

## **REPORT**

**REPORT TO:** Chair and Members of the Planning, Public Works and Transportation Committee

**REPORT FROM:** Steve Burke, MCIP, RPP, Manager of Special Projects and Research

**DATE:** August 9, 2019

**REPORT NO.:** PLS-2019-0050

**RE:** Final Report – Destination Downtown Secondary Plan (Official Plan Amendment No. 37)

### **RECOMMENDATION:**

THAT Report No. PLS-2019-0050, dated August 9, 2019, regarding the final recommended Secondary Plan (Official Plan Amendment No. 37) pertaining to Downtown Georgetown (i.e. Destination Downtown), be received;

AND FURTHER THAT Council receive for information, in support of Official Plan Amendment No. 37 to the Town of Halton Hills Official Plan, the complete set of background studies, all of which are in Final Draft form, listed on Schedule 2 to this report, and provided under separate cover;

AND FURTHER THAT Town of Halton Hills Official Plan Amendment No. 37, dated August 2019 (attached as Schedule 3 to this report), be adopted as a non-exempt local Official Plan Amendment;

AND FURTHER THAT Town of Halton Hills Official Plan Amendment No. 37 be submitted to the Region of Halton for approval;

AND FURTHER THAT Town staff monitor the approval process for Official Plan Amendment No. 37, and in the event that the Region of Halton post-circulation letter proposes modifications to the Amendment, prepare a report to Council with recommendations concerning any proposed modifications;

AND FURTHER THAT a copy of Report PLS-2019-0050 be sent to the Region of Halton.

## **BACKGROUND:**

The statutory public meeting for the Downtown Georgetown Secondary Plan (i.e. Destination Downtown) was held on May 6, 2019. At the Council meeting, Council adopted the recommendations of Report PLS-2019-0032 as follows:

THAT Report PLS-2019-0032, dated April 23, 2019, regarding a Statutory Public Meeting on the Draft Destination Downtown Secondary Plan (March 2019) and the Draft Downtown Urban Design Guidelines, attached as Schedules One and Two to this report, be received;

AND FURTHER THAT all agency and public comments be referred to staff to be addressed in a final recommendation report to Council on the disposition of this matter;

AND FURTHER THAT a copy of Report No. PLS-2019-0032, be forwarded to the Region of Halton.

The purpose of this report is to:

- Provide a brief overview of the Provincial and Region of Halton policy framework implemented through Official Plan Amendment No. 37 (Destination Downtown Secondary Plan);
- Provide a summary of the statutory public meeting on the Draft Secondary Plan and Draft Design Guidelines;
- Summarize the comments received on the Draft Secondary Plan and Draft Design Guidelines, and provide responses from staff and the consultant;
- Provide an overview of the proposed policy and mapping changes to the Draft Secondary Plan, as compared to the Draft Secondary Plan presented at the May 6 Public Meeting;
- Present the final recommended Official Plan Amendment No. 37 (Destination Downtown (Georgetown) Secondary Plan) for the consideration of Council; and,
- Outline the next steps following Council's adoption of Official Plan Amendment 37.

## **COMMENTS:**

### **1. Provincial, Regional and Local Policy Framework**

All municipal decisions affecting planning matters must be consistent with provincial policy, which in the case of Destination Downtown, includes the Provincial Policy Statement (2014) and the Growth Plan for the Greater Golden Horseshoe (2019).

Town staff and the consultant team is of the opinion that the Downtown Georgetown Secondary Plan (OPA 37) achieves conformity with the Provincial Policy Statement (2014), including Section 1.1.3, through the promotion of land efficient and transit-supportive development, and the establishment of minimum targets for intensification within the built-up area of the municipality.

Town staff and the consultant team are of the opinion that OPA 37 achieves conformity with the Growth Plan (2019), including:

- supporting the achievement of complete communities through fostering a diversity of land use and housing options in the municipality, more compact built form, and a vibrant public realm (Section 2.2.1.4); and,
- identifying the appropriate type and scale of development in strategic growth areas, to support achievement of intensification targets, and the transition of development to adjacent areas (Section 2.2.2.3).

