

Planning Justification Report

407/Trafalgar Road

Infrastructure Ontario

Town of Oakville

Official Plan Amendment

April 2022



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1. Introduction

1.1 Background and Context

GSP Group is the planning consultant for Infrastructure Ontario (“IO”), agent to the landowner, Ministry of Government and Consumer Services (“MGCS”), for the lands located on the east and west sides of Trafalgar Road, south of Highway 407 and north of Burnhamthorpe Road East in the Town of Oakville (the “Site”). Our client proposes to introduce Residential land use permissions to the portions of the Site designated Trafalgar Urban Core in the North Oakville East Secondary Plan.

The currently applicable Trafalgar Urban Core designation permits a range of commercial, institutional and employment uses. However, unlike other sections of the Trafalgar Urban Core designations to the south, the applicable designation to the Site does not permit Residential uses. The requested amendment will facilitate a comprehensive mixed-use development adjacent to the future 407 transitway, and future transit along the Trafalgar Road corridor.

Two Illustrative Development Scenarios have been prepared to illustrate the potential development of the Site. It is noted that Infrastructure Ontario intends to sell the two properties after the lands are redesignated to permit residential use. The development of the properties will be subject to future applications (i.e. Zoning By-Law, Draft Plan of Subdivision, Site Plan, etc.) by the ultimate purchaser(s).

A formal pre-application consultation was held on November 25, 2020, with a follow-up pre-application form issued on November 25, 2021. In support of the complete Official Plan Amendment Application, the following items were identified:

- Planning Justification Report;
- Traffic Impact Study;
- Land Use Compatibility Study;
- Functional Servicing Report;
- A Real Estate Market Opinion Letter;
- An assessment of Urban Design Policies (included in the Planning Justification Report); and,
- A Heritage Impact Assessment (it is noted that through subsequent discussions with Oakville Heritage Planning Staff, that the identified listed heritage property is part of the future Highway 407 Transitway corridor and not part of the land subject to this application, and therefore a Heritage Impact Assessment is not required for this application).

The above supporting studies are summarized in Section 5 of this Planning Justification Report.

1.2 Subject Applications

The Site is located within the North Oakville East Secondary Plan Area, which designates the Site as Trafalgar Urban Core Area 1. While this designation permits employment and commercial uses, an Official Plan Amendment is required to permit the proposed residential uses. The details of the Subject Application are provided in Section 6 of this Report.

Under the Town of Oakville Zoning By-law 2009-189, the Site is zoned ED, while under the not yet approved Zoning By-law 2021-125, the Site is zoned FD. Zoning By-law Amendment applications and their respective plans of subdivision and/or site plan applications will be required to facilitate the future development of the Site for mixed-use residential uses. As Infrastructure Ontario intends to sell these properties following approval of this Official Plan Amendment, future applications to facilitate development of the Site will be made by the ultimate purchaser(s).

1.3 Purpose and Scope

This Report has been prepared in support of the Subject Applications and will provide planning justification for the Proposed Concepts. The objectives of this Report are as follows:

- To provide an overview of the Site, including site description and surrounding uses;
- To provide an overview of the Illustrative Concept Plans identifying potential development of the Site (subject to modification and refinement through future development applications);
- To provide a brief summary of the Subject Application;
- To provide a summary of existing planning policies and regulations that apply to the Site; and,
- To provide a planning justification for the Subject Application.

2. Site Location and Context

2.1 Site Description

The Site is comprised of two separate parcels located on the eastern and western sides of Trafalgar Road to the south of Highway 407 and north of Burnhamthorpe Road East in the northeastern area of the Town of Oakville (see **Figure 1**).

The total area of the Site is approximately 53 hectares, with frontages of approximately 512 and 275 metres along the western and eastern sides of Trafalgar Road, respectively. The Site's eastern parcel has an approximate area of 33 hectares while the western parcel has an area of approximately 20 hectares. The lands are generally flat and are currently utilized for agricultural uses. The only existing buildings are a farmhouse and two associated storage structures located on the east side of Trafalgar Road (these buildings are primarily within the future Hwy. 407 Transitway Corridor).

The OPA application for the property on the eastern side of Trafalgar Road, legally described as Part 1 on Registered Plan 20R-18052, only applies to the portion of this property designated Trafalgar Urban Core area. The small portion at the southwest portion of this property, designated Employment, is not included in this application. For the property on the east side of Trafalgar Road, the OPA only applies to the western portion of this property designated as Trafalgar Core Area, in the North Oakville East Secondary Plan (as illustrated on **Figure 7** further in this report). Although these lands are included in the Subject Application, there are currently no plans for what their future development would be.

2.2 Surrounding Uses

Adjacent to the north of the Site is Highway 407 and adjacent to the western parcel is the 407 GO Transit Oakville Carpool Lot, providing both GO Transit and local transit services. A second carpool lot is located on the northern side of Highway 407 but does not feature transit stops. Agricultural uses currently occupy the land to the east and west of the Site.

To the south of the Site along Burnhamthorpe Road East are a variety of non-residential uses, including a golf driving range, institutional centre (private school), a commercial plaza, and a water tower. Further to the south, are developing residential neighbourhoods with medium and high-density residential uses and commercial uses along the Trafalgar Road corridor.

2.3 Transportation Context

As stated above, the Site is located adjacent to the 407 GO Transit Oakville Carpool Lot. From this location GO Transit bus routes provide service to Hamilton, Mississauga and Toronto. This carpool lot has also been designated as the preferred location for the Trafalgar Road Station as part of the 407 Transitway project.

The 407 Transitway is planned to be a future 150-kilometre long rapid transit corridor running parallel to Highway 407, with up to 50 stations from Burlington to Oshawa. It is planned to be a fully grade separated rapid transit corridor for Bus Rapid Transit or Light Rail Transit. The main objective of this project is to improve access to existing and planned urban centres and nodes while better integrating with the regional transportation network.

In addition to the main 407 Transitway corridor, this project also includes local rapid transit connections to the Urban Growth Centres along the line. In the case of Oakville, the planned Bus Rapid Transit route connects the future Trafalgar Station to Midtown Oakville and the Oakville GO Train Station. This route is planned to be a Priority Bus Corridor along Trafalgar Road with high-occupancy vehicle lanes and traffic signal priority. Future transit stops are planned at the intersection of Trafalgar Road and William Halton Parkway, which will service the future development of the Site (see **Figure 2**).





3. Proposed Concept

3.1 Conceptual Master Plan

A conceptual master plan has been prepared for the lands, to illustrate the full development potential of the Site. Two development scenarios are provided. Each scenario is comprised of 11 mixed use blocks with an approximate gross floor area of 700,000 square metres (7.5 million square feet) of gross floor area. The blocks are arranged in a modified grid pattern originating from Trafalgar Road and William Halton Parkway. Pedestrian movement is prioritized by providing openings and pathways between the buildings in each block, connecting a network of public and semi-private courtyards and green spaces.

The urban form is compact and transit supportive, and the mixed-use blocks accommodate varying proportions of residential, retail, and office uses. High and medium density buildings are positioned close to the street to promote walkability and a vibrant public realm. Taller buildings are proposed along Trafalgar Road, with heights scaling down gradually towards the east and west, ensuring compatibility with employment areas.

The illustrated buildings range from 12 to 25 storeys in height, with the tallest located along Trafalgar Road and close to the future Trafalgar Station. The heights of these buildings provide an efficient built form to support transit and the surrounding employment uses. The tower portions of these tall buildings are proposed for residential use, while the podium component can accommodate retail, office and additional residential units. Institutional uses can also be located within the podiums of this building typology.

Similarly, the buildings ranging from 4 to 12 storeys, which act as height transitions from the higher density Trafalgar corridor to the employment lands to the east and west, will accommodate predominantly residential uses with the opportunity for ground floor commercial or street-accessible residential units. The ultimate mix of uses within these mid-rise and tall buildings will be determined through future Zoning By-law Amendment and Site Plan Approval applications.

Buildings solely for employment/office uses are located along the east boundary of the Site and range from 4 to 9 storeys. These buildings can also be designed to provide street-level activity through the inclusion of limited ground floor retail or employment related services.

Streetscapes are proposed to be active through the inclusion of ground floor commercial uses or street-accessible residential units. In addition, courtyards are proposed in all

blocks to provide space for active and passive recreation for residents and visitors. The open space network is proposed to be connected through a series of walking paths through the blocks.

The conceptual master plan is shown as a potential full, long-term build out of the lands. It is expected that any development blocks could be developed in stages determined by market demand and other factors. The majority of parking is expected to be provided underground, as per the intent of the North Oakville East Secondary Plan. Development phasing for each block could allow for surface parking to be provided as required in parts of the lots intended for future development.

It is noted that these development concepts are conceptual and could be modified with a different mix of uses and building typologies, heights, etc. As noted above, development of the Site would be subject to future development applications to implement appropriate Zoning, Subdivision of land and Site Plan approval, all of which are anticipated to be supported with additional technical studies, as identified through future Pre-Application Consultation with the Town and review agencies.

