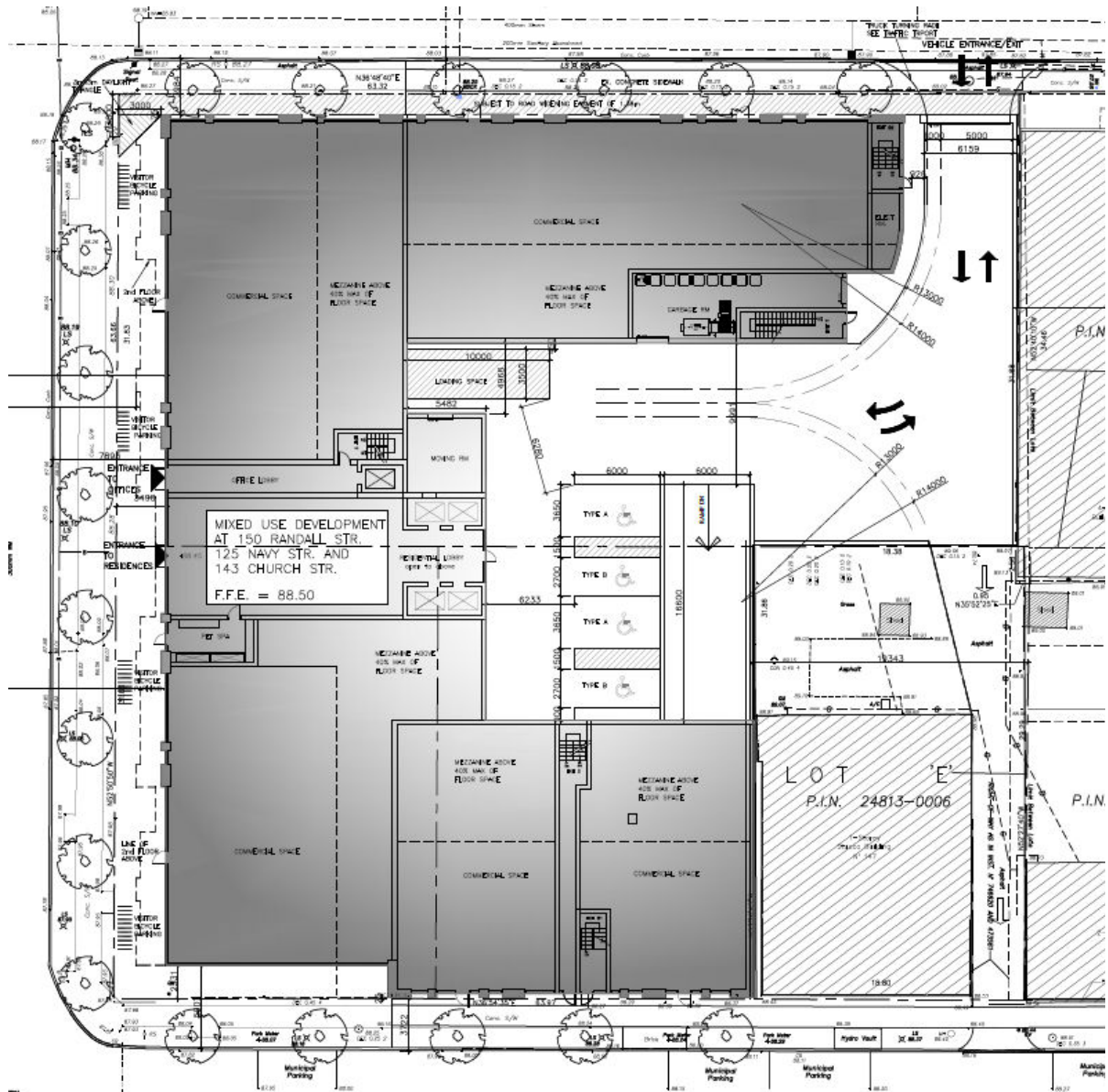


Figure 2: Conceptual Site Plan

PLANNING AND DEVELOPMENT COUNCIL MEETING

From: Planning Services Department

Date: October 14, 2020

Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd.,
Zoning By-law Amendment, Z.1614.74

