



WESTON
CONSULTING
planning + urban design

P L A N N I N G JUSTIFICATION REPORT

Vogue Wycliffe (Oakville) Limited
3171 LAKESHORE ROAD WEST, TOWN OF OAKVILLE

AUGUST 2019
FILE #8030

TABLE OF CONTENTS

- 1. Introduction 4
- 2. Purpose of the Report 6
- 3. Site Description and Context. 8
 - 3.1 Description of Subject Lands 9
 - 3.2 Regional and Neighbourhood Context 10
 - 3.3 Surrounding Land Uses 10
- 4. Surrounding Development Applications 11
 - 4.1 2286, 2296 and 2298 Sovereign Street & 124, 26 and 128 East Street 12
 - 4.2 3047 Lakeshore Road West 13
 - 4.3 2220 Marine Drive 14
- 5. Proposed Development 15
 - 5.1 Description of Development Proposal. 16
 - 5.2 Description of Planning Application 18
- 6. Policy Context 19
 - 6.1 Provincial Policy Statement (2014) 20
 - 6.2 Growth Plan for the Greater Golden Horseshoe (2019) 23
 - 6.3 Region of Halton Official Plan (Office Consolidation June 19, 2018) 26
 - 6.4 Town of Oakville Official Plan (August 28, 2018 Office Consolidation) 29
 - 6.5 Town of Oakville Zoning By-law No. 2014-014 (Consolidated May 13, 2019) 37
- 7. Proposed Applications 39
 - 7.1 Draft Official Plan Amendment 40
 - 7.2 Draft Zoning By-law Amendment 40
 - 7.3 Draft Plan of Subdivision 40
- 8. Provincial Policy Conformity Review 41
 - 8.1 Official Plan Conformity Review 42
 - 8.2 Zoning By-law Conformity Review 42
- 9. Public Consultation Strategy 44
- 10. Planning Analysis and Justification 49
 - 10.1 Policy Context 50
 - 10.2 Public Consultation 50
 - 10.3 Compatibility 51
 - 10.4 Pedestrian and Vehicular Connectivity 52
 - 10.5 Natural Environment 52
- 11. Urban Design Policy 53
- 12. Conclusions 55

LIST OF FIGURES

Figure 1: Air Photo of Subject Lands	9
Figure 2: Sovereign Street Site Plan	12
Figure 3: Waterview Commons Development	13
Figure 4: Concept Image prepared by RAW Design (2220 Marine Drive Submission, April 26, 2017)	14
Figure 5: Site Plan prepared by VA3 Design	16
Figure 6: Landscape Concept prepared by MHBC	17
Figure 7: Vehicular Access Points for Units 1 and 2	18
Figure 8: Schedule 4 - Urban Growth Centres	24
Figure 9: Halton Region Official Plan, Map 1 Regional Structure	26
Figure 10: Livable Oakville Plan - Schedule A1 Urban Structure.	30
Figure 11: Livable Oakville Plan - Schedule F Land Use.	31
Figure 12: Existing Semi-Detached Units at 3122 Lakeshore Road West.	33
Figure 13: Livable Oakville Plan - Schedule C Transportation Plan	35
Figure 14: Livable Oakville Plan - Schedule D Active Transportation Master Plan	36
Figure 15: Extract from Zoning Map 19(1) of Zoning By-law 2014-014.	37
Figure 16: 120m Radius Catchment Area for Notice Delivery.	45
Figure 17: Site Plan of Proposed Concept	46
Figure 18: Rendering showing View from Victoria Street.	47
Figure 19: Proposed Site Plan	51

LIST OF TABLES

Table 1 - Population and Employment Distribution (Halton Region Official Plan)	27
Table 2 - Intensification and Density Targets (Halton Region Official Plan)	28
Table 3 - Comparison of RL8 Zone Standards with Proposal	38
Table 4 - Comparison of RM1 Zone Standards with Proposal	38



WESTON
CONSULTING
planning + urban design

1. INTRODUCTION

Weston Consulting has been retained by Vogue Wycliffe (Oakville) Limited to provide planning advice and assistance for the redevelopment of the lands located at 3171 Lakeshore Road West in the Town of Oakville (herein referred to as the 'subject lands'). The proposal is for a thirty-five (35) unit development consisting of semi-detached dwellings, freehold townhouses on a public road and townhouse units on a condominium road. Fourteen (14) dual frontage townhouse units are proposed along Lakeshore Road West, with driveway access at the rear on the condominium road. Eight (8) semi-detached dwelling units are proposed at the north end of the property. From January to April of 2019, the landowners engaged in a multi-meeting community consultation process with local residents. This process assisted in shaping this proposal, which was well received by the community at the final meeting of April 8, 2019.

Applications have been submitted to the Town of Oakville for an Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision to facilitate the proposed development. Future Site Plan and Draft Plan of Condominium (common element) applications will be required. These applications are supported by plans and reports as outlined in the Pre-Consultation Meeting with planning staff, constituting a complete application as described in Section 22(4) 34(10) and 51(17) of the Planning Act.



WESTON
CONSULTING
planning + urban design

2. PURPOSE OF THE REPORT

The purpose of this report is to outline and evaluate the proposed development in the context of the applicable planning policy framework. A review of the Provincial Policy Statement ('PPS'), the Growth Plan for the Greater Golden Horseshoe (the 'Growth Plan'), the Halton Region Official Plan ('HROP'), the Town of Oakville Official Plan, and other relevant policies relating to the subject lands, has been conducted. This report provides an analysis and justification for this development in accordance with good planning principles and a basis for the advancement of the planning applications through the planning process.



WESTON
CONSULTING
planning + urban design

3. SITE DESCRIPTION AND CONTEXT

3.1 Description of Subject Lands

The subject lands are located on the north side of Lakeshore Road West, west of Mississauga Street and east of Chalmers Street (Figure 1). The lands are comprised of 2 land parcels and are municipally described as 3171 Lakeshore Road West. The subject lands have approximately 95m of frontage along Lakeshore Road West and a total site area of 1 ha (2.45 acres). As illustrated by Figure 1, the lands are situated between the east and west ends of Victoria Street, and the terminating, south point of West Street (West ROW). It is important to note that West Street is an unopened road allowance which is currently used by the neighbourhood as an informal pedestrian linkage and contains a number of significant trees. Based on the findings from the Arborist Report prepared by MHBC, there are approximately ten mature trees within the West Street ROW including black walnut, white cedar, silver maple and Manitoba maple trees. The

lands are legally described as PT LT 32, CON 4 TRAF, SDS, PART 4, 20R12966; OAKVILLE. T/W EASE H782489 OVER PT 3, 20R12966; and PARCEL BLOCK 79-1, SEC M257; BLOCK 79, PL M257; OAKVILLE.

The subject lands also contain a number of mature trees along their Lakeshore Road frontage and north end of the property. The site is occupied by the Cudmore's Garden Centre, which consists of two greenhouses, two wood structure buildings and a shed, all of which will be demolished to allow for the redevelopment of the lands. Adjacent to the subject lands, to the west, is the Cudmore House. The Cudmore residence is listed as a property of cultural heritage value or interest by the Town's Heritage registry but is not designated. The subject lands have been used by the Cudmore family as part of their business since before the surrounding lands to the north and west were developed for residential land uses.



Figure 1: Air Photo of Subject Lands

3.2 Regional and Neighbourhood Context

The subject lands are situated in southwest Oakville, in the Bronte Community, which stretches from Third Line to the east, Burloak Drive to the west and Rebecca Street to the north. To the south-east of the lands is Bronte Harbour which is a main access point to the Great Lakes Waterfront Trail system along Lake Ontario. The site is west of Bronte Village, which is one of the Town's identified growth areas. Within this area of Bronte, the property is a remnant parcel, surrounded by residential development, and is one of the last significant development parcels in this neighbourhood.

The immediate surrounding area is considered a mature, residential neighbourhood, predominately consisting of single detached residential dwellings. The single detached dwellings to the north and west were constructed in the 1980's, while the neighbourhood directly to the east consists of older buildings from the 1950's. The time period in which the lots to the east were constructed is reflected by their larger area, depth and frontage, compared to the rest of the neighbourhood. West Street acts as a physical barrier separating this area from the subject lands. To the southeast of the site is an existing 3 storey semi-detached development, while further east along Lakeshore Road West is a recently constructed infill

development consisting of single detached dwellings on a condominium road.

The surrounding residential neighbourhood has a rich natural environment consisting of a significant number of trees along Lakeshore Road West and green space, such as with the West Street ROW. The unopened West Street right-of-way functions as passive parkland and a pedestrian connection to and from Lakeshore Road West for the neighbourhood. The existing trees along Lakeshore Road West and West Street are considered important to the Town of Oakville and it is a priority that they be maintained. Additionally, there is a meandering walkway within the public boulevard, with various plantings, in front of the current existing Cudmore Garden Centre which enhances the natural character of the area.

The Bronte Community contains many local parks including Mohawk Park and Chalmers Park which are both north of the subject lands and within walking distance. In terms of transit, the City's local Oakville Transit and GO Bus Service run along Lakeshore Road West, with the closest bus stop within 100 metres of the site. This provides direct access to the Bronte Village Main Street District, east of the subject lands, and the Bronte GO station. Bronte Village provides a range of business and commercial uses including restaurants, medical offices, pharmacies and grocery stores. This area is also a designated Growth Area for the Town and contains high-density and medium-density residential developments.

3.3 Surrounding Land Uses

Land uses and built form characteristics in the vicinity of the subject lands include:

North: The lands north of the subject lands consist predominately of single detached dwellings. Additionally, there are several parks north of the site extending all the way to Rebecca Street.

South: The area south of the subject lands is predominantly residential, comprised of single detached dwellings and semi-detached dwellings to the southeast. There are several small public parks located south of the subject lands along the shoreline, including Sheldon Creek Park and Shelburne Park.

East: The area immediately east of the subject lands consists of older single detached dwellings dating back to the 1950's, with a newly constructed infill development consisting of single detached dwellings on a condominium road further east. Approximately 500 metres east of the subject lands is the Bronte Creek. East of the Bronte Creek, is the commercial centre of the Bronte Village Main Street District.

West: Directly west of the subject lands is the Cudmore Residence, a listed but not designated property of cultural heritage interest, which fronts onto Lakeshore Road West. This residence is adjacent to single detached dwellings which do not front onto the street, rather their rear yards face Lakeshore Road West.



WESTON
CONSULTING
planning + urban design

4. SURROUNDING DEVELOPMENT APPLICATIONS

The following section provides a summary of recently approved residential infill developments in the Bronte Community. These applications bear similarities with the design of the proposed development, with respect to

their built form and inclusion of a condominium road, and illustrate that developments for residential, intensification, both within and outside of the Bronte Village Growth Area, have been recently approved.

4.1 2286, 2296 and 2298 Sovereign Street & 124, 26 and 128 East Street

Applications for Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and Site Plan have been approved for this 19 unit townhouse development on a private condominium road (Figure 2). Originally, 20 units were proposed but this was reduced to 19 units in response to Staff comments. This development includes 3 storey townhouse units and a 6m condominium road, similar to the built form and road design of the proposed development. The units along the Sovereign Street and East Street frontages have been designed to appear as two storeys by providing the third floor within the roofline of the units.

These lands are located in the Bronte Village Growth Area, outside of the Bronte Village Main Street District. The lands are intended to act as a transitional area to the stable residential neighbourhood area to the north. The Official Plan Amendment was requested to redesignate the property from *low density residential* to *medium density residential* to allow for the townhouse built-form and proposed density of 46.8 units per site hectare. The Zoning By-law Amendment was required to rezone the subject lands from RL8 to a site-specific RM1 zone. The proposed Official Plan, Zoning By-law Amendment and Draft Plan of Subdivision applications were approved on December 4th, 2017. The Site Plan application was approved on November 7, 2018.

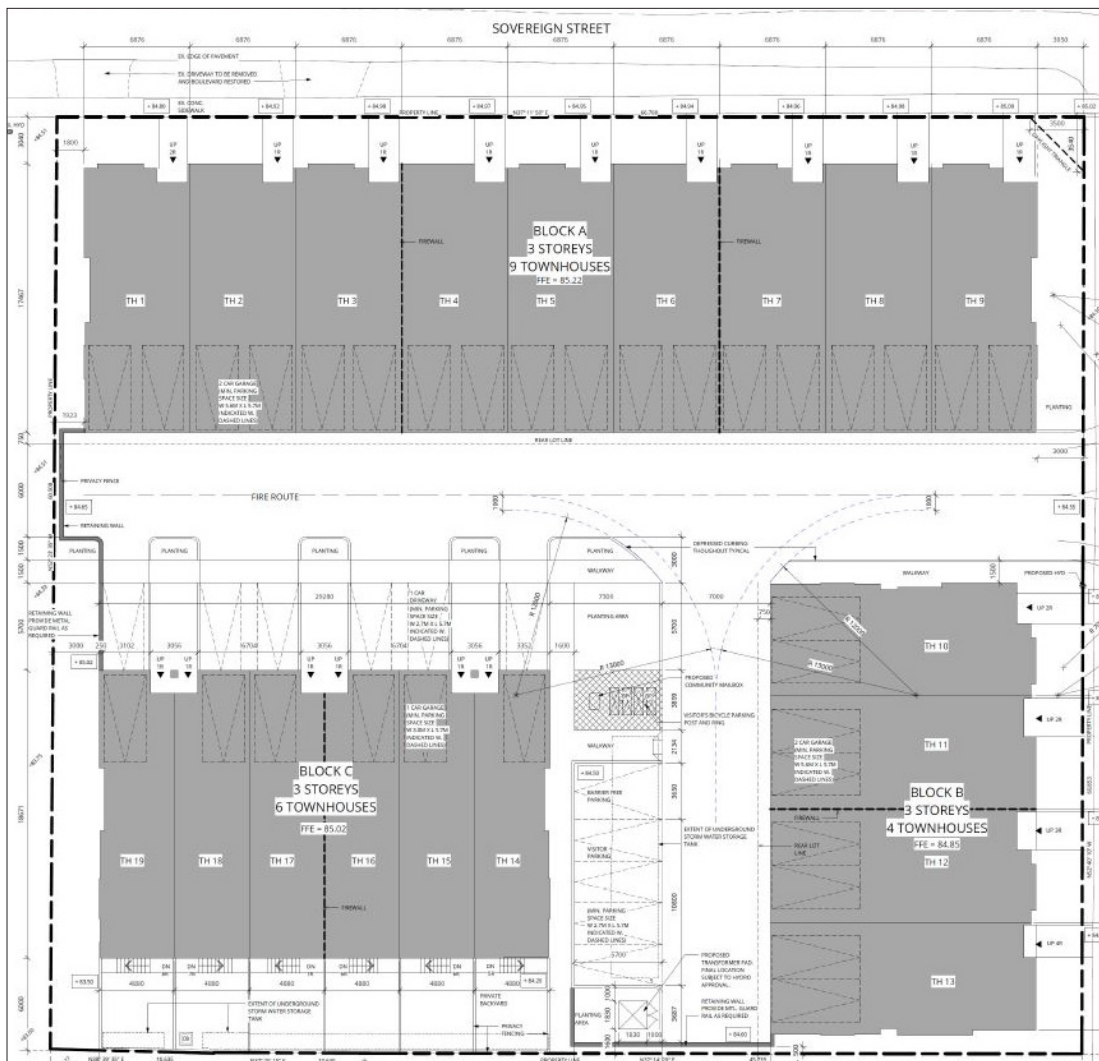


Figure 2: Sovereign Street Site Plan

4.2 3047 Lakeshore Road West

This development is located just east of the subject lands, on a cul-de-sac off of Lakeshore Road West known as Waterview Commons. Initially, applications for an Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and Draft Plan of Condominium were submitted to the Town of Oakville to permit 24 townhouse units, consisting of five townhouse blocks, on a private road. This proposal was denied by Council

and subsequently appealed to the Ontario Municipal Board (OMB). The proposed development was later modified to facilitate 15 single detached dwellings on a private condominium road, as a result of settlement discussions with the Town. The revised applications for Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and Draft Plan of Condominium were approved by the OMB on November 25, 2009. This development provides another example of a residential, infill project approved on a condominium road (Figure 3).