3.2 Potential Development Scenario A

Scenario A is focused on providing residential GFA, with 70% of the total GFA (approximately 494,900 m² of the 707,000 m² total) being held for residential uses (see **Figure 3a**). This results in approximately 5,660 residential units across the Site, and approximately 5,580 jobs. The Site statistics of this scenario are provided in the table below:

Block	Area (m ²)	Gross Floor Area (m ²)	FSR
1	45,087	118,380	2.6
2	29,290	105,492	3.6
3	29,540	134,596	4.6
4	23,772	63,440	2.7
5	21,833	47,308	2.2
6	27,701	70,728	2.6
7	14,928	42,047	2.8
8	18,731	40,955	2.2
9	18,655	39,081	2.1
10	19,167	30,453	1.6
11	14,654	14,531	1



Figure

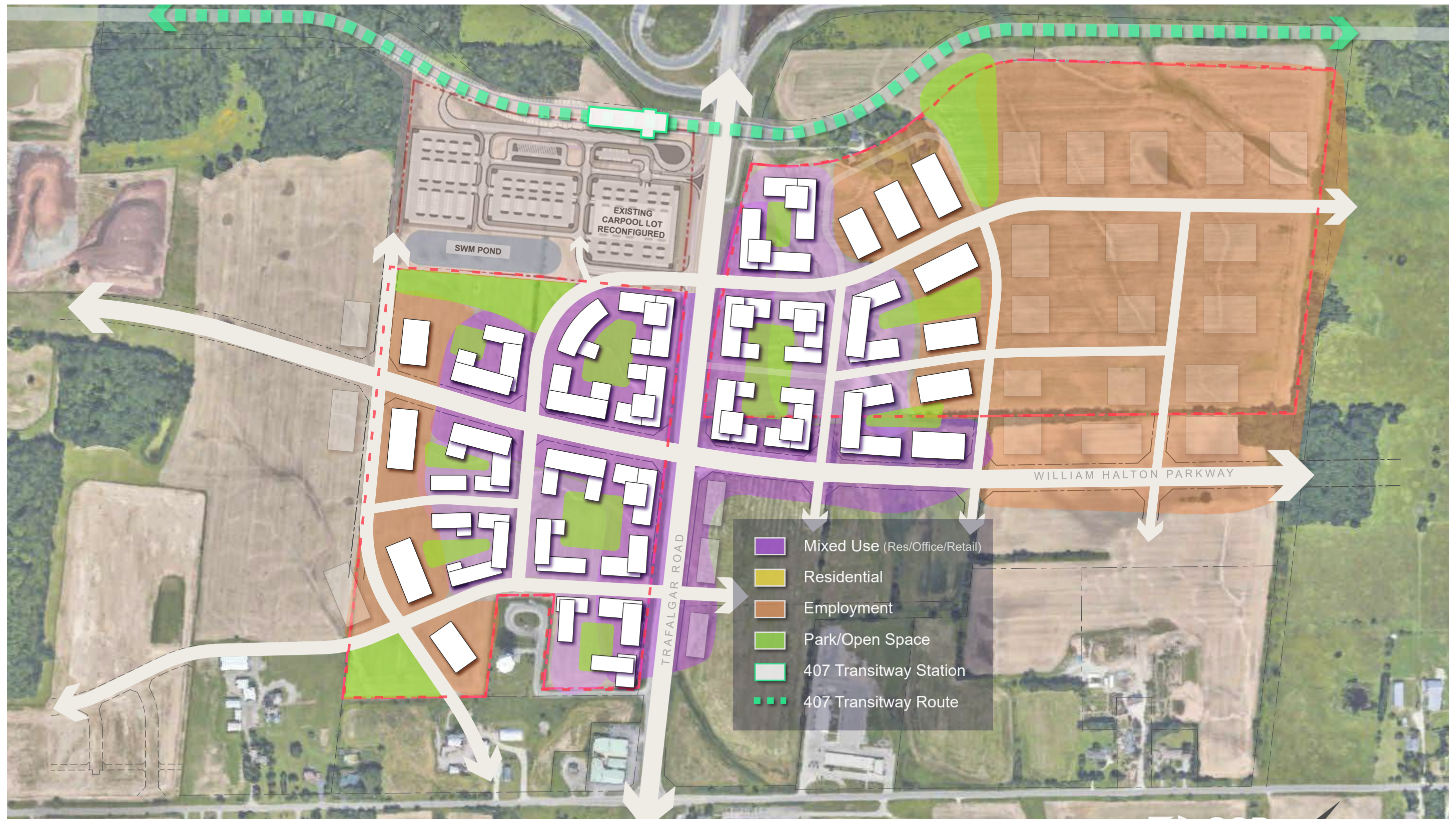
Development Concept **3A**
Source: Development Concept (2020)

3.3 Potential Development Scenario B

Where Scenario A places an emphasis of residential uses, Scenario B splits the total GFA evenly between residential and non-residential uses (355,500 m² each for residential and non-residential) -see **Figure 3b**. Overall, approximately 4,060 dwelling units could be provided as well as 9,355 jobs. The Site statistics of this scenario are provided in the table below:

Block	Area (m ²)	Gross Floor Area (m ²)	FSR
1	45,087	118,380	2.6
2	29,290	105,492	3.6
3	29,540	134,596	4.6
4	23,772	63,440	2.7
5	21,833	47,352	2.2
6	27,701	70,728	2.6
7	14,928	42,047	2.8
8	18,731	38,583	2.1
9	18,655	39,069	2.1
10	19,167	31,573	1.6
11	14,654	20,160	1.4

These scenarios should be considered as hypothetical demonstration models that illustrate the development potential for the site. The developable area, number of units and floor areas are approximate and subject to detailed design and applicable planning approvals.



Figure

Development Concept 2 **3B**
Source: Development Concept (2020)

4. Planning and Regulatory Overview

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS), issued under the Planning Act with the latest version coming into effect on May 1, 2020, provides direction on matters of provincial significance related to land use planning. The Planning Act requires that, “*decisions affecting planning matters shall be consistent with*” the PPS. The overriding vision of the PPS states that “*the long-term prosperity and social well-being of Ontarians depends on maintaining strong communities, a clean and healthy environment and a strong economy.*” The PPS has been considered in its entirety. The following PPS policies are relevant to the future development of the Trafalgar Lands.

Community Design

Section 1.1.1 of the PPS seeks the establishment of “*healthy, livable, and safe communities*” through:

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term;*
- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) *avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- h) *promoting development and land use patterns that conserve biodiversity;*

Response: The Illustrative Concepts divide the Site into 11 blocks, demonstrating efficient and effective organization. The creation of these blocks facilitates compact development and desirable built form patterns. The Illustrative Concepts will accommodate a mix of uses, including residential, commercial, and a large focus on employment uses. The streetscape design of the Illustrative Concepts will mitigate public health and safety concerns, and the compact built form design mitigates environmental impacts. The Site is adjacent to a transit terminal and is along the evolving transit corridor of Trafalgar Road

(see **Figure 8** further in this Report). The conceptual road pattern would include sidewalks, providing good connectivity throughout the area subject to the Official Plan Amendment application, and to future Transit stops. The density and mix of uses proposed is supportive of the growing level of transit activity. Overall, the Illustrative Concepts meet the policies regarding community design.

Settlement Area Land Use Patterns

Section 1.1.3.2 of the PPS directs that land use patterns in settlement areas are to be based on densities and a mix of land uses which:

- a) *efficiently use land and resources;*
- b) *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) *prepare for the impacts of a changing climate;*
- e) *support active transportation;*
- f) *are transit-supportive, where transit is planned, exists or may be developed*

Section 1.1.3.3 of the PPS requires that planning authorities “*identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.*”

Response: The proposed addition of residential uses to the Trafalgar Urban Corridor 1 designation will promote live/work synergies, providing activity throughout the day, at a density that supports walkability and supports future transit to the area. The compact design of the Illustrative Concepts efficiently uses the Site, minimizing the land needed to bring transit supportive densities to the area and avoid the unnecessary development of additional land. The design of the Proposed Concepts minimizes the negative impacts to air quality, and the efficient use of land responds to the impacts on climate change. Active transportation infrastructure is anticipated to be included in the more detailed design of the development blocks of the Illustrative Concepts. The Site is located along a growing transit corridor, and as such is proposed to be developed at a scale with a mix of uses that is transit supportive. Overall, the Proposed Concepts meet the PPS policies regarding settlement areas and land use patterns.

Intensification and Compact Form

Section 1.1.3.4 of the PPS promotes development standards that *“facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety”*. Further, Section 1.1.3.6 identifies that new development in designated growth areas *“should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities”*.

Response: The Proposed Concepts implement the above policies by developing the currently vacant site in a compact form with design elements that facilitates public health and safety. The Site is in the urban area of Halton Region and is directed to be an area of development. The Proposed Concepts are compact, provide a mix of uses and densities, and efficiently use the Site.

Employment

Section 1.3.2.3 of the new PPS requires adequate transition to adjacent nonemployment areas. Employment Land Conversion Policies (1.3.2.5) lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation working together with affected upper and single-tier municipalities and subject to the following:

- a) *there is an identified need for the conversion and the land is not required for employment purposes over the long term;*
- b) *the proposed uses would not adversely affect the overall viability of the employment area; and*
- c) *existing or planned infrastructure and public service facilities are available to accommodate the proposed uses*

Response: The Site is not included in a Provincially Significant Employment Zone nor a regionally-significant employment area, and is not included in the Employment Area Overlay in the Halton Official Plan. The furthest easterly lands of the Site are included under the Employment Overlay in the Halton Official Plan. These lands, as well as the southwestern portion of the west parcel, are not proposed to have residential uses and will remain as employment lands.

It is anticipated that future development applications for subdivision, zoning by-law amendment and site plan will assess land use compatibility with any neighbouring employment uses.

CBRE, Infrastructure Ontario's Real Estate advisor, has provided a letter in support of this application. CBRE's opinion, based on observations of the evolving office market throughout the GTA, is as follows:

"Whereas in past years/decades there was a suburban office model of standalone business parks "siloe" from any sort of residential component, we are now seeing a trend towards, and demand for, more "live/work" mixed use parks, where there is a mix of both office and residential uses (plus some supportive commercial) to allow workers to minimize commute time and improve their home/work balance. As more and more workers (especially from younger generations) demand this sort of convenience, the suburbs will fall behind downtown cores in their ability to attract these workers if appealing suburban alternatives are not available, and we believe that mixed use developments that embrace a balance of employment and residential uses are the best path forward to create such alternatives. We see the demand for traditional suburban office parks as being likely to wane over time, and municipalities that are positioned to deliver these new mixed use opportunities are likely to benefit as this shift continues.

We also feel that the current market during/post-COVID is also likely be supportive of mixed-use developments, as companies who embrace hybrid work arrangements for their office operations (i.e. mix of in person and remote) will likely prefer office space where a larger proportion of their employees are in close physical proximity, will prefer to be in close proximity to their work thereby allowing for more flexibility in how companies manage their hybrid workforce. It may also allow companies to be more creative in how they use their office space, effectively bringing a higher density of workers to a given area/municipality per square footage of office space, as with both work from home and hybrid attendance, these live/work communities will support and house workers both during their "in office" time and their "work from home" time."

CBRE has also identified mixed use development areas in other areas of the Greater Toronto Area, with similar locational and infrastructure attributes to the Site, where residential/office/commercial is permitted (i.e. ("Downtown Markham" and "Langstaff Gateway"), Mississauga ("Lakeview Village"), and Vaughan ("Vaughan Metropolitan Centre").

Based on this market assessment, we are of the opinion that the proposed OPA and introduction of residential uses will contribute to the success of and support the on-site and nearby employment uses.

