

Planning Justification Report

Proposed Commercial Development

580 Burloak Drive, Oakville

Application for Zoning By-law Amendment

February 20, 2026

Prepared for:

Theeb Investments Inc.

Prepared by:

W.E. Oughtred & Associates Inc.

26-2140 Winston Park Dr

Oakville, On L6H 5V5

Contents

CONTENTS.....	2
1.0 INTRODUCTION	3
1.1 BACKGROUND & CONTEXT.....	3
1.3 PURPOSE & SCOPE	3
2.0 LOCATION & CONTEXT	3
2.1 SITE DESCRIPTION	3
2.2 SURROUNDING USES.....	4
2.3 TRANSPORTATION CONTEXT.....	4
3.0 PROPOSED DEVELOPMENT	4
4.0 POLICY, REGULATORY & GUIDELINE CONTEXTS.....	5
4.1 ONTARIO PLANNING ACT, R.S.O. 1990, c P. 1	5
4.2 PROVINCIAL PLANNING STATEMENT 2024.....	6
4.4 THE LIVABLE OAKVILLE PLAN (2009 TOWN OF OAKVILLE OFFICIAL PLAN), OFFICE CONSOLIDATION APRIL 22, 2025	9
4.5 TOWN OF OAKVILLE ZONING BY-LAW 2014-014, OFFICE CONSOLIDATION.....	13
5.0 PUBLIC CONSULTATION STRATEGY	14
6.0 TECHNICAL REPORT SUMMARIES	15
6.1 FUNCTIONAL SITE SERVICING REPORT & STORMWATER MANAGEMENT REPORT.....	15
6.2 GRADING AND SERVICING PLANS.....	16
6.3 TRANSPORTATION IMPACT STATEMENT	16
6.4 ARCHAEOLOGICAL ASSESSMENT – STAGE 1 & 2	16
6.5 ARBORIST REPORT AND TREE PRESERVATION PLAN	16
7.0 SUMMARY & CONCLUSION.....	17
7.1 PROPOSED AMENDMENT TO TOWN OF OAKVILLE ZONING BY-LAW 2014-014	17
7.2 SITE PLAN.....	17
7.3 CONCLUSION	17
8.0 FIGURES.....	19
FIGURE 3 - PROPOSED SITE PLAN.....	21
FIGURE 4 – REGION OF HALTON OFFICIAL PLAN, MAP 1H – REGIONAL URBAN STRUCTURE	23
FIGURE 5 – TOWN OF OAKVILLE OFFICIAL PLAN SCHEDULE A1 – URBAN STRUCTURE	24
FIGURE 6 – TOWN OF OAKVILLE OFFICIAL PLAN SCHEDULE F – SOUTH WEST LAND USE	25
FIGURE 7 – TOWN OF OAKVILLE ZONING MAP 19(4)	26
FIGURE 8 – PROPOSED TOWN OF OAKVILLE ZONING MAP 19(4).....	27

1.0 Introduction

1.1 Background & Context

W.E. Oughtred & Associates Inc. has been retained by Theeb Investments Inc. ("Developer"), to pursue an application for Zoning By-law Amendment to permit a commercial development on the lands at 580 Burloak Drive ("Site"). The lands are legally described as Part of Lot 35, Concession 3 South of Dundas Street, Geographic Township of Trafalgar, Town of Oakville. The site is triangular in shape with a total lot area of 0.4551 ha. Burloak Drive runs on the north and south side of the site. An unused road allowance, partially owned by the Town of Oakville and partially owned by the City of Burlington is located at the western boundary of the lot. The Developer is proposing to purchase the portion of the road allowance that is owned by the Town of Oakville to include in the development property. The area of the road allowance to be purchased is 0.2468 ha. The City of Burlington has advised that the City does not intend to sell the Burlington portion of the road allowance. The total proposed site area including the road allowance to be purchased from the Town of Oakville is 0.7020 ha.

1.2 Proposal

The property owner is proposing to construct 2 two-storey commercial buildings on the site. The buildings will have a total net floor area of 3,221.07 sq. metres. Retail, restaurant and service commercial uses are proposed at grade with office and medical office uses proposed for the second storey. A pedestrian mall, located at grade, will occupy area between the two buildings and an enclosed pedestrian bridge will connect the buildings at the second storey. Ninety-two parking spaces are proposed including 4 barrier free spaces. One loading space and 8 bicycle parking spaces are planned. There will be 2 driveway accesses from Burloak Drive. The northerly driveway be a restricted right-in/right-out access. The southerly access will permit left-in/right-in and right-out movements.

The subject property is currently zoned E2 (Business Employment) which permits a number of uses including restaurants, offices and medical offices. Retail and service commercial uses are not permitted in the E2 zone. As such, the owner is seeking to rezone the site to E4 (Business Commercial) which permits retail and service commercial uses in addition to restaurants, offices and medical offices. The unused road allowance that is being purchased from the Town of Oakville is also zoned E2 and will require rezoning to E4. Approval of a site plan application will also be required. That application will be submitted at a later date.

1.3 Purpose & Scope

This report has been prepared to support the application for rezoning. The report evaluates the development proposal against the policies of the Planning Act, Provincial Planning Statement, 2024, the Region of Halton Official Plan and the Livable Oakville Plan. A review of the existing and proposed zoning is also provided.

2.0 Location & Context

2.1 Site Description

The subject site is a vacant lot, roughly triangular in shape located in the Town of Oakville at the intersection of Burloak Drive, Great Lakes Boulevard and Michigan Drive. The lot has two frontages on Burloak Drive, one on the north side of the lot and the second on the south side. The subject property has an area of 4,551.54 sq. metres (0.4551 ha). The unused road allowance to be purchased from the Town of Oakville has an area of 2,468.97 sq. metres (0.2468 ha). The total area of the development parcel is 7,020.47 sq. metres (0.7020 ha). The lands are generally flat with a single, multi-stemmed tree in the centre of the 580 Burloak Drive property and three individual trees located on the Town's portion of the unused road allowance. An aerial photo of the subject lands is provided in Figure 1.

2.2 Surrounding Uses

Lands on the east side of Burloak Drive and on the east side of Great Lakes Drive are occupied by employment uses. A Place of Worship, Hope Bible Church, occupies a large lot on the south side of Burloak Drive. Commercial plazas with a mix of retail, office, medical office and service commercial uses are located on lands south of the Church. Lands to the west of the subject property have been developed as a low-density residential neighbourhood. This neighbourhood is located within the City of Burlington. The unused road allowance separates the 580 Burloak lands from the residential neighbourhood to the west. The eastern half of the road allowance is owned by the Town of Oakville while the western half belongs to the City of Burlington. Beyond the western limit of the road allowance, a paved walkway, hydro lines and a line of mature evergreen trees provide a buffer between the residential neighbourhood and the development site. Figure 2 provides a neighbourhood context plan.

2.3 Transportation Context

The subject site is located on Burloak Drive which is designated as a minor arterial road with 4 lanes. Burloak runs north-south from Lakeshore Road to Upper Middle Road and provides access to the Queen Elizabeth Way, approximately 1.5 km to the north of the subject lands. Great Lakes Drive is also a minor arterial road with 4 lanes providing access to the Employment Area to the east of the subject site and access to residential neighbourhoods located south of Rebecca Street. Michigan Drive is a 2-lane local road providing access to the interior of the employment area. Two local roads, Flora Drive and Adele Road provide access to the residential neighbourhood from Burloak Drive.

Oakville Transit operates bus service to the subject property via Route 14/14A. Route 14/14A provides service between Oakville GO Station on Cross Avenue in Oakville and Appleby GO Station on Fairview Road in Burlington. Connections to GO train and bus services and local transit are available at both GO station. The nearest bus stop is located on Burloak Drive in front of the subject lands. Route 14 provides all day service every day at 30-minute intervals between busses.