Figure 3: Waterview Commons Development

4.3 2220 Marine Drive

Applications for Official Plan and Zoning By-law Amendments were recently approved, on July 22, 2019, by the Local Planning Appeal Tribunal (LPAT) for a 4-storey building with 27 rental units (Figure 4). These applications were submitted for 2220 Marine Drive, located east of the Bronte Village Growth Area, south of Lakeshore Road West. There is an older 19 storey building (c. 1972) with 149 units currently existing on the site, which is intended to remain. The property is surrounded by other apartment buildings and townhouse units.

An Official Plan Amendment was required to request a minor increase to the density for the lands to 239 units per site hectare (based on the proposed 4 storey building and existing 19 storey building) which exceeds the permissions for the *high density residential* designation. The property is zoned *Residential High subject to Special Provision 82* and an amendment was required to facilitate the proposed development.

Town Planning Staff opposed the applications at the LPAT Hearing, indicating that the proposed development is inappropriate as the Town has a rigid growth management regime which the site is not within. The LPAT agreed with the applicant's justification that the proposal represents a gentle, infill development for an underutilized site, is compatible with the neighbourhood character and consistent with the in-force land use planning policy regime. The approval of these applications illustrates that the policies of the Growth Plan and the Town's Official Plan do not preclude growth outside of defined growth areas.



Figure 4: Concept Image prepared by RAW Design (2220 Marine Drive Submission, April 26, 2017)



WESTON
CONSULTING
planning + urban design

5. PROPOSED DEVELOPMENT

5.1 Description of Development Proposal

The proposal contemplates the redevelopment of the subject lands for thirty-five (35) residential units, consisting of freehold townhouses, condominium townhouses and semi-detached dwellings. The fourteen (14) dual frontage townhouse units will have frontage along Lakeshore Road West with driveway access at the rear of the units. Ten (10) standard townhouse units front on to the proposed

internal, condominium road, and three freehold townhouses front on to the Victoria Street cul-de-sac. At the west of the subject lands, Victoria Street is proposed to terminate into a cul-de-sac which provides two vehicular access points for the internal, condominium road. Eight (8) semi-detached dwellings are located on the north portion of the lands. The Site Plan prepared by VA3 Design is provided in Figure 5 to illustrate the proposed building types, road layout and site configuration.



Figure 5: Site Plan prepared by VA3 Design

The proposed development has a net density of 39.6 units per hectare (uph). In accordance with the Town of Oakville's Official Plan, Section 11.2.2, density is calculated on a site hectare basis. The Official Plan defines site hectare as "includes residential lots or blocks only and excludes any

public lands. In the case of development, any public land required to be dedicated or conveyed shall not be included for the purpose of calculating the site hectare." Based on this definition, the net density calculation excludes the proposed Victoria Street cul-de-sac as it is a public road.

All of the units are proposed to be 3 storeys in height. The proposed dual frontage townhouse units will each have a one car garage with a driveway accessed from the internal condominium road at the rear of the unit. The frontage of each unit is oriented towards Lakeshore Road West creating a strong street presence for the development. As

shown by Figure 6, the intention is to maintain the existing landscaping along Lakeshore Road West including the street trees and the meandering pedestrian pathway currently within the public realm. Each unit will have a walkway which connects to the sidewalk. These units will not have read yards but will include a second storey deck at the rear.



Figure 6: Landscape Concept prepared by MHBC

The thirteen (13) standard townhouse units maintain an integrated 1 car garage and driveway access off the condominium road, with the exception of the three (3) freehold standard townhouses that will have frontage on the proposed Victoria Street cul-de-sac. These three units are not a part of the condominium. The eight (8) semi-detached dwellings are located on the north side of the proposed condominium road and each maintain two car garages. All of the semi-detached units, except for the western semi-detached block have direct access to the condominium road. The driveways for semi-detached units 1 and 2 on the Site Plan (Figure 7) have frontage on Victoria Street but are still part of the condominium.

Vehicular access to the development will be provided via a condominium road that connects to the proposed Victoria cul-de-sac by two separate access points, on each side of the freehold townhouse block. The Victoria Street cul-de-sac has been designed to meet the Town's road standards, with a radius of 16m. The two access points allow for the efficient circulation for emergency vehicles and garbage trucks. The proposal provides for

86 parking spaces for the residential units and 14 visitor parking spaces including 1 accessible parking spaces. The number of proposed visitor parking spaces exceeds the Zoning By-law requirement of 9 spaces.

The West Street ROW acts as an informal pedestrian walkway providing a connection from West Street to Lakeshore Road West. The proposed development will provide a direct, public pedestrian linkage from the development to the West Street ROW for future residents, and the neighbourhood, for access. Public pedestrian access is proposed through the southern leg of the condominium road to provide a direct connection to the West Street right-of-way linear park.

In addition, as illustrated by the Landscape Concept provided in Figure 6, the West Street ROW will be formalized as a linear park. This will include the construction of a more permanent pathway and, potentially, street furniture subject to municipal approvals. These details will be determined at the Site Plan Stage.



Figure 7: Vehicular Access Points for Units 1 and 2

5.2 Description of Planning Application

Official Plan and Zoning By-law Amendment applications, along with a Draft Plan of Subdivision application are being submitted concurrently to facilitate this proposal for thirty-five (35) townhouse and semi-detached dwelling units. The Official Plan Amendment is required to redesignate the lands to permit the proposed density and allow for the townhouse units. The site-specific Zoning By-law Amendment proposes to extend the entire north portion of the site's *RL8 – Residential Low* zoning to cover the semi-detached units, with the remainder of the site to be rezoned to *RM1 – Residential Medium*.

The purpose of the Draft Plan of Subdivision is to create the freehold townhouse unit block fronting onto the public Victoria Street cul-de-sac, along with the development block to accommodate the condominium road and remaining 32 semi-detached and townhouse units. These 32 condominium units will be developed through the Site Plan application.



WESTON
CONSULTING
planning + urban design

6. POLICY CONTEXT

The following sections include detailed information regarding the applicable planning policy regime, which includes the Provincial Policy Statement, Growth Plan for

the Greater Golden Horseshoe, Region of Halton Official Plan, Town of Oakville Official Plan (Livable Oakville), and the Town of Oakville Zoning By-law 2014-014.

6.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) provides policy direction on land use planning and development matters of Provincial interest, while ensuring the protection of Provincial resources, public health and safety, and the quality of the natural environment and built environment. All planning decisions in Ontario must be consistent with the policies of the PPS.

It is acknowledged that the Province is in the process of reviewing the PPS and has initiated a public consultation period, until October 21st, 2019, for comments on the proposed policy changes. These proposed policy changes are encouraging of a greater mix of housing options and residential intensification to respond to the current and future needs of communities. Commentary regarding some of the proposed policy changes is included throughout this Section given its relevance in providing guidance on the Province's vision regarding growth and development.

Section 1.0 of the PPS provides policy direction related to the development of strong, healthy communities which encourage efficient development patterns, and provide an emphasis on redevelopment and intensification. Section 1.1.1 of the PPS states that "healthy, livable and safe communities are sustained by:

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 range and mix of residential (including second units, 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;

d. avoiding development and land use patterns that would prevent the efficient expansion of settlement areas

in those areas which are adjacent or close to settlement areas;

e. promoting cost-effective development standards to minimize land consumption and servicing costs;

f. improving accessibility for persons with disabilities and the elderly by removing and/or preventing land use barriers which restrict their full participation in society;

g. ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs; and

h. Promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

The proposed development supports a more efficient land use, introducing a more compact, built-form compared to the residential developments currently located in the surrounding area. These policies encourage the establishment of sustainable communities by recognizing that the Province's long-term prosperity depends on land use planning which wisely manages changes in a community. Proposed policy changes to Section 1.1.1.b) and 1.1.1.e) of the PPS provide further specificity in regards to the integration of a mix of residential uses to be accommodated, such as multi-unit housing, and the need for intensification to promote cost effective development patterns. These policies, if approved as proposed, would direct:

1.1.1.b) accommodating an appropriate 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;

1.1.1. 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;

The concept of the importance of intensification and redevelopment throughout the urban area is further expressed in Section 1.1.2:

Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities within the area.

Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.

Nothing in policy 1.1.2 limits the planning for infrastructure and public service facilities beyond a 20-year time horizon

Another key element of the PPS's vision for developing healthy communities is the redevelopment and intensification of underutilized sites. The proposed development allows for a more efficient use of a site currently operating as a garden center, within a designated settlement area. Section 1.1.3.1 of the PPS states that "settlement areas shall be the focus of growth and development, and their vitality and regeneration should be promoted." Within settlement areas, land use patterns shall "be based on densities and a mix of uses which are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available ... (Section 1.1.3.2.a).2." The subject lands have an overall lot area of 1.0 ha and are one of the sole remaining development parcels in the neighbourhood capable of supporting multi-unit residential development.

Section 1.1.3.4 of the PPS states that "appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety" The proposed redevelopment provides intensification of an underutilized site through the introduction of a compact built form consisting of a mix of townhouse and semi-detached units while maintaining compatibility with the existing neighbourhood through design and transition to the surrounding single family residential development.

The PPS recognizes that in order to accommodate future growth in settlement areas, intensification is required. The proposed development is an infill development which promotes intensification and compact built form while

maintaining compatibility with existing neighbourhood. The proposal appropriately utilizes land and resources by making use of existing infrastructure and public service utilities which are readily available.

Housing

Policies related to housing are addressed in Section 1.4 of the PPS. The PPS encourages a range and mixture of housing types and densities in order to meet the current and projected needs of residents. Section 1.4.1 of the PPS states "to provide for an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and;
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans."

The proposed development conforms to these policies as it contemplates a mixture of townhouse and semi-detached dwelling units, diversifying the housing types and densities in an existing, low-rise residential area. While the surrounding area is essentially comprised of single-detached dwellings. There is still some variability with respect to the lotting pattern in the area. The frontage, depth and size of the surrounding single detached lots has changed overtime, as new parcels were introduced for development, which are characteristic of the development patterns and policies of that time period. The proposal represents another temporal shift which is appropriate in the context of current development trends and policy directives, further diversifying an area which has been slowly changing. Additionally, the site has existing servicing connections available to the proposed development.

Section 1.4.3 provides further direction on the establishment of housing, of which the following policies are relevant:

- "b) permitting and facilitating:
2. all forms of residential intensification, including second

units, and redevelopment in accordance with policy 1.1.3.3;

“c) 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;

d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of alternative transportation modes and public transit in areas where it exists or is to be developed; and,

e) 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.”

Proposed policy changes to the PPS continue to support the direction provided in Section 1.4.3 regarding the facilitation of residential intensification. The proposed development will provide additional residential units to the area with an appropriate density and compatible built form with the existing residential neighbourhood. The development improves efficiency and accessibility by incorporating more residential units along Lakeshore Road West, which is serviced by municipal and regional transit and contains a separated bike lane, while maintaining compatibility with the existing neighbourhood. The proposal reduces demand for greenfield development outward expansion by locating development on an underutilized parcel within an existing community, which satisfies key development principles of the PPS.

Public Spaces, Recreation, Parks, Trails and Open Space

A key feature of the proposed development is the manner in which it seamlessly integrates into an existing community and promotes connectivity through pedestrian connections, the maintenance of the West Street ROW as an open space area that acts as an informal, trail and the orientation of the residential blocks. The townhouse blocks along Lakeshore Road West are an example of how vehicular and pedestrian access has been coordinated to promote compatibility while efficiently using existing infrastructure. Positioning the units to allow the pedestrian access points to be oriented toward Lakeshore West

and maintain vehicular access at the rear, towards the development's interior, promotes accessibility to the municipal and regional transit and separated bike lanes on Lakeshore Road West.

Section 1.5 provides policies with respect to trails and open spaces and touches on the theme of connectivity. Section 1.5.1 indicates that *“healthy, active communities should be promoted by:*

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;

b) 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;”

As discussed in the Transportation Impact Study prepared by Crozier and Associates, an extension of Victoria Street, which would connect the eastern and western portions of the street, is not required from a traffic perspective. This is also not the preferred approach expressed by the Victoria Street residents that attended the public consultation on the proposed development.

West Street is an example of a local road that was not completed as originally intended in the Town's policy framework. The unopened West Street right-of-way has been allowed to evolve as a pedestrian connection to Lakeshore Rd and as passive recreational space. As seen in the submitted Traffic Impact Study, both the extension of Victoria Street, and the extension of West Street to Lakeshore Rd, are not required from a Traffic perspective. The surrounding road network will continue to function as level 'A' even though the road network has not been completed as originally intended. Pedestrian and active transportation links are proposed to be provided through the development to complete these linkages with the existing community.