Housing Mix and Densities

Section 1.4.3 of the PPS directs that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

1. *establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;*
2. *permitting and facilitating:*
 1. *all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
 2. *all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*
3. *directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
4. *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*
5. *requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and*
6. *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*

Response: The development shown in the Illustrative Concept Plans contributes to the density targets set by the lower tier planning authority, as well as the Provincial targets in the Growth Plan for the Greater Golden Horseshoe. The introduction of residential uses to the lands will help meet the market demand of future residents, which is noted as being a

desirable location for future development at a scale supportive of transit. The Proposed Concepts are compact in form, efficiently using the land in the Urban Area.

Recreation and Open Spaces

Section 1.5.1 of the PPS states that healthy, active communities should be promoted by, among other matters, *“planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity”* as well as *“planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources”*.

Response: The Illustrative Concepts plan for public streets spaces, each of which will meet the design standards of the Town. A full range of public spaces, such as pathways and green spaces, will be provided and meet the needs of pedestrians and foster social interaction.

Transportation

Section 1.6.7.1 of the PPS seeks transportation systems that are *“safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs”*. Section 1.6.7.4 promotes land use patterns, densities and mixes of uses that *“minimize the length and number of vehicle trips and support current and future use of transit and active transportation”*.

Response: The Illustrative Concepts provide a mix of residential, commercial, and employment uses, providing a full range of uses to minimize vehicle trips. The density and location of the Illustrative Concepts support public transit and active transportation infrastructure will be provided through the design of the blocks.

Sustainability

Section 1.8.1 of the PPS provides direction for environmental sustainability through land use and development patterns which:

- a) *promote compact form and a structure of nodes and corridors;*
- b) *promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;*
- e) *encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;*

- f) *promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation and green infrastructure; and:*
- g) *maximize vegetation within settlement areas, where feasible.*

Response: The Illustrative Concepts provide a compact form and is consistent with a structure of nodes and corridors. The mix of uses promotes the use of active transportation between residential and employment uses, as they are both proposed. Commute journeys will be shortened through this mix of uses. The Site currently does not feature open space or park areas, which will be provided through the detailed design of the blocks.

4.2 Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019

The Growth Plan for the Greater Horseshoe (the “Growth Plan”) builds on the policy directions contained in the PPS and in this regard, is intended to function as a policy framework for achieving strong and prosperous communities by managing growth in the Greater Golden Horseshoe (GGH) Region. The policies contained in the Growth Plan guide land uses, transportation and infrastructure with the goal of enhancing the quality of life of residents. All decisions made within the GGH that affect planning matters are to conform to the policies in the Growth Plan.

Growth Management

Section 2.2.1 of the Growth Plan outlines the growth management policies for Ontario. Section 2.2.1.2 a) states that most growth will be directed to settlement areas that have delineated boundaries, have existing or planned water and wastewater systems, and can support achieving complete communities. Within Settlement Areas, Section 2.2.1.2c) directs that growth will be focused in delineated built-up areas, strategic growth areas, locations with existing or planned transit (prioritizing those existing or planned “higher order transit”), and areas with existing or planned public service facilities. Section 2.2.1.4 identifies the Growth Plan policies are meant to support the achievement of complete communities that:

- a) *feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;*
- b) *improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;*
- c) *provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;*
- d) *expand convenient access to:*

- i. *a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;*
- ii. *public service facilities, co-located and integrated in community hubs;*
- iii. *an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and*
- iv. *healthy, local, and affordable food options, including through urban agriculture; provide for a more compact built form and a vibrant public realm, including public open spaces;*
- e) *mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and,*
- f) *integrate green infrastructure and appropriate low impact development.*

Response: The proposed addition of residential use permissions in the Trafalgar Urban Corridor 1 designation, as shown in the Illustrative Concepts provides a mix of residential, commercial, and employment uses, and convenient access to stores, services, and jobs. A mix of dwelling units are proposed, with the primary housing type being multi-unit residential, which can accommodate the needs of households and residents at all stages of life. The development shown in the Illustrative Concepts will increase access to public transit, as an existing transit terminal is adjacent to the site, as is a planned transit-way and higher order transit along Trafalgar Road. Green infrastructure and low impact development can be integrated at the further detailed design of the blocks.

Housing

Section 2.2.6 of the Growth Plan provides policies related to Housing. Section 2.2.6.1 states that “*Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:*

- a) *support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:*
 - i. *identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents; and*
 - ii. *establishing targets for affordable ownership housing and rental housing”*

Policy 2.2.6.2 continues by stating that “*Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:*

- a) *planning to accommodate forecasted growth to the horizon of this Plan;*

- b) *planning to achieve the minimum intensification and density targets in this Plan;*
- c) *considering the range and mix of housing options and densities of the existing housing stock; and*
- d) *planning to diversify their overall housing stock across the municipality”*

Response: The addition of residential uses in the Trafalgar Urban Corridor 1 designation would provide residential uses at a scale to assist the Town in meeting their forecasted growth. Schedule 3 of the Growth Plan indicates that Halton Region is anticipated to have a population of 1.1 million residents and 500,000 jobs by 2051. This Region wide figure is to be allocated to the local municipalities by the Regional municipality, which they are in the process of doing as part of their Official Plan review. Based on the 2016 census, the existing housing stock in Oakville is predominantly single detached dwellings, with roughly 61% of housing in this form. Apartments over five storeys contribute a mere 12% of the total, demonstrating that further variety is necessary in the Town.

Designated Greenfield Area

Section 2.2.7 of the Growth Plan provides the policies regarding Designated Greenfield Areas. A Designated Greenfield Area is defined as *“Lands within settlement areas (not including rural settlements) but outside of delineated built-up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands”*. The Site is designated for development in the North Oakville East Secondary Plan, is outside the Built Boundary of the Halton Region Official Plan, and is therefore a Designated Greenfield Area. Policy 2.2.7.2 establishes minimum density targets for development in designated greenfield areas:

The minimum density target applicable to the designated greenfield area of each upper- and single-tier municipality is as follows:

- a) *The Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will plan to achieve within the horizon of this Plan a minimum density target that is not less than 50 residents and jobs combined per hectare.*

Response: The addition of residential to the Site will contribute to the achievement the minimum density target of 50 residents and jobs per hectare. Based on the 2017 Development Charges Background Study by Watson and Associates, it is expected that high density residential uses house 1.59 people per unit. It is also expected that one job is created for every 38 m² of institutional use, or 37 m² for commercial space. The total site area is 53.4 hectares. Scenario A provides approximately 5,660 residential units and

212,100 m² of non-residential space. Scenario B provides approximately 4,060 residential units and 355,500 m² of non-residential space. It is anticipated that Scenario A will provide approximately 306 residents and jobs per hectare, and Scenario B will provide approximately 296 residents and jobs per hectare.

4.3 Halton Region Official Plan, 2021

The Regional Official Plan (“ROP”) is adopted by the Council of the Regional Municipality of Halton to solidify decisions taken in the past and to give clear direction as to how physical development should take place in Halton to meet the current and future needs of its people. The ROP outlines a long-term vision for Halton's physical form and community character.

Land Use Designations

Map 1 of the ROP divides the Region into mutually exclusive land use designations, with the Site being designated as Urban Area (**see Figure 4**). Section 72.1 of the ROP outlines the objectives of the Urban Area:

1. *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.*
2. *To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.*
3. *To provide a range of identifiable, inter-connected and complete communities of various sizes, types and characters, which afford maximum choices for residence, work and leisure.*
4. *To ensure that growth takes place commensurately both within and outside the Built Boundary.*
5. *To establish a rate and phasing of growth that ensures the logical and orderly progression of development, supports sustainable and cost-effective growth, encourages complete communities, and is consistent with the policies of this Plan.*
6. *To identify a Regional Urban Structure that directs growth to Strategic Growth Areas and protects Regional Employment Areas.*
7. *To plan and invest for a balance of jobs and housing in communities across the Region to reduce the need for long distance commuting and to increase the modal share for transit and active transportation.*
8. *To promote the adaptive re-use of brownfield and greyfield sites.*

9. *To facilitate and promote intensification and increased densities.*
10. *To provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs.*
- 10.1. *To direct where employment uses should be located and to protect areas designated for such uses.*

Further to the objectives outlined in Section 72, Section 74 states “*the Urban Area consists of areas so designated on Map 1 where urban services are or will be made available to accommodate existing and future urban development and amenities.*”

Response: The Site is within the Urban Area, as noted on **Figure 5**. The proposed concepts work towards the objectives of the Urban Area in that their designs facilitate the creation of a complete community, providing easy access to homes, jobs, open spaces, retail services, and potentially other uses/amenities as the detailed design of each block evolves. The balance of employment and residential uses at an increased density aligns with the objectives of the area, maximizing the choices of jobs and residences, reducing commute times, and supporting transit.

As noted previously in this report, the area of the Site that is proposed to include residential use is not under the Employment Area overlay in the Halton Region Official Plan.