The Town of Halton Hills Official Plan, and any amendments to the Official Plan, must be in conformity with the Region of Halton Official Plan. Town staff and the consultant team are of the opinion that OPA 37 achieves conformity with the Region of Halton Official Plan, including:

- the requirement for Local Municipalities to prepare Area-Specific Plans (i.e. Secondary Plans) for major growth areas, which include: capacity targets of population, housing units and employment; land use patterns that promote mixed-use, compact, transit-supportive, walkable communities; and the promotion of active transportation and public transit use (Section 77(5));
- The requirement for Local Municipalities to prepare detailed official plan policies or Area-Specific Plans for the development/redevelopment of Intensification Areas (i.e. Downtown Georgetown) which include: a transportation network and urban design guidelines designed to integrate active transportation and local transit (Section 81(3) and (4)); and,
- The requirement for Local Municipalities to prescribe minimum development densities for Intensification Areas that will support existing and planned transit services (Section 81(7)).

OPA 37 also supports and implements the policy direction of the Town of Halton Hills Official Plan, and in particular the identification of Downtown Georgetown as an Intensification Area, and the objectives and policies contained in Section D5.1 to D5.4 (Built-Up Area and Intensification Areas) of the Official Plan (as amended by Official Plan Amendment No. 10).

## **2. Vision and Guiding Principles**

The development of the final Downtown Georgetown Secondary Plan has been guided by significant community engagement, technical and policy analysis, and a Vision and set of Guiding Principles, developed early in the Destination Downtown process. The Vision and Guiding Principles are attached as Schedule 1 to this report.

## **3. Public Open House and Statutory Public Meeting**

A public open house, followed by a statutory public meeting before Council, was held on May 6, 2019, to present the Draft Secondary Plan and Draft Design Guidelines, and obtain the views of the public on those draft documents. The public open house consisted of a set of display boards and an opportunity for the public to ask questions of

Town staff and the project consultant. The statutory public meeting consisted of a presentation from Ron Palmer of The Planning Partnership. Approximately 50 people attended the public open house and/or public meeting. Town staff and the project consultant were able to answer questions from the public at the open house. No oral public submissions were made at the statutory public meeting, and no written public comments were received by the May 24, 2019 deadline.

#### **4. Public Agency Submissions**

Through the circulation of the Draft Secondary Plan and Design Guidelines, comments were received from Credit Valley Conservation, Halton District School Board, Halton Catholic District School Board and the Region of Halton.

##### Credit Valley Conservation (CVC):

The comments of CVC staff generally support the policies and mapping of the Draft Secondary Plan. The one requested change is for minor additional explanatory (rather than policy) language in the policy pertaining to the Natural Heritage System.

It should be noted that the Draft Secondary Plan proposes no changes to the mapping of the Natural Heritage System (NHS) in Downtown Georgetown, with the exception of one minor addition to capture a Town-owned ravine. With respect to NHS policies, the Draft Secondary Plan relies on the relevant NHS policies of the parent Halton Hills Official Plan, which in turn rely on the NHS policies of the Region of Halton Official Plan, pending the completion of the Town's Rural and Natural Heritage System Policy Review. It is the opinion of Town staff that no revisions are required to the Secondary Plan.

##### Halton District School Board (HDSB):

The comments of the HDSB did not request any revisions to the Secondary Plan. HDSB staff indicated that they supported the Vision, Guiding Principles, Urban Design and Mobility policies of the Secondary Plan. HDSB staff did request that a breakdown of housing units and types be provided to assist the Board in monitoring development in Downtown Georgetown, in order to determine if changes are needed to the accommodation of students generated by the development. This information will be provided.

##### Halton Catholic District School Board (HCDSB):

The comments of the HCDSB requested clarification on terminology and permitted uses, but did not request any substantive revisions to the Secondary Plan. HCDSB staff indicated that they supported the Vision, Guiding Principles, Urban Design and Mobility policies of the Secondary Plan. HCDSB staff did request that a breakdown of housing units and types be provided to assist the Board in monitoring development in Downtown Georgetown, in order to determine if changes are needed to the accommodation of students generated by the development. This information will be provided.

### Halton Region:

Region of Halton staff provided substantive comments on the Draft Secondary Plan, which are outlined below and a response from Town staff and the project consultant is provided.