The development of the subject lands provides an opportunity to formalize connections with the surrounding community. A unique aspect of this proposal is the landowner's objective to enhance the West Street ROW as a linear park, consistent with how these lands are currently used. Enhancing the West Street ROW as a linear park will create a formal public space fostering pedestrian connectivity with the greater neighbourhood and promoting social interaction.

Infrastructure and Public Service Facilities

Section 1.6 of the PPS promotes the wise use and management of infrastructure and public service facilities. Planning for infrastructure and public service facilities shall be integrated with planning for growth so that infrastructure and facilities are available to meet current and projected needs. In accordance with Section 1.6.6.2, *“Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be promoted, wherever feasible”*. The subject lands will not require the establishment of a new municipal service system, or result in the expansion of servicing infrastructure.

6.2 Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) is intended to provide policy direction to support the development of strong, prosperous communities and assist in managing future growth. The Growth Plan builds on the policies outlined in the PPS and provides more specific land use planning direction to assist the development of municipalities across Ontario. The Growth Plan was prepared under the *Places to Grow Act*, 2005 and first took effect on June 16th, 2006. The Growth was recently updated since its previous update on July 1st, 2017. On May 2, 2019 the Government of Ontario released *“A Place to Growth: Growth Plan for the Greater Golden Horseshoe”* that came into full-force and effect on May 16, 2019.

The Growth Plan provides policy direction regarding how land is developed, resources are managed and protected and public dollars are invested based on the guiding principles of Section 1.2.1 of the Growth Plan. Some of the guiding principles include the following:

- *Support the achievement of complete communities that are designed to support health and active living and meet people’s needs for daily living throughout an entire lifetime.*
- *Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.*

It is our opinion that the proposal is consistent with the policy direction expressed in the PPS to build healthy, sustainable and complete communities. The proposal provides an opportunity for an appropriate residential infill redevelopment which will be compatible with the established residential area. The proposal also meets the PPS’s objectives for long-term economic prosperity by maximizing the use of existing infrastructure, services, land and utilities available within the area.

The proposed development is consistent with the above mentioned guiding principles of the Growth Plan as the proposal provides for a mix of housing types, with both townhouse and semi-detached units, and meets the Growth Plan’s objective of creating complete communities. The development of the subject lands will complete this area of Bronte as it is the only remaining site viable for a residential, infill development. The proposal allows for the redevelopment of an underutilized site and introduces additional residential units to an existing, mature community. The proposed low-rise built form will consist of high-quality buildings along with a thoughtfully landscaped streetscape design which will enhance the Lakeshore Road West frontage and enrich the community.

The Growth Plan places emphasis on directing growth and intensification to the existing *built-up area*. As illustrated by Figure 8, the subject lands are located within a designated *built-up area*. The Growth Plan’s approach to utilize the *“existing urban land supply represents an intensification first approach to development and city-building ... (Section 2.1).”*



Figure 8: Schedule 4 - Urban Growth Centres

Section 2.2.1.2 directs how growth will be allocated:

a) the vast majority of growth will be directed to settlement areas that:

- i. have a delineated built boundary;
- ii. have existing or planned municipal water and wastewater systems; and
- iii. can support the achievement of complete communities;

b) growth will be limited in settlement areas that:

- i. are rural settlements;
- ii. are not serviced by existing or planned municipal water and wastewater systems; or
- iii. are in the Greenbelt Area;

c) within settlement areas, growth will be focused in:

- i. delineated built-up areas;
- ii. strategic growth areas;
- iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is

planned; and

iv. areas with existing or planned public service facilities;

d) development will be directed to settlement areas, except where the policies of this Plan permit otherwise;

e) development will be generally directed away from hazardous lands; and

f) the establishment of new settlement areas is prohibited.

The subject lands satisfy the above criteria for growth allocation given their location within the delineated built-up area, ability to support development via existing municipal water and wastewater systems and contribution towards the achievement of a complete community. As specified by Section 2.2.1.2.c.i, delineated built-up area, like strategic growth areas, are where growth is to be focused.

The Growth Plan Section 2.2.2.2 states that “until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained

in the applicable upper-or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply." Once the next municipal comprehensive review is approved and in effect, this minimum intensification target for residential development occurring annually within the delineated *built-up area* is to increase to 50% (Section 2.2.2.1.a). The intent of this policy is to encourage greater residential intensification. The proposed development is consistent with the objective of this policy as it supports intensification in the *built-up area*.

One of the major changes that the 2019 Growth Plan introduces is a modification for how municipalities are to manage intensification. Section 2.2.2.3.c) indicates that municipalities are to "*encourage intensification generally throughout the delineated built-up area.*" This shift in the policy framework suggests that intensification should occur outside of *urban growth centres* and strategic growth areas, and municipalities should be encouraging of this new direction. The intent of this Growth Plan policy is not to preclude growth outside of defined growth areas. In our opinion, the proposed development provides an example of modest, residential infill outside of a defined growth area on underutilized lands that is compatible with the low-rise character of the surrounding neighbourhood.

Schedule 3 of the Growth Plan indicates that the Region of Halton is to achieve a population of 820,000 people by 2031, a population of 910,000 by 2036 and 1,000,000 by 2041. It is acknowledged that the redevelopment of the subject lands proposes a density which is greater than the typical densities of the area's older, single detached developments, but it is aligned with the current growth objectives. The Provincial policy regime has changed since the surrounding area was developed in the 1980's and before, and new development needs to be consistent with current policies. The addition of 35 residential units will assist the Town and Region in reaching their growth targets as well as achieve general intensification within the delineated built-up areas as directed in the Growth Plan.

Another integral theme of the Growth Plan is the emphasis it places on the achievement of complete communities. The proposed development is consistent with this objective. In accordance with complete community features outlined in the Growth Plan, the proposal provides "*convenient access to a range of transportation options, public services and publicly-accessible open spaces, parks and trails (Section 2.2.1.4.d))*", while ensuring that a "*high quality compact built-form (Section 2.2.1.4.e))*" is maintained. Additionally, the proposed development meets the Growth Plan's objective of achieving complete communities by providing "*a diverse range and mix of*

housing options (Section 2.2.1.4.c))" which in this case includes a mix of semi-detached and townhouse units.

In our opinion, the proposed development supports the policies and objectives of the Growth Plan as it implements the goals of complete community planning and is consistent with new policy directives regarding general intensification within an existing *built-up area*. This residential infill project will help to diversify the type and tenure of housing options available in this area while remaining compatible with the neighbourhood's low-rise built form character. The proposed development will provide for an increased supply of housing through the introduction of an appropriate intensification which will assist in meeting the Town and Region's growth targets.

6.3 Region of Halton Official Plan (Office Consolidation June 19, 2018)

The Regional Official Plan (ROP) contains policies to guide land use planning in the Region of Halton. Regional Official Plan Amendment 38 was adopted by Council on December 16, 2009 and was modified by the Province in 2011. The plan was subsequently appealed to the Ontario Municipal Board (OMB), and has partially been approved by the OMB. Since then this Office Consolidation of the ROP incorporates all modifications, subsequent approvals, and approved amendments to the Plan up to and including June 19, 2018. The Region is in the process of reviewing its Official Plan, a process initiated in 2015, with the goal being to adopt an updated Regional Official Plan in 2020.

The subject lands are designated *urban area* in the ROP (Figure 10). Development within the *urban area* is intended to “accommodate growth in accordance with the Region’s desire to improve and maintain regional unity, retain local community identity, create healthy communities... (Section 72(1))”, and is to “facilitate and promote intensification and increased densities (Section 72(9)).” With respect to complete communities, it is an objective of the Region “to provide a range of identifiable, inter-connected and complete communities of various size, types and characters, which afford maximum choices for residence, work and leisure (Section 72(3)).”

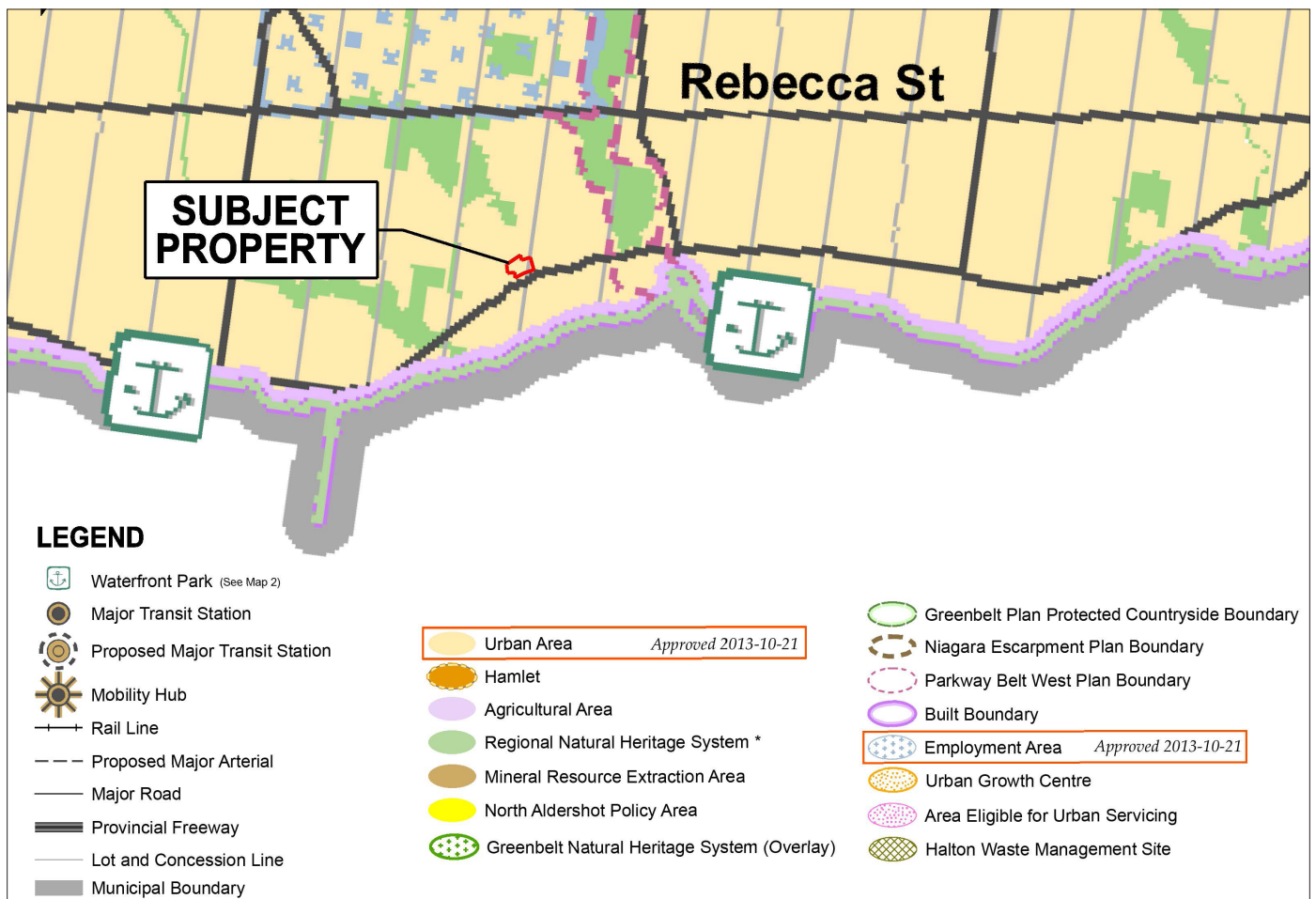


Figure 9: Halton Region Official Plan, Map 1 Regional Structure

The proposed development is supportive of the ROP’s objectives for accommodating growth within the Region’s *urban area*. This 35 unit townhouse and semi-detached residential development is a form of infill intensification which is in keeping with the low-rise built form character of the surrounding area. The proposal makes efficient use of existing land and services and completes this community by developing the last, remaining residentially designated parcel in this area. This development promotes connectivity for the greater community through the implementation

of pedestrian linkages to the surrounding area and the formalization of the West Street ROW as a linear park.

The ROP outlines a growth strategy for the Region and its area municipalities. These targets reflect the projected population to the year 2031 and will need to be updated to reflect the updated 2041 growth targets of the 2019 Growth Plan. The ROP indicates that the Town of Oakville is to reach a population of 255,000 by 2031, which is the highest of all of the Region’s area municipalities (Table 1).

Municipality	POPULATION AND EMPLOYMENT DISTRIBUTION			
	Population ¹		Employment	
	2006	2031	2006	2031
Burlington	171,000	193,000	88,000	106,000
Oakville	172,000	255,000	82,000	127,000
Milton	56,000	238,000	28,000	114,000
Halton Hills	58,000	94,000	20,000	43,000
Halton Region ²	456,000	780,000	218,000	390,000

¹Population numbers in this table are “total population” numbers including approximately 4% undercoverage from the official “Census population” numbers reported by Statistics Canada.

²Totals for the Region may not add up due to rounding.

Table 1: Population and Employment Distribution (Halton Region Official Plan).

The following policies speak further to growth and development within Halton Region and are applicable to the proposed development:

51(1) Urban Area, where urban services are provided to accommodate concentrations of existing and future development,

55. The Regional Structure is accompanied by a growth strategy for Halton based on the distribution of population and employment for the planning horizon of 2031, as contained in Table 1, and in accordance with the Regional Phasing outlined on Map 5, as well as by other infrastructure elements such as transportation systems and urban services and other policies of this Plan.

55.1. The Regional Structure also sets out targets for intensifying development within the Built-Up Area, and development density in the Designated Greenfield Areas as contained in Table 2.

55.2. The Regional Structure also sets out the Regional phasing to be achieved every five years from 2012 to 2031 between the Built-Up Areas and the Designated Greenfield Areas in Table 2a.

The proposal is consistent with the Region’s intended direction for *urban areas*, and for the Town, which is intended to be the largest municipality in the Region. It will contribute towards the new housing units to be added to the *built-up area* between 2015 and 2031 (Table 2). The

ROP directs that a minimum of 40% of all new residential development is to occur within the *built-up area*. The ROP, similar to the Growth Plan, does not preclude growth outside of urban growth areas but rather, supports intensification throughout the *built-up area*.