Burlington Transit also provides bus service on Burloak Drive along Route 11. Route 11 connects to the Appleby GO Station on Fairview Road. The GO Station provides access to other Burlington Transit bus lines as well as GO Service. The nearest bus stop for Burlington Transit Route 11 is located approximately 600 metres south of the subject property at the intersection of Burloak and New Street/Rebecca Street. Route 11 operates all day, every day at 15-minute intervals between busses.

The subject lands are also well located with respect to facilities for pedestrians and cyclists. Bike lanes are located on Burloak Drive, Michigan Drive and Great Lakes Boulevard. Burloak, south of the subject property has been built with sidewalks. On the north side of Michigan Drive, Burloak has a multi-use trail on the east side of the road. Another multi-use trail runs behind the subject lands adjacent to the unused road allowance. The multi-use trail extends around the subject lands along both Burloak frontages.

Overall, the subject lands have excellent access to the municipal road network, the Queen Elizabeth Way, local public transit, GO train and bus service and walking and cycling infrastructure.

3.0 Proposed Development

The property owner is proposing to construct two buildings on the site with a total net floor area of 3,221.07 sq. metres. The buildings will be roughly triangular in shape to be consistent with the shape of the site. A pedestrian mall will be located between the buildings. An enclosed pedestrian bridge at the second storey will connect the two buildings. The buildings will each be subdivided into units that will be offered for lease to commercial tenants. Concept plans show a total of 17 units including 9 units at grade and 8 units on the second floor. It is anticipated that the units located at grade will be leased for restaurant, retail and service commercial establishments. Units on the second floor will be leased for office and medical office uses. All units located on the ground floor will have direct access from the parking area or the pedestrian mall. Second floor units will be reached via an elevator and stairwell located in an office

lobby. The office lobby will be located one building noted as Retail Plaza West on the site plan. Access to the second floor in the second building (noted as Retail Plaza East) will be by way of the pedestrian bridge.

A total of 92 parking spaces are proposed including 4 accessible spaces. One loading space and 8 bicycle parking are also proposed. The number of parking spaces exceed the By-law requirements. There is an existing sanitary sewer under the proposed parking lot. A 5 metres wide easement will be granted to the Region of Halton for access to the sewer.

Two restricted access driveways from Burloak Drive are proposed. The northerly driveway will be restricted to right turns into the site and right turns out of the site. The southerly driveway will allow right turns and left turns into the site and right turns out of the site. It will not be possible to turn left out of the site onto Burloak Drive. The proposed site plan has been provided in Figure 3.

4.0 Policy, Regulatory & Guideline Contexts

4.1 Ontario Planning Act, R.S.O. 1990, c P. 1

The Planning Act is the provincial legislation that is the basis for all decisions on land use in Ontario. The purpose of the Act is to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under the Act. The Act provides for a system of land use planning led by Provincial Policy. To that end, the Planning Act requires that all decisions on planning matters be consistent with the Provincial Policy Statement as well as conform to, and not conflict with, all other provincial plans.

Section 2 of the Planning Act requires that approval authorities have regard for matters of provincial interest in carrying out their responsibilities under the Act. Matters of provincial interest that are relevant to the subject development proposal are:

- f) the adequate provision and efficient use of communication, transportation, sewage and water serves and waste management systems;

The development site is located on Burloak Drive, a minor arterial road. The proposed development will be serviced by municipal water, wastewater and stormwater services. Waste collection services will be provided by a private contractor. Public transit, Town of Oakville Transit Route 14/14A, is available in front of the subject lands. City of Burlington Transit Route 11 is available on Burloak Drive about 600 metres south of the subject property. Both transit routes provide connection to the GO network of trains and busses as well as connections to other local transit lines. The road network is well-developed and provides connection to the adjacent residential neighbourhood to the west and the employment area to the east as well as to the Queen Elizabeth Way. There are pedestrian and cycling routes throughout the area.

- h) the orderly development of safe and healthy communities;

The proposed development represents orderly development as it makes efficient use of a vacant site within the Urban Boundary with access to transit and close to an existing residential neighbourhood and a large employment area.

- h-1) the accessibility of persons with disabilities to all facilities, services and matters to which the Act applies.

The proposed development will be fully accessible to persons with disabilities.

- k) the adequate provision of employment opportunities

The development will include office and medical space on the second floor as well as retail, restaurant and service commercial uses on the ground floor. It is anticipated that all uses will provide employment opportunities, including part-time jobs in retail and restaurant settings suitable, for students. These uses also support the surrounding employment area.

- l) the protection of the financial and economic well-being of the Province and its municipalities.

The subject site is located in an area serviced by an existing road network, water, sanitary and stormwater services and public transit. Extension of public services is not required to accommodate the proposed development.

- p) the appropriate location of growth and development;

The subject property is an underutilized site located within the built boundary of the Town of Oakville. It is adjacent to an existing residential neighbourhood and at the edge of a large employment area. The development that is proposed will provide access to goods and services for those who live and work nearby.

- q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians.

The proposed development is accessible on foot and by cycling. Bike lanes on Burloak, Great Lakes Boulevard and Michigan Drive provide safe access to the site for cyclists from the employment area and the wider community. A multi-use trail is located just west of the subject lands and around the site along Burloak Drive. Sidewalks are located on Burloak Drive, Michigan Drive and Great Lakes Boulevard. A bus stop for Oakville Transit Rout 14/14A is located adjacent to the subject site on Burloak Drive. A stop for Burlington Transit Rout 11 is located south on Burloak Drive at the intersection of Burloak and New Street/Rebecca Street. Both transit routes provide service to the Appleby GO station with connections to GO train and bus service and other local transit lines.

- r) the promotion of built form that,
 - (i) is well-designed,
 - (ii) encourages a sense of place, and
 - (iii) provides for public spaces that are high quality and accessible.

The proposed development will consist of two, 2 storey buildings with a pedestrian mall between the buildings and a second storey walkway connecting the buildings. The buildings will be roughly triangular, consistent with the triangular shape of the site. The pedestrian mall will provide a gathering space for people working in the buildings and visitors patronising the shops and restaurants. It is anticipated that there will be outdoor dining space in the pedestrian mall associated with the restaurants. The development will be an attractive addition to the local area.

Section 3(5) of the Act requires that decisions made by an approval authority be consistent with the Provincial Policy Statement and conform to other provincial plans. The development application has been reviewed for consistency with the Provincial Planning Statement, 2024, in Section 4.2 of this report and found to be consistent with the PPS.

4.2 Provincial Planning Statement 2024

The Provincial Planning Statement 2024 (PPS) went into effect on October 20, 2024. It is a streamlined province-wide framework that replaces the Provincial Policy Statement 2020 as well as the Growth Plan for the Greater Golden Horseshoe 2020. The PPS provides overall policy direction to municipalities on growth management and land use planning. Municipal Official Plans and local decisions on planning matters must be consistent with the policies of the PPS. All decisions on land use planning matters that are made after October 20, 2024, must be consistent with the PPS 2024. The goal of the PPS is to regulate the development of land to maintain the long-term prosperity and social well-being of the province while protecting important resources and the quality of the natural environment.

Section 2.8 of the PPS deals with Employment and Employment Areas. Policies relevant to the proposed development are:

2.8.1 Supporting a Modern Economy

1. Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;

- d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and

e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

The proposed development will contain a mix of retail, restaurant and office uses to service both workers in the nearby employment area and residents of the adjacent neighbourhood. Further, the development will serve as a transition between the employment uses to the east and the residential uses to the west.