Page 6

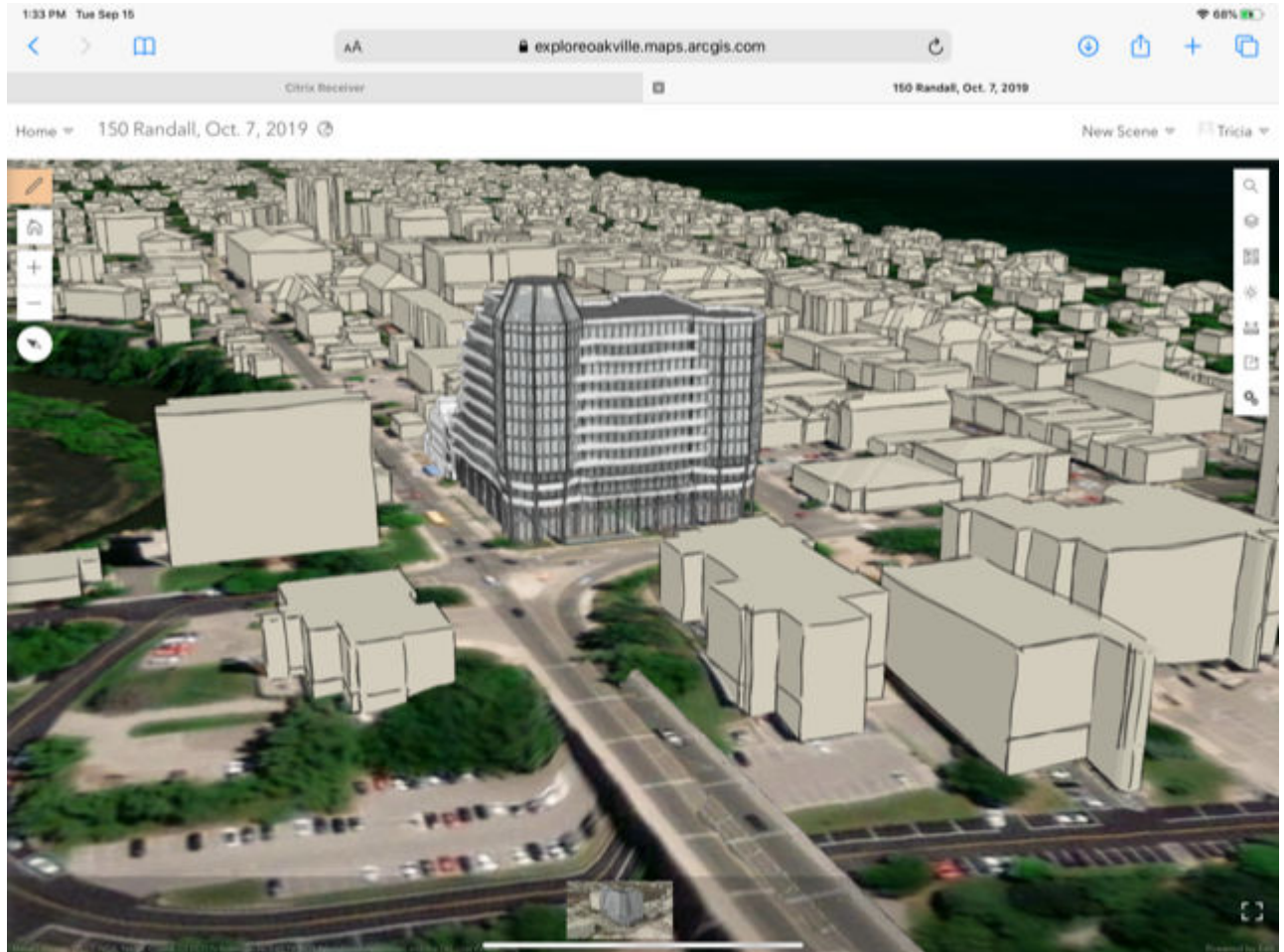


Figure 3: 3D Context Model looking east along Randall Street

From: Planning Services Department

Date: October 14, 2020

Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd.,
Zoning By-law Amendment, Z.1614.74



Figure 4: Proposed Rendering

Location and Site Description

The development consists of three individual properties (150 Randall Street, 125 Navy Street and 143 Church Street). The subject properties have a combined lot area of approximately 0.34 hectares and are located at the southeast corner of Randall Street and Navy Street, bounded on the south by Church Street in Downtown Oakville. The properties have frontage on Randall Street, Navy Street and Church Street.