Housing

Section 84 of the ROP states that “*the goal for housing is to supply the people of Halton with an adequate mix and variety of housing to satisfy differing physical, social and economic needs.*”

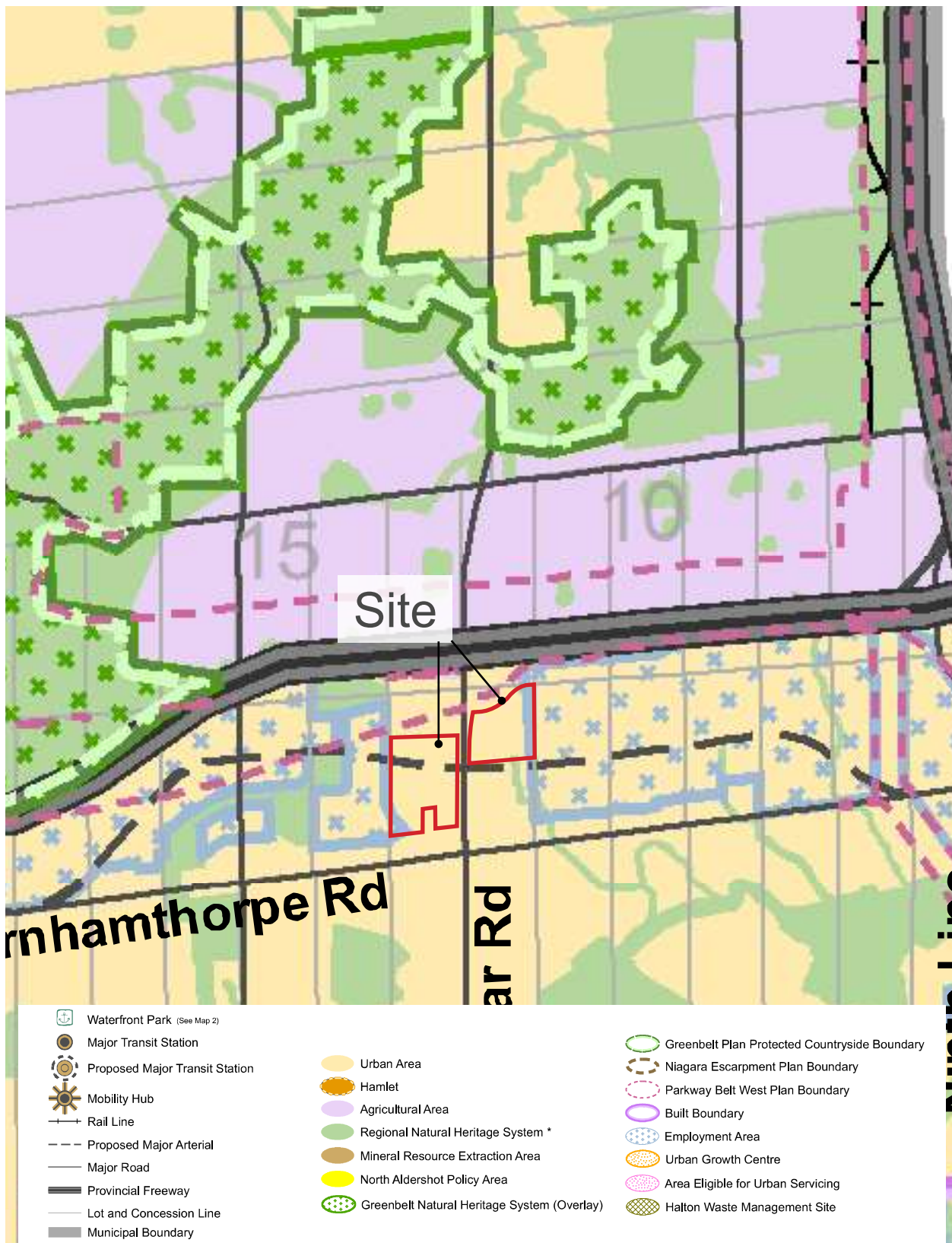
Policy 86.6 establishes the housing targets for the region:

- a) *that at least 50 per cent of new housing units produced annually in Halton be in the form of townhouses or multi-storey buildings; and*
- b) *that at least 30 per cent of new housing units produced annually in Halton be Affordable or Assisted Housing.*

Response: The Illustrative Concept plans work towards the 50% target of new development being in the form of multi-storey buildings.

Halton Region has recently released a draft Regional Official Plan amendment, ROPA 49 which identifies the portions of the Provincial lands subject to the Trafalgar Corridor

designation as “Primary Regional Nodes”. The policy direction of ROPA 49 promotes a range and mix of uses, including residential use.





4.4 Town of Oakville Official Plan

Oakville's Official Plan is comprised of two plans: the Livable Oakville Plan and the North Oakville East and West Secondary Plans. The Livable Oakville Plan only applies to the lands south of Dundas Street and North of Highway 407. The North Oakville East and West Secondary Plans apply to the lands north of Dundas Street and south of Highway 407 and are therefore applicable to the Site.

4.5 North Oakville East Secondary Plan

The North Oakville East Secondary Plan and the North Oakville West Secondary Plan, known collectively as the "North Oakville Secondary Plans," provide a planning framework for the lands north of Dundas Street and south of Highway 407 between Ninth Line in the east and Tremaine Road in the west to allow for higher density urban development on the lands outside of the defined natural heritage and open space system. The North Oakville Secondary Plans are not part of the Livable Oakville Plan but endure as amendments to the Town's 2006 Official Plan. These plans are currently undergoing review to be brought into the Livable Oakville Plan. The Site is within the North Oakville East Secondary Plan ("NOESP") area.

Community Structure

Section 7.3 of the NOESP establishes the community structure for the plan area. Within this section are the policies for the Urban Core. The Urban Core designations reflect the most urban part of the North Oakville East Plan Area. These areas provide for the densest development and the highest order activities including a full range of residential, retail and service commercial, entertainment, cultural, business and institutional uses. Mixed-use development is encouraged. Ultimately it is intended that Urban Core lands will become true mixed use urban areas. The primary focus of this development is along Trafalgar Road, with the north side of Dundas Street, and the intersection of Neyagawa Boulevard and Burnhamthorpe Road having an important, but more secondary role.

Response: As indicated on **Figure 6**, the Site is within the Urban Core area of the NOESP. This area is intended to be a mixed-use, high density, urban area, which aligns with the Proposed Concepts.

Community Design Strategy

Section 7.5 of the NOESP establishes a Community Design Strategy for the Secondary Plan area. This section outlines general design policies for North Oakville East, as well as specific policies for the Neighbourhoods as designated on Schedule NOE1, and the Trafalgar Urban Core Area, Neyagawa Urban Core Area, the Dundas Street Urban Core Area, Employment Districts, and existing development.



LEGEND

- | | |
|--|---|
| SECONDARY PLAN AREA BOUNDARY | FIVE MINUTE PEDESTRIAN SHED |
| OAKVILLE / MILTON MUNICIPAL BOUNDARY | TEN MINUTE PEDESTRIAN SHED |
| PROVINCIAL FREEWAY | NEIGHBOURHOOD CENTRAL ACTIVITY NODE |
| MAJOR ARTERIAL/TRANSIT CORRIDOR | RESIDENTIAL NEIGHBOURHOOD BOUNDARIES |
| MINOR ARTERIAL/TRANSIT CORRIDOR | TRAFALGAR URBAN CORE SUB-AREAS |
| AVENUE/TRANSIT CORRIDOR | URBAN CORE AREA |
| CONNECTOR/TRANSIT CORRIDOR | EMPLOYMENT DISTRICT |
| TRANSITWAY | NATURAL HERITAGE COMPONENT OF NATURAL HERITAGE AND OPEN SPACE SYSTEM |
| UNDERLYING LAND USE NOT DETERMINED
subject to Section 7.4.7.1(b)(i) | OPEN SPACE COMPONENT OF NATURAL HERITAGE AND OPEN SPACE SYSTEM |
| | JOSHUA CREEK FLOODPLAIN AREA
subject to Sections 7.4.13.1 & 7.6.17 |

Section 7.5.3 Design Guidelines states that the Town will prepare Urban Design Guidelines as part of the North Oakville East Implementation Strategy prior to the approval of any development applications. All development applications will be evaluated by the Town to ensure that they are consistent with the Urban Design and Open Space Guidelines. The North Oakville Urban Design Guidelines are discussed in Section 4.6 of this Report.

Section 7.5.4 establishes the general design directions for the NOESP. The policies applicable to the Site are provided as follows:

- a) All development, particularly in the Urban Core Areas, Neighbourhood Centre and General Urban Areas, shall be designed to be compact, pedestrian and transit friendly in form. Mixed use development will be encouraged.*
- b) A hierarchy of civic, institutional and commercial uses shall be established in locations which form part of mixed-use areas (rather than isolated in single-use complexes) which allow them to serve as focal points for the Planning Area as a whole, neighbourhoods and sub-neighbourhoods. In particular, the ordinary activities of daily living shall occur within walking distance of most dwelling units.*
- c) Development shall be based on a modified grid road system with interconnected networks of roads designed to disperse and reduce the length of vehicular trips and support the early integration and sustained viability of transit service. For local roads not shown on Figure NOE4, the modified grid road system will respond to topography and the Natural Heritage System component of the Natural Heritage and Open Space System. Cul-de-sacs will generally be permitted only when warranted by natural site conditions.*
- f) Parks, neighbourhood activity nodes, and other civic areas will serve as central “meeting places” for residents, particularly within neighbourhoods and sub-neighbourhoods.*
- g) Building densities and land uses designed to support the use of transit and the level of transit service proposed for specific areas shall be located within walking distances of transit stops and lines.*

Response: The Illustrative Concepts align with the general urban design direction provided in this section of the NOESP. The Site is within the Urban Core Area and is designed to be compact and pedestrian friendly. The addition of residential uses will contribute to the mix of uses that are encouraged for the Trafalgar Urban Core south of the Burnhamthorpe Road. Institutional and commercial will be incorporated into the podiums of mixed-use buildings, rather than being stand-alone or single use complexes. Parks and civic areas will be incorporated into the detailed design of the blocks, serving as main meeting places.

Building densities and land uses are supportive of transit, with the highest densities located along Trafalgar Road.

Section 7.5.5, Streetscapes, provides policies regarding a range of design areas, including character roads, pedestrian/cyclist orientation, reverse lotting, sidewalks, lighting, and street furniture. While the detailed design elements of each block will be decided in further development applications, a high quality streetscape design is integral to the Proposed Concepts. These design considerations include:

- Prioritizing pedestrian movement to and from the Trafalgar Station and Trafalgar Road corridor by designing blocks that are ‘permeable’;
- Creating a network of public spaces that can accommodate different types of passive and active recreation;
- Ensure streetscape and public space design is to be accessible and follow the applicable urban design guidelines; and
- The design of each of the blocks and buildings will have a people-first approach to reduce the reliance on personal vehicles over time.

Section 7.5.13 of the NOESP provides the design policies for the Urban Core Areas, specifically their interim uses and phased development. This section directs that the *“Urban Core Areas, particularly the Trafalgar Urban Core Area, are intended to ultimately provide for a primarily mixed-use development which is the densest in North Oakville.”* These policies ensure that the ultimate development form is not constrained by interim land uses and the development of initial phases:

- a) Buildings shall be planned on the basis that intensification will occur, either by future phases of development around them, by intensification or redevelopment of the buildings themselves, or both. Nevertheless, except for minor buildings and structures, buildings and other facilities shall be viewed as if permanent (i.e., potentially remaining for the long term). Accordingly, buildings shall be located on the site to the urban standards set out in this section and planned so that future phases of intensification are not inhibited.*
- b) Development shall be designed to be pedestrian and transit friendly from the outset. In particular, development shall generally be oriented to the street and designed to promote a vital and safe street life and to support the early provision of transit. However, large retail stores, which are permitted within the Urban Core Areas, are often not conducive to a vibrant and active street life. Design alternatives to address such stores may include, among other possible alternatives, locating these stores in the interior of commercial or mixed-use development blocks with smaller stores and buildings oriented to surrounding Arterial, Avenue or Connector Roads to create a strong street presence.*

Alternatively, the frontage of the large retail store facing the Arterial, Avenue or Connector Road could be lined with smaller stores or multiple entrances.