2.82. Employment Areas

1. Planning authorities shall designate, protect and plan for all employment areas in settlement areas by:

a) planning for employment area uses over the long-term that require those locations including manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities;

b) prohibiting residential uses, commercial uses, public service facilities and other institutional uses;

c) prohibiting retail and office uses that are not associated with the primary employment use;

d) prohibiting other sensitive land uses that are not ancillary to uses permitted in the employment area; and

e) including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability.

The subject property is a small site that is not well suited for typical employment uses such as warehousing and manufacturing. The proposal will accommodate retail, restaurant, service commercial, office and medical office uses with modest requirements for space. The proposal makes good use of a small, irregularly shaped, vacant parcel of land on the edge of an employment area and provides an appropriate transition between the Employment Area and the adjacent residential neighbourhood.

4.3 Region of Halton Official Plan, Office Consolidation May 16, 2024

On June 6, 2024, Bill 185, Cutting Red Tape to Build More Homes Act, 2024, received Royal Assent. Bill 185 amended the Planning Act to remove planning responsibilities from several upper tier municipalities, including the Regional Municipality of Halton. As of July 1, 2024, the Region of Halton Official Plan devolved to the Region's 4 local municipalities. The local municipalities are required to ensure that development applications conform to the policies of the Region of Halton Official Plan.

Section 25 of the Region of Halton Official Plan (RHOP) states that planning decisions in Halton will be based on balancing 4 factors: protecting the natural environment, preserving Prime Agricultural Areas, enhancing economic competitiveness and fostering a healthy equitable society.

The subject property carries the following designations in the RHOP

1. Urban Area as shown on Map 1: Regional Structure;
2. Employment Area as shown on Map 1c: Future Strategic Employment Areas;
3. Employment Area as shown on Map 1h: Regional Urban Structure;
4. Burloak Drive is designated as a Minor Arterial road as shown on Map 3: Functional Plan of Major Transportation Facilities.

The Region of Halton Official Plan identifies 4 components of the Regional Urban Structure in Section 78. These are: Strategic Growth Areas, Regional Employment Areas, Built-Up Areas and Designated Greenfield Areas. The subject property is designated Employment Area on Map 1h, as shown in Figure 4.

Objectives for the Regional Urban Structure can be found in Section 78.1. The proposed development is consisted with the following objectives:

- (1) To provide a structure and hierarchy in which to direct population and employment growth within the Urban Area to the planning horizon of this plan;
- (4) To identify Regional Employment Areas and protect them for long-term employment use, while providing flexibility to address changes in the role and function of these areas in relation to prevailing trends in the economy of the Region.

The subject lands are located within the Urban Area, at the edge of a designated Employment Area and adjacent to a residential area. The site is small and, due to its location, cannot be consolidated with adjacent lands to create a larger lot. The size and shape of the lot make it unsuitable for conventional employment uses such as manufacturing or warehousing that generally require large sites with regular proportions. However, the proposal to develop space for restaurant, retail and office activities will help to support the larger employment area.

Objectives for Employment Areas are provided in Section 83.1 of the RHOP. The objectives that are relevant to the proposal for the subject lands are:

- (1) To ensure availability of sufficient land for employment to accommodate forecasted growth to support Halton's and its Local Municipalities' economic competitiveness.
- (2) To provide, in conjunction with those employment uses within the residential and mixed-use areas of the communities, opportunities for a fully diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and taking into account the needs of existing and future businesses.
- (4) To recognize the changing nature of employment and to recognize the role of Employment Areas in accommodating a diverse range of innovative employment uses and supporting the overall Regional Urban Structure.

The subject site is located at the edge of an employment area and adjacent to a residential neighbourhood. The site's small size and triangular shape make it poorly suited for conventional employment uses which generally require large parcels of land. Further, the site's proximity to sensitive land uses limits the uses that can be accommodated on the subject lands to those that do not generate noise, dust or odour. The proposed development can be adequately accommodated on the site and will provide spaces for a variety of uses that will be supportive of the employment area. The proposed development is also an appropriate transition between the employment area and the residential neighbourhood to the west.

Section 83.2 sets out policies for Employment Areas. The proposal has been evaluated against the following policies:

It is the policy of the Region to:

- (1) Plan for Employment Areas by:
 - a) prohibiting residential uses;
 - b) prohibiting major retail uses;
 - c) permitting a range of employment uses including but not limited to industrial, manufacturing, warehousing, and office uses;
 - d) permitting a range of ancillary uses that are associated with an employment use or supportive of the overall Employment Area, as identified in Local Official Plans in accordance with Section 83.2 (6)b) of the Plan.
- (2) Plan for, protect and preserve the Employment Areas for current and future use. Development in proximity to major facilities are required to meet the Provincial Policy Statement, 2020 requirements for land use compatibility.

- (5) Require development with the Employment Areas to support achieving the density target identified in Table 2 of this Plan.

The proposed development will not include residential or major retail uses. Under the proposed zoning, the maximum permitted net floor area for retail uses on the site will be 2,500 sq. metres. The size and shape of the subject lands make it unsuitable for industrial, manufacturing or warehousing uses which generally require large lot areas. It is anticipated that units in the proposed development will be leased for small retail stores, restaurants and service commercial establishments such as hair and nail salons. These uses will be supportive of the overall Employment Area while providing local job opportunities. The proposal does not represent a sensitive land use and is, therefore, compatible with uses within the Employment Area. A Land Use Compatibility Study has been prepared, and the report concludes that the proposal is compatible with the residential neighbourhood to the west and the Place of Worship to the south.

4.4 The Livable Oakville Plan (2009 Town of Oakville Official Plan), Office Consolidation April 22, 2025

The Livable Oakville Plan was adopted by Town Council in June 2009 and approved by the Region of Halton in November 2009, with modifications. Subsequently, a number of appeals were filed with the Ontario Municipal Board. The Board approved the plan, with modifications, in May 2011. The purpose of the plan is to guide growth and development in manner that is consistent with Provincial policy and upholds the Plan's guiding principles which include preserving and creating a livable community, providing choice in housing, jobs, transportation and community resources and achieving sustainability. The Plan establishes an Urban Structure that provides a framework for where and how the Town will grow. The Urban Structure consists of a number of distinct and interconnected elements, as discussed in Chapter 3. The subject lands are designated Employment Areas on Schedule A1 -Urban Structure, as shown in Figure 5 to this report.

Section 3.8 of the Livable Oakville Plan lays out a vision for Employment Areas that provide for a mix of employment uses including industrial, manufacturing, warehousing, offices and associated retail and ancillary facilities. Further, it is anticipated that development in Employment Areas will reflect an evolving economy that is less reliant on industrial and manufacturing uses and sees increased demand in the office sector. Employment Areas will be planned to accommodate a more compact, transit-supportive and pedestrian-oriented environment with a range of employment supportive amenities.

The proposed development is consistent with the general policies set out in Section 3.8 as it will provide spaces for retail, restaurant and service commercial uses that will support the broader employment area. The proposal will also satisfy demand for small office and medical office units in a compact development in a neighbourhood with existing transit service and pedestrian and cycling infrastructure.

Chapter 4 of the Plan discusses how growth and change will be managed in Oakville. Table 2 shows the Town-wide population and employment forecasts. Employment is estimated to grow to 127,000 jobs by 2031. Employment Areas support a diverse economic base, including a range and choice of sites for employment uses to support a wide range of economic activities and ancillary uses. Employment Areas are to be protected and preserved to meet current and future employment needs.

The subject site is not well-suited for many types of employment uses due to its size and proximity to sensitive land uses. However, the uses that are proposed for the site will provide employment opportunities in retail, commercial, restaurant and office settings. Some of these employment opportunities are particularly well-suited for students.