The property located at 150 Randall Street is occupied by a vacant two storey mixed use building with surface parking and vehicle access onto Randall Street. The property located at 125 Navy Street is occupied by a two storey office building with surface parking and vehicle access from Navy Street and Church Street. The property located at 143 Church Street is occupied by a two-storey house that was converted into a restaurant with surface parking and vehicle access from Church Street. All existing structures are to be demolished with vehicular access proposed from Randall Street. The existing shared laneway from Church Street is intended to be retained as a secondary emergency access.

From: Planning Services Department

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Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74

Surrounding Land Uses

The surrounding land uses are as follows:

North: Randall Street and 12 storey residential building
 East: Under construction four-storey residential building along Randall Street, mix of one and three storey buildings on Thomas Street.
 South: Church Street, Community Living Building, and commercial uses on the south side of Church Street.
 West: Navy Street and the Oakville Performing Arts Centre, Centennial Pool, Oakville Galleries and the Oakville Central Library.

PLANNING POLICY & ANALYSIS

The properties are subject to the following policy and regulatory framework:

- Provincial Policy Statement (2020);
- Growth Plan for the Greater Golden Horseshoe (2019);
- Halton Region Official Plan;
- *Livable Oakville* Plan; and,
- Zoning By-law 2014-014

Provincial Policy Statement (2020) – Effective May 1, 2020

The Provincial Policy Statement (2020) ('PPS') is intended to promote a policy led system, which recognizes that there are complex relationships among environmental, economic and social factors in land use planning. The PPS encourages the wise management of land to achieve efficient development and land use patterns by directing growth to settlement areas, promoting a compact development form, and the long term protection of natural features.

The subject lands are located within a settlement area, which are to be the focus of growth and development. The land use patterns within the settlement areas are based on densities and a mix of land uses that, among other matters, efficiently use land and resources, appropriately use the infrastructure and public service facilities that are planned or available and are transit supportive.

Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan (2019) is a long-term plan that intends to manage growth, build complete communities, curb sprawl and protect cultural heritage resources and the natural environment.

From: Planning Services Department

Date: October 14, 2020

Subject: **Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74**

The Growth Plan provides policies for where and how to grow, directing population and employment growth to urban areas and rural settlement areas with delineated built boundaries on full municipal services (policy 2.2.1). The policies of the Growth Plan are to be applied to support complete communities that feature a diverse mix of land uses with convenient access to local stores, services, and public service facilities, provide a diverse range and mix of housing options, and expand convenient access to transportation options.

The subject lands are located within an identified “Built-Up Area” and a “Settlement Area”, where intensification is encouraged to efficiently make use of the existing infrastructure, municipal servicing availability and convenient access to services that meet the daily needs of residents. Intensification must give consideration to adjacent uses and compatible built form and transitioning.

In addition, the Growth Plan establishes intensification targets for development within “Delineated Built-Up Areas”. The Town of Oakville is included within these areas and anticipates that a minimum of 50 percent of all residential development occurring annually is expected to be within the delineated built-up area.

Halton Region Official Plan

The subject lands are designated “Urban Area” in 2009 Regional Official Plan (ROP). The Urban Area is “planned to accommodate the distribution of population and employment for the Region and the four Local Municipalities”. The policies of the Urban Area designation support a form of growth that is compact and supportive of transit, the development of vibrant and healthy mixed use communities which afford maximum choices for residence, work and leisure.

The subject lands are within the identified “Built-Up Area”. Regional Phasing policies to 2021 require the Town of Oakville to achieve a target of 1,798 medium and high density units inside the built boundary between 2017 and 2021.