- c) The highest density development should be concentrated on Trafalgar Road in the Trafalgar Urban Core Area.*
- d) Design guidelines shall be developed to ensure appropriate relationships between different forms of development recognizing that development in the Urban Core Areas will include a variety of built-forms, and will change and evolve over time.*
- e) A street and open space network that fosters connections within the Urban Core Areas and between the Urban Core Areas and the wider community will be created.*
- f) Design excellence shall be promoted and shall convey aspects of the Town's local character throughout the Urban Core Areas.*

Response: The Site is to be comprehensively planned and will be developed in a phased manner, the details of which will be determined through future draft plan of subdivision, site plan approval, and zoning by-law amendment applications. The scale of development is intended to be permanent, and not an interim use of the lands. The Illustrative Concept Plans demonstrate a pedestrian and transit friendly development plan, as the buildings are organized to create a permeable block with open space interiors, while at a density supportive of the neighbouring transit network. The Illustrative Development Concepts are high density, aligning with the direction for the Trafalgar Urban Core Area to be a high-density area. Large retail stores would be located in mixed use buildings, rather than as standalone use.

Section 7.5.14 of the NOESP provides the design policies specific to the Trafalgar Urban Core Area, which is intended to be the focal point for development in North Oakville East. This section directs that *"the Trafalgar Urban Core Area is of particular significance because of the magnitude and mix of uses which it is planned to accommodate and the important roles it is designed to play as a service, employment, residential and community activity focus. It will ultimately be a pedestrian-oriented mixed-use area with a full range of uses at the highest densities in the Planning Area."* Key design elements of this area include pertaining to the Site includes:

- a) Mixed use development shall be permitted and strongly encouraged throughout the Core Area;*
- b) Trafalgar Road shall have a strong street-related built edge, wide sidewalks, enhanced tree plantings and other design features to reflect its significance as the community "main street";*

- d) *Minimum and maximum setbacks, densities and other standards will be implemented in the zoning by-law to ensure that development achieves the standards required as a basis for the creation of this core area; and,*
- e) *Urban squares will be established at key focal points within the Trafalgar Urban Core Area. Urban squares will generally consist of passive open space areas.*
- f) *Retail and service commercial development will be encouraged in a “main street” format where retail and service commercial uses are oriented to the street creating a pleasant pedestrian shopping environment. These retail and commercial uses may be in stand-alone stores or in the ground floors of mixed-use buildings. Although the entirety of Trafalgar Road shall have a strong street-related built edge, it is anticipated that the areas of retail and service commercial development will be clustered into a few areas. Additional commercial areas may occur throughout the Trafalgar Urban Core Area. In areas of commercial development:*
 - i. *the principal public entrance should provide direct access onto the public sidewalk;*
 - ii. *the primary windows and signage should also face the street;*
 - iii. *buildings facing the street should be encouraged to have awnings, canopies, arcades or front porches to provide weather protection;*
 - iv. *no parking, driveways, lanes or aisles should be permitted between buildings and the public sidewalk;*
 - v. *buildings should have a consistent setback and parking lots abutting the street shall be limited and designed in accordance with the provisions of Section 7.5.7.1;*
 - vi. *the location and design of any large retail stores shall consider the design alternatives set out in Section 7.5.13 b); and,*
 - vii. *any commercial nodes including large retail stores should be integrated into the pattern of streets and blocks of which they are a part. The pattern of blocks and the physical design of the buildings in relation to the street should encourage pedestrian circulation to, from and within this commercial area. Streets, sidewalks and the orientation of buildings shall be designed to create comfortable, enjoyable pedestrian movement in a vibrant public realm.*
- h) *The urban design guidelines for the Trafalgar Corridor shall provide greater direction on building locations, site planning, massing, pedestrian systems, transit integration and urban square locations and other related design matters.*

Response: The Site is within the Trafalgar Urban Core Area. The Illustrative Development Concepts and the introduction of residential uses to this area implements the policies that

encourage a mix of uses and the highest densities on North Oakville East. The built forms are arranged to provide strong built form edges along the exterior of the blocks, with open spaces and/or urban squares in the interior. The retail and commercial components are to be located at-grade in mixed use buildings, aligning with the design vision for a “main street”. The specific built form considerations such as setbacks, building entrances, and windows will be confirmed through future development applications.

The proposed Official Plan Amendment will require future Zoning and development applications to be supported by an Urban Design Report, outlining how the future proposed development addresses the North Oakville Secondary Plan design policies, and the Town’s applicable Urban Design Guidelines.

Land Use Strategy

Section 7.6 of the NOESP provides the policies regarding Land Use Strategy. Section 7.6.4 is specific to the Trafalgar Urban Core Area. The NOESP states that the purpose of this designation is *“designed to ultimately provide for the creation of a major Node - a dense, mixed use development concentration that is pedestrian and transit oriented. This area will link to and complement the Uptown Core to the south of Dundas Street.”*

Policy 7.6.4.2 outlines the permitted uses, buildings and structures for the Trafalgar Urban Core Area:

- i. The permitted uses shall be the full range of employment, commercial, including retail commercial, accommodation, institutional, cultural, health and medical, and entertainment uses, medium and high-density residential uses, and related public uses such as urban squares and parking.*
- ii. Permitted uses shall be primarily located in medium and high density residential, office and institutional buildings. Both mixed use and single use buildings shall be permitted and this may include single use retail and service commercial buildings, including supermarkets and department stores particularly in Trafalgar Urban Core Area 2. In addition, industrial buildings with an office component shall be permitted in Urban Core Area 1 as designated on Figure NOE1.*
- iii. Institutional uses are considered key components of the development of the Trafalgar Urban Core Area, particularly major regional uses. They will be encouraged to locate throughout the Urban Core Area, particularly on sites fronting on Trafalgar Road.*
- iv. The total retail commercial development in this designation shall not exceed a maximum of 93,000 square metres of gross leaseable floor area. The retail commercial development shall be focused primarily in the Trafalgar Urban Core*

Areas 2 and 4 as designated on Figure NOE1, with a minimum of 55,000 square metres of gross leaseable floor area located in Urban Core Area 2. Additional retail commercial development may be permitted in excess of 93,000 square metres of gross leaseable floor area without amendment to this Plan, if such additional development is justified by a market study acceptable to the Town.

Response: The Site is located within the Trafalgar Urban Core Area, as noted on **Figure 7**. The Trafalgar Urban Core Area south of Burnhamthorpe Road, permits a range of uses, including those in the Proposed Concepts. An excess of 93,000 square metres of gross leaseable floor area for retail/commercial uses is not anticipated at this time.

The land use policies for Core Area 1 are established in Section 7.6.4.4:

Urban Core Area 1 shall be comprised primarily of employment related uses, including offices and industrial buildings with office components and the general configuration of these uses shall be:

- a) Office Centre – Major office and institutional uses, as well as hotels, convention centres and ancillary retail and service commercial and business support services shall be permitted throughout, however offices shall be focused along the Trafalgar Corridor*
- b) Prestige Industrial – Prestige industrial uses shall be permitted including a full range of industrial uses excluding truck terminals, works yards, waste processing, waste transfer and uses with outdoor processing or outdoor storage. Along the Trafalgar Road frontage, the built form shall be oriented to Trafalgar Road and will incorporate multiple-storey building elements.*
- c) Mixed Use – Along the north side of existing Burnhamthorpe Road, mixed use development shall be permitted in a “main street” format as a transition between the employment uses to the north and the commercial and residential development to the south. This area shall provide commercial, including retail and service commercial uses, and business support facilities. Office and institutional uses shall also be permitted. Both mixed use and single use buildings shall be permitted.*

Response: The Site is designated as Urban Core Area 1, as noted on **Figure 7**. The Proposed Concepts will provide the mix of uses permitted and anticipated in this area, as well as a considerable amount of GFA for employment use, aligning with the policy for the area to be a Major Office node. It is noted that this designation does not permit residential uses and is the primary focus of the Subject Application.

Section 7.6.4.8 establishes the land use policies for all core areas:

- a) *Urban Core Areas 1-4 will be visually connected by establishing a coherent streetscape along Trafalgar Road through a number of design features and mechanisms identified in the applicable urban design guidelines, including provisions for landscaping, signage, street furniture and other features in the public right of way, and guidelines for the siting and massing of adjacent buildings. These areas will also be physically connected by road, transit, pedestrian and bicycle linkages. In addition, urban squares will be established through the Core Area at key focal points.*
- b) *The highest development densities will be focused along Trafalgar Road, with building heights and densities generally scaling down east and west of Trafalgar Road. Development at the edge of the Urban Core will be designed as a transition to abutting residential neighbourhoods. A mix of uses shall be permitted in the Trafalgar Urban Core Area at the following heights and densities, with development being encouraged to exceed the minimum density to better support transit use wherever possible:*
 - i. *Minimum density - Floor Space Index (FSI) of 1 for those lands north of the mixed use area along existing Burnhamthorpe Road and those blocks fronting on Trafalgar Road and 0.75 for other lands within the designation, except as set out in subsection f). Notwithstanding these interim requirements, development in Urban Core Area 1 not fronting on the Trafalgar Corridor or existing Burnhamthorpe shall be subject to the density provisions of the employment area designation. In addition, to ensure an appropriate transition, the minimum density for areas along the eastern and western boundaries which abut residential neighbourhoods may be reduced to an FSI of 0.5;*
 - ii. *Maximum density – FSI of 5;*
 - iii. *Medium Density Residential Density – Notwithstanding the foregoing, where medium density residential uses are permitted such development shall have a minimum density of 25 units per net hectare and a maximum density of 75 units per net hectare. However, development at less than 30 units per net hectare will be limited, and will generally be located in areas adjacent to the east and west boundaries of the Trafalgar Urban Core Area;*
 - iv. *Minimum height – 5 metres for a commercial and industrial building and primarily 3 storeys for other development, with the exception that the minimum height along the western and eastern boundaries which abut residential neighbourhoods may be 2 storeys; and,*
 - v. *Maximum height – 15 storeys, with the exception of lands at the intersection of Major Arterial/Transit Corridors and Avenue/Transit*