Section 6.9 of the Official Plan sets out policies for built form in the Town of Oakville. Policies relevant to the proposed development are:

6.9.1 Buildings should be designed to create a sense of identity through, massing, form, placement, orientation, scale, architectural features, landscaping and signage.

The development proposal represents a unique design including 2 triangular buildings with a pedestrian mall between. The shape of the buildings is reflective of the shape of the site and its location at a major intersection.

6.9.2 Building design and placement should be compatible with the existing and planned surrounding context and undertaken in a creative and innovative manner.

The buildings will be 2 storeys in height, compatible with the residential neighbourhood to the west.

6.9.3 To achieve compatibility between different land uses, development shall be designed to accommodate an appropriate transition through landscape buffering, spatial separation and compatible built form.

There will be an appropriate spatial separation between the proposed building and the residential neighbourhood including a parking lot and the City of Burlington portion of the unused road allowance. The road allowance is bordered by a line of mature conifers which will effectively screen the commercial building from the residential land uses. A Concept Landscape Plan is being submitted with the application for rezoning. The Landscape Plan proposes a mix of deciduous and coniferous trees at the rear of the parking area to further screen the commercial development from adjacent residential uses.

6.9.5 Building should present active and visually permeable facades to all adjacent streets, urban squares and amenity spaces through the use of windows, entry features and human-scaled elements.

Large windows are proposed for all building elevations at both the ground floor and second storey. The pedestrian mall between the buildings will have access doors and windows into the individual units providing overlook to the communal space.

6.9.8 Buildings located on corner lots shall provide a distinct architectural appearance with a high level of detailing and articulated facades that continue around the corner to address both streets.

The subject lot is located at the intersection of Burloak Drive and Great Lakes Boulevard. The proposed building will have a distinctive shape. The Burloak streetscape will be enlivened by building elevations that demonstrate a high level of design and architectural detail with a mix of cladding materials.

6.9.12 New development should be fully accessible by incorporating universal design principles to ensure barrier-free pedestrian circulation.

The building has been designed to be barrier-free and entirely accessible to those who require mobility assistive devices.

6.9.13 Rooftop mechanical equipment shall not be visible from view from the public realm.

There will be no mechanical equipment located on the roof except the elevator over-run.

6.9.14 Outdoor amenity areas on buildings should incorporate setbacks and screening elements to ensure compatibility with the local context.

The outdoor amenity area will be located between the two buildings with limited exposure to the public street, thereby creating a sense of enclosure.

Landscaping requirements are discussed in Section 6.10, as follows:

6.10.1 Landscaping design and treatments should:

- a) enhance the visual appeal and human scale of development;
- b) create an attractive environment for pedestrian movement;
- c) frame desired views or focal points;

- d) define and demarcate various functions within a development; and
- e) provide seasonal variation in form, colour and texture.

A Concept Landscape Plan is being submitted in support of the rezoning application. Landscape details will be finalized through the site plan process.

6.10.2 Development should preserve and enhance the urban forest by:

- a) maintaining existing healthy trees where possible;
- b) providing suitable growing environments;
- c) increasing tree canopy coverage;
- d) incorporating trees with historic and cultural significance;
- e) integrating a diverse mix of native plant species.

There are 4 existing trees on the development site including one on the 580 Burloak Drive property and 3 on the Oakville portion of the unused road allowance. All trees must be removed for the proposed development. The Concept Landscape Plan shows 76 replacement trees to be planted around the periphery of the site, within the pedestrian mall and at the edges of the parking area. As such, the tree canopy will be substantially enhanced. Details of the proposed plantings will be finalized through the site plan process.

Policies for pedestrian access and circulation are found in Section 6.11. The proposal has been evaluated against the following policies:

6.11.1 Access to pedestrian walkways should be barrier-free.

All walkways will be barrier-free.

6.11.2 Developments should incorporate safe and direct access and circulation routes to and through the site that connects pedestrians to:

- a) principal entrances of building(s), amenity areas and parking areas;

Principal building entrances will be adjacent to the parking area and the pedestrian mall.

- b) public sidewalk and transit facilities; and

The internal sidewalks and the pedestrian mall connect to the multi-use trail on Burloak Drive.

- c) adjacent developments where appropriate.

There are no adjacent developments.

Section 6.12 provides policies for vehicular access and circulation. Specifically, Section 6.12.1 states that “Developments should incorporate safe and direct vehicular access and circulation routes with defined internal driving aisles to direct traffic, establish on-site circulation, and frame parking areas.

There are two proposed driveways from Burloak Drive that provide direct access to the parking area at the rear of the building. The parking area will provide 2 rows of parking with 92 parking spaces. The rows will be separated by a driving aisle.

Parking policies are laid out in Section 6.13. The following policies are relevant to the proposed development:

6.13.2 Surface parking areas should be:

- a) located in the rear or side yard, or in areas that can be appropriately screened, so they do not dominate the streetscape, but are sufficiently visible for safety and functionality; and,

The proposed parking area will be located at the rear of the building and will be sufficiently visible from Burlook Drive.

- b) connected to the on-site pedestrian network and streetscape through landscaped pedestrian linkages.

A walkway will be located adjacent to the rear of the building to provide safe access to the ground floor units and the pedestrian mall.

6.13.3 Barrier-free parking spaces should be located in close proximity to principal building entrances.

Four barrier-free parking spaces are proposed adjacent to the rear of the building.

Policies for service, loading and storage areas are found in Section 6.16, as follows:

6.16.1 Service and loading areas should be:

- a) located and oriented away from the general circulation of pedestrians and motor vehicles both on-site and in the public right-of-way;
- b) accessible but not visible from the public realm; and
- c) separated and buffered from Residential Areas.

6.16.2 The visual and noise effects of activities associated with service and loading areas on the surrounding environment should be minimized by locating such areas behind buildings, erecting noise walls and fences, and screening with tree and shrub plantings.

6.16.3 For all development in the growth areas and on lands adjacent to residential land uses, service and loading areas should be located internal to the buildings or appropriately screened from the public realm and, where required, from adjacent uses.

6.16.4 Site and building services and utilities such as waste storage facilities, air handling equipment, hydro transformers and telecommunications equipment should be located within the rear yard or away from or screened from public streets, adjacent Residential Areas and other sensitive land uses.

A loading area has been proposed adjacent to the northerly site access. The loading space will be screened from the street by trees. Existing mature trees adjacent to the unused road allowance and proposed tree planting to the rear of the parking area will sufficiently screen the servicing and loading areas for the proposed development from the residential neighbourhood.

Chapter 14 provides detailed policies for Employment Areas which are intended to provide for a wide range of employment opportunities in the Town in the form of industrial, business and office activities. General policies for Employment Areas are set out in Section 14.1. Relevant policies are:

14.1.1 It is anticipated that all of the lands designated for employment purposes will be needed to make the Town a balanced and complete community.

The proposed development will provide units for retail, restaurant and service commercial uses that will support the function of the larger employment area.

14.1.3 The Town will encourage the development of Employment Areas with transit-supportive, compact built-form and minimized surface parking areas. All development shall be at a scale compatible with adjacent uses. Height and built form shall be regulated through the implementing zoning.

The proposed development is compact and at a scale that is appropriate for the site’s context adjacent to a low-rise residential neighbourhood.

14.1.4 Buffering and landscaping shall be required to ensure visual and physical separation between employment uses and adjacent uses.

The development has been designed so that the parking lot and the City of Burlington portion of the road allowance provide a buffer to the neighbourhood. The edge of the road allowance is lined with conifer trees which will provide a visual screen between the dwellings and the commercial buildings. The Landscape Plan proposes additional tree plantings at the rear of the parking lot for further screening.

14.1.6 Major retail and residential uses shall not be permitted in Employment Areas outside of a delineated major transit station area in accordance with the 2019 Growth Plan.