One of the objectives of the Urban Area (Policy 72(1)) is to “accommodate growth in accordance with the Region’s desire to improve and maintain regional unity, retain local community identity, create healthy communities, promote economic prosperity, maintain a high quality, sustainable natural environment, and preserve certain landscapes permanently”. Policy 76 notes that the range of permitted uses is to be in accordance with Local Official Plans and Zoning By-laws. All development, however, is subject to the policies of the Regional Plan.

From: Planning Services Department

Date: October 14, 2020

Subject: **Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74**

Page 10

Livable Oakville Plan

The Livable Oakville Plan was approved by the Ontario Municipal Board on May 10th, 2011. The subject lands are located within the Downtown Oakville Growth Area and are planned to accommodate intensification and high density growth.

Urban Structure

The Livable Oakville Plan is currently undergoing a 5-year Official Plan Review to ensure the policies are consistent with the Provincial and Regional policies, support the Town's strategic goals, and reflect the visions and needs of the community.

Official Plan Amendment 15 to the *Livable Oakville Plan*, confirms the Town's existing urban structure in terms of nodes and corridors, where higher intensity forms of mixed use growth are to be accommodated. OPA 15 was approved by Halton Region on April 26, 2018 and deemed to conform to the Growth Plan and is consistent with the PPS. OPA 15 is subject to one appeal, as such it is not presently in force.

The subject lands are identified on Schedule A1 – Urban Structure as forming part of the Growth Area for Downtown Oakville, and in near proximity to local and GO transit services along Lakeshore Road with service to Midtown Oakville.

Land Use Policies

Downtown Oakville is identified as a Growth Area in the Livable Oakville Plan and the key focus for development and redevelopment to accommodate intensification is within defined Growth Areas. As Part of the Official Plan Review a number of Official Plan Amendments have come forward review the Livable Oakville Plan's conformity with provincial policies. The objective of the growth area reviews of Kerr Village, Bronte Village and Downtown Oakville were to ensure that the goals of the overall growth management framework and policies continued to be realized. OPA 20 was approved in 2018 which had the effect of redesignating properties from Central Business District to a range of Mixed Use designations that recognized location, development potential and contribution to the intensification targets set by the province and region.

The subject lands are designated Urban Core on Schedule Q1: Downtown Oakville Land Use Plan in the Livable Oakville Plan, shown in Figure 5. Schedule Q2: Downtown Oakville Urban Design identifies Randall Street, Navy Street and Church Street as a "Secondary Street" intended for enhanced streetscape treatments and pedestrian-oriented amenities with wider sidewalks, additional street furniture and landscaping. Navy Street has an existing designated bike lane and Randall Street and Church Street are planned for future bicycle facilities.

From: Planning Services Department

Date: October 14, 2020

Subject: **Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74**

Page 11

The properties are adjacent to the Downtown Oakville Heritage Conservation District. The conservation of the Town's cultural heritage resources is a priority within the town's decision making and the application will be reviewed against the heritage conservation policies and urban design guidelines to recognize its importance and protect and enhance the Districts resources.

A future road widening will be required along Randall Street of 1.38 metres and has been recognized on the plans to comply with the Livable Oakville Plan widening policies. The conveyance will take place at the site plan approval stage.

Urban Design Requirements

The proposal is being reviewed in context of the Livable by Design Urban Design Manual for the Town of Oakville which is intended to provide further design guidance for the implementation of the Livable Oakville Plan urban design policies.

The subject lands are located in close proximity to the lands subject to the Downtown Cultural Hub (DCH) initiative which was received by Council in 2018. The DCH study explored options to revitalize Centennial Square and surrounding lands to support a vibrant, animated and prosperous downtown. The proximity of the site to the Oakville Performing Arts Centre and other cultural resources has the potential to play an important role in revitalizing and contributing to the uniqueness of the area, hence any building on this site shall be of high quality architectural and urban design.