### **Planning Horizon**

The Region has noted that the planning horizon of the Secondary Plan must be 2031 if the Plan is submitted to the Region for approval in advance of the completion of the Region's ongoing review of its Official Plan, which will achieve conformity with the Growth Plan by extending the planning horizon to 2041.

### Response:

The planning horizon for the Destination Downtown project is 2041 in order to address conformity to the approved Growth Plan, and provide input to the Town's ongoing Intensification Opportunities Study. The Destination Downtown and Intensification Opportunities Studies are examining opportunities for additional intensification beyond the current 2031 planning horizon, as a critical input to the Region's ongoing review of its Official Plan (i.e. municipal comprehensive review). The Region recognizes the importance of the Destination Downtown project as an input to the current municipal comprehensive review (MCR), but to address the Region Official Plan conformity issue pending the completion of the MCR, the Secondary Plan has been revised to specify a 2031 planning horizon, with an acknowledgment that the growth and development anticipated by the Secondary Plan extends to 2041. The planning horizon can be revised upon completion of the Region's MCR.

### **Population, Housing and Employment Targets & Development Phasing**

The Region has advised that targets for affordable housing and overall development density, in addition to population, dwelling units and employment, are required to achieve conformity with the Region Official Plan, as well as policies to address the phasing (i.e. timing) of development.

### Response:

Town staff notes that the Secondary Plan does contain policies intended to encourage the provision of affordable housing in Downtown Georgetown. Notwithstanding, there are challenges with achieving specific affordable housing targets in the Town as a whole, and Council has recently directed staff to establish an Affordable Housing Working Group to address this challenge. The Secondary Plan has also been revised to include an objective that the Town will work with the Region to achieve the Region-wide target of 30 percent of all new dwelling units meeting the affordable housing threshold.

An overall development density target of 170 persons/jobs per hectare by 2031, and an anticipated development density of 240 residents/jobs per hectare to 2041 and beyond, has been added to the Secondary Plan. This target is calculated by simply dividing the

combined population and employment targets by the gross land area (minus the Natural Heritage System).

In an intensification context it is difficult to predict the timing/phasing of development that is dependent on a response by the private sector. However, the Secondary Plan contains targets to 2031 and anticipated development to 2041. In addition, policies have been added to the Secondary Plan that explain the factors that can influence the future phasing of development in Downtown Georgetown.

### **Natural Heritage System**

Regional staff has provided several comments pertaining to the need for certain policies protecting the Natural Heritage System within the Secondary Plan.

#### Response:

Town staff notes that the Secondary Plan does not contain area-specific NHS policies, but simply cross-references the relevant NHS policies of the parent Official Plan, which in turn cross-references the relevant NHS policies of the Region Official Plan, pending the completion of the Town's Rural and Natural Heritage System Review. Therefore, no changes to the Secondary Plan are required.

### **Community Infrastructure and Housing**

Regional staff has commented that the Draft Secondary Plan is lacking policies pertaining to community infrastructure and housing, as required by the Region Official Plan, and noted that a Community Infrastructure Plan is a requirement of Area-Specific Plans.

#### Response:

A Community Infrastructure Plan (provided under separate cover) has been prepared by the project consultant and circulated to the Region for review and comment. This document outlines the community infrastructure in Downtown Georgetown, or serving the area, including parkland, schools, and other community facilities. Affordable housing is also discussed in the document, and existing assisted housing developments are referenced.

### **Water and Wastewater Servicing**

The Servicing Report for Destination Downtown was being finalized at the time of the writing of this report, due to a need for additional analysis in response to comments from Region Water & Wastewater Planning staff. The updated report will address the outstanding Region comments with respect to servicing.

## **5. Summary of Revisions to the Downtown Georgetown Secondary Plan**

As a result of all agency comments received, and further review by Town staff and the project consultant, several changes are proposed to the policies and mapping of the Secondary Plan, as listed below, as well as a number of minor technical revisions to the

wording of policies. The revised Draft Secondary Plan is attached to this report as Schedule 3.

### **Proposed Policy Revisions:**

- i) Targets for affordable housing and development density target have been added.
- ii) The planning horizon has been revised to 2031, together with anticipated growth to 2041, pending the completion of the Region Official Plan Review.
- iii) Development phasing policies have been added.
- iv) A Special Policy Area for the McGibbon development has been added to ensure that the provisions of By-law 2017-0064 as enacted by the Ontario Municipal Board Decision of November 1, 2017 will apply to the future development of the property.
- v) Universal accessibility policies have been added.
- vi) Requirements for air quality and water balance assessments to support development applications, where appropriate, and adherence to the applicable source water protection plan, has been added.