TABLE 2 INTENSIFICATION AND DENSITY TARGETS

Municipality	Minimum Number of New Housing Units to Be Added To the <i>Built-Up Area</i> Between 2015 and 2031	Minimum Overall <i>Development Density</i> in Designated Greenfield Area (Residents and Jobs Combined Per Gross Hectare)¹
Burlington	8,300	45
Oakville	13,500	46
Milton	5,300	58
Halton Hills	5,100	39
Halton Region²	32,200²	50

¹ In the measurement of these densities, the area of the Regional Natural Heritage System is excluded.
² This number represents 40 per cent of the new housing units occurring within Halton Region between 2015 and 2031.

Table 2: Intensification and Density Targets (Halton Region Official Plan).

With respect to transportation, it is the policy of the Region of Halton “to develop a balanced transportation system” and “reduce dependency on automobile use (172(2)(a)).” To support this, specific policy direction related to active transportation is outlined by the ROP:

172(9.1) to ensure development is designed to support active transportation and public transit.

172(10) to promote land use patterns and densities that foster strong live/ work relationships and can be easily and effectively served by public transit and active transportation.

The proposed development will have access to existing public transit and active transportation options along Lakeshore Road West. There are Oakville GO Transit stops within 120m of the subject lands and an existing multi-use trail along the portion of Lakeshore Road West the property fronts on to. Vehicular access for this development is supported by a condominium road connected to Victoria Street at the west, which is proposed to terminate as a properly designed and sized cul-de-sac. The proposed

development does not contemplate the extension of Victoria Street as it is not required from a connectivity or traffic operations perspective. The existing road network is functioning at an appropriate level of service and will not be adversely impacted by the proposed development. Given this, there is no reason to extend the neighbourhood’s public road network and potentially, further promote automobile travel.

The proposed development incorporates pedestrian linkages and dual frontage townhouse units at its south end which support direct pedestrian connections to the surrounding community and Lakeshore Road West. These linkages will provide opportunities for future residents to easily access active transportation and public transit routes in the area.

It is our opinion that this proposal for 35 additional units in the form of townhouses and semi-detached dwellings will make efficient use of an underutilized site, which has the potential for intensification. This development will create a high quality, residential development which will

contribute to the vibrancy of the neighbourhood and help sustain surrounding services and transit

6.4 Town of Oakville Official Plan (August 28, 2018 Office Consolidation)

The Livable Oakville Plan (Town OP) was adopted by the Council of the Corporation of the Town of Oakville on June 22, 2009 and approved by the Regional Municipality of Halton on November 30, 2009, with modifications. The Regionally approved Town OP was appealed to the Ontario Municipal Board (OMB) by various parties and was eventually approved by the Board with modifications on May 10, 2011. This Office Consolidation of August 28, 2018 is subject to two outstanding appeals which do not apply to the subject lands.

The subject lands are located within the Town's *urban area*. According to Schedule A1 – Urban Structure, the subject lands are classified as a *residential area*. Schedule F – South West Land Use, designates the subject lands as *low density residential* and Schedule C – Transportation Plan identifies Lakeshore Road West as a *minor arterial road*.

Guiding Principles

Chapter 2.2 of the Livable Oakville Plan articulates the Plan's goals and vision for the Town of Oakville. This vision includes creating a livable community that preserves and enhances the distinct character of community neighbourhoods, provides choice in terms of housing options and accessibility, and fosters the Town's sense of place through excellence in community design. Section 2.2.3 outlines the Town's objectives in terms of achieving sustainability, of which the following is relevant:

- a) *minimize the Town's ecological footprint;*
- b) *preserve, enhance and protect the Town's environmental resources, natural features and areas, natural heritage systems and waterfronts; and,*
- c) *achieve sustainable building and community design.*

The proposed development evolved from an extensive community consultation process, discussed further in Section 9 of this Report. Throughout this process, the landowners had an opportunity to articulate the key characteristics for this area of the Bronte community and assist in developing a plan which both preserves

and enhances the community's distinct character, as described by local residents. These characteristics include maintaining a low-rise built form, preservation of natural areas such as the West Street ROW and the tree-lined character of Lakeshore Rd, and promoting a building massing compatible with surrounding development. The proposed development pattern provides a road pattern and building block configuration which protects the street trees along Lakeshore Road West and allows for an appropriate density in the context of the current planning framework and the surrounding area. These elements are aligned with the Town's objectives in Section 2.2.3.

Growth Management Urban Structure

The Town OP provides policy direction related to managing population growth, which is reflective of the principles echoed by Provincial policies to focus on a *"more compact urban form and intensification within the built-up area (Section 4)."* The current Town OP is based on the 2031 Growth Plan population and employment forecasts, and projects a total population of 255,000 persons by 2031. According to Statistics Canada, the 2016 Census recorded a total population of 193,832 persons in the Town of Oakville.

Policies in the Town OP indicate that the focus of intensification and redevelopment is intended to be within the existing *built boundary*, primarily within designated *growth areas*. Intensification is not prohibited outside of designated growth areas. The subject lands are within the existing *built boundary* and are located outside of the Bronte Village *growth area*, within a stable residential community (Figure 10). Section 4.3 of the Official Plan directs that residential intensification can occur outside of *growth areas* as follows:

"... While the Plan encourages intensification generally throughout the built up area, it also recognizes that some growth and change may occur in these areas provided the character of the areas is preserved and the overall urban structure of the Town is upheld. Intensification outside of the Growth Areas including additional intensification opportunities such as infill, redevelopment and greyfield and brownfield sites, will be considered in the context of this Plan..."

The Town OP acknowledges that the Town’s growth management regime does not preclude growth from being accommodated outside of *growth areas* on the basis that compatibility with the surrounding area is maintained. This is consistent with the in-force Growth Plan which also encourages intensification throughout the entire *built-up area*. The subject lands provide an opportunity for a

residential, infill redevelopment outside of a growth area in a manner which will not negatively impact the low-rise built form character of the surrounding area.

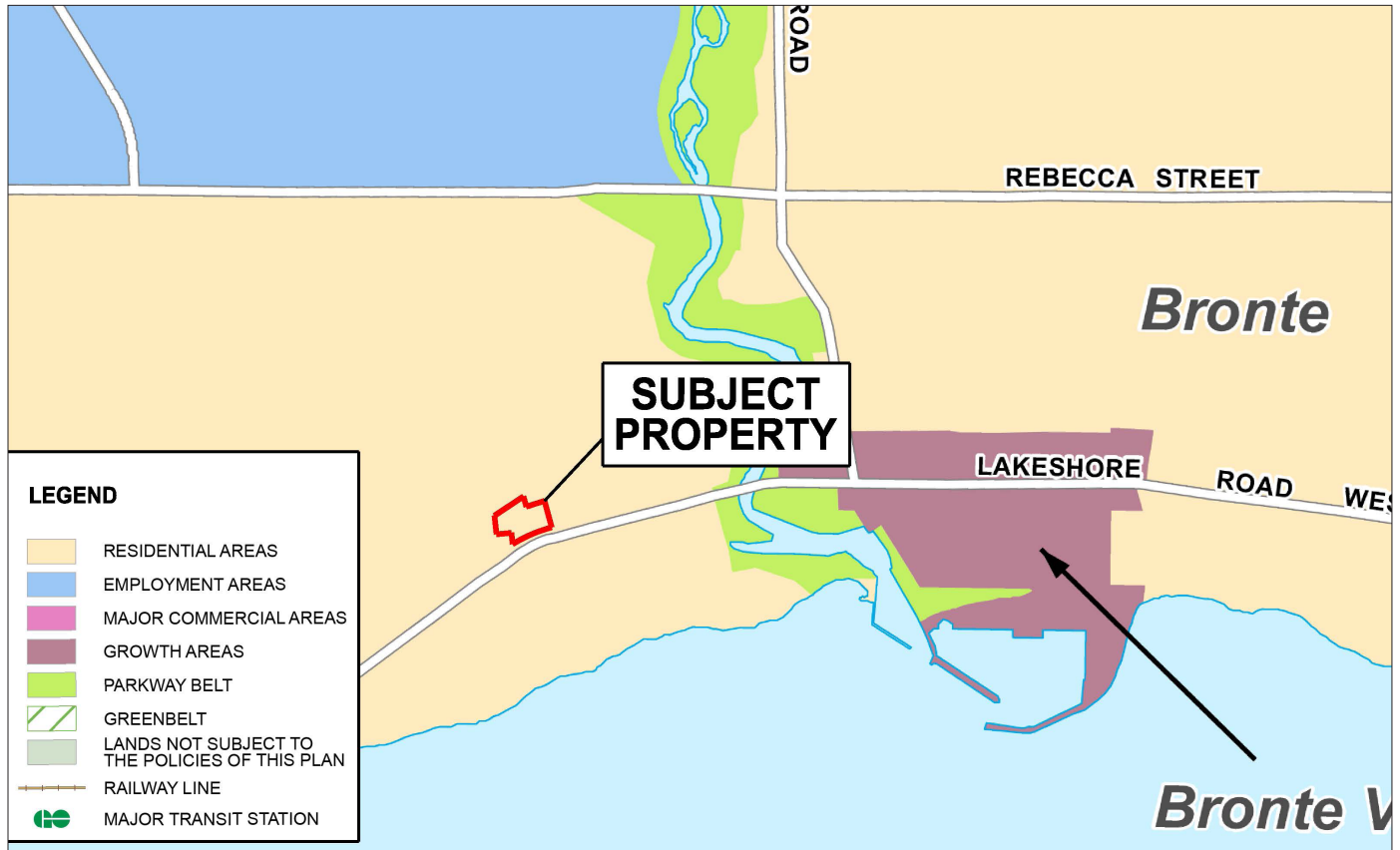


Figure 10: Livable Oakville Plan - Schedule A1 Urban Structure

Section 3.1 of the Official Plan describes the *residential* urban structure category and states that the “majority of the residential neighbourhoods in the Town are designated for low density residential uses to ensure a continuation of the existing neighbourhood structure.” The proposed development maintains a compatible low-rise built form, which was found to be especially important to existing residents during the public consultation process. The massing and orientation of the semi-detached and townhouse blocks has been carefully planned to ensure proper integration with, and transition to, the existing residential uses. For instance, the semi-detached homes function as an appropriate transition to the existing single family residential homes through an appropriate separation and compatible massing. This focus on preservation of the existing neighbourhood character is consistent with the Town’s policies which supports appropriate infill opportunities outside of *growth areas*.

It is our opinion that the proposed development meets the intent of the Town’s policies. As discussed in Section 6.2 of this report, the 2019 *Growth Plan* requires that the minimum residential intensification target, by the time the next municipal comprehensive review is in effect, be 50% for development within delineated *built-up areas*. By providing redevelopment outside of a growth area, this proposal provides an appropriate infill opportunity to assist the Town in meeting its population growth target, as well as conform to the Province’s policy directives.

Stable Residential Neighbourhoods

The subject lands are located within a stable residential neighbourhood and are designated as *low density residential* (Figure 1). The proposed development promotes a mixed building typology. The semi-detached units are permitted as of right in the existing zoning, but the townhouse units, along with the development's proposed density of 39.6 units per site hectare, exceed the permissions of the *low density residential* designation in the Official Plan. The Draft Official Plan Amendment seeks to re-designate the subject lands as *medium density residential* which allows for multiple-attached dwelling units, such as townhouses, and densities between 30 and 50 units per site hectare. The proposed density falls directly within the middle of this density range.

The Town's OP directs that residential areas are to "maintain, protect and enhance the character of existing residential uses" while still encouraging "an appropriate mix of housing types, densities, design and tenure" and promoting "compact urban form" (Section 11a) – c). The

proposal aims to satisfy these objectives by appropriately intensifying the subject lands with a compact, residential development which will introduce a mix of low rise residential building typologies and a condominium tenure to the neighbourhood.

A key aspect of the proposed development's design is to preserve and enhance the character of the existing residential area. This is achieved through the continuation of a low-rise built form, the enrichment and formalization of the West Street ROW as a linear park and the creation of appropriate pedestrian connections encouraging a physical connection between the private and public realms. The dual frontage townhouse units along Lakeshore Road West respect the existing landscaped boulevard and street trees, and sustain a high-quality architectural standard, creating a focal point for this development and the entire community. This focus on the expression of the Lakeshore Road West frontage is critical to protecting and enhancing the character of the existing area as its visual presence provides a gateway into the neighbourhood.