From: Planning Services Department

Date: October 14, 2020

Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd.,
Zoning By-law Amendment, Z.1614.74

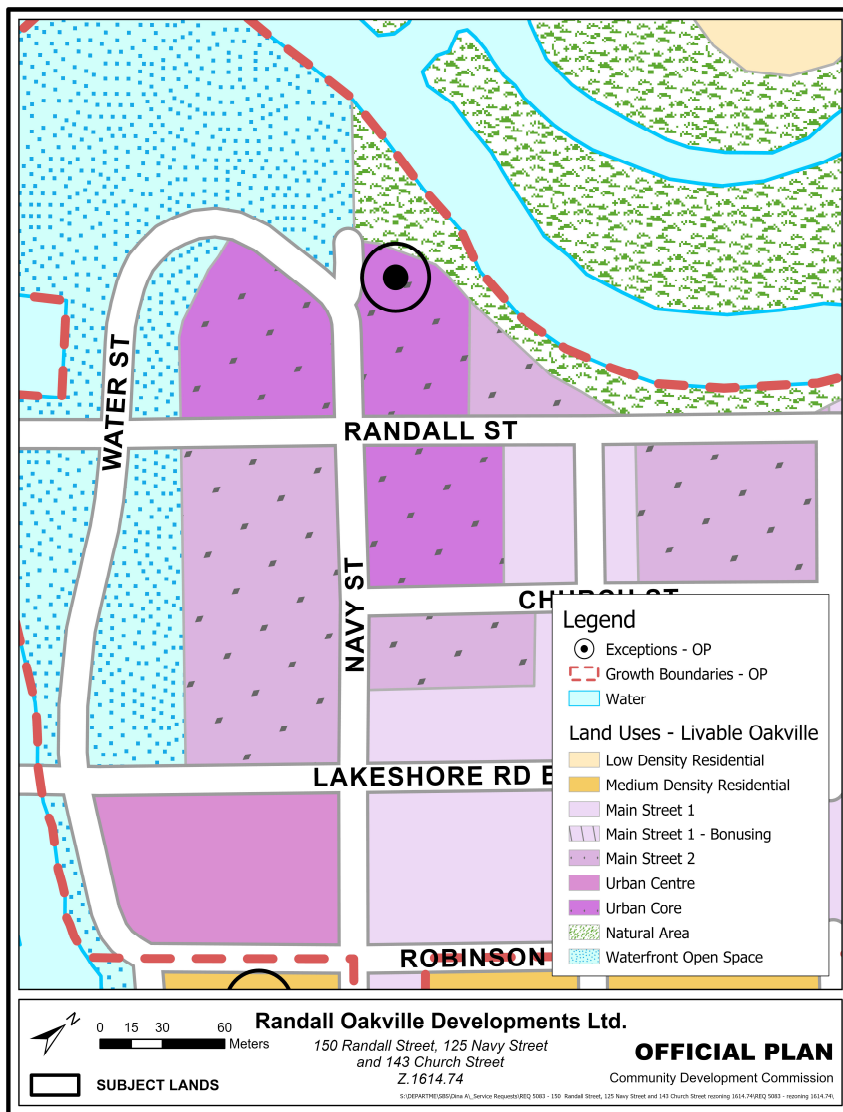


Figure 5: Official Plan Excerpt

Excerpts of relevant Livable Oakville policies to the application are attached as Appendix 'A'.

Zoning By-law (2014-014)

The subject lands are zoned CBD – Central Business District as shown on Figure 6 below. The CBD zone permits a wide range of uses including stand-alone residential uses with a maximum height of fifteen metres, typically equivalent to four storeys. The subject application is consistent with the CBD zone in terms of use but not height. OPA 20 increased the maximum allowable building height to twelve

From: Planning Services Department

Date: October 14, 2020

Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd.,
Zoning By-law Amendment, Z.1614.74

storeys and redesignated the site to the Urban Core land use designation. The applicant proposes to amend the zoning from CBD to Mixed Use (MU4) in order to implement the Urban Core land use designation policies in the Livable Oakville Plan.