Neither major retail nor residential uses are proposed. The Zoning By-law limits the aggregate Gross Floor Area of all retail uses on the site to 2,500 sq. metres.

There are four land use designations within Employment Areas including Office Employment, Business Employment, Industrial and Business Commercial. The subject property is designated Business Commercial on Schedule F-Southwest Land Use (see Figure 6). Policies for lands designated Business Commercial can be found in Section 14.6. Policies relevant to the proposed development are:

14.6 Business Commercial areas provide for service commercial and convenience retail uses to support the surrounding Employment Areas and the travelling public.

14.6.1 Uses permitted in the Business Commercial designation may include limited retail, service commercial uses, including restaurants, motor-vehicle related uses, hotels, public halls, offices, indoor sports facilities, places of entertainment, and training facilities and commercial schools.

14.6.2 The type and size of uses within the Business Commercial designation shall be regulated by the implementing zoning.

14.6.3 Retail and service commercial uses on sites designated Business Commercial should not exceed a maximum of approximately 2,500 square metres in total floor area.

14.6.5 The Business Commercial designation shall apply to sites within Employment Areas that have historically served an employment-supportive, primarily service commercial, function, as well as sites at the periphery of new or developing Employment Areas.

The subject site is at the edge of an Employment Area and adjacent to sensitive land uses. The uses that are proposed, including retail, restaurant and service commercial establishments will support the larger employment area. Retail uses will not exceed a total floor area of 2,500 sq. metres, as set out in the Zoning By-law.

4.5 Town of Oakville Zoning By-law 2014-014, Office Consolidation

The subject property is currently zoned E2 (Business Employment) as shown on Zoning Map 19 (4) (see Figure 7) which permits a number of employment uses including business office, medical office and restaurant uses. The E2 zone does not permit retail stores or service commercial establishments. As such, rezoning to E4 (Business Commercial) is being requested. In addition to business office, medical office and restaurant uses, the E4 zone also permits service commercial establishments and retail stores with a maximum net floor area on a lot for all retail uses to 2,500 sq. metres. Site Specific zoning is required as the subject lands do not meet the minimum lot area requirements for the E4 zone, as shown in the table below:

Standard	E4 Zone Requirement	Proposed Development	Complies with E4 Requirement
Minimum lot area	6.0 ha	0.7020 ha	No

Minimum lot frontage	30.0 m	78.88 m	Yes
Minimum front yard	3.0 m	3.0 m	Yes
Minimum flankage yard	3.0 m	3.0 m	Yes
Minimum rear yard	3.0 m	22.8 m	Yes
Maximum height	18.5 m	8.0 m	Yes
Minimum landscape coverage	10%	23.2%	Yes
Minimum Number of Parking Spaces	1.0 space per 40 sq. metres of net floor area = 81 spaces	92 spaces	Yes
Minimum Number of Barrier Free Parking Spaces	4% of total spaces must be barrier free = 4 spaces	4 spaces	Yes
Minimum Number of Loading Spaces	None required	1	Yes
Minimum Number of Bicycle Parking	2 + 1 space per 1,000 sq. metres of Net Floor Area = 3 spaces	8	Yes

The proposed Zoning map can be found in Figure 8.

5.0 Public Consultation Strategy

The Planning Act sets out public notice requirements for development applications including installation of public notice signs on the property and holding a Statutory Public Meeting to allow members of the community to comment on the application. Notice of the public meeting is mailed by first class mail to all residents within 120 metres of the subject lands a minimum of 20 days before the Statutory Public Meeting. Input from the Statutory Public Meeting will be considered and formal responses required to address comments from the meeting. The proposal may be revised to address comments, as necessary. Further, once the rezoning application has been deemed complete, the application and all supporting plans and studies will be available to the public on the Town's website.

The Town of Oakville also requires that developers hold a virtual, hybrid or in-person Public Information Meeting to seek public input on the proposed development prior to submission of a complete application. The Public Information Meeting for the proposal was held virtually on July 14, 2025. A list of invitees and their mailing addresses was provided by the Town of Oakville and invitations were sent by first class mail 20 days ahead of the meeting. Approximately 20 individuals attended the virtual Community Meeting. The Councillor for Ward 5 in Burlington, Paul Sharman, and the Councillors for Ward 1 in Oakville, Jonathan McNeice and Sean O'Meara, also attended as did Town of Oakville planning staff. Most attendees were residents of the Burlington neighbourhood located to the west of the subject site.

Comments received at the public meeting have been summarized in the following Table.

Public Comment	Developer Response
Increased traffic will be generated by the proposed development.	A Traffic Impact Study has been prepared and is being submitted with the application for rezoning.
The amount of parking proposed is inadequate for the uses on site.	The number of parking spaces proposed exceeds the Zoning By-law requirement.
The proposed office space is not necessary given office vacancies in the area.	Demand for the office space cannot be known until the proposal is constructed and offered for lease. Second floor units may also be leased for service commercial establishments such as hair or nail salons, barbershops and medical office uses.
There will be increased noise related to the fast-food restaurants which usually close late in the evening.	It is too early to say how many fast-food restaurants will be located in the proposed development, if any.

The proposed development does not benefit the neighbourhood.	The retail, restaurant, service commercial and office uses will be easily accessible to the residents of the neighbourhood and may provide local employment opportunities, especially for young people.
Increased hard surfaces on the subject site may create stormwater management issues and increased run off to the residential neighbourhood.	A Stormwater Management Plan, a Pre-Development Drainage Plan and Post-Development Drainage Plan have been prepared and will be submitted with the application for rezoning.
Vehicular access to and from the proposed development from Burloak will create safety hazard. A Traffic Impact Study should be required.	A Traffic Impact Study has been prepared including recommendations for restricting the proposed accesses to ensure safe ingress and egress.
Tree removal will make the proposed development visible to neighbours.	An Arborist Report has been prepared which identifies 4 trees for removal. One tree is located on the property at 580 Burloak Drive and 3 trees are located on the Oakville portion of the unused road allowance. There is a line of mature evergreen trees adjacent to the Burlington portion of the unused road allowance. These trees will remain and provide 4 season screening of the development site from the adjacent neighbourhood.
Fast food restaurants will create security issues and crime.	It is too early to say how many fast-food restaurants will be located in the proposed development, if any.
Construction of the Burloak overpass has created disturbance, noise and influx of pests into the neighbourhood. Construction on the subject site will further inconvenience area residents.	Construction activities will respect the Town of Oakville By-laws for hours of work and the Site Plan Agreement between the Town and the Developer will specify standards for maintaining a clean and orderly site
Would like to see the City purchase land for a park.	Councillor O'Meara responded that a public park at this location is not within the City's Parks Plan.
Site too small for the proposal.	The subject site is not an appropriate size or shape for a warehouse or manufacturing operation. However, the proposed development is less than 3,500 sq. metres in Net Floor Area and is being designed for tenants who wish to lease space for office, retail, restaurant and service commercial uses with modest space requirements.
Proposed development will impact property values in the area and property taxes.	The proposed development is separated from the residential neighbourhood by the Burlington portion of the unused road allowance as well as a line of mature coniferous trees located on the west side of the road allowance. Further, the Landscape Plan shows a mix of deciduous and coniferous trees to be planted at the rear of the parking area. As such, the residential neighbourhood is physically separated from the proposed commercial development and will be well screened by trees.

The developer looks forward to working with Town staff and local area residents to ensure that concerns are addressed as much as possible and the proposed development becomes an attractive addition to the neighbourhood and serves the local community.