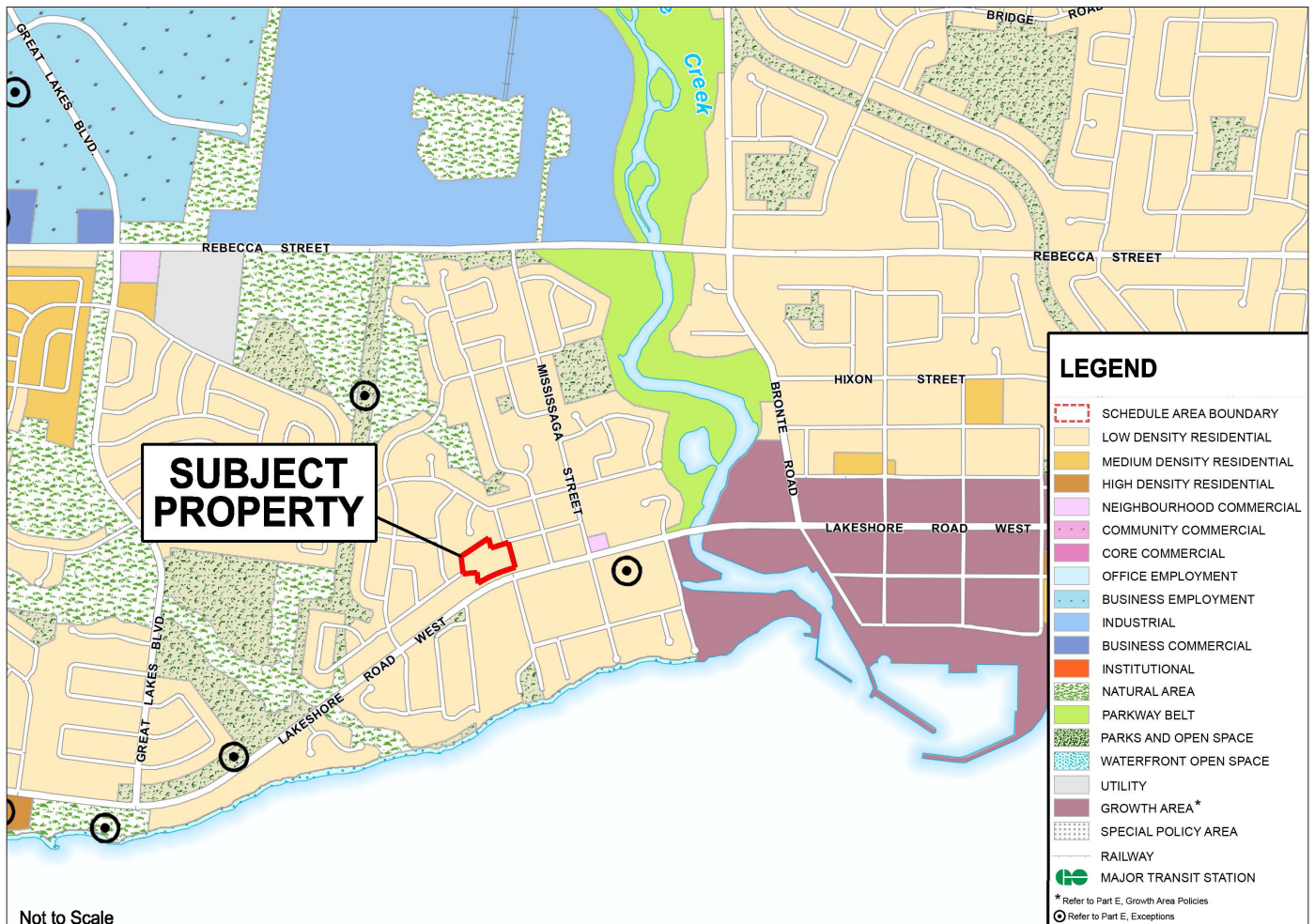


Figure 11: Livable Oakville Plan - Schedule F Land Use

Section 11 of the Town OP provides general policy direction for development. Of particular relevance to the proposed development are the following policies related to private roads and intensification:

11.1.5 Development on private roads shall be discouraged. Where it is demonstrated that a public road is not warranted, to the satisfaction of the Town, development through plans of condominium on private roads may be permitted provided all required services are appropriately accommodated and all applicable policies of this Plan are satisfied.

11.1.8 Intensification within the stable residential communities shall be provided as follows:

b) Within the stable residential communities, on lands designated Low Density Residential, there may also be sites at the intersection of arterial and/or collector roads, or sites with existing non-residential uses, that have sufficient frontage and depth to accommodate appropriate intensification through development approvals. Intensification of these sites may occur with Low Density Residential uses in accordance with section 11.1.9 and all other applicable policies of this Plan; and,

The submitted Traffic Impact Study concludes that the extension of Victoria Street is not required from a traffic perspective. Additionally, the TIS also indicates that connectivity can be maintained and enhanced through an active transportation link, through the proposed development, connecting the Victoria Street cul-de-sac to the unopened West Street road allowance. Since the public road connection is not required from a vehicular or active transportation perspective, not to sustain a high level of service, as per Section 11.1.5, a condominium road is proposed. i

The proposed internal road network consists of a condominium road with two access points off of Victoria Street at the west, which is to be designed as a proper cul-de-sac. This road configuration presents an optimal design for the development from both a functionality and public opinion perspective. The incorporation of multiple access points has been proposed in order to create a full loop which ensures that garbage pick-up and emergency access is appropriately and efficiently accommodated. In addition, this design provides more opportunity for the incorporation of visitor parking spaces. This has allowed the proposal to include more visitor parking spaces than required per the Town's Zoning By-law.

Through the community consultation process, this

proposed road configuration was well received, especially from residents on Victoria Street close to the subject lands. Residents on Victoria Street prefer this design to other alternatives such as extending Victoria Street through the site to create a continuous public road, which was originally contemplated to occur with the redevelopment of these lands. The community has become accustomed to Victoria Street's existing condition in this location and completing the road, which is not required from a traffic perspective, would be disruptive for the neighbourhood. At the same time, active transportation links can be provided through the site to complete this portion of the transportation network, since the public road extension is not required from a Traffic perspective.

Within the Bronte community there are similar types of low-rise residential developments which have been approved on private roads. One example includes the recently approved townhouse development at East Street and Sovereign Street. It is recognized that the land use designation context differs as this recently approved development is at the northern edge of the Bronte Village Growth Area. However, the Staff Recommendation Report from November 13, 2017 makes reference to Section 11.1.5 which indicates that this policy was still applicable and considered by Staff when reviewing this application. It is our opinion that the proposal satisfies Section 11.1.5 as it demonstrates that a public road is not warranted and that the principle of connectivity can be maintained and enhanced through an active transportation link through the proposed development.

Section 11.1.8 of the Town OP provides direction with respect to intensification, of which subsection b) is most applicable. The subject lands are currently used for a garden centre, a non-residential use, and provide a lot area and configuration which can support greater density in the form of semi-detached and townhouse units. This policy recognizes that the proposed use may be other than what is permitted in the *low density residential* land use designation.

Section 11.1.8.b) directs that new development must meet the criteria outlined in Section 11.1.9 of the Town's OP related to the maintenance and protection of a neighbourhood's existing character. The proposed development is assessed in accordance with each criterion below:

a) The built form of development, including scale, height, massing, architectural character and materials, is to be compatible with the surrounding neighbourhood.



Figure 12: Existing Semi-Detached Units at 3122 Lakeshore Road West

- The built form of the development is consistent with the low-rise residential nature of the surrounding area. The semi-detached units at the north end of the site propose a massing and scale intended to mirror that of the dwellings on Ward Court, allowing these units to maintain the resemblance of a single detached unit and achieving an appropriate transition to the medium density townhouses to the south. The three-storey height of the units has a massing and scale similar to existing single family units in the neighbourhood (Figure 12). For instance, the units at 3122 Lakeshore Road West have a front-facing garage that creates a building scale which mimics a three-storey height. The proposed development also incorporates a high-quality design and building materials which will be respectful of the existing architectural character. The units will have brick and stone exteriors and peaked roofs, to allow for continuity with the predominant architectural style of the neighbourhood.

b) Development should be compatible with the setbacks, orientation and separation distances within the surrounding neighbourhood.

- The proposed block pattern at the south and north ends of the site creates a traditional rectangular row orientation for the units which directly front on to Lakeshore Road West and back on to Ward Court. This orientation is consistent with the straight street,

single lot orientation to the east and west of the subject lands. In terms of setbacks, the proposed development provides appropriate setbacks to allow adequate separation distances to be maintained. For instance, the semi-detached units each provide a 7.55m rear yard setback, which meets the RL8 zone requirement and is compatible with the rear yards of the dwellings on Ward Court. In addition, the Victoria Street cul-de-sac and West Street unopened right-of-way act as physical barriers separating the standard townhouse units, internal to the development, from the surrounding area. These large buffers are compatible with the surrounding area as these physical barriers are an existing condition of the subject lands.

c) Where a development represents a transition between different land use designations or housing forms, a gradation in building height shall be used to achieve a transition in height from adjacent development.

- The proposed semi-detached buildings provide an appropriate transition from the single family residential area to the medium density townhouse. Building massing is controlled through the incorporation of the third floor of the semi-detached buildings within the existing roofline. These steps help preserve the character of the low-rise housing form of the existing neighbourhood and maintaining compatibility with the same.

d) *Where applicable, the proposed lotting pattern of development shall be compatible with the predominant lotting pattern of the surrounding neighbourhood.*

- This criterion is not directly applicable as the proposal does not consist of single lots. The semi-detached buildings, however, mimic the single family lot structure found on Ward Crt to achieve an appropriate transition to the medium density development to the south.

e) *Roads and/or municipal infrastructure shall be adequate to provide water and wastewater service, waste management services and fire protection.*

- There is adequate municipal infrastructure to service the proposal as outlined in the Functional Servicing and Stormwater Management Report prepared by SCS Consulting. The freehold units fronting on to the Victoria Street cul-de-sac are to be serviced by sanitary and water sewers on Victoria Street at the west. The condominium units will be connected to a sanitary sewer on Victoria Street at the east and a watermain on Lakeshore Road West. Also, as shown in the submitted Traffic Impact Study, a Level of Service of 'A' is maintained with the proposed condominium road.

f) *Surface parking shall be minimized on the site.*

- Each unit provides for surface parking on private driveways in accordance with the Town's Zoning by-law. In terms of visitor parking spaces, the proposal exceeds the zoning requirement as it provides 14 surface spaces. Through the community consultation process, adequate visitor parking was raised as a concern. It is our opinion that, in this case, minimizing surface parking is not appropriate as it is contrary to meeting the needs of surrounding residents and the neighbourhood.

g) *A proposal to extend the public street network should ensure appropriate connectivity, traffic circulation and extension of the street grid network designed for pedestrian and cyclist access.*

- As shown in the submitted Traffic Impact Study, an extension of the public street network is not required to maintain a high level of service. The existing neighbourhood does not require an extension to the public road network as traffic circulation in the area is currently functioning at Level of Service 'A'. The TIS shows that this level of service will be

maintained even with the introduction of these additional residential units. The proposal provides for public pedestrian, and active transportation, access through the site which will assist in promoting pedestrian and cyclist movements.

h) *Impacts on the adjacent properties shall be minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, and microclimatic conditions such as shadowing.*

- The Functional Servicing and Stormwater Management Report prepared by SCS Consulting indicates that the site has been graded to match the existing surrounding grades to achieve the stormwater management objectives necessary for the site. This report also indicates that there is sufficient capacity to service this development.
- The proposed development will not have a negative impact on access and circulation in the surrounding area as concluded in the Traffic Impact Study prepared by Crozier & Associates.
- The low-rise built form nature of the development will not result in issues related to shadow impacts. With respect to privacy, a significant separation from the existing residential neighbourhood has been achieved to the west, north and east. A successful transition to Ward Crt has been accomplished through the incorporation of appropriate built form massing and by preserving, to the extent possible, the mature trees located at or near the rear property line of the site.

i) *The preservation and integration of heritage buildings, structures and uses within a Heritage Conservation District shall be achieved.*

- The subject lands are not located within a Heritage Conservation District but are to the east of the Cudmore House, which is a listed, but not designated, property of cultural heritage value or interest in the Town's Registrar. The proposal will not adversely impact the Cudmore House given the large separation distance from the property of interest and low-rise built form compatibility.

j) *Development should maintain access to amenities including neighbourhood commercial facilities, community facilities including schools, parks and community centres, and existing and/or future public transit services.*

- The subject lands are located west of the Bronte Village Main Street District which provides various commercial uses and community facilities such as schools. Victoria Street and Lakeshore Road West provide multi-modal transportation options to access these services. For instance, there are existing bus stops within approximately 100 metres of the site. There are also several parks within walking distance to the site such as Bronte Bluffs Park and Sheldon Creek Park. Access to the unopened West Street road allowance will be enhanced through a linkage through the proposed development. This provide connectivity that is currently not in place with the due to the existing commercial garden centre.

k) The transportation system should adequately accommodate anticipated traffic volumes.

- The Transportation Impact Study prepared by Crozier & Associates concluded that the anticipated traffic volumes can be accommodated without an expansion to the road network and will not result in perceivable impacts to the levels of service provided by the surrounding transportation system.

l) Utilities shall be adequate to provide an appropriate level of service for new and existing residents.

- Utilities are adequate to provide an appropriate level of service for the existing community and future residents of the proposed development.

The proposed development provides a higher intensity residential land use for the subject lands, in comparison to the surrounding residential land uses. It is our opinion that this infill development meets the objectives of the Town’s OP and satisfies the required criteria for intensification and redevelopment in stable residential neighbourhoods.

Transportation

Lakeshore Road West is a *minor arterial street* under the Official Plan’s roadway classifications and is considered a transit corridor (Figure 14). In addition, Section 5.3 of the Town’s OP, which provides policies with respect to heritage conservation, states that Lakeshore Road West maintains a “*scenic character*” which should be “*conserved (Section 5.3.10).*”

The road network for the proposed development consists of a 6 metre private condominium road with two access points off of the proposed Victoria Street cul-de-sac. This cul-de-sac has been designed to meet Town standards and will be conveyed to the Town as Victoria Street is a public road. The dual frontage units located along this road frontage do not allow for vehicular access from the

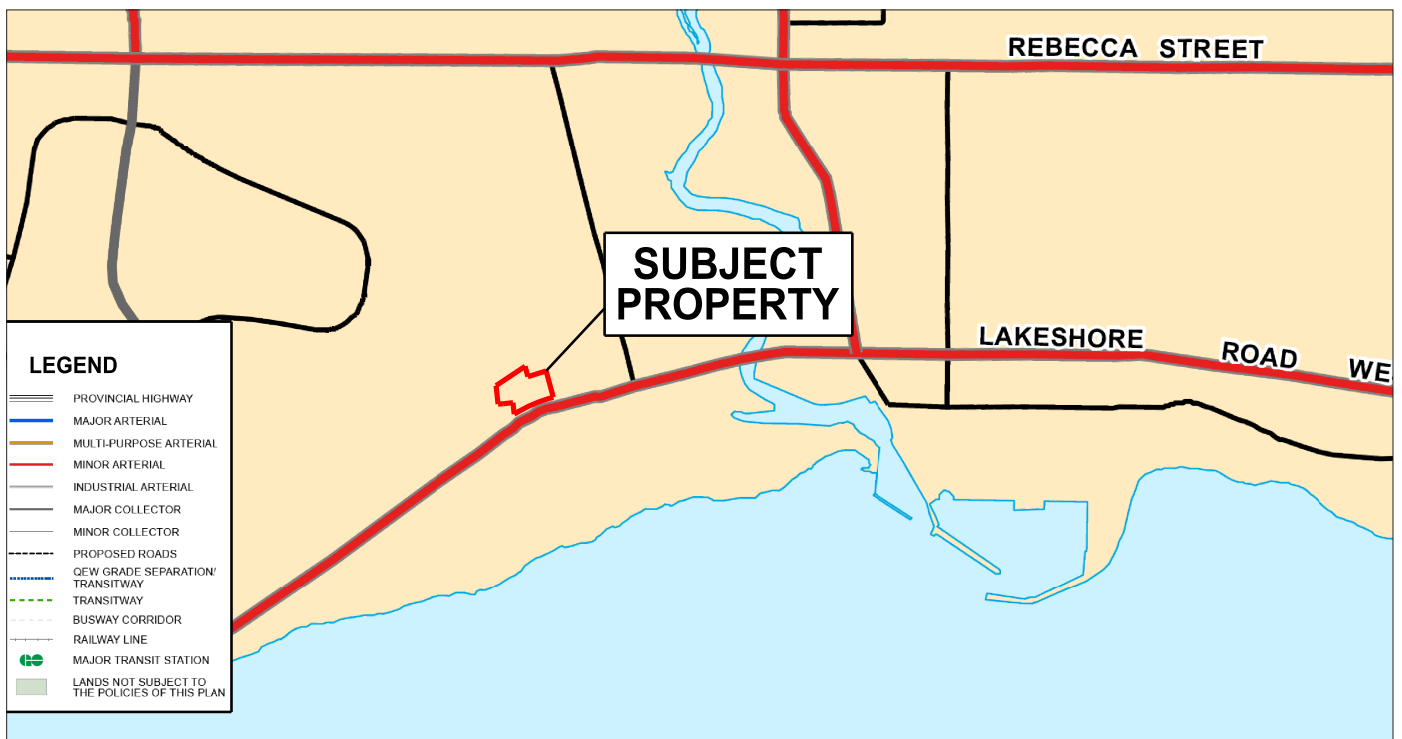


Figure 13: Livable Oakville Plan - Schedule C Transportation Plan

front of the units as driveway access has been kept at the rear of the units. This configuration conserves both the condition and nature of the 'scenic character' of Lakeshore Road West and the existing street trees.