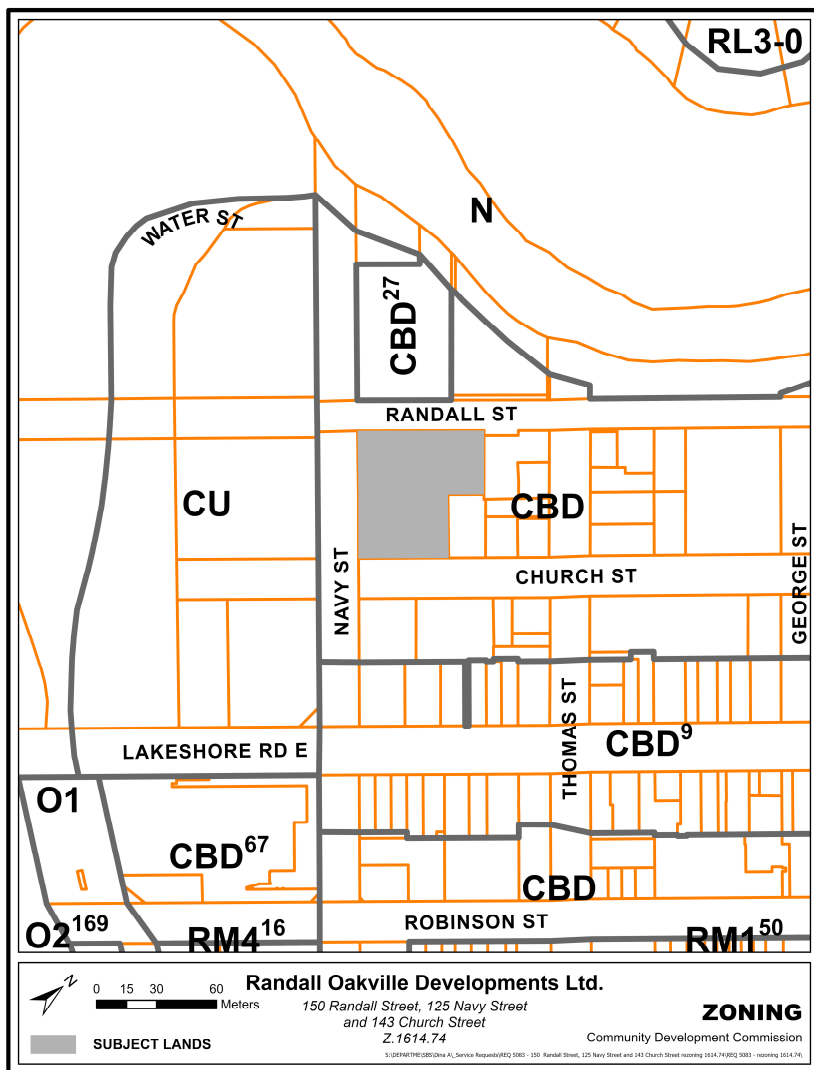


Figure 6: Zoning Excerpt

From: Planning Services Department

Date: October 14, 2020

Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd.,
Zoning By-law Amendment, Z.1614.74

The applicant proposes the following modifications to permit the current development proposal:

Regulation	Existing CBD	Existing MU4	Proposed Special Provision
Minimum Front yard	0.0 m	1.0m	0.0 m 0.0 m
Maximum Front Yard	3.0 m (3)	5.0 m (3)	0.0 m
Minimum Flanking Yard	0.0 m	1.0 m	0.0 m
Maximum Flanking Yard	3.0 m (3)	5.0 m (3)	0.0 m
Minimum Number of Storeys	2	8	8
Minimum Height	7.5 m	25.5 m	25.5
Maximum Number of Storeys	4	12	12
Maximum Height	15.0 m	43.0 m	43.0 m

(3) Shall only apply to the first 12.0 metres of building height, measured along the main wall oriented toward the front or flankage lot line.