6.0 Technical Report Summaries

6.1 Functional Site Servicing Report & Stormwater Management Report

A Functional Servicing and Stormwater Management Report (FSR/SWM), dated January 16, 2026, was prepared by Urbtech Engineering Inc. The purpose of the report is to provide site-specific information for the Town's review regarding infrastructure for storm drainage, sanitary sewers and water supply. The report concludes that the proposed servicing arrangements meet the Town of Oakville and Region of Halton requirements, as follows:

- Proposed 300 mm storm sewer connecting to the existing 375 mm storm sewer located in the unused road allowance, west of the subject lands;
- Proposed new sanitary service will be provided from the existing 200 mm sanitary sewer that runs through the subject lands. There is sufficient capacity in the existing sanitary sewer on Burloak Drive to accommodate the proposed development;
- Water supply for domestic use and fire suppression will be provided from the existing 300 mm watermain on Burloak Drive;
- Water balance will be achieved through increased soil volumes for landscape plantings;
- Stormwater quality control will be achieved using a Hydro Filter;
- Stormwater quantity control will be achieved using a 140 mm diameter orifice plate installed in a manhole and roof-controlled drain. Stormwater will be detained in an oversized storm sewer, in parking surfaces and on the building roof.
- Erosion and sediment control will be provided during construction by sediment fencing and catch basin protection.

6.2 Grading and Servicing Plans

A Grading Plan, a Servicing Plan, a Pre-Development Drainage Plan, a Post-Development Drainage Plan, an Erosion and Sediment Control Plan and a Sanitary Sewer Analysis have been prepared by Urbtech Engineering. All plans are dated January 16, 2026, and support the Functional Servicing and Stormwater Management Report.

6.3 Transportation Impact Statement

A Transportation Impact Study dated December 7, 2025, was prepared by NexTrans Consulting Engineers. The report reviewed existing transportation conditions in the local area including the road network, transit, the active transportation network, intersection capacity and future traffic conditions. The proposed site plan was reviewed for adequacy of the driveway accesses, vehicle and pedestrian circulation, parking, bicycle parking and loading. The report concludes that the proposed number of parking spaces, bicycle parking and loading spaces are sufficient for the propose uses and meet or exceed the Zoning By-law requirements. Further the site driveway accesses meet the corner clearance suggested by TAC 2017. It is recommended that both driveways operate as restricted accesses.

6.4 Archaeological Assessment – Stage 1 & 2

A stage 1 & 2 Archaeological Assessment was conducted by Matthew Muttart of Archaeological Consultants Canada (ACC). The report is dated September 17, 2025. ACC conducted Stage 1 background research on the subject lands that indicated that the entire property retained general archaeological potential. As such, a Stage 2 investigation was carried out by way of test pits at 5 metre intervals. No archaeological artifacts were uncovered during the Stage 2 investigation. The report was submitted to the Ministry of Citizenship and Multiculturalism and expedited review has been requested.

6.5 Arborist Report and Tree Preservation Plan

An Arborist Report and Tree Preservation Plan dated May 20, 2025, was prepared by Welwyn Consulting. Welwyn carried out an inventory of all trees over 15 cm Diameter Breast Height (DBH) on the subject lands or on adjacent properties within 6.0 metres that could potentially be impacted by development. There is 1 tree on the subject property and 3 trees located in the Town of Oakville portion of the unused road allowance. All trees will need to be removed for the proposed development. The report concludes that 29 replacement trees are required to compensate for the removals. A Landscape Plan showing replacement trees will be submitted through the Site Plan application process.

6.6 Land Use Compatibility Study

A Land Use Compatibility Study dated July 28, 2025, was prepared by RWDI. The study examined potential noise and air quality impacts from the proposed development on sensitive land uses within 300 metres of the subject lands. Sensitive land uses included detached dwelling located in the residential neighbourhood to the west of the site and a

Place of Worship (Hope Bible Church) located to the south of the subject property. Based on the proposed office and commercial uses, the report concluded that the development is expected to be compatible with surrounding sensitive land uses.

6.7 Phase One Environmental Site Assessment

A Phase One Environmental Site Assessment, dated August 11, 2021, was prepared by OHE Consultants. A desktop analysis of uses of the subject site and surrounding properties concluded that the potential for environmental impacts to soil and groundwater appear to be low.

6.8 Update to Phase One Environmental Site Assessment

A Phase One Environmental Site Assessment Update was prepared by OHE Consultants and is dated May 28, 2025. The Phase One Update included a property re-inspection and review of a newly obtained EcoLog ERIS report. Area-wide Road works and works on the western portion of the subject lands (unused road allowance) were identified as having taken place since the original 2021 Phase One was completed. However, it was confirmed that no fill materials were imported to the subject lands as a result of these works and no material changes of potential environmental concern were identified. Further, no additional EcoLog ERIS records of potential concern were found when compared with the 2021 EcoLog ERIS report. The Update concludes that no further environmental investigation is warranted.

7.0 Summary & Conclusion

7.1 Proposed Amendment to Town of Oakville Zoning By-law 2014-014

The amendment to Zoning By-law 2014-014 will rezone land that are currently zoned E2 (Business Employment) to E4 (Business Commercial) to permit retail stores and service commercial establishments. Other proposed uses including restaurants, offices and medical offices are permitted under the existing E2 zone and in the E4 zone.

7.2 Site Plan

An application for site plan approval will be required. The site plan application will be submitted at a later date.

7.3 Conclusion

The proposed amendment to the town of Oakville Zoning By-law 2014-014 to permit retail and service commercial establishments are supported by the policies of the Provincial Planning Statement 2024 and the Region of Peel Official Plan and the Livable Oakville Plan. The proposal represents good land use planning because:

1. The subject lands are located at the periphery of an employment area but due to size, shape and proximity to sensitive land uses, are not well suited to conventional employment uses such as manufacturing and warehousing.
2. The proposed development will provide spaces for retail, restaurant, service commercial establishments, office and medical office uses that will support the larger employment area and provide employment opportunities including part-time jobs suitable for students.
3. The subject lands are of sufficient size and character to accommodate the proposed development and required parking.
4. The development will be a triangular design consisting of 2 buildings separated by a pedestrian mall. The proposed buildings are 2 storeys in height with interesting architectural details and constructed with high quality materials. The proposal will be compatible with the adjacent residential neighbourhood and an attractive addition to the Employment Area.

Based on the foregoing, we recommend approval of the applications.

Yours truly,

A handwritten signature in black ink, appearing to be 'W. Oughtred', written in a cursive style.