Section 8.10 of the Town OP provides discussion on active transportation and provides the following policies which are applicable to the proposal:

8.10.1 Walking and cycling are recognized as alternate modes of transportation that can play a positive role in improving mobility and quality of life as part of a balanced transportation system. A complete active transportation system in existing and new development areas will augment and provide connections to the road and transit system.

8.10.3 The location of existing and proposed pedestrian and cycling facilities are designated on Schedule D. The location of pedestrian and cycling facilities should conform to the designations on Schedule D, recognizing that the alignments are diagrammatic, and an amendment to this Plan will not be required for changes in pedestrian and cycling facilities alignment provided that the general intent and purpose of this Plan are maintained.

Lakeshore Road West maintains an existing multi-use trail along the portion of the street that abuts the subject lands

(Figure 14). According to the Town's Active Transportation Master Plan (2009) multi-use trails support the widest range of users including pedestrians, cyclists and in-line skaters. The proposal supports the use of this multi-use trail as it includes units with direct frontage along Lakeshore Road West. In addition, a key feature of the proposal is the preservation of the West Street ROW as a linear park. To promote connectivity and pedestrian mobility between the proposed development and the surrounding area, a pedestrian linkage to the linear park has been designed as part of the proposal, located north of the visitor parking spaces at the west end of the site. These different features of the proposal contribute towards improving mobility and creating an active transportation system which compliments the Town's goals and objectives.

Connectivity with the greater neighbourhood area is a concept which played a key role in shaping the pedestrian and vehicular access network for the proposed development. Section 6 of the Town's OP, which provides urban design direction for the creation of vibrant and liveable communities, includes polices related to street design, pedestrian access and vehicular access which are of particular relevance:

6.5.2 Culs-de-sac shall only be considered where warranted by physical conditions or neighbourhood character.

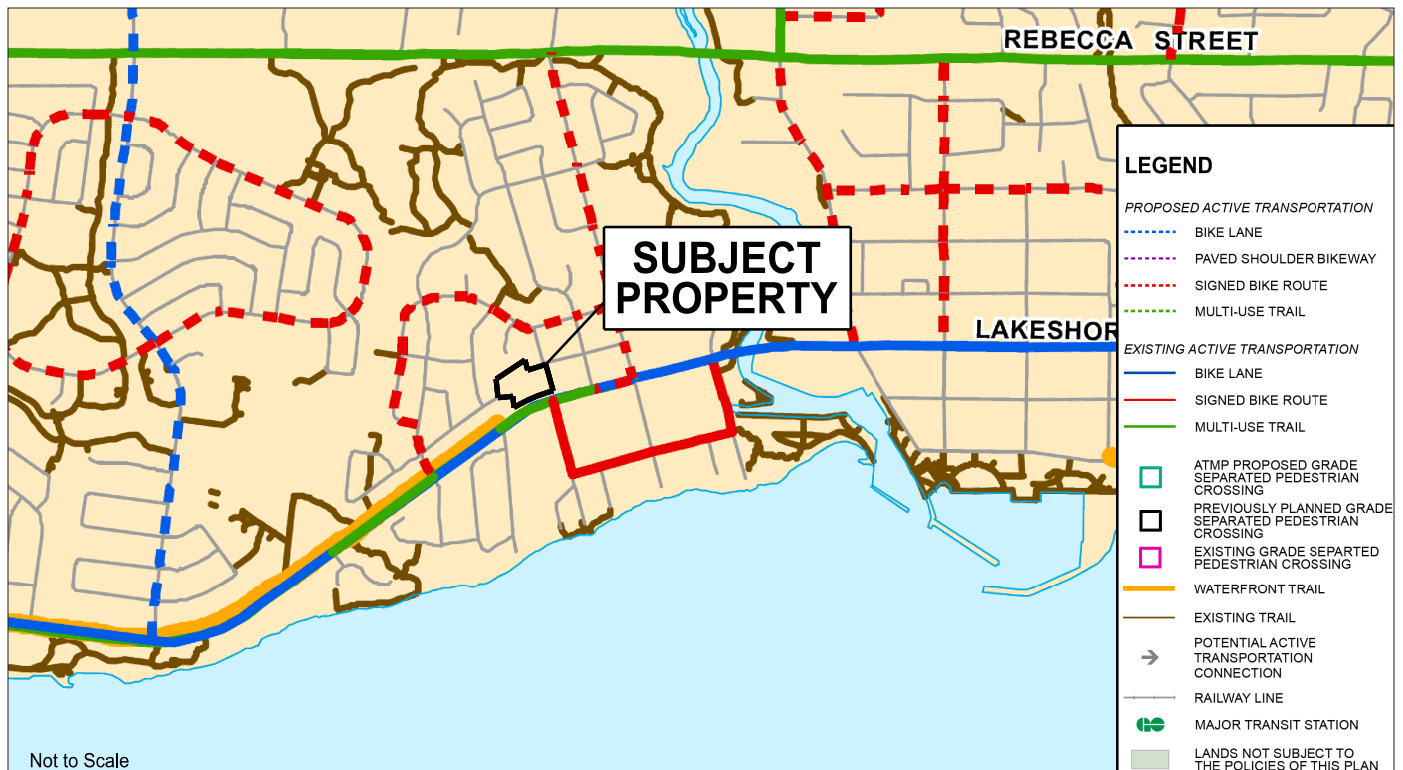


Figure 14: Livable Oakville Plan - Schedule D Active Transportation Master Plan

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

- a) principal entrances of building(s), amenity areas and parking areas;
- b) the public sidewalk and transit facilities; and,
- c) adjacent developments, where appropriate.

6.12.1 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.

The subject lands represent the only remaining lot in this neighbourhood with a residential designation that can support a moderately sized, infill development. The east and west ends of Victoria Street having historically functioned as cul-de-sacs due to the presence and operation of the Cudmore's Garden Centre. Thus, the cul-de-sac orientation has become a feature associated with the surrounding neighbourhood. The latter point is reinforced by the fact that local residents have expressed concern over the potential of Victoria Street being extended. Also, the submitted Traffic Impact Study concludes that the extension of Victoria Street is not required to maintain a high level of service in the neighbourhood. In our opinion, the subject lands represent the ideal scenario for when a cul-de-sac should be considered, especially given that it is not required from a traffic operations perspective.

Formalizing the west end of Victoria Street as a cul-de-

sac, allows policy 6.12.1 to be met through the creation of the condominium road. The two access points off of the proposed Victoria Street cul-de-sac create a full loop for the road providing for direct and seamless vehicular access and circulation. This also allows the parking areas to be framed and kept internal to the site, away from the surrounding neighbourhood and Lakeshore Road West. The freehold townhouses fronting onto the Victoria Street cul-de-sac also function as a visual terminus from the west. The three unit massing achieves an appropriate visual image that is compatible with the existing area.

From a pedestrian access standpoint, the development incorporates a direct, public pedestrian linkage from the Victoria Street cul-de-sac to the West Street ROW, an important amenity area for the community. This linkage promotes easy accessibility for current and future residents to access the transit facilities and active transportation routes located along Lakeshore Road West.

Summary

It is our opinion that the proposed development conforms to the policies of the Town Official Plan. The proposal provides an appropriate transition from the single family residential buildings to the medium density residential designation, and it preserves the low-rise built form character of the surrounding area, and maintains a density of 39.6 units per hectare. The proposed development will not destabilize the surrounding neighbourhood as it meets the criteria outlined in Section 11.9 and has been thoughtfully designed to meet the needs of the surrounding area, as determined through extensive community consultation.

6.5 Town of Oakville Zoning By-law No. 2014-014 (Consolidated May 13, 2019)

The subject lands are split zoned as *Residential Low Zone 3* (RL3-0) and *Residential Low Zone 8* (RL8) by the Town of Oakville Zoning By-law 2014-014 (Figure 15). The majority of the site is zoned RL3-0 as the RL8 zone applies only to the northern most part of the property. Semi-detached dwellings are permitted in the RL8 zone, while the RL3-0 zone does not permit semi-detached or townhouse units. The RL3 portion of the subject lands is subject to a -0 suffix zone, which imposes additional regulations with respect to the residential floor area and maximum lot coverage.

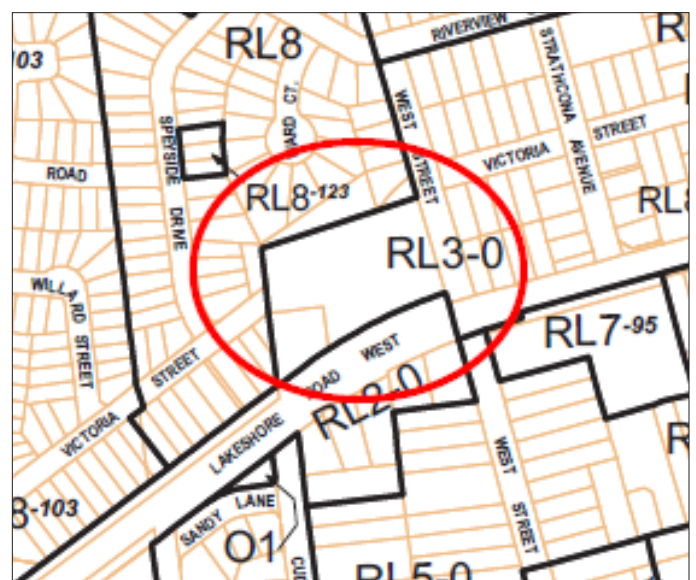


Figure 15: Zoning Schedule for Zoning By-law No. 2014-014.

A Zoning By-law Amendment is required to facilitate the proposal and will result in the property maintaining its split zoning. The RL8 zone will be extended south to capture all eight semi-detached units. The remaining portion of

the property will be zoned RM1. Both zones will be site specific. The zoning provisions and standards for each zone are provided in Tables 3 and 4.

RL8 Zoning Provisions	Requirement	Proposed
Minimum Lot Area	450.0m ² ; 510.0m ² for corner lot	
Minimum Lot Frontage	18.0m; 20.0m for a corner lot	
Minimum Front Yard	4.5m	3.5m
Minimum Flankage Yard	3.0m	n/a
Minimum Interior Side Yard	2.0m	2.5m
Minimum Rear Yard	7.5m	7.55m
Maximum Number of Storeys	2	3
Maximum Height	10.5m	11.99m
Maximum Residential Floor Area	180m ²	

Table 3: Comparison of RL8 Zone Standards with Proposal

RM1 Zoning Provisions	Requirement	Proposed
Minimum Lot Area	135.0m ² per dwelling	
Minimum Lot Frontage	30.5m	
Minimum Front Yard	4.5m	3.5m
Minimum Flankage Yard	3.0m	1.75m
Minimum Interior Side Yard	1.2m	1.25m
Minimum Separation Distance Between Buildings Containing Dwelling Units	2.4m	3.10m
Minimum Rear Yard	6.0m	3.5m
Maximum Number of Storeys	3	3
Maximum Height	12.0m	11.99m
Minimum Landscaping Coverage	10%	

Table 4: Comparison of RM1 Zone Standards with Proposal



WESTON
CONSULTING
planning + urban design

7. PROPOSED APPLICATIONS

7.1 Draft Official Plan Amendment

The Draft Official Plan Amendment is required in order to facilitate the proposed development for 35 units, which includes 27 townhouse units, and a density of 39.6 units per site hectare. Under the current land use designation, the 8 semi-detached units are permitted as-of-right, but the townhouse units are not. The proposed density also exceeds the upper limit permitted under the current designation as well. The proposed amendment will re-designate the entirety of the subject lands from *low density residential* to *medium density residential*. This request is not representative of a major amendment as it only applies to the townhouse units and the proposed density represents a moderate increase in value.

7.2 Draft Zoning By-law Amendment

The proposed Zoning By-law Amendment is required to rezone the subject lands under Zoning By-law No. 2014-014 from its current split-zone, RL3-0 and RL8, to a site specific RL8 zone and a site specific RM1 zone. The RL8 zone will apply to the north portion of the property capturing the semi-detached units. The RM1 zone will apply to the remainder of the site capturing the townhouse units.

The northern most portion of the site is already zoned RL8, which permits semi-detached units. The proposed Zoning By-law Amendment provides for a natural extension of this zone to include all of the proposed semi-detached units. The existence of the RL8 zone on the subject lands indicates that semi-detached units were already being contemplated for this area. Site specific exemptions are required for the front yard setback, height and the total residential floor area.

The remainder of the site is being rezoned to RM1 as this zone permits townhouse units. This will include both the standard townhouse units and dual frontage units. Site specific exemptions are required for the front yard setback, the flankage yard setback and the rear yard setback. Relief for the rear yard setback only applies to the dual frontage townhouse units, which don't maintain a rear yard but rather a second level deck at the rear, and one of the units in Building 3.

