



OAKVILLE

## REPORT

LIVABLE OAKVILLE (OFFICIAL PLAN) COUNCIL SUB-COMMITTEE

MEETING DATE: JUNE 11, 2018

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**FROM:** Planning Services Department

**DATE:** May 24, 2018

**SUBJECT:** Project Initiation – Health Oriented Mixed Use Node Review

**LOCATION:** North of Dundas Street at Third Line

**WARD:** Ward 4

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### RECOMMENDATION

That the report titled “*Project Initiation – Health Oriented Mixed Use Node Review*”, be received.

### KEY FACTS

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

- The North Oakville West Secondary Plan (2009) identifies the area north of Dundas Street at Third Line as a Health Oriented Mixed Use Node within the Employment District designation (Figure NOW2 Land Use Plan).
- 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.
- 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 would be undertaken.
- On May 11, 2015, Planning and Development Council received a report that set out principles to guide the review and evaluation of development applications for the development of a Health Oriented Mixed Use Node in the North Oakville West Secondary Plan.

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- In September 2017, as part of the Official Plan Review, Council adopted a new Urban Structure (OPA 15), which identifies the area north of Dundas Street at Third Line as a “Node for Further Study”.
- This report is intended to initiate the Health Oriented Mixed Use Node Review and set out a preliminary scope and timeframe for the review.
- This report provides an opportunity for the Livable Oakville Council Subcommittee to provide input and guidance on the preliminary scope.

## **BACKGROUND**

The town’s five year Official Plan Review was launched in May 2015. A review of the town’s growth areas was identified in the work plan for the Official Plan Review. A review of the Health Oriented Mixed Use Node, as identified in the North Oakville West Secondary Plan, was not specifically acknowledged in the initial work program; however, the town’s new Urban Structure identifies the area north of Dundas Street at Third Line as a “Node for Further Study” and as part of the town-wide official plan review, that study is being initiated.

## **POLICY OVERVIEW**

Since the North Oakville West Secondary Plan came into effect in 2009, new provincial policies have been established, which municipal official plans must be consistent with or conform to.

### **Provincial Policy Statement (2014)**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest and sets the foundation for regulating the development and use of land. The Government of Ontario issued a new PPS on February 24, 2014. Enhanced policy direction for employment included the addition of a new policy that encourages compact and mixed use development with compatible employment uses. The PPS identifies health facilities as a sensitive land use and provides direction on land use compatibility. All planning decisions made on or after April 30, 2014 are required to be consistent with the PPS 2014.

### **Growth Plan for the Greater Golden Horseshoe (2017)**

On May 18, 2017, the 2017 Growth Plan for the Greater Golden Horseshoe (Growth Plan, 2017) was released and it came into effect on July 1, 2017, replacing the 2006 Growth Plan for the Greater Golden Horseshoe. The Growth Plan is a long-term plan to manage growth, build complete communities, curb sprawl and protect

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cultural heritage resources and the natural environment. All planning decisions made on or after July 1, 2017 are required to conform to the Growth Plan, 2017.

Under the Growth Plan, and as directed by the Town's approved Urban Structure, the Health Oriented Mixed Use Node is a strategic growth area (to be further studied). The area is currently identified as an employment area. These terms are defined in the Growth Plan as follows:

*Strategic Growth Areas* – Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

*Employment Area* – Areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

In regard to employment, Section 2.2.5 notes the following:

2. Major office and appropriate major institutional development will be directed to urban growth centres, major transit station areas or other strategic growth areas with existing or planned frequent transit service.
3. Retail and office uses will be directed to locations that support active transportation and have existing or planned transit.
4. In planning for employment, surface parking will be minimized and the development of active transportation networks and transit-supportive built form will be facilitated.
7. Municipalities will plan for all employment areas within settlement areas, with the exception of any prime employment areas, by:
  - a) prohibiting residential uses and limiting other sensitive land uses that are not ancillary to the primary employment use;

- b) prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibit any major retail uses that would exceed that threshold; and,
  - c) integrating employment areas with adjacent non-employment areas and developing vibrant, mixed-use areas and innovation hubs, where appropriate.
9. The conversion of lands within employment areas or prime employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:
- a) there is a need for the conversion;
  - b) the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;
  - c) the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
  - d) the proposed uses would not adversely affect the overall viability of the employment area or prime employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and
  - e) there are existing or planned infrastructure and public service facilities to accommodate the proposed use
10. For greater certainty, the redesignation of an employment area to a designation that permits non-employment uses is considered a conversion and may occur only through a municipal comprehensive review undertaken in accordance with policy 2.2.5.9
11. Any change to an official plan to permit new or expanded opportunities for major retail in an employment area may occur only through a municipal comprehensive review undertaken in accordance with policy 2.2.5.9

The Growth Plan also provides policies for infrastructure to support growth. Section 3.1 states that:

The infrastructure framework in this Plan requires that municipalities undertake an integrated approach to land use planning, infrastructure investments and

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environmental protection to achieve the outcomes of the Plan. Co-ordination of these different dimensions of planning allows municipalities to identify the most cost-effective options for sustainably accommodating forecasted growth to the horizon of this Plan to support the achievement of complete communities.