William Oughtred

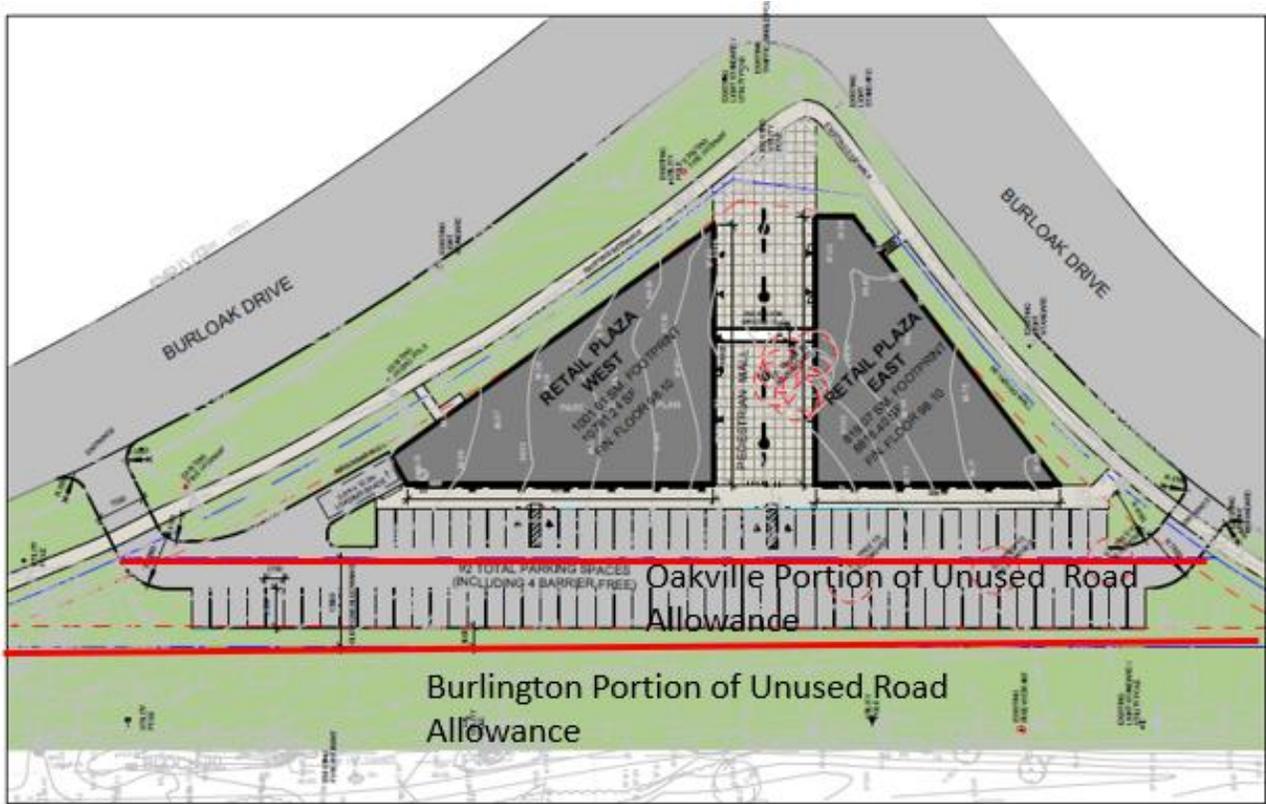
8.0 Figures

Figure 2 – Neighbourhood Context Map



Source: Town of Oakville Aerial Photos, 2021

Figure 3 - Proposed Site Plan



580 BURLOAK DRIVE SITE PLAN

Figure 4 – Region of Halton Official Plan, Map 1h – Regional Urban Structure

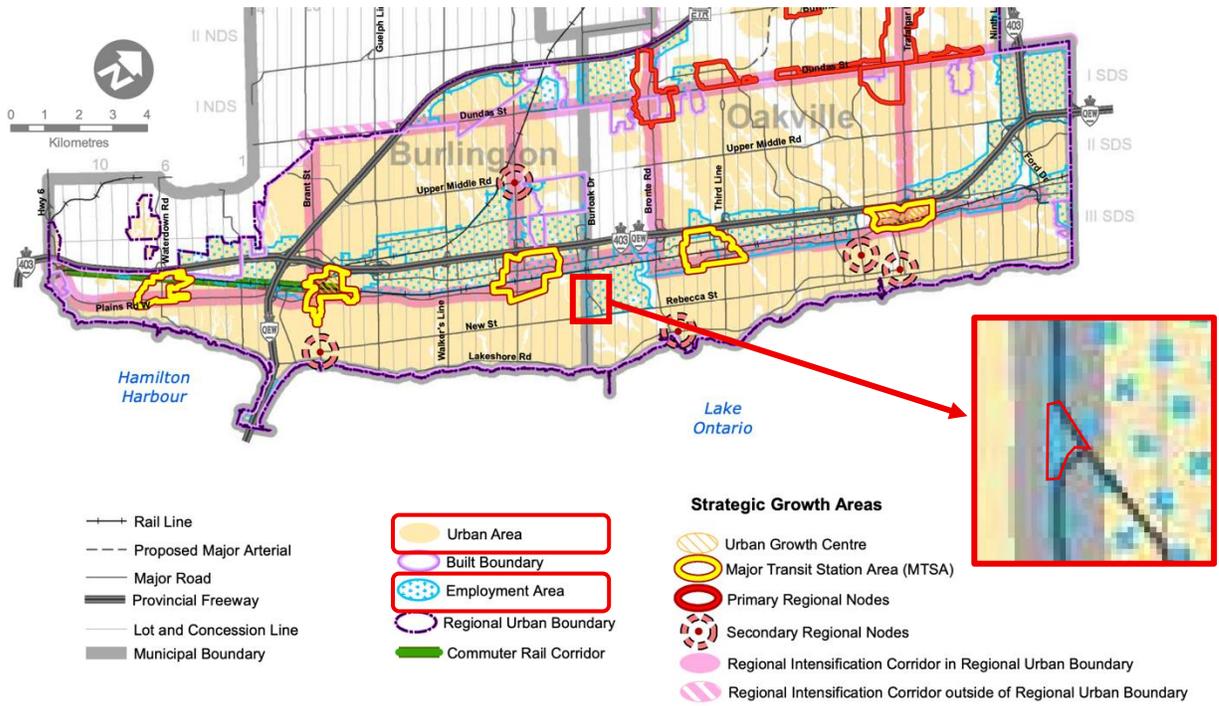