7.3 Draft Plan of Subdivision

The proposed Draft Plan of Subdivision is required to create the public Victoria Street cul-de-sac, develop the three freehold townhouse units which front on to the Victoria Street cul-de-sac, and to create the development block for the medium density condominium development. In total, the Draft Plan of Subdivision creates four blocks:

- Block 1 is for the three freehold standard townhouses that front on the public cul-de-sac. This block has an area of 0.0534 ha.
- Block 2 will allow for the creation of the future private condominium road and the development of the 32 semi-detached and townhouse units through the Site Plan process. This block has an area of 0.8306 ha.
- Block 3 is a small remnant parcel left over from the creation of the Victoria Street cul-de-sac and has an area of 0.0046 ha.
- Block 4 is for a 0.3m reserve along Lakeshore Road West.

The Victoria Street cul-de-sac has an area of 0.1012 and will be conveyed to the Town as a public road.



WESTON
CONSULTING
planning + urban design

8. PROVINCIAL POLICY CONFORMITY REVIEW

8.1 Official Plan Conformity Review

The PPS establishes the policy framework for land use planning and development while protecting resources of provincial interest, the quality of the built and natural environment and public health and safety. The policy direction of the PPS is reinforced and complimented by provincial plans such as the Growth Plan, which provide more specificity. The Growth Plan focuses on growth management, in terms of how growth and intensification is to occur in the Province. Municipal plans are required to conform to provincial policy to ensure that local level land use planning contributes towards achieving the overall goals and objectives of the Province.

As discussed in Section 6.4 of this Report, the Town OP permits an acceptable level of intensification outside of designated growth areas. Residential policies in Section 11 of the OP state that *“intensification outside of the Growth Areas within the stable residential communities will be subject to policies that are intended to maintain and protect the existing character of those communities.”* The Town OP has a lengthy list of criteria, from a) to l) in Section 11.1.9 that all development outside of a growth area is to be evaluated against, along with meeting all other policies of the Official Plan. Imposing these criteria promotes compatibility with the existing neighbourhood and protecting neighbourhood character. Section 2.2.2.3.c) of the Growth Plan directs municipalities to *“encourage intensification generally throughout the delineated built-up area.”* This direction from the Province indicates that Official Plan policies should not impose challenges for this intensification objective to be satisfied. The proposed development conforms to the criteria in the Official Plan, is compatible with the existing neighbourhood, and protects the character of the neighbourhood. Thus, the proposed development represents an appropriate level of intensification that is supported by the Official Plan.

Other general residential policies of the Town OP need to be balanced with policy direction in the PPS regarding land use patterns within *settlement areas*. The PPS indicates that land use patterns shall be based on *“densities and a mix of land uses which: a) 1. efficiently use land and resources ... and b) a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3 where this can be accommodated (Section 1.1.3.2).* We note that policy 1.1.3.3 is not directly applicable to this proposal. These policies of the PPS outline the focus placed on development being of a compact form and efficient with respect to use of resources.

The Town OP provides a policy which discourages development on private roads (Section 11.1.5) whereas the PPS requires the efficient use of land and resources. The inclusion of a public road, which in this case would mean the extension of Victoria Street, would inefficiently use the subject lands and introduce a road which is not required to serve the traffic needs of the neighbourhood. Extending Victoria Street would also result in the loss of natural resources, through the removal of trees along Lakeshore Road West, as development would need to be focused onto Lakeshore Rd.

The extension of Victoria Street would diminish the opportunity for intensification to be achieved through the implementation of a medium density low-rise built-form.

Based on the above, it is our opinion that the Town OP has policies must be balanced against the objectives of the in-force Provincial policy.

8.2 Zoning By-law Conformity Review

The zoning of the subject lands is *Residential Low - RL3-0* and *Residential Low - RL8*, with the RL3-0 zone permitting single detached dwellings only and the RL8 zone permitting both single detached and semi-detached dwellings. Multiple unit building typologies, such as townhouse units, are not permitted in either zone. The *Residential Medium - RM1* zone, which a portion of the site is being rezoned to, permits townhouse units.

The subject lands are located in a mature residential area where the majority of the homes were built in the mid- to late-nineties. The existing, residential low zone classifications of this area are reflective of that and do not contemplate other low-rise built forms for undeveloped sites such as the subject lands. Both the PPS and the Growth Plan contain housing policies which encourage the need for a diverse range and mix of housing types. This policy direction is stipulated by policies 1.1.1.b) and 1.4.3 of the PPS and policy 2.2.6.1.a) of the Growth Plan. A range of housing options helps to support the needs of current and future populations. The existing zoning of the subject property does not contemplate a range of low-rise building typologies which are compatible and suitable for a residential low zone classification.

Section 2.2.6.2. of the Growth Plan provides housing policies related to achieving complete communities. Policy 2.2.6.3 directs that *“to support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit*

residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.” The proposed development supports different types of multi-unit residential forms, with semi-detached units, standard townhouses and dual frontage townhouses, and supports different unit sizes. The current zone standards do not provide the required flexibility to accommodate the range of unit sizes which are being sought and as a result, site specific zoning permissions are necessary. The zoning relief being requested is also more consistent with current policy direction related to the efficient use of land and resources to support intensification.

Policy 1.1.3.4 of the PPS, requires that *“appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety”*. The existing, permitted zone standards are not conducive to encouraging an intensified, infill development. The minimum yard setback provisions contemplate larger lots, similar to the older, developments in the neighbourhood. The proposed development pattern is based on modern land use planning and development practices, consistent with the objectives of provincial policy to support a compact built form.



WESTON
CONSULTING
planning + urban design

9. PUBLIC CONSULTATION STRATEGY

In the fall of 2018, a meeting was held with Jane Clohecy, the Town's Community Development Commissioner, Mark Simeoni, the Director of Planning, and Charles McConnell, the West District Planning Manager, and the landowners to discuss moving forward with a concept plan for the subject lands. A key point of concern was ensuring that any proposed development meet the needs of the local community. As a next step, Staff suggested that the best strategy for moving forward would be to undertake a Community Consultation to interact with the community and receive the neighbourhood's input on the development of the lands prior to submitting any applications to the Town.

The landowners followed this advice and undertook a fulsome consultation process which included three Community Open House Meetings in which a range of development options were explored. The first two meetings were facilitated by Brook McIlroy, a planning and architecture firm which specializes in community engagement, and included different workshop activities to gather thoughts and feedback from the residents. Through this process, the landowners were able to

better understand the opinions, needs and wishes of the neighbourhood residents. The landowners also engaged with the Ward 1 Local and Regional Councilors to gain their insight on key issues for the community. The Councilors Participated in the Community Consultation when available.

The Community Consultation Process

All three Community Open House Meetings were held at the Walton Memorial United Church, located less than 1km from the site, in the evenings. It was important that the meetings be held at an accessible, nearby community facility which was familiar to residents. The meetings were advertised through the delivery of public notices, which were hand delivered by Weston Consulting to residents within a 120m radius from the subject lands (Figures 16). A different notice was delivered for each meeting. This 120m radius distribution limit is based on the Planning Act's notice requirements for Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications.



Figure 16: 120m Radius Catchment Area for Notice Delivery

Community Open House 1

The first Community Open House was held on January 22, 2019. The meeting was facilitated by Anne McIlroy of Brook McIlroy and included an initial presentation followed by a thirty-minute workshop. During the workshop, residents were split up into groups and provided with worksheets. The worksheets asked general questions about the potential for redeveloping the site and provided two proposed development options for discussion:

- Option A: A seven storey residential condominium with seven single detached dwellings at the north end of the site. This concept proposed the extension of Victoria street, which separated the single detached dwellings from the seven storey building.
- Option B: A seven storey residential condominium with a landscape buffer at the north end of the site. The extension of Victoria Street was not proposed.

At the end of the workshop, each group shared their comments. Neither concept was well received by any of the residents. It was clear that a seven storey building was considered too high and not in keeping with the neighbourhood character. Following the meeting, Brook McIlroy prepared a Summary Report which documented the comments received at the meeting. This was circulated to all residents that provided their email addresses.

Community Open House 2

A second Open House was held on February 26, 2019. This meeting was also facilitated by Anne McIlroy and followed a similar format to the first meeting with a presentation and a workshop. It was understood from the first meeting that residents would prefer a lower building height and a reduced density. The inclusion of single detached dwellings as part of the development was also noted as favourable.

Based on the comments received at the first session, a new concept was proposed for a five storey residential condominium building, which stepped down to four storeys, with seven single detached dwellings at the north end of the site. This concept proposed the extension of Victoria Street separating the single detached dwellings from the five storey building (Figure 17).

Resident's feedback on this proposal was synonymous with that of the first meeting. The concept was not well received. Resident's acknowledged that the rendering proposed a beautiful building design, but it was not appropriate in the context of their neighbourhood.

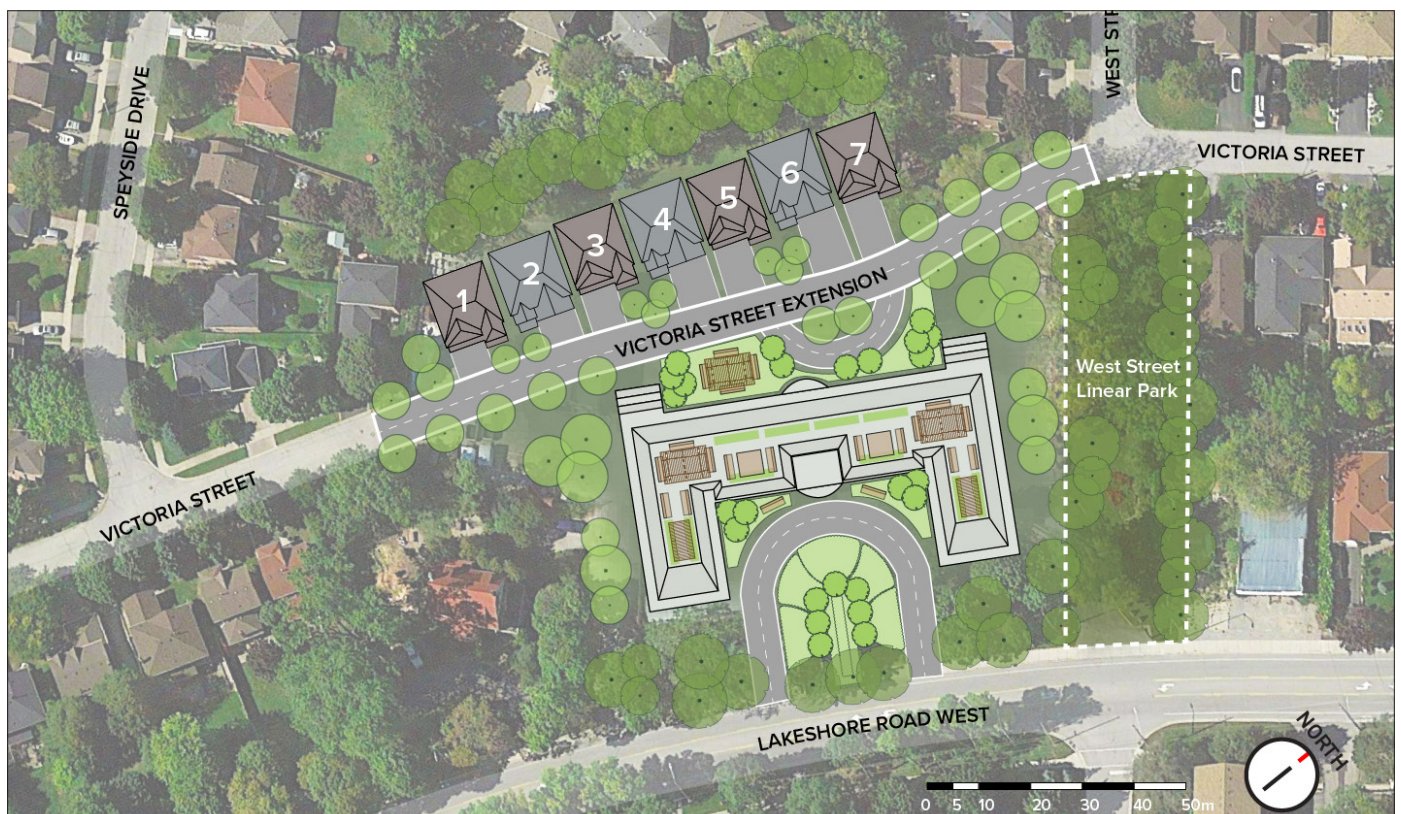


Figure 17: Site Plan of Proposed Concept

Community Open House 3

The third and final Open House was held on April 8, 2019. This meeting was facilitated by Kurt Franklin of Weston Consulting. The format of the meeting consisted of a presentation followed by an open discussion. The presentation highlighted the matters raised at the past two meetings and then proposed a new concept, which differed substantially from the previous development options. The concept proposed a low-rise, residential development consisting of semi-detached and townhouse units on a condominium road connected to Victoria Street, which terminated as a cul-de-sac at the west side of the site (Figure X).

In comparison to the previous meetings, the nature of the resident's feedback on this proposal was significantly different. Resident's reacted positively to this development concept and indicated that it addressed the majority of issues raised at previous meetings including:

- Preserving the street trees and 'character' Lakeshore Rd;
- Achieving an appropriate transition to the houses on Ward Crt;
- Providing a visual terminus when viewed from the west;
- Terminating Victoria Street and not connecting to the road section to the east; and
- Integrating the development with the unopened West Street right-of-way and the walkway along Lakeshore Rd.

Given the positive feedback received at the third meeting, the landowner's decided to proceed with this concept plan. Since the meeting, minor updates have been made to refine the design. These updates are based on comments raised at the consultation meeting and by the Local Councilors. These modifications include:

- Creating a full loop for the condominium road by adding a second access off of the Victoria Street cul-de-sac.
- Removal of the emergency access at the northeast corner of the site.
- The inclusion of additional visitor parking spaces.

A lack of visitor parking was identified by residents and the Councillors as an issue with these types of medium density residential developments. The proposed concept provides 14 visitor parking spaces, which exceeds the by-law requirement for 9 spaces.



Figure 18: Rendering showing View from Victoria Street

Matters Raised

Over the course of this consultation process, there were several matters continually raised by the community. These matters, summarized below, were instrumental in shaping the proposed development concept, which has been well received by the community.