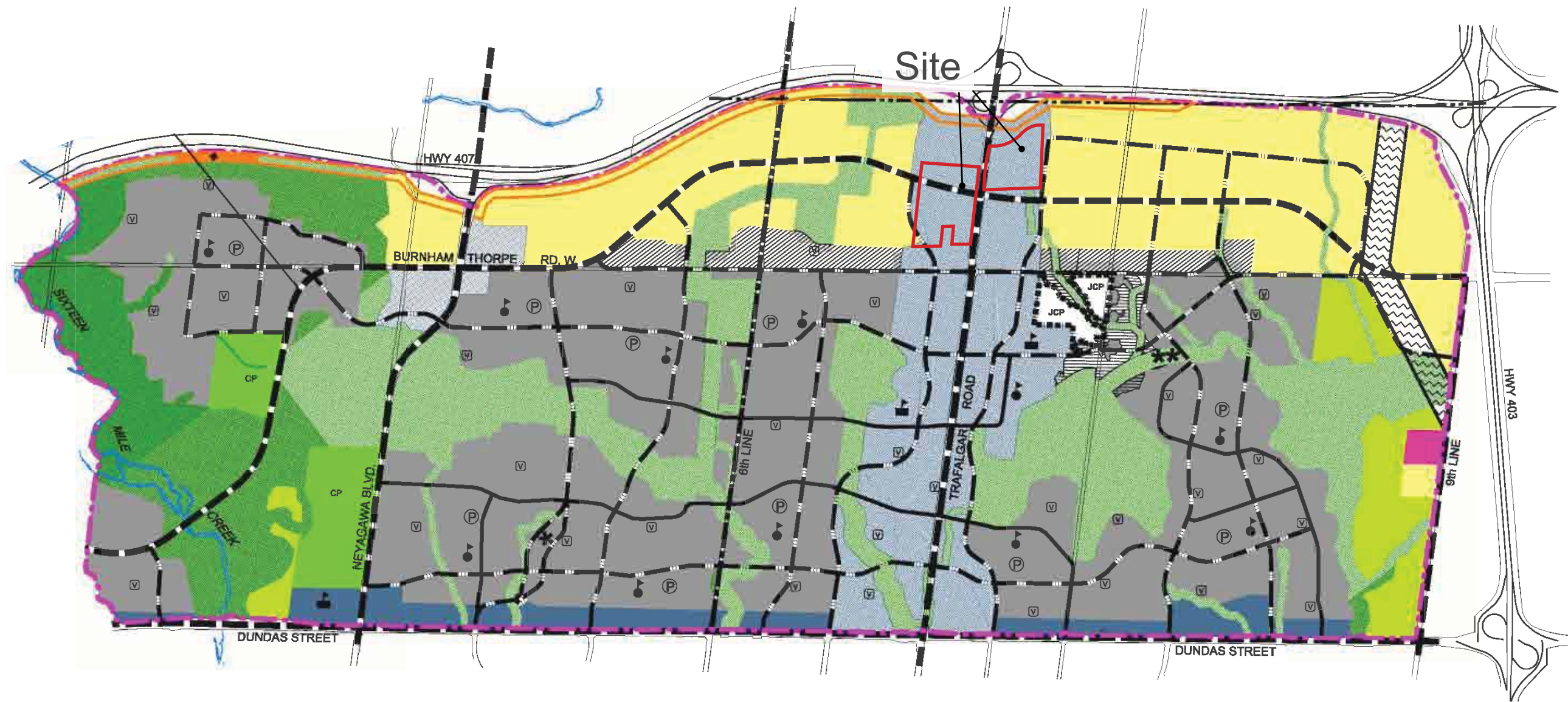
Corridors with Trafalgar Road where the maximum height shall be 20 storeys.

- g) The Town will take a leadership role in encouraging the high density and mixed use development which will form significant components of the ultimate development of the Trafalgar Urban Core Area. The Town, through the Implementation Strategy, will establish the mechanisms to achieve the early development of high density and mixed use development. In particular, the Town will investigate a range of mechanisms to encourage the early development of high density and mixed use development including bonus zoning, parkland dedication approaches, provision of municipal parking facilities, and tax and development charge structure modifications.*

Further to the heights permitted above, Official Plan Amendment #321 to the NOESP (LPAT order issued July 2, 2019) implements updates to the Trafalgar Urban Core Area to reflect transit supportive minimum densities and heights. Specifically, it establishes that development in the Trafalgar Urban Core Area shall be:

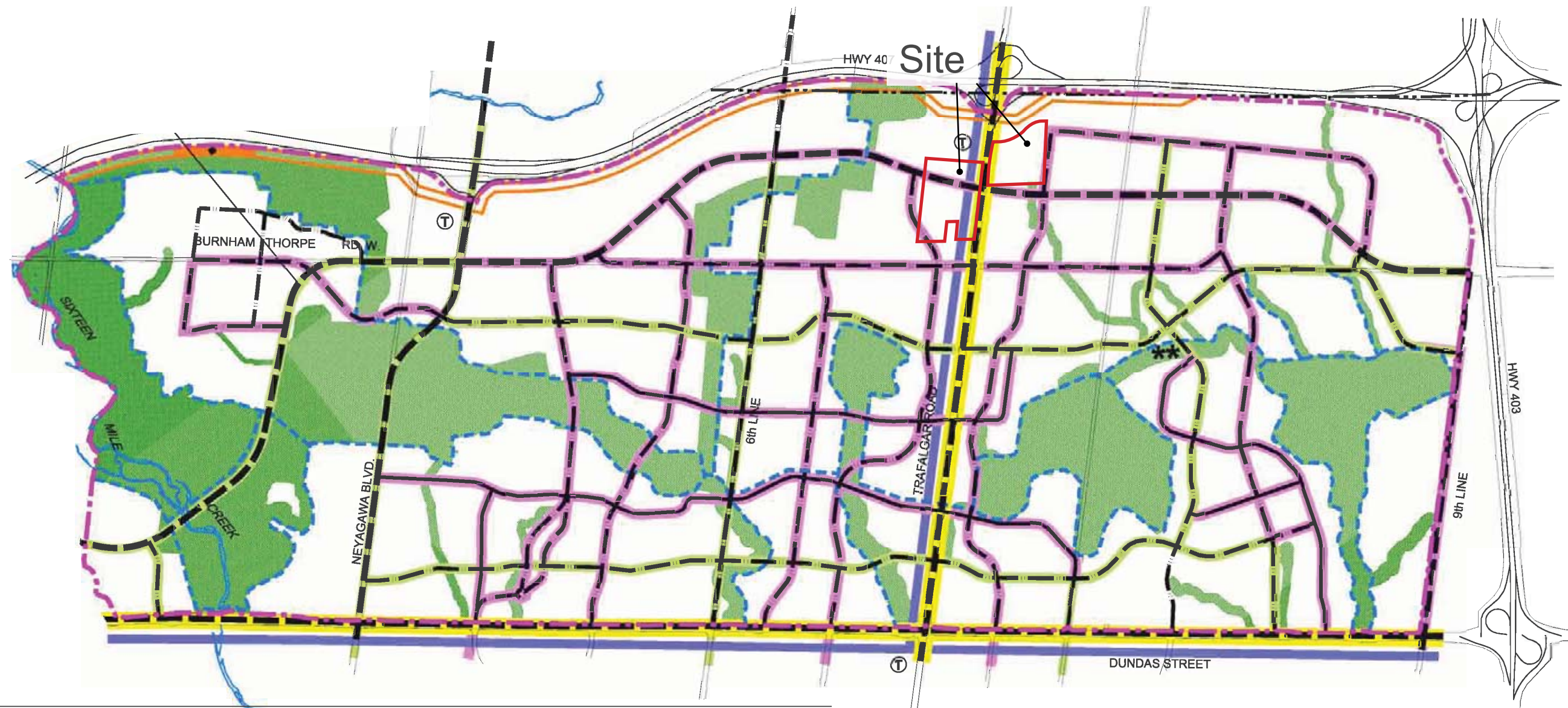
1. A minimum height of 8 storeys within 100 metres from Trafalgar Road
2. A minimum height of 6 storeys between 100 and 300 metres from Trafalgar Road
3. A minimum height of 3 storeys beyond 300 metres from Trafalgar Road

Response: The Illustrative Concepts implement the policies of the Core Areas by locating the tallest built forms along Trafalgar Road. High density, mixed uses are proposed, implementing the policies for the area while maintain the maximum FSI of 5.0. Heights of up to 25 storeys are illustrated, which exceeds the 20 storey limit for buildings along Trafalgar Road. Permission for this building height would be subject to future applications by the purchaser based on ultimate development plans for the Site. We note that increases to building height could be also considered through bonussing provisions.