Figure 5 – Town of Oakville Official Plan Schedule A1 – Urban Structure

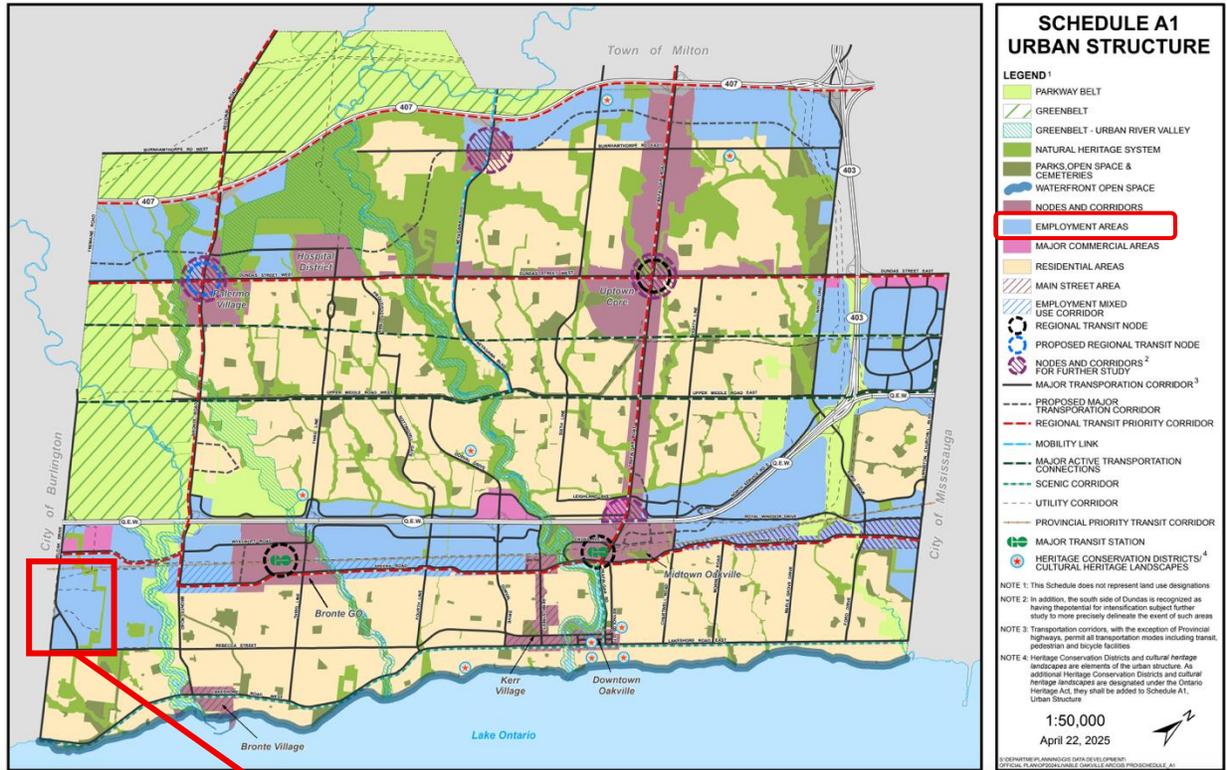


Figure 6 – Town of Oakville Official Plan Schedule F – South West Land Use

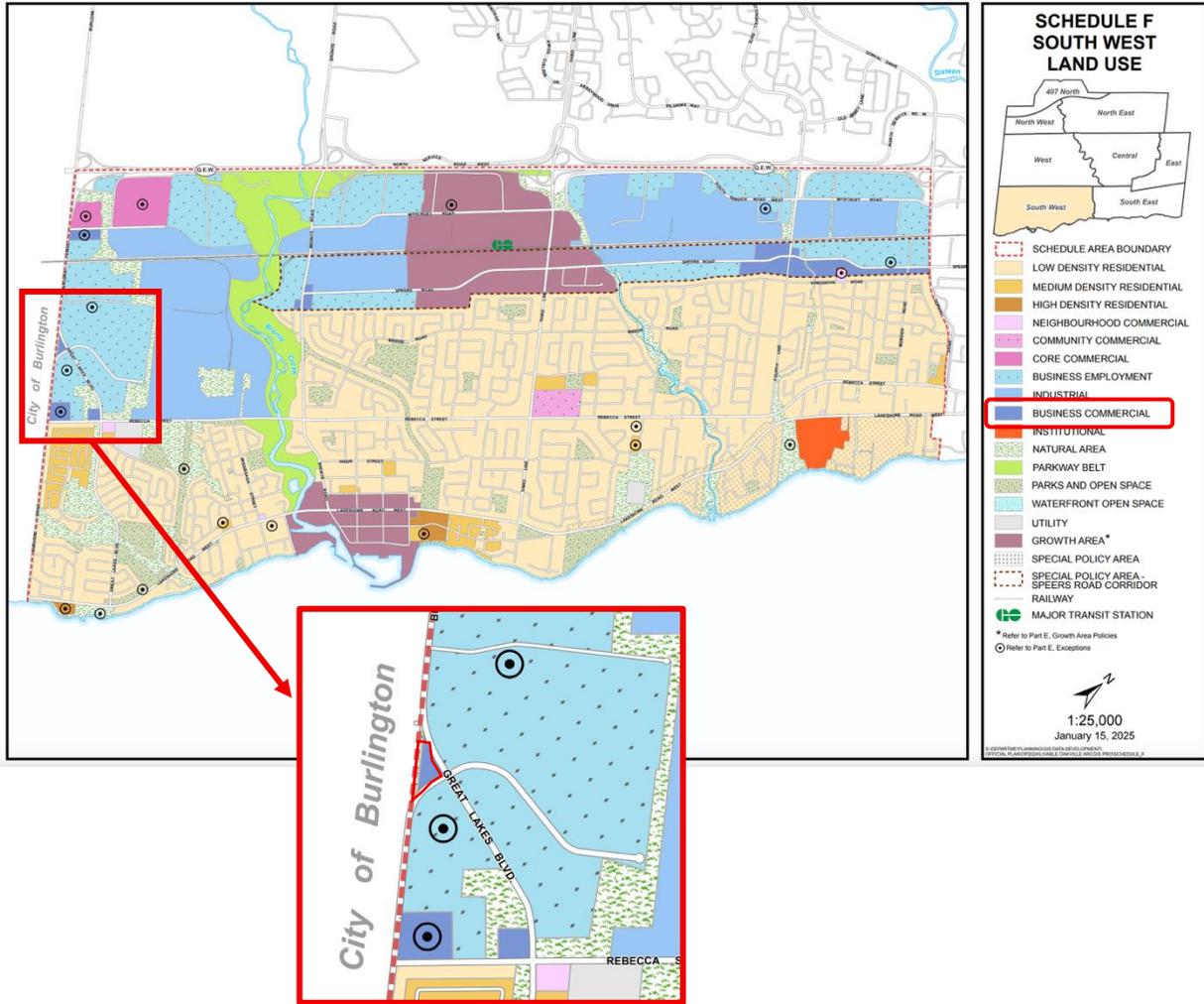


Figure 7 – Town of Oakville Zoning Map 19(4)

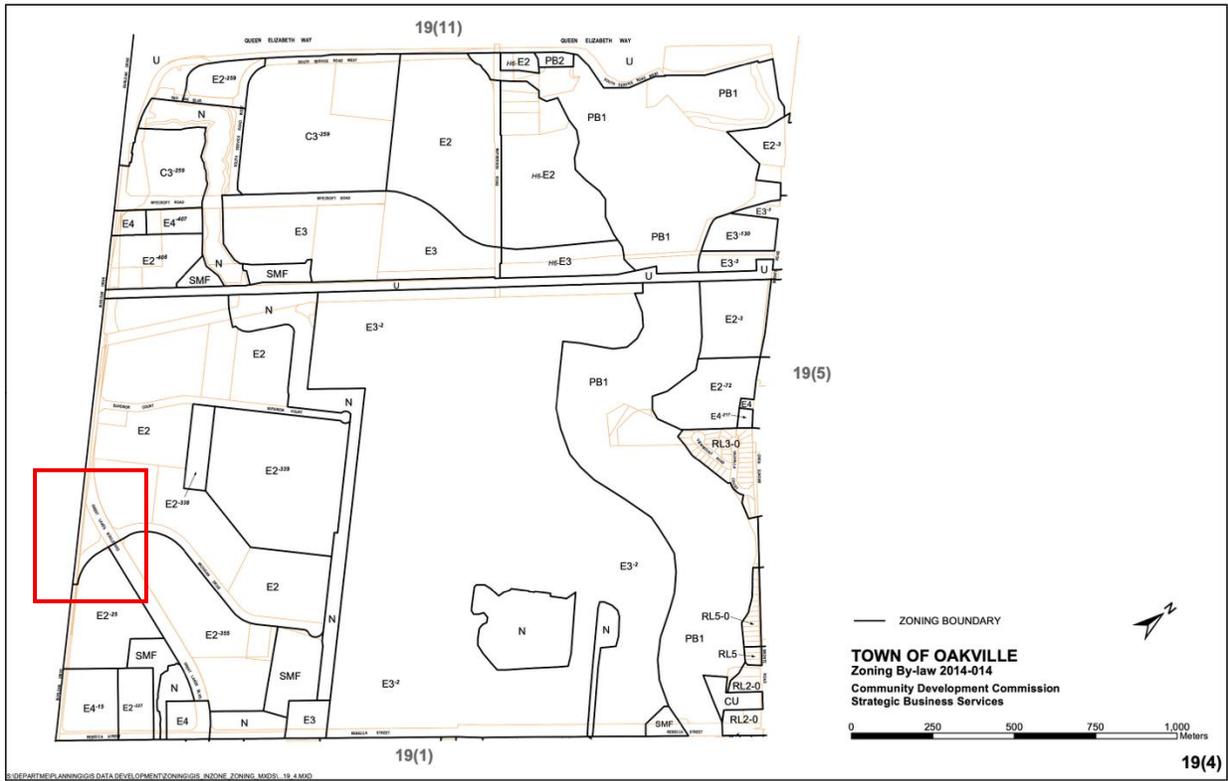


Figure 8 – Proposed Town of Oakville Zoning Map 19(4)