- I. No mid-rise or high-rise buildings.
- II. Residents on Victoria Street do not want the road extended.
- III. Save the trees on Lakeshore Road.
- IV. Want the West Street ROW preserved as a linear park.
- V. Concern with privacy and overlook of homes on Ward Court.
- VI. Need for different housing options in the community but not more than three storeys.
- VII. Need for additional visitor parking.

It is our opinion that this process has allowed for the development of a plan which is based on good, consultative planning. Over the span of three meetings, the landowners had an opportunity to properly engage with the community and listen to their feedback. This has allowed for the development of a plan that balances the needs of the residents with the needs of the landowners.

Moving Forward

Once the applications are submitted and deemed complete, the planning process with the Town will be initiated and a statutory Public Information Meeting will be scheduled by the municipality. Notice of this meeting will be provided per *Planning Act* requirements, including the posting of a notice sign on the site. Weston Consulting will also reach out by e-mail to all residents who participated in the previous, independently initiated Community Consultation process to inform residents of this statutory public meeting. At the final Open House in April of 2019, Weston Consulting advised residents that they would kept informed of this development proposal as it moves through the planning process.

At this statutory Public Information Meeting, all interested parties will be able to provide comments on the submitted applications. These comments will be documented, reviewed and considered in the context of the proposed development, which is consistent to that presented at the third Community Open House in April of 2019, which was well received. All submission materials, including this Planning Justification Report and other supporting documents, will be available on the Town's website for

public access and available at the meeting. Town staff and Weston Consulting will provide a presentation detailing the proposed development at the meeting and will be available to respond to any comments and questions.

A key aspect of the proposed development is that it was informed by the local community over a multi-meeting public consultation process. Weston Consulting and the landowners understand that the community will remain engaged in the planning process as the proposal advances and support their involvement. During the processing of these applications, Weston Consulting will continue to be available to respond and engage with the local community.



WESTON
CONSULTING
planning + urban design

10. PLANNING ANALYSIS AND JUSTIFICATION

The proposed development represents an appropriate level of intensification on an underutilized site. The development proposes a road network that enhances connectivity in the neighbourhood while maintaining a high level of service and preventing the expansion of the public road network. The following rationale is being provided to justify this proposal in the context of the overall Planning framework.

10.1 Policy Context

The proposed development conforms to the in-force Provincial policy regime which includes the PPS and the Growth Plan. The proposal achieves the Province's objective of directing growth and development to the Town's *built-up area* and supporting compact development patterns which efficiently use land and resources. Recent changes to the Growth Plan specifically direct that intensification is to be encouraged "*generally throughout the delineated built-up area (Section 2.2.2.3.c)*." This stipulates that intensification is not only to be directed to strategic growth areas. The proposed development fulfills this Provincial directive for an appropriate level of intensification. In addition, the development of the subject lands also brings to fruition provincial objectives for establishing complete communities. The proposal promotes diversity in housing options for the community, improves pedestrian connectivity for the neighbourhood and supports the vibrancy of the public realm through the formalization of the West Street ROW as a linear park.

The Regional Official Plan directs that growth and residential infill development is to occur in *urban areas*. The ROP states that an intensification target of 13,500 residential units is to be achieved within the Town of Oakville's built boundary by 2031. Similar to the Growth Plan, the Region supports growth and redevelopment within the *built-up area* and directs that 40% of all new residential development is to occur there. This proposal provides a moderate density, infill redevelopment of 39.6 units per site hectare which will contribute towards the Region's growth target objectives for 2031.

The Town OP's growth management regime does not preclude intensification outside of designated growth areas. Policies in the Official Plan support residential intensification outside of growth areas on the basis that the "*character of the area is preserved and the overall urban structure of the Town is upheld (Section 4.3)*." The proposed development preserves the character of the area as it contemplates low-rise, building typologies. The semi-detached units are already permitted as-of-right,

and present in the community south of Lakeshore Road West. The overall urban structure of the Town is also not compromised by the proposal as the development supports the Town's objectives for residential areas. These objectives include encouraging an appropriate mix of housing types and tenures, protecting and enhancing the character of existing residential areas, promoting housing initiatives to facilitate compact urban form, and establishing complete communities.

The proposed condominium road preserves the cul-de-sac nature of the east and west ends of Victoria Street which has existed for over 40 years. As discussed in Section 6.4 of this Report, there are no policies in the Town OP which prohibit condominium roads. The proposal is also maintaining the West Street ROW as passive recreational space and providing strong pedestrian linkages.

It is our opinion that the proposal provides an appropriate development in the context of the built form, intensification and complete community policies outlined by the current policy regime regulating the subject lands.

10.2 Public Consultation

A fundamental reason as to why the proposal is appropriate for this specific location, in this specific community, is because it has been based on good, consultative planning. The subject lands are an important site in the community as they have been functioning as the Cudmore's Garden Centre for decades. The removal of this use from the community is not a reality many residents had previously contemplated nor desired, as the redevelopment of this site introduces change to their neighbourhood.

The subject lands represent one of the last remaining parcels in this neighbourhood, of a reasonable size, that is designated and zoned for residential uses. In order to understand how to best redevelop the site for residential purposes, the landowners followed the advice of the Town and engaged in a comprehensive public consultation process. Over the span of three meetings, various development concepts were presented and discussed. The landowners were able to fully understand the needs, concerns and wishes of the community directly from residents and the local Councilors. This process led to the establishment and refinement of the development proposal which forms the basis of these applications. Figure 19 presents the rendering that was presented at the third meeting in April of 2019 which was positively received. It is our opinion that the public consultation

process has allowed for the creation of a proposal which balances both the needs of the community and the landowners.



Figure 19: Proposed Site Plan

10.3 Compatibility

The subject lands are situated in a prominent location along Lakeshore Road West. Low-rise residential dwellings surround the lands in all directions. From a land use perspective, the development does not deviate from the dominant use of the land for low-rise residential dwellings. The proposed building typologies are compatible with the existing low-rise built form. The existing urban design character of the surrounding lots and units is reflective of the era of their construction. The proposal provides for a more compact built form, consistent with modern land use planning and development practices, but is sensitive to the massing and scale of the surrounding units.

In addition, the lands are uniquely situated as only the north end of the property shares a rear property line with the surrounding residential area. Physical features to the east, south and west provide smaller separation distances between the lands and the surrounding area, providing for a more seamless transition between the development and existing lots. The subject lands location in the middle of a disconnected street network leaves both the east and west ends of Victoria Street acting as informal cul-de-sacs,

providing small buffers at the northeast and northwest ends.

To the east, the West Street ROW, which never been constructed as a public road as originally intended, separates the site from the larger lot, single detached dwellings to the west. To the east, the Cudmore land parcel provides a significant separation between the dual-frontage dwellings and the existing lots to the east. These separations allow for appropriate transitioning in the east-west direction, ensuring proper integration of the proposal within the community. Lakeshore Road is located to the south physically separating the development from the residential lots to the south.

Based on these existing, physical buffers, the semi-detached units have been strategically positioned at the north end to act as a natural extension of the units on Ward Court. The proposed massing and scale of the proposed semi-detached units are intended to mirror that of a single detached dwelling and will result in a building footprint which resembles the same. This will promote stronger compatibility with the units on Ward Court and transition more appropriately with the proposed townhouse units to the south.

10.4 Pedestrian and Vehicular Connectivity

The extension of Victoria Street should only be considered if necessary to address traffic issues in the neighbourhood. As outlined in the Traffic Impact Study prepared by Crozier and Associates, the extension of Victoria Street is not required from a traffic operations perspective. The additional site traffic from the development will have a negligible impact on the road network. In addition, given that the subject lands are the only under-developed parcel in the neighbourhood, there is little opportunity for additional residential intensification in the area which would require the extension of Victoria Street to support neighbourhood traffic levels.

The extension of Victoria Street is not required to establish a complete community. The projected level of service for the transportation network remains at LOS 'A', even with a disconnected vehicular network. Another example of this situation is West Street.

The West Street ROW was originally intended to extend West Street between Victoria Street and Lakeshore Road West. This extension of West Street never occurred, and it is our understanding that it is not being contemplated as the West Street ROW is used by pedestrians as a linkage with between the neighbourhood and Lakeshore Road West. As shown in the submitted TIS, the extension of West Street is also not required to provide a high level of service in the vehicular transportation network. Given the high level of service, and the example of the West Street unopened road allowance, the extension of Victoria Street is not required to establish a complete community.

The proposed development encourages further pedestrian connectivity with the neighbourhood. A public pedestrian linkage is proposed through the development, near the visitor parking spaces south of Building 3. This linkage will provide a direct connection to West Street which is intended to remain as a pedestrian route. This pedestrian and active transportation linkage is an equivalent connection to that of extending Victoria Street as it achieves the desired outcome supporting connectivity with the surrounding neighbourhood.

It is our opinion that the proposed condominium road presents the optimal road network response for the subject lands. The full loop of the road provides the greatest efficiency for garbage pick-up and emergency access. It also allows for the accommodation of 14 visitor parking space, which exceeds the Zoning By-law minimum requirement of 9 spaces. From a public opinion

perspective, it was understood through the public consultation process that the residents that live closest to Victoria Street do not want the road to be extended. The community is accustomed to the east and west ends of Victoria Street acting as cul-de-sacs. Extending the road would destabilize this physical condition. The inclusion of private roads is not uncommon in the Bronte Community, as detailed in Section 4 of this Report, and should be supported for the proposed development.

10.5 Natural Environment

The proposed development supports the existing policy regime for growth and intensification while preserving the existing natural landscape features of the subject lands and surrounding area. An essential attribute of the Lakeshore Road West frontage and the West Street ROW is their rich green environment consisting of mature trees, which are a policy priority of the Town.

The dual frontage townhouse units have been proposed along Lakeshore Road West to protect the existing street trees and the planted, meandering sidewalk along the frontage of the site. The presence of tree-lined, grassed boulevards is a key feature of the Lakeshore Road West streetscape. The continuation and maintenance of a prominent streetscape familiar to the area and will help to preserve the neighbourhood character. This will also positively enhance the image of the neighbourhood promoted by the proposed development.

Another key attribute of the proposed development is the formalization of the West Street ROW as a linear park. The West Street ROW is an important pedestrian connection that must be preserved and protected. The intention is to construct a pathway, in consultation with the Town and the community, through this connection while ensuring the protection of the existing, mature trees. During the Site Plan stage, further details related to this design, street furniture, and additional landscaping will be determined.

In our opinion, the focus which has been placed on protecting and enhancing the natural environment will promote a seamless integration of the proposal with the surrounding neighbourhood character.



WESTON
CONSULTING
planning + urban design

11. URBAN DESIGN POLICY

Section 6 of the Livable Oakville Official Plan addresses the Urban Design objectives of the Town. These policies include specific direction on Complete Streets, Street Design/Layout, Pedestrian Access and Circulation, Vehicular Access and Circulation, and other elements. The proposed development conforms to these policies as follows:

- The proposed development will implement public access easements across the internal road to provide connectivity within the neighbourhood where none currently exists. At this point in time, the eastern and western sections of Victoria Street do not connect. These public access easements will provide for a safe pedestrian and active transportation connection between two sections of the community that have never had direct access to each other (Policies 6.3.1.a, 6.3.1.b, 6.3.1.d, 6.3.1.e, 6.5.1.b, 6.11.1, 6.11.2, 6.11.5);
- A direct pedestrian and active transportation linkage to the West Street linear park is also proposed. Currently, residents on the western section of Victoria Street, and the surrounding neighbourhood, have no direct access to the West Street linear park. The public access easements will provide this connection (6.2.1.a, 6.2.1.b, 6.2.1.c, 6.2.1.d);
- The connectivity proposed in this development supports the Complete Street policies found in Section 6.3. While vehicular access through the development is not proposed, the public access easements will offer other multi-modal, pedestrian, and active transportation choices. Connections will now be available between the two separate sections of Victoria Street and from the western section of Victoria Street to the West Street Linear Park. Quicker access is also provided for the residents on the western section of Victoria Street to Lakeshore Rd where public transit is found;

- An enhanced sense of identity will be created through the connection of the two neighbourhoods surrounding the separate sections of Victoria Street. The proposed public access easements will 'complete' the active transportation network while not negatively affecting the operation of the vehicular transportation network. This improved level of connectivity will 'provide cohesion and seamless transitions between the public and private realms'. (6.4.1.a, 6.4.1.b, 6.4.1.c, 6.4.1.e, 6.4.2.b, 6.4.2.c, 6.4.2.d, 6.4.2.e);
- The public access easements will enhance bicycle movements by providing connections that currently do not exist. Access to Lakeshore Rd will be enhanced which is where public transportation is found. (6.5.1.a, 6.5.1.b, 6.5.1.c). As shown in the accompanying Traffic Impact Study, major intersections in the neighbourhood will still function at a high level so as not to impact vehicular movements;

In summary, the proposed development integrates connectivity into its design and connects two sections of the overall neighbourhood that have always been separated. Pedestrian and active transportation linkages will fulfill the function of a public road through a private road with public access easements. In these ways, the proposed development supports the Urban Design policies of Livable Oakville and enhances neighbourhood connectivity.



WESTON
CONSULTING
planning + urban design

11. CONCLUSION

The proposal represents an appropriate infill redevelopment which was designed through a rigorous, public consultation process with the community. The local community played a critical role in shaping the proposed development as their comments and feedback were instrumental in the creation of the concept plan which forms the basis of these applications.

The subject lands are within the Town's *built-up area* and are strategically located for an appropriate level of residential intensification. The lands are a standalone parcel in a stable residential neighbourhood. They are effectively separated from the surrounding area by physical barriers to the east, west and south. To the north, the lands share a property line with the existing, low-rise residential neighbourhood. To allow for a seamless transition between the existing neighbourhood and the proposed development, semi-detached units are proposed on the north end of the site and act as a natural extension of the existing neighbourhood. This proposal offers an opportunity to create a development which protects the existing low-rise neighbourhood character, while maintaining the natural landscape of the Lakeshore Road West frontage, a notable streetscape feature, and the West Street ROW, which is to be formalized as a linear park.

It is our opinion that the Vogue Wycliffe (Oakville) Limited proposal is appropriate, desirable and based on sound planning principles. We find there to be merit in the proposed development and request that the submitted Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications be approved by Oakville Town Council.



WESTON
CONSULTING
planning + urban design