### **Community Benefits (Bill 108)**

It should be noted that policies relating to density bonusing and parkland dedication remain in the Secondary Plan, pending future changes to the Planning Act. As Council is aware, Bill 108 received Royal Assent on June 6, 2019, but has not yet been proclaimed into law. Bill 108 would eliminate the Section 37 bonusing provisions that permit a municipality to grant increased height or density in exchange for community benefits, and replace it with a community benefits charge by-law, which if in place would also replace any parkland dedication by-law.

A proposed regulation pertaining to community benefits charges was in a consultation period (ending August 21, 2019) at the time of the writing of this report, and was expected to be brought into force on January 1, 2021. Therefore, it is the intent of Town staff to await the completion of any work by the Town to prepare a community benefits by-law, before making any necessary amendments to the Downtown Georgetown Secondary Plan in advance of January 1, 2021.

### **Proposed Mapping Revisions:**

- i) Land Use Schedule: The McGibbon development property has been revised from a Downtown Regeneration Area designation to a Historic Main Street Area designation, with a Special Policy Area, ensuring future development adheres to the Ontario Municipal Board Decision.
- ii) Land Use Schedule: Six properties on the east side of Park Avenue adjacent to the Silver Creek Valley, have been revised from a Downtown Neighbourhood Area designation to a Downtown Regeneration Area designation, recognizing that given their location they do not provide a transition to low density mature neighbourhoods. Their inclusion in the Mid-

- Rise 1 Buildings category has not changed, recognizing they may be appropriate for redevelopment to buildings up to 6 storeys.
- iii) Land Use Schedule: An asterisk has been added to identify the location of the Halton Hills Library and Cultural Centre, in recognition of its importance as a key community infrastructure component to Downtown Georgetown.
  - iv) Land Use Schedule: The heritage listed property located where Park Avenue curves from on the east side of Main Street has been revised from a Downtown Neighbourhood Area designation to a Historic Main Street Area designation.
  - v) Land Use Schedule: A Special Policy Area has been added to the Remembrance Park property, to carry forward the Neighbourhood Park classification from the parent Official Plan into the Secondary Plan.
  - vi) Built Form Schedule: The Cote Terrace retirement home development has been revised to a Mid-Rise I Buildings category, in recognition of the existing development on the property.
  - vii) Active Transportation Plan Schedule: Two proposed trail connections from the Silver Creek valley to Main Street, through Town-owned ravine lands, have been removed in response to Parks and Recreation staff input that these connections are not critical to the overall trail network and are unlikely to be built given topographic constraints in these areas.
  - viii) Active Transportation Plan Schedule: The proposed trail alignment conceptually shown in the Silver Creek valley south of Park Avenue has been re-aligned to more accurately reflect the design work completed by Recreation and Parks staff.

## **6. Next Steps**

If adopted by Council, Official Plan Amendment No. 37 must be submitted to the Region of Halton as the approval authority. Should the Region propose modifications to Secondary Plan policies or mapping through their review, Town staff will prepare a report to Council with recommendations concerning any proposed modifications for direction from Council prior to a Region decision to approve OPA 37.

### **RELATIONSHIP TO STRATEGIC PLAN:**

The Destination Downtown Planning Study relates to a number of the nine Strategic Directions of the Town Strategic Plan. The Study relates extensively to the following Strategic Directions:

- Foster a Healthy Community
- Foster a Prosperous Economy
- Preserve, Protect and Promote Our Distinctive History
- Achieve Sustainable Growth
- Provide Sustainable Infrastructure & Services
- Provide Responsive, Effective Municipal Government

In particular, the Study has reinforced the importance of the following Strategic Objectives:



- C.6 To maintain and enhance our historic downtowns and vibrant commercial areas to provide for shopping, services, cultural amenities and entertainment.
- D.2 To encourage the preservation and enhancement of the historical character of the Town's distinctive neighbourhoods, districts, hamlets and rural settlement areas.
- G.9 To ensure that new population growth takes place by way of identifiable, sustainable, healthy and complete communities and neighbourhoods that reflect excellence in urban design.
- G.10 To promote intensification and affordable housing in appropriate locations within the Town.