TECHNICAL & PUBLIC COMMENTS

The proponent has provided technical studies in support of the application which have been circulated to various public agencies and internal town departments, and which are under review. The following studies and supporting documentation are also accessible on the town's website:

- Planning Justification Report
- Site Plan
- Building Elevations and Coloured Renderings
- Functional Servicing and Stormwater Management Report
- Heritage Impact Assessment
- Urban Design Brief
- Transportation Impact Assessment
- Shadow Impact Analysis
- Geotechnical Report
- Landscape Plan
- Survey

From: Planning Services Department

Date: October 14, 2020

Subject: **Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74**

Page 15

Issues Under Review / Matters to be Considered

The following reflects issues and matters have been identified to date for further review and consideration. Not all circulation comments have been received to date but will be considered in the future recommendation report.

- Consistency with the Provincial Policy Statement, 2020 and conformity to the 2019 Growth Plan for the Greater Golden Horseshoe.
- Conformity to the Region of Halton Official Plan and the inclusion of a Holding Provision (if required) to ensure there is adequate water and wastewater capacity available in accordance with regional regulations and policies.
- Conformity with Livable Oakville policies including whether the proposal has an appropriate scale, height and massing for its context.
- Compliance with the Livable by Design Guidelines Parts A and C, including scale, massing, appropriate existing and proposed separation distances and shadow impacts.
- Does the proposal meet the intent of the height permissions approved in OPA 20 by appropriately balancing building height, massing and form. For example, will the proposed series of building stepbacks contribute to preserving the existing and future built form of the surrounding properties.
- Evaluation of the redevelopment potential of the surrounding properties in context of the proposal.
- Compatibility of design and proposed materials with the Downtown Oakville Heritage Conservation District.
- Suitability of the proposal in terms of the conservation of heritage district resources that are adjacent to the proposal.
- Will the building contribute to the public realm along Randall, Navy and Church Street and does the treatment of the ground floor enhance the public-private interface.
- Justification for the proposed modifications to the parent zoning by-law ensuring the proposed zoning by-law amendment appropriately implements the vision of the Livable Oakville Plan.

From: Planning Services Department

Date: October 14, 2020

Subject: Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74

- Assessment and suitability of the proposed emergency shared vehicular access onto Church Street.
- Establishment of an appropriate parking standard for residential parking including visitor parking.
- Assessment of the transportation Impacts to the existing road network.
- Alignment with the Climate Emergency declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints.

Public Comments

Public comments received to date and minutes from the applicant's Virtual Public Information Meeting have been included within Appendix "B". These comments will be addressed as part of the future recommendation report.

Comments received at this public meeting will be considered and included in a forthcoming recommendation report.

CONCLUSION:

Planning staff will continue to review the proposed application, including departmental, agency and public feedback and report back to Council with a recommendation. No further notice is required, however, written notice of any future public meetings will be provided to those who have made written submissions.

CONSIDERATIONS:

(A) PUBLIC

Notice for the public meeting has been distributed in accordance with the *Planning Act*. Comments from the community with respect to the proposal are included in Appendix "B".

A Virtual Public Information Meeting was hosted by the applicant on September 17, 2020. The meeting was attended by twelve residents and business owners. A summary of comments received at the meeting is included in Appendix 'B'.

(B) FINANCIAL

Cash in Lieu of Parkland and Development Charges would be applicable to this development, net of any eligible credits. The amendments to the

From: Planning Services Department

Date: October 14, 2020

Subject: **Public Meeting Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment, Z.1614.74**

Page 17

Development Charges Act, 1997 and the Planning Act proposed through Bill 108, the More Homes, More Choice Act, and Bill 197, the COVID-19 Economic Recovery Act have been proclaimed and are in force as of September 18, 2020. This provides more certainty in municipal financing and assists the town in providing complete communities while ensuring that "growth pays for growth" to the maximum extent possible.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The application is currently in circulation to internal departments and public agencies for comment.

(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 proposed development will be reviewed to ensure compliance with the Town's sustainability objectives of the Livable Plan. The proposal will also be reviewed in the context of Council declaring a Climate Change Emergency on June 24, 2019 and where there are opportunities to reduce the development footprint of the proposal and the future residents.

APPENDICES:

Appendix A: Livable Oakville Plan Policy Excerpts

Appendix B: Public comments

Tricia Collingwood, MCIP, RPP
Senior Planner
Current Planning – East District

Heinz Hecht, MCIP, RPP
Manager
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Submitted by:
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