LEGEND

--- SECONDARY PLAN AREA BOUNDARY	DUNDAS URBAN CORE AREA	NEIGHBOURHOOD AREA
--- OAKVILLE / MILTON MUNICIPAL BOUNDARY	NEYAGAWA URBAN CORE AREA	CEMETERY AREA
--- PROVINCIAL FREEWAY	TRAFALGAR URBAN CORE AREA	INSTITUTIONAL AREA
--- MAJOR ARTERIAL/TRANSIT CORRIDOR	TRANSITIONAL AREA	SECONDARY SCHOOL SITE
--- MINOR ARTERIAL/TRANSIT CORRIDOR	EMPLOYMENT DISTRICT	ELEMENTARY SCHOOL SITE
--- AVENUE/TRANSIT CORRIDOR	NATURAL HERITAGE SYSTEM AREA	NEIGHBOURHOOD PARK
--- CONNECTOR/TRANSIT CORRIDOR	COMMUNITY PARK AREA	VILLAGE SQUARE
--- UTILITY CORRIDOR	JOSHUA CREEK COMMUNITY PARK AREA	** SUBJECT TO SECTIONS 7.4.7.3c viii & 7.4.14.3 d)
--- TRANSITWAY	JOSHUA CREEK FLOODPLAIN AREA subject to Sections 7.4.13.1 & 7.6.17	* POLICY REFERENCE SEE POLICY SECTION 7.4.7.2
--- UNDERLYING LAND USE NOT DETERMINED subject to Section 7.4.7.1(b)(i)		



LEGEND

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| --- SECONDARY PLAN AREA BOUNDARY | ■ BUSWAY CORRIDOR |
| --- OAKVILLE/MILTON MUNICIPAL BOUNDARY | --- MAJOR TRAIL SYSTEM |
| == PROVINCIAL FREEWAY | Ⓣ TRANSIT TERMINAL |
| --- MAJOR ARTERIAL/TRANSIT CORRIDOR | ■ NATURAL HERITAGE SYSTEM AREA |
| --- MINOR ARTERIAL/TRANSIT CORRIDOR | ** SUBJECT TO SECTIONS 7.4.7. 3 c viii & 7.4.14.3 d) |
| --- AVENUE/TRANSIT CORRIDOR | TRANSIT SERVICE CONCEPT |
| --- CONNECTOR/TRANSIT CORRIDOR | --- INTER-REGIONAL TRANSIT CORRIDOR SERVICE |
| --- TRANSITWAY CORRIDOR | --- PRIMARY TRANSIT CORRIDOR SERVICE |
| ● UNDERLYING LAND USE NOT DETERMINED
subject to Section 7.4.7.1(b)(i) | --- SECONDARY TRANSIT CORRIDOR SERVICE |
| | --- COMMUNITY SERVICE |



4.6 North Oakville Urban Design Guidelines

The North Oakville Urban Design and Open Space Guidelines, dated November 23, 2009, include in depth design direction for development applications. Generally, they speak to the importance of designing North Oakville as a complete urban community through the smart growth and social diversity models. The Guidelines establish that urban areas in North Oakville East and West should reflect the “Transect” system, with appropriate transitions in densities and heights.

Section 4 of the Urban Design Guidelines recognizes that Urban Core Areas are intended to provide for the densest mixed-use development in Oakville. In order to ensure that the ultimate form is not constrained by interim uses, development should be designed with consideration of future intensification. Building placement should ensure efficient current and future walkability patterns while maintaining compatibility with future development phases.

4.7 North Oakville Urban Design and Open Space Guidelines

In addition to the NOESP Community Designation section, as discussed above, urban design considerations are also guided by North Oakville Urban Design and Open Space Guidelines (the “Design Guidelines”). Although no development is being proposed through the Subject Application, the illustrative concepts demonstrate alignment with the urban design objectives.

The Design Guidelines set out a variety of principles, including “Create Compact, Walkable Mixed-use Development”, “Provide a Variety of Housing”, and “Provide a Vital Setting for Employment Uses”, each of which is met by the Subject Application. The introduction of residential uses will contribute to the mix of permitted uses on the lands, while in a compact form that will provide further housing options than the typical low-density forms currently observed across the Town. The employment use of the lands will be maintained, providing for the continued employment growth expected for the Town and Region.

Specific direction is established for the Urban Core Areas of North Oakville, which the Site is designated, as follows: *“The Urban Core designations contain the most urban part of the North Oakville Plan Area. These areas provide for the densest development and the highest order activities including a full range of residential, retail and service commercial, entertainment, cultural, business and institutional uses. Mixed-use development is encouraged for the mutual benefit of combining compatible uses in one or a series of adjacent buildings. Ultimately it is intended that Urban Core lands will become true mixed-*

use urban areas. The primary focus of Urban Core development is along Trafalgar Road (RR3)."

The Subject Application provides for the higher density, compact built forms, with a range of uses including the introduction of residential uses necessary to meet the Design Guidelines.

Section 2.2 directs that the building to street relationship is integral to create a vibrant public realm. Trafalgar Road is an arterial road and transit corridor, which are described as being *"high capacity roads which serve as major gateways into the community, including both the Town as a whole, and North Oakville. A balance must be achieved between their transportation function, including accommodation for transit, and their ability to provide access to flanking land uses and act as socially vibrant public space. To assist in achieving this balance, these streets will have the highest form of design treatment, including wide sidewalks, special tree and feature planting, paving, lighting and signage design"*.

The illustrative development concepts provide for wide sidewalks and facilitate high quality design treatments to achieve the objects of this gateway location.

The design of the street and block pattern is guided by Section 3.2 of the Design Guidelines. A system of shorter local streets and block lengths is desired to reduce traffic speed and even traffic flow, which is achieved through the illustrated concept plan. The block pattern is conducive to the introduction of landscapes areas, contributing to the vibrancy of the public realm.

General Land Use and Site Design direction is provided in Section 3.3. The illustrative concept demonstrates that the buildings can be easily organized to define the public realm and frame abutting streets, internal drive aisles, sidewalks, parking areas and amenity spaces. Similarly, it is anticipated that future development application will sub-divided the Site into smaller areas, which can be designed to ensure pedestrian connectivity, achieved by local roads, internal drive aisles, a network of interconnected walkways and/or landscaping. The mixed-use design of the buildings will locate non-residential uses at grade, close to the public sidewalk to create a relatively continuous streetwall. The safe enjoyment and accessibility of the Site is ensured through the ability to provide clear sightlines, space for lighting, ideally located building entrances, and opportunities for surveillance.

The introduction of residential uses will facilitate a prominence of mixed-use buildings and higher density built forms, which the Design Guidelines note are encouraged in the Urban

Core. Section 3.4 directs the design principles of these building typologies. A mix of high and mid-rise buildings are anticipated through the development of the Site, which are again anticipated in the Urban Core area. While the specific design elements of the future buildings will be contemplated in future development applications, the Site and Subject Applications ensures flexibility to meet design considerations such as setbacks, step backs, desirable angular planes, mitigated shadow impacts, and building articulation.

Specific design direction is given for the Trafalgar Urban Core Area in Section 4.1.1 of the Design Guidelines. The Design Guidelines establish that *“the Trafalgar Urban Core Area is intended to be the focal point for development in North Oakville. Accordingly, Trafalgar Road (RR3) represents a significant opportunity to demonstrate the highest town-wide sustainability standards in the design of buildings, public open spaces and streets”*. This area, and specifically the Trafalgar/Burnhamthorpe intersection, is to have a mix of uses and a live-work balance at transit supportive densities to encourage transit, walking, and cycling as principal modes of travel. To meet this goal, the Subject Application and introduction of residential uses is necessary. The area between Highway 407 and Burnhamthorpe Road directs for employment uses, which is maintained in the Subject Application, as well as significant densities around the transit station.

Several of the urban design elements, such as street furniture and landscaping, will be contemplated through future Zoning By-law Amendment and Site Plan Approval applications.

5. Technical Report Summaries

5.1 CBRE Market Letter

CBRE, Infrastructure Ontario's Real Estate advisor, has provided a letter, dated October 22, 2021, in support of this application. Their opinion, based on observations of the evolving office market throughout the GTA, states that:

"Whereas in past years/decades there was a suburban office model of standalone business parks "siloe" from any sort of residential component, we are now seeing a trend towards, and demand for, more "live/work" mixed use parks, where there is a mix of both office and residential uses (plus some supportive commercial) to allow workers to minimize commute time and improve their home/work balance. As more and more workers (especially from younger generations) demand this sort of convenience, the suburbs will fall behind downtown cores in their ability to attract these workers if appealing suburban alternatives are not available, and we believe that mixed use developments that embrace a balance of employment and residential uses are the best path forward to create such alternatives. We see the demand for traditional suburban office parks as being likely to wane over time, and municipalities that are positioned to deliver these new mixed use opportunities are likely to benefit as this shift continues.

We also feel that the current market during/post-COVID is also likely be supportive of mixed-use developments, as companies who embrace hybrid work arrangements for their office operations (ie. mix of in person and remote) will likely prefer office space where a larger proportion of their employees are in close physical proximity, will prefer to be in close proximity to their work thereby allowing for more flexibility in how companies manage their hybrid workforce. It may also allow companies to be more creative in how they use their office space, effectively bringing a higher density of workers to a given area/municipality per square footage of office space, as with both work from home and hybrid attendance, these live/work communities will support and house workers both during their "in office" time and their "work from home" time."

CBRE has also identified mixed-use development areas in other areas of the Greater Toronto Area, with similar locational and infrastructure attributes to the Site, where residential/office/commercial is permitted (i.e. ("Downtown Markham" and "Langstaff

Gateway”), Mississauga (“Lakeview Village”), and Vaughan (“Vaughan Metropolitan Centre”).

5.2 Traffic Impact Study

Paradigm Transportation Solutions Limited (PTSL) has prepared a Transportation Impact Study (TIS), to assess the Illustrative Development Scenarios. PTSL concludes:

- Under background (without subject development) traffic conditions, operational issues are noted at the study area intersections. With the addition of site-generated traffic, the intersection operations are estimated to become even more congested.
- The level of development shown in the illustrative concept plans results in poor operations throughout the network. The transportation network cannot support the development without major infrastructure improvements to increase capacity, significant shift towards alternative mode support, or reduction in density.

The TIS recommends the following:

- Each separate development Block have a detailed Transportation Impact Study prepared prior to approval.
- That Halton Region and the Town of Oakville monitor the future traffic volumes along the Trafalgar Road corridor and optimize the signal timings accordingly. The need for improvements at the study area intersections are noted to occur with or without the development of the subject site.
- That Halton Region and the Town of Oakville prioritize public transit and active transportation modes along the Trafalgar Road corridor to reduce the need for single-occupant vehicles.

The proposed OPA includes site specific policy direction to implement the recommendations of the TIS.

5.3 Compatibility and Mitigation Study

SLR Consulting has prepared a Compatibility and Mitigation Study to assess the air quality, dust, odour, noise, and vibration from industrial facilities and surrounding future land uses in the area.

Based on the Halton Region Land Use Compatibility Guidelines (LUCG), the development proposed is anticipated to be compatible with the surrounding land uses from an air quality and noise perspective. Emissions of dust, odour, or noise at the Project site are not anticipated. The Project site is not anticipated to limit surrounding existing, or future

industries and their ability to obtain/ maintain their required Ministry of the Environment, Conservation & Parks (MECP) permits, or approvals.

Overall, from a compatibility perspective, the proposed development is considered to be feasible, with the ability of any air quality and noise emissions to be addressed with appropriate mitigation measures as determined by further studies at the time of future development applications.