Section 3.1 goes on to state that “transit is the first priority for transportation planning and investment. The transit network will support and facilitate improved linkages between strategic growth areas and other areas planned for a mix of uses and transit-supportive densities.”

Section 3.2.1, pertaining to integrated planning, notes that:

1. Infrastructure planning, land use planning, and infrastructure investment will be co-ordinated to implement this Plan.
2. Planning for new or expanded infrastructure will occur in an integrated manner, including evaluations of long-range scenario-based land use planning and financial planning, and will be supported by infrastructure master plans, asset management plans, community energy plans, watershed planning, environmental assessments, and other relevant studies where appropriate...

### **2041 Regional Transportation Plan for the GTHA (2018)**

The 2041 Regional Transportation Plan (2041 RTP) for the Greater Toronto and Hamilton Area (GTHA) is a blueprint for creating an integrated, multimodal regional transportation system that will serve the needs of residents, businesses and institutions. It supports the Growth Plan and identifies policies on transportation planning in the GTHA.

The goals of the 2041 RTP are to achieve strong connections, complete travel experiences, and sustainable and healthy communities. The 2041 RTP was developed by Metrolinx as a successor to The Big Move, the first RTP for the GTHA that was released in 2008.

The 2041 RTP identifies Dundas Street from Kipling Station in Toronto to Bronte Road in Oakville as a bus rapid transit (BRT) corridor (Project 33 – Dundas BRT). Dundas Street from Bronte Road to Brant Street in Burlington is identified for Priority Bus (Project 32 – Dundas West Priority Bus). Both are identified as projects in development on Map 4: In Development rapid transit projects.

## **Halton Region Official Plan (2009)**

The Ontario Municipal Board has issued a series of decisions regarding the partial approval of ROPA 38 to Halton Region's Official Plan. The policies of ROPA 38 are in force with the exception of site specific and policy specific matters unrelated to the subject area.

The Halton Region Official Plan (2009) designates the subject area Urban Area with an Employment Areas overlay (Map 1 Regional Structure). The Urban Area is planned to accommodate the distribution of population and employment for the Region and the four local municipalities.

Policy 77(5) of the Regional Official Plan requires that local municipalities prepare area-specific plans or policies for major growth areas, which may be solely employment lands without residential uses or solely an intensification area, and sets out a list of criteria.

An objective of Employment Areas is to provide for a fully-diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses (Section 77.1). Employment Areas prohibit residential and other non-employment uses including major retail uses (Section 77.4(1)) and are prohibited to be converted to non-employment uses including major retail uses unless considered through a municipal comprehensive review (Section 77.4(4)).

Halton Region is currently undertaking an Official Plan Review (municipal comprehensive review) to update its policies to conform and be consistent with the updated provincial policy framework. This review is currently scheduled to be completed by the year 2020.

## **North Oakville West Secondary Plan (2009)**

The North Oakville West Secondary Plan (NOWSP) was approved in May 2009 and is in full force and effect, except for lands under appeal to the OMB located north of the intersection of Bronte Road and Dundas Street West.

The NOWSP provides policy direction for growth and development to 2021 and was developed to conform to the Growth Plan (2006) and be consistent with the Provincial Policy Statement (2005). It relies on policies from the town's 2006 Oakville Official Plan and is not part of the Livable Oakville Plan.

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The subject area is designated Employment District on Figure NOW2 Land Use. The Employment District designation is intended to protect for, and establish a range of development opportunities for employment generating industrial, office and service employment uses. A Health Oriented Mixed Use Node is conceptually identified by an asterisk symbol on the north side of Dundas Street at Third Line.

Section 8.6.5.1 states that included in the Employment District designation is a Health Oriented Mixed Use Node on the north side of Dundas Street at Third Line and that "...the range and scale of uses are to be designed and sensitive to the adjacency and compatibility with development in the Health Oriented Mixed Use Node..".

Section 8.6.5.2. states that the "Health Oriented Mixed Use Node will include a hospital and may also include research and development facilities, medical and other offices, laboratories, clinics, supportive housing, long term care facilities, rehabilitation facilities, and other similar uses including retail and service commercial facilities related to the permitted uses".