Halton Hills Council has also approved the 'Top Eight' 2014-2018 Strategic Action Plan priorities for the 2014-2018 Council term. The 'Top Eight' includes Strategic Action 3 – Planning for Growth, and the following sub-actions:

### 3. Planning for Growth

- B. Promote the protection and adaptive re-use of built heritage resources as part of the planning of intensification and new development areas.
- C. Preserve the established character of stable neighbourhoods by focusing development in identified intensification areas, and utilizing 'best practices' in urban design for infill development.

Work on the preparation of a Strategic Action Plan for the current 2018-2022 Council term is in progress.

### **FINANCIAL IMPACT:**

There is no financial impact associated with this report. Council has previously approved 2017 Capital Project No. 7100-22-1901 – Georgetown Downtown Secondary Plan with a budget of \$200,000.

### **CONSULTATION:**

Technical Advisory and Steering Committee meetings were held to present and discuss the Draft Secondary Plan and Draft Urban Design Guidelines. Input provided was considered in preparation of a final Draft Secondary Plan and Urban Design Guidelines. Additional consultation occurred with the Region of Halton and Credit Valley Conservation, as well as with Heritage Halton Hills. The Downtown Georgetown BIA was provided with project updates at several stages in the process.

### **PUBLIC ENGAGEMENT:**

There have been three public workshops held on the Destination Downtown project to date. The first was a Visioning Workshop held on February 20, 2018. This was followed by an interactive Design Summit on April 4, 2018, and a Public Workshop on a Preliminary Preferred Alternative on May 24, 2018. A drop-in open house and statutory public meeting was held on May 6, 2019.

The Town's on-line public engagement platform 'Let's Talk Halton Hills' was also used to engage the public and receive input throughout the process.

Information on the workshops, public meeting and the on-line engagement was provided in Reports PLS-2018-0027, PLS-2018-0043 and PLS-2019-0032.

### **SUSTAINABILITY IMPLICATIONS:**

The Town is committed to implementing our Community Sustainability Strategy, Imagine Halton Hills. Doing so will lead to a higher quality of life.

The recommendation outlined in this report advances the Strategy's implementation.

This report supports all four pillars of Sustainability and in summary the alignment of this report with the Community Sustainability Strategy is Excellent.

### **COMMUNICATIONS:**

Members of the public and public agencies that have requested notification have been notified that this report is proceeding to Council.

### **CONCLUSION:**

This report has:

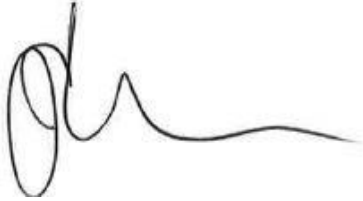
- provided a brief overview of the Provincial and Region of Halton policy framework implemented through Official Plan Amendment No. 37 (Destination Downtown Secondary Plan); provided a summary of the statutory public meeting on the Draft Secondary Plan and Draft Design Guidelines;
- summarized the comments received on the Draft Secondary Plan and Draft Design Guidelines, and provided responses from staff and the consultant;
- provided an overview of the proposed policy and mapping changes to the Draft Secondary Plan, as compared to the Draft Secondary Plan presented at the May 6 Public Meeting;
- presented the final recommended Official Plan Amendment No. 37 (Destination Downtown (Georgetown) Secondary Plan) for the consideration of Council; and,
- outlined the next steps following Council's adoption of Official Plan Amendment 37.

It is recommended that the Downtown Georgetown Secondary Plan (Destination Downtown) be adopted by Council and forwarded to the Region of Halton as the approval authority.

Town staff and the project consultant are satisfied that OPA 37 is consistent with the Provincial Policy Statement, conforms to the Provincial Growth Plan, and meets the

requirements of the Region Official Plan, subject to the Region's final review of the supporting studies, particularly the servicing study.

Reviewed and Approved by,

A handwritten signature in black ink, appearing to be 'John Linhardt', with a stylized, flowing script.

**John Linhardt, Commissioner of Planning and Sustainability**

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**Brent Marshall, Chief Administrative Officer**