5.4 Heritage Impact Assessment

A Heritage Impact Assessment was identified as a submission requirement during the Pre-Application Consultation Meeting. Subsequent discussions with Oakville Heritage Planning staff confirmed that the Heritage building is outside of the land subject to the proposed Official Plan Amendment, and therefore a HIA is not required in support of this application. A copy of the September 29, 2021, email from Oakville staff confirming this is included with the application submission package.

5.5 Functional Servicing Report

WalterFedy prepared a Functional Servicing Report (FSR) review potential servicing constraints and opportunities for the Site. The FSR concludes that the Site can be serviced as follows:

- Sanitary servicing for the eastern property will be via a sanitary sewer system that will drain east through the future development to William Cutmore Boulevard. Sanitary runoff from the western property will be directed to a future Trafalgar Road sanitary sewer that will drain south to Wheat Boom Drive and Ernest Appelbe Boulevard. It appears that the downstream sanitary sewers will be operating at full capacity or greater based on the original Area Study. Land uses that intensify the population by IO or other proponents will exacerbate the capacity issue. Due to the depth of the downstream trunk sanitary sewer, consideration might be given to the preparation of a dynamic wastewater model to characterize and understand the impacts of sanitary flow that exceeds the free flow capacity of the system. The feasibility of trenchless technologies to construct the infrastructure necessary to achieve additional capacity exist and should be considered. In the interim, the capacity allocation for the IO lands, and while not capable of supporting full build-out, should be available for use and support initial phases of development.
- A future water distribution system will need to be extended from the existing watermain on Trafalgar Road and looped through the subject Lands to provide domestic and fire water supply for the future developments.

- The NOCSS will require that future developments drain to SWM facilities that will provide the requisite controls. The Secondary Plan identified a SWM facility at the southeastern corner of the western property adjacent to the existing water tower. Depending on the timing of developments in the area, a temporary ultimate SWM facility can be constructed at this location to service the Lands. For the eastern property, the ultimate SWM facilities servicing the property are located downstream on the northern side of Burnhamthorpe Road. If these facilities are not constructed at the time of site development, then a temporary facility(ies) can be constructed within the IO lands as an interim measure.
- It is anticipated that future development applications will require detailed servicing studies/plans to identify existing and necessary infrastructure to support future development of the subject Lands. These would be subject to review and approval by the Town of Oakville, Region of Halton, and other circulated review agencies.

As noted in the Draft OPA, the future build out of the Site will require and consider detailed functional servicing and stormwater management studies.

6. Subject Application and Planning Justification

6.1 Official Plan Amendment Application

The purpose of the Subject Application is to amend the NOESP to permit residential uses on the lands within the Trafalgar Urban Core Area 1 designation.

The NOESP establishes a maximum units per hectare (uph) density for Medium Density Residential of 75 uph. The residential uses proposed would be considered High Density – as the buildings come in the form mid to high rise developments, and the medium density residential density maximum would not apply. There is no noted maximum for high density residential uses.

Although the easternmost portion of the Site is under the Halton Region Employment Overlay, no residential uses are proposed for this section of the Site and are not included in the Subject Application.

6.2 Planning Justification

Consistency with the Provincial Policy Statement

The Subject Application supports the PPS vision for “*strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy*”.

The Subject Application will contribute to the range of housing options to meet long term needs, introducing compact, higher density forms of housing to a vacant site in the Urban Area. The Subject Application will permit a comprehensively planned mixed-use scheme that includes compatible employment uses, contributing to economic development and prosperity, while supporting the adjacent and future transit facilities and reducing commute times and auto reliance.

Conformity to the Growth Plan for the Greater Golden Horseshoe

The Subject Application supports the Growth Plan, striving to create a complete community with access to transit networks, employment areas and an increase in the amount and variety of housing available.

The Site is within the Urban Area of Oakville and is outside the Built Boundary, resulting in the Site being considered a Greenfield Area. The Site meets and exceeds the minimum density targets for Greenfield Areas, ensuring that lands are developed efficiently to meet

future demand. The future build-out of the 407 Transitway may result in the Site being within a Major Transit Station Area boundary. The Proposed Concepts are supportive of the density target and mix of uses anticipated in these areas. The introduction of residential uses to the Site supports housing choice by diversifying the range, mix, and densities of housing options.

Conformity to the Halton Region Official Plan

The Subject Application supports the Regional Official Plan, and its noted importance of population and employment growth to the social and economic life of its residents. The Subject Application conforms to the Regional Official Plan by supporting the goals of the Urban Area:

- The Subject Application will create a healthy community and promote economic prosperity through the mix of uses and comprehensive plan;
- The development of the Site would be a compact form, providing the residential and employment uses and densities necessary to support transit; and,
- The residential uses will provide further choices for housing options and to meet long term needs.

The Subject Application provides the highest densities and heights along the Trafalgar corridor to support the Higher Order Transit Corridor. The land is efficiently used, providing compact built form and a mix of uses that promotes live-work relationships and a reduction in personal vehicle use. High quality open spaces are prevalent in the illustrative concept plans, helping to create a vibrant community. By introducing residential uses to the Site, a diverse user base for the transit systems will be located at this node, built at a density that is supportive of transit. Lastly, the introduction of residential uses contributes to the housing targets for the desired forms of new housing.

Conformity to the intent of the North Oakville East Secondary Plan

The Subject Application contributes towards the development of a Major Node, as desired by the NOESP, supporting the vision for the Trafalgar Urban Core Area to be a *“dense, mixed use development concentration that is pedestrian and transit oriented”*, and that *“Permitted uses shall be primarily located in medium and high density residential, office and institutional buildings”*. The Subject Application is consistent with these directions.

Inconsistent with the vision for the Trafalgar corridor to be a high density, mixed-use node including residential uses, Urban Core Areas 2 through 4 each permit residential uses and only the Urban Core Area 1 designation does not. The inclusion of residential uses on the

Site will further the mixed-use nature and comprehensive build out of the node, providing a consistent land use pattern to a natural built form break at Highway 407.

It aligns with the current trends in employment lands

As part of an ongoing analysis on the appropriate land use mix to best facilitate the employment goals as targeted by the Town and Region, CBRE assessed the Site regarding current market trends and realities:

“Whereas in past years/decades there was a suburban office model of standalone business parks “siloed” from any sort of residential component, we are now seeing a trend towards, and demand for, more “live/work” mixed use parks, where there is a mix of both office and residential uses, plus some supportive commercial, to allow workers to minimize commute time and improve their home/work balance. As more and more workers, especially from younger generations, demand this sort of convenience, the suburbs will fall behind downtown cores in their ability to attract these workers if appealing suburban alternatives are not available, and we believe that mixed use developments that embrace a balance of employment and residential uses are the best path forward to create such alternatives. We see the demand for traditional suburban office parks as being likely to wane over time, and municipalities that are positioned to deliver these new mixed use opportunities are likely to benefit as this shift continues.

The current market during/post-COVID is also likely be supportive of mixed use developments, as companies who embrace hybrid work arrangements for their office operations (ie. mix of in person and remote) will likely prefer office space where a larger proportion of their employees will prefer to be in close proximity to their work, thereby allowing for more flexibility in how companies manage their hybrid workforce. It may also allow companies to be more creative in how they use their office space, effectively bringing a higher density of workers to a given area/municipality per square footage of office space, as with both work from home and hybrid attendance, these live/work communities will support and house workers both during their “in office” time and their “work from home” time.

Some examples of other municipalities where this sort of approach is being implemented are Markham (“Downtown Markham” and “Langstaff Gateway”), and Mississauga (“Lakeview Village”), and we feel that the subject lands could be equally suitable.

By embracing a mixed use approach to the subject lands, a more vibrant and desirable community will be created, which will in turn result in an increased level of both office and residential occupancy. Given the prime strategic location at the nexus of a major highway interchange, a new planned bus rapid transit line (i.e. the 407 Transitway) and excellent connections to the wider Oakville transit system, we believe that if the subject lands accommodate a mix of employment and residential uses, they would be ideally positioned to drive future office employment growth for the Town of Oakville in years and decades to come. Such a mix of uses would not detract from the Town's ability to meet provincial employment targets and would support development of a more livable community."

As noted in the CBRE Market Opinion letter, sole-purpose office areas are not in keeping with market trends. Greater Golden Horseshoe examples of areas having similar locational and transit context are provided. The addition of residential use will support office and commercial use in the area subject to the OPA application. The Subject Application and Illustrative Concepts reflect current trends of employment land organization, resulting in desirable uses and built forms.

It is necessary to develop the lands in a transit-oriented manner

As indicated in the NOESP, the Site is located along a High Order Transit Corridor and is adjacent to the current 407/Trafalgar transit terminal, as well as the future 407 transitway. As such, the Site, and as established in the NOESP, is to be developed at a transit-supportive scale. The Growth Plan defines transit-supportive development as *"compact, mixed-use development that has a high level of employment and residential densities"*. The Proposed Concepts implement this definition, providing a mix of residential and employment uses, at a density level supportive of transit use. Without the Subject Application, the Site, which is the area closest to the transitway and transit terminal, is planned to be solely non-residential and is not in keeping with the definition of transit-supportive development.

7. Summary and Conclusion

This Planning Justification Report supports the Official Plan Amendment application for the lands to the east and west of Trafalgar Road, south of Highway 407 and north of Burnhamthorpe Road East. The Site is in the northeastern area of Oakville, an area planned to develop with high density, mixed uses. Additionally, the Site is adjacent to the GO Transit Carpool lot, which is designated as the preferred location for the Trafalgar Road Station as part of the 407 Transitway project.

An Official Plan Amendment is required to introduce residential uses to portions of the Site that are designated Trafalgar Urban Core. This Official Plan Amendment will be implemented by future Zoning By-law Amendment and Site Plan Approval applications.

The Planning Justification Report concludes the Subject Application is justified for the following reasons:

1. It is consistent with the 2020 Provincial Policy Statement.
2. It conforms to the Growth Plan for the Greater Golden Horseshoe.
3. It conforms to the Halton Region Official Plan
4. It conforms to the intent of the North Oakville East Secondary Plan.
5. It aligns with the current trends in employment lands.
6. It is necessary to develop the lands in a transit-supportive manner.

It is our opinion that the proposed amendment is in the public interest, represents good planning and should be approved.