Section 8.5.4.c) General Design Directions states that "A hierarchy of civic, institutional and commercial uses shall be established in locations/activity centres which form part of the mixed use areas (rather than isolated in single –use complexes), recognizing that residential development is prohibited, and commercial development limited, within the Employment Districts, which allow them to serve as focal points for the Planning Area as a whole".

### **Official Plan Review**

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. It does not generally apply to the North Oakville Secondary Plans Area. However, as part of the Official Plan Review, a new town-wide Urban Structure was adopted by town Council in September 2017 and approved by Halton Region on April 26, 2018. It is currently in the appeal period and not yet in force.

The Urban Structure Review introduced a town-wide urban structure schedule with associated policies which resulted in amendments to the Livable Oakville Plan, the North Oakville East Secondary Plan and the North Oakville West Secondary Plan.

These amendments applied the provisions of Section 3, Urban Structure and Schedule A1 - Urban Structure of the Livable Oakville Plan town-wide and Schedule A1 - Urban Structure identifies the area north of Dundas Street and Third Line as "Nodes and Corridors for Further Study".

Policy 3.6 of the Livable Oakville Plan states that “For all areas identified on Schedule A1 – Urban Structure as Nodes and Corridors for Further Study, future review shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development”.

## STUDY SCOPE

The Health Oriented Mixed Use Node Review is intended to produce area specific policies for the Health Oriented Mixed Use Node. The study scope will include:

- Boundary delineation
- Development of area specific goals, objectives, development concept, land use policies and urban design direction
- Technical studies and additional inputs, as required, including:
  - Transportation
  - Servicing
  - Stormwater management
  - Parks
  - Parking
  - Sustainability
  - Market analysis
- Demonstration that the criteria outlined in Halton Region Official Plan Policy 77(5) has been met

## Study Inputs and Guidance

There are a number of policy documents, master plans and guidance documents that will be reviewed when developing the policies for the Health Oriented Mixed Use Node. The listing below is not exhaustive and additional study inputs and guidance material will likely be consulted:

### Province of Ontario

- Provincial Policy Statement (2014)
- Growth Plan for the Greater Golden Horseshoe (2017)
- Metrolinx – 2041 Regional Transportation Plan (2018)
- Ministry of Transportation – Transit Supportive Guidelines (2012)
- Draft Technical Guidance on the Application of the Intensification and Density Targets (*currently draft and in commenting period - EBR 013-2359*)

### Region of Halton

- Regional Official Plan (2009)
- Official Plan Review - Municipal Comprehensive Review (ongoing)
- Transportation Master Plan – Road to Change (2011)
- Active Transportation Master Plan (2015)
- Mobility Management Strategy for Halton (2017)
- Halton Region Employment Survey

### Town of Oakville

- North Oakville West Secondary Plan (2009)
- Livable Oakville Official Plan (2009, as amended)
- Official Plan Review (ongoing)
  - Urban Structure Review
  - Employment and Commercial Review
  - North Oakville Secondary Plans Review
- North Oakville Urban Design and Open Space Guidelines (2009)
- Livable by Design – Urban Design Manual (2014)
- Transportation Master Plan (2013) and Review (2018)
- Active Transportation Master Plan (2017)

## STUDY TIMING

The study is anticipated to be finalized by June 2019, in order to inform the Region's OP Review, which is scheduled for completion by the end of 2020. A preliminary timeline is proposed below:

Year	Month	Description
2018	June	• Project initiation
	June/July	• Develop TOR(s) for study components
	July	• Consultant(s) selected
	July-December	• Consultant work ongoing
2019	January - February	• Preliminary directions developed • Open house to present and seek feedback from the public on the preliminary directions
	February	• Update sub-committee on preliminary directions and feedback received • Refine directions into draft policies
	March	• Draft policies developed • Open house to present and seek feedback from the public on the draft policies

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	April	• Statutory public meeting at Planning and Development Council
	June	• Recommendation meeting at Planning and Development Council

## CONCLUSION

This report is intended to initiate the Health Oriented Mixed Use Node Review and set out a preliminary scope and timeframe for the review.

## CONSIDERATIONS

### (A) PUBLIC

Public engagement opportunities will be included in the Health Oriented Mixed Use Node Review study process.

### (B) FINANCIAL

None arising from this report.

### (C) IMPACT ON OTHER DEPARTMENTS & USERS

Coordination with other departments will be required as part of the review process.

### (D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our economic environment
- be accountable in everything we do
- be innovative in everything we do
- be dedicated in everything we do
- be the most livable town in Canada

### (E) COMMUNITY SUSTAINABILITY

The Health Oriented Mixed Use Review will work to enhance the social, economic and environmental aspects of the community.

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